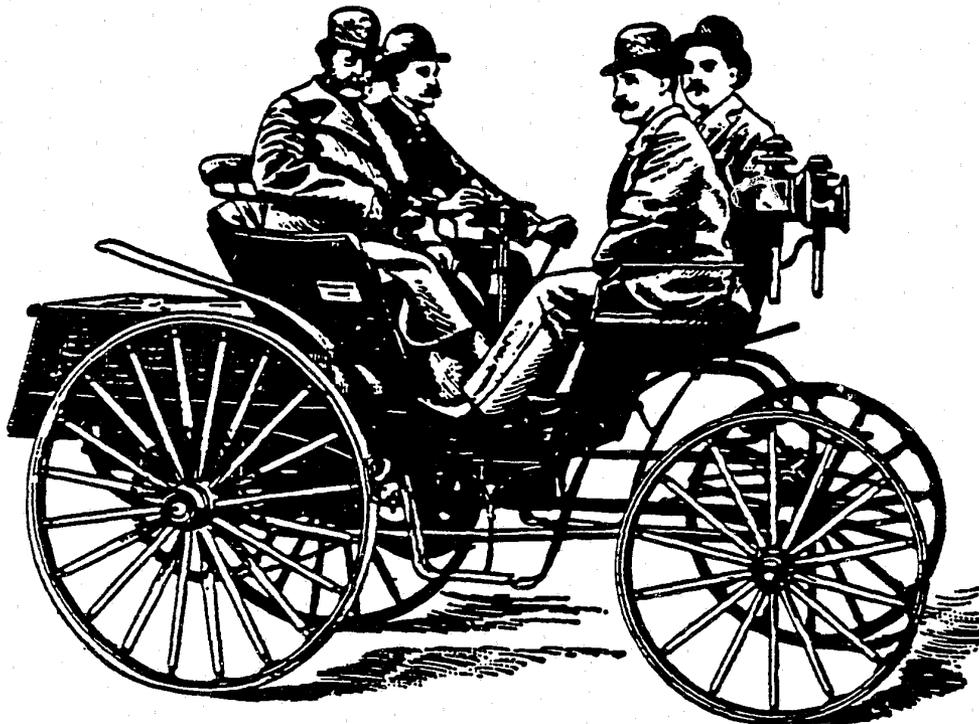


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**HOW WILL LAW ENFORCEMENT ADAPT
TO THE POTENTIAL INCREASE IN COMMUTING
POLICE EMPLOYEES BY THE 21ST CENTURY?**



by

EDWARD A. AASTED

PEACE OFFICER STANDARDS AND TRAINING (POST)

COMMAND COLLEGE - CLASS 12

JULY 1991

NCJRS

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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).

CHAPTER I -- INTRODUCTION

A discussion of related background data and the scope/limitations of the study.

CHAPTER II -- FUTURES STUDY

The issue to be addressed in this study is the following: What impact will the increase of commuting employees have upon law enforcement agencies by the 21st Century? The Santa Barbara Police Department was used as the model agency, though the futures study exploits trends/events that are universal to all agencies.

CHAPTER III -- STRATEGIC MANAGEMENT

A plan for all law enforcement agencies is set forth using stakeholder analysis and providing alternative strategies to deal with the problem of commuting among law enforcement employees. A systematic approach to garner internal and external support facilitates the alternative strategies.

CHAPTER IV -- TRANSITION MANAGEMENT

A description of a management structure is delineated to provide a systematic and smooth transition to a plan to ease the problems created by commuting among law enforcement employees. Implementation technologies and methods are addressed to insure successful implementation of the strategies.

CHAPTER V -- CONCLUSIONS, RECOMMENDATIONS, FUTURE IMPLICATIONS

A discussion of the study's conclusions, recommendations, and future implications.

EPIGRAPH

They commute five hours a day and are so anxiety-ridden when they get home they kick the dog and slap the kids and drink six beers. But they've got the house and the barbecue and the backyard.

**--David Bellis, Planning expert on
Homeowners in Los Angeles Syllabus, Dec. 1990**

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SACRAMENTO, CALIFORNIA

July 1991

EXECUTIVE SUMMARY

Order No. 12-0224

This study, consisting of five chapters, examines methods law enforcement agencies could employ to avoid the potential negative impact caused by having a work force comprised of predominately long distance commuters. The Santa Barbara Police Department was used as the model agency for this study for the following reasons: (1) high costs of housing (2) coastal geography (3) historic and current trends in reference to commuting employees.

The strategies proposed in this study, however, have a wide range of application for large, medium and small agencies. From statewide interviews conducted, it is quite apparent that coastal law enforcement agencies are in the throes of difficulties caused by increasing numbers of commuting employees.

Law Enforcement agencies which are located away from coastal and urban areas are content. Why? Because the lower costs of housing has drawn to their communities a large population of law enforcement employees. If these agencies do not look years ahead, they, too, will be in the same situation as others who have long distance commuting employees. Hence, the need for this futures study.

Through scenarios, the study was used to explore the threats and opportunities a medium sized law enforcement can expect to encounter in finding solutions to the problem. The outcome is a positive approach strategic management plan that could empower any law enforcement agency to develop proactive commuting methodologies. Some concepts are: (1) use of plain units (2) City/County van pools (3) guaranteed ride home (Ride Sharing).

In addition, as an additional measure to help the commuting employees, the study places emphasis on the need to provide some type of overnight sleeping quarters. This is an effort to help the commuter who has to remain in the city awaiting court or is too tired to travel home.

The five chapters are summarized below:

Chapter I: INTRODUCTION

Historically, all agencies have employed law enforcement personnel who lived where they worked, and were thus loyal solely to the community they served. As housing costs escalated, the ability of young law enforcement officers to afford homes in cities in which they worked declined sharply. This present picture looks even grimmer as the 21st Century approaches. This chapter is used to discuss these issues with respect to the past, present, and, by literary review, provides a window from which to begin the futures study.

Chapter II: FUTURES STUDY

Three sub-issues were developed using a futures wheel. They were: (1) What will be the effects of commuting on the individual that could impact job performance?; (2) How will the department adapt to meet the varied needs of the commuters?; and (3) What incentives can be developed for employee retention that can outweigh the spiraling cost of living in Santa Barbara? A Nominal Group Panel identified five critical trends and events that were deemed most relevant to the emerging issue. Three policy considerations were formulated to avoid the negative impact of having 70% (projected by the NGT Group) of the police work force long distance. These policies were: (1) the department should require all employees commuting over 15 miles one-way to car pool, (2) the department should bring pressure on the City Council to implement an equity home loan program, and (3) the department should provide priority parking, flex scheduling and local bed space for the commuters.

Chapter III: STRATEGIC MANAGEMENT

The strategic plan begins with a mission statement. This is followed by an assessment of the internal and external environment in which the plan is to be implemented. Fifteen stakeholders are identified and their positions, pro and con, are discussed so alternative strategies can be proposed. The key in this chapter is understanding that the police department make these changes purely on its own.

Chapter IV: TRANSITION MANAGEMENT

Three strategies were selected: (1) allow commuters to use plain units to car pool, (2) develop a city van pool system, and (3) provide local bed space for commuters. This chapter evaluates the minimum number of individuals or groups who must support the change to make it happen -- the critical mass.

Chapter V: CONCLUSIONS/RECOMMENDATIONS/FUTURE IMPLICATIONS

Important to law enforcement (in reference to an increasing work force of commuting employees) is the understanding we can and must adopt and introduce policies and procedures to impact this emerging future issue. This chapter summarizes the recommendations and other future research needs.

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CHAPTER I: INTRODUCTION

CHAPTER I: INTRODUCTION

A. BACKGROUND

1. HISTORICAL PERSPECTIVE

The potential impact of commuting employees upon law enforcement agencies is an emerging issue law enforcement must deal with in this decade. Law enforcement agencies in previous decades enjoyed a familiar atmosphere in terms of both the composition of the city and the internal workings of the department. The bottom line was that everyone knew each other and a sense of family permeated the general environment. Police officers lived in the town or neighborhood in which they worked, their children went to local schools, and both they and their families were a part of the community in which they worked. They had, thus, a clear sense of belonging to the community, and this was clearly reflected in their work. This atmosphere is long gone, and law enforcement is in the throes of change. The increased cost of housing and the cost of living have created "Commuter Cops," law enforcement employees at all levels who must live outside the community they serve, in some cases many miles away. These men and women are now an integral part of law enforcement agencies and law enforcement must take a proactive stance before the 21st Century if law enforcement agencies are to live up to the mottos that are focused around the slogan "dedicated to serve," however phrased.

Using the Santa Barbara Police Department as a model agency, the issue to be addressed in this research project is the impact of commuting employees on a moderate-sized city law enforcement agency. How can such a department adapt to the ever increasing dilemma of employees living further away from the community they serve?

The major trend is the high cost of housing. It is forcing employees to live further

from the agencies in which they work. At the same time, increasing congestion in the form of gridlock on both surface streets and freeways is consuming employee time and raising the specter of law enforcement employee inability to report for duty should a major disaster occur.

According to Gary E. Johansen, "Over the past several years, the cost of living and the cost of housing near major metropolitan and coastal areas have risen drastically, and 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 transfer officer, may have to locate many miles outside the city. This may allow them to qualify to buy a home at lower costs, but means he will spend many hours each week in commuting."¹

Commuting leads to numerous other problems such as:

- Commuting-caused stresses
- Car pooling conflicts
- Call back readiness difficulties
- Employee retention
- Child care issues
- Daily scheduling problems
- Inconvenience of early morning court appearances
- Sick leave abuses
- Divided community loyalties

One only needs to look at their own department to see the essence of this ominous bleak picture. For example, the Santa Barbara Police Department from its founding until 1965, required that an individual be a resident within the city limits in order to become a

police officer. In 1966, a forward-thinking department staff modified the department's Personal Conduct and Duty Requirements, Section 4.9 (Resident and Telephone) to read: "(a) Employees of the Department shall reside within the City Limits of Santa Barbara and shall maintain a telephone at such residence; (b) In the event that an employee of the Department desires to maintain his or her residence outside the Santa Barbara City Limits, said employee shall, in writing, request permission before moving his or her residence outside the City Limits."² Today, all that remains of this policy is that officers are expected to let the Chief's secretary know where they live and their telephone number.

Since 1966, the sworn employee's residence location has changed as follows:

<u>1980:</u>		<u>1991:</u>	
70%	Santa Barbara	25%	Santa Barbara
19.4%	Goleta/Carpinteria	38%	Goleta/Carpinteria
10.6%	North County/Ventura	37%	North County/Ventura

History is thus demonstrating that residency issues and coping with long distance commuting is going to present law enforcement executives with substantial challenges by the end of this decade.

2. PRESENT CONDITIONS

In the Santa Barbara area, the median price of all residential properties sold during the first nine months of 1990 was \$320,000. The average sale price was \$423,300, up 6% from 1989.³ This picture continues to be indicative of what Mr. Johansen referred to in his article. Because of the housing trend, more and more employees will be forced to commute long distances from their homes to the work place.

A 1990 survey dealing with staffing of employee callbacks indicated that out of 47 police agencies, 10 have experienced some problems with emergency response times, callbacks, or assignment selection, all caused by the distance employees live from the city.

Four agencies reported they had to make changes in deployment because of increased commuter response times.⁴

Numerous law enforcement agencies are experiencing problems caused by the fact that their employees must commute, and some already have made changes in scheduling practices and car pooling techniques. Twelve law enforcement agencies (See Appendix A) were selected for comparative analysis. The key elements which determined their selection are present conditions such as: high housing costs, high percentage of commuting employees, coastal location and comparable size to the Santa Barbara Police Department. This chosen sample is representative of California municipal law enforcement agencies because they provide a window into the future of non-coastal agencies. It is highly probable that the non-coastal agencies will experience higher housing costs; in some instances they already are. This driving trend is and will force these departments' younger employees to commute to find affordable housings. Five out of twelve agencies surveyed by this researcher, (See Appendix B) have implemented various methods to deal with commuting employees. Some of their methods are:

- Providing 10- and 12-hour shifts
- Allowing flex scheduling
- Providing department cars
- Providing home-department computer links
- Providing in-house overnight sleeping quarters
- Providing car pool incentives

The key point here is that less than 4% of the agencies surveyed are being proactive in visualizing the need to adopt concepts to mitigate future commuter employee negative impacts. That same survey reflected that 29.5% of sworn employees in the sample

commuted more than one-half hour or traveled beyond 25 miles. In some agencies, as much as 70% of sworn departmental employees were commuting; in others, as little as 3.7% were commuting. For these same agencies, commuting civilian employees varied from a high of 40% to a low of 1%, the median being 18%. Commuting of reserve officers showed a different, and consistent pattern. An average of ninety-five percent lived within the time and distance perimeters of 1/2 hour or twenty-five miles. This would indicate that those who volunteer only do so if the place where he wanted to work was close to his residence.

These reserve officers can be a tremendous asset for departments with high commuter percentages, especially if they are Level 1, as they are capable of functioning in the field without a partner. Callback emergencies present serious problems that can be solved if these reserves can be called to duty while the commuters are en route. But this does not help solve the day-to-day commuter problems.

According to a report by the Assembly Office of Research:

"By 2010, the expected speed on Southern California's freeway system will be 11 miles per hour, down from the 31 miles per hour experienced today. Some parts of the Los Angeles system of freeways may slow down to seven miles per hour by the year 2000."⁵

Traffic congestion is hardly a new phenomenon. The central core of the cities have been clogged with cars for longer than most of us can remember. In many ways, civic officials have come to regard downtown congestion as a badge of urban vitality, and traffic jams as the price of working in a thriving city. But during the last several years, traffic congestion has taken on a new color. Today, it is no longer possible to speak of it merely as a downtown phenomenon. Congestion has lost its directional bias: people driving from their homes to the shopping center are just as likely to run into heavy traffic as are commuters on their way to work.

Law enforcement executives might well dismiss this development with the comforting

reassurance that employees are still getting to work and, whereas from time to time agencies might have to depend on emergency measures, why should systems and procedures be changed to the problems of commuters? Since the system appears to be working, why take the trouble to initiate change?

This style of thinking might well work temporarily for law enforcement agencies that are on the outskirts of large or coastal communities. These communities now enjoy lower cost housing and have a sense of being rural with a large commuting law enforcement population from which to recruit. As population increases, however, in the future, they are likely to be faced with the same situation as Santa Barbara. As California continues to grow with no end in sight, the need to develop future strategies for adapting with commuting employees must be forecasted. New legislation places a mandatory emphasis on that need.

Regulation XV of the South Coast Air Quality Management District (SCAQMD) provides law enforcement executives with the need to be visionary. Regulation XV was adopted by the SCAQMD on December 11, 1987, and requires employers within the South Coast Air Basin who employ 100 or more persons at any work site to promote employee participation in Trip Reduction and Ridesharing Programs. Employers must reduce work-related trips in single occupancy vehicles made by employees who report to work between 6:00 a.m. and 10:00 a.m. inclusive, Monday through Friday.⁶

The majority of southern California agencies surveyed fell into the category covered by Regulation XV; however, when asked if they had any plans for their commuters, six out of nine responded "No." (See Appendix B.)

Present conditions in Santa Barbara echo that theme. Police department commuters for the past few years have been a part of the city-wide car pool plan. Basically, it means two or more employees are considered a car pool, and are entitled to a parking space in the

department's (small) parking lot. This, however, is merely a stopgap measure, one which does not fully meet the needs of either the individual officer or the department as a whole.

There are two sets of critical needs, those of the individual officer and those of the department. These needs are not mutually compatible under the present circumstances.

The needs of the individual officer, many of whom are now commuters, are as follows:

- Affordable housing where they are employed
- Sleeping quarters when waiting for court appearances
- Car pooling incentives
- Flex scheduling
- Child care facilities

It will be noted that the provision of the first would render unnecessary the last four. If the first cannot be provided, then the last four are practical necessities. If police personnel are unable to get the above needs met, their dedication to their department will deteriorate, and they may seek employment elsewhere.

The department's needs are listed below, and fall into the following three areas:

- Readily available personnel
- Swift, effective callback and emergency response
- The ability to retain employees

The agency that does not get these needs met will be unable to be of effective service to the community, and will find itself in difficulties with city officials and perhaps with the general citizenry as well. The state's desire for clean air adds an additional, and complicating factor since Regulation XV discussed above mandates change. No longer can those in communities such as Santa Barbara take the stance that since local air quality is acceptable, the problem only exists in Los Angeles and similar large cities.

The City of Pleasanton provides a useful example. Pleasanton, until recently, has been a quiet "bedroom" suburb of San Francisco, but has not been immune to rapid development. Long distance commuters found that the city had affordable housing and a nice quality of life, and Pleasanton began to suffer a major increase in population. Pleasanton community officials recognized that increases in commuter traffic corresponding to the projected increase in employment would cause an intolerable congestion level. In 1984, they adopted an ordinance requiring employers to devise plans which would reduce employees' automobile trips by 45% over a four-year period.⁷

Santa Barbara, is now facing the same kind of ordinance, now in draft form before the city council. The draft ordinance requires all employers (both new and existing) to reduce by 15% the number of single car commuters during peak congestion periods (7:15 a.m. to 8:45 a.m. and 3:58 p.m. to 5:59 p.m.).⁸ This means that, for the future, the Santa Barbara Police Department and other law enforcement agencies must reevaluate their traditional methods of scheduling and planning that they may be in compliance with the ordinance if it is passed. Furthermore, they must now do this reactively rather than proactively. For the Santa Barbara Police Department, the time has plainly come to plan for the future since increase in traffic is a trend that is not likely to be reversed. The Santa Monica Police Department is the only agency surveyed by this researcher that has a policy allowing their sworn employees to carpool using plain police units. (See Appendix C.)

Presently, two northern California localities are confronting the high cost of housing trend. First, Palo Alto is seeking ways of providing low-cost or subsidized rental homes and shared-equity housing. Secondly, the County of San Mateo is in the process of implementing an Affordable Homeownership Program for their employees and will provide a loan in the form of a second deed of trust.⁹ The loan would cover up to one-half of the down payment

and/or reduce the amount the employee would borrow from the lending institution.

It can be distilled from the present conditions that commuting employees present challenges and problems. The driving force is a push-pull situation resulting from the high cost of housing and the state's desire to reduce pollution caused by vehicular congestion.

Dennis L. Frandsen states in his Command College paper, "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."¹⁰

Present conditions and future projections of higher housing costs, air pollution, gridlock, and commuter employee problems demand our attention. This will require that law enforcement agencies adapt to these aforementioned issues by managing the future proactively.

3. PURPOSE OF THE STUDY

It is anticipated that the results of this study will enhance the abilities of all law enforcement departments to adopt new systems and procedures to mitigate potential negative impacts caused by the fact that employees must commute. In addition, this study should provide a model other law enforcement agencies can use to gain information about the future of commuting among employees and help them develop their own strategic plans, rather than merely reacting to specific driving trends as law enforcement approaches the 21st Century.

4. SCOPE OF THE STUDY

The main thrust of this study is: "How will law enforcement adapt to the potential increase in commuting police employees by the 21st Century?" Obviously, the subject is

enormous in scope, and other Command College colleagues have dealt with some of the subordinate sub-issues. Some of these issues are related to emergency response on freeways and staffing employee callbacks. Another colleague in Class 12 is currently focusing on the issue of affordable housing.¹¹ This study will be focused on how to immediately develop strategies to stem some of the problems raised by commuting among law enforcement employees, react to new and forecasted legislation and, via a hypothetical scenario, challenge the trends of high cost housing. This researcher will use the Santa Barbara Police Department as the model agency and focus of this study.

5. LITERATURE REVIEW

During the literature review portion of this study, a variety of literature was scanned. The literature included studies prepared by state, federal and local levels, government memoranda, news articles and previous Command College papers.

Some of these studies were used to help predict a foreseeable future, but they were centered around following the trends of the increase in the numbers of commuting personnel. This study will be used to make use of salient literature on those trends and suggest a desired future, indicated through the use of a normative scenario, strategic plan and recommendations and conclusions of this study.

All of the literary sources cited confirmed that California law enforcement should experience an increase in the numbers of commuting employees which will have a profound effect on their "quality of life." Commuting long distances, according to the literature review, is a major social and economic problem, not to mention the impact on air quality.

Chapter II, Futures Study, will be used to explore the significant trends and events that are central to the emerging issue and sub-issues of commuting employees upon which this study is focused.

CHAPTER II: FUTURES STUDY

CHAPTER II: FUTURES STUDY

A. DEFINING THE FUTURE

The emerging issue selected for this study was the effect of the increase in commuting employees on California law enforcement agencies. In order to provide the issue with a time line so that the study can be a contemporary catalyst for provocative thoughts, the issue was phrased as follows: "What is going to be the impact of full-time police commuting among employees on the Santa Barbara Police Department by the 21st Century?"

Overview. As the introduction suggests, the relaxation of residential requirements for employment has caused a change in demographics for the Santa Barbara Police Department. Since 1980, many factors have caused employees to seek housing outside of the city limits because of the lack of affordable housing within the city limits of Santa Barbara. Long-time employees who purchased their homes a decade or more ago, and have the income to support them, can live in Santa Barbara. Newcomers to the department, especially those at the patrol officer and sergeant level cannot afford local homes.

As mentioned in the introduction, from a very narrow perspective, the Department can afford to be inactive. The desks have occupants, the patrol cars have drivers and cases are being investigated. However, day by day more employees are driving long distances to get to and from work so they may have an affordable home. Responsible managers cannot ignore this trend. They have an inherent obligation as leaders in the departments to enhance the quality of life for their employees. Department leaders also have a mandate from the community to keep the peace by providing adequate protection twenty-four hours a day.

The challenge of the decade for the department is to be prepared to cope with personnel shortages both during routine and rapid deployments when emergency manpower is required by a disaster such as the Santa Barbara fires in the past winter, when roads may be jammed with traffic. Hence, one of the many needs to forecast and evaluate is the impact of commuting employees. The task is to meet departmental needs for adequate manpower at key times while working with the individual needs of the commuter employee.

To that end, the following appropriate sub-issues were developed using a futures wheel (See Appendix D.). The sub-issues selected are:

1. **How will commuting effect the individual job performance?** The study must address the needs that arise because of long drives to and from work, issues such as alertness and response time. The department will have to find ways to mitigate these negative effects in order to provide adequate service to the community.

2. **How will the department adapt to meet the varied needs of the commuters?** Management must come to grips with the need to adapt schedules to meet the increasing needs of the commuter employee who must drive 35-40 miles to work, get off duty at 2:00 a.m., appear in court at 8:00 a.m., and, in addition attend schools for career advancement.

3. **What incentives for employee retention can be developed that can outweigh the spiraling cost of living in Santa Barbara?** Employee turnover is expensive. Benefit packages that help negate the high cost of living could provide methods for retaining employees. The department must recognize the validity of the old expression is, "one's home is his castle"; the department must make the city a fortress of security for the employee.

B. NOMINAL GROUP FINDINGS

Using the Nominal Group Technique (NGT) Process, a nominal group was formed.

(See Appendix E.) The NGT group was convened and the NGT process explained. The issue and sub-issues were presented and the sequence of NGT steps were executed. (See Appendix F.) The process was used to examine all identified trends and events from sociological, technological, environmental and political perspectives. A total of 33 trends and 42 events, set forth in Appendixes G and H respectively, were identified as most relevant to the emerging issue. The Modified Conventional Delphi Process (Appendix O) was chosen as the vehicle to further screen and rate the forecast value of the trends and events.

Using the NGT process which placed emphasis on trends being non-directional and events being identifiable at a point in time, the following trends and events were determined to be the most relevant or significant to the emerging issue:

1. TRENDS

a. **Change in Cost of Residential Housing.** Housing costs, either positive or negative, tended to be central to the issue. Buying opportunities represents stability for the employee. Lack of stability can cause employee stress.

b. **Individual Cost of Transportation.** Insurance, gasoline, auto repair costs, and increased wear and tear on the employee's personal vehicle are currently of concern and will continue to be of concern to the employee. Should fuel taxes increase, these costs will erode the spending power of the commuter.

c. **Local Government Growth.** Growth restrictions are prevalent in Santa Barbara. Population density and a severe water shortage brought on by years of drought, further darken this picture.

d. **Divided Community Loyalties.** Where does the commuter place his loyalty? To the bedroom, latch-key community from which he leaves to go to work, or to

the community in which he works? Commuters are trying to seek out a balance between the two, and the Department must make serious attempts to maximize loyalty to the latter.

e. **Family Problems Associated with the problem of Commuting for the Employee.** For the commuter, issues such as child care, schooling needs, home emergencies, and other problems associated with personal and family life create a greater stress upon the family than to the non-commuter. Reducing these stresses will significantly impact family life in a positive manner.

2. EVENTS

a. **A New Police Building Includes Single Employee Housing.** The facility would provide limited housing to single employees fashioned after England's program for its police, but will not accommodate all the single employees.

b. **OPEC Imposes Oil Embargo on the United States.** This event would have implications ranging from increased car pooling and limited fuel, to substantially higher prices both in terms of fuel and other necessities of life such as food.

c. **City Implements Home Loan Program.** In the form of equity sharing, the city would be co-owner of the employee's home; the employee, however, would receive the usual tax benefits.

d. **Commuting Employees Reach 70%.** Though the subject of debate among the NGT panel as to the percentage, there was general recognition that the 1980-89 picture painted in the introduction of this study clearly reflects that the percentage is on the increase generally.

e. **City Establishes Home Work Program.** With fiber optics technology, FAX machines, etc., employees could do reports at home, and handicapped or injured employees could viably function "on duty" in their own home.

3. DATA INTERPRETATION AND FORECASTING

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 Technique (NGT) group. (See Appendix I.) Both 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.

Events were examined by the panel and a group consensus was used to determine the first year that the probability of occurrence might exceed zero (interval probability) and the actual probability of the occurrence of the event taking place between the years 1991 and 2001 (cumulative probability). A scale of 1 to 100 was used in this effort. The panel also determined the impact the event had on the issue, using a positive/negative scale from 0-10. (See Appendix J.) The number of trends and events were reduced to the top five in each category, to those that would have the most impact both positive and negative on the issue. Panel median forecasts which best typify the entire group were utilized for analyzing the pertinent data from the trend and event evaluations (See Appendixes I and J.). A discussion of the data collection on Trends and Events will be found immediately below.

• TRENDS

(a) Change in Cost of Residential Housing. (Appendixes I, I-1) The forecast indicates the group's belief that housing costs were 40% less five years ago than today. The group felt that the increase will taper off somewhat in that they predicted only a 20% increase in the next five years and a 40% increase in the next ten years, or about 20% each five years. Since this is one of the primary driving forces that is causing employees to commute long distances from the city, the group felt that strategies must be developed to impact effect of the trend over the long term.

(b) Individual Cost of Transportation. (Appendixes I, I-1) Nominal forecasts reflect close proximity over time in regard to the overall costs of commuters' transportation. The past five years represents a 10% increase, in contrast to a projected 25% increase by 1996. By the year 2000, however, the forecast is a 50% increase from 1991 to the individual commuter for transportation costs. The group's concern in this regard is that any increase in the cost of commuting will be one of the incentives for the commuter to seek employment closer to their home. To counter this trend, the group forecasted that the costs could be reduced by 5% in five years and could, by the year 2000, be equal to today's costs. They made this attribution on the basis that new discoveries, more findings of fuel sources and technology changes that could reduce fuel consumption and costs. This coupled with the push for lower or a roll-back in prices in insurance are elements for their hopeful status quo forecast.

(c) Local Government Growth Policies. (Appendixes I, I-2) The group felt that growth policies have slowly changed over the past five years. However, in ten more years they see a 60% change in policy formulations. The group feels the slow or no growth policies have not taken their hold as yet. Their concerns were expressed in the fact that though California has been in a slow growth mode, the city reflects just the opposite. Cited were the numerous condominium conversions and tourist-oriented developments. This limits the housing market, causing prices to increase drastically. Their "should be" forecasts indicates a 25% decrease for both the five-and ten-year projections. Their rationale for this is the drought which has received national attention. The group felt that strict compliance with the no-growth policy would be required. A no-growth policy means to the department that housing will be at even higher premium prices; in addition, the reduced tax revenues from tourism could impact the department's budget. To the commuting employees this

could mean salary freezes, and less ability to gain affordable housing within the city.

(d) Divided Community Loyalties. (Appendixes I, I-2) The group felt that five and ten years from today, the proliferation of commuters' divided community loyalty would be a key role to the emerging issue. Loyalty was not in the forefront of thought five years ago. However, the NGT group expects the trend of divided community loyalty to rise 20% to 40% over the next ten years.

Significant to the department in their minds was the issue of loyalty. If this forecast is accurate, Santa Barbara could experience morale issues, retention problems as well as job performance problems. The group placed strong emphasis in the need to change this potential negative impact on the department. The "should be" projections represent a desire to intersect this trend and to return to a situation in which employees feel as they did five years ago when housing was more affordable and, consequently, the department had less commuting employees.

(e) Family Problems Associated with Commuting. (Appendixes I, I-3) This trend was a focal point with the group. Five years ago, according to their nominal forecast, the trend was 30% less than today. They expect family problems to be persistently on the rise in the next ten years to 40% more than today. They also expect this continuing trend to be of concern in relation to employee contentment. As a cornerstone trend, according to the group, it will warrant strong emphasis for strategic planning. If the department works on some immediate short term solutions to this forecasted trend, they feel long term negotiations and solutions can minimize or reduce this trend to the "should be" of 7%. One short-term solution the group proposed was bed space while officers are waiting for court and alternative transportation methods such as car pools or van pools.

• **EVENTS**

(a) A New Police Building Includes Single Employee Housing. (Appendixes J, J-1) Forecasted in four years with a probability factor of 50% by five years and +8 impact on the commuting employee, the group holds this event as a top priority. A more realistic time forecast, however, is that in nine years it is more probable that the new building will come to fruition with a 75% probability factor. No negatives were seen on the median forecast.

(b) OPEC Imposes Oil Embargo on the United States. (Appendixes J, J-1) Thinking globally, the group forecasted this event taking place in 1996 with a 40% probability, although ten years from today they forecast the embargo being very possible with a 70% probability. On the impact scale everything turned up negative, as the commuter would now face fuel and oil problems, enhancing a negative impact on the police department and the commuter.

(c) City Implements Home Loan Program. (Appendixes J, J-2) The median rating indicated a probability of exceeding zero by one year down the line. However, with a 75% probability factor in five years and a 100% probability in ten years, this tends to negate any wishful thinking for at least the first year. A mildly positive impact of 7 and zero negative impact indicates this event should be held in high esteem, and therefore likely to influence other trends and events.

(d) Commuting Employee Reaches 70%. (Appendixes J, J-3) Median group forecasts indicated that its probability of first exceeding zero is two years. In five years, however, it has a 10% chance. Important for futuristic planning is the 30% chance of probability in ten years. With a negative rating of 8 as its impact on the issue, it is imperative according to the group that the department take action to stop this forecasted event from occurring.

(e) City Establishes Home Work Program. (Appendixes J, J-3) Within this decade there is a high probability that the city will seriously consider establishing a home work program. From a probability of 75-100% and a positive impact of +8, this event warrants serious study. The -2 negative impact indicates that though this event is exciting, a slight negative toward the central issue is prevalent as employees are still away from the department, and could increase the trend of divided community loyalties.

CROSS IMPACT EVALUATION

Figure 1

BASIC CROSS-IMPACT EVALUATION MATRIX

(PANEL MEDIAN FORECASTS)

IMPACTING EVENT (ACTORS)	IMPACTED EVENT (REACTORS)					IMPACTED TRENDS (REACTORS)					IMPACT Event Impact
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1 NEW POLICE BUILDING WITH SINGLES HOUSING	X	0	0	+50	0	0	-30	0	-30	0	3
E-2 OPEC OIL EMBARGO ON THE UNITED STATES	0	X	0	-50	+65	+15	+85	+70	0	+75	6
E-3 CITY IMPLEMENTS HOME LOAN PROGRAM	-80	0	X	-85	-75	0	-70	0	-85	-90	6
E-4 COMMUTERS REACH 70%	+25	0	+80	X	+85	+50	+90	0	+95	+100	7
E-5 CITY ESTABLISHES HOME WORK PROGRAM	-10	0	-10	+50	X	0	-50	0	+30	-50	6
EVENT AND TREND REACTORS (IMPACTS OR "HITS")	2	0	2	4	3	2	5	1	4	4	

Events on Events
Percentage change (+ or -)

Events on Trends
Percentage change (+ or -)

TRENDS:
T-1 COST OF HOUSING CHANGE
T-2 INDIVIDUAL TRANSPORTATION COSTS
T-3 LOCAL GROWTH POLICIES
T-4 DIVIDED COMMUNITY LOYALTIES
T-5 COMMUTER FAMILY PROBLEMS

Figure 1, the Basic Cross-Impact Evaluation Matrix, was tabulated using the panel median forecasts. It serves two purposes. First, the number of "hits" in each row identified

the events that were most critical and were, therefore, most worthy of policy considerations. The essence of this is that the impact of an event on another event can either increase, decrease, or have no effect on the probability of the event occurrence. The impact of an event on a trend can affect the strength and/or direction of the trend. The commuters reach 70% event (E-4) affected the largest number of events and trends, leading one to believe that it was the primary "actor" event and reflected the greatest concern from the panel. The OPEC oil embargo (E-3), the home loan program (E-3), and the home work program (E-5) tied for second. Secondly, the matrix was used to identify the degree to which events and trends were reactive. This was determined by counting vertically the number of "hits." The individual transportation costs (T-2) was the leader and is considered the primary "reactor." The divided community loyalties (T-4) and the commuter family problem (T-5) trends tied for second in importance to the issue. Here is an analysis of these pivotal events and trends.

EVENT 2 -- OPEC OIL EMBARGO ON THE U.S.

With higher fuel costs resulting from the embargo, it is expected that it would have a negative impact on the increase of commuters (E-4) in the sense that commuting costs would rise. However, it should and is forecasted to, have a positive impact on the city toward establishing a home work program (E-5). With this event limiting oil supplies, individual transportation costs (T-2) will be driven up. It is expected that the city will proceed with a no building growth stance which will only increase family problems.

EVENT 3 -- CITY IMPLEMENTS HOME LOAN PROGRAM

Forecasted as being a key "actor" event it has the highest potential of influencing the other key events and trends. If the city implements a home loan program in any form such as equity sharing or providing low-cost or subsidized rental homes, the effects would be:

- Reduced need to build a new police building with singles housing (E-1).
- The chances of department commuting employees (E-4) reaching 70% would be substantially reduced.
- More employees would live within the city, thus reducing the need to develop a program enabling employees to stay at home and perform their jobs (E-5).
- Trend 2, the individual's transportation costs, would be reduced because of local housing.
- Divided community loyalties (T-4) would be immensely reduced as the employees would now live in the city where they work.
- Commuter family problems (T-5) such as child care, schooling, sick leave needs, would be reduced if the city helped their employees secure local residences.

EVENT 4 -- COMMUTERS REACH 70%

If this significant event took place, it would positively effect serious consideration for a new police building. Both the home loan program (E-3) and home work program (E-5) would receive greater attention as most of the work force would be commuting from long distances. The home loan and home work programs are aimed at negating the problems incurred by commuting employees reaching 70%. The commuters reach 70% (E-4) event however, has just the opposite impact on the trends. By the commuters reaching 70%, the cost of housing or the housing market should be driven up by supply and demand, causing the commuters to purchase homes outside the city. Driving longer distances will also increase individual transportation costs (T-2) and increase the trend of divided community loyalties (T-4). This is due to the fact that the department will now be employing more employees living outside the city, and they will view the city as a place to simply "pick-up

their paycheck." Because of the increased traveling distances the department can expect its employees to experience more family problems.

TREND 2 -- INDIVIDUAL TRANSPORTATION COSTS

This most significant trend (individual transportation costs, T-2) reacted to every event, and even more so to the key actor event of commuters reaching 70% (E-4). The further the trend requirement, the more the costs for fuel, maintenance and insurance rise. The salient element within this trend is to develop strategies to impact this forecasted trend. The home loan program and home work program events (E-3 and E-5) are the key actor events that have a manageable influence on this trend. However, alternative transportation methodologies such as ride sharing, car pooling, and company vehicles, could be the panacea as alternative strategies to impact this trend.

TREND 4 -- DIVIDED COMMUNITY LOYALTIES

This trend and the home work program (T-5) tied for second as being significant reactors especially to the commuters reaching 70% event (E-4). Two events, commuters reaching 70% (E-4) and home work program (E-5) increased the likelihood of this trend coming to greater fruition. The home loan program event (E-3) was the primary key "actor" event to impact this trend from continuing.

TREND 5 -- COMMUTER FAMILY PROBLEMS

Like Trend 4, the home loan program event (E-3) is the key event to impact this trend to a point of almost stopping it. No matter the distance travelled, there will always be some family problems generated because of the commute. The OPEC oil embargo (E-2) and commuters reach 70% (E-4) events are the only two which, as one would say, add to the "fuel of discontent" thereby enhancing family problems.

growth policies, are two of the driving forces behind the issue of commuting police employees and their impact on the department. In addition, residential housing costs have increased over 100% during 1986-1996 time frame. It is hoped that from now until the year 2000 we will experience a substantial pro-directional impact from the city council's no growth policies, by council counter acting no-growth and creating additional affordable housing.

A new police building in the future with singles housing may reduce some employees stress and need for low cost housing. This could reduce some of numbers of single employees that are commuting to work. Commuting employees, however, still find it hard to cope with work and home, and the associated family problems. This has caused numerous morale problems in the police department.

Department personnel are lobbying the city council hard for the support and implementation of a home loan program and a work at home concept. Both events have high probabilities of being implemented by 1996 and, if we have done our political homework, all will certainly come to reality by the year 2000.

This newspaper supports the officers' attempts to improve their living conditions. We recognize that, since we expect these men and women to be prepared to lay down their lives to serve and protect the community, it is incumbent on the community to provide the support they need in their struggle for manageable living and working conditions.

- HYPOTHETICAL (What if)

SANTA BARBARA NEWS-POST, MARCH 1, 2000:

THE POLICE DEPARTMENT AND CITY COUNCIL

UNDER FIRE FOR FAILING TO REDUCE INDIVIDUAL

COMMUTER VEHICLE USE; THE AIR IS BAD AT CITY HALL!!!

Four years ago on this date, we urged the City Council to take action to provide an answer to the problem faced by members of the Santa Barbara Police Department who, because of lack of affordable housing, were forced to commute long distances to get to work. We pointed out the disastrous results of this situation during the March 1, 1996 fire when badly needed members of the department were unable to reach their assigned stations.

At that time, we discussed the need for a new police building with singles housing, and supported department personnel in their campaign for a home loan program to ease the housing situation of those with families. With shortsighted economy, the City Council took action on neither of these. The plans for the new police department building were scrapped, and no city action was taken on the loan program. Those short-sighted chickens are now coming home to roost.

Pump prices are at \$10.00 per gallon and the department is having a difficult time with the home work program that was widely touted at the time as an inexpensive solution to the problem of commuting police department employees. The home workers are producing only half as much as the employees at the department, and their loyalty to the city is extremely questionable. Other single employees are now complaining that they have to commute up to twenty miles and it is too expensive. They demand a rotational plan for the department's housing. They are charging the policy is discriminatory and the selection process needs to be modified to be more equitable for all single employees.

From the 35-37% of the department who were commuters in 1996, we have seen a jump to 70%, which this newspaper views as intolerable insofar as citizen safety is concerned during normal times, let alone times of crisis such as the 1996 fire. We understand that sick time is rapidly increasing among members of the police department, and the Peace Officers Association is demanding immediate higher salaries to offset the costs of commuting. The

department is having difficulty placing sufficient units on patrol as commuters are in gridlock and, even with car pooling it takes the average officer at least two hours each way to drive from home to work.

We understand that the City Council and department management are meeting daily to evaluate the possibility of building a police/fire complex that will have barracks to house employees. Once again, four years late, we hope that the City Council will be wise enough to provide the police department with the financial support that it needs.

In addition, we understand that the council is under fire from the SCAQMD for failing to comply with Commuter Trip Reduction Program Regulation XV. Extremely high fines are imminent. Chaos and over reactions are common place in Council sessions, and the community is up in arms over the lack of vision by city officials. There is a strong possibility that the citizens of Santa Barbara will have to spend as much or more in fines as it would have spent to provide decent working conditions for its police officers. It is high time that the City Council ceased being merely reactive and took a proactive stand, planning ahead for events that are clearly foreseeable in the near future.

- NORMATIVE (desired and attainable)

SANTA BARBARA NEWS-POST, MARCH 1, 1996

**CITY AND POLICE OFFICIALS ARE
ACKNOWLEDGED BY THE SOUTH COAST AIR QUALITY MANAGEMENT
DISTRICT FOR THEIR NEW COMMUTER PROGRAMS. LOCAL
POLICE OFFICERS' ASSOCIATION ECHOES THE CITIES POSITIVE
ACTIONS TO REDUCE COMMUTING PROBLEMS.**

Representatives of this newspaper were present at the dedication of the new police headquarters building, and join with the Police Department in admiration for the proactive

stance taken by the City Council in providing housing for its single employees. We understand that these officers are elated that they no longer have to drive long distances to work.

City officials and especially the police department deserve the gratitude of the citizens of Santa Barbara for seeing the handwriting on the wall and instituting the upcoming mandatory trip reduction program. The SCAQMD is using the police department's car pooling, guaranteed ride home, and van pooling programs as a model for other cities. We expect that the next five years will produce a leveling off, and perhaps a reduction in commuting by police department employees, with consequent beneficial effects on police morale and the quality of service these brave men and women can provide the citizens of Santa Barbara. Real estate experts are estimating that residential housing will only be increased by 10% in the next five years, and that the new high impact home equity-sharing loan program will provide police employees with local housing that they can afford. Because of this, more families will be able to get together to jointly purchase homes. This policy will become the driving force behind the reduction in individual transportation costs and will help bond the employee to the community. Loyalty is not an issue for these employees as contentment is having a local place to live, and family psychologists in Santa Barbara estimate that domestic problems will be reduced 30% in the next five years.

Given these courageous policies, an OPEC oil embargo to the U.S. is less likely to threaten this stabilized picture. Though fuel shortages will cause some turmoil the situation will not be as bad as it might be. In addition to the above developments, we understand that the Police Department is looking into different shift scheduling and commuter transportation alternatives to immediately impact the key trends. They are looking forward to the next decade. We at the News-Post wish to offer our congratulations on the far-seeing,

proactive stance taken by both the City Council and the Police Department, a matter that we hope the voters will remember at election time.

D. POLICY CONSIDERATIONS

The normative forecast was selected for policy considerations. The cross-impact analysis was used in weighing the potential impact of the implementation of a policy to bring about a desired future to influence the issue.

Three key events surfaced as being actors crucial to policy formulation: oil embargo (E-2) and the home loan program (E-3) events as well as commuters reach 70% (E-4). Policy considerations will focus upon the city council implementing a home loan program and commuter employees reach 70%. Both are crucial to the issue and sub-issues of this study. The home work problem (E-5) event was eliminated from this study for policy considerations as this researcher feels that it would only aid in increasing divided community loyalties, because the commuter would spend more time at home.

Policy Statements: Using the modified Delphi technique with a group of police managers (See Appendix A), the following policy considerations were developed. This is to help to bring about a desired future. [Note: Because the oil embargo (E-2) is global and beyond the purview of law enforcement, the policies formulated herein are an effort to help mitigate its potential severity to the issue of commuting.]

1. The department should require all employees commuting over 15 miles one-way to car pool. This will help reduce fuel/oil costs to the employee and the city.
2. The department should rigorously request the city council to implement an equity home loan program. The costs and equity of a home purchase would be shared by the employee and city, with tax breaks going to the employee.
3. In an effort to reduce commuting problems which add to family conflicts and

lack of community identification, commuters will have priority parking when car pooling to the department. Flex scheduling will also be a top priority, and commuters will be allowed 1-2 hours each day to become involved with community functions, while on duty. The department will also aggressively pursue the need to provide bed space for commuter employees waiting for court appearances.

Chapter III, Strategic Management, will be used to describe the critical task of developing a Strategic Management Plan.

CHAPTER III: STRATEGIC MANAGEMENT

CHAPTER III: STRATEGIC MANAGEMENT

A. STRATEGIC PLAN

The normative scenario was selected for strategic planning and policy considerations. This strategic management plan provides a situational analysis, an evaluation of law enforcement strengths and weaknesses, identification of stakeholders, surfacing of policy considerations and structure for the implementation process. As indicated earlier in this study, the Santa Barbara Police Department is the study setting and upon which analysis was performed and policies developed for implementation.

Various policies and procedures from other law enforcement agencies (See Appendix A) which were visited during the field data gathering phase of this project were used in the formulation of the strategic plan.

The dramatic shift in local residency was forecasted by the NGT panel to possibly increase to 70% by the year 2000. The salient issues resulting from the futures forecasting are:

1. The effects of commuting on job performance.
2. Departmental adaptation to the needs of the commuters
3. Development of retention incentives to offset inflation

This report will propose a strategic plan for negotiating key items in an effort to negate the aforementioned issues, with a one year implementation time table.

B. MISSION STATEMENT

The first step of a strategic management plan is to have a mission statement. The statement provides a sound platform and provides a focus to the end goal of the proposed plan. With this in mind, the Santa Barbara Police Department's Mission Statement will be

adapted slightly to incorporate key elements directed toward providing support for the employee and the community for which he/she works.

**MISSION STATEMENT
OF THE
SANTA BARBARA POLICE DEPARTMENT
(Existing)**

The mission of the department is to provide sufficient manpower to protect the right of all persons within its jurisdiction to be free from criminal attack, to be secure in their possessions, to live in peace, and to service the people of Santa Barbara by performing its law enforcement function in an efficient and professional manner.

**MICRO MISSION STATEMENT
(Developed through this project research)**

The department holds in high esteem the needs of each of its employees and works in a diligent direction to provide for their needs, thus enhancing the working environment, the employee, and our community through improved overall service.

C. SITUATIONAL ANALYSIS

1. THE ENVIRONMENT

The critical main thrust of the mission statement is providing service to the community during routine and emergency situations. Congruent with the need to keep Santa Barbara safe and respond to their needs, is the needs of our employees.

The strategy of providing sufficient manpower does not go unchallenged as certain trends and events have their various impacts. A brief analysis of the social, technological, economical, environmental and political trends and events will provide a window through which to view the overall environment for threats and opportunities.

a. Sociological Trends/Events

(i) Opportunities to retain employees and maintain a high morale tend to be centered around a recently introduced Career Development Program. The program has set limits of tenure in specialty positions. This system causes openings and make more officers available to varied assignments, instead of being dead-ended in one position. In addition, numerous recent promotions have provided movement throughout the department and a seniority shift selection program was introduced within the last six months. An increased car pooling trend is taking place brought about by an increased number of commuter employees.

(ii) Threats experienced are from the "grass is greener" syndrome, accelerated by the peer socialization process. Now that more employees commute together, the trend of following friends to other departments to retain friendship and proximity is evident.

b. Technological Trends/Events

(i) The Santa Barbara Police Department strives to keep up with rapidly changing technology and provide equipment that is state-of-the-art, which will provide a better working environment for the employees. Acquiring the LETN Satellite System for training brings local, national and global updates to the Santa Barbara Police Department employees. Department radios are state-of-the-art and cellular telephones were just introduced to some of the line-level vehicles. Officers are issued their own portable radios and chargers that can be taken to and from work. Additionally, no police patrol vehicles are older than four years of age, as set by policy, adding to the comfort and safety of the officers.

(ii) Threats are evident in the technology itself in that it is changing

so rapidly. Budgetary restraints can hinder the ability of the department to maintain the state-of-the-art equipment. Officers presented with better equipment and the latest technology elsewhere tend to go to that department, thus making employee retention that much more difficult. This competitive edge currently is on the side of the Santa Barbara Police Department.

c. Economic Trends/Events

(i) More and more officers are obtaining positions that result in increased salaries due in part to the Career Development Program. The salary and benefits package that the city currently offer is in parity with most agencies within the region. During special events, officers are afforded numerous opportunities for part-time employment or overtime.

(ii) Threats abound. Statewide housing costs are on the rise and Santa Barbara is near the top. New housing is limited, and emphasis has been placed on developing senior and low-income housing. As Proposition 4 (government spending limitations) takes its full effect, employees see top city management getting high salary increases and increased benefit packages while they fight for theirs. In addition, as the state seeks to generate revenues in lieu of raising taxes, counties and cities will probably see a substantial cut in the percentage of the vehicle license fees which they receive. It is estimated that five percent of Santa Barbara's entire budget is from such fees. The trickle-down effect could negate any proposal for commuters which require money appropriations.

d. Environmental Trends/Events

(i) With proximity to the ocean, a mountain range, schools, and universities, the city is an excellent community in which to live and work. Other cities experiencing mass transit, smog and overcrowding do not provide the opportunity for year-

round recreation and the rural feeling that the City of Santa Barbara possesses. It is imperative to stress these positive attributes to keep the employee focused on the career and growth potential.

(ii) Currently, a severe drought impacts the community by way of water rationing. This predicament has drawn national attention and provides a dismal picture of the city at best. In addition, a major fire recently aided in converting this picture of paradise into a city and county disaster area. These factors directly impact the desirability of the city and thus affects land values and employee hiring and retention.

The police building constructed in 1959 is inadequate; overcrowding is present, the air conditioning/heating system is poor, and parking is at a premium. No sleeping facilities are available to commuting law enforcement officers.

e. Political Trends/Events

(i) Opportunities abound with the department's "community oriented" approach to law enforcement. The citizens, business community and the majority of council support the department. The community at large backs the department and has assisted in various campaigns for equipment, a new police facility and special programs. The Santa Barbara Police Department employees enjoy an excellent rapport with the community.

(ii) Threats arise from what could be perceived as "special treatment" for the police department if major concessions are made to accommodate the needs of the police department commuting employee to the exclusion of other city workers. More directly put, other department heads would want similar advantages for their employees. Other city bargaining units would also seek attention in the political arena. This could produce a divided city council and would spell the demise of any positive

direction unless gingerly handled throughout the negotiating process.

2. ORGANIZATION CAPABILITY

The Santa Barbara Police Department enjoys a tremendous reputation for being growth oriented toward both the employee and the organization. About four years ago, the current chief was promoted from within, and he has selected all but one of his command staff and approximately ninety-five percent of the ranking officers. His working relationship with city council, other department heads and community support is excellent. His and his staff's open-door policies are well received among the employees of the department. This means that new ideas and input are welcomed by management, creating a dynamic working environment resulting in a strong, diversified internal political base on which build.

A strong message of support is evident from council's recent approval of a budget increase of \$1.2 million over fiscal year 1989-90 during a time of spending limitations. Recognition of spending limitations may enable the department to tactfully seek out nonfinancial methods to assist the commuters. These will be addressed later in this report.

A new police facility which would provide for the present and long-range needs of our employees has been proposed. The selection of a site and configuration of a new police facility process is very slow and probably not high on the present council's priority list in light of the current list of critical issues to be resolved. However, this facility would have a positive impact upon commuters in the areas of retention and reduction of long trips. The new facility is projected to be considered with more zeal in approximately five more years. Other strategies such as alternative transportation methodologies, flex scheduling, and sleeping facilities must be employed long before the new facility is finished.

The threat of peer pressure to leave the department can only be negated by

continually stressing the positive policies and programs taking place now and planned for the future. The weakness of this capable organization lies in not having the same message repeated by all of the supervisors and peers, causing mixed messages and a common direction. Internal strategies need to be solidified to resolve the threats of peer pressure and the lure of other departments having the "latest" technology.

The salary variance in contrast to the cities from which the commuters are living indicates that Santa Barbara is twelve percent higher. The current Memorandum of Understanding (MOU) for the police officers association expires this year. The city has contracted with an outside consultant to review the management salary/benefit package. The results reflect some varied disparity in management salaries which helped to increase management salaries. These new management salary increases could benefit the balance of the department as well, if council wishes to reduce the gap created from the new increase. The department needs to promote a positive future salary enhancement for its employees by supporting them during negotiations this year. In the interim, this is an organizational weakness that must be endured.

An additional weakness, key to the primary problem of increasing commuter employees, is that the local cost of housing and general living is going to increase. The economic problem is a problem beyond the department, however alternative strategies will be recommended as a possible panacea at the negotiating table. These will be discussed in Section E, Developing Alternative Strategies.

D. STAKEHOLDER ANALYSIS

Stakeholders are individuals or groups who impact the process of change, are impacted by that change, and care about that change. Their positions can be supportive, opposed, indifferent or unknown. Therefore, it is imperative that stakeholders be addressed

early on in the strategic planning process before putting any plan into action. The following fifteen stakeholders and three position assumptions are set forth to establish a negotiation platform. Unanticipated stakeholders, or those who can radically impact a proposed strategy, are also identified below. These stakeholders could go in an direction; status quo, opposed, or supportive.

STAKEHOLDER - INTERNAL

ASSUMPTIONS

- | | |
|--|--|
| 1. Chief of Police
(Supportive) | (a) Must succeed in all plans to reduce commuter impact.
(b) Is willing to risk relationship with council to reach his goals. |
| 2. Police Department
Managers (Supportive) | (a) Must totally back new strategies for change.
(b) Must give up long established deployment plans to facilitate commuters. |
| 3. Police Department
Supervisors (Supportive) | (a) Will want to accommodate commuters.
(b) Must give up long established deployment plans to facilitate commuters. |
| 4. Commuters (Supportive) | (a) Will car pool.
(b) Will accept all strategies in order to resolve the three futures forecasting issues. |
| 5. City Co-workers
(Unanticipated) | (a) Do not want to see special treatment for one segment of workers.
(b) Are willing to concede items, such as shift preferential, parking spaces, etc., to help commuters. |
| 6. Police Employee
Association (Supportive) | (a) Want what is best for their membership.
(b) Might go on strike if city is unwilling to meet demands. |

STAKEHOLDER - EXTERNAL

7. City Administrator
(Unanticipated - most likely to be opposed)
 - (a) Could be swayed if other departments were not affected, sees need to have proper staffing in city.
 - (b) Politically, financially thinks the strategies are not feasible.

8. City Council (3 opposed - 4 supportive)
 - (a) Those opposed are traditionally set in their ways and want status quo.
 - (b) Supporters are strong enough to convince the opposition to join them.

9. Public at Large (Supportive)
 - (a) Want to see the best possible for the police employees and will back them totally.
 - (b) Are willing to have a tax increase, or support a budget increase, if needed, for the department to insure that proper staffing is accomplished.

10. Service Employees International Union
(Unanticipated)
 - (a) Will back the police association if they can participate in the new program.
 - (b) Will demand fair and equal treatment with the police employees.

11. Families of Commuters
(Supportive)
 - (a) Will give 100% support to the strategies.
 - (b) In case of deadlock will go to public, etc., to gain support.

12. City Risk Manager
(Opposed)
 - (a) Wants to reduce risks. Believes use of department cars will increase city liability.
 - (b) Will use every means to stop a new program where risk is involved.

13. City Personnel Director
(Supportive)
 - (a) Supports a program that will reduce employee turnover, stress, etc.
 - (b) Will become very vocal in support of strategies.

- | | |
|---|--|
| 14. Public Works Director
(Opposed) | (a) Perceives the use of department vehicles for carpoolers versus personal vehicles as threat to his city-wide commuter lot program. |
| | (b) Hidden assumption is that to support car pooling in general for the good of the community he will cross over to support it if consensus moves in that direction. |
| 15. Other Department Heads
(Unanticipated) | (a) Will support strategies if they can also benefit. |
| | (b) See the strategies as a threat because they did not come up with them first. |

From information gathered from several group interviews of police managers this researcher developed the analysis of stakeholders.

These fifteen internal/external stakeholders are the political framework within which it is necessary to formulate and develop alternative strategies. They cannot be ignored in the planning process lest required support be withheld or opposition to the plan be successful. Appendix K, Assumption Map, graphically depicts how the stakeholders assumptions relate to their potential values and beliefs with respect to the issues of providing services, equipment and incentives in order to retain commuting employees.

E. DEVELOPING ALTERNATIVE STRATEGIES

The Modified Policy Delphi process makes it possible to obtain useful input from knowledgeable persons about plans designed to achieve the goal of the mission statement. By evaluating long and short term desirabilities of the strategies, the group can render uncertain assumptions certain so that strategic planning can take place. From the partial listing of alternative strategies, Appendix L, three were selected for long and short term detailed analysis. They are as follows:

Strategy 4: Allow commuters to use police plain units to car pool

Pros: Vehicles are readily available; there is no initial cash outlay, maintenance and gas consumption seem to be the short/long term issues. This strategy would also reduce congestion in the present police facility.

Cons: This concept does not comply with the city administrator's policy denying city employees the privilege of using city cars for personal use. The city risk manager would see it as an increased liability. Potential negative impact financially because of increased costs for fuel, insurance, etc. Commuters would have to find secure areas to park the plain units at their residences.

Stakeholder Perceptions: Supporters would welcome the reduced driving mileage impact on personal cars, which would increase morale. Parking for others would open up substantially. Police plain units have radio communications in case of disasters. Commuters would feel a sense of pride in having the "company" car to use. Opposing stakeholders would see it as a "special" advantage to the police department and contradicting the policies of the city administrator.

Strategy 5. Develop a car pool system using city vans

Pros: As with allowing commuters to use police plain units to car pool (Strategy 4), this proposal emphasizes the use of car pooling by the means of city vehicles rather than personal vehicles. The advantage to this strategy is that it is not restricted to the police department. A van pool program would be established for all city employees to use.

Cons: This strategy would require initial cash outlay for the new vehicles when budgets are already established. Department competition for the vans.

Stakeholder Perceptions: This strategy provides a democratic system whereby all

departments can justify the need to have a city pool van. This does not necessarily meet the needs of police commuters who are required to work shifts that are different from other city employees and are subject to recall in an emergency. The lack of a steady program with sufficient vans for the police department could add more problems for the commuters.

Strategy 6: Provide local bed space for commuters

Pros: This strategy would provide an immediate boost in morale. Currently commuters frequently have to wait around for court because they are unable to travel home before the scheduled court appearance. Such officers have been known to sleep on slant boards in the department exercise room for lack of a better place. After working the swing and graveyard shift police employees could catch some sleep and be rested for court the following morning before driving home. An option to city provided bed space would be to solicit public-spirited citizens to volunteer their guest rooms.

Cons: The department facility does not have the space for any beds. It would be necessary to impose on other facilities without the potential of establishing a long range, stable program. If the program were implemented and then curtailed, it would have a devastating effect on morale.

Stakeholder Perceptions: For the supporters, this program represents an immediate movement toward assisting commuters and the recognition of the need to improve their welfare. Those opposed would tend to look at the potential costs for rooms if none were donated. In addition, this strategy does not address the long range need of providing daily driving relief for everyone. The opposition would view the program as a limited quick fix for a substantial long range problem.

According to the panel, the selected strategy that best addresses the mission statement and focuses upon alleviating the three salient issues from the futures forecasting is Strategy 4. It is immediate, and provides the least impact financially. It is easy to implement and provides benefits to the commuters and other police department employees. Though the city administrator is opposed to the use of city vehicles for personal use, he has an established car pool policy that has one useful provision that might be put to use. If a rider has to wait for a driver, or if a carpool has to wait for an extended period of time, the department will provide a city vehicle so that the commuter can go home in a timely fashion. This policy applies to all departments in the city.

F. IMPLEMENTATION PLAN

Over the course of the first six months of the strategic plan, the following areas are to be studied with an implementation recommendation to follow. A limited trial program will be put into operation during the balance of the year with full implementation to be completed within one year. Areas of concern are:

1. Cost impact of increased vehicle maintenance and fuel.
2. Location where the police plain vehicles are to be garaged when out of town.
3. Potential ridership pick-up locations.
4. Safe parking for personal vehicles at pickup locations.
5. Emergency call-back methods.
6. Program expansion to other departments.
7. Impact on employee retention and morale.

Submission of the plan, its monitoring, and first year report to staff will be accomplished by the Division Commander of the Administrative Services Division of the

Police Department, under the guidance of the Deputy Chief of Police.

G. NEGOTIATING ACCEPTANCE OF THE STRATEGY

Because of the vast implications of establishing the use of police plain vehicles for commuter car pooling it is critical that key strategic components are defined. Some are essential and, therefore, not negotiable; others are important, but not mandatory, allowing for some flexibility. These components are:

1. RESEARCHER'S POSITION

Not negotiable:

a. Police unmarked vehicles shall be used. They free-up parking for others and allow for better emergency call-back responsiveness. This concept will meet the requirements by the Air Quality Management District Regulation XV which will effect all agencies in the future, by increasing the number of carpoolers.

b. The unmarked unit is to be taken to the driver's residence which will reduce time loss for vehicle recovery and security.

c. The current policy of allowing carpoolers who have to wait or work overtime to take a city vehicle home must be maintained. Delays in commuting before and after work is stressful to the employees and their families. The Guaranteed Ride Home Program places emphasis on those vehicles which can be used in emergencies to alleviate the waiting.

d. Implementation of a trial phase must begin immediately so that its effect may be studied. Employee retention and morale is of the essence. Prompt implementation will demonstrate management support of employees.

Negotiable:

a. It will be necessary to negotiate who (the city or the employee) pays

for fuel and maintenance since the unmarked cars are city property being used for employee benefit.

b. The issue of sworn versus civilian employees using the plain units will have to be faced. The first priority is the need to place officers on the street; for internal morale, however, all employees should ultimately be included in the plan.

c. The issue of permitting other city employees to be part of the plan must also be faced. For example, fire personnel may face problems similar to, if less intense than police personnel; public works employees may have less crucial needs, though it may be difficult to explain the difference between them and sworn personnel. The more we reflect a "unified" approach the better the chance for implementation.

d. Using some of the city fleet currently in storage. This might lessen the impact on public works, as these vehicles are not needed for daily operational needs.

2. STAKEHOLDERS' POSITIONS

The following five critical stakeholders, one being unanticipated, have been identified as key components to the implementation of the recommended commuter plan strategy. Set forth below is each stakeholder's projected stance toward implementation of a commuter plan which in part aims at meeting the mission statement via the implementation plan. The items which the selected stakeholders have considered to be negotiable or not are also included.

CHIEF OF POLICE (supportive)

Not negotiable:

1. Use of stored vehicles to augment plain units. Reliability of the vehicle is central issue, as they will have high mileage and be older model vehicles.

2. Requiring other departments to absorb fuel/maintenance costs to get

the program moving.

Negotiable:

1. Number of vehicles used in trial implementation phase; flexibility preferred.
2. Proposed start-up date. He will insist on resolving all the political issues first.
3. Civilians versus sworn employee using the plain unit. He will tend to lean toward sworn because of the vehicles are equipped with emergency lights and a police frequency radio, whereas a non-police vehicle does not have this type of equipment.

COMMUTERS (supportive)

Not negotiable:

1. Introduction of a plan which reduces family and commuting pressures. They will be supportive of any plan that makes commuting easier.
2. Both sworn/civilian police personnel must be accommodated. The plan may be blocked if one working segment receives benefits and another is ignored..
3. Continued use of personal vehicles. Other private sector businesses are using vans/cars, why not us?

Negotiable:

1. The initial numbers of sworn versus civilians. They will welcome movement; civilian personnel are likely to be willing to wait their turn while the plan is in the trial stage.
2. Who has "driver responsibility" for the vehicle. Tendency to lean toward giving driving control to sworn personnel to win program approval.

CITY ADMINISTRATOR (Unanticipated)

Not negotiable:

1. Substantial increased expense to department/city budget. He is operating under Proposition 4 spending limitations.
2. Departmental friction arising from exclusivity of the program. He will want to maintain harmony between city departments.

Negotiable:

1. The financial absorption of the program, if minimal. The cost of continued recruitment, reduced department responsiveness during call backs or emergencies will help make him more flexible.
2. Police department only. He will want to see the trial phase first.

CITY COUNCIL (four supportive)

Not negotiable:

1. Status quo. They will want to insure that we are providing the best we can for the commuters.
2. Substantial budgetary increases. Alignment with the city administrator will take place if the plan is too costly.
3. Use of other than plain units in good condition. Liability of the storage fleet will be of concern.

Negotiable:

1. The focus on police commuters only. They will support the department; however, politically their emphasis may be toward a mix of city personnel.
2. The possible use of marked units that are not used as much as the patrol vehicles; for example, the jeep. Strategy requires that the department be flexible.

The jeep holds four and could be used without creating a hardship to the department.

CITY RISK MANAGER (opposed)

Not negotiable:

1. Use of City police plain units. He will cite risk of theft, damage, extensive miles on the vehicles.

2. A plan that would involve in any fashion commuters children, spouses in the commuter plain unit. Again, liability and the sense that the vehicle is now a "family" car.

Negotiable:

1. A plan that reflects low risk. He will bend toward existing insurance plan and workers' compensation policies. If the plan is within these boundaries, his position will flex.

3. NEGOTIATING STRATEGIES

In order for a negotiation to occur there must be two common elements between the parties:

- a. Independence and dependence.
- b. Common interests and conflicting interests.

The inexperienced negotiator's strategy are limited to a few simple and obvious devices. The expert negotiator, however, employs a variety of means to accomplish his objectives. The negotiation means set forth to effectively accomplish the strategic objectives aforementioned in this chapter will involve the "when" strategy or "how and where" strategy. "When" strategy essentially involves a proper sense of timing. It is easier to use in a negotiation when a new element enters the picture rather than where all elements are static. "How and where" strategy involves the method of application and the area of application.¹²

Often it is advantageous to use two or more strategic approaches in the same negotiation. That is the direction that is recommended by this researcher for successful negotiations of the proposed strategies.

This section of the report will address the approach which is needed to successfully negotiate the acceptance of the use of plain units to reduce some of the effects of long distance commuting so the mission of the department can be achieved. The type of strategy tactic employed will vary depending on the stakeholder and the various issues of negotiation with each stakeholder.

CHIEF OF POLICE

Strategies:

How and where: Participation (We are friends). This extremely important tactic tells everyone that the participants are working together to reduce the impact of commuting on employees and making the department a better place to work.

Association (Testimonials). The chief needs to show that the department is following a trend, state and nationwide, by supplying vehicles as does private industry.

When: Forbearance (waiting in haste). Once the chief takes charge, it is important that other participants sit back so that he can handle the politics of the plan.

COMMUTERS

Strategies:

How and where: Participation. A team effort, win/win, is healthy for the negotiating process.

Random sample. Using the local models of private industry commuting policies will enhance the negotiating posture.

When:

Limits (This is the absolute end). Commuters will push for more than just the use of plain units. Their zeal could distract from the primary plan. Limiting the issues will allow negotiations to proceed while preventing confusion.

Fait accompli (Now what can you do?). After setting the limits, it is critical to pull the commuters into a discussion of what they can do to make the plan succeed.

CITY ADMINISTRATOR

Strategies

How and where: Participation. Of top priority is to remember that the negotiators are friends not adversaries. The bottom line is that the city administrator is the ultimate authority.

Association. Testimonials from those who have successful commuter programs that have helped to reduce turnovers and have improved morale cannot be left out of the bargaining process with the city administrator.

Crossroads (Intersect, Entangle). It can be expected that the city administrator will put up some resistance, especially over the issue of this being a police-only experiment. It is important to bring other issues to the table which can be conceded as bargaining chips to gain his support on the primary issue. This also should help in removing him as an unanticipated

stakeholder.

When:

Surprise (Sudden shift in method, argument, or approach). The city administrator will have read the plan in advance. It is appropriate to give a brief overview then ask him if he would like any clarifications. This will immediately expose his position.

Forbearance. He will want to feel he is running the show. At times it is best to stop and move on to another tactic.

Fait accompli. When the negotiation is proceeding well toward the plan's approval, it is an excellent strategy to fait accompli. This will give him the opportunity to explain what he can do to assist in the plans fruition.

PRO CITY COUNCILMEMBERS

Strategies

How and where: Participation. They support the concept and need to sway the three other councilmembers.

Association. Council likes testimonials; the more the better. They could influence the negative or unanticipated stakeholder councilmembers.

When: Forbearance. When negotiating with council it is imperative that negotiators know when to stop and let them control the "political" arena.

Fait accompli. Knowing the exact time to ask them what they would do to insure the plan's success is appropriate for pro-city

councilmembers.

Limits. Once council is managing the political aspect of the plan, it is critical to keep them on track by negotiating one subject at a time. It is prudent to hold other options off for another time.

CITY RISK MANAGER

Strategies:

How and where: Salami (Degreewise, bit by bit). Because he will pick at the plan from the primary position of liability, it is imperative that each piece or question be addressed so that the whole project is finally accepted.

Association. As with council, the testimonials should lend credibility to the plan and thus negate some of the power stance regarding liabilities.

Participation. In the end, it is extremely important to gain mutual support as the risk management plays an important role in the plan. Bringing the "We are friends" feeling to the table after the strategies are employed, will assist later on during the test period.

When: Forbearance. He is a potential negative participant to the negotiation process. It is important that when the negotiating strategy calls for it that the participants stop and wait, seeking weaknesses in his reasoning.

Surprise. A sudden shift in approach, such as negotiator failure

to argue, should place him in a compromising position. An example would be moving from a negotiating leverage of power to rationality.

The key negotiating strategy is to enter this negotiation with a "mutual gain" position. Using psychological influence as a leverage is extremely prudent in light of the members' positions within the city structure.

The next Chapter IV, Transition Management, will be used to describe how the plan will unfold by providing plans to implement the strategies for change.

CHAPTER IV: TRANSITION MANAGEMENT

CHAPTER IV: TRANSITION MANAGEMENT

In the strategic plan, fifteen stakeholders were identified as being key persons/groups that must be dealt with during or prior to the negotiating process. These persons/groups must be proactively and aggressively challenged if strategies are going to succeed in the transition management phase. The three strategies selected in the strategic management section were:

- To allow commuters to use plain units to car pool
- To develop a car pool system using city vans
- To provide local bed space for commuters

To that end, this researcher will address the key components needed to effect a smooth transition to manage the proposed strategy plan: the critical mass, management structures, intervention technologies/strategies, and commitment.

A. COMMITMENT STRATEGY DEVELOPMENT

1. CRITICAL MASS

The critical mass is the minimum number of individuals or groups who must support the change to make it happen. If they are against the change, it is likely to fail. Dealing with them is the highest priority in any transition management plan and this issue must be addressed early on. In evaluating the strategic plan to meet some of the needs of the increasing commuter work force, five critical mass actors were identified:

CHIEF OF POLICE

CITY ADMINISTRATOR

CITY COUNCIL

PEACE OFFICERS' ASSOCIATION PRESIDENT

SERVICE EMPLOYEES INTERNATIONAL UNION PRESIDENT

The active commitment of these five actors is necessary in order to provide the energy required for the change to occur in the most positive manner.

2. COMMITMENT CHARTING

Various techniques can be used to obtain the commitment of target individuals or groups identified as the critical mass. Figure 2 shows how to formulate a diagnosis and action strategy to obtain the necessary commitment from each of the five critical mass actors to make the change successful. In the following figure, each critical actor is summarized along with possible intervention strategies which can be used to gain the necessary commitment for the success of the transition plan.

Figure 2. COMMITMENT CHART

Critical Mass Actors	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				(XO)
City Administrator	X		O	
City Council		X		
Peace Officers Assn. - President			O	X
Service Employees International Union - President	X		O	

From the Commitment Chart we can see the movement that has to take place to achieve the necessary proactive commitments. The analysis these changes in positions is discussed below:

- **CHIEF OF POLICE** - Concerned about the forecasted long-range potential negative impact of increase in the number of commuter employees, the Chief will have a strong initial commitment to the program. Current and past practices indicate that he is a leader in the in risk-taking required to better his department. He will have to stay in the "Make Change Happen" category, however, to be an advocate of "Help Change Happen" so

that he can gain constituency support and protect himself politically. This program has a risk factor of the highest degree for the Chief's relationships with the others in the critical mass. Because the Service Employees International Union (SEIU) President will state that the constituents he represents need the same fair and impartial treatment that this program proposes, the Chief will need to push for a "pilot program." This pilot program will allow for input and change flexibility, in a non-threatening environment in which the SEIU can participate. If this approach goes well, as it should, it will bring SEIU in as an ally and, hopefully, cause the City Administrator to begin a move to the desired "Help Change Happen" category. With these two critical mass actors moving from a "Block Change" category to a "Help Change Happen" category, the Chief can then proceed toward building an efficient transition management structure. This will help other critical actors see the risk as non-threatening and move over to the "Let" and "Help Change" categories which will insure a buy-in and keep the Chief in the non-threatening "Make Change Happen" position. The Chief will not succeed with any one of the proposed programs if he uses a "forced" collaboration intervention strategy. Political conflict will result, causing any one of the critical mass members to remain status quo; thereby sabotaging the plan.

- **CITY ADMINISTRATOR** - From the onset of the negotiations, the City Administrator will focus upon liability and the financial impact issues. These issues will be compounded by the internal political issues that such a program will raise, namely: favoritism, possible unwarranted use of public funds, and equipment diversion from intended use. An external political issue that the city administrator will be concerned with is the opinion of the community-at-large about the use of city vehicles for other than "police work."

The city administrator must weigh the ramifications of the employee union's potential position that this plan is of benefit to some employees but not the entire organization. The

goal of the negotiation is to move him slightly from the "Block Change" category through the use of various intervention strategies such as education and resistance management. Unless the city administrator moves to this category, the program is doomed to partial, if not total, failure. The chief can remain in the forefront if he has shown to the city administrator that previous risks have turned into successes. For the City Administrator, the risk of this new concept is tremendous, and, ethically, the chief must be completely honest about all the ramifications of the program from the beginning.

An essential key to success is that the chief and the program's advocates must show in specific detail that the risk of taking no action is greater than the risk involved in a new and innovative pilot program. This can be accomplished by assuring each of them that early attention has been made to defining both the ultimate vision and the interim future state or midpoint goal. The pilot program has a less-risk scenario than just diving into full implementation of the program. Furthermore, the pilot program provides options to allow ongoing input from other city departments so that their needs can be met, thereby stressing a democratic process for input from all sectors within the city structure. It is this approach that should move the City Administrator to eventually occupy the desired "Help Change Happen" position.

- **CITY COUNCIL** - Politically caught between "Blocking" and "Letting Change Happen," their commitment to change can be solidified by early intervention of an education strategy. One councilmember was on the original NGT panel and expressed his concern that if we do nothing it could eventually prove to be the department's demise. This feeling must be the central theme to win the majority of councilmembers over to the "Let Change Happen" category. In fact, emphasis should be placed upon the need to get at least a plurality of the council to want to be in the "Help Change Happen" category. This can be

accomplished through the City Administrator's acceptance of some low-risk and the acceptance of a high degree of risk by the Chief of Police. Again, the program's success depends upon selling the concept that the risk involved with the experimental pilot program is less than the high risk caused by no movement toward restraining the continuing negative impact of the spiraling increase of long distance commuting by employees.

- **PEACE OFFICERS ASSOCIATION (POA)** - With a strong desire to provide a better working environment for their members the POA will strive to stay in the "Make Change Happen" category. While in some respects the POA's position is very healthy for the association, it also presents a conflict for a rival city association, namely SEIU. The program should continue to enjoy very strong support from the commuters and their families, which will aid in the positive politics of the program. By working to get the POA into the "Help Change" category, we hope to move the SEIU from a "Blocking Change" category to a "Let Change Happen" category. This should bring about the desired commitment from both associations which will assist in reducing the risk. If the program works in this participatory style, in part or in totality, the police association can be seen as assisting the SEIU in bringing desired progressive changes for the benefit of their employee members in the long run. Additionally, the POA will have to show how the program might benefit all police members. The Chief of Police can assist in the process in part by showing that the program will enhance the working environment, by showing that reduced response time will improve deployment, and that morale will improve through a reduction of sick leave and employee turnover, all of which will reduce the burdens on the non long-distance commuting employees.

- **SERVICE EMPLOYEES INTERNATIONAL UNION** - Their initial stance of "Blocking Change" is natural. They want full and impartial treatment for their members.

What one association gets they want also. Favoritism will be the message driven home to the city administrator and city council. Their acceptance of a "pilot" program is paramount to any movement forward. At the earliest time educational intervention with open dialogue and mutual trust must be accomplished with SEIU. Through the technique of problem finding, they will be brought into the process so that their members, through representation, can help identify and clarify all aspects of the pilot program. This non-threatening environment should be enough to encourage enough commitment from them to move them to the "Let Change Happen" category.

B. TRANSITION MANAGEMENT STRUCTURE

The management structure to be employed during the transition phase must place executive management responsibilities on the chief of police. This will provide the least tension with the ongoing day-to-day management of the department. The deputy chief of police will act as project manager and will be in charge of the details of the program.

In the "Hinge-Pin Theory" of management, this places the Chief in the leadership role and places the Deputy Chief, as next in command, in the manager role. This relationship is clearly understood by all the rank and file. Both the Chief and Deputy Chief possess the authority, respect and interpersonal skills to provide a suitable management structure for change. It is imperative that the structure does not become too extensive as this causes more confusion and is generally too bureaucratic, thus blocking effective communication.

The chief of police would provide the political base while the deputy chief would use a "diagonal slice" of representation for his meetings. This method would provide continuing input from many different levels, cultures, and functions within the department. The key is getting full acceptance from the critical mass, creating harmony, and raising a positive image of the program, thereby reducing the anxiety and risk factors that cause grave political

concern.

Early in the program, the chief and deputy chief should use a Responsibility Chart to clarify role relationships as a means of reducing ambiguity, wasted energy and adverse emotional reactions. This process should continue throughout the management meetings to insure the integrity of the structure.

Figure 3.

RESPONSIBILITY CHART

Actors

DECISION/TASK	CITY ADMINISTRATOR	CITY COUNCIL	RISK MANAGER	POLICE CHIEF	DEPUTY POLICE CHIEF	CMDR. ADMIN. SERVICES	POLICE MANAGEMENT	P.O.A.	S.E.I.U.
EVALUATE EXISTING PROGRAMS	-	-	-	A	R	S	S	I	R
DEVELOP PLAN	-	-	I	A	R	S	S	I	R
GAIN INTERNAL/EXTERNAL SUPPORT	I	I	I	R	R	R	R	I	R
PRESENT TO CITY ADMINISTRATOR	A	A	S	R	S	S	S	I	-
IMPLEMENTATION	A	A	S	S	R	R	S	I	R
MONITORING	-	-	-	I	R	R	I	I	R
EVALUATION	I	I	I	I	R	R	S	I	R
FUTURE RECOMMENDATIONS FOR ENHANCEMENTS	A	A	I	A	R	S	S	I	R

R = Responsibility (not necessarily authority)
 A = Approval (right to veto)

S = Support (put resources toward)
 I = Inform (to be consulted)
 - = Irrelevant to this item

C. IMPLEMENTATION TECHNOLOGIES AND METHODS

A salient element to successful implementation of any new program or idea is reduction or management of anxiety and uncertainty during the transition period. The

proposal to reduce the impact of increasing numbers of commuting employees is no different. Though the politics of this proposal are compounded by an extremely high degree of risk, they are not insurmountable. Communication is paramount throughout this transition management plan. The technologies/methods which will help mitigate any negatives and enhance commitments are:

- **COMMUNICATION OF THE VISION** - Acceptance of the program is a key factor from the top to the bottom of the organization, and crosses all department and city boundaries of authority and control. If people are going to be committed to the change, they must know what change is taking place and why it is important. If they do not understand the need for change, the status quo will prevail. Vision presentation is drastically needed by the chief to overcome the slightest adverse reaction.

- **RESPONSIBILITY CHARTING** - This method is an effective technique for clarifying behavior which is needed to bring about the change function, actions and key decisions. Responsibility charting also assists in reducing ambiguity, saves energy and reduces interpersonal reactions of the people involved in the change process.

- **PROBLEM FINDING** - This is a neutral mechanism whereby those concerned with change get together to identify and clarify all aspects of the problem. Politics are the paramount issue, and the chief/deputy chief can use problem finding to reduce conflict and arrive at solutions that will smooth the process. Problem finding allows players to change their minds without having to lose face in the process, an important political consideration. It also allows people to listen to each other, temporarily, without having to take immediate positions that reflect their own biases.

- **CONFRONTATION/GOAL SETTING MEETINGS** - The confrontation/goal setting meeting provides a forum for gathering information on needed changes and

recommending action priorities. These meetings have as their purpose a collaborative decision making process, resulting in cooperation and action plans for a common direction for the desired changes.

- **COMMUNICATIONS STRATEGY** - False perceptions and rumors must not be allowed to threaten the process. The chief will have to establish where, when and how communications will be made and by whom so that clarity of focus can be maintained, thereby eliminating rumors. This can be enhanced by milestone recognition through the use of a formal document/chart, etc., that everyone can see. These will keep everyone informed, on track and enable them to advance smoothly in the direction of the vision of the future.

- **MANAGEMENT OF THE NEUTRAL ZONE** - The gap which develops between the pre- and post-change status is called the "neutral zone." It is a natural slump period which is characterized by a loss of direction. This period must be forecasted by identifying some of the potential causative factors that could impact the transition period. An example could be the "have nots," those who are on the side lines watching all the energy being directed to the commuters. They will want to know when the program is to benefit them. If the needs of these personnel are not addressed early on they could become additional hidden unanticipated participants that could create obstacles to the success of the strategies.

- **COMMUNITY INVOLVEMENTS (Meetings, etc.)** - The city administrator and city council will be relying on positive support from the community. To ignore this need during the transition phase is fatal. Meetings and surveys of the community should help ease the uncertainty of risk factors arising from this group. It is crucial that the community at large recognize the desirability of improving working conditions for commuter employees.

This section examines the critical mass affected by the three alternative strategies and

developed a transition management plan designed to implement the necessary changes as smoothly as possible. In Chapter V the overall conclusions and recommendations arising out of this study will be presented, as well several future implications arising from the study.

**CHAPTER V: CONCLUSIONS/RECOMMENDATIONS,
FUTURE IMPLICATIONS**

CHAPTER V: CONCLUSIONS/RECOMMENDATIONS, FUTURE IMPLICATIONS

A. CONCLUSIONS/RECOMMENDATIONS

The primary focus of this study was "How Will Law Enforcement Adapt to the Potential Increase In Commuting Police Employees by the 21st Century.?" This broad concept was then narrowed down to a more manageable issue of "What will be the Impact of Full-time Commuter Employees on the Santa Barbara Police Department by the Year 2001?" The Santa Barbara Police Department is being used as the model agency because it patterns itself much like the other site-surveyed agencies (Appendix A) to the emerging issue of increased law enforcement commuters. This provided this researcher with a foundation to develop specific adaptive strategic policies and procedures that are versatile and are easily adapted to other California law enforcement agencies.

What the impact of increased commuters on the department is going to be can be deduced from the Futures Study is in Event 4. With a 30% probability of reaching the critical event level of 70% (See Appendix J) and remaining at that high level, both median and high forecasts indicated that the situation would have an extremely high negative impact on the department and its ability to fulfill its mission. If the oil embargo (E-2), enters into the picture by the year 2001 (See Appendix J), the department could be in dire straits, with individual commuting costs and family problems predominating. To curb this potential, it is crucial that the department be proactive in energy conservation (perhaps using smaller, more fuel-efficient vehicles). Sociological and political activity must be undertaken by the department within the next two to five years. The policy statements indicated in the strategic management chapter of this study form the initial phases of that posturing, and

emphasis should be placed on working with Event Nos. 1 and 3 which tend to be the most practical to attack at this time.

The object must be to impact Event 4, the expectation that commuters will comprise 70% of the police work force and to reduce the probability of its occurrence. Three sub-issues impact commuting on-the-job performance and provide commuters with personal needs incentives to retain employees.

They are:

- How will commuting impact individual job performance?
- How will the department adapt to meet the needs of the commuters?
- What employee retention incentives can be developed to outweigh the spiraling cost of living in Santa Barbara?

The nominal group first identified trends and events (Appendixes G and H) that provides police management a window to the future. Practically, the department must expedite the construction of a new police building with enough room for a minimum of six beds for males and two for females, so commuters have a place to sleep between late shifts and early morning court appearances. This would help alleviate the problem of the lengthy double commute when court appearances are required. Employee parking for long distance commuters should be increased to accommodate carpoolers. All law enforcement agencies falling under the jurisdiction of the SCAQMD's Trip Reduction Plan will find that car pooling will be mandatory in the near future. This plan will be enforced under the Commuter Program (Regulation XV).

This futures study indicates that the department must in the immediate future, five years or less, implement a car pool program. Three alternate strategies were recommended as short and long term programs to sufficiently impact the three sub-issues. They are:

- Allow commuters to use plain units to car pool
- Develop a car pool system using city vans
- Provide local bed space for commuters

We know from the field research phase, that using plain units is not out of the question. The Santa Monica Police Department implemented just such a concept on December 20, 1989. (See Appendix C).

We can expect the following commuting methodologies to be common place by the 21st Century:

- Van pooling
- Guaranteed ride home programs
- Park and ride facilities
- Mass transit
- Bus pooling
- Ride sharing
- Company vehicles

It was previously recommended that commuters be allowed to use plain units to car pool. This seems the most viable alternative to immediately tackle not only potential upcoming state mandates, but the potential negative of having a majority of the work force commute.

Not to be left out, and critical to impacting the trend of the high costs of housing, financial entrepreneurs within the city should be asked to form a group to help city council seriously look into the home equity loan program. If the city already does it by providing affordable senior housing, why could not the same program be instituted for the safety employees who protect the community? These benefits would aid in the retention of

personnel, and demonstrate that police management and city officials are concerned about the commuters. Research uncovered during this study clearly points out that some future-oriented cities and counties are moving in this direction. Appendixes M and N indicate that the City of Palo Alto and the County of San Mateo, are taking these steps and creating events to impact the trend of increasing housing costs for city/county employees.

In conclusion, the process of change, especially during the transition period, the strategies for managing the organization's changing work, and for obtaining the commitment of the necessary people or groups, go hand-in-hand. The proposal to provide transportation via city vehicles or a city van and/or having sleeping quarters provided for the long distance commuter is a challenge. No challenge is without risk. Risk was prevalent with the Wright Brothers, with the astronauts, and it exists now for those who are trying to improve working conditions for the work force which commutes long distances. To reduce the fear of risk and facilitate a smooth changeover, management must complete the five main transition tasks listed below:

1. Assess the organization's transition readiness
2. Overcome organizational resistance to change
3. Bring people through the neutral zone successfully
4. Capitalize on the neutral zone opportunity to experiment and innovate
5. Get principal actors committed to the new system.

By keeping these tasks as the rudiments for the strategies indicated in this study, the only risk is the risk of inaction, generally referred to as the status quo. To cite one of our Command College instructors Dr. James A. Belasco, "We've always done it this way.' This is a warning sign, a symptom of potential fatality for an organization." To reduce the impact of a potential 70% commuting work force to the Santa Barbara Police Department by the

year 2001, we must take the challenge and have the vision to improve living and working conditions for that segment of our work force. The "bottom line" will be that field officers will be able to do the routine and emergency jobs required by cities and counties effectively, thereby reducing employee turnovers, and fulfilling our organizational mission and value statements.

B. FUTURE IMPLICATIONS

This paper was used to attempt to answer the question, "How will law enforcement adapt to the potential increase in commuting police employees by the 21st Century?" After analyzing and forecasting the future, alternative strategies were aimed at targeted various short and long range methods to influence and/or impact the negatives of having numerous commuting employees.

These strategies were two-fold:

1. To immediately propose and develop better commuting methodologies that assist in complying with future state mandates and provide for a better environment for our employees.
2. To propose strategies for law enforcement management to use in mitigating the effects of the high cost housing, the single most important reason why employees commute long distances to and from work.

Because of the enormous nature of the emerging issues created by commuters, this study was limited to a more manageable area of car pooling options. Addressed in the historical perspective section of this study are the below listed problems which result from commuting.

- Commuting caused stresses
- Employee retention

- Child care issues
- Daily scheduling
- Divided community loyalties

Our challenge as law enforcement executives during the end of the 20th Century, should be to develop future strategies to deal with these potential negative impacts on our agencies. Failure to do so could expose law enforcement agencies to lawsuits similar to Faverty v. McDonald's Corporation, Multnomah Co., Cir. Ct. This case involves an award of \$400,000 to the crash victim's estate against his employer. The Portland Oregon court held that even though the drive was off-duty he fell asleep due to long working hours without rest. How are we going to adapt to these problems and provide the basic services required by law enforcement?

In this researcher's opinion, we have no choice but to confront these problems as futurists, as we strive to bring back some of the positive elements of the days when police officers were an integral part of the community they were sworn to protect and serve, living in the community, sending their children to community schools and unswervingly loyal to that community to the exclusion of all others.

APPENDIXES

**AGENCIES SITE SURVEYED
(Used for Policy Development)**

A. NORTHERN CALIFORNIA

1. Berkeley Police Department
2. Santa Cruz Police Department
3. Monterey Police Department

B. SOUTHERN CALIFORNIA

1. Santa Monica Police Department
2. Signal Hill Police Department
3. Long Beach Police Department
4. Garden Grove Police Department
5. La Palma Police Department
6. Huntington Beach Police Department
7. San Clemente Police Department
8. Oceanside Police Department
9. Carlsbad Police Department

APPENDIX B

ON-SITE QUESTIONNAIRE
(Commuting Employees)

1. Sworn Personnel # High 691; Low 25; Ave. 161.5 ; % driving 1/2 hour or beyond 25 miles High 70%; Low 3.7%; Ave. 29.5%
2. Residency Requirement: Now Yes 3; No 9 Past Yes 12; Ave. 30 minutes
(Special assignment: SWAT, K-9, names (deleted)
3. Civilian Personnel # High 374; Low 10; Ave. 103 ; % driving 1/2 hour or beyond 25 miles High 40%; Low 1%; Ave. 18%
4. Reserves # High 58; Low 0; Ave. 19 ; % driving 1/2 hour or beyond 25 miles High 48%; Low 8%; Average 14%
5. Turnover Rate (Sworn) 1990 Ave. 11% 1980 Ave. 9%
6. Top 2-3 Reasons (Sworn) Left (1) Housing / pay
(2) Better opportunities
(3) Retirements
7. Deployment Plan: Sworn 8-plan = 1; 10-plan = 8; 12-plan = 1; 3/12-plan = 1; 9/80-plan = 1
Civilian 8-plan = 8; 10-plan = 2; 12-plan = 1; 3/12-plan = 0; 9/80-plan = 1
8. Using any flex scheduling to accommodate commuters? Yes 3; No 8 Explain 3/12, hour changes, arrive late 15 minutes
9. Any employee incentives being utilized to negate/minimize long distance commuting? _____
Yes 2; No 10; car pooling credits for compensation time, preferred parking, flex schedules
10. Does the department utilize any car pool system? Yes 3; No. 8, Employer vehicles
11. Would the department allow taking home plain units? Yes 6, No. 6, specialized details, (Dets., department is part of city program)

12. If using a car pool system, if it breaks down, does the department allow the taking home of plain units? Yes 2; No. 10
13. If department has motorcycles, are officers allowed to take them home? Yes Circumstances To and from work okay, distance 15-25 miles maximum
14. Is the department/city working into a commuter van system? Yes 1, No. 11
15. Disaster call back responsiveness involving commuters. What is the department doing to mitigate any negative impact? Alternate reporting sites, pagers, housing for families near department
16. On-site sleeping facilities provided? Yes 4, No 8
17. Day care facilities provided? Yes 1, No 11
18. Does the city have a child care program to assist commuters? Yes 2, No. 10, Referral programs
19. Has the department looked into using fire department facilities for commuters? Yes 1, No 11

ADDITIONAL COMMENTS:

- City beginning to encourage ride sharing
- Going to use volunteer air corps to transport commuter during disasters
- Looking into a van pool for non-sworn
- Trying to get a low-interest home loan program
- Going to increased Level 1 Reserves, they all live in the city, good for call-backs

CITY OF SANTA MONICA
I N T E R - D E P A R T M E N T M E M O

DATE: December 20, 1989
TO: All Concerned
FROM: James F. Keane, Chief of Police
SUBJECT: CAR POOL PLAN

The City of Santa Monica is required to meet the new regulation adopted by the Air Quality Management District. Simply put, the City must reduce the number of vehicles arriving for work between the hours of 0600 and 1000. These are the hours that the greatest amount of vehicle emissions is produced.

The police department is initiating an experimental car pool program. The program will be evaluated on a weekly basis to determine its effectiveness. At any point the experiment is found to be ineffective or that the privilege is being abused, it will be discontinued. At anytime an individual car pool fails to meet the guidelines or the privilege is abused, it will be dissolved.

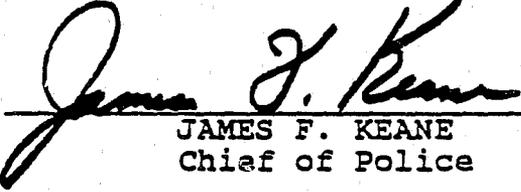
Prior to approval of a car pool, a supervisor will verify that the driver has a valid California drivers license.

The following guidelines are adopted in order to evaluate the car pool program and insure the proper use of city vehicles. These guidelines are subject to change at any time by the direction of the Chief of Police:

1. Participants must be employees who arrive at work between the hours of 0600 and 1000, Monday through Friday.
2. At the present time, employees' children will not be allowed to participate in the program. The City is evaluating that possibility, and will make a decision in the near future.
3. There must be a minimum of ^{Three}~~four~~ permanent city employee members of the pool.
4. The assigned city vehicle shall only be used to transport pool members directly to work and back home or to a pick-up location.
5. A daily trip sheet shall be completed and routed to the Chief's Office. The sheet will list the permanent members, mileage, and vehicle number. If a member is absent, the word ABSENT should appear next to the name.

APPENDIX C

6. If the pool drops below the required number, a replacement must be made within one week.
7. In the event that a car pool member is unexpectedly required to work overtime, a ride home is guaranteed.
8. When a car pool member is scheduled for an overtime job, he/she shall use his/her own vehicle on that date.
9. If a family emergency arises requiring the employee to leave work, transportation will be provided.
10. When needed, alternate transportation home will be arranged by a supervisor.



JAMES F. KEANE
Chief of Police

JFK:tc

APPENDIX C

DAILY CARPOOL LOG

EACH CARPOOL SHALL COMPLETE A LOG DAILY AND FORWARD IT TO THE CHIEF'S OFFICE EACH DAY.

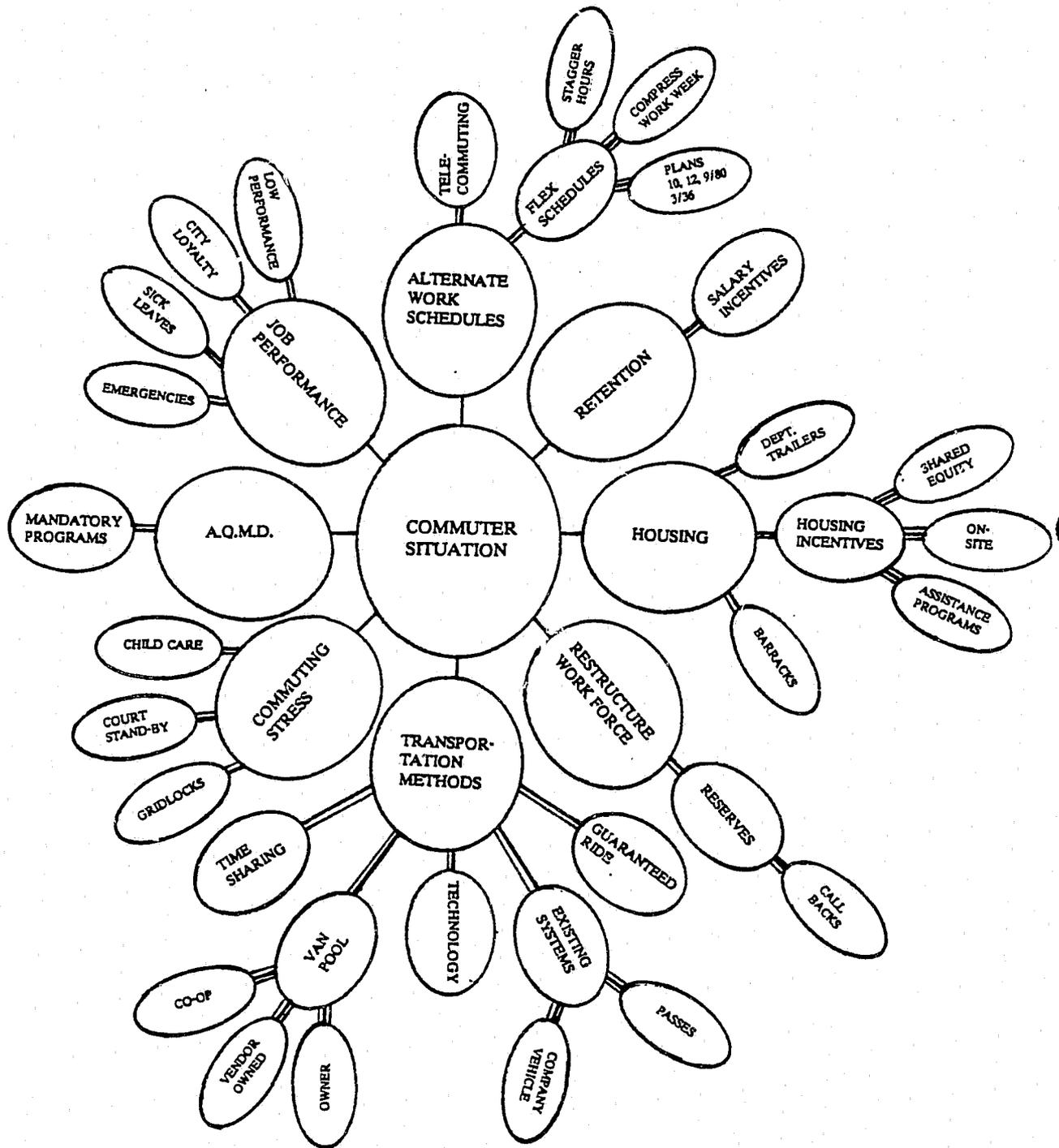
ENTER THE MEMBERS NAME, CHECK THE APPROPRIATE DAY, AND EACH MEMBER SIGN.

IF A MEMBER IS ABSENT, ENTER THEIR NAME AND WRITE "ABSENT" NEXT TO THE NAME.

VEHICLE NUMBER: _____ STARTING MILEAGE _____ ENDING MILEAGE _____

	MON	TUE	WED	THUR	FRI
DRIVER					
_____	_____	_____	_____	_____	_____
CAL OP _____					
PASSENGER					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____

FUTURES WHEEL



NOMINAL GROUP MEMBERS

Deputy Chief of Police, City of Santa Barbara

Traffic Planning Engineer, City of Santa Barbara

Area Planning Council Coordinator, County of Santa Barbara

Police Captain, City of Santa Barbara

Police Lieutenant (2), City of Santa Barbara

Chairman of the Board - Lending Institution, Santa Barbara

City Councilman, City of Santa Barbara

Personnel Director, City of Santa Barbara

Sheriff Lieutenant, County of Ventura

Communications Manager, City of Santa Barbara

NOMINAL GROUP TECHNIQUE - METHODOLOGY DETAIL**The 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 ration 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 you opinion, what do you think the level of each of the trends should be 5 and 10 years down line?" These are value judgments or goals 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.

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 and graphs are located in Appendices I through J-3. These show event probabilities by specific years as well as graphs which depict positive and negative impacts.

TRENDS FIRST IDENTIFIED BY NOMINAL GROUP

Cost of residential housing
Individual cost of transportation
Local government growth policies
Divided community loyalties
Family problems
Other agency recruitment
Mass transit systems
Social relationships
Demand for police services
Lack of access to community services
Parking spaces
Specialized tasks
Job versus profession
People living alone
Outside Traffic problems/congestion
Telecommuting
Turnover rates
State of infrastructure
Police salaries
Work ethic (values)
Call backs
Flex scheduling
City and police demographics
Child care needs
Availability of land and natural resources
Volatile energy sources
Commute times increase
Conflicting time demands
Level 1 Reserves
Shrinking Budgets
Females in Law Enforcement
Dual career families
Public service expectations

EVENTS FIRST IDENTIFIED BY NOMINAL GROUP

New police building with housing
 OPEC imposes oil embargo in the United States
 City implements home loan program
 Commuters reach 70%
 City establishes home work program
 Commuter rail system becomes available
 City adopts pro-growth policy
 Standard nationwide policing happens
 Transportation costs become employee benefit
 Telephone company changes to fiber optics
 Salary incentives based upon residence location
 City subsidizes motel costs for commuters
 Hydrogen based fuel invented
 Electronic industries leave Santa Barbara
 Employee contracts are recognized
 City develops Police Corps (ROTC)
 Commuter grouping implemented
 Unemployment hits 7%
 Tax laws change - more homes become available
 Residency pay incentive approved
 Residence requirement imposed

Highway 101 hits gridlock at 8:00 a.m.
 Water becomes available
 City offers family counselling as benefit
 City adopts 15 mile policy
 City sponsors dependent care
 City budget freeze
 Drug testing implemented
 Two hours per week volunteer (within city) allowed
 Average commute time reaches two hours one way
 Police department adopts 24-hour plan
 Latino population becomes majority
 Sworn officers take over civilian positions
 Work week decreased to 36 hours
 Sick time reaches 25%
 Turnover doubles
 Health care plan becomes employee option
 Tunnel is completed to Santa Ynez
 Stress retirement increases by 15%
 Helicopter transportation becomes available
 SCAQMD imposes travel limits
 Employer supplied transportation

APPENDIX I

**TREND EVALUATIONS
(Panel Median Forecasts)**

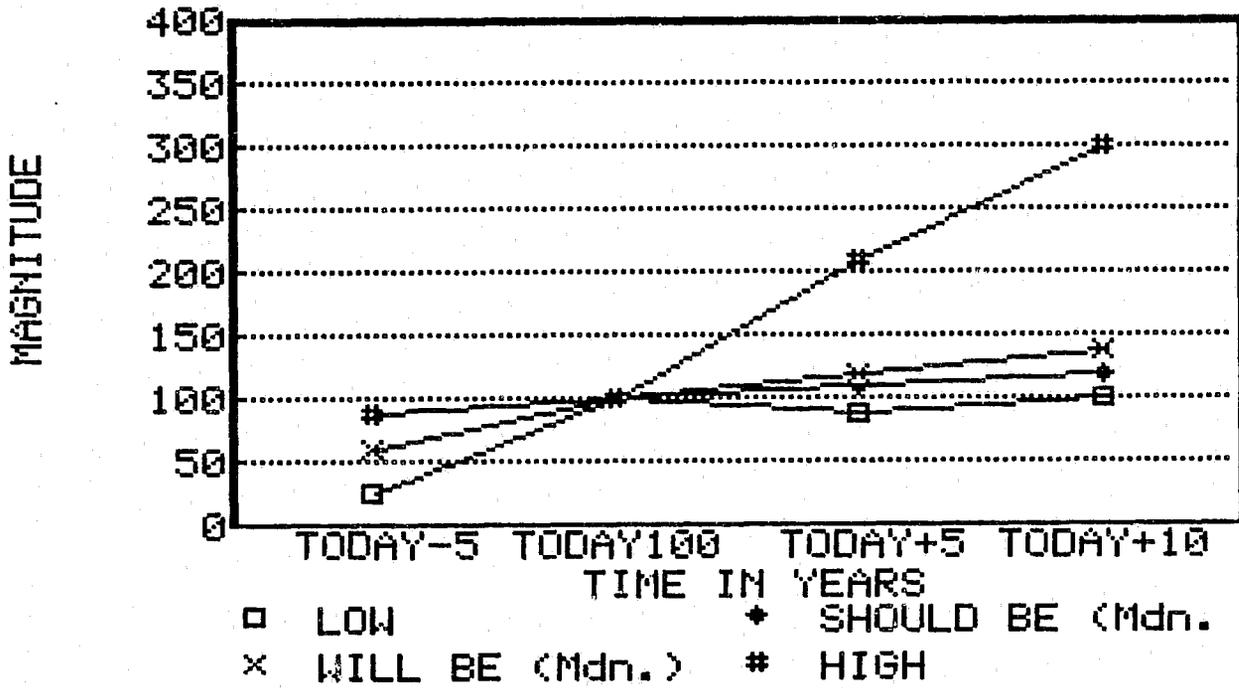
TREND STATEMENT		LEVEL OF THE TREND (Today = 100)			
		5 Years Ago	Today	Five years from now	Ten years from now
1	CHANGE IN COST OF RESIDENTIAL HOUSING	60	100	120 110	140 120
2	INDIVIDUAL COST OF TRANSPORTATION	90	100	125 95	150 100
3	LOCAL GOVERNMENT GROWTH POLICIES	80	100	140 75	160 75
4	DIVIDED COMMUNITY LOYALTIES	80	100	120 80	140 80
5	FAMILY PROBLEMS ASSOCIATED WITH COMMUTING	70	100	130 70	140 70

WHAT YOU
FEEL WILL
HAPPEN

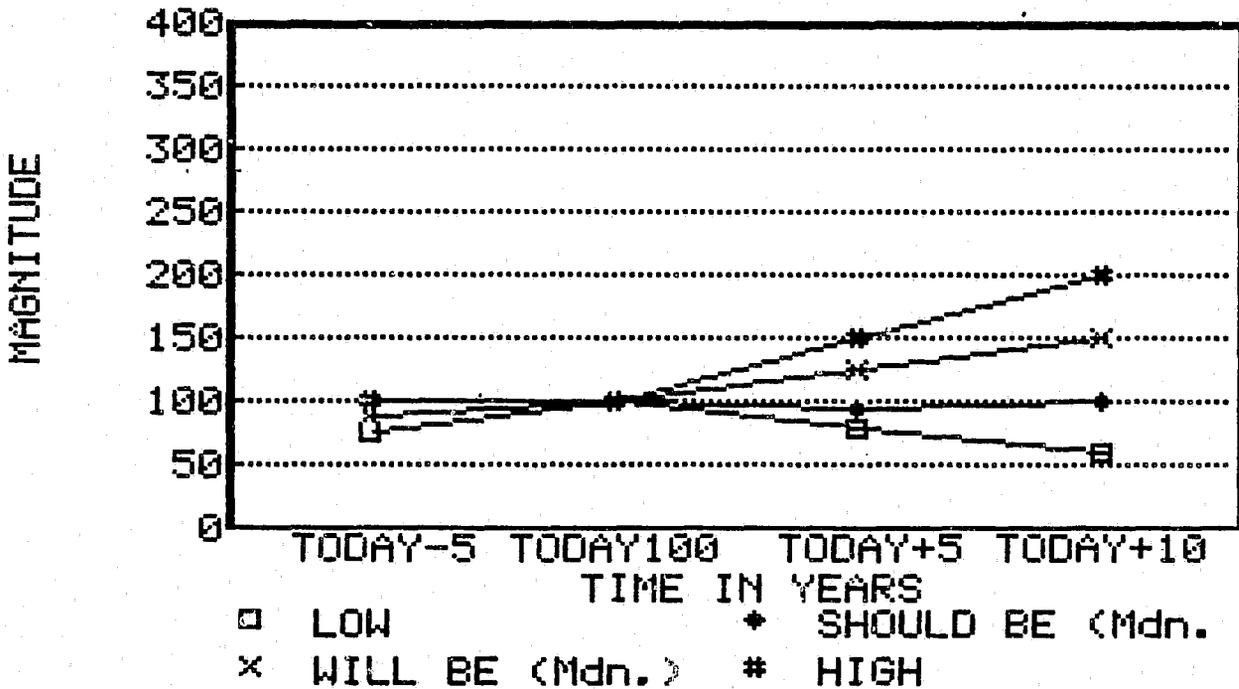
WILL
BE
SHOULD
BE

WHAT YOU
WOULD LIKE
TO HAPPEN

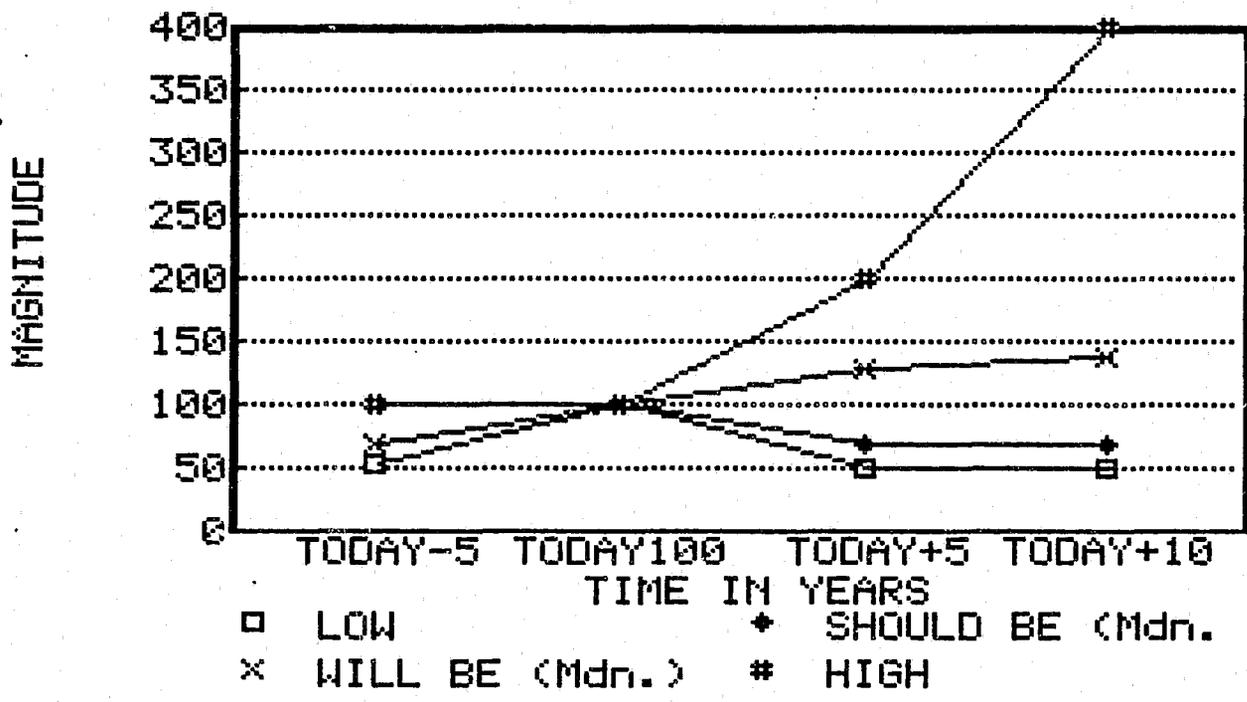
TREND 1: Change In Cost Of Residential Housing
(Forecast)



TREND 2: Individual Cost of Transportation
(Forecast)



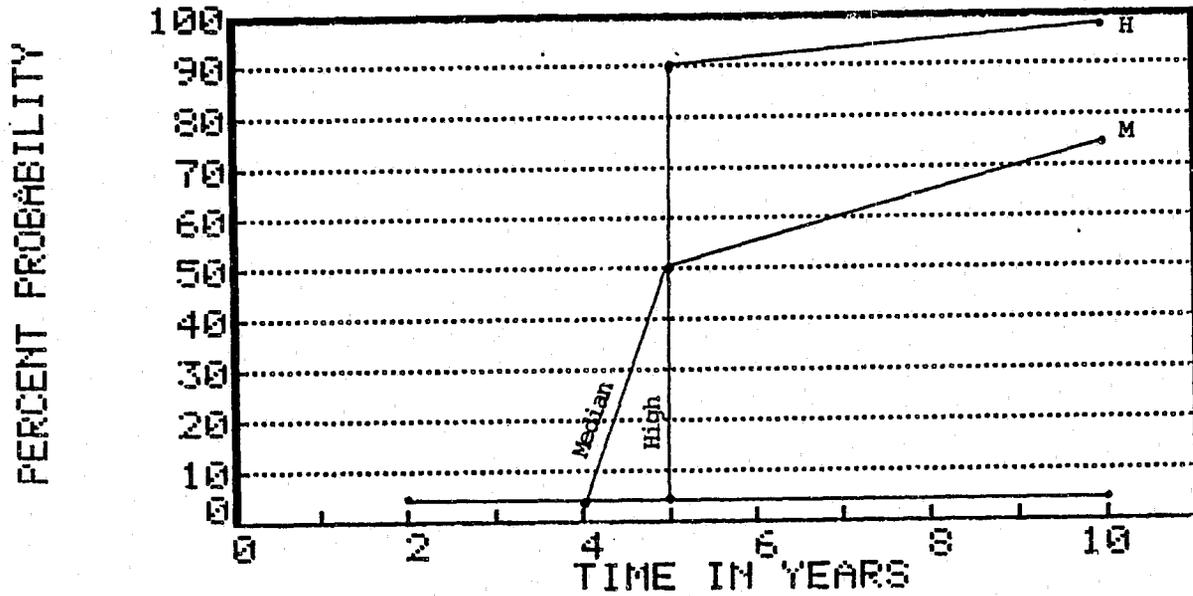
TREND 5: Family Problems From Commuting
(Forecast)



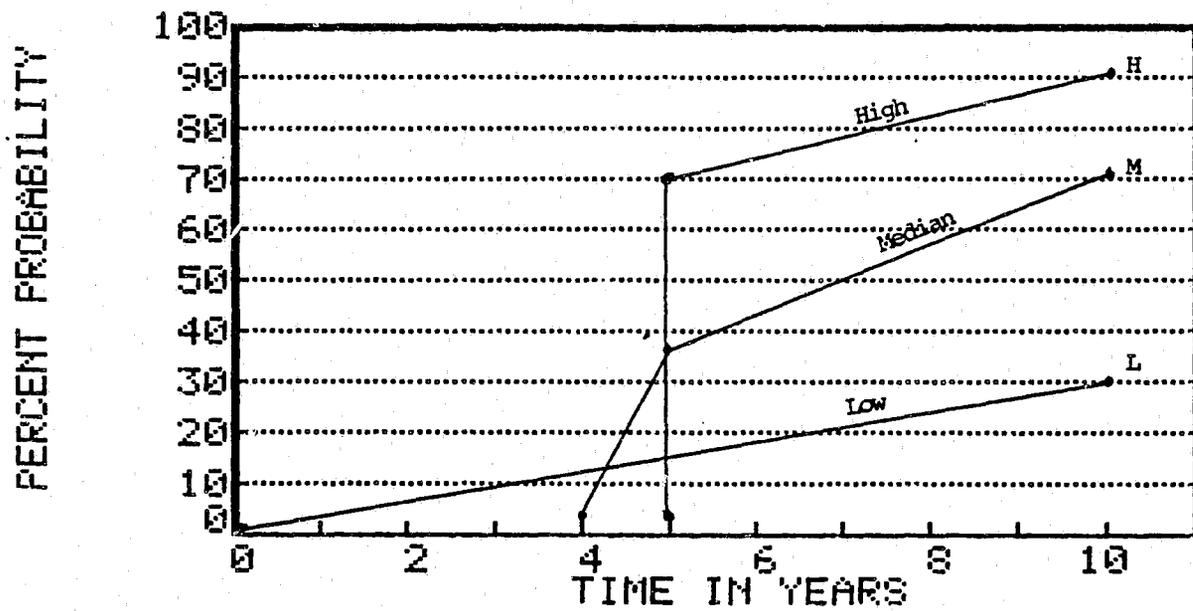
**EVENT EVALUATIONS
(Panel Median Forecasts)**

Event #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1	NEW POLICE BUILDING INCLUDES SINGLE HOUSING	HIGH 5	90	100	10	5
		MED. 4	50	75	8	0
		LOW 2	0	0	5	0
2	OPEC IMPOSES OIL EMBARGO ON THE UNITED STATES	HIGH 5	70	90	0	10
		MED. 4	40	70	0	10
		LOW 0	0	33	0	8
3	CITY IMPLEMENTS HOME LOAN PROGRAM	HIGH 5	100	100	10	4
		MED. 1	75	100	7	0
		LOW 0	15	30	4	0
4	COMMUTERS REACH 70 %	HIGH 5	60	100	2	9
		MED. 2	10	30	0	8
		LOW 0	0	0	0	0
5	CITY ESTABLISHES HOME WORK PROGRAM	HIGH 5	100	100	9	5
		MED. 1	75	100	8	2
		LOW 0	25	50	2	0

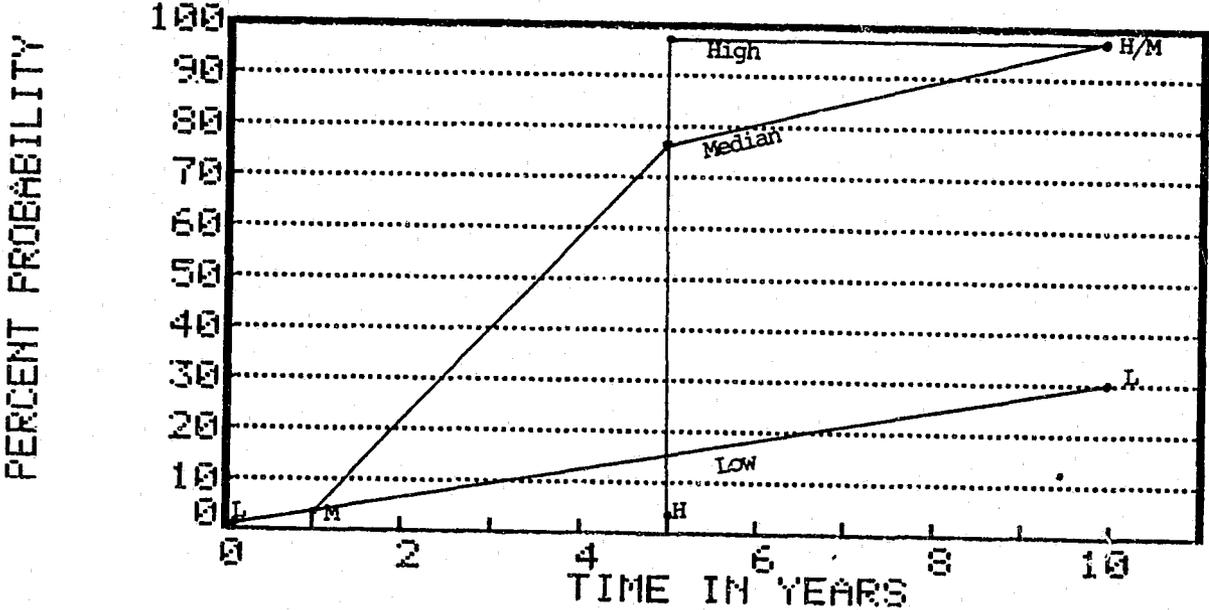
EVENT 1: New Police Building Includes Single Employee Housing



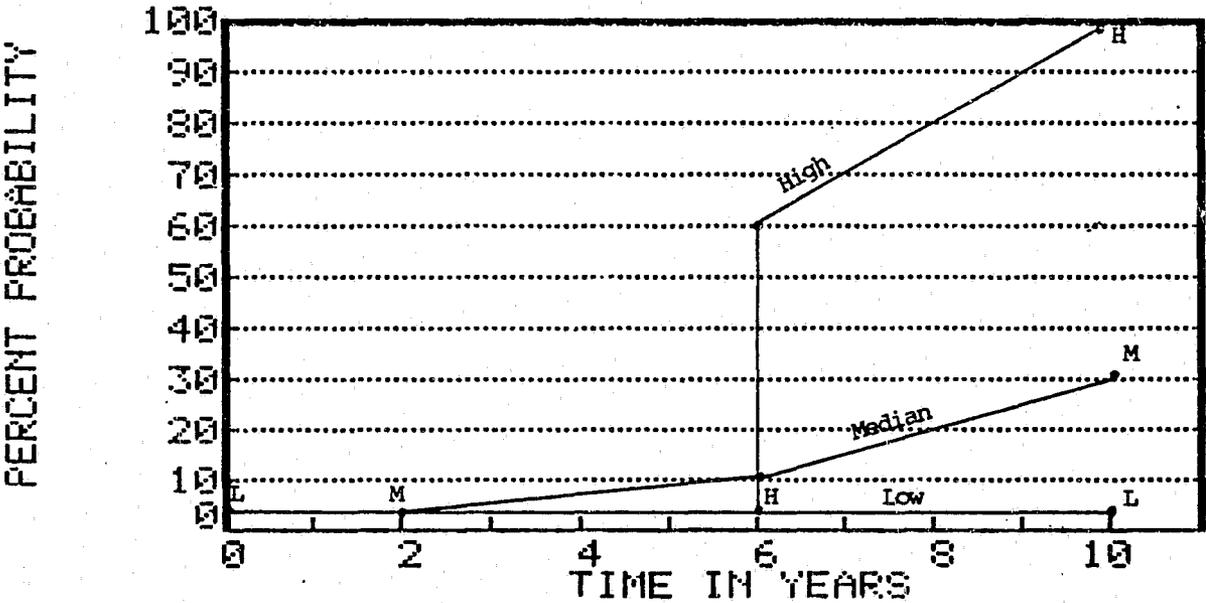
EVENT 2: OPEC Imposes Oil Embargo on the United States



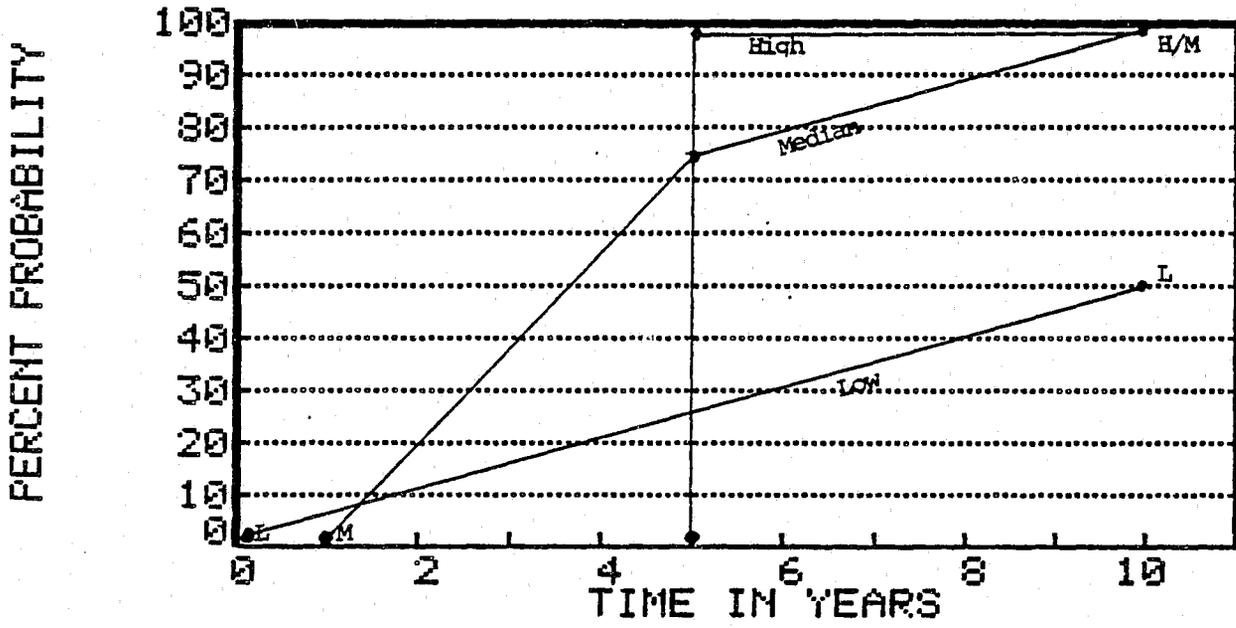
EVENT 3: City Implements Home Loan Program



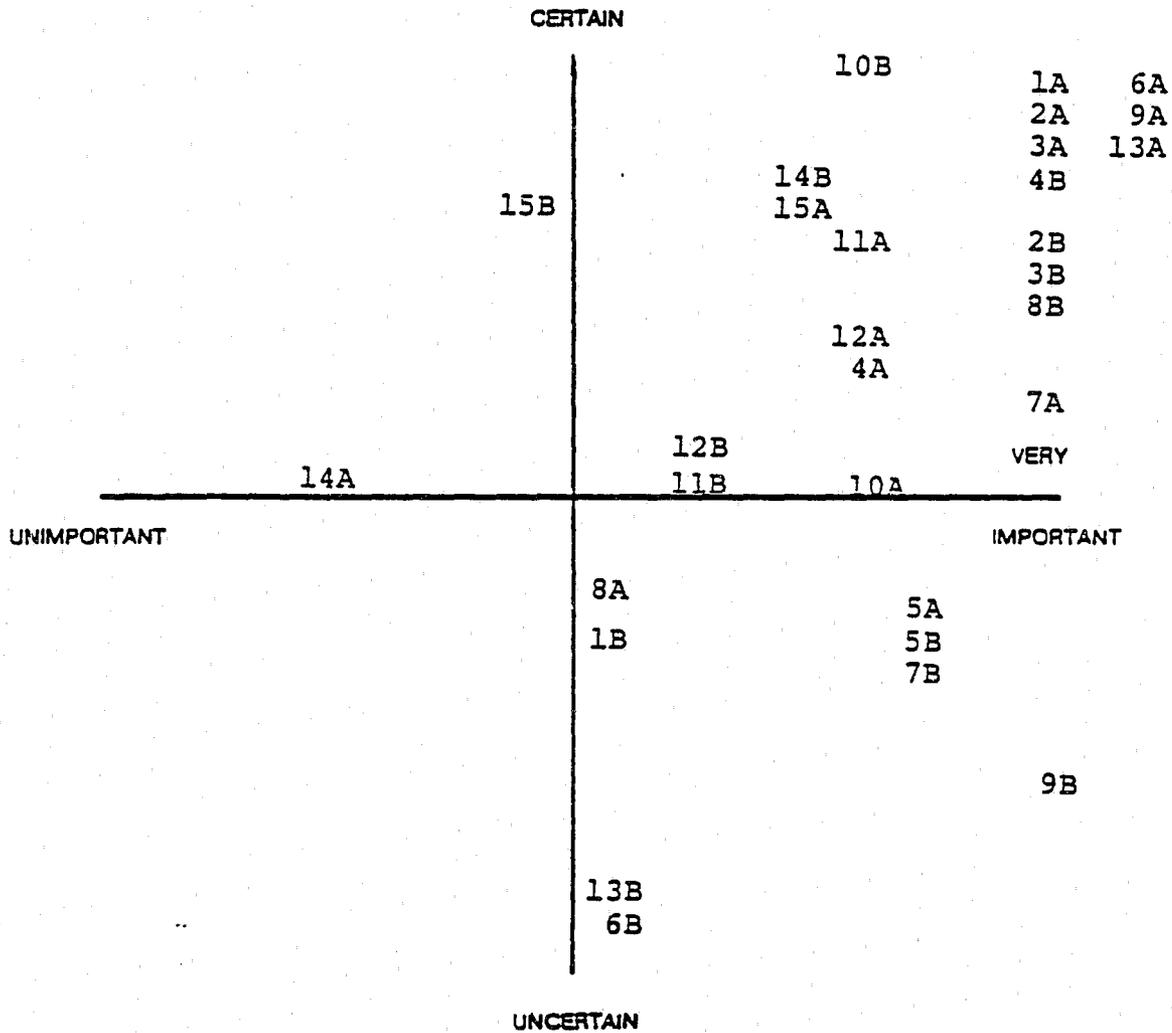
EVENT 4: Commuting Employees reach 70%



EVENT 5: City Establishes Home Work Program



STAKEHOLDER ASSUMPTION MAP



LEGEND: (A = DESIRED

B = MORE LIKELY)

- | | |
|--------------------------------|-------------------------------------|
| 1. Chief of Police | 8. City Council |
| 2. Police Managers | 9. Public at Large |
| 3. Police Supervisors | 10. Service Employees International |
| 4. Commuters | 11. City Risk Managers |
| 5. City Co-Workers | 12. City Personnel Director |
| 6. Police Employee Association | 13. Public Work Director |
| 7. City Administrator | 14. Other City Department Heads |

ALTERNATIVE STRATEGIES LIST
(Derived through Modified Delphi Process)

1. Expedite funding for new police building with housing.
2. Develop a city home loan program.
3. Create flex scheduling for commuters.
4. Allow commuters to use police plain units to car pool.
5. Develop a car pool system using city vans.
6. Provide local bed space for commuters.
7. Increase carpoolers benefits to include car allowance.
8. Create additional parking spaces for commuters.
9. Create a mandatory policy that if you live outside 15 miles of the department you shall car pool.
10. Establish a home work program.
11. Subsidize motel costs for commuters.
12. City to sponsor local dependent care.
13. Remain as is - status quo.
14. Adopt a 24 hours work plan - like the fire department.
15. Create a salary variance for assisting commuters.
16. Solicit public-spirited citizens to volunteer their guest rooms.

Palo Alto explores housing incentives for local workers

Associated Press 1990

06 PALO ALTO — Local officials frustrated by high housing costs that cause some people to turn down local jobs are looking into providing low-cost or subsidized rental homes, and shared-equity housing.

With estimates that less than 10 percent of the more than 1,500 city and public school workers in Palo Alto live within the city limits, and the situation getting worse each year, the City Coun-

cil will explore the housing incentives idea on Tuesday.

"I'd hate to see a city full of affluent people being supported by workers who are forced to live 50 or 100 miles away," said city Councilman Gary Fazzino.

"It's really frightening," he said. "What you lose is your sense of community, and an understanding about the community. If the people you work for are your neighbors, you see them at church, at the store, at school, it could

make you a better public employee."

That's why Fazzino and Councilman Ron Andersen are talking with the Palo Alto Housing Corp. about low-cost or subsidized rental housing for lower-level city and school workers.

For middle-managers, they want to examine shared-equity housing, where the city would join an employee in buying real estate.

"It's going to be impossible for someone like a back-hoe operator to buy a house," said Andersen. "But we can

help them to afford to rent. And for person who is just outside the housing market, we can help them to buy."

City Manager Bill Zaner said that in addition to attracting more committed employees, housing incentives could mean other benefits as well.

"How do we get police, fire and utility crews to live close enough to respond in an emergency?" he asked. "During the earthquake, it took hours longer to restore power than it should have."

**San Mateo County
Employee Homeownership Program Outline**

Based on the economic and risk analysis conducted, HCD recommends the following program design:

Eligible Borrowers County employees with three years service in a position who have not owned or held an interest in a primary home or other real estate in the last three years. The program is targeted to households that earn between 60% and 110% of the area median, total household income between \$26,400 and \$48,400.

Eligible Properties Single-family detached houses, townhouses or condominiums. If the principal subsidy is combined with a Mortgage Credit Certificate (MCC), the following MCC program maximum purchase prices will apply:

<u>New</u>	<u>Existing</u>
\$234,090	\$195,660

In cases where the MCC is not used in conjunction with the County Second Mortgage, the borrower is constrained by his/her ability to buy and the amount of the second mortgage he/she is eligible to receive under the program.

Loan Amounts The following loan limits will apply:

<u>Household Income</u>	<u>Maximum Loan Amount*</u>	<u>Percent*</u>	<u>Possible Purchase Price / with MCC</u>
\$27,360	\$39,000	33%	\$126,143
\$36,480	\$36,000	25%	\$153,177
\$45,600	\$32,000	19%	\$186,298
\$50,160	\$30,000	16%	\$199,733

A qualified borrower will be eligible for either the maximum loan amount or the maximum percentage of the purchase price based on the household income, whichever is less.

Downpayment All borrowers will be required to provide a minimum of 10% down plus closing costs. The County's second mortgage will be applied towards reducing the principal.

Loan Terms

The loans have deferred interest and principal for five years. The interest rate is at 6% simple interest. At the beginning of year six, borrowers may payoff the County's loan in monthly payments fully amortized over a ten-year period.

If the borrower does not payoff the first in year six or elect to start monthly payments. The County will then add a share of the appreciation to the interest, with the two charges together not exceeding a minimum of 15% of the appreciation.

The maximum County loan term will be 15 years. Within 15 years, all outstanding principal, interest on the County loan will be due and payable.

First Mortgages

All borrowers and properties must qualify for a first mortgage through one of the participating lenders. The first loan must have a fixed rate and be fully amortized in 30 years.

Loan Costs

A \$300 application fee will be required to cover the County's loan origination costs.

Approvals

The form and structure of the County loans must be submitted for approval by FNMA and/or FHLMC and FHA; and tax counsel review of the tax implications to the employees.

Application Process

All interested employees that meet the first-time homebuyer and the income requirements may apply for participation in a lottery that will select 59 applicants. These applicants will be selected by income category up to:

<u>Income Category</u>	<u>Number</u>
27,360	19
36,480	21
45,600	23
50,160	25
Total	89

Linkage to MCC

The maximum benefit of the program funds will be reached when the second mortgages are coupled with the MCC program. The County should have available enough Certificates which can be combined with the program. The County will reserve 89 MCC certificates to combine with the downpayment program.

Table 2

PURCHASE PRICE AFFORDABLE BY INCOME CATEGORY AND TYPE OF SUBSIDY

Household Income Category	Income	Without County Assistance		With County Assistance	
		Purchase Price Without Assistance	Purchase Price with MGC	Purchase Price With County Second	Purchase Price With Secn and MGC
60% Of Median	\$28,400	\$82,800	\$80,827	\$101,800	\$120,338
80% of Median	\$35,200	\$85,927	\$109,607	\$121,927	\$148,262
100% of Median	\$44,000	\$116,639	\$145,351	\$147,639	\$178,344
110% of Median	\$48,400	\$127,963	\$160,645	\$157,963	\$181,244

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MODIFIED DELPHI PROCESS

The Delphi technique is a method for structuring a group communication process to allow it to effectively deal with complex issues. The basic assumption of Delphi is that knowledgeable individuals can make useful estimates based on incomplete information. That expert judgment is used as a surrogate for direct knowledge in situations of uncertainty, as in this futures forecast. The panel members were anonymous to avoid affecting certain forecasts that may be sensitive particularly in the areas of research and development. The nature of this study combined with the need to query experts located in various cities, made Delphi the obvious choice.

The Modified Delphi technique employed consisted of two rounds. In the first round, panel members received information on the issue and sub-issues, the parameters of the study and the key concepts as noted above. An instruction sheet was provided to ensure that each panel member shared a common understanding of the task. The first task for the panel was to select the trends and events they believed to be the most valuable to forecast with regards to the issue question. By this method the trends and events were reduced to those most likely to affect the issue and sub-issues and then forecast. In the second round, each Delphi member was provided with the median and range of the forecasts as feedback for final evaluation. They were then asked to reforecast the trends and events in the final set. The author then conducted a cross-impact analysis on the final set of five trends and five events. That analysis was employed to construct the three future scenarios.

ENDNOTES

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