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WHAT WILL BE THE STATUS OF COOPERATIVE TRAINING  
AMONG MID-SIZED AND SMALL LAW ENFORCEMENT AGENCIES BY  
THE YEAR 2001?

by

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ACQUISITIONS

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PEACE OFFICER STANDARDS AND TRAINING (POST)

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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).**

**SECTION 1 - INTRODUCTION**

DO WE NEED TO CHANGE CURRENT TRAINING METHODS?

**SECTION II - A FUTURE STUDY**

WHAT WILL BE THE STATUS OF COOPERATIVE TRAINING AMONG MID-SIZE AND SMALL LAW ENFORCEMENT AGENCIES BY THE YEAR 2001?

**SECTION III - STRATEGIC MANAGEMENT**

A MODEL PLAN FOR MID-SIZE AND SMALL LAW ENFORCEMENT AGENCIES, WITH CONTIGUOUS BORDERS, TO PROVIDE STATE MANDATED TRAINING.

**SECTION IV - TRANSITION MANAGEMENT**

A DESCRIPTION OF THE CRITICAL MASS AND MANAGEMENT STRUCTURE REQUIRED FOR IMPLEMENTATION OF A TRANSITION PLAN WHICH RESPONDS TO CHANGING FISCAL DEMANDS RELATED TO TRAINING, BY UTILIZING A COOPERATIVE SPIRIT.

**SECTION V - RECOMMENDATIONS & CONCLUSION**

TIME FOR CHANGE

WHAT WILL BE THE STATUS OF COOPERATIVE TRAINING AMONG MID-SIZED AND SMALL LAW ENFORCEMENT AGENCIES BY THE YEAR 2001?

BY

TORIN G. FISCHER

**Executive Summary**

**SECTION ONE- INTRODUCTION**

The training demands for law enforcement in California have continued to increase over the years. This combined with budget constraints as a result of Propositions 13 and 4 will force law enforcement to consider alternatives to current training practices for the delivery of state mandated training.

This section provides a brief historical review of how state mandated training has been provided in small and mid-sized agencies and why training demands have increased.

**SECTION TWO- A FUTURES STUDY**

A review of the literature related to training supports the assumption that training demands will continue to increase. The study examines what types of programs may be required to ensure that law enforcement is able to meet the demand of changing training during fiscal restraints, by the year 2001.

The research includes a literature review and selected personal interviews. Trends and events which were felt to influence the future of training were developed as an aid to focus the direction meeting the needs into the year 2001.

Based upon evaluation by the Nominal Group Technique (NGT) Panel the following five trends: 1) Training demands continue to change; 2) Municipal budgets continue to change; 3) Changes in POST salary reimbursement; 4) Quality of training changing at a faster level in agencies with less resources; and 5) Changes in community expectations were forecasted for the next five and ten years. The panel also identified and forecast five events: 1) Increase in Advanced Officer training hours; 2) Training budgets reduced by 20%; 3) POST salary reimbursement ends; 4) Small Bay Area agency unable to meet mandated training requirement; and 5) Gay/Lesbian community demand sensitivity training. All of these events are opined to have a strong likelihood of occurrence in the next ten years.

### **SECTION THREE- STRATEGIC MANAGEMENT**

The Palo Alto Police Department was selected by the author to be studied as a model for the strategic planning process. A situation analysis identified the organizations capability to change. A list of stakeholder and issue related assumptions were developed, which lead to generating a list of alternative policies by using the Modified Policy Delphi process. This resulted in the recommendation to implement a cooperative training effort among jurisdictions for delivery of state mandated training. A negotiating strategy was also discussed to assist in the implementation of the chosen policy.

### **SECTION FOUR- TRANSITION MANAGEMENT**

The transition management plan began by identifying the critical mass and the commitment level of those critical mass members.

A transition management team, headed by one member of a committee comprised of a representative from each participating agency is recommended for the transition from the present state to a desired future state. A vision statement, input from all level of the organization and team building are a few of techniques that were offered as tools to manage the process of change.

### **SECTION FIVE- CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS**

Law enforcement, as one of many municipal services will be looked upon to meet greater demands with less resources. It is this authors conclusion that cooperative training efforts with contiguous jurisdiction, having similar standards of service delivery will assist in meeting future demands for increased training requirements under projected restricted budgets.

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## TABLE OF CONTENTS

|  | <u>PAGE</u>  |
|--|--------------|
| <b>SECTION 1 INTRODUCTION-----</b>                 | 1-6          |
| DEFINITIONS-----                                   | 6-7          |
| SCANNING-----                                      | 7-8          |
| SUMMARY OF LITERATURE REVIEW-----                  | 8-9          |
| SUMMARY OF INTERVIEWS-----                         | 9-10         |
| SUMMARY-----                                       | 10-11        |
| <br>   |              |
| <b>SECTION 2 DEFINING THE FUTURE-----</b>          | 12-28        |
| ISSUE STATEMENT-----                               | 12-13        |
| NOMINAL GROUP TECHNIQUE-----                       | 13-14        |
| TREND EVALUATION-----                              | 14-17        |
| EVENT EVALUATION-----                              | 17-20        |
| CROSS IMPACT ANALYSIS-----                         | 21           |
| FUTURE SCENARIOS-----                              | 22-28        |
| NOMINAL-----                                       | 22-24        |
| EXPLORATIVE-----                                   | 24-26        |
| NORMATIVE-----                                     | 26-28        |
| <br>   |              |
| <b>SECTION 3 STRATEGIC MANAGEMENT-----</b>         | 29-46        |
| STRATEGIC PLANNING DEFINED-----                    | 29           |
| THE MODEL-----                                     | 29-30        |
| SELECTED SCENARIO-----                             | 30           |
| MISSION STATEMENT-----                             | 30-32        |
| SITUATIONAL ANALYSIS-----                          | 32           |
| WOTS-UP ANALYSIS-----                              | 32-34        |
| CAPABILITY ANALYSIS-----                           | 35           |
| STRATEGIC ASSUMPTION TECHNIQUE-----                | 35-39        |
| MODIFIED POLICY DELPHI-----                        | 39-41        |
| RECOMMENDED STRATEGY-----                          | 41-43        |
| IMPLEMENTATION STRATEGY-----                       | 43-44        |
| RECOMMENDED MODEL-----                             | 44-46        |
| <br>   |              |
| <b>SECTION 4 TRANSITION MANAGEMENT-----</b>        | 47-56        |
| COMMITMENT STRATEGY-----                           | 47-49        |
| COMMITMENT CHARTING-----                           | 49-52        |
| TRANSITION MANAGEMENT STRUCTURE---                 | 53-54        |
| IMPLEMENTATION TECHNOLOGIES-----                   | 54-56        |
| <br>   |              |
| <b>SECTION 5 CONCLUSIONS, RECOMMENDATIONS, AND</b> |              |
| <b>FUTURE IMPLICATIONS-----</b>                    | <b>57-59</b> |
| <b>SUBJECTS FOR FUTURE REVIEW-----</b>             | <b>59-60</b> |



## APPENDIXES

|   | <u>PAGE</u> |
|---|-------------|
| APPENDIX A - BIBLIOGRAPHY-----                              | 61-62       |
| APPENDIX B - POST INTERVIEW QUESTIONS<br>AND RESPONSE-----  | 63-64       |
| APPENDIX C - AGENCIES CONTACTED AND<br>QUESTIONS ASKED----- | 65          |
| APPENDIX D - NOMINAL GROUP PANEL-----                       | 66          |
| APPENDIX E - LIST OF TRENDS-----                            | 67          |
| APPENDIX F - LIST OF EVENTS-----                            | 68          |
| APPENDIX G - STRATEGIC PLANNING GROUP----                   | 69          |
| APPENDIX H - STAKEHOLDER ASSUMPTION MAP--                   | 70          |
| APPENDIX I - ALTERNATIVE STRATEGIES-----                    | 71          |

LIST OF TABLES

|                                      | <u>PAGE</u> |
|--------------------------------------|-------------|
| TABLE 1 - TREND EVALUATION-----      | 15          |
| TABLE 2 - EVENT EVALUATION-----      | 18          |
| TABLE 3 - CROSS IMPACT ANALYSIS----- | 21          |
| TABLE 4 - CRITICAL MASS CHART-----   | 50          |
| TABLE 5 - RESPONSIBILITY CHART-----  | 54          |

INTRODUCTION

DO WE NEED TO CHANGE CURRENT TRAINING METHODS?

## INTRODUCTION

In the last 25 years there has been a substantial increase in requirement for both the quantity and quality of police training. The four primary reasons for these increases are: 1) statutory mandates, 2) civil liability, 3) an attempt by the law enforcement community to increase its level of professionalism, and 4) the training of non-sworn members of police agencies. The reasons for this increase will be discussed below.

In the 1985-1986 term of the U.S. Supreme Court, 50 criminal opinions were issued, 12 of which related to civil rights. The fact that almost one-quarter of these opinions, when combined with relevant state and local enactments, has established the need for increased training for officers who enforce these statutes or who are affected by them in their work.

Civil liability suits are becoming more prevalent in the increasingly litigious society in which we live. The agency also has a responsibility to individual officers to provide them with the necessary information to do their job as effectively and efficiently as possible while reducing their exposure to potential liability to a minimum. Administrators have a responsibility to make every reasonable effort to prevent these suits, and, if this is to be done, both administrators and patrol personnel must be provided with additional training, according to Gerald Konkler's article in the November 1988 issue of FBI Law

Enforcement Bulletin. Whereas training will not necessarily guarantee a reduction in civil suits in an of itself, it at least provides the individual officer and administrator with the information necessary to avoid exposure to suit.

Increasing the level of professionalism in law enforcement is another reason for the expansion of police training. Citizens have the right to be provided with the best possible law enforcement available and to equal protection under the law. To do this, it is imperative to have officers who possess the highest possible qualifications and to provide for their continued professional development both with respect to police technology and with respect to both social and legal developments in their state and nation.

The training of non-sworn members of police agencies is the most recent trend to impact the police training budget. In the 1950s and before this was not an issue since a majority of members of police agencies were sworn officers. However, in the late 60s and early 70s, there arose a need for greater efficiency, allowing more time for sworn personnel to investigate crimes, and positions such as dispatcher, parking enforcement and records personnel were reclassified from sworn to non-sworn. At that time, however, there were no standardized training programs available for these newly-hired personnel. Any training that was provided was left up to the individual agency, which meant there was little if any standardization, resulting in inadequately trained employees and inconsistent service to the public. Re-

cently, in an effort to reduce potential liability associated with the use of technology and to increase the quality of service, there has been an increase in the training provided to non-sworn members of law enforcement.

The above makes it plain that, in a number of different areas, training mandated by the Commission on Police Officers Standards and Training (POST) has been on the increase over the past five to ten years. In an interview with an area (POST) representative (Appendix B), he indicated that such training will continue to increase over the next five years. He said they are already providing training standards for non-sworn members of police agencies. Currently they are involved in developing standards for the training of dispatch (primarily non-sworn) personnel in California law enforcement agencies.

Propositions 13 and 4 passed by California voters have reduced the funding support to municipalities. There has not been a corresponding reduction in demands however.

Although, as the above indicates, there has been an increase in the demands made for training of law enforcement personnel, law enforcement budgets in general have remained constant over the past several years or have only been increased to accommodate employee salary increases. In some municipalities and counties, the budgets are actually decreasing.

With most small and mid-sized agencies trying to accommodate mandated training in-house (within the agency) you can quickly see how much duplication must occur. Let's look at just one

agency of 90 sworn officers working three shifts. To guarantee each officer is trained on any issue, the same training class must be repeated at least three times. It is still extremely unlikely that by repeating this one class only three times all personnel would be able to attend. When you consider just a few of the possible problems such as days off, illness and court appearances this quickly illustrates the amount of duplication involved.

The challenge of the decade ahead is to enable law enforcement to do more with less, to increase or training levels through paying careful attention to the efficiency with which training is delivered.

Currently, each POST-certified agency is mandated to provide annually certain types of training to sworn members. Examples of this training are CPR, first aid, firearms, cultural diversity and advanced officer seminars. Each agency usually hosts the training for its own members. Considering there are over three hundred agencies in the state and each agency would have to conduct a minimum of two training sessions on each topic, it would be necessary to conduct 600 separate training sessions across the state for each topic mandated.

Across California, 60 per cent of all law enforcement agencies contain less than 50 personnel. Since, for many of these personnel, certain aspects of training may be irrelevant, in some small to mid-sized agencies there may be few participants available for each training session. This would appear to be an inef-

efficient use of training funds.

Over the last ten years there have been informal efforts by agencies to work together on situations that are mutually beneficial. An article published in the June 1989 issue of Law and Order magazine states that, "small agencies can cooperate with one another in four specific areas: personnel, equipment, facilities and expertise." There has as yet been no concerted effort to study the concept of cooperation as it relates to training. This document was designed to study and recommend an alternative method by which state-mandated training can be provided at the local level in medium size, or smaller (150 officers or less) law enforcement agencies by the year 2000. Whereas regional training centers exist that provide state-mandated training, the distance between the agency and the regional training center frequently renders making use of those centers inconvenient because of lost time on the job of the officers involved and the transportation expense.

It seems reasonable to suggest that cooperative efforts between mid-size agencies in the same geographical area with similar service levels may offer one alternative. A solution of this nature has been discussed in professional journals since 1971, being commonly referred to as regionalization. For example, in an editorial in the 1971 issue of Police Chief magazine, then Chief John R. Shryock, President of International Association of Chief's of Police (IACP) wrote, "Smaller departments have found it necessary to identify methods of overcoming some of the



disadvantages inherent in their size. One method that is fast becoming commonplace is the regionalization of police services. Regionalization, or in different terms, function cooperation or the pooling of services, can provide smaller departments with the resources that are far beyond the limits of their own budgets and resources."

This paper will be focused on a model plan to create a more efficient method through which law enforcement organizations will be able in the future to provide POST-mandated training to their police employees. Specifically, the research will be designed to identify and describe methods of accomplishing the goal in mid-size agencies, those agencies who lack the budget flexibility enjoyed by larger agencies.

#### DEFINITIONS

##### Cooperation

As used in this paper, the term cooperation refers to general, non-institutionalized cooperative efforts between law enforcement agencies. Cooperation generally occurs over a short period of time and is generally restricted to specific problems that a given agency cannot conveniently solve by itself. Cooperation may occur, for example, if a small agency in a college or university town has to request assistance from surrounding agencies to quell a disturbance that has gotten out of hand.

### Cooperative Training

As suggested in this paper, cooperative training involves an institutionalized agreement between agencies, probably with contiguous borders, to meet state-mandated training demands. The arrangement will be formal, with a standing committee consisting of representatives from each agency involved and a budget to which each agency contributes a prearranged amount each fiscal year.

### Regionalization

Regionalization is essentially the same as cooperation, but generally encompasses a larger geographic area. Cooperation is generally restricted to agencies with contiguous borders; regionalization may involve law enforcement agencies 50 to 100 miles distant from the problem at hand. As with cooperation, however, regionalization is not institutionalized, and is restricted to a given specific problem. Regionalization, for example, is used in the control of drug traffic that may originate many miles from the geographic area for which a given agency is responsible.

### SCANNING

The scanning process for this study consisted of a literature review, interviews and the personal knowledge and experience of the investigator. The combined data was used in the introduction and futures portion of this study. The bibliography of literature reviewed will be found in Appendix A, and organiza-

tional representatives interviewed can be located in Appendix C.

#### Summary of Literature Review

Attention has been focused on the need to do more with less for years. However, it seems that written material on cooperative ventures between agencies became more prevalent about the time California voters passed Proposition 13 in 1978. To obtain a substantial data base, literature was compiled under three headings: Cooperation, Training and Budgets. The POST library in Sacramento provide a long list of reading material under each heading. Written material could also be found in newspapers such as USA Today, San Jose Mercury, Los Angles Time and the Western City.

Cooperation. The literature shows that the idea of cooperation has been discussed in law enforcement journals since the 1970's, but has been restricted to areas of enforcement where cooperation is mutually beneficial to all participants in situations where resources were complementary across agencies. For the purpose of this study complementary is defined as something which "mutually supplies each others lack".

Currently, there seems to be very little opposition to cooperation among small and mid-size police agencies in areas that do not infringe upon the philosophical standards of an organization. Differences in areas such as regulations regarding the use of deadly force and driving, for instance, may not lend themselves to easily-reached agreements on standards. This could impede the cooperative spirit unless care was taken in the negotiations.

Training. In the past 25 years both the quality and quantity of law enforcement instruction has increased, much to the benefit of the profession.

Budgets. The percent of funding available for the training had not kept pace with the demand referred to above. According to Dr. Paul H. Johnson, in an article written in the October 1983 issue of The Police Chief, "budget austerity is no longer a matter of speculation and contingency, it has arrived full-blown. All agencies are feeling the effects of fiscal constraints."

#### Summary of Interviews

There were two types of interviews conducted for this study. The first was a interview with a POST consultant. The questions asked in this structured interview will be found in Appendix (B). The POST consultant offered the opinion that training demands will continue to increase but that reimbursement by the state to agencies for training will decrease. He stated further that POST reimbursement has been under scrutiny, and recently there have been some serious questions asked by state legislators about whether salary reimbursement will continue. The reimbursement discussed here is the money in POST's budget allocated to reimbursing agencies for any combination of the following: tuition, travel, lodging or salary of employees who attend POST-certified training.

The second structured interview was done on the telephone by contacting eight training managers in Bay Area police agencies.

The size of the agencies contacted ranged from a high of 190 sworn personnel to a low of about 20 sworn. See Appendix (C) for complete listing of agency contacted, and questions asked. The questions were designed to obtain information about how training managers in a representative sample felt about the idea of cooperative training in the future.

The results of the interviews indicated that the smaller the agency, the greater the recognition of the need to seek alternatives on how to conduct training. Eight agencies were contacted. Seven agency representatives said their budgets had not in recent years kept pace with the demand for mandated training. Four of the seven representatives felt that in five years they would not be able to conduct training as they currently do today. The remaining three felt they would be able to continue current training methods for five to seven years.

With regard to cooperative training efforts, seven of the eight agency representatives liked the concept of cooperation, though they were not able to commit their agency to a position on the issue. The one agency representative that expressed no interest was from a public safety organization (police/fire combination). That individual stated that their training coordinator would feel that insufficient benefit would be realized for them to consider this type of change in the future.

#### Summary

The above data, both bibliographic and interview, indicate

that a serious situation has developed regarding training requirements in California. At a time when police budgets are, and have been for a decade or more, under heavy pressure statewide, small and mid-size agencies are in particular difficulty because they lack the financial flexibility of larger agencies, training requirements are on the increase. This pattern is likely to increase in the next ten years.

It seems reasonable to suggest that, for these smaller agencies, a cooperative model of training be developed so that these mid-size agencies can maintain and increase the level of professionalism among their personnel. This is the subject of the current study.

SECTION I

A FUTURE STUDY

WHAT WILL BE THE STATUS OF COOPERATIVE TRAINING AMONG MID-SIZE AND SMALL LAW ENFORCEMENT AGENCIES BY THE YEAR 2001?

## OBJECTIVE I

### ISSUE STATEMENT

In order to offer a solution to the problem outlined in the Introduction and defined briefly in the summary to that section, the following issue was selected for this study:

What will be the status of cooperative training among mid-size and small law enforcement agencies by the year 2001?

In essence, for the purposes of this study, the issue has to do with whether, by the year 2001, cooperative training will be a viable alternative to today's methods of state-mandated in-service training. Will the status of the issue be such that it will be possible to save money through interagency cooperation on instruction?

To help focus on the issue, a group of upper management law enforcement officials who were Command College students in Class 13 were assembled and provided with the above issue. They were asked to participate in brainstorming sessions to identify sub-issues embedded in the issue statement. At the conclusion of a two-hour session, the following three sub-issues were selected by consensus as being critical to the conduct of the study. They involve POST standards, the assistance provided to small to mid-size law enforcement agencies, and the potential difficulty of different organizational standards across the agencies involved.



1. How will mid-size to small law enforcement agencies deal with the impact of POST standards through cooperative training efforts?
2. How will cooperative training efforts assist small to mid-size law enforcement agencies in responding to municipal fiscal constraints?
3. How will different organizational standards impact cooperative training efforts in small to mid-size law enforcement agencies?

#### Nominal Group Technique

Panelists representing a cross section of training disciplines were asked to participate in a Nominal Group Technique process to identify and rank order significant trends and events relevant to the issue question. The group selected consisted of sworn and non-sworn individuals and contained two lieutenants, a personnel manager, a training manager, a PhD-level psychologist acting as a training specialist, a deputy police chief and a police captain. A list of the group members identified by law enforcement agency will be found in Appendix D.

With the exception of the two police lieutenants, all participants were from different departments or agencies. The personnel manager and the training manager were from the private sector, each with over ten years of experience in their respective fields. The training specialist was a private consultant. At the first meeting, the panel identified trends and events related to cooperative training efforts that were likely to emerge in the next eight to ten years. The complete list of

trends and events will be found in Appendixes (E and F). After two rounds of discussion and distillation, the five most important trends and events were identified.

#### TRENDS

The five trends were selected based upon their impact on the issue of cooperative training efforts, sphere of influence over local policy and their importance related to forecasting. They are as follows:

- 1) Change in level of training demands
- 2) Change in level of municipal budgets
- 3) Change in level of POST salary reimbursement
- 4) Change in small agency ability to provide training with less resources
- 5) Change in level community expectations of law enforcement

The panel, using their own experience and expertise, were asked to forecast trend levels. With today's value (present) established at "100," the panel was asked to forecast the trend five years ago, five years into the future and ten years into the future. Nominal and normative estimates for both future forecasts were also recorded. Table one illustrates the trend forecast results using the panel median values.

TABLE 1

TREND STATEMENT

| Trend Statement   | Level of the trend (today = 100) |       |                |                 |
|---|----------------------------------|-------|----------------|-----------------|
|   | 5 yrs ago                        | Today | 5 yrs from now | 10 yrs from now |
| Change in level of training required  | 109                              | 100   | 140/150        | 185/165         |
| Change in level of municipal budgets  | 85                               | 100   | 155/120        | 175/135         |
| Change in level of post salary reimbursement                                    | 50                               | 100   | 130/80         | 170/100         |
| Change in small agency ability to provide required training with less resources | 30                               | 100   | 150/100        | 180/100         |
| Change in level of community expectations of law enforcement                    | 55                               | 100   | 145/145        | 165/185         |

Will be/should be

EVALUATION OF TREND DATATrend One - Change in level of training demands.

The forecast group felt that this trend is one of the three most important trends impacting the topic of cooperative training. They felt that there has been an increase in state-mandated training over the last ten years. They related this to private interest concerns, court decisions and law suits which have been brought against both individuals and agencies. It was of interest that the group felt it as important to protect the employee as well as the organization and that protection would be provided in part by training. The group felt if individual employees were not protected, a possible consequence would be less people applying for law enforcement positions.

Trend Two - Change in level of municipal budgets.

The forecast group felt this trend was the second most important trend driving the need to explore alternatives to current training methods. Municipal budgets have continued to decrease

since the passage of Proposition 13 in 1978. This, combined with decreasing state and municipal revenues over the last two years, has greatly impacted municipal budgets.

Recently adopted legislative changes have allowed additional costs to be passed on to municipalities. An example of this would be the recent legislative change which allows counties to charge cities for booking prisoners at county jails. Fees such as these have caused great concern among police chiefs and city managers. The concern is not in just meeting the cost of booking fees, but what appears to be a trend of shifting cost to user agencies.

Trend Three - Changes in levels of POST salary reimbursements.

The forecast group felt that with recent state budget problems which mirror the federal budget situation, the salary reimbursement will be in jeopardy. One of the benefits POST has been able to provide to organizations participating in POST-sponsored training is reimbursement. The reimbursement varies from tuition, salary, travel and per diem to various combinations. Salary reimbursement is most attractive to agencies and has been reduced consistently over the last ten years. Most recently, there have been serious questions directed at POST regarding the necessity of continuing the salary reimbursement. If this current pattern continues, it is most likely that POST will be unable to continue to provide reimbursement for salary associated with mandated training.

Trend Four - Change in ability of small agencies to provide training with less resources.

The forecast group felt that as the budget crisis continues, smaller agencies with less available resources will be impacted the hardest. Mid-size and larger agencies will also feel the impact; however, due to their size, they have the flexibility to reduce services in other areas. They can obtain the time to search for alternatives before having to cut more critical areas such as mandated training.

This creates a problem which begins to erode the effectiveness of state-mandated training programs. If agencies with less opportunities to be creative can no longer provide state-mandated training, the concept of standardized training will begin to diminish.

Trend Five - Change in level of community expectations of law enforcement.

The forecast group felt that over the last five to ten years, community expectations of local police agencies have continued to increase. Issues such as the homeless concerns, senior issues and cultural diversity have required police agencies to train officers to deal with situations that are new and ever-changing. The issue of "change" is also an area in which much effort has been spent training officers to understand how it affects their performance.

EVALUATION OF EVENT DATA

The NGT panel was asked to generate a list of events they felt would have an impact on the issue question. The group developed a list of ten events, distilling the list to five, based on probability of occurring. Table 2 illustrates the panel medians for the forecasted events.

TABLE 2

EVENT STATEMENT

| Event Statement  | Years until first exceeds zero | Probability |        | Impact on issue area if event occurred |     |
|--|--------------------------------|-------------|--------|--|-----|
|  |                                | +5yrs       | +10yrs | Pos                                    | Neg |
|  |                                |             |        |  |     |
| Post mandates increase in advanced officer training from 24 to 40 hours per year | 4                              | 35          | 80     | 7                                      | 3   |
| Training budget reduced by 20%   | 3                              | 70          | 95     | 9                                      | 1   |
| Post salary reimbursement ends   | 6                              | 0           | 85     | 5                                      | 5   |
| Small Bay Area agency unable to meet all state mandated training demands         | 2                              | 45          | 80     | 8                                      | 2   |
| Gay/lesbian community pressured leads to mandated sensitivity training           | 3                              | 55          | 90     | 10                                     | 0   |

Event One - Post mandates increase in advanced officer training from 24 to 40 hours per year

The panel forecast a 35 percent of the probability of occurrence within the next four years, increasing to an 80 percent probability in ten years. The event was viewed as positive with respect to increasing the profession status of law enforcement. However, the monetary implication would require that training be delivered differently than it is today.

Event Two - Training budgets reduced by 20 percent.

The reduction of law enforcement training budgets by 20 per-

cent was forecast as having a high probability in the next five years. The panel felt this event had a 70 percent probability of occurrence in the next five years and a 95 percent probability of occurrence in the next 10 years. The panel saw this event as negative to law enforcement. They felt it would lead to law enforcement falling behind meeting the changing demands.

Event Three - POST Salary Reimbursement Ends.

The panel felt this would have a significant impact on training budgets and was a great concern. The panel felt this was likely to occur in the next five years, but had an 85 percent chance of occurring in the next 10 years. The event was seen as having an extreme negative impact on police training but a positive impact as far as motivating agencies to seek alternatives to training methods of today. As of this writing, this event is already in process, though the effective date is not yet known.

Event Four - Small Bay Area agency unable to meet mandated training requirements.

There was a fair amount of discussion surrounding this event. The panel felt the impact of this was clearly negative, but what was of greater concern was the question, "Will this event become a trend, and if so, what are the implications?" In other words, they felt that this single event might prove to be the trigger that set off a series of similar events.

One panelist said this measure alone could be deceiving and

must be looked at closely. He said that before any decisions can be made based on this piece of information, it is important to have a clear understanding as to why the requirements cannot be met. It is too easy to assume, given the state of the economy that the training could not be met due to lack of funding. Economic conditions can change, which might well render the matter moot, though this is not likely. For the last several years, economic conditions have tended to favor large organizations both in business and in government because of the greater financial flexibility they possess.

There may, however, be another explanation. There was clear agreement that if this event does become a trend, it could signal the erosion of standardized training as it is conducted today. The panel saw the event as having a 45 percent likelihood of occurring in the next five years and a 80 percent chance of occurring in ten years.

Event Five - Gay/Lesbian community pressure leads to mandated sensitivity training.

The panel saw this as indicative of the times in that it is a clear message to law enforcement that times are changing and people are changing. As people and times change, they expect law enforcement to change with the times. Unfortunately, this has not always been the case. The panel felt this was a positive change. They forecast only a 55 percent chance of this occurring in the next five years but felt it had a 90 percent chance of occurring in the next 10 years.



### CROSS IMPACT ANALYSIS

The purpose of the cross-impact analysis is to evaluate the impact each forecast event has upon other forecast events and upon the forecast trends. The impact is recorded as a plus or minus variation of the forecast. The cross-impact analysis chart is depicted in Table 3.

TABLE 3  
**CROSS IMPACT**

| Impacting Events  | Impacted Events |     |     |     |     | Impacted Trends |     |     |     |     | Actors |
|---|-----------------|-----|-----|-----|-----|-----------------|-----|-----|-----|-----|--------|
|   | E-1             | E-2 | E-3 | E-4 | E-5 | T-1             | T-2 | T-3 | T-4 | T-5 |        |
| Advanced training course increases from 24 to 40 hrs per year | XX              | 0   | 0   | -15 | -30 | 40              | -50 | -50 | 0   | 20  | 6      |
| Training budget reduced by 20%                                | -30             | XX  | -60 | -45 | -55 | -35             | 0   | 0   | -20 | -35 | 7      |
| Post salary reimbursement ends                                | -35             | -45 | XX  | -20 | 0   | -30             | -40 | 0   | -35 | -25 | 7      |
| Small Bay Area agency can't meet all mandated requirements    | 0               | 0   | 0   | XX  | 0   | 0               | 0   | 0   | -05 | 0   | 1      |
| Gay/lesbian community demand sensitivity training             | 5               | 0   | 0   | -35 | XX  | 10              | -05 | 0   | 0   | 5   | 5      |
| <b>Reactors:</b>  | 3               | 1   | 1   | 4   | 2   | 3               | 3   | 1   | 3   | 4   |        |

Event on Event and Event on Trend: Percentage change ( + or - )

**Legend of Trends**

- 1) Change in level of training required
- 2) Change in level of municipal budgets
- 3) Change in level of POST salary reimbursement
- 4) Change in small agency ability to provide required training with less resources
- 5) Change in level of community expectation of law enforcement

The cross-impact analysis identified all but E-4 as significant actors. However for the purpose of policy consideration, attention will be directed to E-2 and E-3. The reactors don't seem to have the same significant impact as do the actors, however the most significant were E-4 and T-5.

## FUTURE SCENARIOS

The following scenarios consist of research papers, called Occasional Papers, published by POST from time to time and disseminated to police managers in all POST-affiliated agencies and used for policy considerations. Each scenario is from a different imaginary Occasional Paper, though all bear the same date.

### Scenario No. 1 - Nominal

#### POST Occasional Report No. 47, December, 1999

The following is a report on the use of mandated training over the past ten years when compared with the ten years previous (1980-1989). Though the previous period was affected by both Proposition 13 limiting real estate taxes and Proposition 4 limiting municipal spending, funds were still available both at state and municipal levels for the conduct of regular training for law enforcement personnel.

In the past ten years, however, the situation has changed radically. This decade has seen a gradual reduction in police budgets with a concomitant increase in demands for police services. This situation has left many mid-size and small agencies without the financial flexibility necessary to maintain a high level of training.

Many of these agencies, indeed, have depended too heavily on POST reimbursement funds to provide training since they had no spare funds of their own. Training, therefore, has been reduced

to that required by state law. The pro-active approach to training prevalent in the 1980s has ceased to exist.

On close inspection, it appears that the current level of training is at a minimal acceptable level for two reasons. First, time and resources allocated to training have been reduced to that supported by state reimbursement. If there are no funds for reimbursement and the training is not required by state law, the training does not take place. This leads to the second reason for reduction in training.

Since the training has been reduced to state-mandated training, there is no effort put forth by the individual employee to seek training opportunities for professional self-improvement. Monies associated with individual incentives for employee development having dried up, employees have lost motivation to engage in additional study. This has created a situation where the organization is in a position where it can only provide the legally required training, and the employee is in a position where no funds are available even if he/she were willing to take advantage of available training opportunities. The POST research department has learned that this situation has begun to affect employee morale in many mid-size and small agencies across the state.

The reduction in training has created a situation where law enforcement is no longer regarded as the service providers of the 1980s and early 1990s. Law enforcement has regressed to the 1970s, a time when policing was mainly reactive. The POST accomplishments of the 1980s are a thing of the past.

At the same time, as indicated above, communities have been placing additional pressure on law enforcement agencies during this decade since the local police department or sheriff's department is the only 24-hour service available. Lack of training has left local, especially mid-size and smaller agencies, ill-prepared to handle the demands being placed upon them. This is a grave concern as California law enforcement enters the 21st century.

POST Research Consultant II

Scenario No. 2 - Exploratory (Nominal)

POST Occasional Report No. 47, December, 1999

The following is a report on the use of mandated training over the past ten years when compared with the ten years previous (1980-1989). Though the previous period was affected by both Proposition 13 limiting real estate taxes and Proposition 4 limiting municipal spending, funds were still available both at state and municipal levels for the conduct of regular training for law enforcement personnel.

Training in law enforcement agencies has undergone significant change in the past ten years. Due to lack of funding, training across the state, especially in small and mid-size agencies, has been reduced to that required by law. Since legal requirements largely involved police technology, much of the training no longer provided involved areas concerned with sensitivity

and changing social conditions. As a result, law enforcement agencies and their personnel at all levels have lost contact with the citizens they are hired to serve and who pay their salaries, however poorly. Street officers and their supervisors, due to this lack of continued training, do not understand how different cultures view police services. This situation is especially serious in view of the substantial increase in the minority population - Asian, Black and Hispanic - that have come to dominate many communities previously Caucasian. Police in many communities are now seen as complicating existing problems because they are not viewed as service providers but as enemies. This has led to major tension between the police and, for example, both Asian and Hispanic members of many communities.

A review of the events of the past ten years makes clear the path traveled that resulted in the separation of police and community members. It began in the early 1990s with massive state expenditures combined with the difficulties of the recession of 1991-2, prompting the state to reduce aid to local government. This reduction in aid transferred the burden to the local level. Cities, unable to operate at a deficit, had to reduce levels of service provided. At the same time, grass roots organizations such as La Raza were able to force legislation through the Assembly and Senate that increased training requirements. Reduced budgets, however, rendered it impossible for law enforcement agencies to keep up with these demands.

Community demands continued to increase throughout the

1990s. Local gay and lesbian groups, for example, demanded sensitivity training; officers were called increasingly with mental illness issues (i.e., altercations arising from mental imbalance); as computer crimes such as hacker raids on credit card systems, local businesses demanded increasing assistance with this new type of crime.

Morale has suffered because officer frustration is increasing because individual officers do not feel they are being given the basic skills required to meet the demands being placed on them. As this frustration increased, so did complaints of brutality, increasing the level of distrust between community and law enforcement. This situation is serious, and steps must be taken for its correction as California Law Enforcement enters the 21st century.

#### POST Research Consultant II

#### Scenario No. 3 - Normative

#### POST Occasional Report No. 47, December, 1999

The following is a report on the use of mandated training over the past ten years when compared with the ten years previous (1980-1989). Though the previous period was affected by both Proposition 13 limiting real estate taxes and Proposition 4 limiting municipal spending, funds were still available at state and municipal levels for the conduct of regular training for law en-

forcement personnel.

In the beginning of this decade, however, the situation began to change radically. The first five years of the decade saw a gradual reduction in police budgets with a concomitant increase in demands for police training. This situation left some mid-size and small agencies without the financial flexibility necessary to maintain mandated training.

Many of these agencies, indeed, depended heavily, too heavily, on POST reimbursement funds to provide training since they had no spare funds of their own. Training, therefore, has been reduced to that required by state law in most cases and in some cases below the minimum level of required. The pro-active approach to training prevalent in the 1980s had disappeared.

By 1994, law enforcement officials across the state became aware of the dangerous drift taking place in law enforcement, and following a chance meeting between Chief William James of Minerals and Chief Robert Goodrich of San Cristobal at the June 1994 Command College graduation, a conference of sheriffs and chiefs of police was called to address the issue. The results of this conference were reported in POST Occasional Report No. 23 (Greepsley, 1994). This conference called for the institution of cooperative training between small and mid-size agencies that had similar standards of service and were geographically sufficiently close enough to make joint training sessions feasible.

Initially, the idea was embraced by most police administrators; however, labor unions were concerned as to what impact the

plan would have on current working conditions. Labor unions felt there was no need for the change and believed this idea would have a negative impact. Chiefs and sheriff's immediately realized the need to include labor representation in the initial discussion.

There was also some resistance to the idea from less proactive chief executives. However some conceptual exploration of the idea led to the understanding that it could be effective. POST Occasional Report No. 32 (Fritz, 1996) contained a report on 12 cities in California that had instituted the cooperative training system. The warm endorsement of cooperative training reported by the officials involved paved the way for additional law enforcement agencies to adopt the model. In the past three years, 95 percent of small and mid-size agencies have entered into cooperative training efforts, and, as a result, the conditions described in the early paragraphs of this report have been reduced to a great extent.

POST Researcher II



## SECTION II

### STRATEGIC MANAGEMENT

A MODEL PLAN FOR MID-SIZED AND SMALL LAW ENFORCEMENT AGENCIES, WITH CONTIGUOUS BORDERS, TO PROVIDE STATE MANDATED TRAINING.

## STRATEGIC MANAGEMENT PLAN

Strategic planning is defined as follows:

Strategic planning enables one to estimate the long-term impact of present decisions, plan the role of an organization for a specific number of years in the future, and develop the strategies and negotiate plans with critical stakeholder by which the organization may influence its future or adapt itself to the expected future.

The strategic plan selected by the MDP panel will provide agencies with the basis for preparing a plan which will address the problem of increasing training demands along with reduced funding.

### The Model

The location chosen for the model plan is that geographically contiguous with the City of Palo Alto. Palo Alto is an educational community rooted around Stanford University and surrounded by bedroom communities for the cities of San Francisco and San Jose. Most of the surrounding agencies in close proximity are Mountain View, East Palo Alto, Stanford University, Redwood Park, Los Altos and Menlo Park.

The Palo Alto Police Department is clearly the largest with a sworn strength of 90 and a non-sworn strength of 40, which includes communications and animal services. Each of the surrounding communities have sworn and non-sworn strengths of between 25 and 65 sworn and 10 and 25 non-sworn. Since Palo Alto is the largest of these, it will be assumed that the plan will

originate basically in Palo Alto.

### Selected Scenario

The scenario selected for examination and strategic planning was the normative, (desired and attainable) future. This scenario was selected as it best meets the needs of the future as defined by today's information.

### MISSION STATEMENTS

Following are the macro- and micro-mission statements, the statements of purpose behind both the selected agency and the plan being prepared for that agency and those in the surrounding environment. The Macro and Micro-Mission Statements were developed by the Strategic Management Group as identified in Appendix G.

#### Macro-Mission Statement

A mission statement outlines the general purpose of the organization and the direction that it is expected to take. It also specifies the level of performance required if the organization has met its goals. The relationship between the mission statement and the program address should be clear to the reader. The following is the mission statement of the Palo Alto Police Department.

"To provide the best law enforcement possible with responsive, courteous service and aggressive action against all sources of crime while upholding constitutional guarantees through quali-

ty training, outstanding work product, and ethical leadership. Essential elements that support the vision include:"

Pride  
Honesty and Support  
Participation/Problem Solving  
Leadership Development  
Community Perspective  
Technological Advances

#### Micro-Mission Statement

The micro-mission statement is study-specific. It specifies the purpose of the study and the level of performance expected if the identified organization is to meet the goals of the study.

To make use of cooperative training and budget-sharing techniques that will enable geographically-contiguous mid-size and small law enforcement agencies to provide in-service training for existing personnel at reduced costs for each of the agencies involved.

#### Summary

The need for change is apparent. The department can no longer take the position that no action need be taken with respect to training. The constant increase in training requirements, combined with the flat (or in some cases reduced) training budgets provide the department with no choice but to address this issue.

The impact of grass root organizations, legislation and law suits have placed pressure on law enforcement to meet training expectations. The department has always enjoyed the reputation of being on the "cutting edge," enjoying a leadership roll within

the local law enforcement community. The desire to spearhead a cooperative training effort with local agencies will help the organization maintain its "leading edge" position, which will help in obtaining support for the concept within the organization. There is a real need in selling the idea to other local police organizations to point out the benefits they will receive. Resistance from all aspects must be anticipated and addressed prior to implementing future phases of this project.

#### SITUATIONAL ANALYSIS

Situational analysis is a critical portion of the planning process that enables the researcher to assess the organizational environment, both internally and externally to evaluate the circumstances under which proposed change will occur. A Strategic Planning Analysis Group (Appendix G) was convened to review the organizational climate and capability of the organization. This group consisted of an attorney, a retired school teacher, a school administrator and two police administrators. The group was also used to take into consideration the completion of the Strategic Assumption Technique, Stakeholder Assumptions and the WOTS-UP Analysis.

#### WOTS-UP Analysis

A strategic plan must include an analysis of the organizational capability to adapt to proposed change. This evaluation was conducted by using the WOTS-UP analysis model. WOTS-UP is an

acronym for Weakness, Opportunity, Threats and Strengths, each of which is defined below. The analysis was performed with the assistance of three other individuals, all of whom were members of the NGT panel.

An evaluation of each of these factors is required to determine their impact on the organization's capability to respond to the strategic issue.

#### Weaknesses

A weakness is a limitation, fault, or defect in the organization that inhibits the current system.

- Many different and conflicting schedules make training costly
- Increase in budget restrictions
- Fear of giving up control of training (both real and perceived)
- Increased cost of training
- Requirement of minimum staffing
- Training requirements of new technology

#### Opportunities

An opportunity is a favorable situation outside the organization, often a trend or overlooked change.

- Constituent support from member agencies
- Shared fiscal support
- Taxpayer support
- Potential use of private industry facilitator

#### Threats

A threat is an unfavorable situation or environment outside

the organization that is potentially damaging to the institution.

- Increased special interest demands
- Increased legislative mandates
- Rapidly changing technology
- Lawsuits resulting from inadequately trained personnel
- Less cash reserve available to meet municipal demands
- POST reducing reimbursement for training
- Greater demands placed on each employees

### Strengths

Resources or capacity that the organization possesses.

- Organizational pride
- Level and quality of previous training
- Self-motivation of individual employees
- Willingness to accept change
- Cash reserve available
- Existing use of automation in the agency

### Summary

The data above appears to indicate that the selected organization has the strength to engage in the changes required to introduce cooperative training, and that the proposed change presents sufficient opportunities to make it worthwhile to undertake the effort. At the same time, sufficient threats and weaknesses exist in the agencies potentially involved to make it almost mandatory that solutions be found.

### Capability Analysis

A capability analysis was conducted to evaluate the level and type of change activity possible. The organization's ability to change was analyzed by the Strategic Planning Group, (three members from the NGT panel, two lieutenants and a captain) in the following areas: Overall Organizational Competence, Overall Organizational Climate and Management.

With respect to the organization's overall skill level, it was felt they could comprehend the need for and adapt to change. The group felt the organizational climate could deal well with change. They noted that since the organization had been on the "cutting edge" for the past decade, change was a norm; however, the need to seek buy-in from all levels of the organization could not be taken for granted.

Observation of the Palo Alto Police Department's management group by the Strategic Planning Group led to the opinion that management possessed all needed skills to facilitate change. They felt that the use of a professional, in-house facilitator was necessary as a resource for assisting the organization in change.

### Strategic Assumption Surfacing Technique

The Strategic Assumption Surfacing Technique (SAST) is an examination of stakeholders as they relate to a specific issue or sub-issue question. Stakeholders are individuals or groups who: (a) impact what an organization does, (b) are impacted by that organizational change, or (c) care about what the organization



does. Each stakeholder is likely to plan an active part in the success or failure in the development of the cooperative training effort. The stakeholder group should also include those who upon first glance may seem nonsignificant but could affect the implementation of the program.

#### STAKEHOLDER

- 1) Taxpayers
- 2) Regional Academies
- 3) Police Training Managers
- 4) Police Chiefs
- 5) Elderly
- 6) Environmentalists
- 7) Minority Community
- 8) Police Associations Rep.
- 9) Other Bargaining Unit Rep.
- 10) City Managers
- 11) Informal Group Leader

#### STAKEHOLDER ASSUMPTIONS

The following is a list of stakeholders and their assumptions related to the issue question. Appendix H graphically denotes each stakeholder's importance with respect to the issue and sub-issues question and the level of projected certainty in their assumptions.

#### 1. Taxpayer- Supportive

- Would increase quality of training

- Would reduce cost of training
  - Would improve quality of law enforcement
2. Regional Academies- Opposed
- Loss of curriculum revenue
  - POST advanced officer accreditation in jeopardy because of limited number of regional certifications permitted
  - POST funding to the academy in jeopardy
3. Police Training Managers- Supportive
- Would enable them to keep up with increasing demands
  - Would enable them to train non-sworn officers
  - Would reduce cost of current level of training
4. Police Chiefs- Supportive
- Would cut costs - a political benefit
  - Would enable department to respond to increased mandated requirements
  - Would help maintain department image
5. Elderly Activists - Supportive
- Want their special needs met
  - Should do whatever is needed for protection
6. Environmentalist Activists - Supportive
- Want to see all environmental laws enforced
  - Local law enforcement should be trained to handle all environmental law
7. Minority Community Activists - Mixed, because of mistrust and a feeling they may not be heard
- Without training police will continue to stereotype
  - Most cops are middle class and can't relate to their needs

- We want to feel the police represent us also
- 8. Police Associations Rep.- Mixed \*(Snaildarter)
  - Would focus on benefits to their group
  - Would resist travel to other agencies
  - Would welcome expansion of training opportunities
- 9. Other Bargaining Unit Rep.- Mixed \*(Snaildarter)
  - Same as above
- 10. City Managers- Supportive
  - Would support maintenance of high level training
  - Would appreciate financial savings
  - Would view city council and community as supportive
- 11. Informal Group Leader- Mixed
  - Would welcome increase in training opportunity
  - Might resist changes in current training schedule
  - Might be concerned over loss of overtime

\*(Snaildarter) is defined as a group or individual with some degree of influence and could have either a positive or negative effect on the issue.

Most stakeholder see cooperative training as beneficial, a program that would meet the needs of increased training demands without increase in cost. Politically, the only concern is minor; how much control will be lost through involvement with other agencies? That is overshadowed by the potential for significant cost savings. Although there is no major opposition from any identified stakeholder, there is a potential for the employees or

police association to raise unforeseen issues, thus making the snaildarters.

#### MODIFIED POLICY DELPHI

A Modified Policy Delphi process is designed to generate, analyze and select policy alternatives. The Strategic Planning Group developed six policy alternatives (Appendix I) rating each policy alternative for desirability and feasibility. The following is a brief description of the top three alternatives with their strengths and weaknesses. The full list of alternatives identified by the Strategic Planning Group will be found in Appendix I.

1. Expand the role of the basic academies. At present, their primary function is to provide basic academy requirements. The intent of this alternative is to add additional components to training done in regional academies to accommodate all in-service state-mandated training. They would thus include in their curriculum ongoing personnel training, something they do not now do. This additional component would provide instruction for state-mandated in-service training.

#### PROS:

- The academy is already established for the purpose of training and the staff has already been identified and is in place.
- Standards of instruction have already been identified.

- Would lower cost of the overall academy per hour by increasing the time it was in use while bringing in more funds since state-mandated training funds would be paid to the academy instead of the individual law enforcement agency.

CONS:

- The distance officers would have to drive to the regional training facility would increase paid time lost to the agency.
- The role of the regional academy has been to handle the basic training required for every officer. If additional burdens are placed on the training staff, quality of training could suffer.

2. Cooperative training efforts with neighboring jurisdictions.

These efforts would be used to provide state-mandated and in-house training. Under this plan, law enforcement agencies with contiguous borders would share instruction and instructional costs. Officers would attend courses at one of the agencies, perhaps on a rotating basis, instead of receiving instruction in their own agency.

PROS:

- Demonstrates the organization's ability to address future concerns.
- Provides long term benefit both in terms of future training and in terms of opening avenues for possible other cooperative efforts between participating departments.
- Demonstrates the desire to maintain quality of services through training.
- Improves communication between local organizations.
- Cost effective.

CONS:

- May be perceived as eliminating local organizational control.
- Buy-in from organization may not occur.
- Quality of training may suffer, training conducted by practitioner, not trainer

3. Author and actively support legislation requiring adequate funding to be provided when there is new state-mandated training.

PROS:

- Funds would accompany state-mandated training.

CONS:

- Reduction in amount of state-mandated training.
- Reduction in state-mandated training such as sensitivity for those groups that lack substantial monetary support.

Recommended Strategy

The panel recommended the second strategy for implementation, cooperative training efforts. The development of cooperative training efforts with neighboring jurisdictions to meet state-mandated and in-house training demands was felt to be the most practical from both a financial and an instructional point of view. This strategy addresses relevant internal and external concerns.

The most prevalent internal demand is that of the ongoing reduction of resources, primarily financial, and the most sig-

nificant external concern is the constant increase in training requirements. The selected strategy addresses both of these considerations with an expanded base of existing resources.

The panel recommended that curriculum, instruction and scheduling be handled by a committee composed of managers from the participating law enforcement agencies.

In general, the model will involve the following steps. First, the chiefs of the contiguous agencies would have to reach agreement on the general framework and commit the required resources. Second, each chief would have to assign a single representative from his/her agency as the department representative. In addition, the chiefs would have to reach agreement on how to apportion the cooperative training budget across the participating agencies.

The group would meet and assign responsibilities for the different tasks required to plan and implement the change. It would also be the task of this group to keep up-to-date on new POST-mandated training and plan to add that curriculum to the existing cooperative training. In addition, this group would also be charged with the responsibility for developing the specifics of the curriculum required to meet POST guidelines.

This new model would enable each participating agency to reduce the cost of providing state-mandated training because the overall cost would be apportioned across agencies. As was earlier noted, this would be accomplished through agreement between the chiefs of the participating agencies.

Though, for the most part, the standards of police training are state-mandated, there are some areas, like the use of deadly force, where philosophies differ slightly between departments. Since these regulations are essentially the responsibility of the agency head, it would be necessary for the chiefs themselves to reach general consensus and pass that consensus on to their representatives.

In general, then, cooperative training would involve basic agreement between agencies followed by ongoing committee work to iron out the necessary details. Thus, the cooperating agencies would be using a different model of operation than that in place today.

#### IMPLEMENTATION STRATEGY

The first step to developing an implementation strategy is to have members from all participating agencies meet to determine what areas, if any, are negotiable and which areas are not. The following are the most likely areas identified by the Modified Policy Delphi panel:

##### Negotiable

- The number and locations of the agencies involved.
- Whether the new training is designed to accommodate only state-mandate training or will in-house training be considered as well.
- Whether the training provided by the regional committee is open to non-participating law enforcement organizations and, if so, on what basis.
- The responsible person(s) to whom the curriculum and in-



struction committee will report.

- In the case of disagreement between the agencies, who will have the final decision-making authority?
- What is the minimum level of authority required for each department representative?

#### Non-Negotiable

- Each organization must show a financial savings related to state-mandated training within two years. This savings must be associated with instructor and equipment costs and number of courses conducted.
- The quality of training provided by the regional board must meet or exceed POST standards.
- Each organization must be able to show a reduction in state-mandated training conducted on site. The reduction must be attributed to the regional training program.
- The committee must have the authority to veto any training request not in the specifically identified area(s).

The specific steps required to implement the transition from current training procedures to the cooperative training division will be identified by the cooperative training governing board.

It is extremely important, however, for the police chiefs involved in this concept to acknowledge the importance of this new program. This commitment must be accompanied by the necessary resources and the authority to set policy. Goals and objectives would be set by the governing body and agreed upon by the chiefs of participating agencies.

#### RECOMMENDED MODEL

1) Chiefs of participating agencies need to sit down and discuss concerns and agree upon basic understanding as to what

they would like to accomplish via regional training.

2) Each chief will appoint a representative (training manager) that will make up the governing board. This governing board will be responsible for policy and directional control of the training services which will be provided. The governing body will consist of at least one representative from each agency.

3) The governing board would first need to develop working perimeters consistent with the chief's directions and select a spokes person. This spokes person would also be the executive leader and the manager of day to day operations.

4) The governing body, along with management representative from each agency would outline the expectations of both and clearly define the working relationship of each. Understanding limitations, how they would function together and separately and the lines of communications would be established.

5) The governing body would then review current status of training in each department. With this information they would then project the future direction of cooperative training along with establishing roles.

6) An analysis of current resources would need to be conducted, after which responsibilities of control, functions and

fiscal support from each participating agency would be defined

7) Select cooperative training staff.

8) Develop time line and implementation schedule.

9) Conduct training to user agency personnel.

10) Develop feedback loop for involved agency to insure complaints, problems and needed changes are dealt with quickly and efficiently.

## SECTION IV

### TRANSITION MANAGEMENT

A DESCRIPTION OF THE CRITICAL MASS MANAGEMENT STRUCTURE REQUIRED FOR IMPLEMENTATION OF A TRANSITION PLAN WHICH RESPONDS TO CHANGING FISCAL DEMANDS RELATED TO TRAINING, BY UTILIZING A COPPERATIVE SPIRIT.

## INTRODUCTION

This phase of the study will focus on the mechanics of the shift from individual agency training to cooperative training. The need to manage change during the transition from the current state to the desired state is called transition management. It is the transitional management plan that enables the change to take place in a smooth and relatively trouble-free manner.

## COMMITMENT STRATEGY

The first phase of the transition management plan involves a series of action steps required to gain support of those either responsible or affected, the key stakeholders. Of the identified stakeholders, there exist a sub-group, whose commitment to cooperative training needs to be charted. This group is known as the critical mass. The following stakeholders were identified by the Modified Policy Delphi group as the critical mass for this study.

- City Managers
- Police Chiefs
- Training Managers
- Police Association Representatives
- Other Bargaining Unit Representatives
- Informal Group Leaders

## READINESS/CAPABILITY CHARTING

The chart below illustrates critical mass readiness and capability for change. This assessment is designed to identify those who, for example, may be ready to make a change but might not be capable of accomplishing the change to be implemented, or vice versa. Some are currently in a blocking position and must be moved to a more amenable position; others who are currently willing to let change happen must move to a position of active support for that change. The chart is followed by a brief summary of each actor and intervention technique to gain the needed state of readiness and capability.

The city managers and police chiefs of each organization will be similar as to their state of readiness and capability. They are in a high state of readiness, as the cooperative training concept will enable them to accomplish more with less financial outlay. It is this author's opinion that the money savings will overshadow the concern of "loosing control" for these chief executives. Their capability to change is a factor from the standpoint of a "state of mind," or philosophy, which is positive. Considering this then, their capability to accommodate this change is, at a minimum, medium.

When presented with cost savings, training managers will be highly motivated to see this change occur (readiness high). The training division managers will be responsible for spearheading this effort, and it must be assumed they possess the needed skills

to direct a transition of this magnitude.

The employee groups (Police Association, Other Bargaining Units and Informal Group) have the capability to make the needed changes. Their state of readiness for change may, however, be low unless they see advantages for themselves in the new instructional system.

This presents a problem which must be addressed. To raise the employee groups to an appropriate state of readiness, a marketing strategy would be implemented highlighting the following two points: First, they must be convinced that the regional training concept would make training more convenient for the represented group. Second, they would have to understand that the regional training concept would allow for more flexibility with respect to the types of training that could be provided in the future. If these two points could be made successfully, the employee groups would be at a "medium" state of readiness for change, making it possible to proceed to the next step.

#### Commitment Charting

The chart below illustrates the critical mass, an assessment made by the Modified Policy Delphi panel of each actor's estimated current level of commitment toward the implementation of regional training, and a projection as to the actual minimum commitment required to make the change successful. The chart shows the initial commitment of each group with an "X," and if a change is required, the change will be indicated by an "O" with an arrow indicating the direction of change. The chart is followed by a

brief summary of each actor and intervention strategies to gain the required support of that actor.

Table 4

Critical Mass Chart

| Critical Mass              | Block Change | Let It Happen | Help Change Happen | Make Change Happen |
|----------------------------|--------------|---------------|--------------------|--------------------|
| Police Chief               |              |               | X-0                |                    |
| Training Manager           |              |               |                    | X-0                |
| P.O.A. Rep.                | X-----       | -->0          |                    |                    |
| Mayor                      |              | X-0           |                    |                    |
| City Manager               |              | 0<-----       | --X                |                    |
| Informal Leader            | X-----       | -->0          |                    |                    |
| Other Bargaining Unit Rep. |              | X-0           |                    |                    |

The following actors are considered part of the critical mass. Their attitudes, as estimated by the strategic planning group, are described below.

Chief of Police

The chief of police is shown in the Help Change Happen category. Though he bears ultimate responsibility and therefore should be seen as being in the Make Change Happen category, he has transferred the responsibility to his training manager, and that person is seen as taking the position of the chief.

Training Managers

The group taking the leadership role for this transition plan would be held by the "Training Managers." Only one group should be



in a leadership position so as to not create conflict. This group initially was in the "make it happen" category, therefore requiring no change in their position.

#### Police Officer's Association

They will have to be moved from that position to a "Let Change Happen" stance by taking the following steps: First, educating the representatives for the need for change. It is this author's feeling that this is a commonly overlooked step. Too often there is the assumption within upper level management that "if I understand the problem a certain way, then everyone must see it the same way," not always true. The benefit of explaining why the need for change is two-fold - obtaining support and input.

Second, educating the representatives about the benefits their groups will realize as a result of this change, making this a win-win situation for all. With them in a "let it help" position, their influence will positively impact others as it relates to this change.

#### City Manager

The city manager originally was in a "help it happen" position, which should be softened to a "let it happen" stance. This is to aid in obtaining the cooperation of the bargaining units. The change needed here can be achieved by the chief and the city manager meeting. The chief should explain to the city manager that it may be an easier sell to representatives of line personnel if he (city manager) were a less visible supporter of this change. This would still allow the city manager and chief to achieve what

the plan is designed to accomplish - more training with fewer resources.

#### Informal Group Leader

The final person in this study requiring a shift in position is the informal group leader. In police culture this person may be the old-time sergeant, or a career employee who has no desire for promotion, or may have been passed over for promotion. In the beginning, this person may be in a "block change" position and needs to be moved to a "let it happen" position. The panel felt that these employees would take this position for one of two reasons. Either they don't like change, or they don't feel "connected" to the organization, which breeds frustration and a sense of not being in control of their environment. Too often this individual(s), is overlooked. More often than not they have a very good working understanding of the system and know how to sabotage or greatly impede change. These individuals must feel there is some direct benefit to them before their cooperation can be obtained.

Another option would be to not approach these individual to solicit their support, but build into the transitional plan safeguards to minimize negative impact. This, however, is a calculated risk based upon the assumption that the bargaining unit representatives possess the ability to nullify the informal leaders's impact.

## TRANSITION MANAGEMENT STRUCTURE

A number of management personnel would be selected to carry out the transition management. The administrative structure selected would consist of a Project Manager and a group consisting of representatives from each agency. The training manager from each represented organization and representatives from each bargaining unit would work together. The training managers would retain ultimate control; the other represented groups would have input. This is important because line level individuals must feel they have some opportunity to mold the direction of the organization. Since this could be construed as a change in working conditions, line officers would want to have input. In addition, in some contracts with unions, there is a required "meet and confer" process.

Obtaining input and buy-off during the initial stages of transitional implementation should avert costly and inconvenient legal action. Since the change management structure chosen involves a group of individuals, it would be very important to utilize responsibility charting to help define the role of each participant in the change.

This would also be helpful if each level from the group resolved their roles. For example, if three agencies participated, each would be required to send their training manager. The responsibility of each individual training manager would be an issue to be faced. A responsibility chart at each level would

identify roles and eliminate confusion.

Once the structure has been formed, a list of activities to be accomplished during the transition phase must be developed. The activities for this project have been identified as the following:

- Chief's agreement
- Finance plan
- Staffing plan
- Organization chart
- Policies and Procedures
- Feedback and monitoring system
- Training to organizations (marketing)
- Scheduling

To assist in ensuring that these activities are accomplished, a responsibility chart is used, designating persons involved and actions to be achieved. The purpose is to affix responsibility to and individual or group.

TABLE 5

RESPONSIBILITY CHART

| ACTIONS                               | A | B | C | D |
|---------------------------------------|---|---|---|---|
| Chief's Agreements                    | R | - | - | - |
| Finance Plan                          | S | S | R | I |
| Staffing Plan                         | S | S | R | I |
| Organization Chart                    | I | S | R | I |
| Policies and Procedures               | S | S | R | I |
| Feedback and Monitoring System        | I | S | S | R |
| Training to Organizations (marketing) | I | S | S | R |
| Scheduling                            | - | I | S | R |

Legend

A-Police Chiefs  
 B-Director/Speaker of Governing Body  
 C-Governing Body  
 D-Support Staff

R-Responsibility  
 A-Approval (right to veto)  
 S-Support (resources)  
 I-Inform (consult)

## IMPLEMENTATION TECHNOLOGIES

The last phase of the transition management plan is to identify the technologies and methods available to be used to support implementation. The first step is to state the vision. Let the organization know and understand what the desired change will be. An explanation by the project manager of the future state, along with an introduction of the action plan, will provide a clear picture of the path to be taken by the organization and how it will get there.

Team Building can be used to allow input at all levels. This is meant to eliminate apprehension and allow for individuals at all levels of the organization to discuss concerns openly.

Conflict Management will be necessary. Unless conflict is controlled, it will exert its own control, probably negative. If conflict controls, management does not. Change has the potential to bring about conflict. The avoidance of conflict requires strong negotiating skills.

Surveys should be developed and distributed throughout each participating organization. The purpose would be to determine how well the "message" is getting out to all areas of the organization. In addition, it projects the concept that there is a true desire to solicit input from both line and staff officers. It is important that if input is solicited, the information received is being reviewed and response made to those providing that input. Too

often managers ask questions to gather input but fail to follow through on the input. Follow-through does not necessarily mean agreement with the change proposed, but it does require that appropriate response be made to those whose views have been solicited and who have responded.

SECTION IV

CONCLUSIONS

TIME FOR CHANGE

## INTRODUCTION

This study was designed to address the following issue:

"What will be the status of Cooperative Training among mid-sized and small law enforcement agencies by the year 2001?" The sub-issues of this study are reiterated in the following subheadings:

Increased Training Demands

Increased Fiscal Constraints

In the past five years the American public has experienced the effects of a change in the economic stability of this country. The once deficit spending only associated with federal government or bankrupt private industry, has now filtered down to the state level. Local government can no longer look to the state or county for assistance. The issue that prompted this inquiry is concerned with a small slice of the municipal fiscal demand, namely ongoing training for line and staff officers currently working in the field of law enforcement.

The research reviewed illustrated the need for change. First, municipal fiscal constraints combined with increased POST standards related to state-mandated training, clearly point to a need for a more efficient way to train field personnel. Second, citizen groups are scrutinizing local government use of existing resources. Municipal government can no longer hide behind "tradition" and must seek creative alternatives to meet future demands.



In a review of previous a Command College paper written on this topic, an area of concern identified was described as, "political and social". The author felt that the fear of loss of local control would impede the consolidation process. It was this author's opinion, however, that pride of control will have to be a secondary concern in the years to come. With some cities and counties on the brink of fiscal failure, the existence of the political entity and the meeting of it's future demands should have priority over local control.

The idea of cooperative ventures is not new. As was earlier indicated, cooperation between agencies has been use in combatting the narcotics trade. Cooperative in-service training among mid-sized and small law enforcement agencies represents a new application of this concept. It seems inevitable that the solutions suggested in this paper, or solutions similar to them, are inevitable by the year 2001.

INCREASED TRAINING DEMANDS: In conducting this research different factors were reviewed in an attempt to project future trends related to training. Based on historical data and interviews conducted, there has been and will continue to be, an increases in the types and amount of training required for law enforcement personnel. The four primary reasons the increases are: 1) statutory mandates, 2) civil liabilities, 3) Professionalism and 4) the training of non-sworn employees. Additionally, due to the increasing ethnic diversity of California, issues such as cultural

awareness and sensitivity training amongst law enforcement will continue to increase.

BUDGET CONSTRAINTS: Since the passage of Propositions 13 and 4 by California voters, funding to municipalities and counties has decreased. This combined with the uncertainty of the states immediate economic future has slowed the spending patterns of most residents. The result of this has been less revenues generate from sales type taxes. Also, through legislation counties have been given the authority to charge cities for services which previously had been provided at no cost. All of these factors equate to lees funds available to local government. Less overall funds available directly effect the amount of funding available for training.

#### SUBJECTS FOR FUTURE STUDY

During the course of this study two additional issues came to light which lend themselves to review for future Command College projects.

- 1) Can entire police agencies consolidate?

Since it appears that the idea of consolidation in training is a viable concept, and since it appears evident that all municipal agencies will be under increasing financial pressure in the next decade, perhaps this alternative is worth examining. If agencies

with contiguous boundaries could unify, then perhaps policing the area could be done equally effectively with less cost.

2) Can municipal law enforcement services be done by the private sector at a reduced cost of training?

A different approach to the subject of this paper could involve making use of the expertise possessed by business and industry. Many major firms have entire departments devoted to instructional purposes, and, if it is possible for cities and counties to contract with private firms for jail management, it seems it might be possible for instruction or other functions to be done on a contractual basis.

APPENDIX A

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APPENDIX B

POST INTERVIEW QUESTIONS  
AND RESPONSE

QUESTIONS

- 1) Has there been a change in the number of state mandated training courses required for police personnel over the last five year?
- 2) Does POST project that there will be an (increase) or (decrease) in the following areas?
  - a. In the amount of state mandated training for sworn employees?
  - b. In the amount of state mandated training for non-sworn employees (dispatcher, desk personnel, custodial/jail personnel)?
- 3) Will POST be able to continue current levels of reimbursement?
- 4) If you foresee a decrease in funding, what effect will that have on departments' ability to meet mandated training?
- 5) Do you see any other options to funding state mandated training?
- 6) Do you think police agencies could reach a point where by they will begin to weigh the cost of training verses the consequences of not providing the training?
- 7) If you answer "yes" to question number six, what do you think the consequences will be?
- 8) Do you feel cooperative training efforts between police agencies could help to mitigate the gap between increasing training demands and diminishing budgets?

## RESPONSE

1) In the past few years, special interest groups working through the legislative process have driven mandated training up considerable. The Basic Course has gone up from 400 hours to 560 hours. This created problems, forcing individual agencies to handle more of their own in-service training requirements. The following are some examples of training organizations have been required to accommodate:

First Aid/CPR  
Missing Persons  
Carcinogenic Materials  
Developmental Disabled  
Domestic Violence  
Hazardous Materials  
Sudden Infant Death Syndrome

2) The Rodney King incident has prompted sponsorship of several new bills that will mandate additional training. This is the tip of the iceberg and the trend will probably continue.

POST is in the process of finalizing the Job Analysis for dispatchers. Once this is completed that could effect changes in standards which will impact the hiring process of future dispatchers.

3) This is a tough question when looking at the future of the state's financial picture. Trends of training methodologies are changing. POST is very committed to the "Distance Learning" concept and Interactive Video Disk training (IVD). We can reach more individuals by use of these technologies.

4) The use of Distance learning will be one method of meeting state mandated training. Other ares need to be explored.

5) Same as four

6) When training requirements were initially established by POST, a few agencies choose to leave because they didn't feel they could meet the requirement. Now that the legislature has mandated most of the training requirements it is too big of a risk not to comply.

7) It's possible that some agencies have considered this as an option, however; California has over 120,000 attorneys' waiting for business and this type of violation could leave severely exposed.

8) Absolutely, in some areas on a limited basis this is being experimented with. Palo Alto, Mountain View and Sunnyvale have experienced some limited success in this area with unarmed defense training.

APPENDIX C

AGENCIES CONTACTED AND  
QUESTIONS ASKED

- 1) Palo Alto
- 2) Mountain View
- 3) Los Altos
- 4) Stanford
- 5) Sunnyvale
- 6) Redwood City
- 7) Menlo Park
- 8) Hillsborough

Questions

- 1) Has your budget kept pace with the increase in training demands over the last (five)/(ten) years?
- 2) If training demands continue to increase, will your agency be able to conduct training, as it does today, in five/ten years?
- 3) Would you as a representative of your agency be willing to explore the option of cooperative training with local agencies?



APPENDIX D

NOMINAL GROUP PANEL

- 1) Police Lieutenants (2) (Palo Alto Police, 22 years and 15 years experience)
- 2) Police Captain (Contra Costa County Sheriff, 19 years experience)
- 3) Deputy Police Chief (Stockton Police, 21 experience)
- 4) Personnel Manager (Palo Alto Human Resources Department, 18 years of experience)
- 5) Training Manager (Palo Alto Human Resources Department, 2 years experience)
- 6) PhD - level psychologist acting as a training specialist

## APPENDIX E

### LIST OF TRENDS

- 1) Training demands continue to change
- 2) Municipal budgets continue to change
- 3) Change in POST salary reimbursement
- 4) Quality of training changing at a faster level in agencies with less resources
- 5) Change in community expectations
- 6) Distance employees live away from work
- 7) Police acceptance to cooperative training
- 8) General economic condition
- 9) New Legislation
- 10) Language differences
- 11) Court decisions
- 12) Regionalization
- 13) Police community involvement
- 14) Change in hiring standards
- 15) Change in service delivery

## APPENDIX F

### LIST OF EVENTS

- 1) Increase in advanced officer training course hours
- 2) Training budget reduced by 20%
- 3) POST salary reimbursement ends
- 4) Small Bay Area agency unable to meet state mandated training requirement
- 5) Gay/Lesbian community demand sensitivity training
- 6) POST ends existence
- 7) Federal courts demand more training related use in deadly force
- 8) Change in political influence
- 9) State District Attorney's association lobbies for additional police training related to search and seizure
- 10) Training offered in employees homes vis cable TV

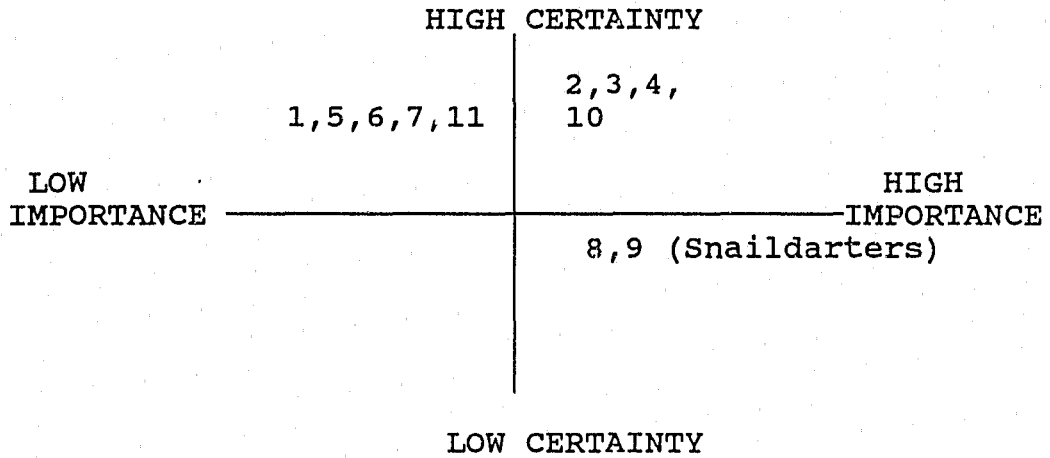
APPENDIX G

STRATEGIC PLANNING GROUP

- 1) Retired High School teacher
- 2) Attorney
- 3) Police Captain (Command College Student)
- 4) Deputy Police Chief (Command College Student)
- 5) Engineer

APPENDIX H

STAKEHOLDER ASSUMPTION MAP



STAKEHOLDER

- 1) TAXPAYERS
- 2) REGIONAL ACADEMIES
- 3) POLICE TRAINING MANAGERS
- 4) POLICE CHIEFS
- 5) ELDERLY
- 6) ENVIPONMENTALIST
- 7) MINORITY COMMUNITY
- 8) POLICE ASSOCIATION REP.
- 9) OTHER BARGAINING UNIT REP.
- 10) CITY MANAGERS
- 11) INFORMAL GROUP LEADER

## APPENDIX I

### Alternative Strategies

1. Contract with private agency (i.e. business or industrial firm) to provide all state-mandated training.
2. Do not change current procedures.
3. Cooperative with neighboring jurisdictions to provide state-mandated training at the local level.
4. Provide no state-mandated training; require employees to seek it on their own.
5. Author and actively support legislation requiring adequate funding to be provided when there is new state-mandated training.
6. Expand role of academy to provide all state-mandated training.