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WHAT IS THE FUTURE OF PUBLIC INPUT ON NONENFORCEMENT POLICE SERVICES?

A Comparison of the Public View with the Police View

NCJRS

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ACQUISITIONS

A Research Project

by

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for

The Commission on Peace Officer Standards and Training

Command College  
Class #4

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Numerous respondents of surveys and participants in group meetings

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## THE FUTURE OF PUBLIC INPUT ON NONENFORCEMENT POLICE SERVICES

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Uses a futures methodology to assess the value of direct citizen input about police functions which do not require sworn police powers. Often a police review board is the expected means to examine these functions. This researcher proposes a group which helps develop future roles and does not critique past events, as a review board usually does.

Nominal Group Techniques were used to develop this research with separate police employee and citizen groups. Both groups developed trends and events which were linked with a cross-impact analysis. Likely future scenarios were developed and examined.

Although there were disagreements in the priorities of the police group and the citizen group, there were ample indications that future expectations of both are heading down similar paths.

The author makes a strong statement supporting a new kind of board of citizens to give input on training and developing of future police officers and the services they offer the public.

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This Command College Independent Study Project is a **FUTURES** study on 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.

Studying the future differs from studying 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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## EXECUTIVE SUMMARY

Commencing in 1985, this research has been directed toward assessing the value of direct citizen input into the future of nonenforcement police services (all functions not requiring a sworn officers' powers). A futures methodology--examining literature, forecasting trends and events, developing scenarios, developing policy alternatives, and creating strategic and transition plans--was used to conduct the research. From the beginning, it was the goal to compare the points of view on future services of a group of police employees and a group of citizens.

In 1985, a Nominal Group Technique (N.G.T.) was used with the police employees to forecast trends and events about nonenforcement services. Graphs were prepared to depict the trends and tables prepared to show the estimated probabilities of the events occurring. A cross-impact analysis was done on the events and trends, which led to the creating of future scenarios. From the Scenarios, suggested policies were formulated to arrive at the future. The group did a capability analysis of the Escondido Police Department to determine the ability to change. Finally, a strategic plan and action plan were created, along with an implementation and transition plan.

In 1987, a group of citizens volunteered to go through a similar methodology. However, in order to gather more data, a survey was conducted of seven community groups (religious, educator, business, student, health, Hispanic and senior). Some very strong opinions, such as opposition to paying for traffic accident reports, were obtained from the survey in reference to nonenforcement services.

The citizen group went through an N.G.T. in early 1987. They also developed trends, events, and probabilities different from the police group. The resultant future scenarios were very much nonenforcement-oriented and the

policies suggested to the police focused on being better-prepared for physical disasters. Importantly, many of the ideas of the citizen group correlated with the ideas of the police group, demonstrating a compatibility of citizen input with police policy.

A literature search was conducted which focused on the inadequacies of the traditional review board. There is much written about the efforts of reviewing police conduct but scarcely anything discussing successful programs with citizen input on future roles of the police.

An action plan and strategic plan were developed to incorporate the policies suggested by the citizen group into the police department. The stakeholders in the process were identified and it was noted that a cooperative effort could be beneficial to both the police and citizens.

This research project speaks highly for increased efforts to develop a means for direct citizen input into the future police nonenforcement services. The data shows a strong desire to participate by citizens and many more areas of agreement than disagreement between this police department and a representative group from the community.



## INTRODUCTION

What is the future of nonenforcement services (see appendix "A" for a specific definition) from the public point of view? It cannot be identified in a simple sentence and cannot be set down in a single writing. However, by researching trends, it is possible to develop alternative futures and to work toward changing the alternatives or working to eliminate them. "One commonly expressed objective of futurists is the development of alternative futures so that decision makers may better understand the variety of possibilities open to them."<sup>1</sup>

In previous research (1985-86), I began looking at nonenforcement services from the police point of view.<sup>2</sup> All the while during the process, it was clear that there are two sides to the issue--the provider side and the consumer side. Having examined one side, I desired to complete the research by evaluating the public side.

To dare to solicit the public's point of view can sometimes be construed to be treading on some sacred ground. It may seem audacious to suggest that police administrators do not have a clear picture of what is expected by the public; but to pursue policies which are contrary to public sentiment is foolhardy. The future of the police profession is being reformed. Traditional values are being questioned and new schools of police management are becoming increasingly a part of the preparation for a law enforcement career. It is no longer sufficient to run an autocratic enterprise. The qualities and actions of police officers have been and will continue to be modified by necessity.

The Commission on Peace Officer Standards and Training (P.O.S.T.) began looking at future training needs in 1971 with Project STAR. That project was "based on the assumption that better identification of the role requirements

of criminal justice system personnel--both now and in the future--will make possible the development and implementation of appropriate education and training programs."<sup>3</sup> Can that training be complete without input from the "customer" who will receive the fruits of the training? Does the public have something to offer which can improve our performance in their eyes?

Granted, this research seeks to examine a police organization from the outside looking in. It may be uncomfortable for some. But, if the policies police administrators are developing are similar to the public expectation, it's a vote of confidence. If not, it's an opportunity to rethink and redesign policy formulation processes.

If it is true that police priorities are at least in part a reflection of the community's will, then it stands to reason that the police must, from time to time, ask the community what it wants and what its evaluation of police service is.

The Houston Police Department received a well-earned reputation in the late 1970's of having major problems. Under Chief Lee Brown, that department has undergone a transformation on a grand scale. In that process, Brown instituted values "involving the community in all aspects of policing which directly impact the quality of human life," and allowed "public input into the development of those policies which directly impact neighborhood life."<sup>5</sup> Now, consider how you might solicit that input--under fire, as in Houston; or by a process of mutual cooperation begun before problems develop.

What has been the traditional method of receiving citizen input on police policy? The **CITIZEN REVIEW BOARD**--three words that can make the hair of many police officials stand up on the backs of their traditionally red necks!

Review boards are notorious for reviewing policy. Unfortunately, it is usually done in the context of criticism of past acts performed by police

officers, perpetuating the "evil" character of review boards. Consider the Berkeley Police Review Commission. I attended a meeting of the P.R.C. in Berkeley in March, 1987. I saw a nine-commissioner panel consisting of five lawyers, two businessmen, a retired senior, and a University of California professor. This Commission has the authority and power to affect police department policy via the Berkeley City Council. For almost three hours (without a break), I listened to discussion of Commission policy and procedure, land use, parking, litter, and crime problems on the south side. A merchant attending the meeting was finally allowed to speak and complained of drug dealers, litter, and loitering by his business. When he was literally cross-examined by some of the attorneys on the P.R.C., he finally made a statement about police services. He stated that the police feel powerless to help him because they know whatever action they take will be criticized by the P.R.C. Palmer Stinson, in a thesis to the Institute for Professional development, aptly described what I experienced at the P.R.C.:

**At one recent meeting, nearly an hour was expended on trivial procedural matters and members indulged in protracted carping at fellow members on matters which would be much more effectively handled on a person-to-person basis. Although meetings usually lasted longer than five hours, few substantive issues are addressed or solved by the Commission.**

The only difficulty I had with the statement was that Mr. Stinson wrote it on May 11, 1976--almost eleven years earlier!

And now, a new review board may be on the horizon. The San Diego Police Department and Chief Bill Kolender are under pressure for a similar board in the wake of a scandal of ticket-fixing in his department. In an effort to avoid the "traditional" review board, Kolender has proposed other forms of review, such as the Grand Jury.

This project does not propose citizen review boards. It proposes instead garnering public input on friendly terms about nonenforcement roles--for example, the future of the new 10-days-on/5-days-off work schedule for patrol officers at the Escondido Police Department and the recent San Diego Police Department decision to not investigate non-injury traffic accidents. The majority of the work performed by police officials is service-oriented--not enforcement-oriented. This necessitates a serious consideration of the policies related to the services.

\* \* \* \* \*

#### SURVEY ON ATTITUDES

Some of the popular trends in police work were placed into a brief survey which was disseminated to a stratified sample of the community. The respondents were persons presented the survey by the participants in a group meeting which is described later in this project. Of a total of 135 surveys, 101 were returned from areas including religious, educator, student, business, health care, Hispanic, and senior citizen. The same number of surveys were distributed to each group. Responses were anonymous except for the particular group area (above) where it originated.

The survey consisted of four pages. (See appendix "A".) The first included definitions of terms used in the survey, "nonenforcement service," "found property," "cold crime reports," and "civilian service officers." Following was the rating scale used on the survey. It ranged from 1 to 5, with 1 representing **very strongly disagree** and 5 representing **very strongly agree**.

Page two contained the eleven questions and the answers scale, along with a section for comments.

The third and fourth pages were two future scenarios which had been developed in the previous research on nonenforcement services with a group of police employees. The first scenario primarily dealt with the creation and existence of a statewide police force; and the second, primarily with private (as opposed to public) police departments competing for service contracts. The two scenarios were rated individually as the final survey question.

The intent of this survey was not to obtain a statistically validated sample. Rather, it was to obtain input on several current and future trends. Additionally, two alternatives for the future developed by the police employee group were included (but not identified as such) to "test" their possible acceptance or rejection. Those were the questions dealing with police officers teaching in the schools regularly and affording police the latest in computers and technology.

It is important to consider, briefly, many of the questions. The answers received serve to verify some suspicions and dispel others which are very much the topics of discussion in law enforcement circles today. In the interest of brevity, only the questions showing a strong tendency one way or the other are discussed here:

**When police service is sent to you, it is generally expected to be a sworn officer who responds.**

All nine groups responded, marking **strongly** or **very strongly** agree. And, 92 of 100 individual responses were rated **strongly** or **very strongly** agree. This question followed one on phone service which only slightly leaned toward agreement.

It is acceptable for a civilian service officer to take a crime report where the suspect is known or in the area.

The majority of responses for this question indicated that this is not an acceptable practice (**strongly disagree**).

It is acceptable for a civilian service officer to carry lethal weapons.

An overwhelming majority of responders very strongly disagreed with civilians carrying weaponry.

Police officers should be afforded the latest in computer equipment and technology to fight crime.

The overwhelming majority very strongly agreed with this situation. This response will prove to be very important as this project develops. This was another question where all nine groups concurred.

Police officers should regularly teach in the elementary and/or high schools.

Although this was actually two separate questions, the response to each was that it should occur. Six groups strongly or very strongly agreed to elementary schools while eight strongly or very strongly agreed to high schools.

Police departments should charge consumers for providing nonenforcement services (in general).

Seven out of nine groups strongly or very strongly disagreed with this practice. Three additional specific types of charges were queried. Charging for non-injury traffic reports met disfavor with eight of nine groups.

Charging for services like fingerprinting split the groups, with none favoring it, but five were undecided. Four of nine favored charging for false burglary or robbery alarms, but the rest were split.

**Two possible future scenarios are attached....**

The scenarios can be found in appendix "A". On the scenario for the statewide police force, six groups neither agreed nor disagreed and three groups (religious, a student group, and an educator's group) strongly agreed or very strongly agreed. The private police scenario showed six groups strongly disagreed or very strongly disagreed, while three groups (seniors, religious, and a student group) were undecided.

Leading into the literary review, this survey provides a starting point for gauging the public point of view on how police departments are responding to requests for nonenforcement services. It is common knowledge that involvement in actual enforcement activities accounts for a minority portion of the time of a police official. Ancillary services consume the majority of hours "purchased" by the public. Therefore, the survey, as a gauge of services, offers insight into the areas of preference of the consuming public. Police officials should be aware of those preferences in order to be the optimum provider of the services.

\* \* \* \* \*

**FUTURES METHODOLOGY**

LITERATURE

Police bibliographies are rife with literary works on civilian review boards of the nature considered above. Additionally, much has been written about community relations programs. However, it is more difficult to locate



in-depth studies of citizen input into policy formulation. Professor Timothy Flanagan of the State University of New York alluded to this difficulty in March, 1985, in a Journal of Police Science and Administration article:

**While a voluminous body of data exists on citizen evaluations of criminal justice service, comparatively little attention<sup>7</sup> has been paid to citizen input into the policy formulation process.**

Flanagan himself discusses the need for citizen input, and comments on James Q. Wilson's "service-style policing,"<sup>8</sup> but does not offer a means for gauging the service. He warns of trying to narrow the scope of police responsibility, stating

**"....positive public attitudes toward the local police are inextricably bound to noncrime-related services that most police departments provide."<sup>9</sup>**

In assessing the importance of nonenforcement services, Mark Pogrebin, Associate Professor of Public Affairs and Criminal Justice at the University of Colorado, referred to a 1970 survey in Baltimore that placed noncrime-related calls at a 70 percent level. He concluded that,

**...service work is and will remain an integral part of police activities. The issue that needs to be dealt with is one of training police to perceive service responsibilities as equal in importance to that of criminal activities."<sup>10</sup>**

Jerome Skolnick and David Bayley echo Pogrebin's conclusion in their 1986 book, The New Blue Line, saying,

**"Students of policing generally agree that, in the typical police department, the overwhelming majority of the patrolman's time involves service to citizens rather than direct criminal investigation."<sup>11</sup>**

A U. S. Department of Justice publication in 1982 was specifically critical of at least one conclusion of previous studies stating,

**"Police spend little time on many of the activities which receive most public attention and for which they receive most training and more time on activities for which they receive little attention or training."**<sup>12</sup>

John Greacen, in an essay for the Police Foundation, discussed the role of police and fighting crime. His premise clearly was that the police should not devote more of their time to crime fighting. Instead, he encouraged research to **"focus on the aspects of police work not related to crime fighting."**<sup>13</sup> In 1980, Greacen believed that most police agencies went to problems citizens deemed important, regardless of the priority the police might give them. In 1987, that view may not be so valid, even if the citizens' desires have not changed.

Although the communication may have been interpreted as one way, former Los Angeles Police Chief Edward Davis at least recognized the importance of public participation:

**...there must be a sharing with the public of those organizational beliefs, policies, and objectives. If partners are going to work effectively together, they must be able to understand what the company is in business for.**<sup>14</sup>

In 1980, Louis Radelet, Michigan State Professor of Criminal Justice, wrote prophetic words about future programs:

**Community elements must become more articulate in their expectations of services from the police and assume a larger share in determining police roles and such associated considerations as police policy delineation....**<sup>15</sup>

A recent article by Professor Geoffrey Alpert and Associate Professor Roger Dunham of the University of Miami revealed a study of a Florida agency where officers actually demonstrated a preference to be evaluated on

**"....criteria that are service-oriented as opposed to those that measure enforcement<sup>16</sup> of the laws." Certainly that is a change from traditional approaches.**

To summarize where the expected trend lies, consider this from Albert Reiss, Jr. (1985) in Police Leadership in America:

Nevertheless, the chief must allow the community to provide input into the development of police operational policies that affect the quality of life in the neighborhood. The chief remains the ultimate decision maker, but he makes a costly mistake when he forgets that his mandate is supplied by free and powerful people.

...The police chief will have to work at ensuring continuous citizen input in police policymaking. In some ways, this will be difficult as it goes against the grain of normal procedures to base police decision about day-to-day operations on anything but assessments by police personnel.

There are strong indications that more direct input is about to take place by the public regarding nonenforcement services. With that perspective, the following futures development is offered.

#### CANDIDATE TRENDS

In a Nominal Group Technique meeting at the Escondido Police Department in early 1987, a stratified sample of the community (appendix "B") met to discuss this issue:

#### **WHAT IS THE FUTURE OF NONENFORCEMENT SERVICES FOR THE ESCONDIDO POLICE DEPARTMENT IN 15 YEARS?**

There was no brainstorming of issues by the group as this research is continuing from previous research on the above issue.

With "nonenforcement services" defined as any service which may be provided by the police, other than arrest or enforcement action, the group developed a list of thirty-one candidate trends. (See appendix "C".) Discussion of these trends led to the combination of number 7 with number 8, number 21 with number 4, and number 28 with number 7. Numbers 25 and 31 were eliminated as enforcement-oriented and not dealing with the issue. A preliminary Nominal Group Technique vote did not result in consensus. Trends which received no votes were eliminated and additional discussion and a second vote resulted in the following list in rank order of preference:

- 4 - Hispanic communications and illegal aliens
- 10 - Increased use of K-9's
- 11 - Electronic equipment/vehicles
- 7 - Increased use of nonsworn personnel
- 30 - Increased use of volunteer programs
- 14 - Changing weaponry; nonlethal; nonenforcement personnel and stun guns
- 3 - Physical fitness programs

#### TREND EVALUATION

Each member of the N.G.T. group then completed a trend evaluation form. The seven trends selected for further consideration were each given a value for "today" of 100. The participants assigned a figure to each trend, indicating what they believe the value will be in 10 years and could be in 15 years. Appendix "D" displays a sample form and data used to project the trends on the graphs to follow. Each of the graphs have angulated solid lines which indicate the range of responses by the groups members. It can be seen that there was at least one member who showed the trends--all of them--disappearing some time in the future. Five of the seven will no longer be in existence within 15 years, according to the member supplying the lower ranges.

Later discussion will show that none of the law enforcement personnel in previous research had such a prediction.

The graphs each depict a "will be" line and a "could be" line. By obtaining an average of the members' responses, I was able to pictorially present a projection of their trends. Significantly, the trend numbers 4, 11, 7, and 14 indicate strong increases, while numbers 10, 30, and 3 are represented as moderate increases.

All of the "could be" lines are showing higher values than the "will be" lines, but that is not indicative of each member's individual response; some members did give values that indicated a lesser likelihood for the "could be" than the "will be." In general, the graphs produced by the community group show faster rates of increase than previous research with the law enforcement group. This may be due to the unfamiliarity of the public group with how long it usually takes a police agency to make major policy changes. (For a comparison of the new graphs with the old, see appendix "E" and Graphs 1-7 below.)

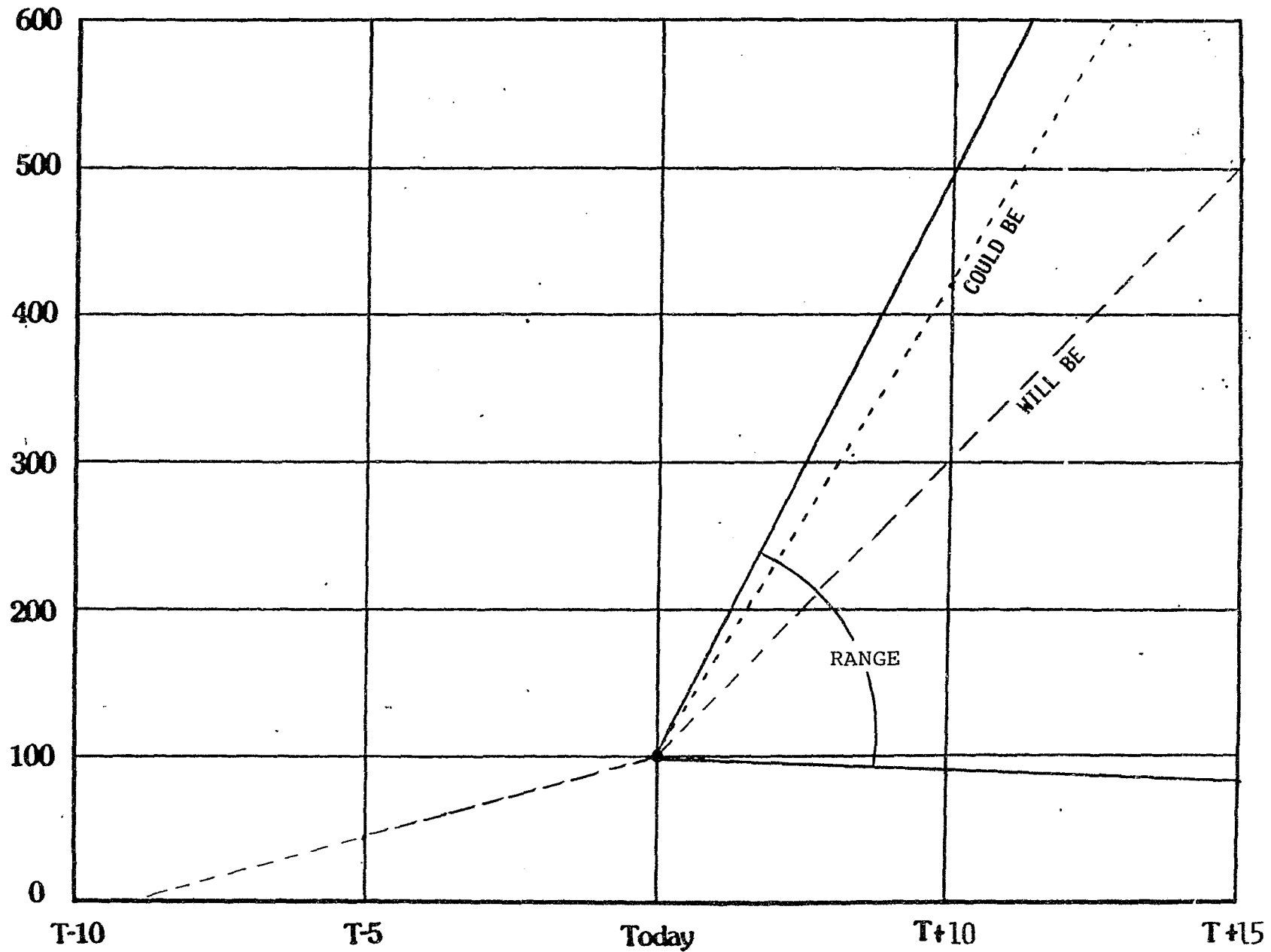
#### TREND DISCUSSION

Although many of the same trends identified by the police research group were on the public group's list, only one even overlapped the group voted for by the community group. The use of civilians in certain areas was that one.

Graph Number 1 depicts Trend 4 which deals with Hispanic communications and other problems and services associated with legal and illegal aliens. Surprisingly, this trend did not even make the list of trends of the Escondido Police personnel. I believe that is because the previous research was conducted prior to the passage of the federal law granting amnesty to illegal aliens. Nonetheless, the current N.G.T. group feels this trend is a major concern, starting now and rising rapidly every year. In group discussion,

TREND NO. 4 Increased Hispanic communications and illegal alien problems

Your estimate of the value for "today": \_\_\_\_\_



almost every member cited a recent encounter or observation of immigration concern. Those concerns incorporated nonenforcement aspects in the areas of referrals to appropriate agencies to assist in properly complying with registration, bilingual assistance of all types, and general communication and cultural difficulties. It is highly significant to me, as a law enforcement executive, that this was the number one trend of interest as a nonenforcement concern to the N.G.T. community group.

Trend 10 and Graph 2 represent an interest toward increasing the use of police K-9 units. Despite the discussion emphasis, the group did not rate the trend as rising quickly. The range between the "will be" and the "could be" was very narrow. As second in rank order, K-9's may be receiving increased attention due to the relatively new K-9 program at the Escondido Police Department.

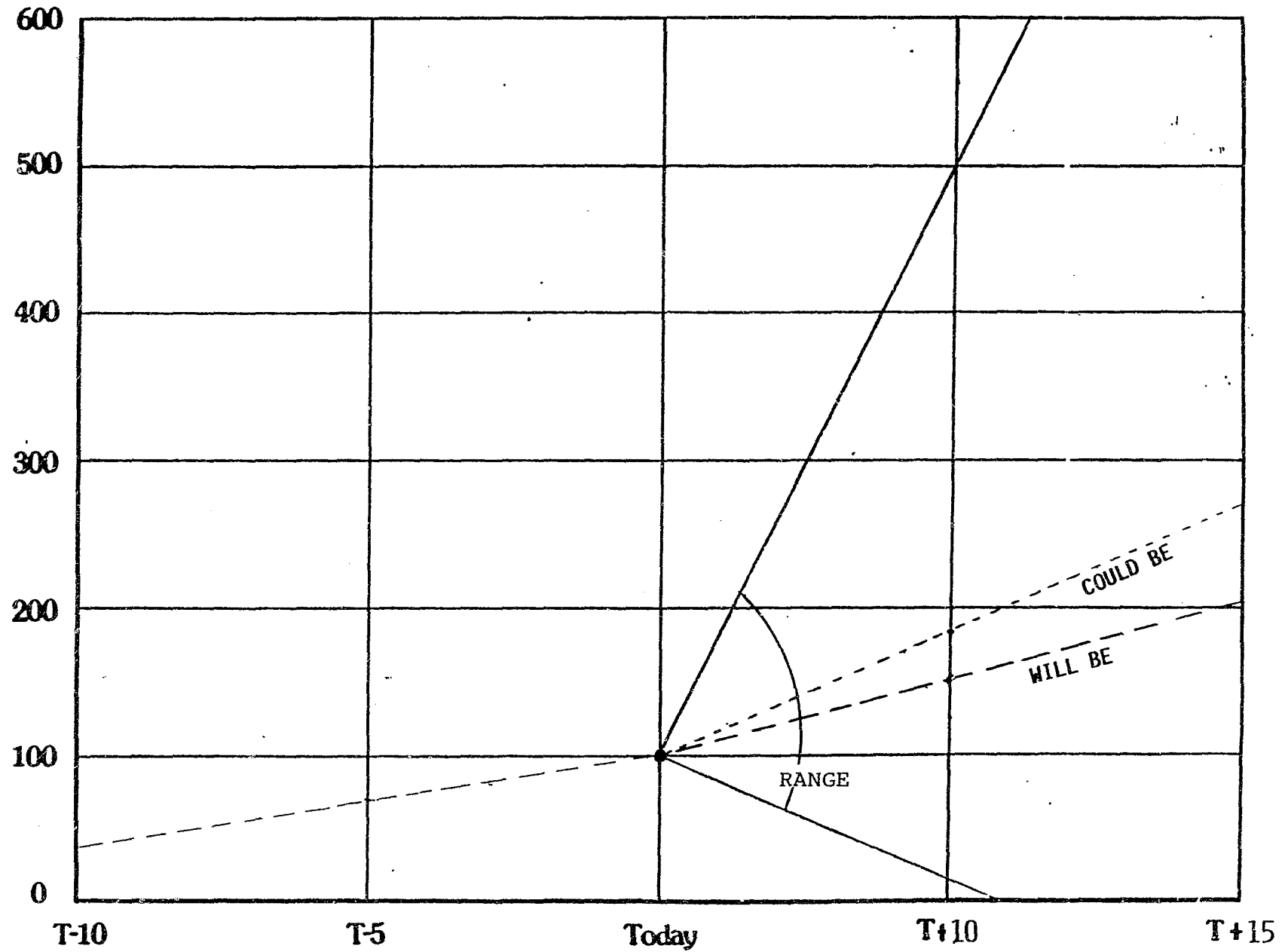
Electronic equipment and vehicles are definitely a trend of the future and the public group anticipates they will be used extensively to aid with nonenforcement services by police. The consensus of the group was that computers will be widely utilized and not with the concept of "Big Brother" in mind. This trend is shown in Graph 3.

Discussion of Trend 7, nonsworn specialists or civilian service officers, clearly demonstrated the acceptance of the trend. Most of the participants were very aware of the existence of civilian officers and the fact that they perform many services previously done by sworn police officers. Many facets of this area--an issue in itself--were discussed by the members of the group. Comments included the high cost of law enforcement, Workmen's Compensation settlements, expensive benefit packages, and generalist versus specialist training. This was another trend which the group perceived as having a rate which is escalating rapidly, as shown in Graph 4.



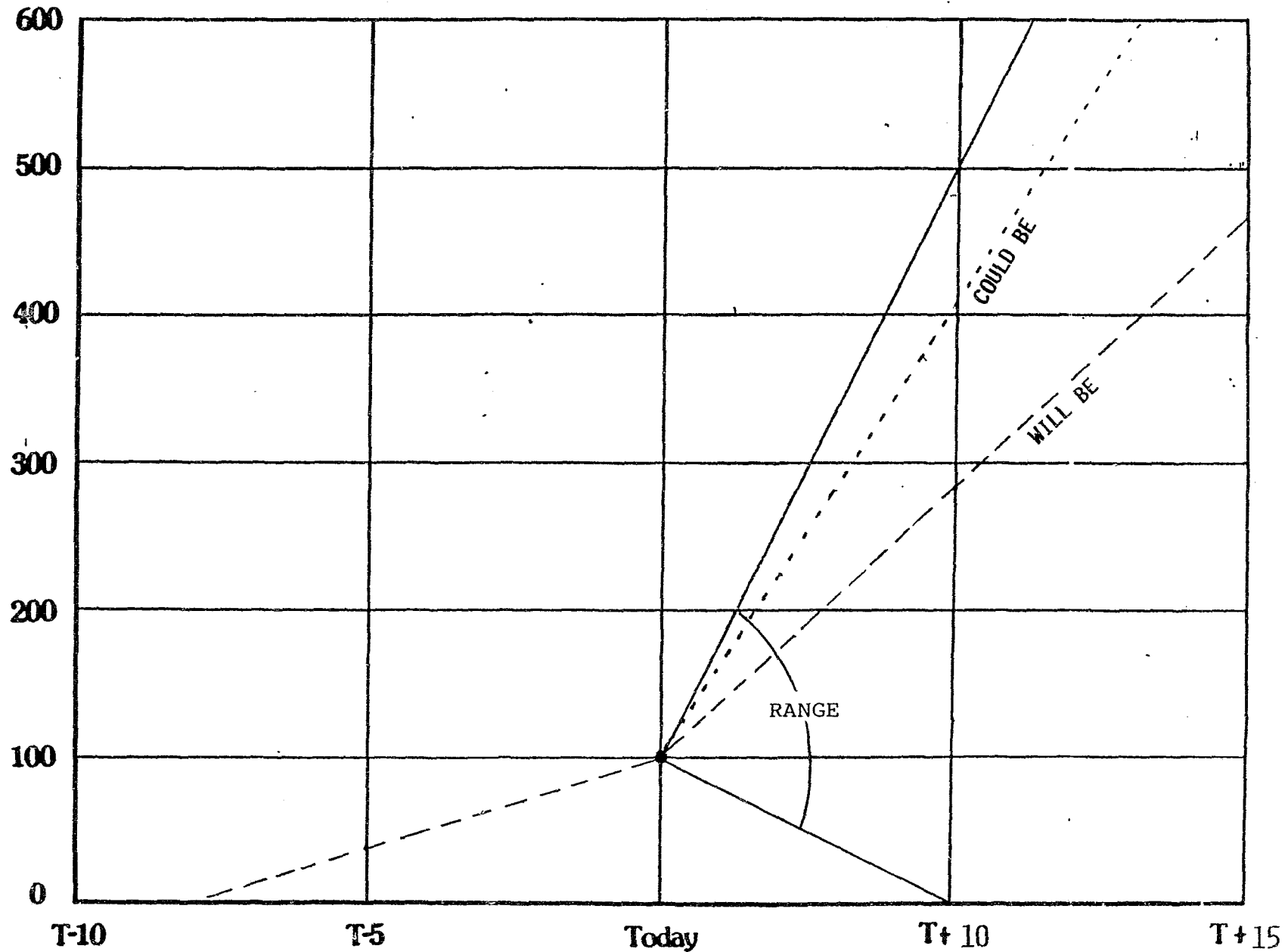
TREND NO: 10 Increased use of K-9 units

Your estimate of the value for "today": \_\_\_\_\_



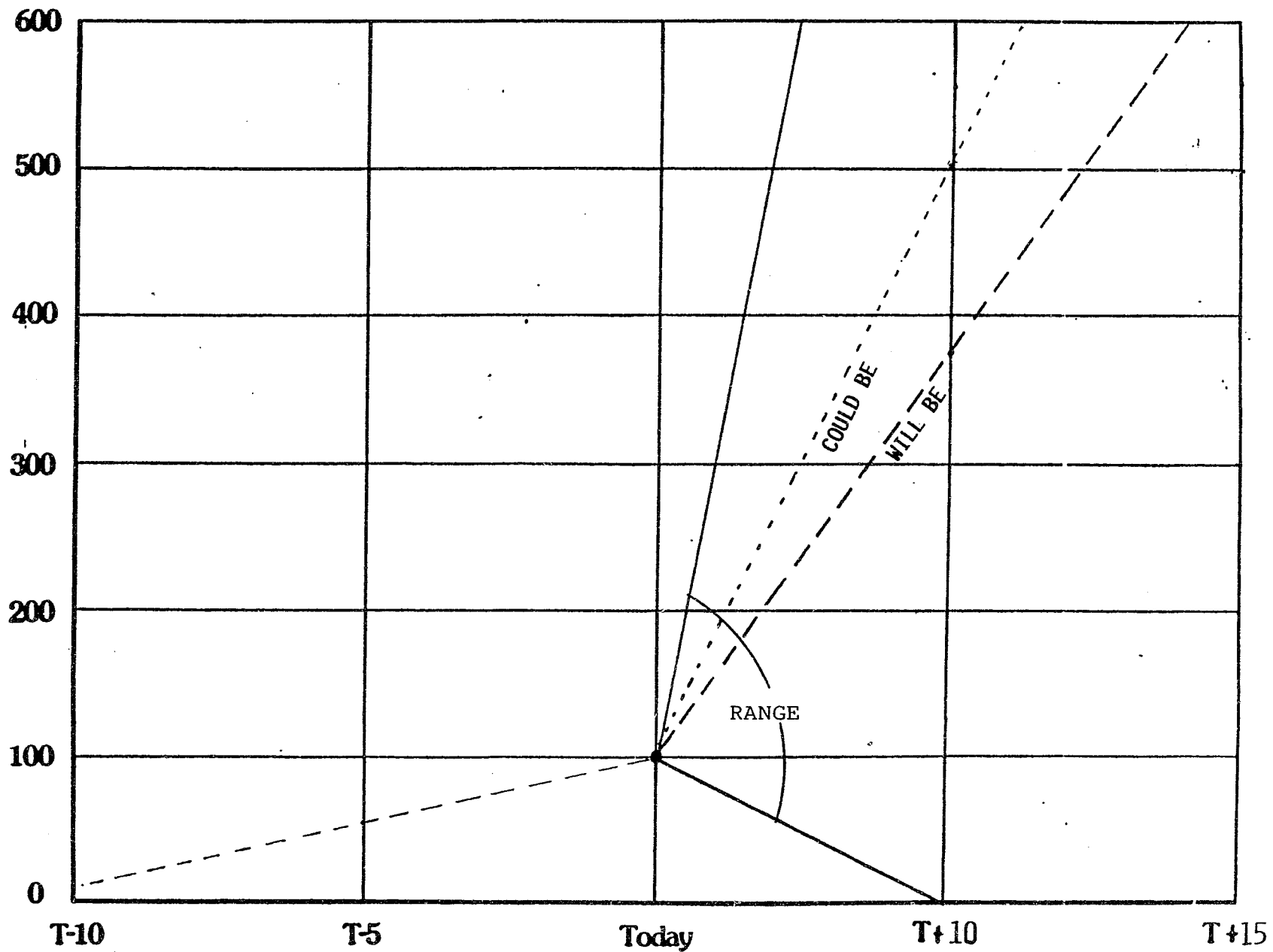
TREND NO: 11 Increased use of  
Electronic equipment and technology

Your estimate of the value for "today": \_\_\_\_\_



TEND NO: 7 Increased use of civilia

Your estimate of the value for "today": \_\_\_\_\_



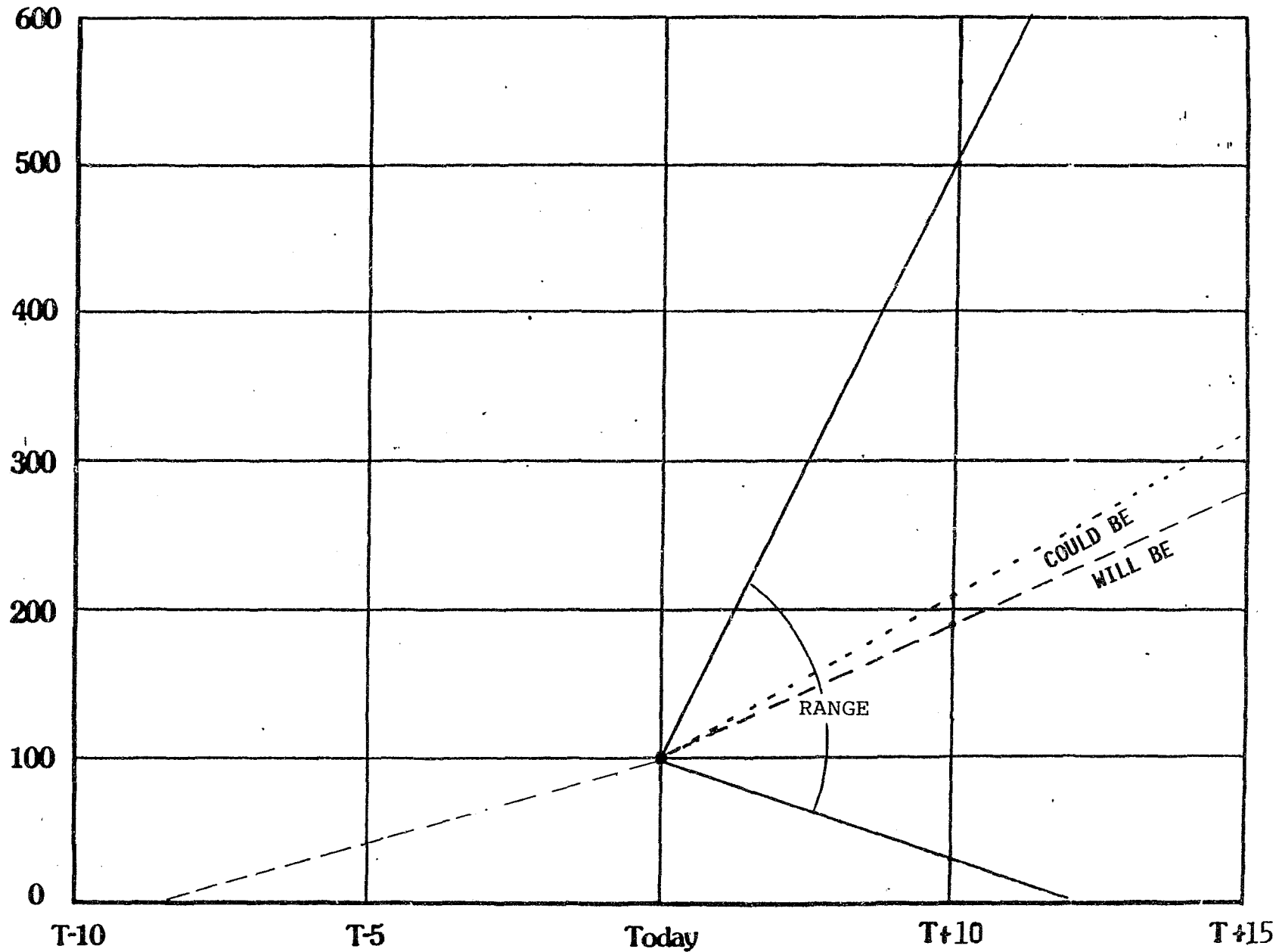
Graph 5 represents the trend of volunteer programs. The City of Escondido has a tremendous number of unpaid volunteers performing job functions. They assist with reception, filing, typing, and computer terminal operations in our police department and other departments. Their service has been an invaluable boon to us. Since the program is fairly new, I feel the N.G.T. group was not as confident with its development. As a result, the graph shows only a moderate rate of increase with a small range between the "will be" and "could be."

Trend 14, a tendency toward nonlethal weapons and changing weapon regulations, shows an acceptance (or perhaps a hope) for using less-deadly weaponry in favor of stun gun-type equipment. My sense of the group was that the trend is going beyond uses by just police officers, so the trend was not considered as enforcement-oriented. For example, police departments may be expected to increase training for citizens in the use of registration of such weapons for self-defense. This trend is represented by Graph 6.

Finally, there was a discussion of physical fitness programs, Trend 3. There was definite antagonism over some of the recent settlements for Workmen's Compensation among police employees. Undoubtedly, there exists a definite public expectation of reasonable fitness for such employees which would minimize work-related injuries. I believe it is evident that the expectation stands also for nonenforcement contacts by the police. One comment was attributed to an officer with a "16-keg beer belly." Therefore, I surmise that there is an expectation to at least appear physically fit at all times. Graph 7 shows the moderate rise in the trend toward having fitness programs.

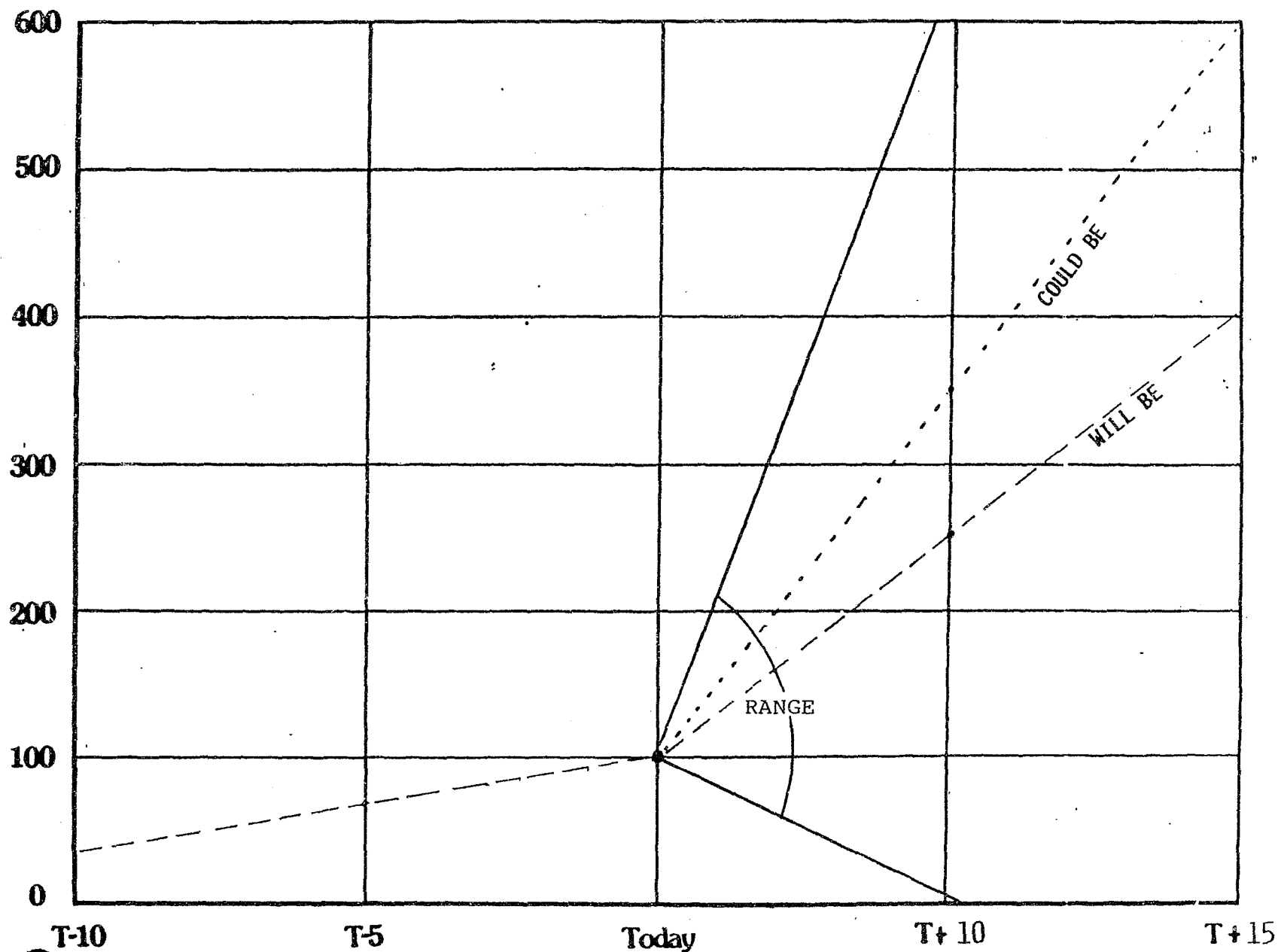
TREND NO: 30 Increased use of volunteer programs

Your estimate of the value for "today": \_\_\_\_\_



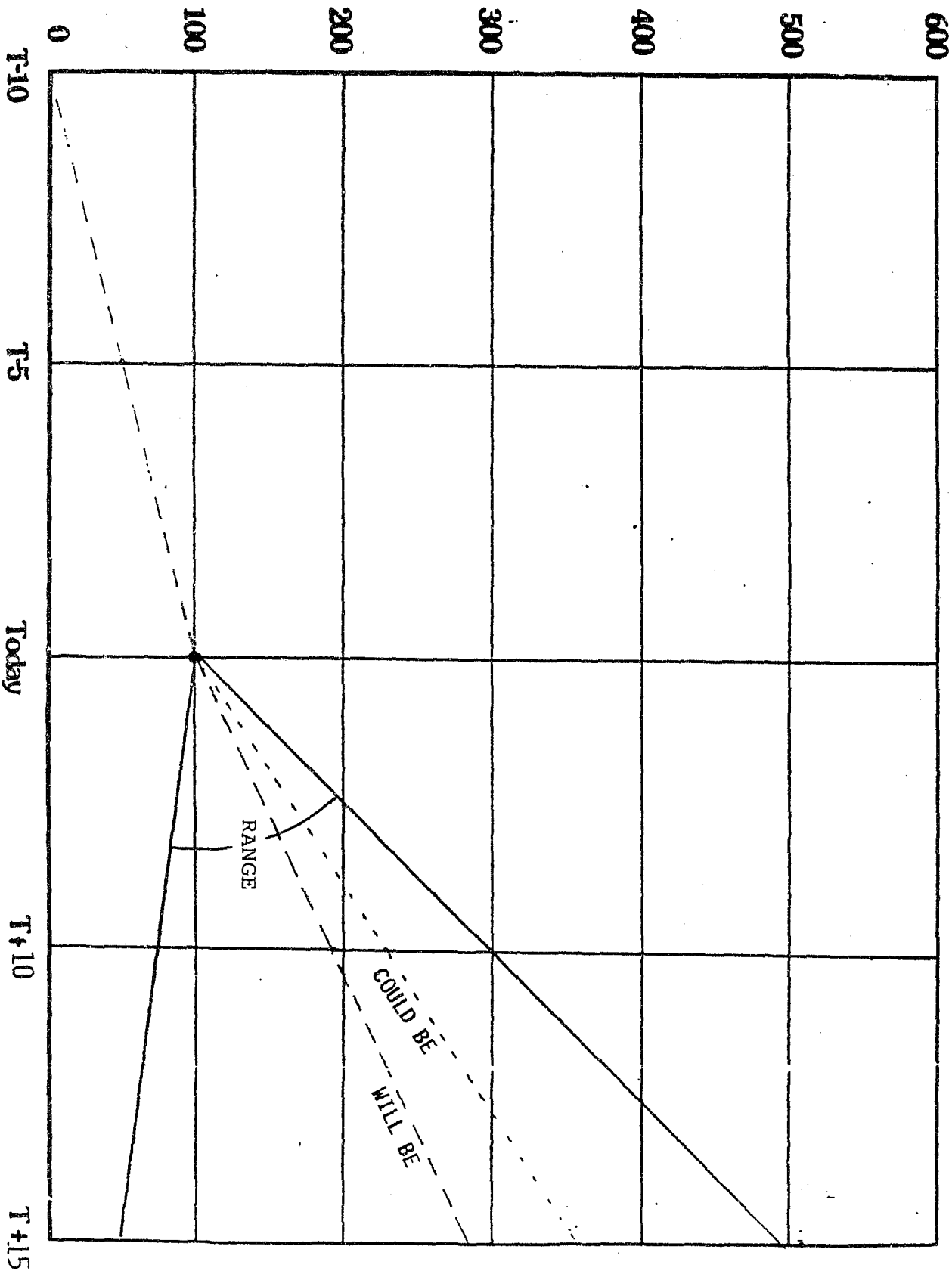
TREND NO: 14 <sup>Increased</sup> Use of non-lethal weapons

Your estimate of the value for "today": \_\_\_\_\_



TREND NO: 3 Increased use of physical fitness programs

Your estimate of the value for "today": \_\_\_\_\_





### Candidate Events

The N.G.T. group then generated events which might impact the trends developed. Their list (appendix "F") was voted on and narrowed down to six, in rank order:

- 1 - A no-growth election
- 5 - U. S. closes all its borders
- 9 - Civil uprising in U. S. over immigration policy
- 6 - Our water supply dries up
- 12 - A physical disaster occurs here
- 16 - The economy in Mexico prospers

Please note that these events are conceptualized in the Southern California area. Some of the events may be applicable only to this selected area.

### EVENT EVALUATION

Each group member was next asked to assess a probability for the events occurring by the next 10 years and the next 15 years. Table No. 1 is the collective result. (See appendix "G" for data prior to discussion and reevaluation.) The columns indicating net impact on the issue and law enforcement were assigned, based on the input from the group and some degree of subjective speculation.

### EVENT DISCUSSION

From the events and probabilities assigned them, there are interpretations to be made. Some of the interpretation includes the value indicated as the net impact and on law enforcement. A scale from minus ten (-10) to plus ten (+10) was used to express either a negative or positive impact. Coupled with discussion, a picture can be obtained of how the events are expected to affect our lives.

## EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	By 1997 (0-100)	By 2002 (0-100)		
#1 No-growth election	.54	.65	+3	-3
#5 U.S. closes all borders	.35	.37	+3	+5
#9 Civil uprising in U.S. over immigration policy	.41	.39	-10	-10
#6 Water supply dries up	.26	.41	-2	-5
#12 Physical disaster	.65	.79	-10	-10
#16 Prospering economy in Mexico	.16	.24	+5	+5

Specifically, it is noticed that only one event, a civil uprising over immigration policy, was not increasing in probability from the year 1997 to 2002. No particular reason was offered for that circumstance other than that perhaps the difficulties with immigration would level off by then. Nevertheless, the impact on law enforcement and the issue was considered maximum should an uprising occur. Obviously, during such incidents, law enforcement becomes taxed to the hilt and nonenforcement services would be virtually impossible to provide. A physical disaster would have similar impacts (Event #12).

Clearly, this group felt that a no-growth election and a physical disaster are considerably more likely to occur than the other events. In Escondido and other communities in California, these are topics which are very much in the news. Perhaps the notoriety of the possibility of such events has contributed to the higher probability estimates given by the group. The impact of a no-growth situation on the issue (+3) is attributed to the likelihood of more man-hours becoming available for nonenforcement services, once the demand rate for services of all kinds stabilizes with the growth rate. On the other hand, the impact on law enforcement (-3) could be negative due to a lack of resources to provide services caused by budget cutbacks.

It does not seem likely that the U. S. would close its borders, nor the economy of Mexico would blossom, according to the group ratings. But, if such were to be the case, the expected impact would be that police hours would be diverted to other areas with the accompanying de-emphasis on immigration concerns.

What if the water supply dried up? It appears that there would be a negative impact on both the issue and law enforcement. There would probable me more regulations of water usage and enforcement demands would be made on

police, depriving nonenforcement services of available hours. Additionally, no water would mean no growth and an additional cutback of resources for all kinds of services.

Of all of the events, the water supply question showed the most dramatic change, going from .26 to .41 in 10 to 15 years. A physical disaster is close behind with similar change. Environmental concerns are apparently considered to be increasing substantially as time goes by.

#### CROSS-IMPACT ANALYSIS

The Nominal Group Technique members completed a cross-impact evaluation of their six events. A summary of the data appears in appendix "H." The group average appears in Table No. 2.

Each event was measured against the other events. For example, reading across the first row labeled E1, the nominal probability of .65 (the probability that E1 will occur by 2002) is seen. E1 is not measured against itself (third column), and is uncoupled (has no impact) with E5 (fourth column); the probability of E6 drops to .19 if E1 occurs; E9 drops to .30 if E1 occurs; E12 and E16 are uncoupled with E1.

Applying the events to the trends showed E1 would increase the change to Trend 4 by 25%; Trend 10 by 5%; Trend 7 by 35%; and Trend 30 by 10%. E1 was not expected to impact Trends 11 and 14.

Applying this process to each row (event) produced the matrix in Table 2. Event 9 was found to impact ten events and trends. E12 hit on nine. These two rows are considered the "actor" events while the "reactors" are determined from the columns with the highest number of hits--E1, E6, E9, and T4.

Both E9 and E12 move the other events and trends in both good and bad directions; therefore, any policies to be made effecting them must be weighed for costs and benefits before implementation. Specifically, what

[illegible]

nonenforcement services should be developed and/or eliminated to prepare for the impact of a civil uprising over immigration policy (E9) and a physical disaster (E12)?

By creating and implementing policy changes at and with various events and trends, the development of alternative futures begins. At each point in the matrix, there is the potential for a change in the direction of the future. Each policy interacts with each event, and each event with the other events, thus a vast number of probabilities exist. The following scenarios are examples of treating these probabilities as if they will occur.

#### FUTURE SCENARIOS

The above trends and events and their impacts make it possible to develop alternative futures. Three scenarios follow which indicate possible outcomes of interaction of the various events. The first can be described as the most likely or "will be" scenario.

##### **Scenario One**

The aftermath of the highly predicted earth tremors is still quite evident. The 1997 quake immediately devastated a deteriorating and susceptible water system. Teams of volunteers and civilian employees of the police departments now check on the strategic water distribution points and specifically trained police K-9's sniff out leaking areas of the remaining system. Local leaders have retreated from the no-growth positions they espoused in order to draw repair efforts, although the likelihood of closing the international border looms ahead as a means to prevent a chaotic surge of illegal labor from the south. Law enforcement officers (sworn) are finding demands on their nonenforcement time now include the continuous sending of data on mobile terminals previously used for enforcement efforts. Now the data is sent to a central disaster recovery unit for processing. The on-site

assistance gained has been invaluable.

A second scenario depicts a different path of events. Some are the same as above, but a change in the order of occurrence can result in a different future. This scenario may be called the "should be" future as it can be achieved and is possible.

### Scenario Two

All of the communities in Southern California have now passed no-growth ordinances following the special election agreed to as a result of the "immigration riots" in the Los Angeles area in the year 2000. The riots themselves caused the Mexican border to be closed by our military forces and it remains closed. The riots saw an influx of familial relations toward the Los Angeles area to achieve a balance of representatives of both sides. Of course, the disturbances drew off many sworn personnel and nearly doubled the use of K-9 forces. Volunteers are relied upon to provide nonenforcement services to displaced persons since sworn personnel have been drawn away. Those sworn officers remaining in their communities have found increased demands on their time to locate relatives on both sides of the border. Citizens are aware of the electronic means in patrol vehicles and make every effort to obtain data in the field. An unfortunate sidelight to the civil disturbance has been the decline of participation in the weapon exchange program (lethal weapons are traded in for a supply of nonlethal weapons for the entire family). It is hoped that the refusal to allow further development in this area and the closing of free access between Mexico and the United States will bring a stability to the area which has not been experienced for many years.

A third scenario takes a "could be" position. It explores what might happen if some of the lesser expected events take place or some which are expected do not take place.



### Scenario Three

Since 1987, Mexico has been collecting incredible wealth. The discovery of an element speeding the conversion of sea water to fresh water has turned this country into the undisputed world leader in fresh water reserves just fifteen years later. Since the element is found only in Mexico, the obvious value allowed Mexico the luxury of using it exclusively. The instant development of water has allowed agriculture and manufacturing to boom in Mexico. Citizens and former citizens are returning to the country to claim their portion of the birthrights. Only a handful of people could foresee the dramatic impact that such a discovery has had on the country. In the United States, police find themselves busy with providing services to those wishing to return to their native country. Where before the efforts were applied to verifying the legal right to be in this country, the new need is to provide orderly return and information to Mexico. Since the demographics of the Southern California area had become so Hispanic-oriented, community leaders are now scrambling to rescind growth-regulating laws. It is apparent that a strong effort will be needed to avoid deterioration of communities caused by the mass exodus. The opportunity to buy into development efforts is already luring many U. S. citizens to apply for legal alien status in Mexico. Some media representatives are comparing this to the gold-rush hysteria of early California.

#### POLICY DEVELOPMENT

With these scenarios based on real data and real expectations, what should we in law enforcement be doing to prepare for operating within them? What kind of policies should we be preparing and pursuing?

To examine these questions, Scenario One (the earthquake devastation) was selected for analysis. Obviously, no policy we can create can prevent a quake

from occurring (barring scientific developments unforeseen). However, we can prepare to meet the expected demand on nonenforcement services by seeking input from the public. They can tell us how they feel regarding police actions after a major disaster and what we should be preparing to do.

These policies could be developed to guide us to the scenario future:

- ...Prepare an expected damage report each year based on the development of the community.
- ...Practice major disaster drills with increasing frequency as the likelihood of a quake increases.
- ...Cross-train police personnel in the basics of the water system to provide emergency shutoff and the retention of a usable supply.
- ...Accelerate the installation of mobile data equipment and include training in public works emergency operations and locations.
- ...Create a priority reconstruction list (e.g. hospital, water system, radio communication, etc.) and include the expected source of material and labor.
- ...Develop the volunteer system into a priority listing of where earliest responders will be assigned.

It is evident that the public group developing this forecasted future anticipates a level of assistance that focuses on nonenforcement areas. And they perceive that the focus of assistance can be changed quickly from enforcement to nonenforcement mode. The question of whether or not that is so is a variable among police agencies which is difficult to measure.

\* \* \* \* \*

## A COMPARISON OF VIEWS

Earlier, it was mentioned that there was also a law enforcement point of view toward the future of nonenforcement services. Previous research in "**Nonenforcement Services Expected of Police**"<sup>18</sup> (1985) followed the same futures methodology as above. The two studies are often referred to as **the police point of view** and **the public point of view**. Since one of the main premises of this research is the integration of the two points of view, a summary and analysis of both views is presented here.

### TRENDS

The long lists of candidate trends (public versus police) are found in appendices "C" and "I". A liberal interpretation of them shows about two-thirds of the police list are on the public list and about half of the public list is on the police list. The discrepancy is due to the several trends on the police list that combine into one or two on the public list. The remainders are areas each side developed but were not similarly generated on both lists. Significantly, half of the trends the community group generated were not approached by the sworn police group despite the fact that they were working on the same issue.

Two specific trends were addressed in opposite directions. First, the investigation of noninjury traffic accidents was considered by the police as a diminishing trend. The public, however, maintained that the accidents should continue to be investigated. Secondly, the public group desired to see more police involvement in licensing and soliciting functions while the police wanted to refer those functions to other agencies or departments. Apparently, those are two areas which could, in themselves, become research topics.

The final list of trends for each group was:

Fig. 1

POLICE <sup>19</sup>	PUBLIC
Referral services to other agencies/departments	Hispanic communications and illegal aliens
Crime prevention programs given by civilians	Increased use of K-9's
Counter reports (person comes to the station to complete his own report)	Electronic equipment/vehicles
Priority systems on calls for service	Increased use of nonsworn personnel
Specialized training versus generalized	Increased use of volunteer programs
Increased use of light-duty officers (on injury)	Change to nonlethal weapons
	Physical fitness programs

Of these lists, the only two matching trends are those dealing with the use of civilians for more traditional police functions. However, it is suspected that there is a consistent theme underlying the choices--that of becoming more efficient with the resources available.

The projection of the similar trends on civilians shows a wider range and a much higher rate of increase by the public group. (See Fig. B, appendix "J" and the Trend No. 7 graph on page 23.) The rate difference could be due to a natural tendency to be covetous of job security by police.

#### EVENTS

The approaches to the possible events which could effect the trends were completely from different directions:

Fig. 2

POLICE <sup>20</sup>	PUBLIC
Enforcement control given to the states by feds.	No-growth public election
Legislature decriminalizes more offenses	U. S. closes all borders
A county police force is formed	Civil uprising in U. S. over immigration policy
Budget cap placed on all cities and agencies	Our water supply dries up
Private police are authorized by the state to replace public police	A physical disaster occurs here
	The economy in Mexico prospers

Undoubtedly, the police events focused on the type of events that deal primarily with enforcement efforts and, indirectly, on the time available for nonenforcement services. On the other hand, the public group selected events which indicate a primary effect on services rather than on enforcement.

Similarly, the future scenarios created for the police group followed a change in power base for police agencies while the contrasting scenarios by the community were not aimed at eroding enforcement, but rather at enhancing services.

#### POLICY DEVELOPMENT

The two groups converged somewhat at this state and focused back on the civilianization, volunteers, and obtaining and utilizing sophisticated electronic equipment. It is perhaps the beginning of the indications that the public and police groups could work together to prevent a rude awakening with which we might meet our future.

Fig. 3

POLICE <sup>21</sup>	PUBLIC
Be aware of state and federal impact on local affairs	Prepare expected quake damage reports each year for the community
Be aware of trends toward civilianization	Develop volunteer systems and priorities
Keep training ongoing and updated	Cross-train police personnel in essential public works
Solicit input from the public	Practice major disaster drills frequently
Budget for future-oriented equipment	Accelerate installation of mobile data equipment and include public works
Maintain contacts with the business world	Establish a priority reconstruction list including sources of material and labor

It is now much more apparent how policy development by both groups is heading down a similar road. It can be fairly said, at this point, that each type of group has sufficiently similar goals to allow a productive exchange of ideas and implementation of joint efforts to achieve the goals.

\* \* \* \* \*

#### ACTION PLAN

The Escondido Police Department received 30,568 log complaints (calls for service) in 1984. It was expected that the level would be about 32,096 for 1985 (a 5% increase) plus about a 5% increase for each year thereafter.

Instead, 1985 brought 34,067 log complaints--an 11% increase. In 1986, service requests numbered 41,137 to show a 21% increase over 1985; and there is no reason to believe that 1987 will not produce another substantial increase.<sup>22</sup>

What can the community and the police do with such information? What impact does it have on the policies favored by both groups which were just presented above? What plan of action should be formulated by the police department to deal with the service requests?

#### STRATEGIC PLAN

The capability of the organization to handle change is a key issue. An extensive analysis was completed on the Escondido Police Department just last year during the study of nonenforcement services from the police point of view.<sup>23</sup> Due to the short time since that analysis, it will be assumed here that it is still applicable.

Capability rating sheets showed the Department to be seeking familiar change constantly--with top managers having strategic knowledge and education. The line personnel were rated high in competence. Equipment, officers' skills, training, and political support were listed as better than average.

Nevertheless, the overall assessment of the organization was that it was considerably reactive (as opposed to proactive) and that the budget support showed it to be relatively static. The capability for change existed but the commitment to programs was lacking.

The WOTS-UP Analysis (Weaknesses, Opportunities, Threats, and Strengths) is reconfigured here in its entirety to show a degree of connection perceived between the previous study and the policies developed in this research.

Fig. 4<sup>24</sup>

<u>Opportunities</u>	<u>Threats</u>
Specialized training in expanded fields	Sworn/nonsworn ratio dropping
Civilianization with limited budget constraints	Private police forces
Modern technical services	Decriminalization of victimless crimes
Electronic applications to paperwork and vehicles	Change in "traditional" policing
	Statistical evaluation of employees
<u>Strengths</u>	<u>Weaknesses</u>
Above-average equipment	Reactive--not proactive--change
Above-average facilities	Maintaining manpower levels
Above-average training	Static budget/no revenue
Above-average Council support	Management inconsistency
Above-average officer skills	
Budget stability achieved	
Management knowledge/education	

Previous pages discussed civilianization, future-oriented equipment, and training as targets of policy. The same categories are noted in the WOTS-UP data.

Attesting to the ability to change, the organization has made efforts to improve areas of weaknesses and to take advantage of the opportunities. For



example, the 1987-88 budget has capital outlay requests for mobile data terminals for patrol cars. Manpower requests include thirteen additional patrol officers and additional civilians as well--all of which can provide additional nonenforcement services.

From the public point of view, are there additional stakeholders in the review of nonenforcement services by the police department? Not really. The same individuals and groups which are impacted by police services now still stand to gain or lose from either point of view being applied to policy. The difference may be in the priority level assigned to services versus enforcement. In the 1986 "Strategic Plan for the Escondido Police Department Regarding Nonenforcement Services," the stakeholder (known as the "taxpayer") was given the Number One priority by police employees developing the plan.<sup>25</sup> Plus, their first expectation listed for the public was "service beyond emergencies." Surprisingly, this tenet of service was not found to be difficult nor easy to change, but still, most important to change. Because it seems so foreign to have public input as the crux of policymaking for a police department, it is nonetheless the most difficult to affect.

As further proof of where the strategic efforts lie, consider the mission of the Escondido Police Department:

**Protect life and property, apprehend and successfully prosecute all violators, deter criminal activity and preserve our corporate peace; recover and return stolen property, regulate all traffic law and assist traffic engineering in identifying and correcting hazardous traffic situations while maintain community support and respect. Balance citizen rights to live a peaceful, secure life free from criminal acts with a minimum of intrusions and restrictions on the populace.**

It exudes an aura of enforcement more strongly than not, with a veiled reference to other services.

For purposes of the strategic plan, the public group favored three alternative policies from the list generated by the police group (See appendix "K".):

**Develop an illegal alien approach plan and work on new ways to foster communications on such issues.**

**Launch a program to utilize electronic data equipment more effectively, especially in the patrol field.**

**Begin cross-training police personnel in public works areas to provide emergency nonenforcement services.**

One proposed policy was the same as the police group--the electronic equipment approach. The public group did not have the fear of "Big Brother" watching as the police group suspected they might. The use of such equipment is an everyday part of life now and the members of the group saw no reason for the police to be any less efficient than the business world.

The suggestion of cross-training police personnel was directly connected to the anticipated nonenforcement services associated with a natural disaster where police are pressed into services such as rescue and first aid.

Finally, the public group repeatedly pointed out the need for Hispanic communications programs. They gave examples from "not speaking the language" to "workers lining the street in a commercial area, waiting for someone to hire them for the day." In addition, the new amnesty immigration laws are not understood by either side of the issue and a mutual understanding is necessary.

#### RECOMMENDATION

The public approach to nonenforcement services could best be served by a regularly participating panel on the issue. A representative group--such as the Nominal Group Technique participants) would provide the best mix.

The caveat here is to weigh carefully the concept of the traditional police review board. What took place in the past is not what is being examined in relation to these issues. What might or will take place in the future is the concern. The objective is to meld the views of both the public and the police regarding services--the largest portion of the police officer's function.

A primary study committee in-house is highly recommended before inviting this change. History is wrought with organizational examples of disaster from premature exposure of the inner workings. Review boards are one of the best examples. An acknowledged commitment from the leadership of many areas will be needed just to commence study. Police, political, and community leaders are needed to develop a valid group and approach.

#### IMPLEMENTATION AND TRANSITION

How should this blending of views be handled and who has what interests? There are negotiable and nonnegotiable positions to be taken in each area.

First, consider the Chief of Police as the representative of the police point of view--although, by no means is he the only stakeholder in the plan. Individual officers and groups (such as a Police Officers Association) will have more than a passing interest in the development of programs and procedures. But, focus here is basically on the police organization and the public organization.

The Chief has a nonnegotiable area in enforcement aspects. He is charged with specific duties in this area and the public influence on them must be from narrowly defined approaches (e.g. elections, ordinances). In dealing with the employees of the department, he knows what equipment functions are necessary, what manpower is needed for a minimum level of safety and other criteria for everyday operation. He cannot be expected to relinquish control

of this type of area. He can be expected to consider which services the public demonstrates are of primary concern. He can also be expected to solicit support of other stakeholders in the issue (such as the City Manager and City Council). The Council would want to be sure the plan is in the best interest of both the public and the city.

What structure would the Chief want to use to optimize the public input? By carefully scheduling the topics of discussion for an advisory group, the Chief could attend whichever critical areas he chooses. He most likely would delegate to a middle manager the responsibility of gathering the ideas and presenting them in long-range form for planning purposes. Middle management's stake is both present- and future-oriented as they will experience the results of planning now with the public group.

How would the public view their participation in this process? At first, it could be expected that the knowledge of the department members would dominate the public. After all, who has more knowledge of how and why the department exists? Hopefully, the members of both sides would recognize this phenomenon and slowly adjust to equal voice within the confines of the meeting to exchange ideas.

In all likelihood, a time should be expected when the public might wish to expand beyond the boundaries of nonenforcement services to regulate undesirable action. Preplanning for that eventuality should include a line of demarcation--in writing--over which they do not wish to cross. Integrity of the intent is important to both sides.

The first move? Call together a community sample of persons at the police department. Brainstorm the idea of having a nonoffensive, nondefensive coalition to prepare for the future of nonenforcement services. Judging from the citizen participation in this research, the interest and cooperation are

already in place. Form a group inside your own organization of future-oriented people who are interested in attempting what has not been traditionally possible. Step out together to improve the future of police services.

### CONCLUSION

There is a new school of thought forming for the police executive of the future. There will be more public input into the policies of police departments just as there is an increased awareness and involvement in the way the environment is developing in this part of the country. To ignore its arrival is careless at best.

The processes involved in this project have served to verify that there are, in fact, similar points of view about policy between the public and the police. Where we, as police administrators, are perhaps underestimating the concern is in the area of nonenforcement services. The available literature and studies show, by far, the majority of police work is service-oriented, not enforcement-oriented. According to the survey taken, the literature, and the citizen participation in the Nominal Group process, there is a strong desire to retain the service orientation. There is more than a casual interest, judging from the strong responses in some areas of the research.

The futures methodology demonstrated that the public has input which is extremely valuable in formulating service policy. We, as police officials, serve at the whim of the people and need to be cognizant of their building desire to participate.

Examples in this project have shown that citizen input in a form other than a citizen review board is desirable. The conflict that develops in using a traditional board to assess fault for police action is devastating to community relations. An outlet--or inlet, if you prefer--is needed aside from

that approach in order to have meaningful communication about the efficacy of police services. I believe that approach may be a board which examines only the desired future roles and services the police will fulfill.

Although the samples for the group process and surveys were small, the general impression given by them indicates the need for additional research and monitoring. For example, the pending review panel in San Diego may afford additional guidance if its purpose is to focus on developing police personnel for improved community service. The key will be to meld the police and public points of view in a nonthreatening manner.

Two of three alternatives for improving nonenforcement services developed in my 1985-86 research resurfaced in this project. Teaching in the schools was highly acceptable to the survey groups and obtaining the latest in technology was emphasized by the N.G.T. group.<sup>26</sup> These examples show a correlation between the public and police view which is worth pursuing. I believe there is much to be learned about providing nonenforcement police services and the first step is to agree on a future-oriented approach to input.

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APPENDICES

APPENDIX

" A "

ESCONDIDO POLICE DEPARTMENT

P.O.S.T. COMMAND COLLEGE RESEARCH PROJECT

SURVEY PARTICIPANT:

Your assistance is requested in determining attitudes towards police services, now and in the future. This survey is a part of a research project for the Commission on Police Officers Standards and Training (P.O.S.T.) Command College. The results will be incorporated into a study helping to guide local law enforcement into the future.

Your participation is greatly appreciated.

The following definitions are offered to familiarize participants with terminology used in the survey questions:

"Non-enforcement services" means those functions often performed by sworn police officers, but do not require a sworn officer to be performed; that is, no legal powers of arrest are required to perform the functions.

"Found property" may include items of obvious value which were lost or stolen, or contraband which is inherently illegal (e.g. drugs).

"Cold crime reports" are criminal reports which are written at a time when the suspect is not in the area, or is not immediately known.

"Civilian Service Officers" are non-sworn officers with no powers of arrest and who carry no lethal weapons. They are (in Escondido) full-time city employees who wear blue uniforms which are distinguished from the tan uniforms of the sworn officers. They are paid less and are trained narrowly and specifically in the necessary elements to complete crime reports. They take no enforcement action except for occasional parking citations.

-----  
PLEASE USE THE FOLLOWING SCALE TO COMPLETE THE SURVEY QUESTIONS ON THE NEXT PAGE:

- 1 very strongly disagree
- 2 strongly disagree
- 3 neither agree nor disagree
- 4 strongly agree
- 5 very strongly agree

- 1- When you phone for police service, you expect to speak to a sworn officer, as opposed to civilian. 1 2 3 4 5
- 2- When police service is sent to you, it is generally expected to be a sworn officer who responds. 1 2 3 4 5
- 3- It is acceptable for a civilian service officer to:
  - A- Take a cold crime report. 1 2 3 4 5
  - B- Take a crime report where the suspect is known or in the area. 1 2 3 4 5
  - C- Take a non-injury traffic accident report. 1 2 3 4 5
  - D- Pick up "found property." 1 2 3 4 5
  - E- Carry lethal weapons. 1 2 3 4 5
- 4- There exists an apathetic public attitude toward police department policies. 1 2 3 4 5
- 5- Police officers should be afforded the latest in computer equipment and technology to fight crime. 1 2 3 4 5
- 6- Police officers should regularly teach in the elementary schools. 1 2 3 4 5
- 7- Police officers should regularly teach in the high schools. 1 2 3 4 5
- 8- Police departments should charge consumers for providing non-enforcement services. 1 2 3 4 5
  - Specifically: A- Non-injury traffic reports 1 2 3 4 5
  - B- Administrative (fingerprinting, licensing, processing found property 1 2 3 4 5
  - C- Responding to chronic false burglary or robbery alarms 1 2 3 4 5
- 9- Prior to this survey, you did have an understanding of the civilian service officer's role for the police. 1 2 3 4 5
- 10- Is there any other issue or concern, not in this survey, on which you wish to comment: \_\_\_\_\_
- 11- Two possible future scenarios are attached to this survey. Please rate them using the same scale as to how you disagree or agree each one is likely to occur:
 

Scenario #1	1 2 3 4 5
Scenario #2	1 2 3 4 5

Scenario #1 - Ten years ago, 1985, the Federal Government formally turned over control of criminal matters to the fifty States. The governors of each state became the leaders of the state police departments, formed to unify crime-fighting efforts among the myriad of police departments and sheriffs' offices. The states also began licensing police officers to enable them to readily change job locations if desired. The legislatures, of course, wasted no time in enacting new laws applicable to their particular areas and many enthusiastically decriminalized those so-called victimless crimes. Throughout the State of California a standardized reporting procedure has been instituted. The system is completely compatible with every model of mobile terminal placed in patrol cars. Each state officer is versed in the latest technology and application to the work. The specialized training they received over the past few years has given them the confidence required to be "friendly" with the machines. Crime analysis on a mobile terminal has been labeled as the most valuable course in the state training academy and the speed at which information can be retrieved has increased a hundred fold since ten years ago.

Private police patrols have become nonexistent since the state officers became equally as proficient as the private sector. Officers are often performing non-enforcement oriented tasks for the public which formerly were not even considered due to time constraints. The relationship between the public and the officers has been solidified by the obvious change to efficiency.

Scenario #2 - The Acme Police Service, a private-sector company, today signed a contract with the City of San Diego. Within an hour of the State Legislature's passage of the Police Competition Bill, Acme representatives had proven to the San Diego City Council that they could provide better service than the County Police Force. The County is the remnant of sworn police officers who banded together in 1990 to save the last vestiges of dedicated public servants. Collectively they are still unable to match the service level offered by such companies as Acme which utilize the very latest in crime analysis computers. Also, the efficiency of Acme allows them to now pay beyond the level of the budget cap placed on all county police by the legislature. You'll remember that the County in San Diego was continually demanding more pay and benefits for less efficient performance. It is also widely recognized that County members refused to work light-duty assignments and limited duty assignments in lieu of disability retirement. The legislature was finally successful in forming an alliance with the Rose Byrd Court and eliminated the special privileges accorded sworn personnel. Now, it is just a matter of time before attrition tears apart the groups like the County Police Force.

The assimilation of so many functions which sworn officers refused to do, has placed civilians in the majority of law enforcement roles and it appears that will be the trend for far into the future.

A P P E N D I X

" B "

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Business Association

Invited, but unable to attend:

Media Representative  
Health Care Field  
Chamber of Commerce



A P P E N D I X

" C "

## CANDIDATE TRENDS

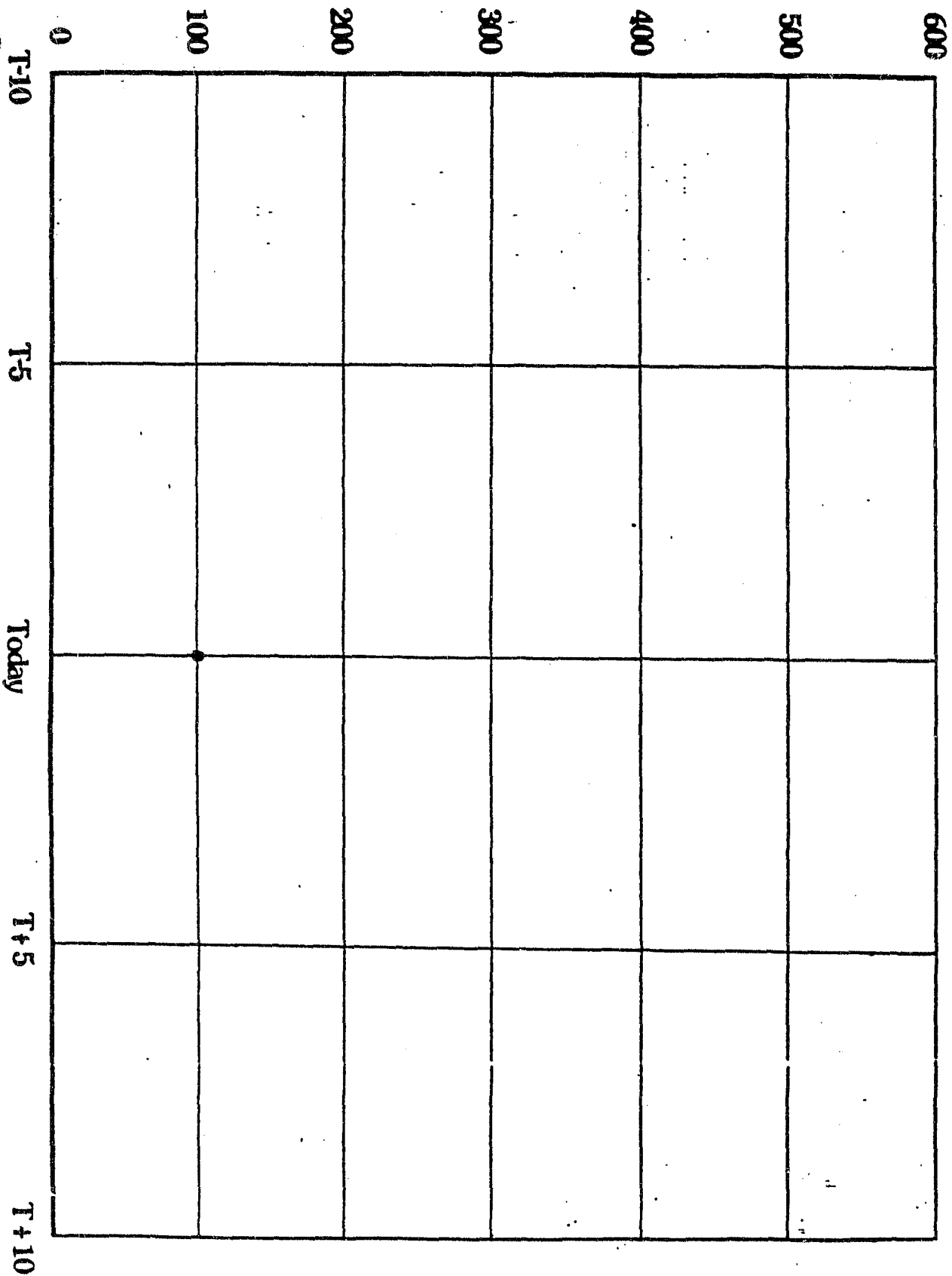
- 1 - Workers Compensation settlements are too high
- 2 - Women police officers
- 3 - Physical fitness programs
- 4 - Hispanic communications
- 5 - "Quick Release" from custody
- 6 - Handling indigent and homeless
- 7 - Nonsworn/civilian specialists; working more all-but-nonmoving traffic violations
- 8 - Uniform changes
- 9 - Disrespect to seniors--especially drivers
- 10 - Increased use of K-9's
- 11 - Electronic equipment/vehicles
- 12 - Abandoned vehicles increasing
- 13 - Geographic "beat" responsibility
- 14 - Changing weapons regulations; nonlethal; nonenforcement; stun guns
- 15 - Expected training increases
- 16 - Involvement with licensing/soliciting
- 17 - Single-officer cars
- 18 - Apartment service
- 19 - Consolidating agencies
- 20 - Penalty enhancements
- 21 - Illegal aliens
- 22 - False alarm response
- 23 - Accident response (noninjury)
- 24 - Vacation home check disappearing
- 25 - Domestic violence investigation
- 26 - The high cost of law enforcement
- 27 - Cold-crime reports by civilians
- 28 - Civilian specialist (e.g. evidence)
- 29 - Salary levels
- 30 - Volunteer programs
- 31 - Child abuse

A P P E N D I X

" D "

TREND NO. \_\_\_\_\_

Your estimate of the value for "today": \_\_\_\_\_



# TREND EVALUATION

"Was" Value

Group Member

Trend	1	2	3	4	5	6	7
4	0	10	*	50	98	70	50
10	0	0	*	200	75	100	50
11	0	25	*	50	75	25	50
7	0	10	*	100	75	50	100
30	0	10	*	10	75	25	50
14	0	5	*	200	75	65	50
3	0	15	*	100	80	45	50

\*(no response from member 3)

Average

Trend    4    =    46  
           10   =   71  
           11   =   38  
           7    =   56  
           30   =   28  
           14   =   66  
           3    =   48

A P P E N D I X

" E "

Fig. A

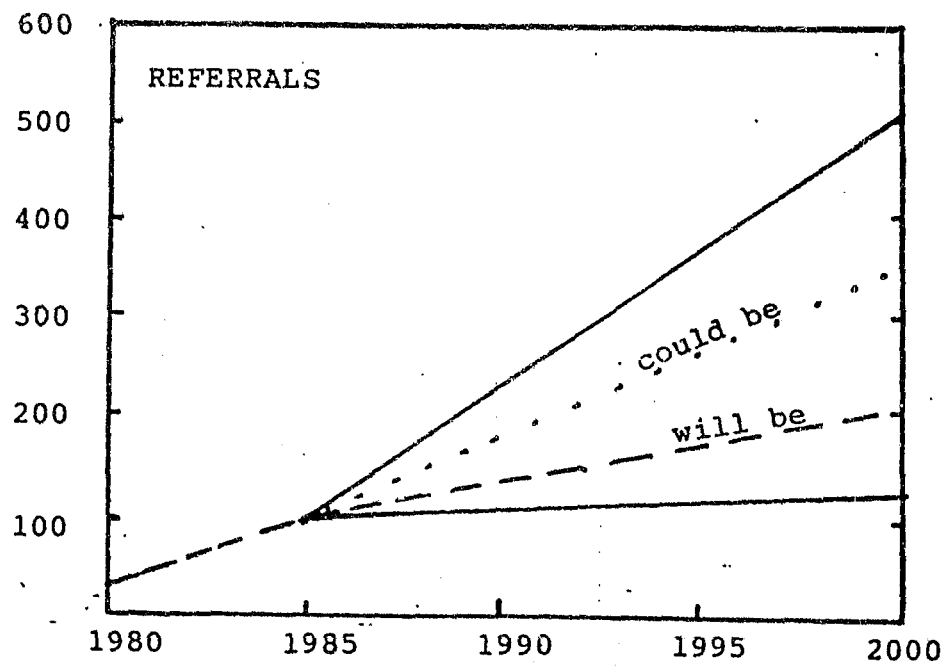


Fig. B

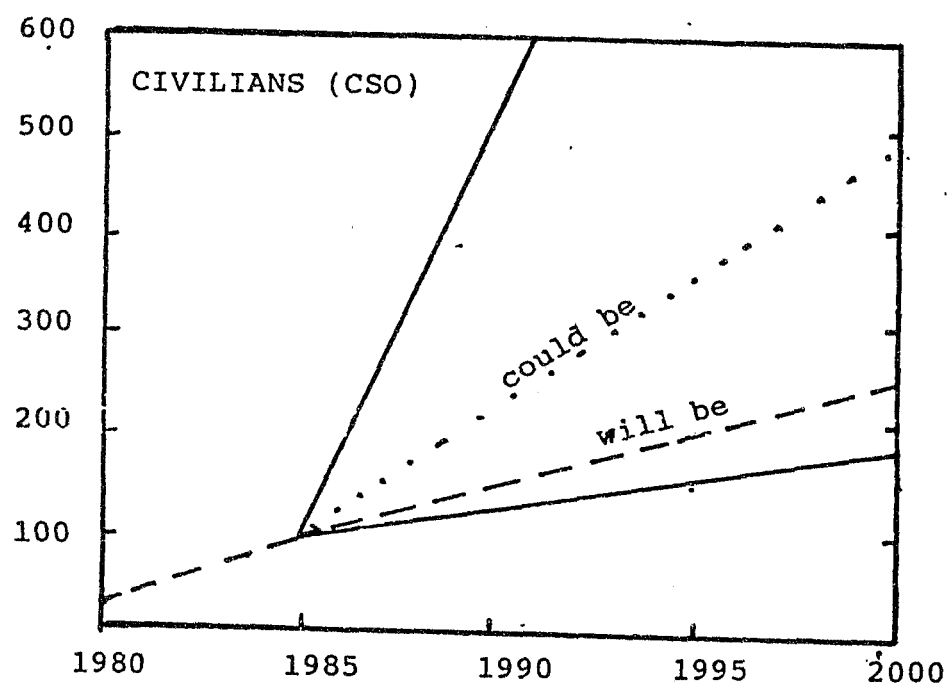




Fig. C

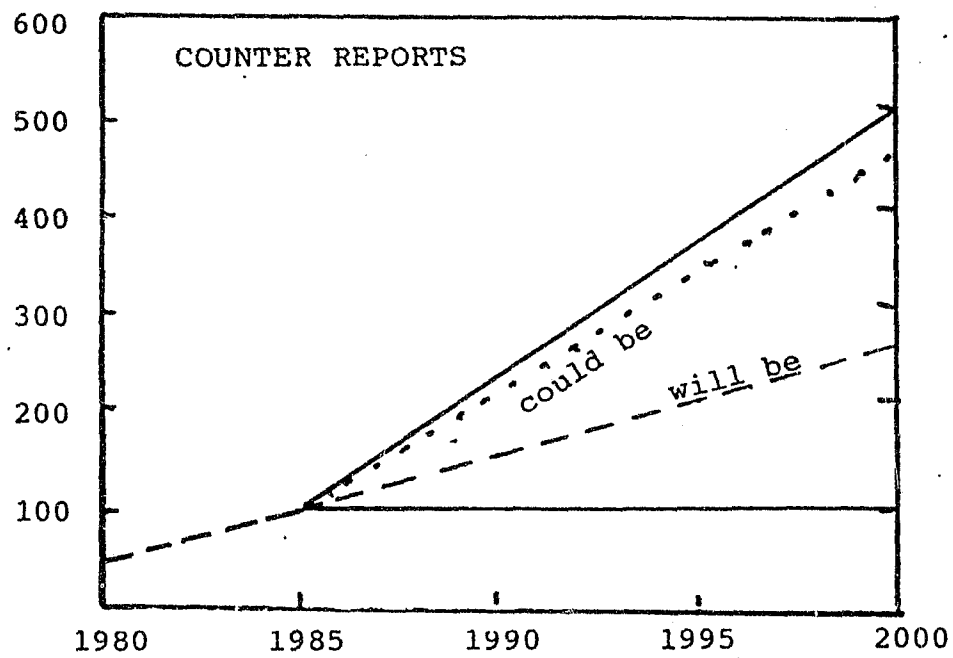


Fig. D

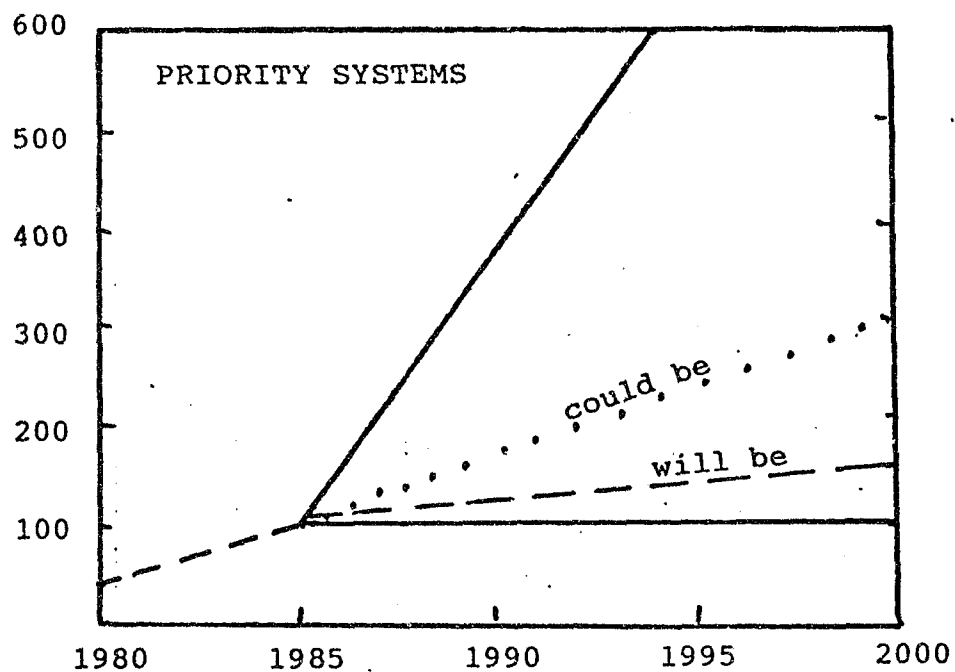
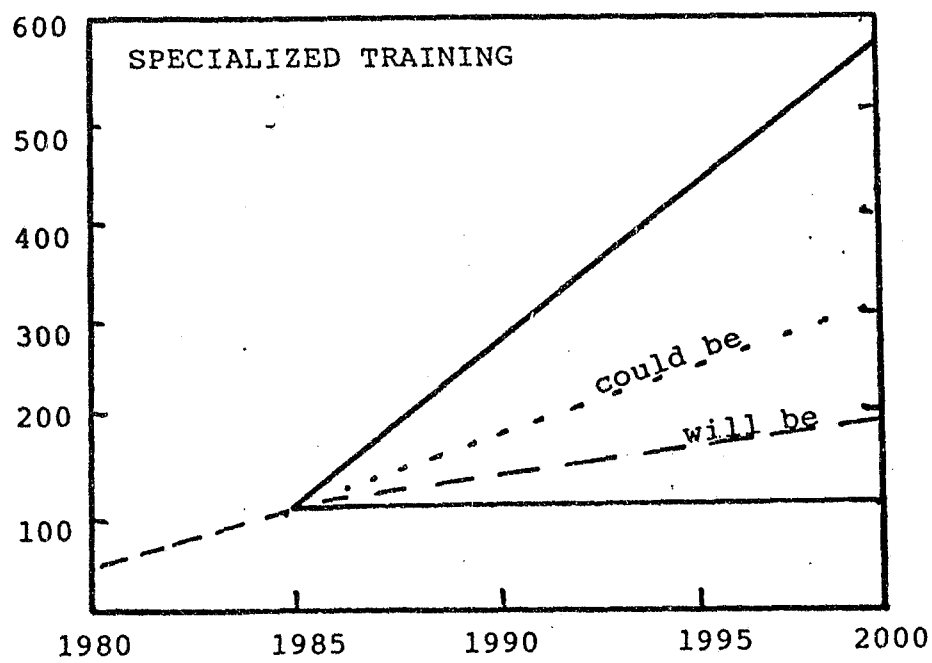


Fig. E



APPENDIX

" F "

## CANDIDATE EVENTS

- 1 - A no-growth election
- 2 - Overcrowded jail rioting
- 3 - U. S. troops placed at the Mexican border
- 4 - U. S. opens all borders
- 5 - U. S. closes all borders
- 6 - Water supply dries up
- 7 - Police/fire services join unions
- 8 - Drug dealers obtain tactical nuclear weapons
- 9 - Civil uprising in U. S. over immigration policy
- 10 - Crime prevention robots invented
- 11 - Economic collapse in South America
- 12 - Physical disaster occurs here
- 13 - Economic collapse in U. S.
- 14 - A bureaucratic empire is built
- 15 - Hispanic civil uprising over immigration problems
- 16 - Prospering economy in Mexico

APPENDIX

" G "

# EVENT EVALUATION

Estimated probabilities  
10 years/15 years

## Group Member

Event	1 10 / 15	2 10 / 15	3 10 / 15	4 10 / 15	5 10 / 15	6 10 / 15	7 10 / 15
1	10 / 50	100 / 50	100 / 100	80 / 90	27 / 37	50 / 75	10 / 50
5	0 / 5	50 / 25	90 / 100	10 / 0	75 / 89	20 / 40	0 / 0
9	0 / 50	100 / 50	25 / 50	100 / 50	50 / 30	5 / 15	10 / 25
6	0 / 50	75 / 50	50 / 75	10 / 40	10 / 15	35 / 40	0 / 20
12	50 / 100	80 / 80	75 / 100	100 / 100	80 / 85	20 / 35	50 / 50
16	50 / 75	10 / 10	35 / 50	0 / 0	0 / 0	5 / 7	15 / 25

## Average

Event 1 = 54/65  
 5 = 35/37  
 9 = 41/39  
 6 = 26/41  
 12 = 65/79  
 16 = 16/24

A P P E N D I X

" H "

## APPENDIX

**FORM**

## GROUP DATA

70



A P P E N D I X

" I "

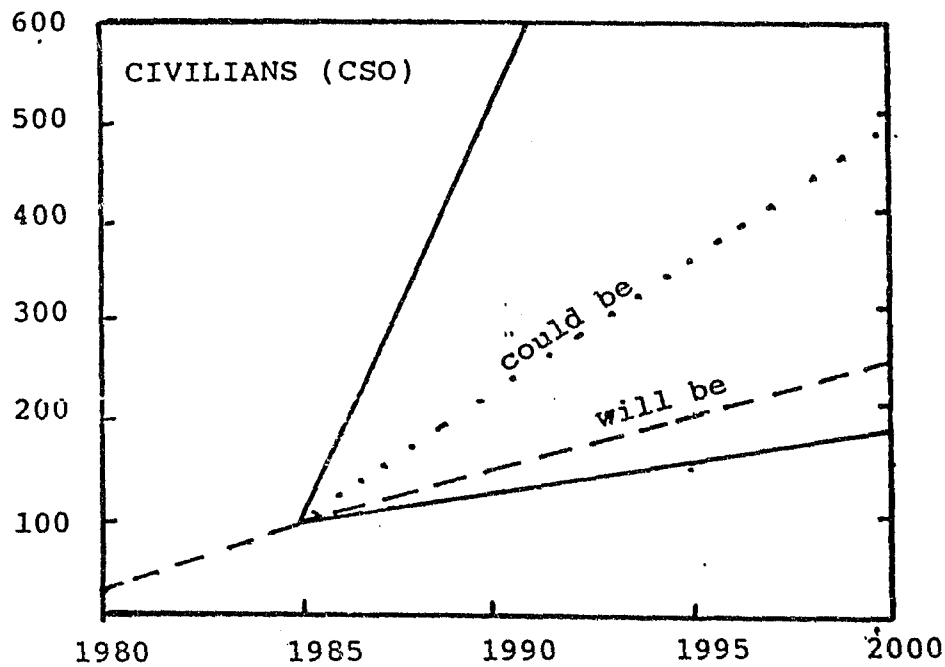
## CANDIDATE TRENDS - POLICE

- 1 - Sworn police officer at the "desk" (reception)
- 2 - Referral services to other agencies/departments
- 3 - Crime prevention programs presented by C.S.O. (civilian)
- 4 - No investigation of noninjury accidents
- 5 - Counter reports (victims give reports at the station)
- 6 - Civilian report writers (C.S.O. or Patrol Tech.)
- 7 - Reports taken on the phone
- 8 - Civil processes replacing police intervention
- 9 - Encouraging penalty enhancements
- 10 - Stranded motorist policies
- 11 - Civilian lab technicians
- 12 - Budget limitations
- 13 - Expensive benefit packages for sworn personnel
- 14 - Priority systems on calls for service
- 15 - Specialized training versus general training
- 16 - Civilian guards
- 17 - Volunteer worker programs
- 18 - Part-time help versus full-time
- 19 - Quick-release programs as opposed to incarceration
- 20 - Certificated police
- 21 - Private police
- 22 - Civilian parking enforcement
- 23 - Noise/nuisance calls handled by other agencies/departments
- 24 - "Closed" police department (after hours)
- 25 - Citizen complaints about services
- 26 - Use of light-duty officers

A P P E N D I X

" J "

Fig. B



Trend 3, crime prevention programs presented by CSO, is depicted in Figure B. There was a wider diversity of opinion among the group members, but once again they believed the trend will continue away from sworn police officers giving such programs.

A P P E N D I X

" K "

## ATTACHMENT

### Policy Alternatives

- 1 - Eliminate all titles (Traffic Officer, Investigator, etc.) and designate all sworn as Agents.
- 2 - Extensive training of all Agents in interpersonal relations and communications.
- 3 - Equip all cars with telephone, computer terminal, and micro typewriter.
- 4 - Modernize all uniforms to blazer style with lightweight defensive and offensive weapons; jump suit for tactical needs.
- 5 - Investigators would investigate only extensive or undercover cases; other cases to Field Agents for follow-up.
- 6 - Officers to be assigned to schools (1 for high school, 1 for every two elementary schools).
- 7 - Crime Suppression Unit consisting of 2 sergeants and 10 agents (independent unit assigned to the Field).
- 8 - Department legal staff to act as liaison with the D.A.'s office.
- 9 - Each officer to be a member of a civic organization, especially those dealing with human services and/or watchdog groups.
- 10 - Scholarship fund for higher education in fields beneficial to the community and its problems.
- 11 - Extensive training in a uniform way in high-tech.
- 12 - Eliminate Municipal Code in favor of state laws.
- 13 - Initiate all-electronic offices.
- 14 - Initiate a one-cite format for all lesser crimes and traffic.
- 15 - Place all functions of criminal justice system in one building (police, courts, D.A.)
- 16 - Transfer control of D.M.V. to law enforcement utilizing civilian employees.
- 17 - Initiate civilian service officers into all crime prevention and nonenforcement areas.
- 18 - Elect chiefs-of-police.

- 19 - Officers to teach in schools--drugs, environmental planning, search-and-seizure, etc.
- 20 - Initiate a Public Safety Dept. with cross-training in some areas, but with specialization in fire or police.
- 21 - Eliminate statistical evaluation of officers.
- 22 - Detailed analysis of personnel abilities and removal of the poorly rated from management and supervision positions.