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**"WHAT WILL BE THE ROLE OF LAW ENFORCEMENT IN COMMUNITY
PARTNERSHIPS BY THE YEAR 2003?"**

By

**Mark W. Gantt
January 1995
Stockton Police Department**

N.I.J ABSTRACT

Expansion of community partnerships: What will be the role of law enforcement in community partnerships by the year 2003?

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This research project examines the role of the law enforcement in community partnerships by the year 2003. Described are multi-discipline partnerships that combined police, education, social services, health, housing and business in non-traditional partnerships. Alternative scenarios are presented, and one is selected for strategic management by the Stockton Police Department. Strategic transition management plans advance a leadership role for police which relies on an advisory board and forums to be held with internal and external stakeholders. The major points in the strategic plan implementation include: police chief appoints program manager; advisory board using a problem solving model identifies problems and identifies solutions. Advisory board shares finding with major stakeholders; the political clout of the advisory board is designed to overcome bureaucratic turf concerns; training designed to educate both the police and the public; constant evaluation monitoring and public reporting on progress of the various partnerships.

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**"WHAT WILL BE THE ROLE OF LAW ENFORCEMENT IN COMMUNITY
PARTNERSHIPS BY THE YEAR 2003?"**

JOURNAL ARTICLE

By

**Mark W. Gantt
January 1995
Stockton Police Department**

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.

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Standards and Training**

Law enforcement agencies across the county are looking to community policing and problem oriented policing¹ as a way to impact crime. Many of these efforts involve the involvement in community partnerships to address problems of mutual concern.² Community policing is the new version of the very promising, but short-lived, team-policing experiments of the late 1970's.³ Law enforcement involvement in community policing has been, of late, prompted by available short-term federal grants. An example would be the Federal Hiring Supplement Grant. In many of these programs law enforcement is the lead agency. This was the situation in the City of Stockton, where the author is involved in community policing efforts.

For the purpose of this article, the following was developed as an operational definition of the term "community partnerships": Community partnerships can be defined as a multiple discipline effort that combines diverse public and private agencies, community members, and organizations in a collaborative effort to address problems of joint interest that will improve the efficiency of all organizations and will result in an improved quality of life.

But just what role should the police have in community partnerships, especially in the future as it applies to nontraditional partnerships. The issue question is this: What will be the role of law enforcement in community partnerships by the year 2003?

Since community and local support is essential, the following sub-issues questions must also be

examined: *How will law enforcement work with various groups to define 'community problems' in community partnerships? What training needs will be required for citizens and law enforcement? What funding sources will be used to support community partnerships?*

The Future of the Issue

For community partnerships to expand and succeed in the future, consideration must be given to the effects various trends and events could have on this issue. To ascertain important trends and events a "brain storming" process, known as a nominal group technique, was used. This involved a panel chosen for their familiarity with the role of local government, community organizations and their law enforcement role in community partnerships, as well as other community empowerment activities. Panel members were asked to identify trends and events that would relate to the issue of the role of law enforcement and the expansion of community partnerships.

Trends

The panel selected the following ten trends as those that most influence the future of this issue:

- * Level of openness and willingness to share information.
- * Level of cultural/sensitivity awareness training.
- * Level of performance-based funding.
- * Level of corporate/social responsibility.
- * Communities demanding police/community partnerships.
- * Development of leadership programs for economically/socially disadvantaged.
- * Society's changing values and ethics.
- * Level of acceptance of violence by society.

- * Level of available new funding sources.

Events

Future critical events could also occur and impact the role of law enforcement and community partnerships. The events the panel selected were:

- * Mandated neighborhood police substations.
- * Mandated partnerships.
- * Public/private partnerships for funding of police internship programs.
- * Police become more sensitive to the communities they serve.
- * Grant funding for community policing.
- * Mandated evaluation of social service organizations.
- * Mandated partnerships among law enforcement, social service, education, health, housing and business community.
- * Positive shift of local governments recognizing community leaders.
- * Economic job opportunities for minorities.

SCENARIO DEVELOPMENT

To obtain a perspective of what the future will hold, several future scenarios were developed reflecting what impact the projected trends and events would have on the issue of expanding community partnerships over the next ten years. Using the projected trends and events, several alternative future scenarios were developed. The following scenario was chosen as a way to look at the future impacted by the scenarios. The scenario is written as a "History" written from the

year 2003:

Scenario

There is harmony throughout the City of Stockton as residents begin celebrating New Years Day, January 1, 2003. Fear of crime is at an all-time low. All segments of the community are working with the police department Community and Problem Oriented Policing teams to address their areas problems.

In 1999, the State legislature mandated the formation of community partnerships after a successful program in Stockton, California. This was caused by the high cost of protection from crime to the residents of California. Crime had raised 65% since 1994. Public outcry expressed by massive demonstrations demanded better police service, specifically neighborhood police substations, the police department's personnel reflect the ethnic makeup of the community they serve, and the police department involve the community in the decision process. The Stockton Police Department recognized the need to take action.

In August of 1995, Chief Ed appointed a subcommittee consisting of representatives from each ethnic group, schools, health, social services, businesses, low-middle and high-income neighborhoods, and the police department. Initially, accusations were made blaming each other for the crime problems. The police department took the brunt of the criticism. After the first meeting, differences were put aside. The subcommittee began to address the issue of crime and contributing factors of mutual concern.

After months of working together, the subcommittee, with the support of Chief Ed, formed a citywide Community Advisory Board on police/community issues. The City Council approved. In January 1996, the subcommittee met with school officials, neighborhood organization leaders, business representatives, and Chief Ed to discuss the role each would play in various nontraditional partnerships. For the first time, all parties had entered a written agreement to form a partnership that would cut through the bureaucratic red tape that had hampered earlier efforts to address the community needs.

In August 1996, the subcommittee recognized the police department's inability to fund crime prevention programs requested by the subcommittee. The business committee members approached the Business and Developers Association who agreed to supplement the Crime Prevention Unit's yearly budget to help provide adequate staffing, materials and supplies.

In January 1997, community meetings, rallies, and safety fairs were held throughout the city to provide crime prevention information and services in conjunction with job fairs. The Police Department Recruiting Team was present, and local businesses with possible jobs for minorities. In February 1997, the police department, in partnership with several local realtors, opened two neighborhood police substations. This unified partnership effort resulted in reducing serious crimes by 13% in 1998, 17% in 1999, and 18% in the year 2000.

The subcommittee continues to represent the community in an advisory capacity to the police department. The department continues to participate at community meetings, rallies and safety fairs. The department is open to recommendations from the subcommittee on the needs of the community. The police are dedicated to working with the community in unified partnership to facilitate development of partnerships that address areas of mutual concern, which will continue to contribute to the quality of life in the city.

Strategic Planning

"There is no 'future' to guide our present decisions." Richard John Neuhaus said this, and he added, "There are only possible futures we can strive to advance or resist."⁴

The organization in focus is the Stockton Police Department, which has 700 employees, of these 363 are sworn officers. The department serves the City of Stockton, a city of 245,000 residents. Since 1992, the police department has successfully obtained local, state and federal grant funding for 17 officers who provide support for the community policing efforts of the department.

In July of 1991, the City Council adopted a five-year strategic plan involving a new program called Safe Stockton. Safe Stockton was the first of many steps toward the department moving from traditional policing methods to a new philosophy of community policing/problem oriented policing. Much of this new philosophy requires the participation of the police department and

the community to work in partnership to solve problems of mutual interest.

In 1993, the department formed a committee to review the mission statement of the Department.

The committee consisted of representatives from all facets of the department. The committee developed the following mission statement:

Our mission is to promote quality of life in the city of Stockton by working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of the community, being sensitive and responsive to the public without prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever changing needs of our community.

This mission statement was approved by the Chief of Police. Each officer in the department was given a copy of the mission statement and it was used at community forums.

The accompanying report recommends an expansion of community partnerships to that of nontraditional partnerships, an approach the City Council had earlier embraced as a response to the increased crime rate. As such, a more specific "micro-mission" was developed. It reads in part: By the year 2003, the major role for the Stockton Police Department will be the activist role of developing and maintaining community partnerships.

To realize this mission, the external and internal environment must be considered. Working with a group of police managers in a Modified Delphi Panel, the following internal and external environment was analyzed with the following results:

External Environment - Not all areas of the city embrace community partnerships. The success

touted in areas where community/problem oriented policing efforts are working will serve as an indicator so that partnerships can benefit both the department and the community.

Internal Environment - Not all officers embrace community policing, and some resist and dismiss the success of partnerships. While not openly opposing partnerships, the Stockton Police Officer's Association has questioned the department's commitment to traditional policing methods. The Department has experimented with the sector concept of community policing and has found that some initial resistance has given way as these areas show positive results.

Key Stakeholders - No strategy can succeed without the support of the key stakeholders who could effect the future role of police in community partnerships. The Delphi Panel identified the following key stakeholders. For Stockton, this includes: business community, Chief of Police, City Council, City Manager, Police command officers, social service agencies, ethnic communities, police service users and the Stockton Police Officer's Association.

Various assumptions were assigned to each stakeholder. For all police personnel, including the Association and command staff, there would be support for a role in community partnerships since it reduced problems and did not overburden traditional service commitments. For the council members, businesses, social service and ethnic communities, it was assumed there would be support for a police role, but the police could not do more with existing resources and not cut existing services. The City Manager and City Attorney would support an active police role in partnerships based upon their previous support.

Key Strategies Considered - To achieve the micro-mission statement, alternative strategies were analyzed by the Delphi Panel for their short-term and long-term desirability, implementation feasibility, cost, community involvement, stakeholder and taxpayer support. Using this process, two key strategies were identified. The first was to create a community advisory board to work in collaboration with the police and other public and private interest groups to advance community partnerships' success. The second was to hold internal and external forums to gain support. It was easy to see that these two strategies could be combined and supported with an appropriate implementation plan.

Implementation Plan - Over a four-to-seven-year period, the various tasks would advance this combined strategy: The Chief of Police could create a working group to identify how community partnerships could be expanded. The group would hold town hall meetings to explain their findings. Meetings could be held with each stakeholder and joint meetings to identify problems. The work team could work with businesses and the city budget office to identify funding alternatives to support partnerships through the year 2003. A separate subcommittee would be formed to explore technologies that could improve communications and other technology capable of being utilized by partnerships. A blue ribbon advisory board would be created to serve as the recommended advisory committee, identifying community problems and solutions, which may require changes in local and state laws. Finally, an evaluation process which would include quarterly reports and community surveys.

TRANSITION MANAGEMENT

A transition management plan is a process for getting from today's situation to the "tomorrow" envisioned in the selected future scenario. During the transition phase, an organization can experience disruption as old policies and practices are modified or abandoned in favor of new ones. This can result in internal chaos, uncertainty, and stress.

Key individuals were identified by the Delphi Panel who will comprise what is known as the "critical mass," or those individuals who can deliver the requisite stakeholder support. To identify these key players, it is first necessary to determine which stakeholders have the power to significantly bolster the success of the strategic plan. For Stockton, this includes: patrol officers, sergeants and lieutenants, deputy chief of police, the Stockton Police Officer's Association, city council members, ethnic communities, social service organizations, and businesses.

Having identified our key stakeholders, we now move on to the analysis of the critical mass.

Who comprises the critical mass? What is their current commitment to the plan, and where do they need to be moved to achieve success? First, is the Chief of Police who could deliver some of the officers, sergeants and lieutenants, and the deputy chief of police. Is it necessary for him to make change happen? While strongly committed to expanding community policing and community partnerships, he could advance this even more by assigning a program manager.

Next, there is the president of the local police officer's association. He could deliver some

officers and sergeants. In some respects, members of the association are blocking change. The president of the association may be moved to a favorable position if he is exposed to successful partnerships. Stockton's mayor could deliver the city manger, most of the city council, and other community members. The mayor needs to move actively to help change happen. The mayor needs data that clearly demonstrates community partnerships are working.

The CEO of the San Joaquin Business Council is part of the critical mass. He could deliver the expertise in the area of technology transfer and could provide a private funding source.

Finally, the Deputy Chief of Police chosen as the program director would be in the critical mass and needs to make change happen. This would occur when the Chief selects an individual and empowers them with the organizational authority necessary to advance nontraditional partnerships.

CHANGE MANAGEMENT STRUCTURE

A complete separate structure is needed to manage the transition from the current state to the more desired state needed for developing and maintaining expanded community partnerships in the City of Stockton. The proposed triad management structure would be composed of key elements: a program manager, the use of community representatives, and the selection of natural leaders.

Program Manager - While the Chief of Police strongly supports community partnerships and

the vision of nontraditional partnerships, he has little time to oversee its direct management. A program manager is needed and should be someone trusted by the chief of police, respected in the community, and highly familiar with the internal workings of the department.

Community representatives should be used during the transition. This includes persons from the selected stakeholder groups, and key police and government agencies. A smaller group from within this body would be selected to serve as a work group under direct management of the project manager. The work group would analyze and distribute information critical to the needs of the critical mass and stakeholders.

Natural leaders should be selected to serve the Chief of Police in two areas. First, an external blue ribbon advisory board could be formed to advise him of community concerns. This body would promote the need for added resources that might otherwise be difficult to obtain but for the pressure such a group could generate. Second, the natural leaders within local government could be formed into a group to identify and advance partnerships on areas of mutual concern.

This triad management structure is proposed as the optimal leadership configuration. It would enjoy sufficient clout to marshal resources outside the direct control of the police or any other single agency or government body during transition. This management structure would promote cohesion among the many organizations upon which this project would depend.

INTERVENTION TECHNIQUES

Problem finding, education intervention, and resistance management are intervention strategies and techniques that can be used to help secure the commitment of various stakeholders, and especially key players who comprise the critical mass.

Problem Findings - The program manager could call a meeting of the critical mass for the purpose of problem finding related to the issue of community partnerships. This technique is a non-threatening way to identify important problems and issues. This ad hoc approach promotes an exchange of ideas in an environment that should promote a spring board for future structural intervention.

Educational Intervention - Formal instruction on community partnerships would be used for certain stakeholders. For instance, the police department runs annual advanced officers training programs that could be used to increase awareness and commitment to community partnerships between officers and sergeants. The department runs a citizen academy, which could be used to educate representatives of the stakeholders and key players in the critical mass.

Resistance Management - This intervention involves an analysis of factors that might prohibit or inhibit support from organizations and individuals during the transition process. The program manager then coordinates with the community representatives to manage appropriate interventions. This three-part transition management structure could provide an optimal means to

understand what walls exist and how to effectively knock them down while simultaneously advancing an effective expansion of community partnerships.

CONCLUSION

Community partnerships are emerging as an innovative response to many community problems that involve law enforcement. This is especially so for the City of Stockton. Unfortunately, there is not a collection of recipes to help law enforcement practitioners maximize the benefits of their collective work with local government and the community. And, too frequently, the role of law enforcement is not clearly defined. This leads us back to the earlier sub-issue, **how will law enforcement work with various groups to define 'community problems' in community partnerships?** Law enforcement must help create partnerships requiring that they must be willing to work with the various segments of their community to identify the problems and the solutions.

What training needs will be required for citizens and law enforcement? It has been determined that there are many training needs that must be addressed. Law enforcement must take the leadership role and provide the community with the tools and the knowledge to form and sustain community partnerships independently from law enforcement.

What funding sources will be used to support community partnerships? Strategies have been identified which, if implemented, would find new sources of funding from the business

community and future federal and state supported programs.

This brings us to the main issue of this study: **"What will be the role of law enforcement in community partnerships by the year 2003?"** Law enforcement can gain considerable support if they assume the leadership role in advancing the concept of community partnerships. New relationships must be formed that will involve the police as an active co-participant with community and local government. The payoff is the reduction of crime and an increase in the quality of life for the community they serve. The structure is in place for agencies involved in community policing and the startup cost would be minimal. The true cost would be the abandonment of traditional policing and its autocratic rule and involvement of the community in problem solving of community problems.

ENDNOTE

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PROJECT BACKGROUND

INTRODUCTION

Community policing is an emerging philosophy shared by many law enforcement agencies across the country. It is touted as the new way of policing. The federal government has shown its support by granting funds to communities to hire additional police officers in hopes furthering the community policing effort. This study will focus on community policing, how law enforcement has arrived at this point and where is it taking us in the future, specifically, in the area of community partnerships.

In determining how we arrived at this point, we can ask the questions: What law enforcement agency does not have some form of community relations program? Who does not have programs in place that address concerns of the community they serve? The concept of police community relations has evolved over the years. From the earliest form of "public relations," as defined in the book "Municipal Police Administration" by George and Esther Eastman, "Public relations, in the traditional sense, is the development of a favorable public impression of a given product-- often called 'imagery'."¹ While public relations presented a positive image of the police, it did not afford the citizen a forum for two-way communications.

Law enforcement soon found that a changing society dictated other methods to better serve their communities. The San Francisco Police Department, in the mid 1960's, was the first West Coast

City to develop a community relations program. For San Francisco, "Community Relations" meant working primarily with disadvantaged and aggrieved segments of the population. 'Officers of the unit exerted themselves to meet with, talk and listen to, and help people living in the Tenderloin, skid row, and ghetto areas of San Francisco.'²

In the 1970's, most Americans considered "the crime problem" to be a matter for the police. The constant changing society and its politics, values, economic and social structure demanded law enforcement develop new methods to impact crime. Recognizing this, law enforcement agencies across the country have both individually and collectively analyzed the traditional response to providing public safety services.

A majority of law enforcement agencies have been working in a traditional method of law enforcement sometimes called "Reform Style or Command and Control." This style of policing is headquarters or central department based; which means that the authority and responsibility lay with the management of the department. The officers in the field are held accountable for answering calls for service from which the term "call driven" was derived.

Many agencies have recognized that this traditional method of reactive enforcement and responding to calls for service is ineffective in today's society. These same agencies have now adopted the philosophy of community policing to address the problems of the changing society. Community policing is not a new concept. It can be traced back to England when Sir Robert Peel wrote in 1829, his now famous "Principles of Law Enforcement," the statement:

"The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police."

A new concept associated with community policing is the component of problem oriented policing. The objective of problem oriented policing is empowering the officer working an area and the community members to look for ways they can solve root problems associated with crime and the quality of community life.

In 1986, recognized law enforcement futurist, Federal Bureau of Investigation Special Agent William L. Tafoya, made the following forecast, "Community involvement and self-help in local policing become common practice in more than 70 percent of the nation between 1995 and the year 2000."³ With this forecast in mind, law enforcement should recognize that interactive partnerships must develop. This will require face-to-face contact, getting out of the office or car, talking to people one-on-one or in groups, listening and promoting expressions of concern, with the bottom line emphasis on developing and maintaining partnerships with the community.

These partnerships could take the form of the legal definition of partnership as defined in Merriam Webster's Dictionary, "A relationship resembling a legal partnership usually involving close cooperation between parties having specific and joint rights and responsibilities."

Another definition of partnerships could be based on a social contract, a stated sometimes written covenant, not intended for legal enforcement.

Effective working partnerships cannot be formed, at least not successfully or for long, as isolated adjuncts to business as usual, grafts onto the body of reform style policing. "Law enforcement agencies that do not allow their values to change, that does not truly believe that it is appropriate to seek outside help and accept outside guidance, which remain unwilling to trust or speak truthfully to their new partners, will falter and fail."⁴

All parties must be committed to what they have collectively identified as the problems and the methods necessary to cause the desired outcome. This will require an educational process of the parties involved: first, to recognize from the beginning, the need to be flexible in developing methods of resolving problems; second, the responsibility of those involved being flexible, constantly evaluating the progress and making any modifications that might facilitate the desired outcome. Finally, it requires a commitment to continuous two-way communication. While there may be other areas that may improve community partnerships, those mentioned above must be addressed before any partnership is undertaken.

"Many problems that come to the attention of the police become their responsibility because no other means have been found to solve them."⁵ The public looks to law enforcement for the answers, and law enforcement must take the lead to aggressively seek out and enter non-traditional community partnerships to solve these problems.

A review of literature on this subject revealed a combination of urban problems and community demands for traditional and unique police actions at the neighborhood level that will affect public

safety in the future. It revealed that the citizenry is no longer content to have officers simply answer calls for service and investigate crimes. They want more than is generally offered on the reform style policing menu. Instead, "there is growing popular interest and local commitment to alternative policing styles, such as problem oriented policing, neighborhood foot and bicycle patrols, and various community policing methodologies that foster a more interactive role between the police and community members."⁶

Research further revealed that partnerships are emerging as new and different response to urban needs and public safety problems. It is not only affecting the police but other public and private interests with whom the police interact. For example, in cities where departments use problem oriented policing⁷ to help deal with community needs, they frequently work with non-traditional partners. One example is in Stockton, California, a group of citizens formed a neighborhood group called STAND (Stocktonians Taking Action to Neutralize Drugs) They approached the police department and demanded action regarding drug dealing around an apartment complex that was next to an elementary school. In the past, the Police Department would have assigned a group of officers temporarily to the area focusing all enforcement activity on the drug dealers on the street. The Department took it further, meeting with community members, various other City departments, and began code enforcement against the various landlords where the drug dealers were living and using as their base of operation. Several civil law suits against the landlords were successful. Within three months, all signs of drug dealing and associated activities were gone from this area.

Traditional law enforcement practices would not have involved the community in its effort. Instead, a strike team of officers would enter the area, and take on a no tolerance enforcement stance arresting violators. Because the community was not involved in the enforcement strategy, many complaints of an "occupying army" entering their community were heard. This is why it is critical for law enforcement to realize they can empower the community they serve, but unless the community empowers them nothing will get accomplished. This gives credence to the belief that beneath the "Community the city, the town," there exists other communities--which draws far little attention--many communities where individuals, families, and institutions struggle against inertia and demoralizing social conditions to develop decent responsible lives.

Interesting to note this is not a new concept, as one can determine from the report of the National Advisory Commission on Criminal Justice Standards and Goals, published in 1973:

"A team effort between the community and the police is needed to roll back crime. The most efficiently administered police agency will falter unless the community it serves genuinely supports it. Conversely, a supportive community intensely interested in reducing crime will be ineffective if the police agency is complacent or incompetent. Vigorous cooperation is necessary."

The future condition of California communities and police organizations depends a great deal on what police managers in the 1990's accomplish. Law enforcement managers must recognize that the future is now. It can be influenced by law enforcement managers, but they must act now!

If a law enforcement agency is committed to this type of holistic community intervention, it may need to adopt new and different ways of thinking about its role options. A shift of paradigms

may require a reform style police department to understand that its organizational vitality is now much more closely related to its ability to adapt and integrate new styles of policing into its organizational behavior. Where before a concept of professionalism separated police departments from grassroots interests of community members, working partnerships with the community must now be considered and nurtured.

For this study, the following was developed as an operational definition of the term "community partnerships": "Community partnerships" is defined as a multiple-discipline effort that combines diverse public and private agencies and community members and organizations in collaborative efforts to resolve social issues associated with crime, such as unemployment, gangs, drugs, homeless and intoxication, etc..

THE ISSUE AND SUB-ISSUES

Therefore, as law enforcement in California moves more from the traditional command and control or reform model, it will need to fully examine what the role of partnerships between law enforcement and the community will be in the future. Law enforcement's involvement in partnerships to date has been limited to community and problem oriented policing activities. A proper grasp of this issue is needed if law enforcement is to effectively respond to the community needs of the future. Role definition is a worthy pursuit as it will contribute to our ability to communicate effectively. It is important that this future study look ahead to the year 2003 and obtain a vision of what law enforcement's role will be. To examine this issue a future issue

question was formulated:

What will be the role of law enforcement in community partnerships by the year 2003?

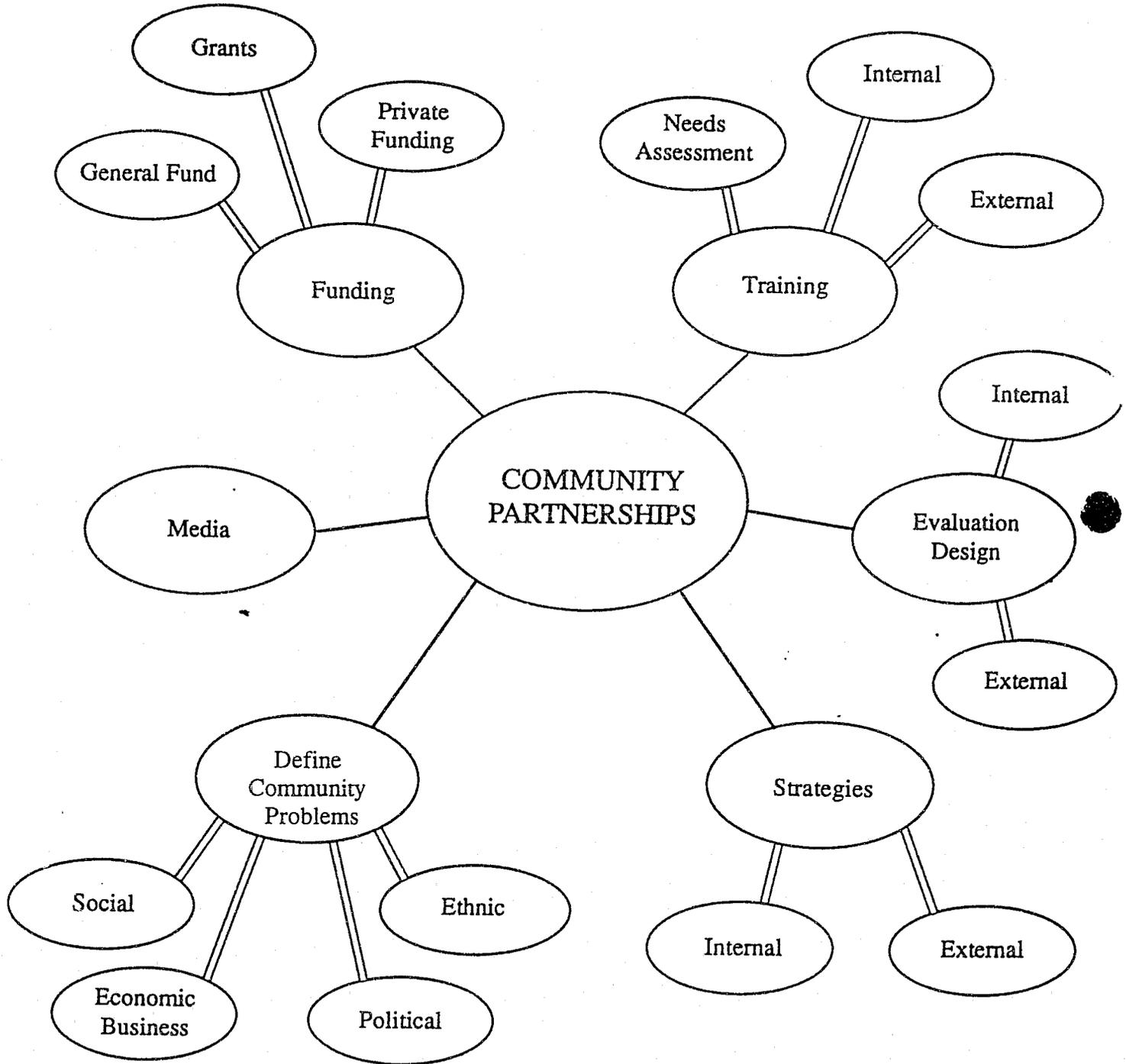
While there are many factors that may affect this issue in the future, the following sub-issues will also be examined in this study:

1. How will law enforcement work with various groups to define "community problems" to be addressed by partnerships?
2. What training needs will be required for citizens and law enforcement?
3. What funding sources will be used to support community partnerships?

These sub-issues were the result of personal experience, scanning of future file items, survey of related literature, and the ideas of a panel of six Command College police executives, (East Bay Region Park District Captain Steve Krull, Los Angeles Police Commander Dan Watson, Ventura Police Lieutenant Mike Tracy, Salinas Police Captain Carlos Bolanos, Sacramento Deputy Chief Albert Najera, and Sacramento Police Lieutenant Gregory Twilling). As a result of the brainstorming by the panel, a future wheel was developed (Figure 1). This depicts the main issue and the related sub-issues that will be considered for this study.

FIGURE 1

FUTURES WHEEL



PART I-FUTURES STUDY-DEFINING THE FUTURE

PREPARATION AND DESIGN

In pursuit of a better understanding and plan for the management of the issue and sub-issues detailed in the introduction, a futures study methodology was prepared. It primarily relies on the use of a nominal group technique and a modified delphi process to identify and analyze relevant trends and events.

DEFINING THE ISSUE AND SUB-ISSUE

A review of related literature and the personal experiences of the author with community partnerships was used to identify the major stakeholders: the police, local government, businesses and the community. For the police, this movement coincides with the growing interest in the adoption of new styles of operation such as "community and problem oriented policing."⁸ For this reason, the issue this study will examine is **what will be the role of law enforcement in community partnerships by the year 2003?**

"Community policing is the new version of the very promising, but generally short-lived, team policing experiments of the 1970's."⁹ Those programs often failed because the demands of rapid response and management's expectations ran counter to line officers interest in local problem solving. New strategies, new allocations of resources, and new lines of authority give the line officers a much better chance to succeed.

Less tangible, but no less important than these changes, in many innovative departments, is a major development in the philosophy of police administration. Police departments have long been governed by a paramilitary command and control approach that puts a premium on close supervision and the prevention of corruption and operational error. The traditional emphasis on discipline and propriety is laudable, but many modern police executives have come to believe that the paramilitary approach won the ground at the cost of organizational flexibility, responsiveness and innovation.

A managerial and organizational style is beginning to emerge that looks more toward the best in private-sector and professional organizations than toward policing's own heritage. Modern police executives, no less than the CEO's of innovative high-tech firms, directors of teaching hospitals, or senior partners in architecture firms, are coming to believe that one of their main responsibilities is forging departments that are tied closely to their clients and in which junior and senior officers alike have the freedom and support to contribute as fully as they are able.¹⁰

What is occurring today is a major reassessment by law enforcement practitioners and social critics of the traditional style of policing. Innovative methods of community policing and problem oriented policing have emerged and have generally been well received. Law enforcement must take a critical look at the component of community partnerships and look to expanding law enforcement efforts in non-traditional efforts. It is in these non-traditional partnerships efforts that are worthy of exploration.

There are three related sub-issues which prompt the need for this study, and they relate to the primary stakeholders: law enforcement, local government, business and the larger community. The collective interplay between these participants can not only impact the overall success of a community project, but will affect the role of the police. Likewise, the independent actions of one participant can simultaneously affect the others.

SUB-ISSUES:

1. **How will law enforcement work with various groups to define "community problems" to be addressed by community partnerships?**

For law enforcement, one sub-issue will revolve around their ability to effectively identify those persons impacted by various community problems, and then empowering them through partnerships to solve common problems. How law enforcement will cope with the dynamics will be affected by fiscal and organizational factors as depicted in the futures wheel.

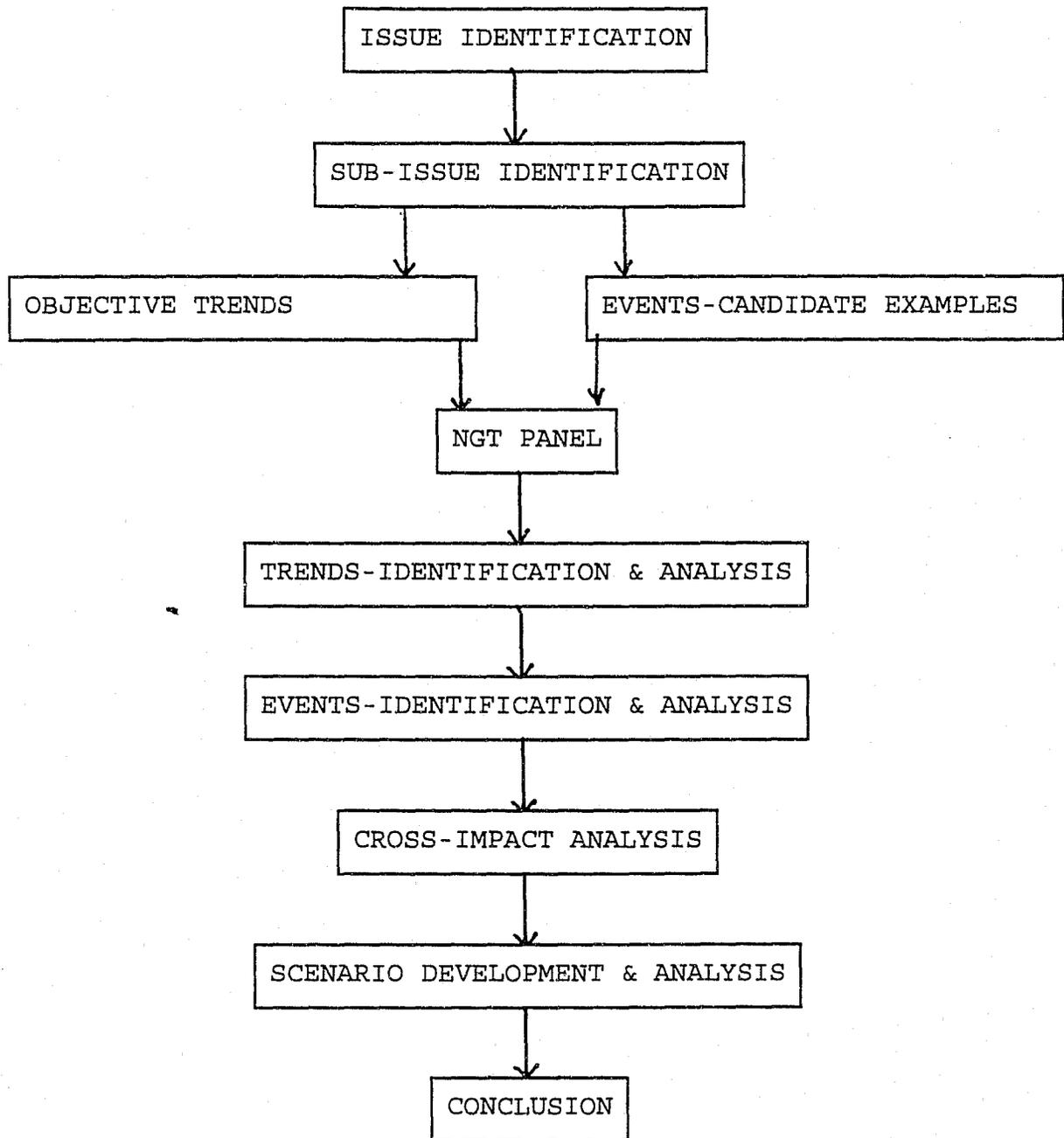
2. **What training needs will be required for citizens and law enforcement to prepare them for non-traditional partnerships?**

Both law enforcement and the community at large will require new methods of identifying their various responsibilities as participants in partnerships. This will require much flexibility in the shifting of paradigms of each group.

3. **What funding sources will be used to support community partnerships?**

The current trend of reduced local, state and federal revenue requires creative and innovative thinking to identify new ways to fund programs which will benefit the community as a whole.

The following flow chart depicts the major steps of this future study. The arrows reveal the connection and progression of the events related to these steps. The flow chart reveals a variety of interconnected activities. These activities are designed in order to gather and evaluate information related to the issue.



This study will use the following nominal group technique and related analysis and scenarios to add understanding to the issue and sub-issues.

TREND AND EVENT DEVELOPMENT

A nominal group technique was selected as a means to nominate and rank order current and emerging trends and events related to the issue and to serve as a delphi panel to forecast them. In preparation for the use of this method, twelve potential candidates were identified as potential participants. This group was reduced to nine. These potential participants were contacted by phone or in person and asked to serve as panel members to provide individual and group insight on the selected issue - all volunteered to assist.

A follow-up letter and related information was sent to each panel member (Appendix A).

Other items included:

- * A list of the nominal group technique panel members.
- * Each member was provided with definitions for the terms "event" and "trend" as described in materials produced by The Policy Analysis Company for use by California Command College participants. The above definitions were included on a form which provided the panelist with examples of an event and a trend. For the event, "Federal government mandates police community-partnerships" was proposed. Proposed as a trend was "Level of high tech/computer crimes."

The letter requested the panelist identify their own events and trends and bring this information to the exercise.

NOMINAL GROUP TECHNIQUE-PANEL PARTICIPANTS

Participants were selected for their ability to add understanding to the future of non-traditional partnerships based upon their own area of expertise. Attention was given to those participants familiar with the bureaucracy of their organization and respected in the community.

Consideration was given to ensure the panel included persons reflective of the human and cultural diversity which now exist in many police departments, local government agencies and in the communities which comprise our cities.

Dr. Mamie Darlington is the Chairman of the Black Studies Department at the University of the Pacific. She has extensive experience in the establishment of partnerships between educational institutions and various businesses and minority communities.

Dan Deneen is the Director of Gang Prevention for the Council for the Spanish Speaking. His background in traditional partnerships between law enforcement and private non-profit organizations dates back fifteen years.

Mark Herder is a Lieutenant with the Stockton Police Department. He is involved with the Downtown Revitalization Program which is a partnership between the City and downtown businesses to improve the quality of life in the downtown area.

Dorothy Jones is the Program Services Coordinator, for the San Joaquin Housing Authority. In addition, Jones is a charter member of the Stockton Police Department Southeast Neighborhood Advisory Board which was established in 1973. She is known as a community activist who has taken the lead to meet the needs of the minority communities.

Phen Lo is the Director of the Lao Family Community. Lo has been in the United States for ten years. His activities in the Southeast Asian communities are well known and he is respected in the community.

Sally Rivera is the Executive Director for Community Involvement Programs for the University of the Pacific. She is on the board of the Human Rights Task Force which oversees police and public interaction. Specifically, the Human Rights Task Force has been very vocal in officer involved shootings and citizen complaint procedures. In addition, she serves on the editorial board for the Stockton Record Newspaper.

John Wickham is the Director of First Call for Help, United Way of San Joaquin County. His expertise is in the area of matching individual needs to available services.

Manzell Williams is an Advocate for Prevention Partnerships of San Joaquin County. His knowledge of public-private partnerships to address issues of common concern would serve the NGT panel well.

Ralph Womack is a Captain with the Stockton Police Department. He is currently assigned as the Community Policing Transition Manager. In this capacity, he is very familiar with the development and sustained partnerships involving the community and the police department. In addition, his knowledge in technology and how it can be applied to law enforcement could serve the NGT panel well.

NOMINAL GROUP TECHNIQUE-EXERCISE ACTIVITIES

On the day of the exercise, the author was assisted by the following three persons from the

Stockton Police Department: Sergeant Mark Helms, Officer Carl Ishii, and Secretary Rhonda Mc Cleary. These three assistants carried out a number of administrative tasks such as recording the forecasted events and trends.

A schedule was used to guide the course of events during the nominal group technique exercise. The exercise began with the author providing the panel with an overview of the schedule of events: a description of the major attributes of current partnerships in place, and the issue and sub-issues selected for the study.

The panel was then asked to identify themselves and give highlights of their experience with partnerships and/or related sub-issue activities. Following this, the group was directed to open a packet of materials they would use during the exercise. This packet included forms provided by The Policy Analysis Company used to evaluate events and trends.

EVENT NOMINATIONS AND EVALUATION WORK BY PANEL MEMBERS

Group participants were given a review of the term "event". There was some confusion between an event and a trend, and the author used The Policy Analysis Company information to help explain the difference. The author asked the group the following question after their individual work:

What future events will affect the role of the police in establishing partnerships by the year 2003?

The following two candidate events were listed for the group to begin their individual work: (1) The federal government adopts an internship program providing thousands of new officers for local law enforcement, (2) Mandated merging of police and social services. Group members were then told to work as individuals to record their own candidate events, using any event they had generated using the forms they received in the mail. Anonymity in disclosure of their individual suggestions was requested by more than one participant. This was provided to group members, as they recorded their individual surprise events on paper which was given to the author and assistants.

The group nominated events were listed, numbered and displayed for the entire group to see. These were read aloud and the panel was asked to clarify any ambiguity. This resulted in a combination of several events for a total of thirty-one nominated events (Appendix B).

The group was asked to review the nominated events and to individually vote on the top ten events most likely to occur which would have an affect on the proposed issue. Again, anonymity was protected as members voted by writing their top ten events on a card. There were several ties and the group was asked to review their results, and a second vote was taken to reach a total of ten top events. The panel seemed to select events that combined probability (likelihood of happening) and the level of importance as there were no high probability unimportant events in the top ten.

The voting resulted in the selection of the following top ten events:

1. Mandated neighborhood police substations.

The panel felt there is a need for law enforcement to become closer to the community they serve. They identified neighborhood substations as accomplishing this in addition to facilitate future needs of the community.

2. Mandated partnerships

The panel identified bureaucratic red tape as a stumbling block in establishing effective partnerships. If partnerships were mandated, the panel felt participation would be forced upon those resistant to change.

3. Public/private partnerships for funding of police internships and development of leadership skills.

The panel felt there is insufficient minority representation in most police agencies. Public/private funded internship programs would develop leaders and assist in assimilation of minorities into positions of influence in police agencies.

4. Police become sensitive to the community they serve.

The panel recognized a change in the methods law enforcement is dealing with community problems. However, felt there is a lot of work to be done requiring an outward commitment on the part of law enforcement. There was not a consensus as how this was to be accomplished.

5. Grant funding for community policing.

The panel recognized the positive results of community policing and felt grant funding would have a positive impact on the development of future partnerships.

6. Mandated evaluation of social service organizations.

The panel felt social service organizations would be one of the future partners with the community and mandated evaluations of their performance would bring about participation for survival purposes if nothing else.

7. Mandated partnerships among law enforcement, social service, education, health, housing and business community.

The panel identified the need to form partnerships among this group as all had areas of mutual interest. This was seen as having a major influence on the future of partnerships.

8. Positive shift of local government recognizing community leaders.

The panel refused to identify this event in anything other than a positive manner. They stated, "Government must recognize not just the vocal leaders of the community but the informal leaders as well if partnerships are to be successful."

9. Mandatory hiring of minority officers.

The panel felt that law enforcement agencies should mirror the communities they serve and if this can not be accomplished by unregulated means then sanctions should be put in place.

10. Economic job opportunities for minorities.

The panel unanimously felt that employment was one of the most important events which would have an impact on community partnerships. Employment of minorities would have positive impact on all social issues facing partnerships.

Using The Policy Analysis Company "Event Evaluation Form", which was provided them, the group was asked to work as individuals to complete the form providing the following information in this order: 1) the probability of the event occurring ten years from November 1993, 2) the probability of the event occurring five years from November 1993, 3) the number of years until the event probability first exceeds zero, 4) and to rank the negative and/or positive impact of the event on the issue using a range of 0 to 10 (with ten described as the most impact).

Table 1 reveals the median score for the panel's work on this instrument.

TABLE 1

EVENT EVALUATIONS

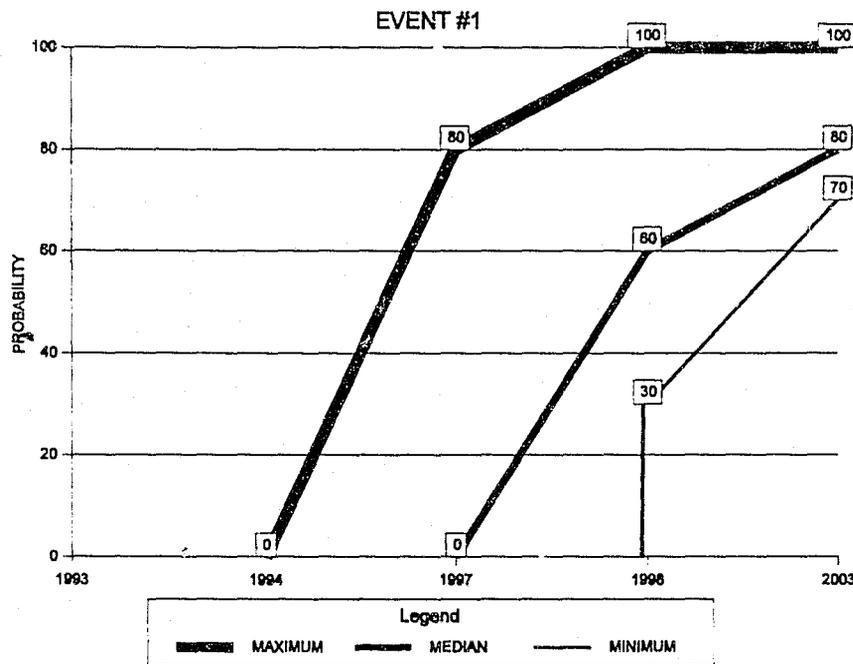
EVENT STATEMENT	YEARS UNTIL PROBABILITY EXCEEDS ZERO*	PROBABILITY		IMPACT ON ISSUE AREA IF EVENT OCCURRED	
		5 YEARS FROM 1993 0-100	10 YEARS FROM 1993 0-100	POSITIVE 0-10	NEGATIVE 0-10
1. Mandated neighborhood police substations	4.00	60%	80%	7.67	2.11
2. Mandated partnerships	4.00	50%	75%	8.11	3.44
3. Public/ private partnerships for funding of police internship and development of /leadership skills	5.00	60%	60%	7.00	2.89
4. Police become sensitive to the community they serve	5.00	60%	80%	9.56	2.44
5. Grant funding for community policing	3.00	70%	80%	8.22	2.79
6. Mandated evaluation of social service organizations	4.00	50%	50%	6.33	3.33
7. Mandated partnerships among law enforcement, social service, education, health, housing and business	4.00	40%	60%	6.00	3.33
8. Positive shift of local government recognizing community leaders	4.00	50%	65%	5.78	1.89
9. Mandatory hiring of minority officers	4.00	65%	70%	5.89	5.44
10. Economic job opportunities for minorities	4.00	50%	50%	7.00	4.78

N=9 *Based upon median of panel

EVENT EVALUATION

The following is an analysis of the ten events selected by the nominal group. It includes analysis of the combined work of individual group members. Graphs depicting the maximum, median and minimum probability of each event at five years and ten years were prepared with descriptive text. In addition, the projected year of the probability of the event first exceeding zero is included. Using a range from 0 (low) to 10 (high), the average positive or negative impact of the event would have on the issue was determined.

1. MANDATED POLICE SUBSTATIONS



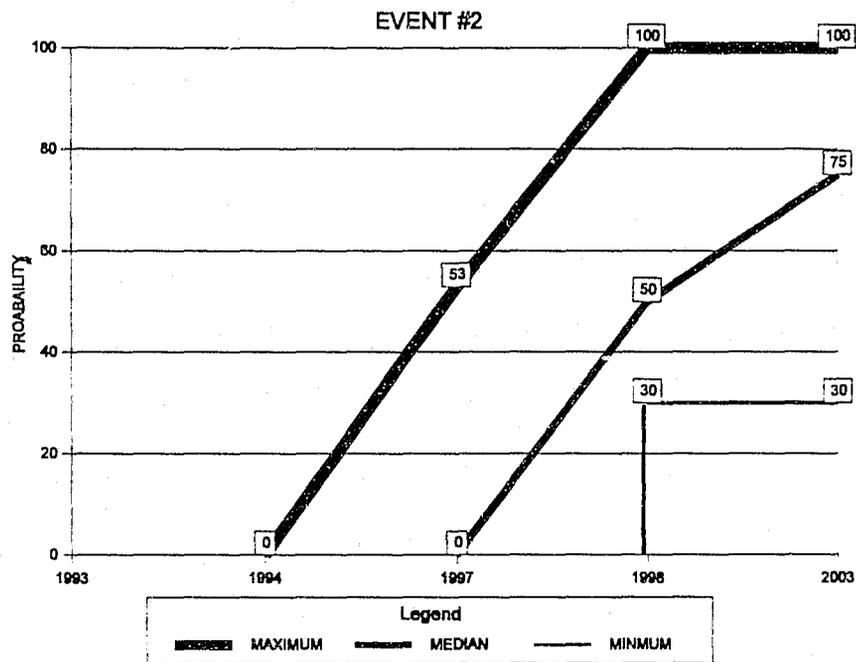
- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.

- b. The average positive impact for this event if it were to occur was 7.67 (range 0-10).
- c. The average negative impact for this event if it were to occur was 2.11 (range 0-10).

PANEL DISCUSSION

The panel discussion focused on the need for the police to get close to the community it serves. By getting closer to the community, the panel felt some current barriers between various groups in the community could be bridged. Mandated substations would provide the method to accomplish this.

2. MANDATED PARTNERSHIPS



- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.

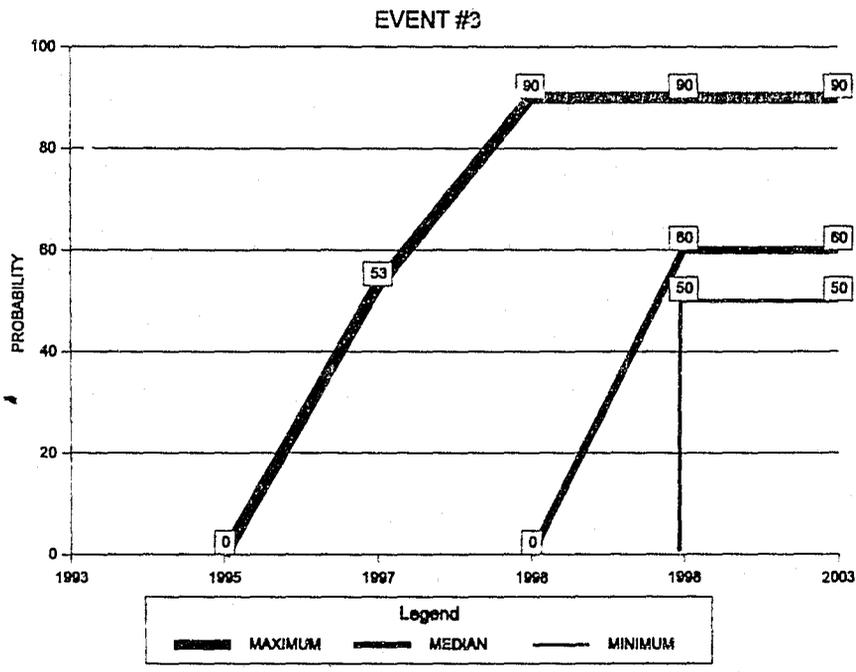
- b. The average positive impact for this event if it were to occur was 8.11 (range 0-10).
- c. The average negative impact for this event if it were to occur was 3.44 (range 0-10).

PANEL DISCUSSION

The panel discussion focused on the far-reaching impact on the various bureaucracies refusing to give up power for the good of everyone. Mandated partnerships would overcome this resistance.

If this event occurred it would impact positively on, partnerships.

3. PUBLIC/PRIVATE PARTNERSHIPS FOR FUNDING OF INTERNSHIP/LEADERSHIP PROGRAMS



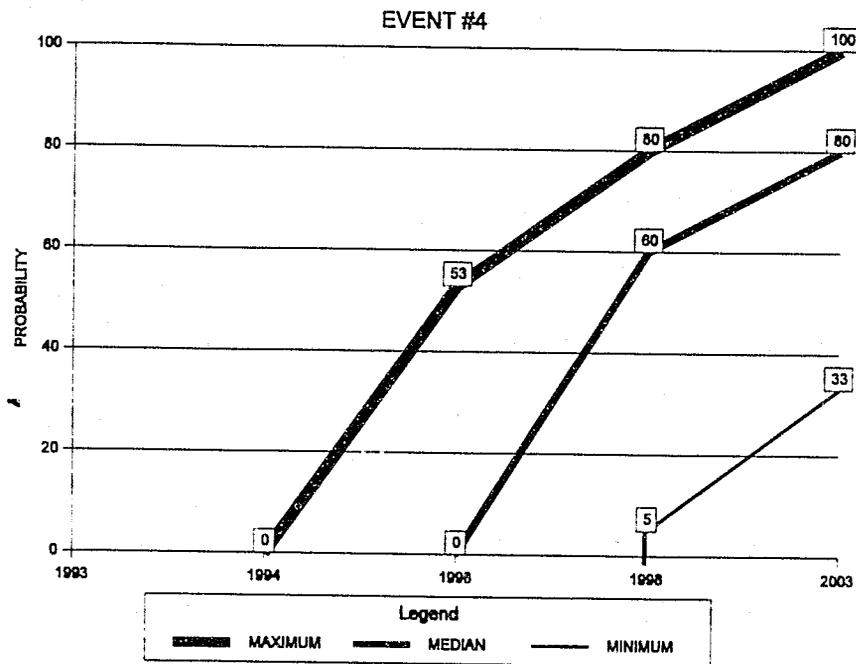
- a. The median projected year that the probability this event occurring and exceeding zero was 5 years.
- b. The average positive impact for this event if it were to occur was 7.00 (range 0-10).

- c. The average negative impact for this event if it were to occur was 2.89 (range 0-10).

PANEL DISCUSSION

The panel felt that the current trends in loss of revenues coupled with the need to assimilate minorities into law enforcement, would necessitate forming public/private partnerships to accomplish this goal.

4. POLICE BECOME MORE SENSITIVE TO THE COMMUNITY THEY SERVE

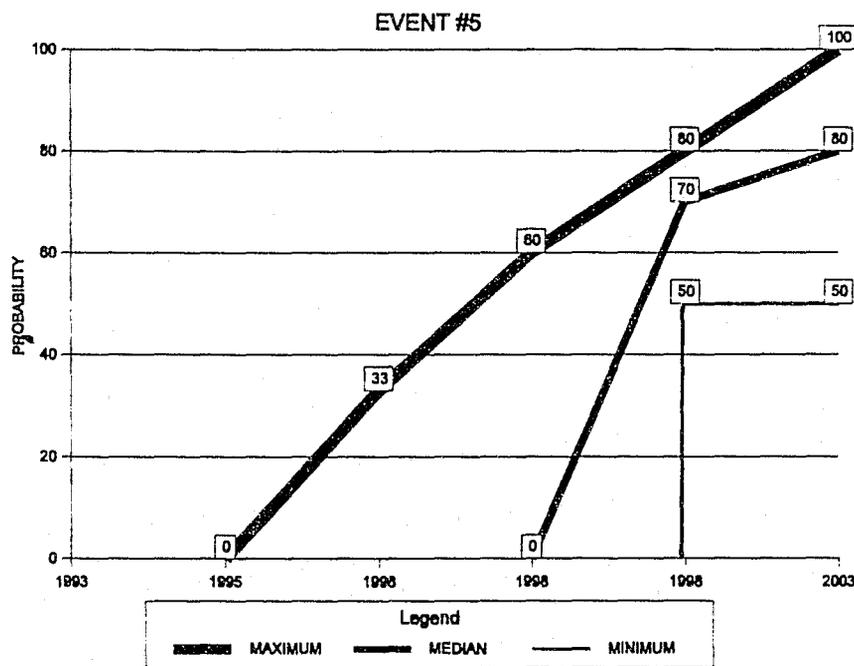


- a. The median projected year that the probability of this event occurring and exceeding zero was 5 years.
- b. The average positive impact for this event if it were to occur was 9.56 (range 0-10).
- c. The average negative impact for this event if it were to occur was 2.44 (range 0-10).

PANEL DISCUSSION

The panel felt that law enforcement is moving towards becoming more sensitive to the community they serve. It was also the opinion of the panel that they have a long way to go to accomplish this in any measurable way. The panel pointed out very few law enforcement agencies have been successful in reaching out to the refugee communities. They see community policing as one way to accomplish this goal.

5. GRANT FUNDING FOR COMMUNITY POLICING



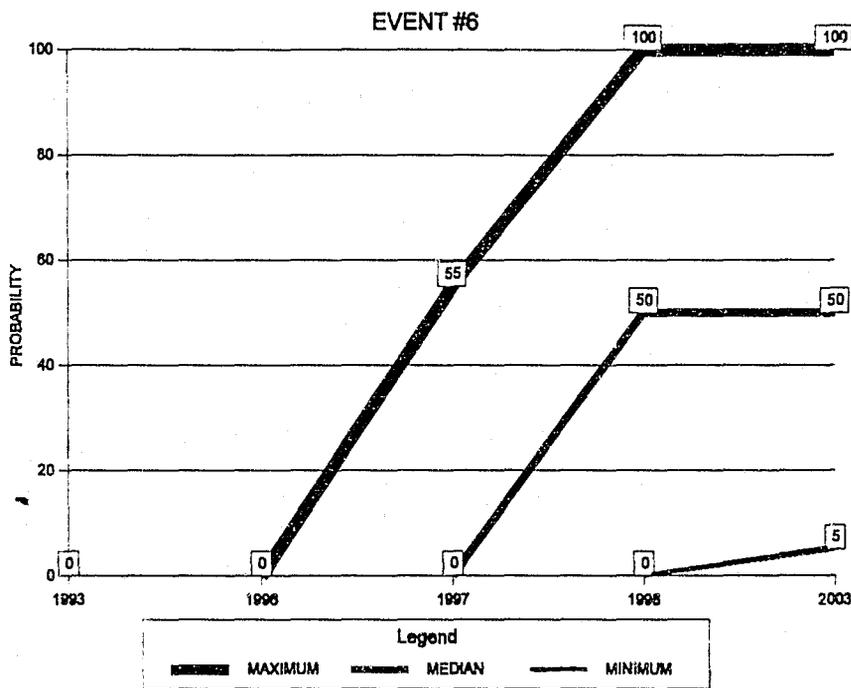
- The median projected year that the probability of this event occurring and exceeding zero was 3 years.
- The average positive impact for this event if it were to occur was 8.22 (range 0- 10).

- c. The average negative impact for this event if it were to occur was 2.79 (range 0-10).

PANEL DISCUSSION

The panel felt the trend is that more and more law enforcement agencies are moving towards a community policing philosophy. This event as forecasted sees grant funding will expedite the process.

6. MANDATED EVALUATION OF SOCIAL SERVICE PROGRAMS

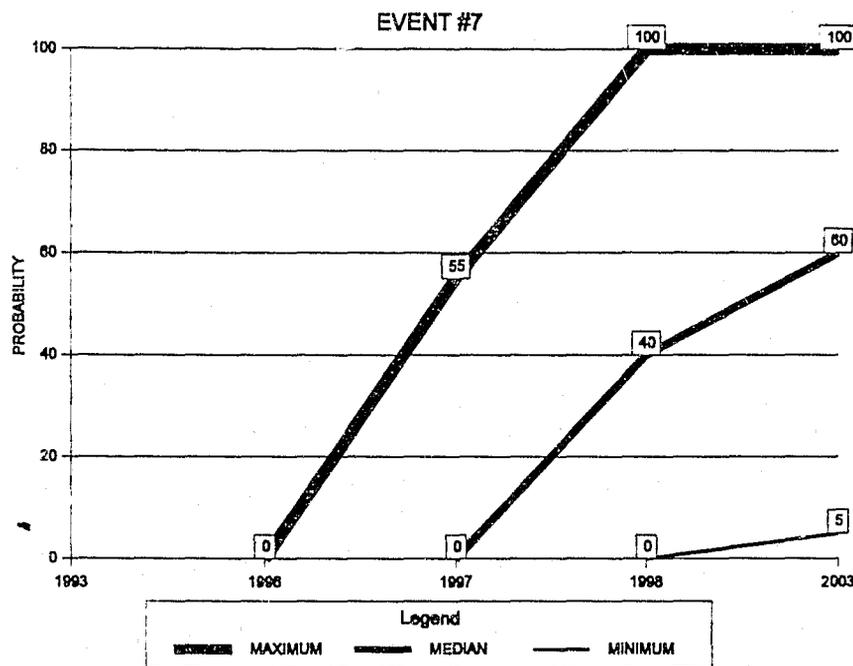


- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- b. The average positive impact for this event if it were to occur was 6.33 (Range 0-10).
- c. The average negative impact for this event if it were to occur was 3.33 (range 0-10).

PANEL DISCUSSION

The panel discussion on this was very limited and this author, along with others on the panel were quite surprised when it made it into the top ten events. It appears from the voting that there must be some accountability for social programs.

7. **MANDATED PARTNERSHIPS BETWEEN LAW ENFORCEMENT, SOCIAL SERVICES, HEALTH, EDUCATION, HOUSING AND BUSINESS.**

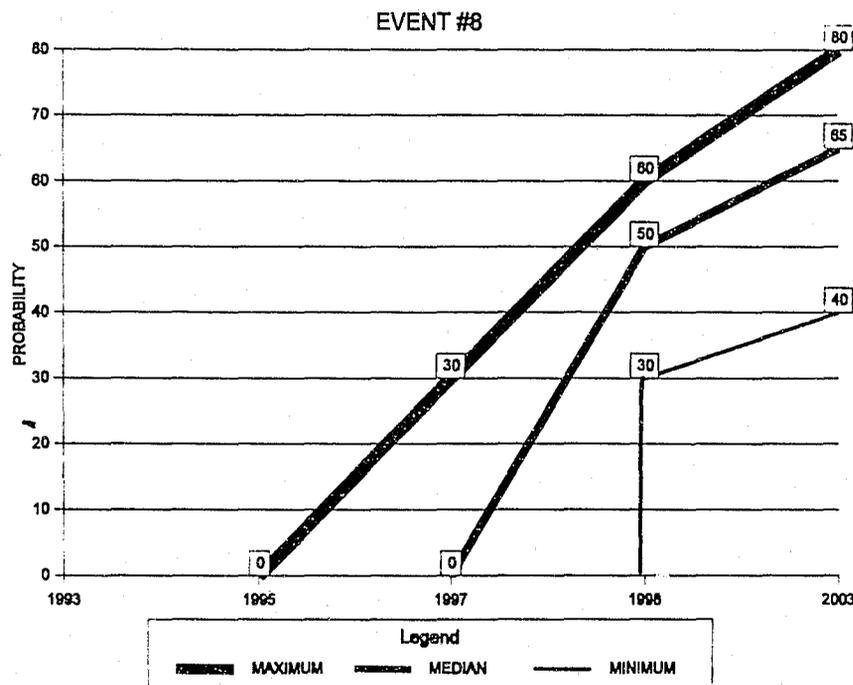


- The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- The average positive impact for this event if it were to occur was 6.00 (range 0-10).
- The average negative impact for this event if it were to occur was 3.33 (range 0-10).

PANEL DISCUSSION

There was an interesting discussion about this event. The panelist who offered it found that others in the room supported the idea, citing that many times the bureaucracy of the various organization will not let their organization participate in partnerships.

8. POSITIVE SHIFT OF LOCAL GOVERNMENT RECOGNIZING COMMUNITY LEADERS

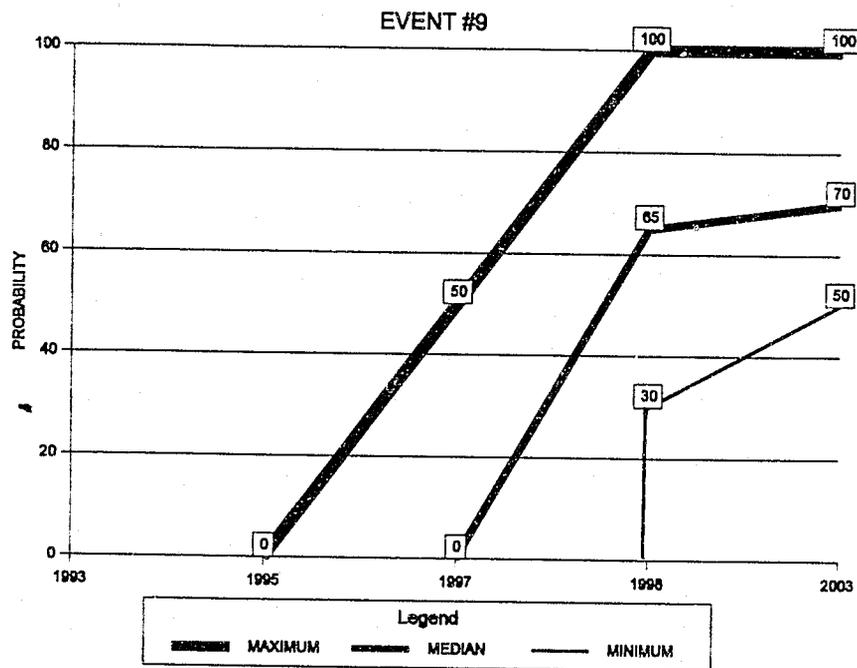


- The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- The average positive impact for this event if it were to occur was 5.78 (range 0-10).
- The average negative impact for this event if it were to occur was 1.89 (range 0-10).

PANEL DISCUSSION

The panel discussion focused on the need to have government recognize both vocal leaders in the community as well as those grassroots organizers. If this event was to occur it would impact the issue in a positive manner. The panel felt there is a current lack of recognition of community members who would be critical members of future partnerships.

9. MANDATORY HIRING OF MINORITY OFFICERS

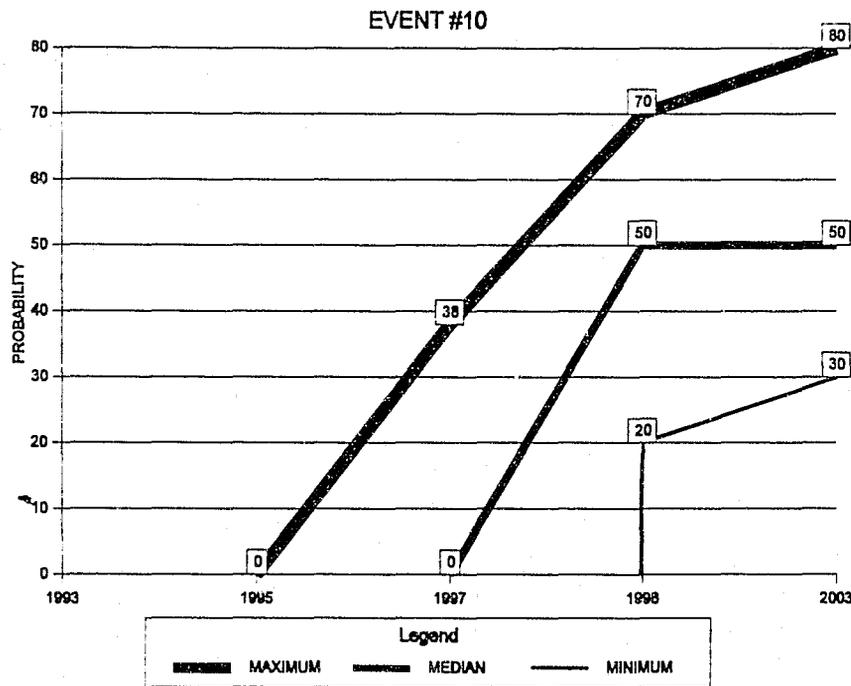


- The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- The average positive impact for this event if it were to occur was 5.89 (range 0-10).
- The average negative impact for this event if it were to occur was 5.44 (range 0-10).

PANEL DISCUSSION

In discussion the panel felt current hiring methods have not produced the needed assimilation of minority community members into law enforcement. This will cause mandated hiring programs in the future to meet these needs.

10. ECONOMIC OPPORTUNITIES FOR MINORITIES



- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- b. The average positive impact for this event if it were to occur was 7.00 (range 0-10).
- c. The average negative impact for this event if it were to occur was 4.78 (range 0-10).

PANEL DISCUSSION

In discussion the panel felt this could have a positive impact on the issue but, felt it would take tremendous economic reversal to occur.

TREND NOMINATION AND EVALUATION WORK BY PANEL MEMBERS

At the beginning of this portion of the nominal group technique exercise, the panel members were asked the following questions:

What "trends" will effect the role of law enforcement in community partnerships by the year 2003?

Clarification was provided as to the meaning of a trend, in contrast to an event. The panel was then asked to work as individuals to nominate trends. Since anonymity had been requested it was again afford to the participants, as their individual lists of proposed trends were collected and listed for the entire panel to see.

This was followed by each trend being read aloud while the group was asked to help clarify ambiguities. Various trends were combined and a total of twenty-seven trends were nominated (Appendix D).

Panel members were given cards to vote on their ten trends. This resulted in ties which was followed by another round of voting for selection of the following top ten trends:

- 1. Level of openness and willingness of sharing information.**

The panel felt sharing of information was critical to the issue, without which the

establishment of partnerships would be adversely affected. There was mention to government support for the "Information Highway" which would support partnerships.

2. Level of cultural/sensitivity awareness training.

The panel felt cultural sensitivity was an important part of bridging communications between partners. They acknowledged that there has been an improvement but much more is needed.

3. Level of performance based funding.

The panel felt the current trend of revenue short falls will not be reversed. The panel felt performance based budgeting would force programs to produce if they are to survive.

4. Level of corporate/social responsibility.

The panel cited several recent instances where corporate America is taking more responsibility for society. This new social conscious should serve well in forming public/private partnerships.

5. Community demanding police/community partnerships.

The panel recognized the growing concern of various communities within the community who want to be included in planning for community response to problems.

6. Development of leadership programs for economically and socially disadvantaged.

The panel described several leadership programs designed to develop future leaders, however, these programs cost participants and thus limits the participation of economically and socially disadvantaged residents of the community.

7. Changing values and ethics.

The panel felt that the changing values and ethic of contributed to the tolerance of

conditions which contribute to the denigration of the entire community.

8. Level of acceptance of violence by society.

The panel felt that the acceptance or rejection of violence will result in positive (i.e. Neighborhood Watch) or negative response (i.e. refusal to participate as witness in crime).

9. Level of Community Policing.

The panel felt that the police need to become part of the community and not just an occupying army. They saw community policing as a method law enforcement can use to bring them closer.

10. Level of available new funding sources.

The panel recognized that state and local funding sources are being cut. They saw possibility of federal funding for some programs, but private funding sources could benefit problems identified by community partnerships.

The panel was next referred to their information packets and asked to use The Policy Analysis Company "Trend Evaluation Form". Using this form, the panel was asked to work as individuals to provide additional information.

To start, the panel was told to assume that 100 represents the status of each of the top ten trends "today", meaning November 1993. In the following order, the panel was requested to assign a numeric value to the status of each trend five years ago, (1985) and a numeric value for the trend "five years from now" (1998) and "ten years from now"(2003). **Table 2** is the median for the

scores the panel members assigned to this instrument.

This information was collect and the panel members were thanked for their participation.

TABLE 2

TREND EVALUATION

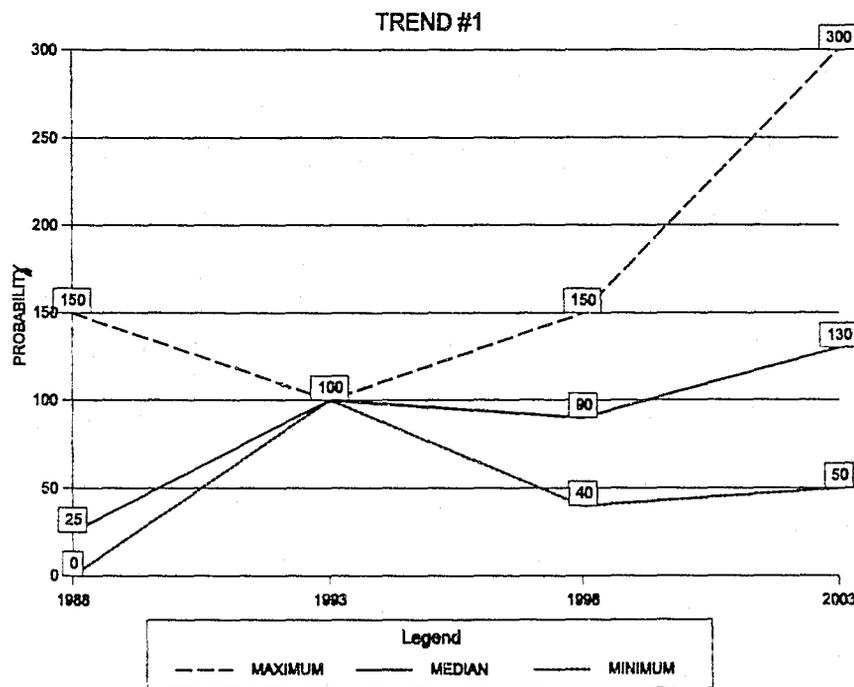
TREND STATEMENT	LEVEL OF TREND-PANEL MEDIANS TODAY=100			
	5 YEARS AGO (1988)	TODAY (1993)	5 YEARS FROM NOW (1998)	10 YEARS FROM NOW (2003)
1. Level of openness and willingness of sharing information	25	100	90	130
2. Level of cultural/sensitivity awareness training	30	100	150	160
3. Level of performance based funding	10	100	100	120
4. Level of corporate social responsibility.	25	100	110	120
5. Community demanding police/community partnerships.	10	100	125	150
6. Development of leadership programs for economically and socially disadvantaged	2	100	120	150
7. Changing values and ethics	50	100	100	150
8. Level of acceptance of violence	40	100	100	150
9. Level of community policing	10	100	125	150
10. Level of available new funding sources	50	100	100	120

N=9

TREND EVALUATION

Following is an analysis of the ten trends selected by the nominal group. It also includes analysis of the combined work of individual group members. Each trend has a graph depicting a trend level scale starting with zero was used for the projection of the trend occurring five years ago, five years in the future, ten years in the future and the maximum, median and minimum for each increment as projected by the nominal group panel.

1. LEVEL OF OPENNESS AND WILLINGNESS OF SHARING INFORMATION



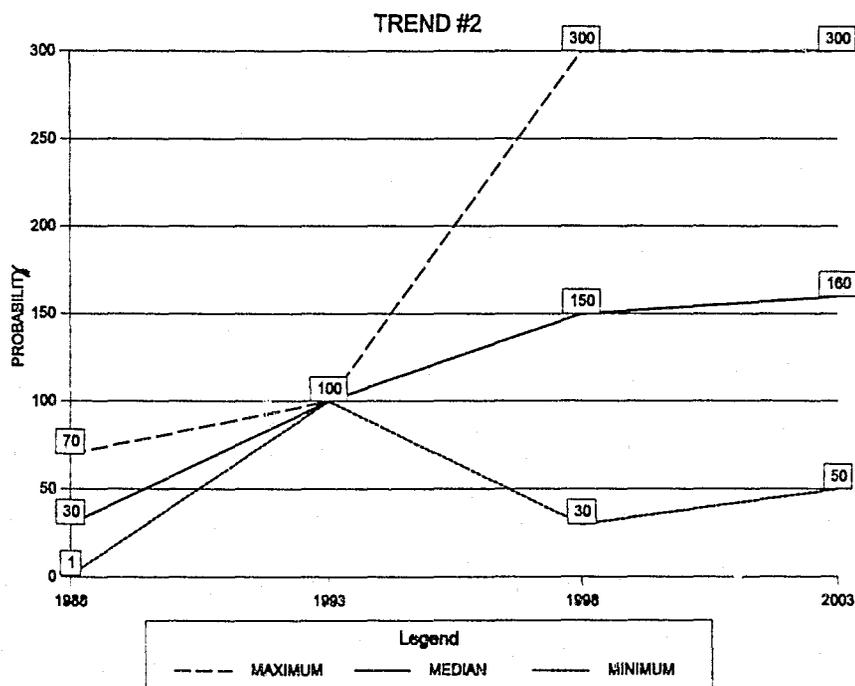
- a. The median probability of this trend five years ago was 0 with 1993 set at 100.
- b. The median probability for this trend continuing in five years was 90.

c. The median probability for this trend continuing in ten years was 130.

PANEL DISCUSSION

The panel during their discussion found that openness and willingness of agencies, both law enforcement and social services agencies, have improved in the past five years. They see this trend continuing as reflected in the median response for ten years from 1993. They further spoke of the emphasis on the information highway and how this may contribute to a free flow of information in the future.

2. LEVEL OF CULTURAL/SENSITIVITY AWARENESS TRAINING



a. The median probability of this trend five years ago was 30 with 1993 set at 100.

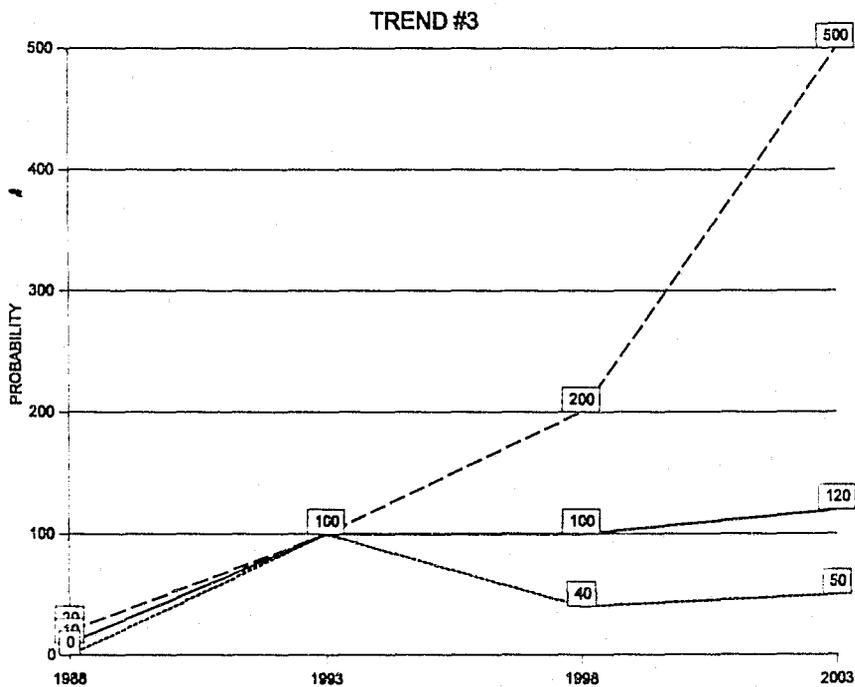
b. The median probability of this trend continuing in five years was 150.

c. The median probability for this trend continuing in ten years was 160.

PANEL DISCUSSION

The panel discussed that more and more emphasis is being placed on understanding the diverse cultures of the state of California by all segments of society. The panel spoke of the increasing change in demographics and how both private and public agencies have created diversity programs. These programs are designed to break down both cultural and communication barriers.

**3. PUBLIC/PRIVATE PARTNERSHIPS FOR FUNDING OF
INTERNSHIP/LEADERSHIP PROGRAMS**



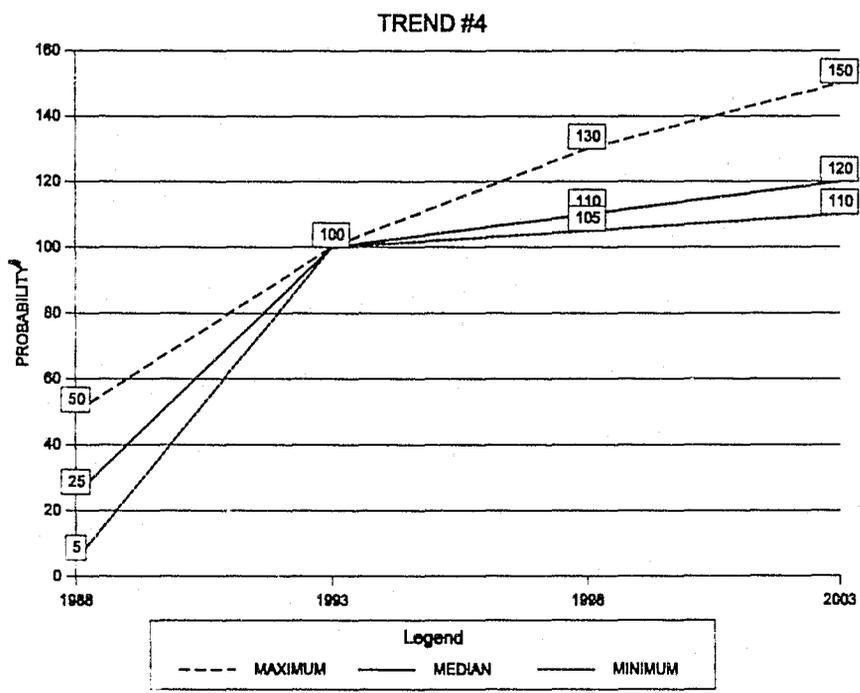
a. The median probability of this trend five years ago was 10 with 1993 set at 100.

- b. The median probability of this trend continuing in five years was 100.
- c. The median probability of this trend continuing in ten years was 120.

PANEL DISCUSSION

The panel felt that the current trends in the loss of revenues coupled with the need to assimilate minorities into law enforcement, would necessitate forming public/private partnerships. Of interest was a discussion that these partnerships should included person in the community that are not interested in law enforcement but to be involved in community activities in general.

4. LEVEL OF CORPORATE SOCIAL RESPONSIBILITY



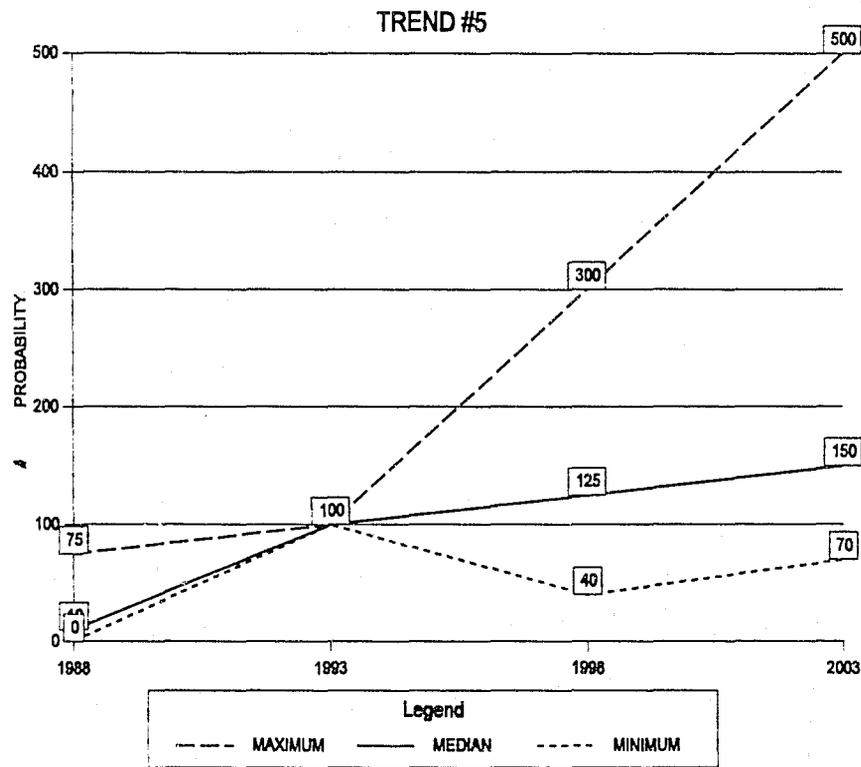
- a. The median probability of this trend five years ago was 25 with 1993 set at 100.
- b. The median probability of this trend continuing in five years was 110.

c. The median probability of this trend continuing in ten years was 120.

PANEL DISCUSSION

The panel discussed that many of today's corporations are showing in their actions and deeds they have some social responsibility. It was consensus opinion that this trend would continue. This projection would be adversely effected by a poor economic future.

5. COMMUNITIES DEMANDING POLICE COMMUNITY PARTNERSHIPS

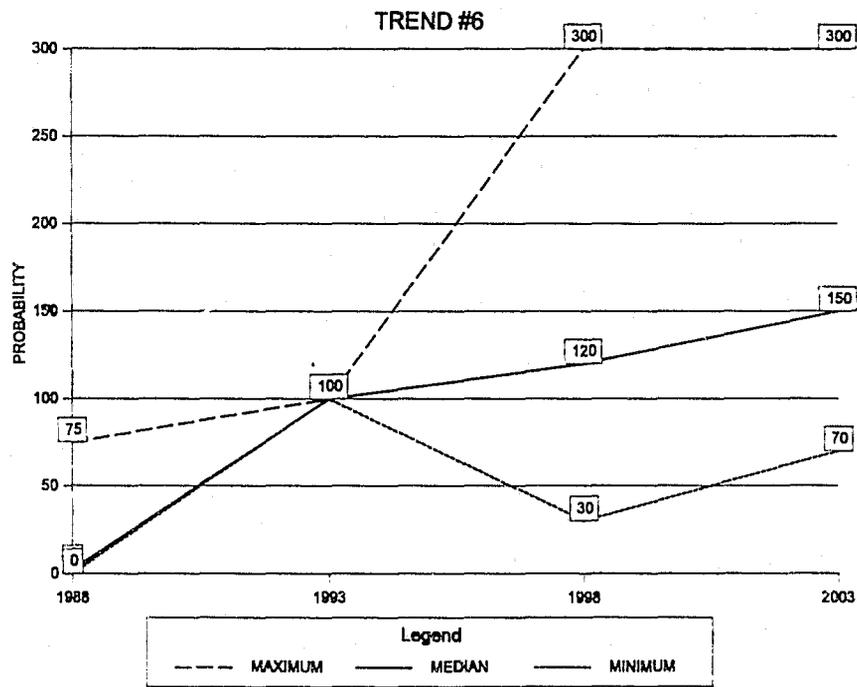


- a. The median probability of this trend five years ago was 10 with 1993 set at 100.
- b. The median probability of this trend continuing in five years was 125.
- c. The median probability of this trend continuing in ten years was 150.

PANEL DISCUSSION

The panel during discussion found that communities in greater numbers are turning to law enforcement to enter into partnerships of various types to improve the quality of life in their communities. Some examples cited were School Resource Officers (Gang and Drug Education programs), Downtown Revitalization Program (Improving appearance of downtown area) and Volunteers in Police Service (volunteers who complete non-emergency police activities).

6. DEVELOPMENT OF LEADERSHIP PROGRAMS FOR ECONOMICALLY/SOCIALLY DISADVANTAGED

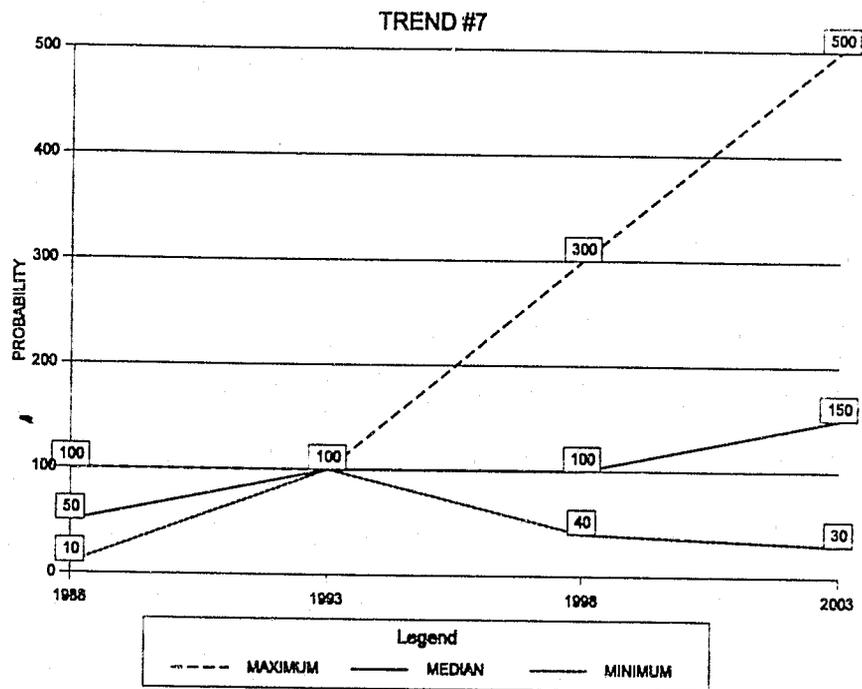


- The median probability for this trend five years ago was 0 with 1993 set at 100.
- The median probability for this trend continuing in five years was 120.
- The median probability for this trend continuing in ten years was 150.

PANEL DISCUSSION

The panel discussion focused on the need to develop the disadvantaged youth providing them programs to develop their leadership skills. It was the consensus of the panel, if programs are not formed society will lose another generation. It was the opinion of the panel that society had lost a generation and this would be one more.

7. SOCIETY'S CHANGING VALUES AND ETHICS

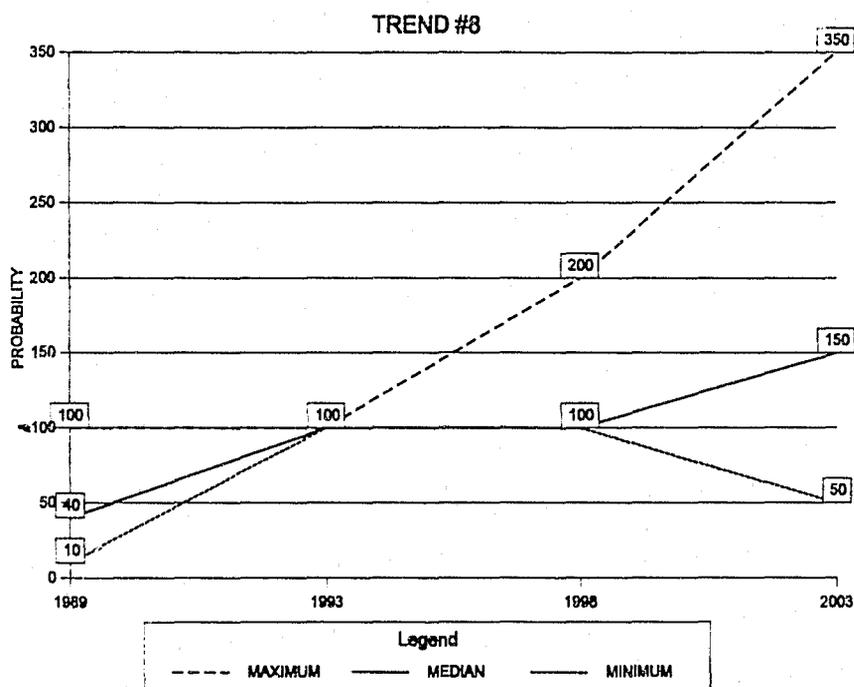


- a. The median probability of this trend five years ago was 50 with 1993 set at 100.
- b. The median probability of this trend continuing in five years was 100.
- c.. The median probability of this trend continuing in ten years was 150.

PANEL DISCUSSION

The panel identified this as a major trend. Major emphasis was placed on the changing values and the impact this will have in the future if they are left not addressed. It was of interest that one panel member a recent immigrant to the United States felt that the lack of prayer in schools have impact societies values and ethics.

8. LEVEL OF ACCEPTANCE OF VIOLENCE IN SOCIETY

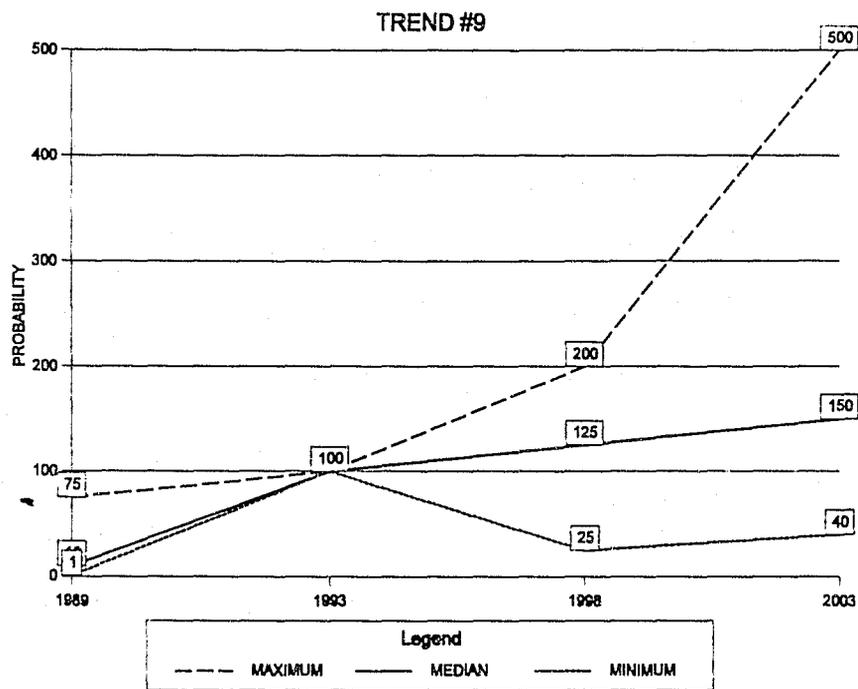


- a. The median probability of this trend five years ago was 40 with 1993 set at 100.
- b. The median probability of this trend continuing in five years was 100.
- c. The median probability for this trend continuing in ten years was 150.

PANEL DISCUSSION

The panel discussion focused on the way violence is currently being accepted and played out by society in general. There was mention that television and movie violence has anesthetized society to violence.

9. LEVEL OF COMMUNITY POLICING



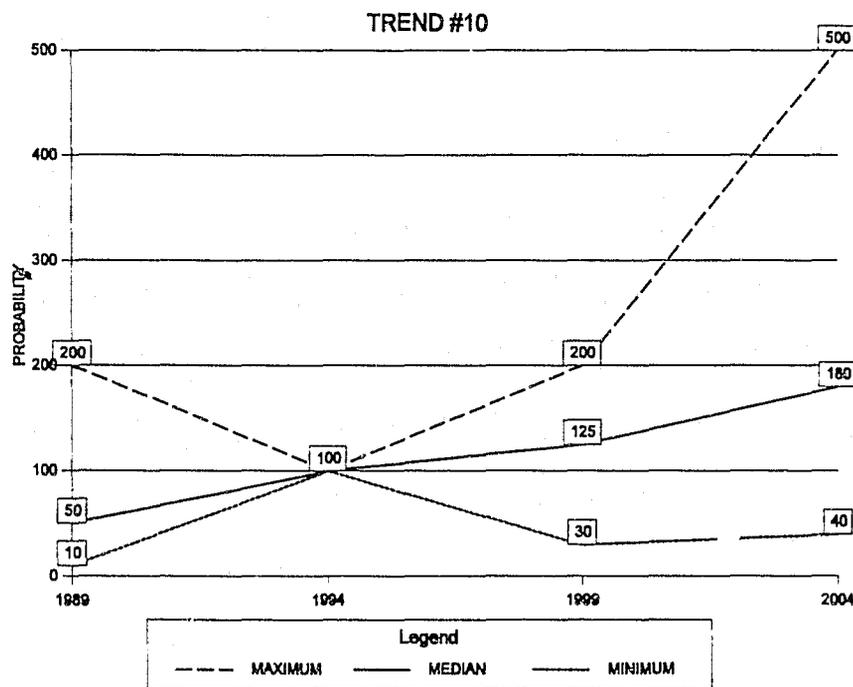
- The median probability of this trend five years ago was 10 with 1993 set at 100.
- The median probability of the trend continuing in five years was 125.
- The median probability for this trend continuing in ten years was 150.

PANEL DISCUSSION

The panel discussed the current trend of law enforcement looking to the community policing philosophy as a way to deal with problems not impacted by traditional law enforcement methods.

It was important to the panel that law enforcement continue to look to the communities they serve and develop cooperative efforts to impact crime. There was much discussion for the need to have law enforcement take the lead in facilitating other organizations in developing cooperative partnership efforts.

10. LEVEL OF AVAILABLE AND NEW FUNDING SOURCES TO SUPPORT PARTNERSHIPS



- a. The median probability of this trend five years ago was 50 with 1993 set at 100.
- b. The median probability of this trend continuing in five years was 100.

c. The median probability for this trend continuing in ten years was 120.

PANEL DISCUSSION

This was by far one of the most interesting trends identified by the panel. There was much discussion about the future economic times and how this may have a tremendous effect on the formation of community partnerships. Everyone agreed that hard times and loss of future revenue is here to stay, but, on the other hand, hard economic times would bring about a level of open mindedness which is needed to create non-traditional partnerships to benefit all concerned.

CROSS IMPACT ANALYSIS

Following a review of the NGT panel's results, the author used cross-impact analysis to determine the individual and cumulative change that events would have on the median probabilities of the other events, and the affect of events on other events. As a forecast technique, a cross-impact analysis can provide information useful in the analysis of alternative futures (scenarios).

Table 3 is a matrix which depicts the event to event cross-impact analysis. The listed events are those selected by the NGT panel. This analysis was undertaken to consider (1) how the probability of other events will be affected if an event does occur, and (2) how the occurrence of other events will affect the probability of the same event. The change can be neutral, positive, or negative.

TABLE 3

EVENT TO EVENT CROSS IMPACT

EVENT	Median probability	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Cross-impact Probability
1. Mandated neighborhood police substations	80%	x	5	1	4	6	0	5	0	2	2	98%
2. Mandated partnerships	75%	5	x	6	5	9	0	0	2	3	4	99%
3. Public/private partnerships for funding of leadership programs	60%	4	2	X	0	1	0	4	2	9	8	80%
4. Police become more sensitive to community they serve	80%	6	3	4	X	1	0	7	1	3	4	99%
5. Grant funding for community policing	80%	7	7	1	0	X	0	5	0	5	4	100%
6. Mandated evaluation of social service programs	50%	0	0	0	0	0	X	6	0	0	0	54%
7. Mandated partnerships between law enforcement, social services, health, education housing and business	60%	8	10	6	1	5	5	X	2	5	6	93%
8. Positive shift of local government recognizing community leaders	65%	2	4	2	3	0	0	2	X	2	1	76%
9. Mandatory hiring of minority officers	70%	2	3	9	6	4	0	5	2	X	10	97%
10. Economic job opportunities for minorities	50%	2	2	6	4	2	0	5	0	-5	X	61%

N=9

The NGT panel's median probability for each event is reflected in the second column and the final probability after the Cross-Impact of each event is reflected in the last column on the right.

The numbers displayed in each cell represents the positive, negative or neutral impact an event might have on the probability of another event occurring. This method of determining this probability was provided by the Policy Analysis Company of Washington, D.C.. In determining what numeric designator should appear in each cell, the author along with two NGT panel members. Captain Ralph Womack and Lieutenant Mark Herder, made a collective subjective judgement on how each event would impact another. This analysis was accomplished by verbally discussing each event with its definition and discussion as to how each individual event would impact each other, a numeric number indicating either a positive, negative or neutral impact was placed in each cell. After all cells where completed a final cross-impact probability was generated by the computer program.

FUTURE SCENARIOS

Three alternative future scenarios have been produced as a way to better understand the impact and affect major developments may have on the issue of the future role of law enforcement in community partnerships. This effort will contribute to policy formulation and a better understanding of the affect various actions may have on the management and development of this issue.

With the ten cross impact events provided by the nominal group members, alternative scenarios were obtained through the use of SIGMA, a software program. The SIGMA program generated forty calendars of alternative event sequences over a ten-year span from 1993 through 2003.

SIGMA generates different calendars through the introduction of alternative "seed" numbers.

The events were entered with their title and information derived from the results of the nominal group technique and the delphi forecast results. This included their final probability as a result of cross-impact analysis, their positive and negative impact on the issue, and a consensus level (which reflect the level of agreement by the panel).

A review of the forty calendars revealed what could be thought of as different scenario families.

One family followed a sort of likely path, with events reasonably anticipated to occur following a sort of "logical" path of progression. "Logical" here, of course, is not to be construed in its classical sense, but instead reflects more the author's perception of a sort of stage dependent sequence of events. Another family reflected a combination of sequential and closely grouped major events, which would be highly disruptive to the ability of law enforcement to engage in

sustained current trends related to community partnership efforts. Another family placed at the beginning of the calendar a series of events desirable to the development of the expanded role for law enforcement in community partnerships, but near the end introduce events that would significantly disrupt this favorable progression.

Three calendars were selected for the writing of the different scenarios. The first is a demonstration scenario that is written in a normative mode. The demonstration scenario plays out a favorable outcome for the role of the police in both traditional and non-traditional community partnerships. In the first scenario, all ten events were considered and seven were used, with a SIGMA program calendar providing the skeleton for scenario development. In the other scenarios, only the events provided by the SIGMA calendars were used. The second is a driving force scenario which is written in an exploratory manner playing out the effects of various potentially disruptive events on the issue. The last will be a system change scenario that will deal with the "what if" of a major change such as an other Rodney King incident.

Three scenarios were selected as a means to better understand how the future role of law enforcement in community partnerships will succeed, fail, change or disappear if the various events they contain occur. In presenting these scenarios, the author's objective trends (not ranked in the top ten by the nominal group members) will serve as a useful backdrop in these "future histories", these include: Level of gated communities and new immigration laws opening/limiting new immigrants entry to California.

Each scenario is presented as if it were a magazine article depicting the occurrences over the last ten years from 2003 back to 1993. Prior to each scenario is an iteration of the various event calendars produced by the SIGMA computer program.

SIGMA ITERATIONS

SCENARIO #1

1. Jan. 1995 E-5 Grant funding for community policing
2. Aug. 1995 E-8 Positive shift of government recognizing community leaders
3. Aug. 1995 E-7 Mandated partnerships among law enforcement, social services, education, health, housing and business community
4. Jan. 1996 E-4 Police become sensitive to the community they serve
5. Jan. 1997 E-10 Economic job opportunities for minorities
6. Feb. 1997 E-1 Mandated police substations
7. Aug. 1999 E-2 Mandated partnerships

SCENARIO ONE --NORMATIVE (DESIRED AND ATTAINABLE)

There is harmony throughout the city of Stockton as residents begin celebrating New Years Day, January 1, 2004. Fear of crime is at an all-time low. Segments of the community are working with the police department Community and Problem Oriented Policing teams (Trend 9) to address their area's problems.

In August, 1999, the State legislature mandated the formation of community partnerships (Event 2), after a successful program in Stockton, California. This was brought about by the high cost of protection from crime to the residents of California (Trend 10). Crime had risen 65% since 1993. Public outcry expressed by massive demonstrations demanded better police service, specifically Neighborhood Police Substations (Event #1), and that police department's personnel reflect the ethnic makeup of the community they serve (Event 9) and that the police department involve the community in the decision process (Event 4 & Trend 5). The Stockton Police department recognized the need to take action .

In August of 1995, Chief Ed appointed a subcommittee consisting of representatives from each ethnic group, schools, health, social services, businesses, low middle and high income neighborhoods and the police department (Event 7 & 8). Initially, members of the subcommittee blamed each other for the crime problems. The police department took the brunt of the criticism. After the first meeting, differences were put aside. The subcommittee began to address the issue of crime and contributing factors of mutual concern.

After months of working together, the subcommittee, with the support of Chief Ed, formed a citywide Community Advisory Board on Police/Community Issues (Event 4 & 8). The City Council approved. In January 1996, the Sub-Committee met with school officials, neighborhood organization leaders, business representatives and Chief Ed to discuss the role each would play in various non-traditional partnerships. For the first time ever, all parties had reached a written agreement to form a partnership that would cut through the bureaucratic red tape that hampered

earlier efforts to address the community needs.

In August 1996, the subcommittee recognized the police department's inability to fund crime prevention programs requested by the subcommittee. The Business Committee members approached the Business and Developers Association who agreed to supplement the Crime Prevention Unit's yearly budget to help provide adequate staffing, materials and supplies (Trend 4 & 10).

In January 1997, Community meetings, rallies, and safety fairs were held throughout the city to provide crime prevention information and services (Trend 9). In conjunction job fairs ran simultaneously. The police Department Recruiting team and local businesses with possible jobs for minorities were present (Event 9&10).

In February 1997, the police department in partnership with several local Realtors opened two neighborhood police substations (Event 1 & Trend 4). This unified partnership effort resulted in reducing serious crimes by 13% in 1998, 17% in 1999, and 18% in the year 2000.

The subcommittee continues to represent the community in advisory capacity to the police department. The department continues to participate at community meetings, rallies and safety fairs. The department is open to recommendations from the subcommittee on the needs of the community. The police are dedicated to working with the community in unified partnership to facilitate development of partnerships that address areas of mutual concern, which will continue

to contribute to the quality of life in the city.

SIGMA ITERATIONS

SCENARIO #2

1. Jan. 1995 E-5 Grant funding for community policing
2. Feb. 1995 E-9 Mandatory hiring of minority officers
3. Mar. 1997 E-4 Police become sensitive to the community they serve
4. Jan. 2001 E-7 Mandated partnerships among law enforcement, social services, education, health, housing and business community

SCENARIO TWO-NOMINAL (MOST LIKELY)

When Proposition 13 passed over 27 years ago, opponents voiced fears that essential services would be cut as tax base shrunk (Trend 10). Although there was no immediate effect, it had been evident that the future for government spending presented a dim picture for the State Legislature. The turbulent nineties had forced cuts in many state institutions following the disastrous destructive racial/ethnic riots that occurred after four white police officers were found innocent of charges of beating a Black man by the name of Rodney King. This along with the closure of military bases took a massive chunk of the revenue from the State of California (Trend 10). In 1995, the Stockton Police Department received a Federal Hiring Supplement Grant to hire seventeen officers. The grant paid 60% and the City paid 40% of the officers salary (Event #5 and Trend #9). A vocal group of citizens demanded and the City Council agreed 50% of all new

officers hired for the grant would be minorities (Event #9). In 1999, The Federal grant came to an end. The City of Stockton was unable to fund all of the position and had to layoff seven officers.

The recession had ended in 2000 and building and growth was again underway in many inner city areas, However, incoming dollars in no way matched outgoing expenditures that had dramatically increased with the huge surge of the state's population.

In 2000, law makers reached a total impasse with the decision by the Supreme Court upholding Proposition 892, a State mandated educational initiative, which locked up a major portion of the State Budget. The State budget process had come to a grinding halt. All nonessential state services were being cut to wipe out some of the billions of dollars of red ink that had suddenly appeared on the balance sheet (Trend 10).

The Stockton City Council, anticipating the revenue short-fall, had already made some heavy decisions the week prior. It had pink-slipped one third of its labor force. The City was already having problems with phone calls from angry citizens displeas~~ed~~ with the longer waiting lines in many departments (Trend 10).

The Stockton Police Department had been predicting racial strife would occur in minority neighborhoods after rumors that welfare funding might be cut (Trend 10). The police intelligence unit had determined that a large demonstration was already planned by citizens in

front of the Department of Social Services.

The Chief of Police, like many other local police department heads, was bracing for a long hot summer with the recent revelations of budget cuts and personnel shortages. He had been instructed by the City Manager to eliminate all overtime and seek new minimum staffing levels for the department. This would impact several new sectors established through community policing (Trend 9). In addition, the Advanced Officers Training was canceled along with all future Citizen Academies that required overtime for instructors.

The Department management staff was reeling from the news that fifteen million dollars would be cut from the fiscal year 2003-2004 budget. Peace Officer Standards and Training funds for mandated training had been cut by the State. Law enforcement, and for the first time POST suddenly found itself hard-pressed to fund their recruit training, which had been paid for in the past by the State (Trend 10). The new development could not come at a worst time. It was on the heels of a new State Consent Decree mandating that 35% of all new applicants must be minorities (Event #9).

Other funding sources had to be developed for the newly structured cultural training planned by the department to deal with rising citizen complaints (Event 4 & Trend 2). This course is desperately needed to promote officer awareness due to the rapid demographic changes of the community.

SIGMA ITERATION

SCENARIO #3

1. Jan. 1995 E-5 Grant funding for community policing
2. Mar.1996 E-9 Mandatory hiring of minority officers
3. Feb. 1997 E-1 Mandated neighborhood substations
4. Aug.1997 E-2 Mandatory partnerships
5. Jan. 2003 E-4 Police become sensitive to the community they serve

SCENARIO THREE--HYPOTHETICAL (WORST CASE)

As we enter the year 2003, Stockton's population has reached 500,000. This is nearly a 100% increase over 1993. The City is dominated by private neighborhoods protected by private security. In the early 1990's, the demands for police services rose. Serious crimes, particularly violent crimes were reaching epidemic proportions. Special interest groups including the various ethnic communities demand better police service from the Stockton Police Department. They exerted pressure on the Chief of Police to put more minority officers on the street (Event 9 & Trend 9). This resulted in the disbanding of the Crime Prevention Unit in 1995 so sworn personnel could be reallocated to patrol services (Trend 10). The community was enraged and demanded the reinstatement of the unit. Their efforts failed. They then demanded the resignation of the Chief of Police and petitioned to recall Council members who supported the Chief's

decision. These efforts were also unsuccessful.

In January, 1995, the Department received a Federal Grant for funding of 10 new officers for three years to assist in the community policing effort (Event 5).

The special interest groups continued to pressure the Council to reinstate the Crime Prevention Unit. After two years, the City Council realized the political and social necessity of appeasing these groups. As a result, a special tax initiative was put on the June 1997 ballot to fund the Crime Prevention Unit (Trend 10). The initiative was defeated. Immediately after its defeat a new initiative was placed on the ballot requiring mandatory partnerships with the police and the establishment of neighborhood substations (Event 1 & 2). This initiative passed by a small margin.

Neighborhood associations throughout the city demanded a decrease in the response time to calls for services (Trend 3). Though additional officers were put on the street through community policing grants (Trend 9), the response times continued to increase.

In July of 1998, when funding for the Federal Hiring Grant ended, the City was unable to find the funding source for the 10 officers hired. As a result the 10 officers were laid off.

In August of 1998, the Stonewood Neighborhood Association petitioned the City Council to declare their streets private property. Meet and confer sessions were held with the District

Councilperson, Chief of Police, City Attorney, City Street Department, and the Association representatives. In February, the streets were declared private property. The Stonewood neighborhood isolated itself by fencing its boundaries. Twenty-four hour security services were hired (Objective Trend-Gated community).

Other neighborhood associations met with Stonewood Neighborhood Association representatives. As a result, ten other neighborhood associations petitioned the City Council to declare their streets private property. The petitions were successful, and each neighborhood followed the practice of Stonewood.

From 1999 to 2003, the crime level took a minimal decrease. Calls for services throughout the City were less because the Police Department did not respond to private neighborhoods except major felony crimes. However, other major problems had developed. Severe traffic problems existed because major traffic jams and a 125% increase in traffic accidents on public streets.

In 2003, recognizing that cultural awareness was important to properly understand the needs of the community a cultural awareness program was instituted.

As the year 2003 begins, the outlook is bleak. There has been an increase in the number of businesses and houses put up for sale. Property values were down in a state where property prices were on the increase. The police department realized it had reacted too slowly to the changing society it served.

CONCLUSIONS OF FUTURE STUDY

Future research, as has been conducted in this exercise, is a very useful tool for exploring the many events and trends that act on the role of law enforcement in future community partnership efforts. The use of an NGT that identified such events and trends was very useful. The participants demonstrated insight and appreciation for law enforcement's current roles. The panel's own identification of what their potential future roles will be in non-traditional partnerships gave added insight.

The trends forecast were generally related to activities or dynamics currently advancing community partnerships. The events, while somewhat related, tended to identify more of the major barriers that could slow or divert the inertia revealed in the trends. The cross-impact-analysis of the events was quite interesting in that there seemed to be a cumulative leveling or balancing effect that occurred as each event acted upon the other. While some changes in event probabilities were noted, they were not dramatic. This could mean that proper management and recognition of the potential disruption of events could result in clear vision strategies and transition management plans that could realistically advance the role of law enforcement in facilitating non-traditional community partnerships. This method of future study provided a sort of stage dependent progression of research that was quite helpful in the development of future scenarios. The purposeful but fictitious act of moving through time in the future, while focused on a major issue, provided an almost tangible sense about, how best to respond to the events that could impact this issue. There was great value in the use of the nominal group technique and

delphi technique. These methods incorporated the serious thought and contribution made by the NGT panel members. The NGT panel forecasted trends and events that may affect the future of non-traditional community partnerships and what the role law enforcement may be taking.

It was not uncommon during the NGT panel discussion to hear such statements about non-traditional partnerships as: "If I had the final authority we would work with agency "X" as we are both addressing issues that cross into each others expertise." or "We tried that but found the bureaucracy of the agencies found either legal or philosophical reasons not to participate with us."

It is statements such as these that only reinforce what the NGT, cross-impact and the SIGMA program forecasted. If agencies do not voluntarily enter partnerships, mandated partnerships will come about as a natural progression. The NGT panel were fixated on the further development of partnerships. While this was not the intent of the process it dictated and narrowed the focus of the events and trends forecasted.

There is indeed great interest in law enforcement role as it relates to increasing the quality of life in their communities through non-traditional partnerships. Law enforcement will move into the future carrying some traditional baggage. The events and trends identified in this study and played out in the scenarios will necessitate superior leadership, management, and analysis of the many related issues. The role of the police will be to effectively integrate with the rest of community they serve. To accomplish this, a strategic plan has been developed and follows this

section. This plan will bring forward a strategy consistent with the desired scenario. The desired scenario concluded with community partnerships, both traditional and non-traditional as an important future solution to improving the efficiency and quality of life of communities. Law enforcement will play a major role in this future. Law enforcement will need to look to other potential non-traditional partners to accomplish their mission and to improve the quality of life of the community they serve.

The commitment by law enforcement to follow the lead of the normative scenario (#1) will result in the reduction of cost of operating in today's society. The sharing of resources of other partners will reduce the overall cost of operating. Entering partnerships will reflect the commitment of law enforcement to look outside their own organization to solve not only their problems but those of others within the community they serve.

It is obvious from the data presented that law enforcement agencies currently in various forms of community policing, are best equipped to be the advocate/activist for furthering the development of non-partnerships. Law enforcement must lead the way or suffer the consequences of being just another member of future partnerships.

PART II-STRATEGIC PLANNING AND MANAGEMENT

INTRODUCTION

In the preceding Part I, Future Study, Defining the Future, three alternative scenarios were developed. The first scenario has been selected for strategic planning and management. In Part I, this demonstration scenario, which was written in a normative mode, is further clarified in the following scenario supplement.

SCENARIO SUPPLEMENT

As previously mentioned, Scenario #1- Normative (Desired and Attainable) was selected for strategic management. The following scenario supplement describes the future, as of the year 2003, as it relates to Stockton Police Department's strategic management of the issue of community partnerships.

It is the year 2003 and the Stockton Police Department has fully implemented the strategic plan it adopted for the effective management of its role in unified and non-traditional community partnerships. There were two key strategies upon which this plan was based: Creation of a community advisory board to work in collaboration with police and other public and private interests to advance non-traditional community partnership success; Forums to provide buy-in needed from internal and external participants. These strategies and related implementation and transition management plans expanded the role of law enforcement in community partnerships.

In 1993, the Stockton City Council adopted in concept a proposal requiring the Police Department to expand community partnerships to that of non-traditional partnerships on which the police department will act as the facilitator. The approach was consistent with the Council's adoption of the Safe Neighborhoods program, which incorporates community and problem oriented policing philosophy and its partnership components that require support from the police, local government, business and the community.

While these programs were generally heralded as the right path to follow, both were underfunded, heavily reliant on a Federal Hiring Supplement Grant that ran for three years and then depended on shrinking resources to maintain. There was not a mutually acceptable strategy in place to manage future projects. With new policies and related activities, the police could advance non-tradition community partnerships through a challenging maze of trends and events.

The police department now uses the community advisory board comprising the various stakeholders in the community, to identify, analyze and propose solution to community problems using a myriad of partnerships. These partnerships cross previous barriers of cooperation to overcome problems of mutual interest and for improving the quality of life for the community.

Memoranda of understanding are in place that articulate the roles and responsibility of the police, local government, business and the community in each new and continuing community partnership. Overseeing the general policy management of these agreements is a community advisory board. This board effectively represents the critical stakeholders in Stockton's

community partnerships effort.

Forums will again be held this year to solicit ideas from critical stakeholders. By policy, this includes meetings with internal police stakeholders, local government, business and the community partners. The police and the community have added new meaning to "Community Partnerships." By policy, the police and other community partners will not invest their time and effort with partners who fail to their agreed upon role in the various partnerships. To help sustain partnerships the police department, social services, education and business share previously restricted information to maintain and encourage the needed help of the partners.

These policies and related activities allowed the police, the community, and local government to achieve the tempered but sustained momentum of non-traditional partnerships as revealed in the selected scenario. The realization of this scenario is dependent upon the plans, policies and practices adopted or promoted by the Stockton Police Department to address the projected trends and events identified by the NGT panel and the author.

Through the development of a strategic plan, an organization can structure itself to create or capitalize on opportunities that will advance achievement of the desired future scenario.

Similarly, a strategic plan can help an organization resist the negative effects of obstacles that would retard the achievement of the desired future scenario. In this way, an organization can consider future events and trends, and adjust current decisions toward achievement of a desired future. This process cannot, of course, consider all possible future eventualities. It does,

however, afford an organization a reasonable opportunity to manage an issue. This strategic plan has been developed for the Stockton Police Department to best manage the following issue:

"What will be the role of police in community partnerships by the year 2003?"

Achievement of the results presented in a selected scenario is the goal of the following strategic management plan. While it is a plan structured for use by the Stockton Police Department, it can serve as a model for other law enforcement agencies and communities which want to better manage the role of the police and the community in community partnership efforts.

ORGANIZATIONAL DESCRIPTION

The City of Stockton and the Stockton Police Department are the focus throughout this strategic planning study. The police department is the organizational target of this strategic plan. The City of Stockton is the largest city in San Joaquin County. It has a population of 240,000 residents. Stockton is an ethnically-diverse city with a racial composition of: 43.6% Caucasian, 25% Hispanic 9% Black, 21.7% Asian and .7% American Indian. Stockton was once dependent on agriculture for employment. Some major crops grown in and around Stockton include asparagus, corn, tomatoes, grapes, and cherries. Presently, Stockton's economic base has become more diversified to include manufacturing, financial, and service industries. The unemployment rate in San Joaquin County at the time of this study is 12%.

Stockton is quickly becoming a city of distinct neighborhoods that are active in local politics and government. In fact, in June of 1991, the residents of the Garfield School area formed STAND

(Stocktonians Taking Action to Neutralize Drugs). STAND is a program designed to use all necessary city resources and services to eliminate or reduce drug trafficking and related criminal activity in a specific area. The program is directed by a Deputy City Manager, day-to-day operations are coordinated by a Deputy Chief of Police. Stockton operates under a council/manager form of government. Garfield is a lower social-economic area of residential housing, located next to the Garfield Elementary School. Open, rampant drug trafficking was the order of the day along with the usual associated criminal activities such as shootings, "car-jacking" and robberies.

The Stockton Police Department has 543 employees. Of these, 363 are sworn officers. The department is directed by the Chief of Police who is appointed by the City Manager. In 1993, the department reorganized as part of a strategic plan. It decentralized the decision process eliminating two Deputy Chief positions and giving more authority to five Captains in charge of Administrative Services, Field Operations, Special Operations, Investigative Services, and General Services. Since 1993, the Police Department has successfully obtained local and state funding for 17 officers who provide support for community policing efforts. While a major component of community policing is the establishment and maintenance of community partnerships, presently there is not a comprehensive strategic plan in place to guide and expand the role of the police in expanding their role in community partnerships. This plan is intended to address this need.

MISSION STATEMENT

A mission statement is an appropriate foundation for the development of a strategic plan. For this study, a micro-mission has been developed which is compatible with the macro mission of the selected organization and the desired future state surrounding the issue of partnerships:

Our mission is to promote quality of life in the city of Stockton working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of our community, being sensitive and responsive to the public without bias or prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever changing needs of our community.

The organization Macro-mission statement is considered in great detail in another segment of this study. After reflecting on the proceeding future study, and selected scenario and scenario supplement, the author used this information to compile a micro mission statement. The micro-mission statement for this strategic plan is as follows:

By the year 2003, the major role for the Stockton Police Department will be the activist/advocate role of developing and maintaining community partnerships. In this role, the department will continue to help form subcommittees of community stakeholders that will enter into citywide partnerships. This effort will consolidate efforts that will stabilize troubled neighborhoods, reduce drug abuse, gangs, crime and other social disorders that historically required a reactive police response. The department will

lead the way in risk taking and innovation in creating new ways to address crime, social disorders and neighborhood problems. The department will look to the community for on-going evaluation of its effectiveness and will be responsive to the needs of the community.

SITUATIONAL AUDIT

Now that the mission of this strategic plan has been defined, an analysis of the external and internal forces that will effect attainment of this mission must be undertaken. To accomplish this analysis a Modified Delphi panel was used made up of the following Stockton Police Department personnel: Captain Ralph Womack, Captain David Bentz, Lieutenant Mark Herder, Lieutenant Wayne Hose, Sergeant Patrick O'Hern and Sergeant Gabriel Herrera. This situational audit included an External Environmental Assessment, an Internal Organizational Assessment, a Critical Stakeholder Analysis and Identification, a mapping of strategic assumptions, a section on developing Alternative Strategies, and an Implementation plan.

EXTERNAL ENVIRONMENT ASSESSMENT

"What will be the role of law enforcement in community partnerships by the year 2003?"

Applying this issue statement to the proposed related mission for the Stockton Police Department requires an analysis of the organization's environment. To do this, it is necessary to consider the internal strengths and external opportunities that will advance the department toward the mission, and internal weaknesses and external threats that will impede progress. The author did this through an approach known as a WOTS-UP analysis (weaknesses, opportunities, threats, and strengths underlying planning). The trends and events identified by the NGT panel were

reviewed along with other information to better understand present and future obstacles and opportunities. For the purposes of organization, not scanning, this information has been arranged in a taxonomy known as STEEP. STEEP is shorthand for "social, technological, economic, environmental, and political." The following are the results of that effort:

SOCIAL

Strengths and Opportunities: The level of crime involving gangs, has increased the community's awareness of law enforcement problems. The commitment by the City Council, City Manager and the Police department to community policing philosophy has stimulated community police interaction. The public's willingness to identify with law enforcement to improve the safety of the environment has enhanced this effort. The commitment to and the formation of the police advisory board to act as some community representatives in making recommendations for improvement in police community relations has set the stage for changes both internally and externally. The trend that problem-oriented policing strategies affecting the communities have been praised by the community shows the police have been empowered by the community.

Weaknesses and Threats: One of the drawbacks to the Advisory board has been the extra effort by the police department to overcome some individual agendas and focus the group on more unified problems. While there has been a commitment to Community Policing by City Management and police managers, the commitment of the beat officers who will determine the success of this philosophy has been found lacking a majority of support. This if not properly addressed, could cause the philosophy of community policing to fail. The increase in youth violence, Specifically, youth gangs could pose a threat to the police role in expanding into non-

traditional partnerships. This could be brought about when greater demands for traditional policing methods to combat crimes could force the attention and resources of the police away from facilitating community partnerships.

TECHNOLOGY

Strengths and Opportunities: Advances in computers and telecommunication within the department, the public and private enterprise should contribute to improving timely information sharing capabilities. The commitment of the federal government to the "Information super highway" could be followed with less restrictive legislation for information sharing by public agencies. For instance, an important component of the Stockton Safe Streets Program is the distribution of crime statistics for the various neighborhoods. This is accomplished by computer generation of crime data for those areas. As the price of new technology continues to fall and capabilities rise, the elements of a law enforcement triad (cellular phone, two-way radio and laptop computer) have become more affordable. These three off-the-shelf productivity tools offer law enforcement considerable benefits: On-scene access to other agencies, corporations, businesses and victims. Instant connection to information sources for developing alternative solutions to problems, secure communications from the road with the arrival of digital cellular phone technology and rapid error free reports, typed into the laptop, then uploaded via a docking station for review and storage. Electronic mail (E-mail) would enhance the public's ability to communicate effectively with officers assigned to their area and increase communications between superiors and subordinates.¹¹

Weaknesses and Threats: Technology may play out to be a wedge between the community and the law enforcement agencies serving it. This could occur when the computer dictates who

should respond to a call from a citizen based strictly upon the officer's location to the call. This system called AVL (automatic vehicle locator) might provide a more efficient response but would shift the focus from area/neighborhood responsibility to citywide responsibility.

Automated systems are already seen as a potential threat that has impeded progress on the screening of applicants for public housing. In California, housing authorities and concerned resident would like to restrict subsidized housing to nonviolent persons who do not deal drugs. California law prohibits the use of the state's automated criminal history files for this purpose, but does not restrict a manual search of local records. Without future legislative change, law enforcement, residents, and housing authorities will be slow in their response to problem properties that are the frequent focus of problem oriented policing models and their associated partnerships.

ECONOMICS

Strengths and Opportunities: New sources of federal funding to be used for recruiting and increasing staffing levels of law enforcement agencies could give needed personnel to support community policing efforts and enhance the abilities of departments to take the lead in developing a broad range of community partnerships. The increased level of corporate social responsibilities could provide untapped funding sources for future partnerships. The City of Stockton applied for and received one of only twenty-five Enterprise Zones in the State of California. The Enterprise Zone gives specific tax incentives to businesses moving to Stockton and those conducting business within the specific area of the Enterprise Zone.

Weaknesses and Threats: The continued decline in the revenue sources may continue to cause reevaluation of policing methods. This coupled with a possible call from the public for

performance based funding may cause programs that are effective yet lack empirical data to support them, to be eliminated. The continued decline in the total economy, its effect on the availability of jobs and other conditions would diminish the quality of life in our neighborhoods.

ENVIRONMENTAL

Strengths and Opportunities: James Q. Wilson in a 1982, The Atlantic Monthly article advanced the notion that "Broken windows" contribute to social disorder. Wilson was describing when buildings in neighborhoods are not maintained and left with the appearance of abandonment, the surrounding area also begins to show signs of not caring about appearance and other social ills. Professor Herman Goldstein's problem oriented policing strategy advances a similar paradigm that the police can more favorably effect crime if they attend to conditions that foster crime and disorder. These concepts support the notion that physical characteristics of a neighborhood can serve as visual cues that no one cares about a house, a street or a neighborhood, which in turn attract disorderly human behavior. Stockton's development of problem-oriented policing has generated community support. The downtown revitalization project has caused significant improvement on the clientele in the downtown area. These strategies coupled with the commitment of community policing will bring the community closer together in addressing mutual concerns.

Weaknesses and Threats: Funding sources are ever changing, causing constant evaluation and determination of priorities. The setting of priorities may alienate segments of the community that may bring limited participation in future partnerships.

POLITICAL

Strengths and Opportunities: The Stockton City Council in June of 1992 voted to endorse the

Safe Stockton Program. This program was based upon a community policing philosophy and a problem-oriented policing program. The commitment was to hire 18 new officers to start the program and 18 new officers for the next five years. An intricate part is working in partnership with the community in solving problems. The Stockton Police Officers Association (officers and Sergeants) signed a six-year contract with the City of Stockton. This will limit the distractions that yearly contract negotiations have on completion of the mission of the department. Within city government, there is internal political support for community partnerships, which involve the police. Traditionally, reform style policing was usually accompanied by distancing of law enforcement from other government agencies. This was pursued as a way to protect a sense of professional integrity. Now, mutually beneficial situations develop when the police work in closer cooperation with other departments. Since law enforcement and public safety are often the last services to be cut, other departments within the City are trying to align their programs with police initiatives such as problem-oriented policing and neighborhood revitalization. Since such support is what law enforcement needs to be successful in these areas, this trend if properly nurtured could strengthen future ties in non-traditional partnerships.

Weaknesses and Threats: New term limits for City Council seats will cause the election of three new councilpersons and a new mayor during the next election. Although, declared candidates have voiced support for the Safe Stockton Program, their own agendas will not be known until they are elected. Bureaucrats in various public service organizations as identified in the NGT process are reluctant to move out of the comfort zone provided by status quo. This will have an impact in developing programs designed to increase communications between organizations.

Immigration politics also greatly effect community partnerships. Stockton's Southeast Asian population has increased from approximately 5,000 in 1980 to over 45,000 in 1993. The dynamics of assimilation of new people into such communities is often accompanied by new and different demands for police service. Without adequate resources to meet even current service demands, these new demands drain resources away from other programs such as community partnership efforts.

ORGANIZATIONAL ASSESSMENT

Having an understanding of the organizational strengths and weaknesses of the Stockton Police Department is necessary for the advancement toward the mission described in this study. Since the issue and mission focuses on the role the police will have in the development of partnerships, it is appropriate to examine current organizational issues. Deserving attention is the Department's overall mission, organizational structure, and present practices of sworn and civilian support personnel.

Mission

Strengths: As a result of the appointment of a new chief of police in 1993, a team-building workshop identified the need for a new mission statement that reflected the change of policing philosophy. Personnel from all divisions and sections, sworn and civilian formed a committee that developed the following mission statement:

Our mission is to promote quality of life in the city of Stockton by working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of our community, being

sensitive and responsive to the public without prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever changing needs of our community.

The mission statement clearly recognizes the diversity of the community served and recognizes the importance of working in partnership with the community to solve problems. The statement has been reduced to a card form and all members of the department are provided one. In addition, the department has used enlarged models of the mission statement at community town hall meetings.

Weaknesses: The actual meaning of this mission statement, although well publicized, will have little meaning to the community if it is not reflected in the words, action and behavior of the personnel with whom the community contacts. The buy-in to this mission by dispatchers, uniformed officers and other front line personnel is essential if it is to serve as a foundation for future community partnerships.

Organizational Structure

Strengths: As a result of two major factors, the formal organizational structure of the Stockton Police Department was flattened and realigned to provide support for a community policing style of operation. The situation could effect current and future decision making relative to the role of the police in future community partnerships.

One of the factors was the retirement of the Chief of Police and the appointment of one of the three deputy chiefs to the position of Chief of Police. The Chief and City Manager decided not

to fill the vacant deputy chief position. Three months later one of the two remaining deputy chiefs retired. The Chief and City Manager decided to eliminate the other deputy chief position. The five captains were given added responsibility and additional decision making power. The reduction in the number of ranks from three to one will reduce layers in bureaucracy through which information must pass. This could speed decision making in community partnerships. In 1993, The City established the Safe Stockton Program as its first step toward community and problem oriented policing. The City was divided into five specific areas. Each area has an advisory board made up of the residents and business people of the area who make recommendations to the police department. The five captains have been assigned to each of these areas as direct liaison with the advisory boards.

Weaknesses: The loss of the two deputy chief positions have forced the decision process down to the five captains. The decision process, now completed by committee, has slowed considerably. The process has frustrated the middle managers, line supervisors and officers in the organization. The community is feeling this effect, which must be resolved if community partnerships are to be facilitated by the Stockton Police Department. The loss of the opportunity for upward mobility has affected the moral of all managers.

Police Culture

Strength: Although the City of Stockton initiated its first Problem-Oriented Policing approach in July of 1993, changes in the informal culture of the department are beginning to reflect a strong commitment to such efforts between rank and file. As the department expands its effort into community policing, there is keen interest in these efforts. The fact that problem-oriented

policing component of community policing often requires working with code enforcement, building inspectors, parks and recreation specialist and other non-traditional partners have in fact been generally well received.

Weaknesses: There is a reluctance by many officers to accept a new order of business that does not revolve around the answering of calls for service and traditional investigative work.

Although neighborhood calls for service and crime has always been reduced in problem oriented neighborhoods, officers continue to claim it has simply moved elsewhere - this has not occurred. In fact, when displaced, problems are often easier to identify and attack. There is also nostalgia for old style crime fighting allowing problem locations to persist to provide locations for many arrests. This method of enforcement has been called the "Hook'em and Book'em" and assorted other terms.

Training

Strengths: Community policing has caused a change in the training methods of the Department.

There is more emphasis on empowerment both internally and externally. The focus of partnerships has been brought forward with the intent to foster greater understanding and commitment by all involved. Beyond the in-house training officers, there has been attendance at regional and state meeting to enhance the understanding of community policing.

Weaknesses: Training to date has not focused on the first line supervisor and their involvement in partnerships nor managers and their involvement in the development and sustainin... of partnerships.

Communications and Information Management

Strengths: The Stockton Police Department is presently transitioning from Mobile Digital Terminals "MDT" to Mobile Digital Computers "MDC" in Patrol Vehicles. This will enhance the ability of the officer in the field to communicate with various divisions in the Department. It is anticipated that this will lead to on-line communications with various business, government and community partners in the future. Access to the current crime analysis and geographic based data system will afford the officer on the street with up to date information on all activities in his assigned area.

Weaknesses: Community policing and community partnerships have progressed faster than the communications and management system could keep pace. Information on the development of partnerships and how technology will greatly help has not been well communicated to persons outside the department that are ultimately responsible for the approval of addition technology.

Critical Stakeholder Analysis and Identification

For the City of Stockton there are many stakeholders who could affect developing community partnerships that would have an impact on crime. Working with the following group of Stockton Police Department Personnel: Captain Ralph Womack, Captain David Bentz, Lieutenant Mark Herder, Lieutenant Wayne Hose, Sergeant Patrick O'Hern and Sergeant Gabriel Herrera. Using this group in as Modified Delphi panel the following eleven Stakeholders were identified, what their assumptions would be and how they will most likely effect the accomplishment of effective community partnerships were decided. This section concludes with an Assumption Map (Chart 1) which graphs the certainty and importance of these stockholders

and their assumptions as defined by the Delphi panel. A majority of the stakeholders believe community partnerships will continue and are of great importance. This is reflected in by the assignment of the majority of the stakeholders to the upper right quartile.

Stakeholder #1: Business Community (the media, private entrepreneurs, profit and nonprofit corporate organizations, property developers and owners)

Assumptions:

- A. The business community desires an increase in commerce that could be positively affected by community partnerships.
- B. They fear the current social and crime conditions in the city and desire an improvement in the quality of life.
- C. They are against any tax or user fees to support government activities.
- D. When approached in the past they have always been supportive of forming partnerships to overcome common problems.

Stakeholder #2: Chief of Police

Assumptions:

- A. Supports idea of community partnerships and has taken first steps to expand to non-traditional partnerships with the appointment of Advisory Boards throughout the City.
- B. He reacts to pressure from politicians and special interest groups to provide individualized service to each community within the City.

Stakeholder #3 City Manager

Assumptions:

- A. Supports concept from within the City as long as the department is able to secure outside funds to support partnership efforts.
- B. Has been supportive of problem oriented partnerships mandating other departments within the City to cooperate.
- C. May not be supportive of politically sensitive issues unless in-depth analysis could support his position.
- D. May attempt to move his own agenda forward using budgetary constraints.

Stakeholder #4 City Council

Assumptions:

- A. May tend to change their individual and City policies based on their constituent concerns.
- B. Have supported the Police Department attempts to enhance the quality of life in the City.
- C. Will struggle with dilemmas created by City department's competition for limited fiscal resources, and may not provide the Police Department with additional fiscal resources needed to implement new programs.

Stakeholder #5 Police Command Officers

Assumptions:

- A. May be reluctant to initiate creative programs due to competing resources and directions given from the executive level.

- B. Possess the skills and authority to carry out programs if given the opportunity.
- C. Frustrated with their inability to provide the level of policing necessary to positively serve the public.
- D. Will aggressively carry out programs within the Department if empowered to do so.

Stakeholder#6. Police Service Users

Assumptions

- A. Are less concerned with radio call response time than feeling safe.
- B. Complain about street conditions that are generally not connected to crime in terms that the conditions are crime provoking
- C. Often criticize overall police service if police officers are discourteous.
- D. Fear current crime conditions and feel unlawful elements have taken over the streets.
- E. Generally do not want additional taxation unless directly correlated to additional public safety programs, increasing the quality of life.
- F. See public order social conditions, e.g., homeless and panhandlers as crime conditions which the police should address.

Stakeholder#7 Ethnic Communities

Assumptions:

- A. The ethnic communities will initially be suspicious of the police.
- B. Cultural beliefs will be blocks to component implementation
- C. Language may pose a block to effective communications with other partners.

Stakeholder #8 Social Service Agencies (including public and private)

Assumptions:

- A. Agency bureaucrats will be concerned with giving away power or turf.
- B. Generally, line workers recognize need to consolidate services with other agencies.
- C. Reduction of revenue should encourage agency participation.

Stakeholder #9. General Services Captain

Assumptions:

- A. Will be supportive, with the knowledge that greater information distribution will be required for various partnerships.
- B. Resistant to the fact partnerships may cause the need to reorganize the General Services Division creating increased workload for division.

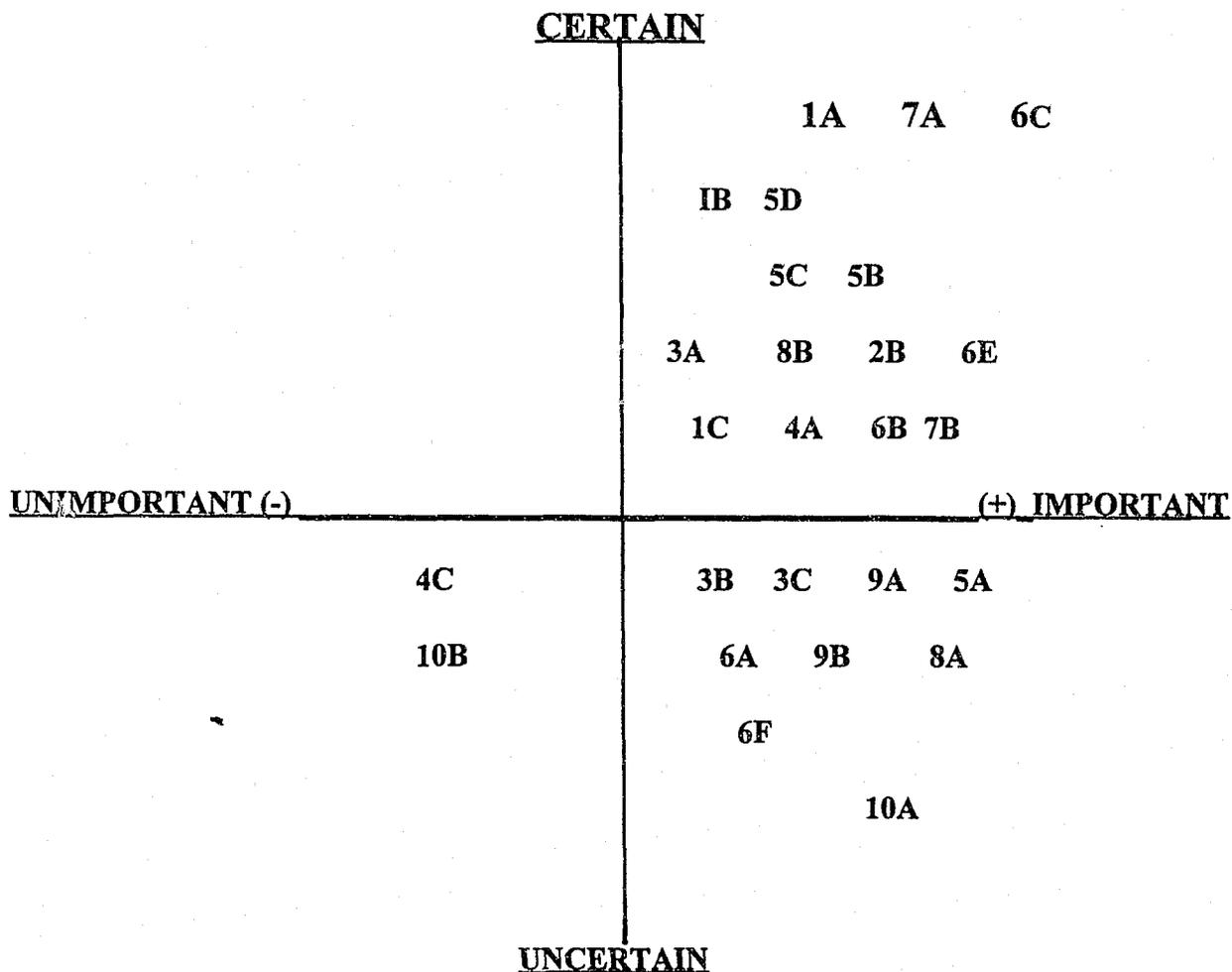
Stakeholder #10. Sheriff: (Snaildarter)

Assumptions:

- A. The sheriff will want to know how sharing revenue sources and expansion of service will effect his own budget and operations.
- B. If a citywide effort to develop and enhance non-traditional partnerships is successful the sheriff will have political pressure to do the same in the County.

CHART 1

ASSUMPTION MAPPING



STAKEHOLDER LEGEND

1. BUSINESS COMMUNITY	6. POLICE SERVICE USERS
2. CHIEF OF POLICE	7. ETHNIC COMMUNITY
3. CITY MANAGER	8. SOCIAL SERVICE AGENCIES
4. CITY COUNCIL	9. GENERAL SERVICES CAPTAIN
5. POLICE COMMAND OFFICERS	10. SHERIFF (Snaildarter)

Developing Alternative Strategies

Identification of Alternatives

Alternative strategies were identified by a group of six sworn personnel from the Stockton Police Department. Making up this group was Captain Ralph Womack, Captain David Bentz, Lieutenant Mark Herder, Lieutenant Wayne Hose, Sergeant Patrick O'Hern and Sergeant Gabriel Herrera. Using a modified Delphi process the panel identify and analyze alternative strategies that this agency could consider to carry out and achieve the foregoing mission, 15 alternative strategies were developed. To develop these alternatives, the Delphi panel first worked independently and then as a group to identify the following 15 alternatives:

1. Create a community advisory board to work in collaboration with police and other public and private interest that would advance various community partnerships.
2. Develop storefront police substations.
3. Develop comprehensive department/community wide training plan.
4. Hold town hall meetings to assess needs and develop community buy-in.
5. Increase volunteer recruitment programs.
6. Develop public/private partnerships for funding sources.
7. Expansion of to City-wide Problem Oriented Policing program from revenue from City-wide assessment district.
8. Housing Authority funding for Neighborhood police officers.
9. Develop neighborhood service divisions.

10. Assign Police captain as "Social Service Liaison."
11. Abandon traditional response to social problems such as immigration and intoxicated persons.
12. Create Community Advisory Board to work in collaboration with the police and other public and private interest that would advance cooperative partnerships.
13. Use "Total Quality Management" program throughout the Stockton Police Department.
14. Create organizational chart that easily conveys how resources support community partnerships.
15. Develop improved partnerships with agencies to increase youth education and recreation alternatives for youth in high risk neighborhoods and afford officers the opportunity to interact with youth in these areas.

Analysis Criteria

To analyze these alternatives, the following seven criteria were identified and included on a rating form used by the Delphi Panel. These criteria are:

- * Community acceptance
- * Feasibility
- * Cost
- * Desirability-Long-term
- * Stakeholder support
- * Political

The rating form allowed participants to list strategies 1 through 15 and then measured them against this criteria using a 1 to 4 range with 1 being low and 4 being high.

Criteria Analysis Results

Using the foregoing criteria, the Delphi Panel selected the following three alternatives:

1. Highest Rated Alternative: Number 12: Create a community advisory board to work in collaboration with police and other public and private interests that would advance non-traditional community partnerships.

Analysis: The group reached consensus that the "pros" for this highest alternative was:

- * Community empowerment would promote cooperation and support
- * Provides opportunity for community partnerships to non-traditional participants
- * Conveys clearly what the community expects the role of the police department in community partnerships
- * While not a political group, would have a diverse base of political clout.
- * Would provide a forum to identify and work through problems that cross lines of responsibility

The "cons" were:

- * Possible lack of true representation and leadership of entire community if the police alone select board members and they do not truly represent the community
- * Difficult to sustain the interest over a long period
- * Difficult to measure successes and failures
- * Employee support initially would be difficult to maintain

Stakeholder Perceptions: This alternative would likely be well received by stakeholders outside the police department and other support groups. Stakeholders such as City Council, citizens from ethnic community groups and the business community would welcome the opportunity to nominate and set priorities for the police and others. This alternative leaves room for the creation of a similar board consisting of stakeholders from both public and private agencies. If such boards were created, it would be welcomed by other stakeholders such as the police rank and file, police management, City agencies (i.e., City Manager, City Attorney), and outside public and private agencies. This alternative would be perceived as setting the stage for future development and facilitation of non-traditional partnerships. If effective board leadership pursued an agenda of broad based consensus building among all stakeholders, this process would be perceived as the vehicle needed to meet multiple shared goals in partnerships.

2. *Second Highest Rated Alternative:* Number 4: "Hold internal/external forums to assess needs and obtain buy-in."

Analysis: The "pros" for the second highest alternative were:

- * Promotes community cooperation
- * Emphasis on field level support
- * Will help define problems identify resources, and other issues
- * Establishes two-way communications with stakeholders

The "cons" were:

- * That follow-up is often lacking in this type of meeting
- * True community representation may be difficult to achieve
- * May not produce fiscal support necessary for success

Stakeholder Perception: Holding internal/external forums to get buy-in would be perceived as inadequate by all stakeholders except the police. For the police stakeholders it would likely be perceived as a true overture to other stakeholders. This perception would exist because the police do not have a long history of solicitation of outside participation. For other stakeholders this would be perceived inadequate as there is not a succinct mechanism mentioned by this alternative for shared control of the multiple facets of community partnerships.

3. Alternative with Greatest Diversity: Number 11. "Abandon traditional response to social problems such as immigration and intoxication."

Analysis: For this the most diverse alternative, the "pros" were:

- * Would free up police personnel to concentrate on law enforcement issues.
- * Would make other agencies impacted more willing to participate in future partnerships to protect their interest.

The "cons" were:

- * There would be legal challenges
- * It would be difficult to obtain political support
- * Would alienate social service agencies whose workload would increase.

Stakeholder Perceptions: This alternative would be perceived favorably by police stakeholders and some non-ethnic communities. This would occur for police when they would no longer respond to the type of calls generated by this alternative. Stakeholders that would relate with the issues of immigration could respond in a negative fashion, such as protests that could call for police response. The police response could cause additional barriers to effective communication with the minority communities. The City Council, City Attorney and the City Manager would

perceive this as too politically volatile issue to have the police department involved in.

Following this individual analysis of the two highest and one most diverse alternative, the Delphi Panel again used the criteria previously used to rank each of the 15 strategic alternatives. This resulted in a consensus that the highest and the second highest alternatives were somewhat similar and should be combined as it would provide:

Community Acceptance: Since the community, the police, and social service agencies are going through tremendous change, it would allow all the opportunity to more fully explore the costs and benefits of community partnerships.

Feasibility: The City of Stockton had recently entered a commitment to Community Policing philosophy and entered several informal partnerships with neighborhoods to impact criminal activity. During the formulation process several Town Hall forums were used. These recent positive experiences make it feasible.

Cost: The preparation required for the implementation of Community Policing involved both the Department and the community resulted in minor costs being incurred. Cost on the other hand could become a defense used by some social service agencies who are reluctant to participate.

Desirability-Long run: The main benefit of synthesis of the two strategies here would be the creation of a community wide advisory board that would represent all members of the community. The current advisory board and its members would create a well established based to build upon. The expansion to the social service areas and business would give it even greater political and financial support. The obvious weakness is getting cooperation from other persons

who have been overlooked or not selected for the advisory board.

Stakeholder Support: Both alternatives are centered on community participation and support. If the Stakeholder Analysis completed truly reflects the potential stakeholders, the inclusion of the identified stakeholder on the advisory board will result in not only stakeholder support but community wide support.

Political Support: Political support from the elected official should be open and vocal to the community. The political support by various bureaucrats whose turf maybe threatened will expectantly be too cautious. When this takes place, the Advisory board must exert its collective political clout to accomplish its goal.

Chart 2 depicts how the Delphi panel rated the acceptability of these three alternatives by the various stakeholders. The Delphi Panel used a rating scale of 1 (low) to 4 (high) to reflect their individual assessment of how the stakeholders would support each of the three alternative strategies. The chart reflects the median of the group ratings.

CHART 2

RATING OF ALTERNATIVE STRATEGIES

STAKEHOLDERS	Create community advisory board to work in collaboration with police and other public and private interests that would advance community partnerships.	Hold internal/external forum to get buy-in from the community and department personnel.	Abandon traditional response to problems such as intoxication and immigration.
Business Community	4	4	1
Chief of Police	4	4	2
City Manager	3	3	1
City Council	3	3	1
Police Commander	3	3	4
Police Service users	4	4	2
Ethnic Community	4	4	2
Social Service Agencies	3	3	1
General Service Captain	3	3	3
Sheriff (snaildarter)	2	2	3
<p>Legend:</p> <p>Support Rating 1 2 3 4</p> <p>Low ——— High</p>			

N=7

IMPLEMENTATION PLAN

To implement a plan to advance community partnerships consistent with the adopted strategies, some key issues and concerns need to be addressed. First, the department needs to insure the cooperation of the sworn and civilian personnel. The Stockton Police department is going through a tremendous period of change transitioning from traditional style of policing to community policing. The full cooperation of the street officers toward this effort has not been achieved internally. Externally, the community seems very supportive of community policing and especially the formulation of neighborhood partnerships to address problems. While there is an assumption that internal support will come around and community support will continue. It will obtaining involvement of the business community and social service agencies that will challenge the implementation of citywide partnerships. With these issues in mind, and drawing heavily from the many strategies that were proposed by the Delphi panel, the following key tasks would follow this sequence:

1. The Chief of Police should select an advisory board (task force) for community partnerships, to identify mutual problems of community concern.
2. The Chief of Police should designate the Deputy Chief of Police as the facilitator of the Advisory Board.

3. The advisory board should meet monthly striving to develop comprehensive, holistic solution for the City's most complex problems. To do this, the advisory board should use a problem-solving model called SARA. SARA is a four-step, problem solving model which includes scanning, analysis, response, and assessment.
4. An in-depth meeting with identified potential partnerships stakeholders should be held to explain the ideas of community partnerships. The legal requirements and responsibility of those involved should be addressed. This is intended to promote their cooperation and reduce their suspicion of the advisory board/task force.
5. The advisory board should be tasked with the responsibility of developing financing plans to support partnerships should be included as an alternative to public funds.
6. The advisory board should conduct informal meetings in the community describing what they are trying to accomplish.
7. The advisory board should establish time lines to accomplish specific goals and hold themselves accountable for meeting the time lines.
8. The advisory board and department personnel should be encouraged to work very closely with other agencies in the development of new roles appropriate for participation in partnerships. Joint training and technology sharing should be a primary focus of the group and attention to internal communications needed to solidify a truly effective multiple discipline team to advance this approach into the future.
9. When confronted with bureaucratic resistance, the advisory board should be prepared to become politically vocal to overcome the resistance.
10. Finally, to avoid having the advisory board for community partnerships from becoming

just another program that fades away, there should be proper monitoring of the successes and failures. To accomplish this, quarterly progress reports and community wide surveys should be made. This coupled with regular town hall meetings involving the community would be indicators of the acceptability of the solutions and the police department's role by the year 2003.

The implementation of the strategic plan is estimated to take from four to seven years. The first five tasks should take approximately three years to complete. During the next four to seven years the remaining key tasks would be initiated and made ongoing activities which would initiate, sustain, and evaluate community partnerships. Staff time, clerical support and meeting space and equipment are the principle resources for the implementation of this plan.

SECTION SUMMARY

Strategic planning is an appropriate process for advancing the scenarios prepared in the future study and proposed as the most desired future for community partnerships in Stockton, California. It provides a means for the attainment of the desired end state.

For the Stockton Police Department to serve in a advocate/activist role in future community partnerships, they must understand both the external and internal factors that will both advance and impede progress. One of the most beneficial parts of the study was the identification of key stakeholders. The analysis of each stakeholders assumptions by the author were plotted to

visually display the *certainty* and *importance* of the assumption as it applies to community partnerships.

The strategic planning process included the ideas of law enforcement professionals highly familiar with the dynamics that surround community partnerships in Stockton. The process resulted in the identification of many alternatives for advancing the proposed mission and selection of three alternative strategies. The three strategies were then analyzed against the perception of each stakeholder.

An implementation plan was developed which reflects a stage dependent process to actualize the most desired alternative strategies. These Strategies are: to create a community advisory board to work in collaboration with the police and other public and private agencies to advance non-traditional partnerships success, and "hold internal/external town hall meetings to get buy-in." To actualize these strategies and the implementation plan the following section proposes a transition management plan

PART III - TRANSITION MANAGEMENT

INTRODUCTION

In part I future study methods were used to develop alternative futures, and a desired future scenario was selected for the role of law enforcement in community partnership efforts by the year 2003. Then in Part II, an internal and external analysis was used to develop a strategic plan that would likely contribute to the achievement of the selected future scenario. The Stockton Police Department is the organization for which this strategy was developed. Now, this section presents the final portion of this technical report, Part III - Transition Management.

Transition management is necessary as the proposed micro-mission statement is not self executing. A transition management plan is an appropriate process for getting from today's current situation to the new tomorrow envisioned in the selected future scenario.

During the transition phase an organization can experience disruptions as old policies are modified or abandoned in favor of new ones. This can result in internal chaos, uncertainty and stress. Change can similarly affect external customers and stakeholders. Managing for this disruption and gaining needed internal and external stakeholder support for movement toward the desired future is the purpose of this transition management plan.

RECOMMENDED STRATEGY -- BRIEF DESCRIPTION

In the last section, a mission was proposed for the Stockton Police Department to establish, maintain and expanded Community Partnerships. A plan was proposed to achieve this mission in the future. Here is a brief description of that plan.

- * The Chief of Police should select an advisory board (for Community Partnerships) to identify and define problems as well as those persons effected.
- * The advisory board should meet monthly striving to develop comprehensive, holistic solutions for the city's/county's most complex problems (i.e., unemployment, the homeless, deteriorating neighborhoods, crime and intoxication).
- * In-depth meetings should be held with various stakeholders to explain the concepts of community partnerships. This involvement should promote their cooperation, as it would reduce their suspicion of advisory board.
- * Informational meetings should be held with the community with the advisory board members making the presentations.
- * The assignment of a Deputy Chief of Police to act as the advisory board partnership program manager/facilitator.
- * The advisory board should establish time lines to accomplish specific goals and hold themselves accountable.

- * When confronted with bureaucratic resistance, the advisory board should be prepared to become politically vocal to overcome the resistance.
- * Program fiscal impact and an incremental expansion plan would be developed.
- * To keep community partnerships alive quarterly progress reports, regular public hearings and forums would be held to identify target areas and assess progress and promote appropriate programmatic adjustments.

KEY PLAYER IDENTIFICATION AND COMMITMENT ANALYSIS AND PLAN

There are many stakeholders who can affect the role of the police in the development and maintenance of community partnerships. The following fifteen stakeholders were identified by the author and the previously mentioned Dlepi panel. Those most likely to advance or restrict pursuit of the proposed mission and implementation plan:

- * San Joaquin Partnership (Business Community)
- * Chief of Police
- * Deputy Chief of Police
- * City Manager
- * City Council
- * City Attorney
- * San Joaquin County Board of Supervisors
- * County Counsel
- * Private Industry Council

- * Police Command Officers
- * Ethnic communities
- * Social Service Agencies
- * General Services Captain
- * Sheriff

Even though the development and maintenance of Community Partnerships between both public and private agencies may be desired by many and even supported by new state and federal grants, this does not mean these stakeholders can, nor desire to, pursue a police department's mission to develop and maintain partnerships. There are many structural barriers and established patterns of organizational management and interaction that could impede acceptance and commitment to the proposed implementation plan.

Progress toward the development and maintenance of community partnerships will be difficult to achieve, especially without the support or permission of these stakeholders. Making this a particularly difficult issue for the police to manage is the fact that many stakeholders are outside those they traditionally interact with. Even though community policing philosophy recognizes public safety does not rest solely with the police, but instead is a shared responsibility with the community. This does not mean that the police can easily expect a positive response from outside stakeholders. Previous methods of policing have intentionally distanced the police from other public and private agencies and the communities they serve. It is not enough to simply identify these stakeholders. What is needed is the

identification of those key individuals who can deliver the requisite stakeholder support. In some instances this may be the actual stakeholder, but in others it may be someone completely outside the list. The term "critical mass" is a useful way to describe this group. The "critical mass" represents that collection of persons whose support for the plan, if secured, would generally assure success, but, if they oppose it, it will likely fail. To identify these key players, it is first necessary to decide which stakeholders have the power to make or break the success of the strategic plan.

Stakeholders who may be excluded are the Chief of Police, Deputy Chief of Police, Police Command Officers and the General Services Captain. The support of the Chief of Police, Police Command Officers, General Services Captain and the City Attorney can be counted upon because of the City Council's and Chief's support for community partnerships. In fact, the Deputy Chief of Police is part of the "critical mass."

Those stakeholders identified as the "make or break" stakeholders are the following:

- * Patrol Officers, Sergeants and Lieutenants
- * City Council
- * San Joaquin County Board of Supervisors
- * General Services Captain
- * City Manager
- * Business community
- * Ethnic communities

- * Stockton Police Officers Association (SPOA)

The following key players have been identified as the "critical mass":

- * Edward Chavez, Chief of Police
- * Kenneth Wilbon, Deputy Chief of Police
- * David Knickerbocker, President, Stockton Police Officers Association
- * Carl Williams, Executive Director of San Joaquin County Human Resources
- * Michael Locke, CEO, San Joaquin Partnership
- * Macello Lopez, Executive Director, Private Industry Council
- * Joan Darrah, Mayor, City of Stockton

COMMITMENT ANALYSIS AND PLAN

A *commitment planning* chart follows which displays the author's analysis of the persons who comprise the critical mass. This chart depicts each individual's present commitment level to the proposed plan. In addition, it shows the minimal commitment required from each individual for success to be achieved in the implementation plan.

CHART 3

COMMITMENT PLANNING CHART

ACTOR	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief of Police			X-----	---O
Deputy Chief of Police			X-----	---O
SPOA		X-----	---O	
Human Resource Director		X-----	---O	
CEO, San Joaquin Partnership			X-----	---O
Executive Director, Private Industry Council			X-----	---O
Mayor		X-----	---O	
X=Current level O=Minimum				

The following is an explanation and analysis of each individual in the critical mass. It reveals three things: their *current level* and *minimum level* of commitment to the plan, and an *approach* that could be taken to shift each person to that minimum level.

ACTOR: Edward J. Chavez, Chief of Police, Stockton Police Department

CURRENT LEVEL OF COMMITMENT: Chief Chavez is in the **help change happen** category. He has committed the department to Community Policing and the philosophy of community partnerships.

MINIMAL LEVEL OF COMMITMENT: While Chief Chavez has actively promoted the development of community partnerships to address common issues, he has not yet appointed a program manager to develop and manage a comprehensive implementation plan such as is proposed in this study. The Chief could commit the Deputy Chief/Program Manager and the General Services Captain.

APPROACH: Chief Chavez has been empowered by the City Council and the City Manager to implement community policing. As stated earlier, the expansion to other arenas where community partnerships would be effective in addressing mutual interest, would have the support of the City policy makers. The proposed implementation plan could be presented to the Chief as an effective means to enhance total program development. In addition, the appointment of a Deputy Chief of Police to serve as the Program Manager should be recommended. The appointment of a deputy chief of police as program manager would be a signal to the critical mass as to his commitment to the program's success. The Chief of Police should be able to obtain the needed support of the following members of the critical mass.

ACTOR: Kenneth Wilbon, Deputy Chief of Police, Program Manager

CURRENT LEVEL OF SUPPORT: The selection of the Deputy Chief of Police as the Program Manager will reflect the Chief's commitment to and the importance of community partnerships. The Deputy Chief is a well-respected leader in the community and has the respect of public and government department heads. He would be willing to **help change**

happen.

MINIMAL LEVEL OF SUPPORT: The Deputy Chief not only needs to help change happen, but must **make change happen.**

APPROACH: To secure the level of support needed, the Deputy Chief of Police is the only qualified candidate. His knowledge of both the internal and external dynamics in the community would serve to facilitate community partnerships. The Chief of Police would have to openly commit the technical and organizational development consulting resources necessary for the Deputy Chief to carry out the plan. The Deputy Chief should be willing to act as a role model to other senior managers as to his long-term commitment to the plan.

ACTOR: David Knickerbocker, President, Stockton Police Officers Association (SPOA)

CURRENT LEVEL OF SUPPORT: As the President of the SPOA, David Knickerbocker will let **change happen.** He is actively involved in the transition to community policing and has endorsed its philosophy.

MINIMAL LEVEL OF SUPPORT: Knickerbocker needs to **help it happen** and with his involvement will secure the support of the SPOA membership.

APPROACH: Reinforce the advantages that community partnerships may have on freeing up time for officers to do "police work" and not just take reports. In addition, the SPOA's support for a program, endorsed by the City Council, may have positive impact on future labor negotiations.

ACTOR: Carl Williams, Executive Director, San Joaquin County Human Resources

CURRENT LEVEL OF SUPPORT: Mr. Williams, often, has publicly voiced his frustration in the duplication of effort in the areas of social services. Therefore, he would be willing to **let change happen**.

MINIMAL LEVEL OF SUPPORT: The County Human Resources is critical to establishing community partnerships. Mr. Williams needs to **help change happen**. Mr. Williams has significant influence with the county and outside agencies and could help deliver those stakeholders.

APPROACH: The Human Resources Agency has many programs that cross between social services and public safety. Recently, the California State Legislature and the Governor raided local tax revenue to support the loss in state revenue. This resulted in the elimination of several community based programs. The possible positive fiscal impact community partnerships could have may secure Mr. Williams' willingness to make change happen.

ACTOR: Michael Locke, CEO, San Joaquin Partnership

CURRENT LEVEL OF COMMITMENT: The San Joaquin Partnership, is a privately funded partnership of local developers and businesses, formed to attract new businesses to the Stockton area. Mr. Locke, a former city manager, is very knowledgeable in areas dealing with governmental bureaucracy. Locke is well respected in the community and is a vocal critic of the failure to form partnerships to address common issues. Mr. Locke is willing to

help change happen.

MINIMAL LEVEL OF SUPPORT: Although Mr. Locke is willing to help change happen, he needs to **make change happen**. His significant influence with the San Joaquin Partnership and other agencies could help deliver these stakeholders.

APPROACH: Mr. Locke and the San Joaquin Partnership have voiced concern with the crime rate and its impact on prospective businesses moving into the area. The concept of community partnerships having a long range impact on crime should bring about his commitment to make change happen.

ACTOR: Macello Lopez, Executive Director, Private Industry Council

CURRENT LEVEL OF SUPPORT: Mr. Lopez is a very vocal proponent of community partnerships. The existence of the Private Industry Council is based on forming partnerships with existing and new business to train a work force for specific jobs needed by these businesses. Mr. Lopez's current level of support would be **help change happen**.

MINIMAL LEVEL OF SUPPORT: The Private Industry Council's future depends on the success of community partnerships and the impact on creating new jobs in the area. Mr. Lopez needs to **make change happen**.

APPROACH: The Private Industry Council, in the recent past, has encouraged the establishment of community partnerships that would address mutual concerns and long-term benefit. Mr. Lopez should be approached with his own data concerning community partnerships and encouraged to participate in making change happen.

ACTOR: Joan Darrah, Mayor, City of Stockton

CURRENT LEVEL OF SUPPORT: Mayor Darrah is presently willing to **let change happen.**

MINIMAL LEVEL OF SUPPORT: Mayor Darrah's support and leadership are essential to the success of this effort and are necessary for her to **help change happen.** The Mayor's support would help to secure the needed support of the City Manager, City Council, SPOA, outside agencies and the citizens of Stockton.

APPROACH: Data must be collected and presented to the Mayor reflecting how partnerships have been successful in reducing police response and providing an increase in the quality of life. It should be emphasized how the police, who are looked upon to solve problems in the community, should be the activist in developing partnerships across bureaucratic barriers. The benefit to all council districts should be emphasized.

Within the critical mass, not all of the actors are ready for the introduction of change. Individual adaptability to change varies as well, with some easily accepting change while others resist. To analyze the actors' readiness for change, the author completed following Readiness/Capability Chart (Chart 4).

CHART 4

READINESS/CAPABILITY CHART

CRITICAL MASS ACTORS	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
1. Chief of Police		X		X		
2. Deputy Chief of Police	X			X		
3. President, SPOA			X		X	
4. Human Resources Director		X		X		
5. CEO, San Joaquin Partnership		X		X		
6. Director, Private Industry Council		X			X	
7. Mayor		X		X		
*Data based on researchers opinion and analysis						

The above chart helps to visualize the level of readiness of each of the critical mass actors and estimates their level of capability to bring about the desired change as a part of the strategic plan.

TRANSITION MANAGEMENT STRUCTURE

A complete separate structure is needed to manage the transition from the current state to the more desired future state needed for developing and maintaining nontraditional community partnerships in the City of Stockton. Effective community partnerships require unprecedented cooperation between the police, the citizens of the community and many public and private partners. If the Stockton Police Department is to serve as the advocate/activist/ in this arena, many key internal personnel must be willing to accept new roles and responsibilities. Since the police alone are incapable of maintaining community partnerships, the police, local government leaders and the business community must be willing to accept the participation of neighborhood residents and community leaders in establishing priorities of the areas to be addressed by the partnerships.

The complexity of this endeavor requires a triad change management structure to be used.

The key elements of the triad are:

- * Project manager
- * Community representatives
- * Natural leaders

Stockton Police Chief Edward Chavez was appointed August of 1993, and immediately adopted community policing as a major strategic initiative of his administration. Working with his senior managers and the City Council, the Chief has developed a ten-year strategic plan that includes the transition and implementation of community policing in the next ten

years. Chief Chavez has placed himself at the vanguard of his departments' acceptance of the community policing philosophy. His leadership in the community is well established and is growing, for this to continue it requires his personal commitment. There is an external environment that is highly favorable to Chief Chavez's administration and the need that he continues to muster internal support for community policing, it would be ill advised for him to take on the responsibility of project manager. Doing so would require that he turn the day-to-day administration of the department over to his staff. Therefore, the selection of a **project manager** approach is highly recommended.

The project manager should be someone trusted by the Chief of Police, and very familiar with the internal workings of the department as well as community partnerships and the many resources needed for its success. The Deputy Chief of Police can fill this role. The Deputy Chief is a person who can run a matrix-type operation, with resources provided from internal and external entities not under his regular command. The Chief of Police would need to sufficiently empower him with the requisite responsibility and authority needed to create and sustain a forward advance of community partnerships. Early on it is critical that the Chief of Police establish the role of the police in the development and maintenance of community partnerships in the future. This is due to the emergence of the new city program "Safe Stockton," which combines under one umbrella many municipal services needed for community partnerships to succeed. In addition, the project manager would need a flexible schedule to interact personally with community members and outside public and private support agencies.

A **community representative** approach would also be used during the transition management. This would include representatives from selected stakeholder groups and key police, county and municipal agencies. A smaller group within this body would be selected to serve as a work group. The work group would have some of their normal duties lowered in priority or reassigned to free up sufficient time to collect, analyze and distribute information critical to the buy-in of the critical mass. When working on project assignments, the work group would answer directly to the project manager but would be empowered to dispel rumors and serve as a resource of information to persons interested in the progress of community partnerships. This would be accomplished through quarterly reports, Town Hall meetings and informational bulletins.

Finally, **natural leaders** would be selected to serve the Chief of Police in two areas. First, an external "blue ribbon" task force/ advisory boards would be created to advise him on community concerns, especially from the external stakeholders such as the business community, police service users and ethnic communities. This body could promote the need for added resources, which might otherwise be difficult to obtain, if it wasn't for the political pressure such a group could generate. Second, within local government another "blue ribbon" committee would be formed to identify and advance needed legal and organizational changes required for the success of the mission. While the project manager would help to keep these bodies advised of project progress, they would generally report directly to the Chief of Police.

This triad management structure is proposed as the optimal leadership configuration. It would enjoy:

- * Sufficient clout to marshal the resources necessary to sustain a project heavily dependent on a wide range of resources outside the direct control of the police, or any other single agency or government body. A joint powers agreement could evolve from this effort and create a matrix organization to support community partnerships.
- * The acceptance and respect of the leadership of the many organizations upon which this project is dependent. This would occur because of consensus building, as the project manager and work team exhibit sensitivity to competing demands this project will place on its participants.
- * A sense of interpersonal commitment and cohesion. This will occur as the many participants learn to work effectively and cooperatively toward a goal not achievable without the broad-based support of all parties involved.

CHARTING RESPONSIBILITY

The following responsibility chart assigns specific tasks and identifies levels of responsibility to individuals identified in critical mass. The tasks generally reflect the activities in the transition management structure. The chart uses the acronym RASI that identifies who is responsible for a task (R), who must act to approve a task (A), whose support must be secured (S), and who must be informed of actions (I).

CHART 5

RESPONSIBILITY CHART *

TASK/ACTOR	Chief Of Police	S.P.O.A. President	Mayor	CEO, S.J. Partnership	Human Resource Director	Deputy Chief of Police
Selection of Program Manager	R	I	S	S	S	-
Create Local Government Advisory Committee to Advise on Support Issues	A	I	S	S	S	R
Create Work Group to Support Mission and Strategic Plan	A	I	I	S	S	R
Appoint Representatives of Community	R	I	S	S	S	R
Create External Group "Advisory Board" to inform Chief of Community Concerns	R	I	S	S	S	S
Develop Joint Powers Agreements and Create New Matrix Organization for Future Management of Community Partnerships	A	S	A	A	A	R
R = Responsibility A = Approval (right to vote) S = Support (put resources toward) I = Informal (to be consulted)						

***Researchers's Opinion**

INTERVENTION TECHNIQUES

Various intervention strategies or techniques described in Richard Beckard and Reuben T. Harris' book Organizational Transitions, Managing Complex Change (Addison-Wesley, 1987) can be used to help secure the commitment of various stakeholders and especially key players who comprise the "critical mass."

Problem finding -- The Chief of Police would use the influence of his office to call a meeting of the "critical mass" for the purpose of problem finding related to issues that could be addressed through community partnerships. His selected program manager would be introduced by him at this meeting and would serve as the facilitator. This technique would be used early in the transition management, as it is a non-threatening way to identify problems and issues in an environment that should work as a catalyst for future more structured interventions.

Educational intervention -- Classroom instruction on community partnerships would be used for certain stakeholders. The police department conducts annual Advanced Officer Training for officers and sergeants. A block of training could be designed to increase the awareness of the commitment to community partnerships. The department is in the process of initiating a citizens academy. The citizens academy could be used to educate representatives of stakeholder groups and key players in the critical mass. The program manager could, both instruct and help coordinate this training.

Resistance management -- This intervention involves an analysis of factors that might

promote or inhibit support from organizations and individuals in the change process. The program manager would work with the work group selected from community representatives in managing this intervention.

Beckard and Harris' formula for this intervention represents a cost benefit analysis that identifies the **"Level of dissatisfaction with the status quo," "Desirability of the proposed change or end state,"** and **"Practicality of the change (minimal risk and disruption)."** The two former must exceed the latter for change to occur. This intervention would be used to develop appropriate conditions and inducements to strengthen commitment to the proposed change. Unfortunately, the style of police professionalism formally subscribed to by the Stockton Police Department, and many other law enforcement agencies, fostered walls of separation between the police and various stakeholders that must be breached. Problem finding, educational intervention, and especially resistance management will help law enforcement accomplish this task.

The following Change Schedule was prepared to set out the timelines and to act as an action plan for implementation of the expansion of community partnerships.

CHANGE SCHEDULE

Year 1

- Month 1: * Chief of Police names Program Manager
- Month 1-3: * Program Manager identifies community representatives and selects work group members.
- * Team building exercise for Program Manager and work team
- * Work group and Program Manager develops work plan to carry out transition management process.
- Month 4-6: * Resistance Management Analysis initiated by Program Manager with support from work group
- Month 6: * Critical mass members invited to meeting with Chief of Police and Program Manager. Proposed approaches used based on commitment plan.
- * Problem finding process used with members of critical mass.
- Month 7-12: * Ongoing meetings with critical mass members to build understanding and buy-in for expanded multiple agency community partnerships.
- * Chief of Police, assisted by the Program Manager and work group members, holds meetings with non-police stakeholder groups to develop multiple agency support, policies, procedures and

organizational structure.

- * Technology committee develops cost analysis and support equipment, software programs and related services.

Year 2

- Month 1:
- * Draft report on date prepared and submit to Chief of Police for review.
- Month 2:
- * Second draft report completed
 - * Individual meetings initiated with critical mass to explain findings of report on the affect and fiscal impact community partnerships will have on support partners.
- Month 3-6:
- * Program Manager and work group schedule meetings with internal stakeholder groups: Officers, Lieutenants and Captains.
 - * Meetings conducted with internal stakeholders to explain data research findings.
 - * Educational interventions initiated by work group in Citizen Academy (focus on external stakeholders) and in Advanced Officer training and other police settings (focus on internal stakeholders).

Year 3

- Month 1:
- * City Council and Board of Supervisors reports prepared in draft on the fiscal impact community partnerships would have on each entity.

- Month 2:
- * Reports submitted to critical mass for review.
 - * Coordinated submittal of reports to approving governmental boards for action and support.
- Month 3:
- * Multiple agencies adopt multi-agency joint powers agreement and initiate matrix organization for on-going development, management and evaluation of future community partnership efforts.
- Month 4:
- * Evaluation plan developed and implemented for future years' feedback.
 - * Program Manager uses results of resistance management and problem finding intervention to identify needed quantitative information.
 - * Program Manager and work group coordinate with Crime Analysis Unit and social service agencies to collect and analyze community partnership data.
 - * Newly developed technology secured for data analysis.

Year 4

- * Establish internal and external "blue ribbon" task forces.

CONCLUSION

Unemployment, gangs, drugs and other social disorders continue to plague American cities. Communities are always looking to methods to address these concerns. The focus of this study has been on community partnerships, in particular, multiple discipline non-traditional partnership to address such concerns. These partnerships could be orchestrated by law enforcement in collaboration with other government and community partners. This is emerging and innovative approach to these problems that has proven effective across the country. The City of Stockton and the Stockton Police Department has over sixty-two partnerships as a result of community policing. Over the last few years programs such as the federal government's Weed and Seed program have been implemented in many cities across the county to pull together diverse resources to reduce crime and other public safety problems. Unfortunately, there has not been a cookbook with a collection of recipes that would help law enforcement practitioners understand how to work with local government and their communities to maximize the benefits of their collective efforts. Moreover, the role of the police is often not clearly stated. This study has attempted to shed light on those trends and events that could affect the future of community partnerships. Then developed a strategic plan and transition management plan to allow for the effective management of community partnerships as they expand into the area of non-tradition partners in the future.

Alternate future scenarios were developed and one was selected for strategic planning. That scenario paints a picture of the future that allows non-traditional community partnerships to develop and survive in spite of many trends and events that could derail the continuation of this approach to community problems. In order for this scenario to occur, various strategies were considered. The principle strategies proposed in this report would involve the creation of a community advisory board to work in collaboration with police and private interests to advance the success of non-traditional partnerships. The police would serve in a leadership role conducting forums with the many internal and external stakeholders who could affect the success or failure of non-traditional partnerships. The transition management plan built on these strategies provided an articulate path leading toward the full realization of the desired scenario. This approach helps answer the various sub-issues raised early in the report.

"How will law enforcement work with various groups to define "community problems" to be addressed with community partnerships?"

If the strategies proposed in this report are used, local government stakeholders and the various community stakeholders will have an opportunity to significantly influence the efficiency of the deliver of services to the community. This will cause a positive impact on the quality of life in the City of Stockton. The traditional methods of policing will need to be reengineered to reflect interaction and cooperation with the community identifying problems of mutual concern. Moving in this direction law enforcement will continue to gain the confidence and support of local government service providers and community members

critical to the success of non-traditional partnerships. Autocratic decisions by the police dictating how their resources are used will not work if the strategy of shared responsibilities is to succeed. Law enforcement must reach out to the community utilizing town hall meetings, surveys and training to identify their potential new partners in non-traditional partnerships. While this means that others in the community can affect the role of law enforcement, in like manner, law enforcement can influence the manner in which local government, business and social service agencies provide service to the community. This will create a working community of common interests. The study determined this kind of collaboration is needed because both local government and law enforcement staff resources have not kept pace with the population of California. Synergistic relationships as partnerships offer one viable means to overcome the limitation that future fiscal constraints will place on public services agencies.

"What training needs will be required for citizens and law enforcement?"

During the research into this issue it was learned that there are many training needs for both future partners and the public in general. Law enforcement will take the lead in this endeavor. Specifically designing formal training programs such as Citizens Academy to inform the citizens, business people, government and media representatives. The media must be actively invited to be involved in this process bringing forward to the public the importance and duties of partnerships. A separate more intense training will be given to the individual partners as the various partnerships are developed. The training will focus on

teambuilding and organizational development as it pertains to action plans. Law enforcement will need to facilitate this process if there is to be continuous and sustained partnerships.

"What funding source will be used to support community partnerships?"

Using the strategies proposed in this report some non-traditional partners may bring private funding sources to the partnerships. This through foundations, grants and loans that could be used for partnerships that may require financial assistance for the accomplishment of their identified goals and objectives. Law enforcement must set aside the traditional position of independence in financing and open their doors to private financial support to accomplish effective partnerships. This issue could be taken forward for future study into the role of private funding source on effective law enforcement practices.

This brings us to the main issue of this study: **What will be the role of law enforcement in community partnerships by the year 2003?"** Crime, especially crimes that can be traced to some social ills are of great concern to the City of Stockton and many other cities in California and across the country. Community policing and problem oriented policing have started to address areas of community concern through various partnerships. This approach is emerging as an effective response to these concerns. The importance of non-traditional partnerships to the total quality of life of the city cannot be overstated. Law enforcement can gain considerable support if they assume a leadership role in the facilitation, and perpetuation

of community partnerships and the addition of non-traditional partnerships, this cannot occur if law enforcement takes an autocratic role. Instead as proposed in this study law enforcement must look to the community and other local government service providers in partnership to solve problems identified by the community at large. The payoff is the reduction of crime and social disorder, which will improve the quality of life in the city. This is accomplished through the establishment of partnerships that address issues of mutual concern and responsibility. The cost of such an endeavor is an abandonment of a style of policing that kept at arms length the active involvement of local government, business, and other community members in the solving problems of mutual concern and thus production of public safety.

Because of this study, the author believes that law enforcement must aggressively adopt the role of advocate and facilitator for the multiple disciplines required for expansion to non-traditional community partnerships. Taking the risk now will place law enforcement in the role of advocate for community good when the year 2003 arrives.

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APPENDIX A

November 29, 1993

Dorothy Jones, Program Services Coordinator
San Joaquin County Housing Authority
448 S. Center Street
Stockton, CA 95203

NOMINAL GROUP EXERCISE

Thank you for agreeing to participate in the Nominal Group Exercise. The meeting is scheduled to begin at 8:00 a.m., November 30, 1993. It will be held at the Bank of Stockton, Operation Center, at 415 E. Miner Street (enter on Sutter Street) in the conference room. Eight other people will participate with you. The meeting is expected to last approximately four hours.

The issue for your consideration is, "What will be the extent of Community Partnerships impact on crime in the year 2004?" There are three related sub-issues. They are:

1. What methods must law enforcement take to define "Community" in Community Partnerships?
2. What training needs will be needed for effective Community Partnerships?
3. What funding sources will support Community Partnerships?

The term "Community" in sub-issue #1 refers to residents, community based organizations, churches, social service organizations and non-profit organizations.

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NOVEMBER 29, 1993
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It is projected that cities will continue to grow and diversify in population. The needs of the communities continue to change. Law enforcement recognizes this and is looking to ways to better serve their communities.

Please develop a written list of three to five trends and three to five events related to these issues over the next ten years. They may be social, technical, educational, environmental or political. Trends are considered a consistent pattern of events over a period of time which affect an issue. Events are a single occurrence verifiable in retrospect which might impact trends and the issues. **There are no right or wrong ideas--nothing is ridiculous.**

All of the trends will be listed. They will be reviewed and any additional trends which may come to mind will be added. The group will finalize the list and prioritize the trends resulting in a list of the top ten. The same will be done with the events.

Finally, you will do a cross-impact analysis by determining the impact of what the final ten events will have on each other and the final ten trends.

The following are examples of two trends and two events:

TRENDS:

1. Level of high tech/computer crimes.
2. Level of neighborhoods established based on economic income.

EVENTS:

1. Federal government mandates police-community partnerships.
2. Consolidation of City/County government.

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Again, thank you for agreeing to participate in this group. If you have any questions, please contact me at (209) 944-8246.

EDWARD J. CHAVEZ
CHIEF OF POLICE

BY: LIEUTENANT MARK GANTT
PERSONNEL & TRAINING SECTION

EJC:MWG:rw

APPENDIX B

N.G.T. PANEL PROPOSED EVENTS

1. **Mandatory hiring of minority personnel.**
2. Community conducts survey/evaluation.
3. Mandated local level permitted to cut red tape/barriers.
4. Statewide grassroots organization established with mission to pressure police to do something about gangs, drugs, etc.
5. **Grant funding for community policing.**
6. **mandated evaluation of social service agencies.**
7. National Health Care passes; creates an increase in sin tax and associated crime.
8. Rodney King II type incident.
9. **Mandated partnerships among law enforcement, social service, education, health housing and business community.**
10. **Positive shift of local government recognizing community leaders.**
11. Mandated religious training in schools.
12. **Police become sensitive to the community they serve.**
13. New immigration laws opening/limiting.
14. Local government and community form coalition to address partnerships.
15. 100,000 police officers for community policing.
16. Passage of National Service Learning act.
17. "Community Partnerships" become mandatory curriculum in public schools.

18. Greater birth rate among minority population.
19. **Mandated neighborhood police substations.**
20. Mandated punishment no/limited plea bargaining.
21. Merging of police and social services.
22. Mandated residency program for officers..
23. **Mandated partnerships.**
24. **Economic job opportunities for minorities.**
25. Local media commits to positive marketing of community.
26. **Public/private partnerships for funding for police internship program to develop leadership skills.**
27. Armed vigilante conflict occurs.
28. University/community partnerships.
29. New level of gun control passes.
30. Legalization of drugs.
31. Controlled distribution of fortified beverages.

APPENDIX B

N.G.T. PANEL PROPOSED TRENDS

1. Focused recruiting.
2. Available funding sources.
3. Police at-risk mentoring programs.
4. Level of media censorship.
5. **Level of openness and willingness of sharing information (agencies).**
6. **Level of cultural/sensitivity awareness training.**
7. Level of attention to victims of crime.
8. **Level of performance based funding.**
9. **Level of corporate/social responsibility.**
10. Level of focus on outcome rather than cause.
11. **Community demanding police/community partnerships.**
12. **Development of leadership programs for economically/socially disadvantaged.**
13. Level of cultural awareness.
14. **Changing values and ethics of society.**
15. Level of immigration.
16. Level of birth rate.
17. Level of family violence.

18. **Level of the acceptance of violence by society.**
19. Level of crime involving gangs.
20. Level of "boot-camp type" incarceration.
21. **Level of community policing.**
22. Level of gated communities.
23. Changing demographics.
24. **Level of available and new funding sources.**
25. Level of military in law enforcement.
26. Level of demand for police response time as measure of efficiency.
27. Level of recruitment of female officers.