

MF2  
860411

ABSTRACT

## WHAT IS THE FUTURE OF ACCREDITATION FOR CALIFORNIA LAW ENFORCEMENT AGENCIES?

David J. Abrecht

Presents a historical overview of the development of professional standards for law enforcement as offered by the national Commission on Accreditation for Law Enforcement Agencies, Inc.

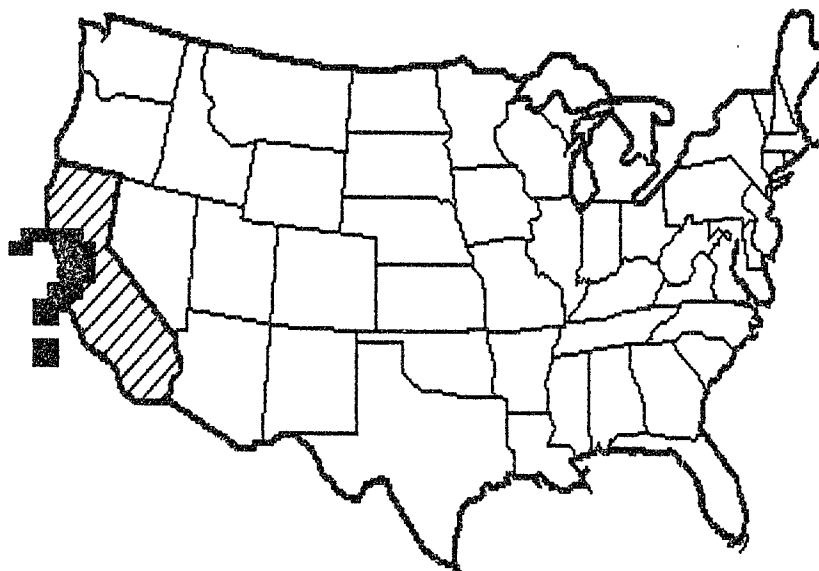
The report also incorporates a review of the literature, personal interviews, and the utilization of the Nominal Group Technique (NGT) to brainstorm and identify societal trends and significant social/technological events. These trends and events are discussed in the context their impact on the suitability of accreditation for California law enforcement.

A series of three future "scenarios" have been developed based upon the trends and events that were generated. The scenarios depict California law enforcement as: 1) a leader in the business of setting professional standards; 2) a state that chooses to ignore the trends toward national professional standards; and 3) leaving the decision of whether or not to pursue accreditation to the local level of government.

The report includes a survey of the attitudes California Chiefs of Police and Sheriffs have towards the concept and process of accrediting law enforcement.

1987. 114 pages. Tables. Charts. Footnotes. Bibliography. Sponsoring Agency: California Commission on Peace Officer Standards and Training (POST) Command College.

WHAT IS THE FUTURE OF  
ACCREDITATION  
FOR  
CALIFORNIA LAW ENFORCEMENT  
AGENCIES?



AN INDEPENDENT STUDY PROJECT COMPLETED FOR THE CALIFORNIA  
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

COMMAND COLLEGE  
CLASS FOUR

NCJRS

OCT 27 1988

LIEUTENANT DAVID J. ABRECHT  
GARDEN GROVE POLICE DEPARTMENT

ACQUISITIONS

JUNE 1987

114098

**U.S. Department of Justice  
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfiche only has been granted by

**California Commission on Peace  
Officer Standards and Training**

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

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.**

## TABLE OF CONTENTS

<u>CONTENTS</u> .....	<u>PAGE</u>
EXECUTIVE SUMMARY.....	1
INTRODUCTION.....	3
DEFINITIONS.....	8
METHODOLOGY.....	10
Literature Scan and Personal Survey Information.....	12
The Nominal Group Process.....	21
Chart #1.....	24
Chart #2.....	25
Chart #3.....	26
Chart #4.....	27
Chart #5.....	28
Chart #6.....	29
Chart #7.....	30
Cross Impact Analysis.....	31
FUTURES SCENARIOS.....	35
California - A "Step Ahead" or "Out of Step".....	35
Local Law Enforcement Benefits from Adherence to Accepted National Standards.....	39
National Accreditation - A Local Decision.....	43
The Desired Future.....	46
Policy Considerations for the Desired Future.....	47
THE STRATEGIC PLAN.....	51
Environmental Analysis.....	51
"Stakeholder" Identification and Assumptions.....	55



Chart #8 - "Stakeholder" Positions.....	60
The Law Enforcement "Mission".....	61
A Recommended Course of Action.....	62
Planning Systems.....	71
Chart #9 - Levels of Planning.....	72
Summary of the Strategic Plan.....	73
 THE TRANSITION MANAGEMENT PLAN.....	 75
Identification of the Critical Mass.....	75
Commitment Planning.....	76
Chart #10 - Commitment Planning for the Critical Mass.....	77
Transition Management Structure.....	79
Chart #11 - Proposed Organizational Chart for the Transition Management Structure.....	81
Supporting Technologies.....	82
 CONCLUSION.....	 85
 ENDNOTES.....	 89
 APPENDICES.....	 92
A. Nominal Group Invitation and Participants.....	93
B. List of Emerging Trends.....	96
C. List of Emerging Events.....	98
D. Accreditation Survey Questionnaire and Results Summary.....	100
E. Chart #12 - Distribution of Survey Results by Region and by Agency Size.....	109
F. Bibliography.....	110
G. Personal Interviews Conducted.....	113

## EXECUTIVE SUMMARY

Accreditation. A process that is usually associated with academic endeavors and educational institutions has brought an emotional and controversial issue to California law enforcement. A private, non-profit national commission, founded by the nation's largest law enforcement membership organizations, is promoting accreditation as a way of ensuring professional practices in the law enforcement ranks today.

The issue has polarized California's law enforcement executives and brought strong assertions that the national standards offered by the commission do not serve the varying problems of policing at the local community level. Further, some fear that accreditation standards encroach upon the idea of "local control" of our police and sheriff's departments. On the other side of the issue, over 500 individual law enforcement agencies are currently participating in the accreditation process. Forty-two (42) agencies have been accredited since 1984, and the remainder are in the self-assessment and pre-self-assessment phases. The accreditation process is flourishing in Illinois, Florida, Ohio, Texas, and Massachusetts and the growth "westward" has been noticeable as a number of Colorado and Arizona agencies have joined the process. To date, California has four agencies participating; two accredited and two in the self-assessment phase.

The focus of this project is to study the emerging issue of accreditation for California law enforcement agencies by utilizing methodologies that are considered "futures research". In addition, a survey methodology is



used to obtain the opinions of police chiefs and sheriffs around the state.

The initial section of the paper presents a thorough history of the development of the effort to accredit law enforcement and an analysis of the the program's current status. A group of persons was utilized to brainstorm current trends and significant future events that may have an impact on the issue of accreditation. Trends and events selected by the group were used to construct three possible future scenarios. A most likely scenario or "desired future" was selected and a series of policies that require some consideration are offered.

A strategic plan is offered for achieving the desired future. The plan consists of an analysis of the law enforcement environment and identification of the groups and persons that would have the greatest stake in the desired future. A discussion of law enforcement's mission and the development of alternative strategies is offered.

The final section discusses a transition management structure that serves as a link from the the strategic plan to the realization of the desired future. Specific organizational issues are suggested to assist the agency as the transition takes place.

The project concludes with a discussion of whether state or national accreditation is of the most value to California law enforcement and the options that are apparent to the state's law enforcement executives.

## INTRODUCTION

California law enforcement agencies have always prided themselves as being the standard-setters for the rest of the nation in terms of professional police practices. California was one of a few states who had a "police standards commission" in place when that recommendation was offered by the 1965 President's Commission on Law Enforcement and Administration of Justice. 1 Over the years, the California Commission on Peace Officer Standards and Training (P.O.S.T.) has been a recognized leader in the establishment of minimum state standards for the selection and training of police officers.

In 1979, four national law enforcement membership organizations: the International Association of Chiefs of Police (IACP); the National Sheriffs' Association (NSA); the National Organization of Black Law enforcement Executives (NOBLE); and the Police Executive Research Forum (PERF) formed the Commission on Accreditation for Law Enforcement Agencies, Inc., (CALEA). 2 The Commission was formed to develop a set of law enforcement standards and establish and administer a **voluntary** program of accreditation at the national level. The Commission developed and field-tested standards in sites around the country for a three and one-half year period before it accepted applications from law enforcement agencies to participate in the accreditation process.

In May of 1982, the goals and objectives of the Commission on Accreditation came to the attention of the California Police Chiefs

Association. A member of the Standards and Ethics Committee of the Association studied the issue of accreditation, and specifically investigated the program to be offered by the Commission on Accreditation for Law Enforcement Agencies, Inc. The study resulted in the adoption of a resolution by the Executive Board of the Chiefs Association. The resolution, dated September 15, 1982, "opposed the programs put forth by the Commission on Accreditation for Law Enforcement Agencies and did not recognize the 'commission' as a standard setter for the state's police departments".<sup>3</sup> At the time, the basic objections to the accreditation concept were:

- The membership of the Commission did not include a police chief or sheriff from California.
- Voluntary programs too often become mandated programs.
- The composition of commissions frequently change to the detriment of the organizations they are empowered to direct or regulate.
- The goals and objectives of the Commission are duplicative of existing programs.
- The participation costs are excessive.
- The police executive may ultimately be forced to surrender some of his authority and managerial rights."<sup>4</sup>

The Commission on Accreditation has awarded accredited status to 42 agencies around the country. Two of these agencies are in California: The City of Hayward Police Department and the San Diego County Sheriff's

Department. At the present time (as of January 31, 1987), 572 municipal, county, and state agencies of all sizes are participating in some phase of the accreditation process. 5

In 1984, James V. Cotter, the Executive Director of the Commission on Accreditation stated that ".....California will realize the value of accreditation later on down the line. We would expect that they too would begin to participate in large numbers". 6 Mr. Cotter's prediction has yet to be realized; to date, California has added only two agencies to the process, both of which are in the self-assessment phase. In the last five years, however, the vehement objections to both the **concept and process** of accrediting law enforcement in California has softened. In a survey conducted for this project, almost one-half (49%) of the police chiefs and sheriffs who responded (254) **agreed or strongly agreed** with the statement that, "the concept of accreditation as a means of ensuring compliance with professional law enforcement standards is an idea whose time has come in California". The type and authority of an administrative process to grant accreditation is still an unsettled issue. A large majority of the police executives who responded to the survey believe that a state level accreditation, administered by P.O.S.T., is the most logical program for California. However, the national program offered by the Commission on Accreditation is still "the only game in town" if an agency wishes to pursue an accreditation process.

Within the last year, the Commission on Peace Officers Standards and Training has directed its Advisory Committee to review the issue of statewide accreditation as an alternative to the national program being

offered by the Commission on Accreditation. The California Police Chiefs Association has appointed an ad hoc committee of nine chiefs of police to also review the issue of accreditation and its feasibility at the state level.

The question posed by this project, What is the Future of Accreditation for California Law Enforcement Agencies?, must encompass two questions:

1) What is the future of an established national accreditation program in California? **and:**

2) What is the future prospect of instituting a yet to be determined state accreditation process that is devised solely for California agencies?

The importance of this issue is that California law enforcement and its leaders will eventually be put to a test. If, (and I stress the word "If") the national effort to accredit law enforcement continues to grow, California will be pressured to prove its professional status by either participating in the national process or developing a similar program by which agencies in our state can establish compliance with accepted law enforcement practices.

In reviewing the results of the survey that was distributed in conjunction with this project, there is little doubt that the word "accreditation" provokes immediate and a few rather volatile responses from California law enforcement executives. The survey also bears out that there is little understanding of the concept and process of accreditation programs in general, and specifically, as it relates to law enforcement. The purpose of

this futures research project will be to assess the impact of accreditation as an emerging future issue in the context of current trends and anticipated critical events that may have an impact on law enforcement.

## DEFINITIONS

**Accreditation** - The term is defined by Fred F. Harcleroad in his book, Accreditation: History, Process, and Problems, in three parts:

".....a concept.....unique to the United States by which institutions of postsecondary education or professional associations form voluntary, non-governmental organizations to encourage and assist institutions in the evaluation and improvement of their educational quality and to publicly acknowledge those institutions, or units within institutions, that meet or exceed commonly agreed to minimum expectations of educational quality.

.....a process..... by which an institution of postsecondary education formally evaluates its educational activities, in whole or in part, and seeks an independent judgement that it substantially achieves its own objectives and is generally equal in quality to comparable institutions or specialized units. Essential elements of the process are: (1) a clear statement of educational objectives, (2) a directed self-study focused on these objectives, (3) an on-site evaluation by a selected group of peers, and (4) a decision by an independent commission that the institution or specialized unit is worthy of accreditation.

.....a status of affiliation given an institution or specialized unit within an institution which has gone through the accreditation process and has been judged to meet or exceed general expectations of educational quality. 7

**Professionalism** Professional status, methods, character, or



standards

**Standard** - An acknowledged measure of comparison for quantitative or qualitative value; a criterion.

## METHODOLOGY

Three "traditional" and one futures oriented forms of research methodology were used to compile information for this study:

### Literature Scanning.

A significant amount of information about law enforcement accreditation has been published in journals and periodicals that serve a readership primarily composed of criminal justice professionals. Ninety-nine percent of these articles are informational and lack significant analysis or study of the issue. This is understandable as the process of accrediting law enforcement is so new that researchers and academicians do not have a base of information to analyze. The general topic of accreditation has been the subject of numerous volumes from several disciplines, primarily in the field of education. The literature that I reviewed was scrutinized from the standpoint of its applicability to an accreditation process designed exclusively for law enforcement.

### Nominal Group Technique

The Nominal Group Technique process involves a group meeting of persons who are asked to use their collective professional experience, insight, and imagination to "brainstorm" future trends and events that may have an impact on the issue of law enforcement accreditation. A meeting of

executives and middle-managers from the hospital, educational, and law enforcement professions was held to address the issue.

### Personal Interviews

A significant number of personal interviews were held with persons who had a professional involvement in the development of the national accreditation process. Law enforcement managers who directed their respective departments' accreditation programs, persons who have reported on the progress of accreditation, and a number of people from the California Commission on Peace Officer Standards and Training (P.O.S.T.) were also interviewed to obtain their perspective on the issue.

### Survey Questionnaire

A five page questionnaire was developed utilizing the information that was obtained from the above efforts. The questionnaire was mailed to every municipal police chief and every county sheriff in the State of California to allow them to express their views about the concept and process of accreditation for law enforcement. The specific questions asked and a tally of the responses are included in the Appendix. The survey results are referred to throughout the study.

## LITERATURE SCAN AND PERSONAL INTERVIEW INFORMATION

### The Roots of Law Enforcement Accreditation

The concept of accreditation as being "uniquely American" has its roots in an effort to establish minimum standards for colleges in New York State in 1787. 8 At that time there was also a distinct fear of a newly formed federal government encroaching into areas that were believed to be state or private ventures. It was believed that accreditation would provide the buffer between self-regulation and governmental authority. First and foremost, however, accreditation was the "recognition accorded to an institution that meets standards or criteria established by a competent agency or association". 9

Throughout history, the concept of accreditation, at least in the educational field, has remained very close to the original philosophical ideals that it began with 200 years ago. These principles are:

- "Accreditation is a form of self-regulation, the "self" being the institution.
- Accreditation began as a voluntary enterprise and remains largely a voluntary enterprise.
- Accreditation is essentially non-governmental.
- Accreditation at the same time has become a quasi-public enterprise; it serves certain public ends and must be responsive to appropriate public concerns.
- Accreditation is basically an evaluative process; it has moved gradually from evaluating presumed conditions of good education to being increasingly concerned with the

results of education and from emphasizing external review to being much more dependent on self-evaluation." 10

The principles of accreditation that have been established and accepted for educational institutions have been expanded to professional disciplines. Hospitals and, more recently, correctional facilities have adopted programs of accreditation that allow institutions in these areas to measure themselves against national standards. The Commission on Accreditation for Corrections (CAC) was established in 1974 and to date has accredited more than 600 institutions in federal and state correctional systems. The Commission on Accreditation for Corrections is an arm of the American Correctional Association (ACA), a private, non-profit organization that has been accepted as a nationwide proponent of professional practices in the correctional field. According to Mr. Hardy Rauch, Director of Accreditation Programs for the ACA, the state of California has been an active participant in the accreditation process since its inception. 11 According to Rauch, the only state that is not an active participant in the accreditation process is Texas.

Ten of California's 13 correctional institutions were accredited under the original standards formulated by the Commission on Accreditation for Corrections. In the last five to six years, a "second edition" of the standards has been developed. The newer standards have stricter requirements in the areas of hospital care and fire safety issues. California institutions are no longer accredited, based upon the new standards, however, the state Department of Corrections is working with the state Fire Marshall and the Commission to re-accredit three

institutions this calendar year. The state plans to have three additional institutions accredited in each subsequent year. 12

The Director of the Department of Corrections believes that the accreditation of correctional facilities will have significant benefits when the California penal system is challenged in the courts to show that it complies with accepted methods of conducting its business. 13

The standards drafted by the Commission on Accreditation for Corrections were heavily relied upon by the United States Department of Justice when it issued the first federal standard for prisons and jails in 1981. 14

#### The Development of Professional Standards

"Professional standards" for law enforcement have been a topic of discussion for years. Despite the work of several commissions (the President's Commission on Law Enforcement and Administration - 1967, the National Advisory Commission on Criminal Justice Standards and Goals - 1973, and the American Bar Association's Advisory Committee on the Police Function - 1973, 1979) and the publication of significant national reports on improving the law enforcement function, the standards that were formulated were never more than very general, suggested ideal practices. 15 Most of these suggested practices and recommendations undoubtedly contributed to the general goal of professionalizing law enforcement. However, these standards and recommendation lacked specificity and could not be placed into a framework that allowed an agency to measure its progress or determine its level of compliance with a recommended practice. 16

In 1979, the International Association of Chiefs of Police (IACP) proposed that the United States Department of Justice, through its Law Enforcement Assistance Administration program (LEAA), fund a study to develop a set of practical, professional standards that could be used to measure the performance of law enforcement agencies around the country. Initially, LEAA objected to a project of such significance being administered by only one voice from the law enforcement community. 17 The staff at LEAA agreed to fund the proposal only after the IACP agreed to include the National Sheriff's Association (NSA), the Police Executive Research Forum (PERF), and the fledgling National Organization of Black Law Enforcement Executives (NOBLE). These four law enforcement membership organizations constituted the interests of the small, rural police departments; the large, urban departments serving populations of 100,000 or greater; the county sheriffs; and the small, but increasing number of law enforcement's minority executives. 18

Each agency committed a program manager and staff to the development of the standards as well as to the formulation of the overall process of granting accredited status to participating agencies.

A significant development was the establishment of the 21 member commission that would oversee the accreditation process. Each potential member of the commission had to be unanimously approved by the president and executive director of each of the four participating organizations. The over-riding goal was to keep the commission on course as an independent, non-political body that would "insist on a rigid, yet



attainable set of standards and an objective method of assessing performance". 19

The development of "realistic, practical, and achievable" national standards was a monumental task for the staffs of the four agencies involved in the process. In addition, a variety of factors had to be considered. Regional differences, significant disparities in the sizes of agencies around the country, the varying "missions", and the legal authority of each type of eligible agency had to be considered. 20

Jim Cotter commented that the conflict, complications, and fighting that occurred during the standards development phase nearly brought the process to a screeching halt many times. However, the group persevered and he believes that the accreditation program may be that much stronger for it. 21 Tom Finn, the project manager for the National Sheriff's Association said that the group had a very specific rule that allowed the standards development process to continue: After each meeting, regardless of how inflamed the discussion might get, time was set aside to socialize so that all of the personal animosities could be resolved before the next work session. 22

#### Law Enforcement Accreditation Field Test

In May, 1982, the Commission on Accreditation approved all 48 chapters of the standards that had taken nearly four years to develop. The Commission also authorized the staff to begin a "field test" of the approved "draft" standards. Agencies that were asked to field test and evaluate the draft standards were selected from the group of agencies

nationwide that had purchased the entire Manual of Standards or selected portions of the Manual. 23

Forty-four (44) state, county, and local law enforcement agencies, California P.O.S.T., the Peace Officer Research Association of California (PORAC), and several other law enforcement organizations and criminal justice councils purchased all or a portion of the standards that were published by the Commission in 1982. From that number, nineteen (19) of the agencies and organizations were sent questionnaires to evaluate and comment upon the standards that they had requested and reviewed. 24

According to the NOBLE Report, 56 agency chief executives around the county were selected at random to review the Manual of Standards. Of the 29 who responded, two (2) were from California agencies (Arcadia and Santa Ana). 25

During the year that the standards were subject to field testing and review, the Commission and the staff of the four associations also struggled to develop and approve the process of accrediting agencies. The policies, procedures, and published materials that were developed, amended and eventually approved were incorporated into a pilot test program that was carried out at five (5) sites over a four month period. (May to October, 1983) The pilot test was designed to:

- "(1) examine the standards and accreditation process by determining agency problems encountered during the self-assessment state;
- (2) examine assessor problems encountered during the on-site assessment state; and
- (3) develop on-site experience to enable the Commission to

establish a realistic fee schedule for the accreditation program" 26

The City of Hayward, California, Police Department joined four other law enforcement agencies (Baltimore County, Maryland Police Department; Elgin, Illinois Police Department; Elkhart County, Indiana Sheriff's Department; and Mt. Dora, Florida Police Department) to complete as much of the self-assessment process as possible and provide the Commission with feed-back for needed alternations . The test sites assisted the Commission by focusing on the applicability of some standards, reviewed the forms and documents used in the process, and provided valuable input in the areas of recruiting, selecting, and training assessors. 27 The amount of time required for the on-site assessment at the various test sites also helped the Commission to set reasonable fees for the accreditation process.

The Commission had set a target date to become operational by October 1, 1983. They missed the target by fifteen days; application packages were mailed out to applicant agencies in mid-October 1983. In May of 1984, the Commission granted accredited status to the first agency, Mt. Dora, Florida, one of the original pilot test sites. Before the end of the year, four (4) more agencies were accredited and a total of 191 agencies were in all phases of the process. 28

The number of agencies participating in the accreditation process has continued to grow each year. As of March 4, 1987, 572 agencies are in the accreditation process. 42 agencies have been accredited; 316 are in the pre-self assessment phase; and 214 are in the self-assessment

phase. 29

The growth of the accreditation process has been distributed throughout the nation, with the notable exception of California and New York. The top ten states, in terms of the number of agencies participating in the process are: 30

Illinois	49
Florida	49
Ohio	49
Massachusetts	42
Texas	40
Georgia	28
Virginia	26
New Jersey	20
Colorado	19
South Carolina	12

The number of participating agencies has also increased dramatically each year as the following chart indicates:

1984	40
1985	79
1986	120
1987 (thru March 4)	17
<hr/>	
TOTAL	256

The staff at the Commission on Accreditation claim that only one agency has withdrawn from the process after being accepted as an applicant agency. Within a few months, however, that particualr agency re-joined the process.

### Future Concerns for National Accreditation

Despite this impressive growth in the accreditation process in a few short years, a significant number of hurdles face the Commission and the staff. A recent commentary in the Crime Control Digest articulated four major points that the Commission must acknowledge and confront:

- Improved marketing techniques
- Financial stability and independence
- Professionalism of the assessors, and
- The future role of the four sponsoring associations 31

The article's authors believe that the Commission on Accreditation for Law Enforcement Agencies, Inc. must move outside of the law enforcement community to "sell" its concept and process to elected officials and city administrators. The Commission must also develop financial independence with the knowledge that the fees being paid by the agencies will not pay their bills. In addition, the Commission must be able to permanently sever its ties to any federal funding. The start-up money that was offered in the form of grants from the LEAA was necessary, however to maintain its independence and credibility, the Commission must be financially self-sufficient.

The Commission's pool of persons who conduct the on-site assessments should be expanded to include command personnel in addition to chiefs of police. Also, the requirement of a master's degree limits some very

qualified middle managers from becoming assessors.

Finally, the delicate balance that between the Commission and its founding agencies must be strengthened. The Commission must continue to act as an independent body, yet the collective experience represented by the IACP, NOBLE, PERF and the NSA is vital to the continued success of the program. 32

### THE NOMINAL GROUP PROCESS

Eight persons from disciplines of law enforcement, education, and hospital administration were invited to participate in a group meeting to "brainstorm" current trends and significant future events that may have an impact on the emerging issue: the future of accreditation for California law enforcement. Two weeks prior to the group meeting, each selected participant was mailed a package of materials to familiarize himself (unfortunately the group was all male; two women were invited, but had conflicting commitments) with the issue to be discussed. The group was asked to be prepared to offer general and specific trends occurring in their respective professions and in society that would have an impact on the issue of accreditation. They were also asked to generate a list of possible future events that could have an impact on the issue.

The members offered their suggestions without discussion from the rest of the participants. A total of 51 emerging trends and 33 possible events were suggested. At the conclusion of each brainstorming session, a

discussion session was held to answer any questions and clarify any of the ideas that were offered. The group was instructed how to "vote" individually and privately for the trends and events that each one felt were the most significant. Five trends and five events were selected as the most significant. At the conclusion, each person graphed his opinion of the expected value of each of the five trends and the probability of occurrence of each of the five events.

The group met only once, therefore the compilation of the results and the creation of the Event Evaluation Form and the Cross-Impact Evaluation Form was completed by the author. This effort ensured that the results were tallied in a timely, accurate, and complete manner.

The five trends that the group believed would have the most significant impact on the future of accreditation are:

- 1. The Increasing Litigious Inclinations in Society.**
- 2. The Increasing Focus on Agency Top Executives and Holding Them Accountable.**
- 3. The Rising Cost of Police Services as a Percentage of the Municipal Budget.**
- 4. The Growth and Increasing Influence of Consumer, Social, and Cultural Special Interest Groups.**
- 5. Increasing Media Attention Being Given to Law Enforcement.**

The group was asked to graph the level of impact of each of the five trends, estimating what the impact "will be" in 10 years, and what the impact "should be" in 10 years if reasonable policies were adopted. A median level of the projected impact was determined for each trend.



Charts 1 through 5 on the following pages show the results of the group's effort.

The five most significant critical events that were identified by the group are:

- 1. The California Commission on Peace Officer Standards and Training (P.O.S.T.) is given the power to certify/accredit law enforcement agencies along with the authority to inspect agency operations.**
- 2. A well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency**
- 3. Publication of a major study showing a positive correlation between accreditation and service level**
- 4. The insurance industry supports accreditation; non-accredited agencies have a more difficult time obtaining insurance coverage.**
- 5. A mandate for a citizen review group with specific membership and over-sight authority.**

The group members assigned numerical figures to each event indicating the probability of the event taking place by the years 1992 and 1997. Chart 6 shows the median probabilities that the event will occur and the median numbers for the net impact on the issue of accreditation as well as the net impact on law enforcement in general.

Chart 7 and the pages that follow it discuss the cross-impact or inter-relatedness of the identified trends and the potential events.

CHART #1 - The trend toward increasing litigious inclinations in society.

Civil law suits against the police will continue to increase in the next 10 years, a trend that will create financial anxiety and/or disaster for municipal governments. If reasonable policies are implemented within this same time period, the trend should decrease dramatically.

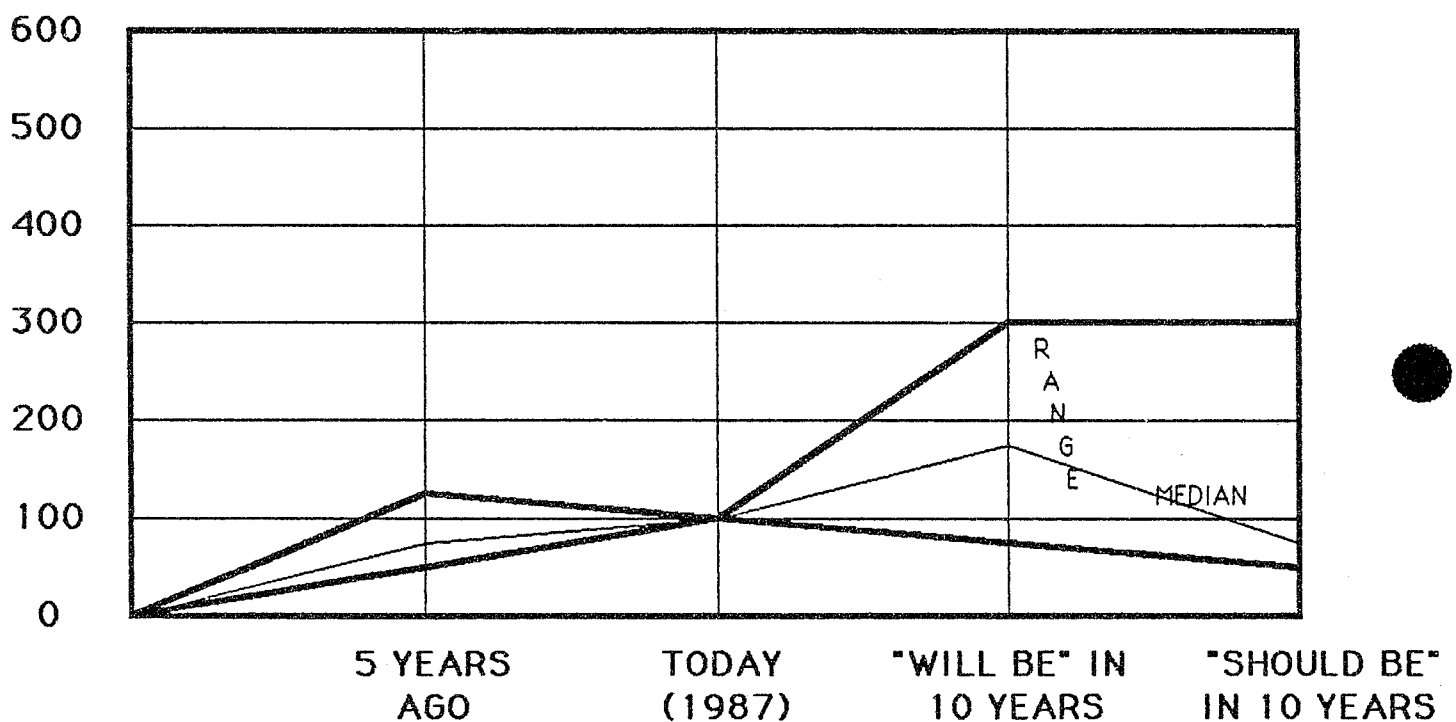


CHART #2 - The trend toward focusing on agency top executives and holding them accountable.

Top executives are being held more accountable by the public and the media. A stirring example of this is the recent Tower Commission Report which strongly criticized President Reagan for his failure to have control over his cabinet. Even with major policy changes, the public will expect a top executive (police chief) to be "in charge" and accountable for an agency's activities.

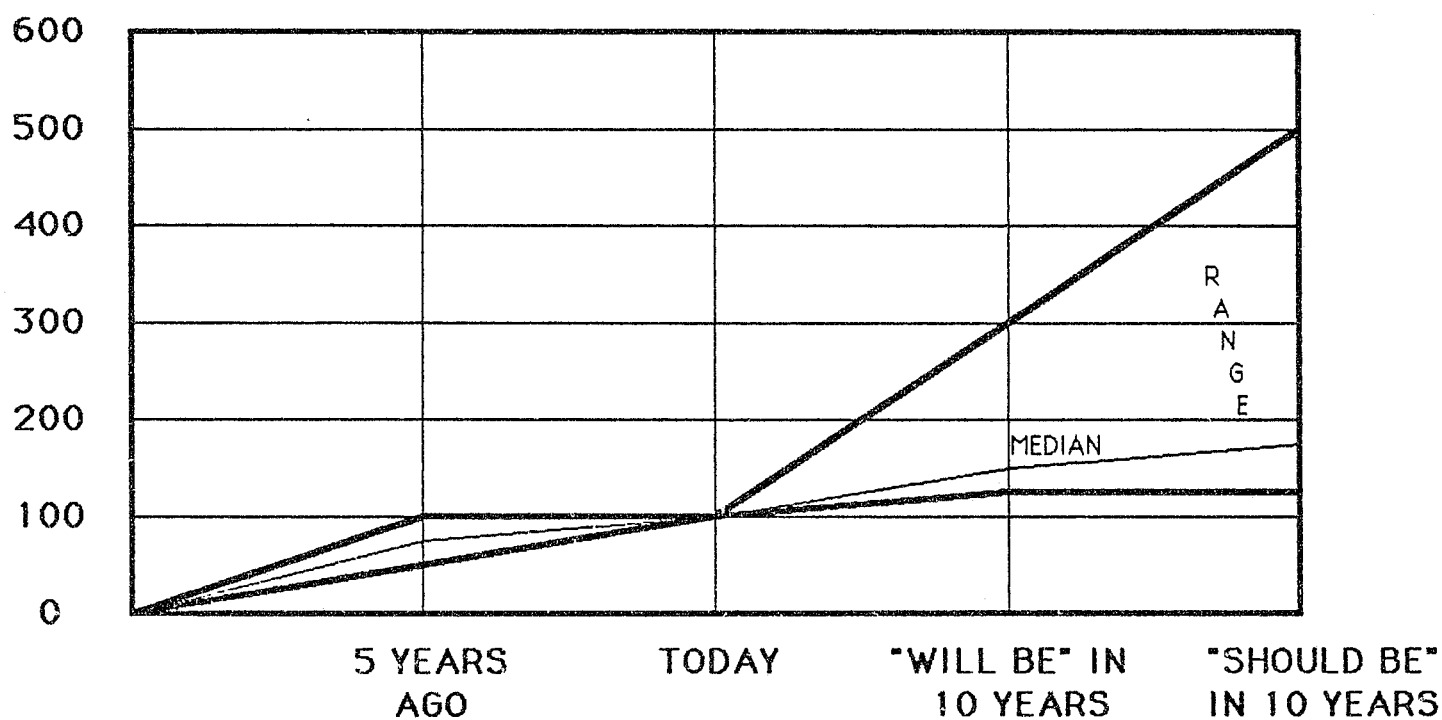


CHART #3 - The trend toward the rising cost of police services as a percentage of the municipal budget.

The cost of police services will continue to rise in the next 10 years. The rate of increase may not be altogether inappropriate if a companion trend of tying costs to results also continues. In addition, citizen satisfaction with the delivery of police services may warrant the increased funding.

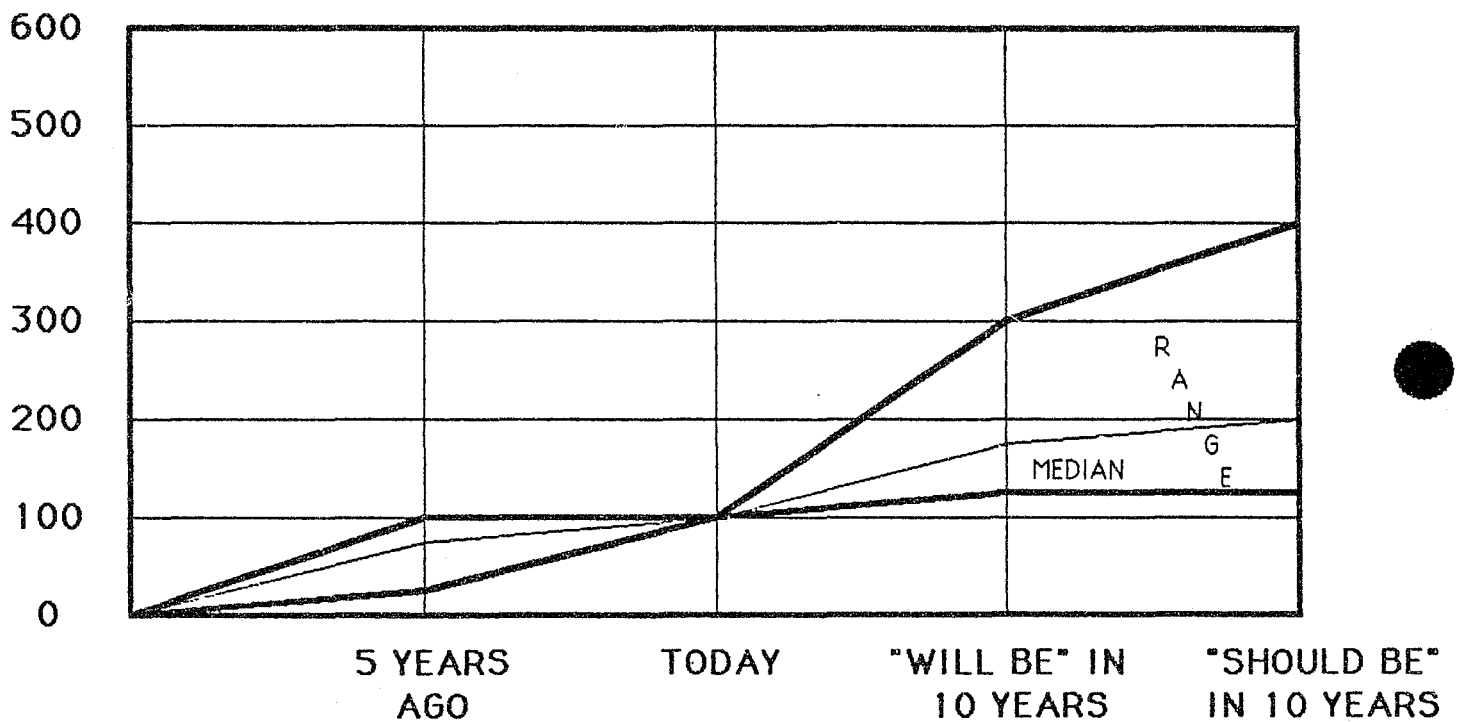


CHART #4 - The trend toward the growth and increasing influence of consumer, social, and cultural special interest groups.

This trend registered the highest level of impact of the five trends depicted. This is not surprising in California, a state known for its multi-ethnicity, and an array of social and consumer lifestyles. This trend is also tempered by the fact that governmental agencies (the police) are better prepared to deal with the diversity of the state's population.

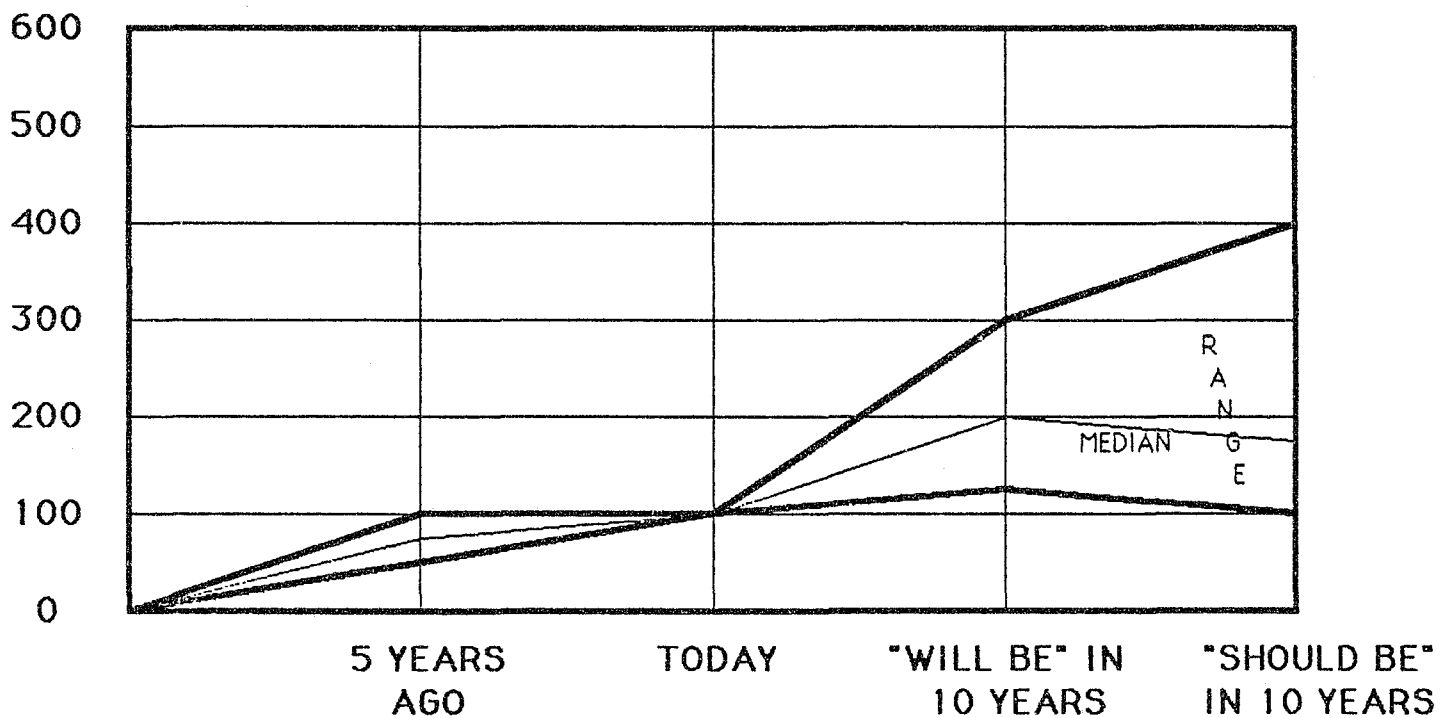
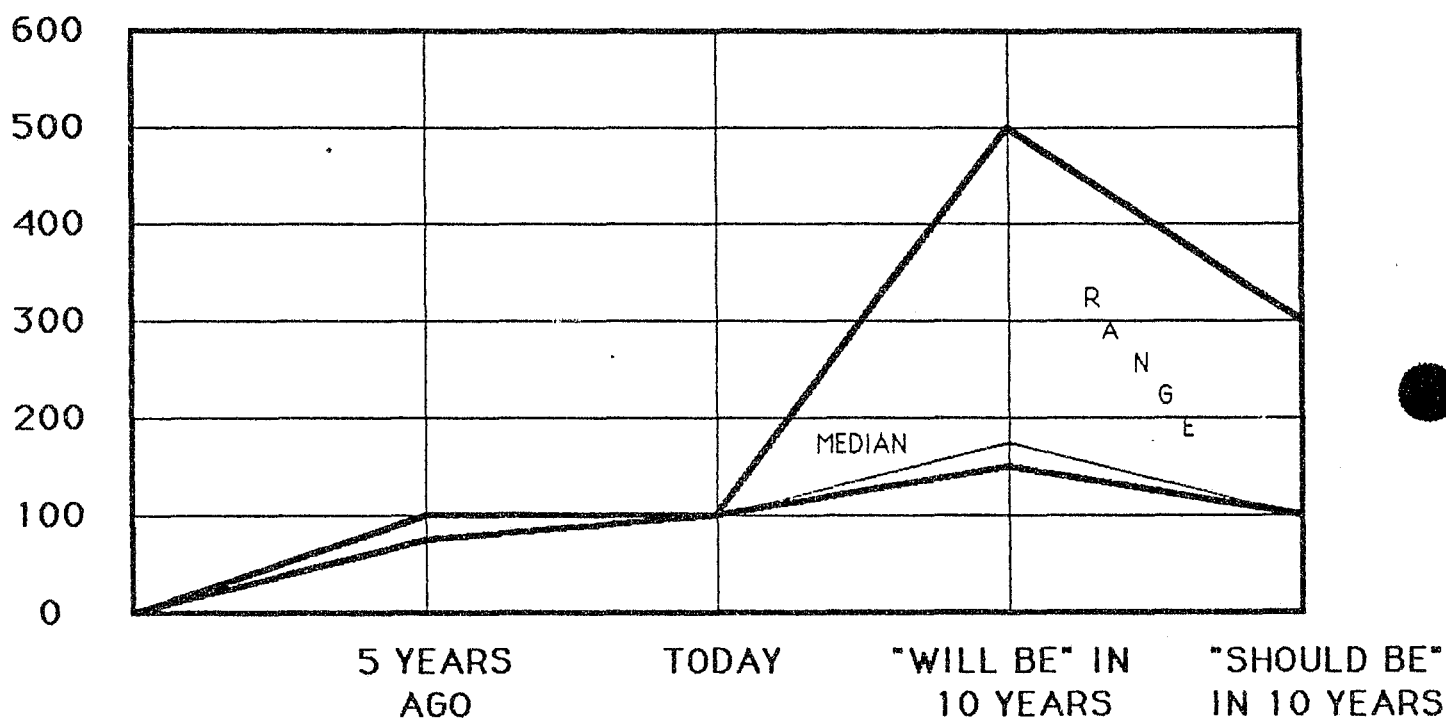


CHART #5 - The trend toward increased media attention being given to law enforcement.

This trend had the second highest initial impact and the most diverse range. The media will continue to scrutinize the operations of police departments. However, with proper policies and disclosure to the extent that the law allows, the harsh focus of the media can be softened as evidenced by the direction of the trend in the "should be" category.



## CHART #6 - EVENT EVALUATION FORM

CRITICAL EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (- 10 to +10)	NET IMPACT ON LAW ENFORCEMENT (- 10 to +10)
	BY 1992	BY 1997		
P.O.S.T. is given the power to certify/accredit law enforcement agencies along with the authority to inspect agency operations.	50	80	+8	+10
A well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency	50	70	+5	+ 4
Publication of a major study showing a positive correlation between accreditation and service level.	50	70	+7	+ 6
The insurance industry supports accreditation; non-accredited agencies have a more difficult time obtaining insurance coverage.	30	60	+7	+ 7
A mandate for a police citizen-review group with specific membership and over-sight authority	15	25	+5	+ 4.5



# CHART #7 - CROSS-IMPACT EVALUATION FORM

<u>EVENT</u>	EVENT PROBA- BILITY (BY 1997)	EVENTS					TRENDS				
		1	2	3	4	5	1	2	3	4	5
1. P.O.S.T. is given the power to certify/accredit law enforcement agencies along with the authority to inspect agency operations.	80	X	--	--	80	15	-20	+20	--	--	--
2. A well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency.	70	100	X	--	90	50	+40	+30	--	+40	+90
3. Publication of a major study showing a positive correlation between accreditation and service level.	70	90	--	X	80	--	--	--	+10	+10	+20
4. The insurance industry supports accreditation; non-accredited agencies have a more difficult time obtaining insurance coverage.	60	100	--	--	X	--	+10	+10	+10	--	+15
5. A mandate for a police citizen-review group with specific membership and over-sight authority.	25	100	--	--	80	X	+20	+25	--	+15	+50

TRENDS: 1. Increasing Litigious Inclinations in Society  
 2. The Focus on Top Executives and Holding Them Accountable  
 3. The Rising Cost of Police Services as a Percentage of the Municipal Budget  
 4. The Growth and Increasing Influence of Consumer, Social, and Cultural Special Interest Groups  
 5. Increased Media Attention Being Given to Law Enforcement

## ANALYSIS OF THE CROSS-IMPACT EVALUATION

Placing the events and trends in a grid frame-work allows the reader to draw some conclusions about their inter-relatedness, specifically the impact that one event may have if it were to occur.

### Event to Event Cross Impact

If P.O.S.T. is given the power to certify, accredit, and inspect law enforcement agencies, the probability of

- A well publicized trial attacking the lack of law enforcement standards will not change
- The publication of a study correlating accreditation and service level will not change
- Insurance industry support of accreditation will **increase** from 60% to 80%
- A mandate for a police citizen-review board will **decrease** from 25% to 15%.

If a well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency occurred, the probability of

- P.O.S.T. becoming an accrediting body will **increase** from 80% to 100%
- The publication of a study correlating accreditation and service level will not change
- Insurance industry support for accreditation will **increase** from 60% to 90%
- A mandate for a police citizen-review board will **increase** from 25% to 50%

If a major study is published showing a positive correlation between accreditation and service level, the probability of

- P.O.S.T. becoming an accrediting body will **increase** from 80% to 90%
- A well publicized trial attacking the lack of law enforcement standards will not change

- Insurance industry support for accreditation will **increase** from 60% to 80%
- A mandate for a police citizen-review board will not change

If the insurance industry supports accreditation and non-accredited agencies have a difficult time obtaining insurance coverage, the probability of

- P.O.S.T. becoming an accrediting body will **increase** from 80% to 100%
- A well publicized trial attacking the lack of law enforcement standards will not change
- The publication of a study correlating accreditation and service level will not change
- A mandate for a police citizen-review board will not change

If a mandate for a police citizen review group occurred, the probability of

- P.O.S.T. becoming an accrediting body will **increase** from 80% to 100%
- A well publicized trial attacking the lack of law enforcement standards will not change
- The publication of a study correlating accreditation and service level will not change
- Insurance industry support for accreditation will **increase** from 60% to 75%

### Event to Trend Cross Impact

If P.O.S.T. is given the power to certify, accredit, and inspect law enforcement agencies, the level of the the trend towards:

- Increasing litigious inclinations in society would **decrease** by 20%
- Focusing on agency top executives and holding them accountable would **increase** by 20%
- Rising costs of police service would not be affected.
- The growth and influence of special interest groups would not be affected.

- Increased media attention to law enforcement would not be affected

If a well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency occurred, the level of the trend towards:

- Increasing litigious inclinations in society would **increase** by 40%
- Focusing on agency top executives and holding them accountable would **increase** by 30%
- Rising costs of police service would not be affected.
- The growth and influence of special interest groups would **increase** by 40%
- Increased media attention to law enforcement would **increase** by 90%

If a major study is published showing a positive correlation between accreditation and service level, the level of the trend towards:

- Increasing litigious inclinations in society would not be affected
- Focusing on agency top executives and holding them accountable would not be affected
- Rising costs of police service would **increase** by 10%
- The growth and influence of special interest groups would **increase** by 10%
- Increased media attention to law enforcement would **increase** by 20%

If the insurance industry supports accreditation and non-accredited agencies have a difficult time obtaining insurance coverage, level of the trend towards:

- Increasing litigious inclinations in society would **increase** by 10%
- Focusing on agency top executives and holding them accountable would **increase** by 10%
- Rising costs of police service would **increase** by 10%

- The growth and influence of special interest groups would not be affected
- Increased media attention to law enforcement would **increase** by 15%

If a mandate for a police citizen review group occurred, the level of the trend toward:

- Increasing litigious inclinations in society would **increase** by 20%
- Focusing on agency top executives and holding them accountable would **increase** by 25%
- Rising costs of police service would not be affected
- The growth and influence of special interest groups would **increase** by 15%
- Increased media attention to law enforcement would **increase** by 50%

## FUTURES SCENARIOS

The trends and events that were generated by the Nominal Group have been combined with the information that was obtained from personal interviews and the survey of the California chiefs of police and sheriffs to provide a structure for a series of future scenarios. These scenarios are not "worst case" or "best case" predictions, but merely different slices in of any number of possible future states. The scenarios have a common thread that I believe is important: each one assumes that some type of accreditation process for law enforcement will continue to develop or expand (or both) in the next ten years and beyond. With or without the participation of California's law enforcement agencies, accreditation has made a significant mark on the law enforcement community and, I believe, is here to stay. The issue that these scenarios will focus upon is the degree of involvement by California agencies given the identified trends and critical events. The level of impact of these trends and events will partially determine the external social/legal environment that is becoming such an important part daily enforcement operations.

### **Scenario Number One -**

#### **California: A "Step Ahead" or "Out of Step"**

The year is 1997. The Commission on Accreditation for Law Enforcement Agencies, Inc. has been in the business of accrediting law enforcement agencies for 13 years. Over 450 agencies have been accredited by the commission. In several states, (Florida, Georgia, Massachusetts, and

Texas) the state P.O.S.T. commissions have been instrumental in assisting agencies within their respective states prepare for and achieve nationally accredited status. Despite these obvious successes of the accreditation process, there is a glaring omission. The law enforcement agencies of the country's most populous state, California, have stubbornly refused to accept a program of national accreditation as being in the best interests of the state or of benefit to local law enforcement. In the last ten years, only ten California agencies have completed the self-assessment process and are accredited by the Commission. The chief executives of those agencies are considered by their peers as a "fringe" element in California that do not represent the majority view of police executives in the state.

Many chiefs were hopeful that California would establish a statewide accreditation effort but the interest in that effort never reached the level of intensity that was necessary to overcome some significant political and economic considerations. Legislators who were called upon to introduce bills altering the P.O.S.T. charter had difficulty explaining why it was necessary for the state to duplicate an already established national process. The cost of re-creating a set of standards that would be applicable to California represented a significant expense for staff costs. Finally, the five major California law enforcement groups that expressed an interest in a statewide accreditation process could not establish a common vision and lacked the cohesion to develop such a process in a timely manner.

Officials at California's Commission on P.O.S.T. conducted a study of the

feasibility of a state accreditation program but discovered that such an effort would require substantial changes in the existing law that established the P.O.S.T. concept and would require funding to establish and staff a new bureau within the organization to administer the accreditation process.

California's chiefs and sheriffs have expressed the utmost confidence in P.O.S.T. as a standard-setting and regulatory agency and strongly believe that P.O.S.T. should be the agency to administer any accreditation effort in California. However, there has not been a strong mandate from the state's law enforcement executives to initiate such a process. Lacking the political support that the chiefs and sheriffs provide in this state, P.O.S.T. was unwilling to venture into unknown territory with a proposal that did not have the enthusiastic backing of its constituency.

The idea of P.O.S.T., a governmental entity, providing a program of accreditation did not fare well with representatives of agencies and institutions in the educational and correctional fields that had received their accredited status from independent, non-governmental commissions. They felt that accreditation, in the true sense of the word, cannot be granted by a government agency that operates solely within the same state as the organizations to be accredited. Many people felt that accreditation would mean very little in the profession; it would lack objectivity and the assurance that local or state political influence had been eliminated.



California law enforcement has continued to take a wait and see attitude about national accreditation. In the early 1980's, California opposition to a program that embodied national standards was strong and vocal. The overt opposition has faded, but California simply rested on its laurels and watched the accreditation process succeed without offering any viable input.

The passive attitude that California has taken has not had a major impact on the law enforcement services that are provided, but the reputation that the state once had among the most progressive in the nation no longer exists. By its failure to act, California has become a "victim" of several trends that were identified years ago. California has received more than its fair share of adverse publicity for questionable police practices. Many jurisdictions have been forced to band together with other cities to form insurance pools to purchase coverage at a more reasonable rate. Civil judgements have forced several small cities to declare bankruptcy and contract their police operations to a larger city department or the county sheriff's office.

Whether local governmental agencies could have mitigated the impact of these trends by investing in the effort to become accredited is speculation. However, the key concern is that California failed to keep pace with the changes in society and recognize that many of the trends and events that have impacted law enforcement in the last ten years could have been offset by some innovative practices.

## **Scenario Number Two -**

### **Local Law Enforcement Benefits from Adherence to Established National Standards**

The year is 1997. The Commission on Accreditation for Law Enforcement Agencies, Inc. has been in the business of accrediting law enforcement agencies for 13 years and has just conferred accredited status on the 500th agency to comply with the national standards that have been continuously developed since 1984.

At a recent meeting in Los Angeles, the Commission presented a special award to a group of California law enforcement professionals who comprise a relatively new organization known as "CAL-PAC", the California Police Accreditation Coalition. CAL-PAC has been single-handedly responsible for promoting the benefits of national accreditation and providing a network for California law enforcement that has resulted in the state taking over the lead as the state with the largest number of nationally accredited departments.

In a relatively brief ten years, California law enforcement has undergone a rather amazing transformation, from resistance to any type of national standards to a position that allows California to be the driving force in the establishment of new standards and the revision of existing standards. In 1987, California had only two agencies accredited and a total of four in all phases of the accreditation process. Those agencies (and their chief executives) were considered "out of step" with the

mainstream of California law enforcement. In the last three years, 40 California agencies have become accredited and 150 agencies are in some phase of the process.

CAL-PAC was formed primarily by the vision of a few chief executives and their young proteges who saw that law enforcement would be eventually "controlled" by external forces if the profession did not make significant efforts to comply with some basic, minimum standards in all of its operational areas. Added to that vision were several disturbing events that brought a troubling focus on the California law enforcement community.

Three significant trends produced an event that literally rocked law enforcement in 1994. California's population has been moving towards an ethnically non-white majority since the early 1980's. Thriving minority communities had been established throughout California, communities that transcended traditional municipal boundaries. Ethnic and cultural activist groups began to make significant complaints about the inequity of law enforcement services in ethnic neighborhoods that crossed-over jurisdictional lines. The groups attempted to resolve the problem with the respective chief executives, but the ensuing bureaucratic process left the groups with little choice but to pursue redress through the courts. This course of action was met with little surprise since civil lawsuits continue to be a fact of life for police departments and municipal governments. The cause for concern, however, was the increasing tendency to hold the chief executive of an agency accountable for his

policies, procedures, and operational guidelines and the manner in which those policies were transmitted to the personnel within the department. In this particular situation, several law enforcement executives and their agencies were held directly responsible for a particular community's claim that its level of law enforcement protection and services did not equate with level provided in other cities and geographical areas.

An ensuing court decision held the cities liable for more than just a monetary award; the chief executives were required to devise a plan, in a manner similar to the conditions of a consent decree, to rectify the problems. The agencies were legally bound to develop a method of ensuring that the residents of an area were guaranteed equitable service levels, regardless of the municipal boundaries involved.

In the aftermath of this decision, the executives who formed CAL-PAC knew that police and sheriffs departments around the state would soon be required to establish compliance with a set of basic professional practices in any number of situations. Further court mandated changes would be imposed if agencies themselves did not begin to offer some proof that their operating policies met the latest standards for the law enforcement profession.

The earlier fear that national accreditation would erode local control and the adoption of community standards was significantly reduced when it was shown that the national standards could be used as a framework for action at the local level. The standards also provided a common bond and

language to assist multi-jurisdictional efforts to address problems that did not end at a particular city limit.

### **Scenario Number Three -**

#### **Accreditation: A Local Decision**

The year is 1997. The concept and process of accrediting law enforcement agencies is still in its infancy when compared to the accreditation programs that have been in effect for education, hospitals and correctional facilities.

Only ten years ago, few law enforcement executives in California really understood accreditation as a concept. They feared that a "federal" organization was about to descend upon their local jurisdiction and dictate to them how to operate their local police or sheriff's department.

California law enforcement membership organizations and the Commission on Peace Officer Standards and Training had studied the possibility of establishing a statewide accreditation system as an alternative. The idea was eventually rejected due to cost, the amount of time that would be required to establish such a program, and the lack of a cohesive, concerted effort on the part of the most influential law enforcement membership organizations in the state. The findings by the various groups that studied the issue of statewide accreditation were clear and concise: there was little need for or benefit in duplicating the national accreditation program at the state level.

A few years back, the statewide organizations could not have reached such a finding. There was considerable pressure to adopt a position on the

issue of accreditation and to encourage their respective memberships to follow suit. Executive directors of the membership groups and the chiefs and sheriffs throughout the state finally realized that they were in fact limiting the options of the individual executives by supporting a blanket policy. The executives and the groups finally understood that the national accreditation program is entirely voluntary. The decision whether or not to participate should be made at the local level after a thorough review of all factors involved. Each administrator must evaluate the environment in which his (or her) agency operates and determine if accreditation will offer benefits to the department, the community, and the overall image of law enforcement as a profession.

Ten years ago, most of the state's chief and sheriffs looked at their environment and generally took the position that accreditation was unnecessary. Today, police departments and the executives who manage them have changed drastically. Thanks to programs like P.O.S.T.'s Command College, most chiefs and sheriffs have broken out of the mold of their predecessors and now view their environment in a much larger context. Today, chiefs see that events that occur across the country could have a significant impact on their own operations. Chiefs and sheriffs also promote and practice law enforcement as an integral part of, not apart from, the community that is being served.

These changes have allowed executives to feel more comfortable about reaching out and adopting programs or philosophies that in the past would run counter to the "accepted" law enforcement position. Chiefs and

sheriffs still ask questions and critically evaluate the need for a new project, but that questioning is completed in a different environment. Key persons within the governmental structure, the business community, and citizens at large are asked to provide their input. For example, the issue of accreditation is not viewed as just a department project but one that is inter-related with a number of community goals and desires. The inclusion of people of varied disciplines and orientations into the decision of whether or not to participate in the accreditation process provides an array of possible solutions to the definitive questions of funding, overall benefit, and need. This is quite a difference from the past, when chiefs made decisions based upon whim, simple personal preference or just plain emotion.

National accreditation is still in its relative infancy and the Commission is still making many adjustments to the process. However, the concept is now being given a fair shake in California. The early fear of national standards has given way to the thought that the accreditation effort is only as strong as the agencies that contribute to and support the program. The credibility of the Commission and its staff is based, in actuality, on the sum total of all of the agencies that participate in the process. The Commission on Accreditation for Law Enforcement Agencies, Inc. has established itself as a legitimate part of the law enforcement arena in every state in the country.



## **The Desired Future: National Accreditation as a Local Issue**

California's "resistance" to a program of national standards for the law enforcement profession will slowly dissipate as the fears associated with such a program are alleviated and a network of accredited agencies continues to grow. I emphasize the word "slowly". These changes will not take place overnight; California will not, as one scenario suggests, miraculously become the national leader within the time period that this paper focuses upon. The desired future is that chief executives of the state's local law enforcement agencies will study the issue of accreditation, develop a full understanding of the program's benefits and drawbacks, and make a sound and informed **independent** decision about whether or not to participate in the process.

The strategic plan to bring about this desired future elaborates in detail that the decision to pursue accreditation is simply not a single decision. The decision is, in fact, a series of decisions that allow an agency and its staff to "phase-in" a process of compliance with national standards within the context of the community environment.

## **Policy Considerations for the Desired Future**

The desired future necessitates policy considerations at three levels. There must be a commitment to certain general policies at the local level as well as a concern for the development of policies that place the agency in a position to have some impact (the degree is really left up to the individual administrator) on events at the state and national level. Since the accreditation process slices across all three planes, the agency that considers accreditation must be able to formulate policies that stretch beyond the local setting. Therefore, the policies that are suggested below are divided into three areas: Local agency policies; policies that may be influenced by state activities and policies that may be influenced by significant national events.

### Local Agency Policies

- 1) The department adopts a manual of policies, procedures, or operational guidelines that set forth the practices of the department in a variety of situations. The manual is distributed to each member of the department and its contents are reviewed annually to ensure that the policies comply with the most currently acceptable practices for the law enforcement profession.
- 2) The department allocates funds in its yearly budget to conduct an annual staff review of all of its operating manuals. This ensures that the information that all personnel are relying upon to make important decisions is valid and current.
- 3) The department is committed to an on-going program of in-service training. Training can be conducted at the daily briefing sessions, during an established monthly training period, or at an off-site

location. This training program will ensure that personnel are receiving and bringing back to the department information regarding the latest practices, procedures, and legal requirements affecting law enforcement.

- 4) The department is committed to some type of a feed-back system to allow community members the opportunity to evaluate the job that the department is doing and to express specific concerns about crime or neighborhood problems that they are experiencing.
- 5) Personnel in each operating division and unit within the department will establish a communication link with their counterparts in adjoining and overlapping jurisdictions. This effort will aid overall operations on a daily basis and in the event of a major incident requiring multi-agency cooperation.
- 6) The department will establish and publish goals and objectives for each calendar year. The goals will offer the members of the department, elected officials, and the community at large with specific information about the department's law enforcement and service priorities. They will also allow for a method to evaluate the department's performance in the stated areas.
- 7) The department is committed to researching new ideas and new methods with respect to the delivery of police services to the community. This effort must be carried out with an understanding of and consideration for fiscal constraints, department philosophy, legal sanctions, and the needs and desires of the community.
- 8) The department (with approval from the local governmental body) is committed to the establishment of joint-venture programs between the public and private sector. This may include grant programs; private, non-profit entities designed to aid the mission of law enforcement; and contracts for private services that may reduce certain costs that are currently absorbed in municipal budgets.

#### Local Agency Policies That May Be Influenced by State Activities

- 1) Support the importance of and continual revision of California

P.O.S.T. Standards in the areas of police officer selection, recruitment, and training.

- 2) Adopt a position that P.O.S.T. serves a very vital function to police agencies in California and that there is a natural overlap between the goals of P.O.S.T. and a program of national accreditation.
- 3) Use P.O.S.T. as a facilitator for uniform police policies where appropriate (ie; policies that transcend merely local jurisdictional considerations; such as pursuits, the use of force, citizen's complaint process, and mutual aid needs)
- 4) Utilize P.O.S.T. as a consultant to assist local agency executives who desire to improve a facet of their organizational operations.
- 5) Work for the establishment of uniform state-wide policies in areas that require multi-agency cooperation, (such as: the Cal-ID fingerprint identification system, emergency communications networks, complex computerized files, and personal computer networks that allow agencies to share vital information.

Local Agency Policies That May Be Influenced by Significant National Events.

- 1) Review the findings of companies who insure or underwrite municipal governments and consider the adoption of policies and procedures that have proven successful in mitigating a department's liability exposure.
- 2) Review significant incidents or events that occur in the law enforcement arena around the country and speculate on the agency's ability to respond to such an event. Develop some action plans or training guidelines that utilize the information that can be obtained from an outside agency's experience.
- 3) Utilize every opportunity to provide information to every court, committee, board, commission or other body that has the legal authority to make significant decisions about the issues involving police operations.

- 4) Review documents such as the Standards for Law Enforcement Agencies and make a reasonably objective assessment of the agency's ability to comply with the standards that are suggested regardless of whether the actual process of becoming accredited is pursued.
- 5) Law enforcement executives must prepare for the eventual "marketing" of the accrediting program to national groups that have a great deal of influence at the local government level. (the International City Managers Association; the United States Conference of Mayors) This exposure will eventually create an interest that will be placed on the shoulders of the local agency administrator.

## THE STRATEGIC PLAN

The strategic plan is simply a framework that can be used by an agency chief executive to look at the many variables that the issue of national accreditation presents to the agency. This section will be devoted to a number of components that make up the larger effort to develop a strategic plan for the local decision to become an accredited law enforcement agency. These components are:

- 1) An analysis of the current and anticipated social, legal, and political environment that local police and sheriff's departments must grapple with daily.
- 2) A discussion of the "stakeholders" and the demands that they place on the organization
- 3) The "mission" of local law enforcement in the 1980's and 90's
- 4) Recommended course of action to pursue implementation of the chosen strategy.
- 5) A discussion of the Planning Systems necessary to carry out the selected course of action.

## Environmental Analysis

For the purposes of this project, the environmental analysis will focus on the "big picture", the broad social environment that transcends local and state boundaries. The focus will narrow as specific "stakeholders" and strategies for implementation are discussed.

The trends that were identified by the Nominal Group that was assembled for this project very accurately summarize the environment that police and sheriff's departments must contend with today. Increasing litigation, increasing media attention, more direct accountability being placed on the chief executive, shrinking municipal budgets, and the emergence of consumer, social, and cultural special interest groups present a picture that offers seemingly insurmountable challenges.

In the area of civil litigation alone, municipalities have been forced to find alternative ways to provide necessary liability insurance coverage. Many cities are countering the increased premiums for liability insurance by becoming "self-insured", joining insurance "pools", or even "going bare", dropping all coverage. 33 These alternatives merely provide the municipality with some financial protection in the face of litigation. They do little to offset the overall problem of how to protect the city from a severe financial crisis if the trend towards more litigation is accurate.

Leading insurance companies are looking at the accreditation process as a means of reducing potential liability. Accredited agencies may be entitled to preferred insurance terms and coverage. Some companies are even offering a rebate to accredited agencies that may offset entirely the cost of participating in the accreditation process. The Town of Herndon, Virginia was awarded its accredited status in November 1986. In March of this year, the town received a \$1666. refund of its insurance premium for the year. If similar refunds are received during the next five years, Herndon's accreditation fees will be more than reimbursed. 34

The concept of insurance pools for municipal governments may be one the strongest arguments in favor of accreditation. Insurance pools involve a number of cities (or counties) banding together to obtain insurance at a lower cost by establishing a common fund. The risk that the pool undertakes on behalf of its member agencies could be reduced if the agencies were able to verify that each of the respective police departments conformed to set of minimum standards.

Most law enforcement executives realize that liability can be minimized by the adoption of sound operating policies, proper training, and good management practices. 35 Few will quarrel with this statement, but how does an agency provide verification that this broad philosophical statement is transmitted into measurable practices?

The question of being able to verify an agency's compliance with acceptable practices leads to the increasing focus upon agency top executives and the push to hold administrators more accountable for not only their actions, but those of subordinates within the organization. A significant example that depicts this trend is the unprecedented tax proposal in Los Angeles to provide more police officers in a poor section of the city. Leaders in South Central Los Angeles have brought to light that police deployment practices do not account for the severity as well as the frequency of crime in certain parts of the city. The residents feel that the tax will force the department into providing more police services. Even opponents of the tax proposal threaten legal action if the police department fails to take action to rectify the problem.



The tax proposal is also a very real indication of the emerging political clout of persons who represent the interests of consumer, cultural, and social special interest groups in our diverse society.

All of these issues come about at a time in our history when municipal budgets are coming under close scrutiny. The acquisition of funds to increase a department's staff, provide additional capital resources, or expand existing programs is a constant challenge for any executive. Police chiefs can no longer "wrap themselves in the flag" and proclaim the need for more resources simply on the basis of law and order issues. The effort to obtain additional funding requires documentation, tenacity, and some verification that an acceptable cost-benefit ratio is achieved. These are difficult things to provide, and seem contrary, when the police "product" is the delivery of critical and timely service to the community.

The environment painted here is somewhat bleak and places most law enforcement agencies in the role of victim, constantly subjected to the whims of the external world. Police executives have minimal control over the events that occur outside of their agencies, yet do have the ability (and responsibility) to anticipate the impact of such events and plan ways to mitigate unfavorable or harmful outcomes. Such anticipation requires a willingness to shift one's responses from a reactive to a pro-active mode. This encompasses the first decision step in the process of evaluating the appropriateness of accreditation for a local agency. Are the leaders of the agency willing to take a close look at their own ability

to confront and manage problems posed by the external environment?

### **"Stakeholder" Identification and Assumptions**

The development of a strategic plan to evaluate the appropriateness of accreditation for a local agency will not be met with open arms. As I have pointed out, it is only recently that law enforcement in California has "softened" its view of the concept and been at least willing to study the issue.

This section of the project will identify those organizations, groups, and individuals who have an interest in, are opposed to, or are affected by a decision to consider accreditation. These people (groups, organizations) are called "stakeholders" a term that usually applies to anyone who has a share or interest in an enterprise, especially if the interest is financial. The list below represents the 14 persons or groups who are thought to have the most significant attitudes or impact upon the issue.

1. The Chief of Police
2. Police Officers
3. Police Officer Associations (Unions)
4. The City Manager
5. The City Attorney (or individual who handles city legal matters)
6. The City's Insurance Carrier (if applicable) or Risk Manager
7. The Local Media
8. The City Council or other elected leaders
9. The Commission on Peace Officer Standards and Training (P.O.S.T.)

10. State-wide Law Enforcement Membership Organizations
11. Community Organizations Representing Various Professional Groups (Doctors, Lawyers, Educational system personnel)
12. Civil Rights Groups (i.e., American Civil Liberties Union)
13. Ethnic Minority Representatives
14. The local Chamber of Commerce

Each of these "stakeholders" can be counted upon to have one or more opinions about the impact that a new direction, strategy, or program will have on the organization. Identifying these "stakeholder" opinions and assumptions is a critical aspect of the strategic planning process.

Below is a list of the selected "stakeholders" and the assumptions that have been attributed to them.

1. The Chief of Police

- The commitment of staff time to review department policies is justified
- Department personnel need sound, current guidelines for their daily activities
- Precedent has been established for the reduction of costs associated with insurance premiums and improved coverage plans

2. Police Officers

- Support for a set of written procedures
- Concern about personal civil liability resulting from the job
- Inability (or unwillingness) to articulate what the term "professionalism" encompasses and how

"professional" practices are documented.

3. Police Officer Associations (Unions)

- Concern that policies will be "technical" and jeopardize the individual officer if a policy is interpreted to conservatively.
- A desire to have input into the development of new policies
- A concern whether becoming accredited provide more tangible job benefits

4. The City Manager

- The impact on civil liability
- Recognition among his/her peers
- A better understanding of police department operations

5. The City Attorney (or individual who handles city legal matters)

- Greater ability to defend city against claims and suits
- Reduced chances of being uninsurable
- Knowledge that police practices are reviewed annually

6. The City's Insurance Carrier (if applicable) or Risk Manager

- Reduced chances of being uninsurable
- Better insurance coverage in conjunction with lower premiums or lower deductible amounts
- Defense against negligence on the part of the agency

7. The Local Media

- Use the agency as an example of "professionalism"
- Praise accreditation as a positive step, but continue

to be a watch-dog in matters of public interest vs. the police

- Assuming the media develops an understanding of accreditation, they could be essential in helping the agency anticipate future emerging issues and needs.

8. The City Council or other elected leaders

- Pride as a result of the achievement
- Ultimately a cost savings item
- Improved reputation for the local government and for the city as a place to live and do business.

9. The Commission on Peace Officer Standards and Training (P.O.S.T.)

- Increased recognition as accredited California agencies begin to promote P.O.S.T. standards in the specific areas of selection and training at the national level.
- Reaffirmation of P.O.S.T.'s long held position that operating policies are best determined by the local agency.
- Removes P.O.S.T. from the need to consider a program of state-wide agency accreditation

10. California Law Enforcement Membership Organizations

- Fear of a loss of esteem and authority
- "National standards" will ultimately erode "local control" of police operations
- By complying with minimum national standards, California's reputation as a leader in the law enforcement arena will be lessened.

11. Community Organizations Representing Various

Professional Groups (Doctors, Lawyers,  
Educational system personnel)

- Greater respect for the police as a member of the professional community
- Greater willingness to discuss mutual problems
- A possible aid in the recruitment of persons into the law enforcement profession.

12. Civil Rights Groups (ACLU)

- A sense that the department is more responsive to community issues
- Knowledge that a system is in place for the prompt investigation of citizens complaints resulting in fewer complaints being "aired" in the newspaper
- A knowledge that the department operates above board and in compliance with the latest standards for law enforcement

13. Ethnic Minority Representatives

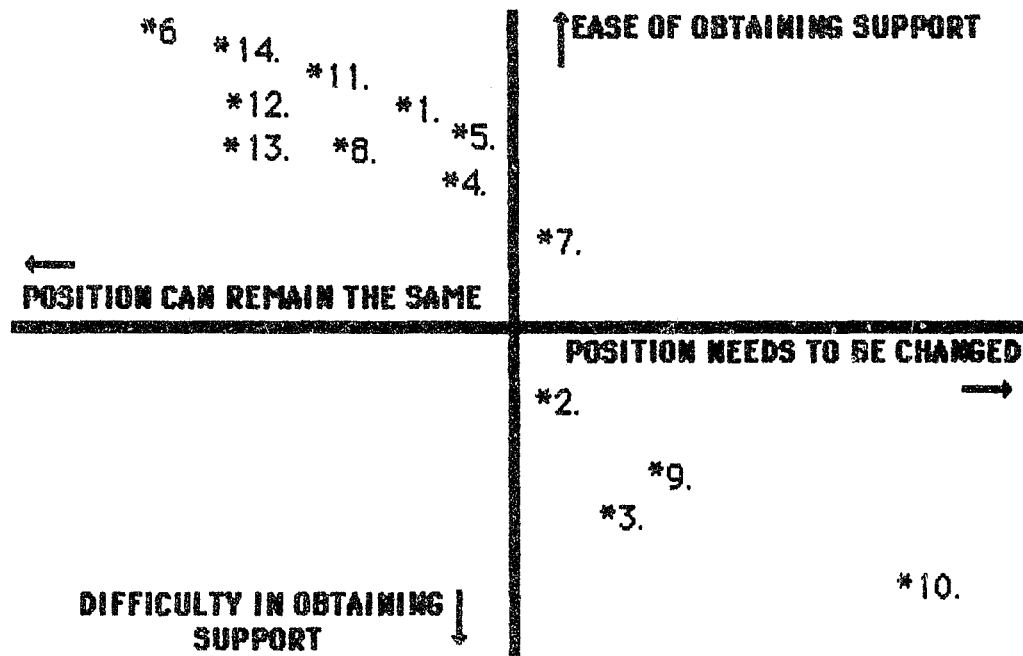
- A sense that the department is more responsive to community issues
- Knowledge that the department's employment and personnel practices conform to the most recent guidelines
- Training priorities will include programs that address cultural differences in the community

14. The Local Chamber of Commerce

- Promotion of the city as being policed by an accredited law enforcement agency
- Improved reputation for the local government and for the city as a place to live and do business.
- Greater opportunity for community leaders to be involved in setting the priorities of the police

The following graph shows the "stakeholder" positions in relation to the ease or difficulty that will be encountered in obtaining their support for the implementation of a decision to seek accreditation.

CHART #8 - STAKEHOLDER POSITIONS



The axis of the chart provides a neutral position. The direction of each line away from the vertical axis increases the degree of ease or difficulty in obtaining the stakeholders support for considering accreditation. The position in relation to the horizontal axis indicates the level of the stakeholders' firmness in his (or its) position. For example, California Law Enforcement Membership Organizations (\*10)

have, at this point in time, taken a solid position that will be difficult to change. The City's Insurance Carrier or Risk Manager will be supportive of the idea and his position will remain the same as the stakeholder positions are analyzed to determine where support and resistance will appear.

### The "Mission" of Local Law Enforcement

The mission of local law enforcement is to provide equitable protection and service to the citizens of a community or geographical area. These services should be provided in a pro-active manner, with all segments of the community actively encouraged to assist the department in defining what its goals and objectives are to be for a given period of time.

Of late, law enforcement is being expected to have an impact on the "quality of life" in a community. This philosophy does not mean an abandonment of crime suppression as a department goal, but it does move the department away from a simple legalistic approach to law enforcement to one of service model approach. The service model suggests that law enforcement has a hand in issues such as crime prevention, zoning decisions that relate to crime and neighborhood problems, the establishment of early intervention programs that may deter juvenile crime, and a commitment to the development of a professional and well-trained police force that has adopted sound management practices and organizational policies.



Few would disagree with this view of law enforcement's mission as we face the 1990's. However, simple mission statements are no longer acceptable without some type of structure that adds credence to the claim that the department is managed on the basis of the latest standards and practices applicable to the profession of law enforcement.

### **A Recommended Course of Action**

Early in this paper, I discussed the fact that California law enforcement will eventually be put to a test. California will be pressured to prove its professional status by either participating in the national accreditation process or developing a similar state-wide process. Later in the paper, I made the assumption that a program of accreditation for law enforcement is here to stay and that it will continue to develop and expand in the next ten years.

The most desired future is for California's local agencies to conduct in-depth, independent assessments of the benefits and drawbacks of national accreditation and make a sound decision whether or not to participate in the process.

The strategic plan that has been developed so far is designed to give the reader an understanding of the environment in which California law enforcement exists, the "stakeholders" (individuals and groups) who have a prominent position in the decision of whether or not to seek accreditation, and an understanding of law enforcement's mission as we

approach the 1990's.

The following is offered as a possible alternative strategy for agencies confronted with the decision of whether or not to participate in the accreditation process.

To date, no police agency has been mandated to study, let alone participate in, the process of accreditation offered by the Commission on Accreditation for Law Enforcement Agencies, Inc. While the Commission has certainly encouraged agencies to review the standards it has published and has attempted to market the program with the idea of building a network of accredited agencies, the process has remained entirely voluntary. Agency chief executives have participated in the process for a variety of reasons, but the bottom line is that their participation has been based solely on a decision made at the agency level (with concurrence by the elected body or chief executive officer of the municipality).

The recommended course of action represents a "safe" approach to a controversial topic and allows the chief executive and his staff to make a series of decisions about the degree of their involvement in the accreditation process. The Commission on Accreditation encourages prospective agencies to purchase a copy of the Standards for Law Enforcement Agencies and conduct an in-depth analysis of the department's ability to comply with the standards. This approach allows the department to review all of its policies, procedures, and other

written directives against an established set of standards. Good management practices would suggest that this type of review be done annually, however, many departments up-date their written policies only in response to some type of crisis. The accreditation standards provide a sense of structure for the on-going development and review of individual department policies.

While the department's personnel are reviewing the accreditation standards, the chief executive has the time to discuss the process with a number of persons outside of the agency whose opinion may be of significant importance to this issue. The chart that depicted the "stakeholder" positions can be of value at this point. Most of the individuals or groups outside of the department took a view that accreditation would be beneficial to the department and the community. The chief executive would be able to capitalize on the fact that his audience already leans favorably towards the program and that he can step in as the initiator. From a political standpoint, the chief is observed as being a leader rather than being in the position of having the city manager or city council "suggest" that the department become accredited.

This strategy puts the chief executive in a pro-active position. While he may not agree totally with the ideas presented by accreditation, he is able to study the issue and make some decisions incrementally and in a fashion that depicts him as someone who is looking for ways to improve the image of the police department as an integral part of the community fabric.

### Summary of the Recommended Strategy

The future of accreditation in California rests with the deliberate plan of study that was offered above. This process would certainly be enhanced by the arrival of an articulate and forceful chief or sheriff who became an effective and credible spokesperson for accreditation. Such a person may spur initial action, but most agencies will find it necessary to conduct their own methodical study of the issue. In pursuing this alternative, there are several strategies to ensure that all of the information available is being reviewed. These strategies involve an assessment of "in-house" policy review procedures; the development of methods to measure community satisfaction with the police; and establishing a link with other facets of the city (county) government and the criminal justice system.

### "In-House" Policy Review

Taking the time to conduct a staff review, inspection, or audit of an organization is probably the most overlooked aspect of management in the public sector today. Therefore, police services are usually evaluated only when some type of complaint about the service is received and investigated. Rarely do we initiate a self-improvement process to study the written policies and various operational aspects of the organization. This may be one of the main reasons that accreditation is having such difficulty being accepted. We are not accustomed to an on-going process of review and compliance with a set of established standards. ( Note:

There is one important exception to this; P.O.S.T. standards in the areas of background investigations for new officers and training requirements for all sworn officers are well articulated. Compliance with these standards is determined by regular audits of agency personnel files by the P.O.S.T. staff. 36 This is the only type of mandatory compliance audit that P.O.S.T. personnel conduct in local agencies.)

If the emerging trend of focusing on top executives and holding them accountable is valid and continues to rise, then one has to ask the following questions. How does a chief executive ensure that the policies and procedures that he is being held accountable for are legal, proper, and based upon the latest accepted practices for law enforcement? Further, how does the chief or sheriff guarantee to the elected officials of the city (county), the community, the media, and most important, to the judicial system that the department follows established acceptable practices? The only possible way is to have a system in place that documents compliance with such practices.

Police and sheriff's departments have little choice but to allocate a portion of the available staff time to the task of ensuring that the department's written directive system is reviewed periodically and revised as necessary. The need for the development of new policies and procedures must be anticipated as accurately as possible before a crisis situation or an external organization dictates policy to the police.

Departments that have allowed their system of written directives to

remain unchanged for a period of time will discover that a significant amount of staff time will be required to review and up-date, approve, and distribute the new policies. Regardless of whether this task is completed in conjunction with the accreditation effort, it must be done. The days when poorly articulated policies (or worse, no policies) were acceptable are long gone.

There is a companion issue in the strategy to develop a sound policy review system. Depending upon the size of the agency, the chief or one of his staff members must have the expertise and skills necessary to develop written policy. Policies must be established on a sounder footing than local custom or past practice. Operational policies can certainly have a local philosophy but they must also be supported by the latest state or federal law, recent court decisions, and accepted professional practices. The last area is difficult to define and wide-open to interpretation. A "professional practice" in one jurisdiction may be completely unacceptable in an adjacent city. Who is the final arbiter in cases like this? At this point, no one, until the policy is scrutinized by the courts in the wake of civil litigation. One of the arguments in favor of accreditation as a method of ensuring minimum uniform standards is that if law enforcement collectively is not able to determine its own standards for professional practices then an outside agency, like the courts, may set those standards for us.

The prospect of having a set of uniform national standards for law enforcement does not seem to create a problem. Over one-half (54%) of

the respondents to the survey that was completed for this paper had reviewed the Standards for Law Enforcement Agencies and 69% of that group indicated that all or a majority of the standards applied to their agency. In addition, nearly three-fourths (74%) of the respondents either Strongly Disagreed or Disagreed with the statement that the adoption of minimum national standards by local law enforcement agencies will ultimately lead to a "national police force".

#### Methods to Measure Community Satisfaction with the Police

The determination of whether or not to participate in a process of accreditation should consider the perceptions of the community towards its police department. A number of the "stakeholders" that were identified earlier are individuals or groups who have important opinions about the way police services are delivered to the community. Chief executives cannot operate their departments without some knowledge of what the community expects. These local expectations have to be meshed into the national and state legal requirements that are placed on the department.

Few departments have any type of a citizen satisfaction survey or similar instrument that allows the organization to receive and collate information regarding the public's perception of the department's services. In the past, it is doubtful that agencies even considered such things since law enforcement has had a virtual monopoly on the type of essential service that it provides.

Agencies can no longer continue to operate in a vacuum. Community groups are making their feelings known regarding a variety of topics and the police are no longer an area that is not subject to community review and sanctions. Community groups are effectively using the media, legislative processes, and well-publicized neighborhood meetings to get the attention of municipal managers in all facets of government.

Most citizens have little knowledge of what actually constitutes professional police practices, however, most people would expect that officers and departments do in fact adhere to standards that are in existence for all police departments. It would be surprising for most people to learn that common standards do not exist from one jurisdiction to another. It is important for police executives to begin to deal with this issue. Our society is so mobile and people have an expectation of equal treatment as they pass through any number of municipal jurisdictions in their daily travels.

Establishing a Link with Other Facets of the City (County) Government and the Criminal Justice System.

Strategies in this area are closely aligned with the previous section. In the past, police departments have been able to capitalize on the uniqueness of their duties and maintain an aloofness from the remaining services provided by a city. Today, however, police executives are being required to be much more involved with the team of managers that have responsibility for the administration of a city. The management of a police department and the provision of police services is closely



inter-twined with the city's financial matters, re-development programs, zoning policies, and its personnel practices.

The chief executive should be expected to have (or develop) some guidelines or policies that help him to define his role and the role of the department with respect to the other facets of the city's operations.

The managers and other city personnel who have been identified as "stake-holders" in the decision of whether or not pursue accreditation are generally seen as supportive of such a process. They have been either required or expected to conform with some type of professional standards throughout their own careers and view the opportunity for law enforcement to participate in such a process as a progressive change.

The police have always been the most visible part of the criminal justice system. The actions of the police most often initiate and have the greatest impact on the multi-step process that ultimately determines a person's guilt or innocence. For these reasons, the policies and procedures that the police employ are more carefully scrutinized by the remaining agencies within the system. This places a burden on a department to ensure that the policies and procedures that are adopted can withstand the tests applied by the district attorney, defense attorneys, and the courts.

In addition to having sound and current procedures and practices, the police must be able to have open communication with the other agencies

within the system to resolve any problem areas as they appear. The various aspects of the criminal justice system can be quite adversarial in nature at times. However, the system must also have a common, underlying network that can accept differences and work to resolve mutual problems.

Whether or not an administrator chooses to participate in the accreditation process, he is expected to operate effectively in an environment that has expanded considerably in last few years. It is evident in today's society that the actions (or inaction) of a chief executive in a single agency can have a significant impact on other departments in the city government, the criminal justice system, and the law enforcement profession.

### **Planning Systems**

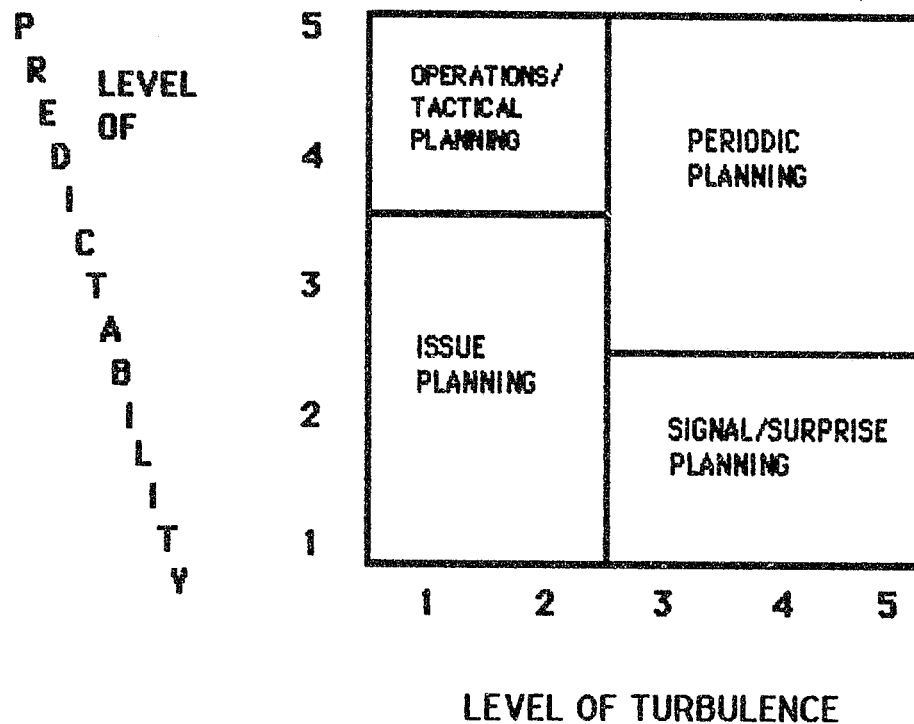
The initial decision to thoroughly investigate the accreditation process requires a level of strategic planning that may challenge most agencies. In conjunction with pursuing the three general strategies that were identified in the last section, the department must be able to evaluate its ability to establish and monitor a difficult project with the planning systems that it has in place.

Most departments are very good at operations and tactical planning for the short term or single event occurrence. Police are attuned to crisis and respond well at the operational level when the situation or event

becomes unpredictable. Deciding whether or not to participate in a program of accreditation requires a much different planning approach, one that trades immediate action for a careful, long-range assessment of the department and its anticipated environment. The department must develop its capability to create and monitor an ongoing plan that focuses on issues rather than events. The department must also be able to grasp the level of predictability and turbulence in the environment in which it exists and incorporate those factors into its planning system.

The following "Level of Planning" Chart can be used to assist agencies in defining what type of planning systems are used in a given set of circumstances. If an agency finds itself in an environment that has a high degree of predictability and little turbulence then the planning system can be oriented towards operations and tactics. Conversely, an agency that finds itself in a very turbulent environment with little predictability is constantly adjusting its planning systems to account for the signals and surprises that are experienced. An agency that can evaluate itself as being in the mid-range on each scale can adopt a periodic planning system that allows for the adoption of a long-range plan with monitoring points and some moderate assurance that the plan can be completed.

#### CHART #9 - LEVELS OF PLANNING



**1 = Lowest Level of Predictability/Turbulence**  
**5 = Highest Level of Predictability/Turbulence**

### Summary of the Strategic Plan

The plan to determine if becoming accredited is beneficial to the agency must start with a careful assessment of the internal capabilities of the department and the external factors that will influence the department's future. A chief executive must be prepared to:

- 1) Identify the stake-holders who are affected by the issue
- 2) Understand the position taken by each stake-holder
- 3 Objectively analyze the environment in which his department must operate now and in the future
- 4) Understand the "mission" of law enforcement today
- 5) Adopt a series of strategies that can assist him in achieving his selected alternative

- 6) Review the planning capabilities of his department in light of the predictability and turbulence of the working environment.

## THE TRANSITION MANAGEMENT PLAN

The transition management plan is the link between the information that has been generated in the strategic plan and the desired future. The environmental analysis completed in the strategic plan established the fact that law enforcement's environment is changing and that departments must look for ways to prepare themselves to meet future issues and problems. The "stake-holders" have become the "critical mass", individuals and groups whose level of commitment to the department's effort is critical to the success of the plan. The components of the "critical mass" must be viewed in the context of what tactics must be used to gain their support rather than just simply assessing each one's position on the issue.

The plan of action and the strategies that have been selected are translated into a transition management structure that allows the department to carry out the tasks necessary to evaluate participation in the accreditation process.

### Identification of the Critical Mass

This section identifies the "critical mass"; the organizations, groups, and individuals who have an interest in or are affected by the decision to consider accreditation for the department. The success of the effort will ultimately hinge on the degree of commitment or resistance that each member of the critical mass exerts on the decision.

The "critical mass" in this project is:

1. The Chief of Police
2. Police Officer Associations (Unions)
3. The City Manager
4. The City Attorney or individual who handles the city's legal matters
5. The City's Insurance Carrier
6. The Local Media
7. The City Council or other elected leaders
8. The Commission on P.O.S.T.
9. Statewide Law Enforcement Membership Organizations
10. Community Organizations Representing Various Professional Groups
11. Civil Rights Groups (ACLU)
12. Ethnic Minority Representatives
13. The Local Chamber of Commerce

Each one of these individuals or groups can be counted upon to have one or more opinions about the direction of the police department with respect to seeking accredited status. The significance of these opinions may be crucial to the final outcome of the project.

### **Commitment Planning**

The Commitment Planning Chart on the next page depicts the relative position of each of the critical mass actors with respect to whether they will block change, let change happen, help change happen, or make change happen.

# CHART #10 - COMMITMENT PLANNING CHART FOR THE CRITICAL MASS

ACTORS IN CRITICAL MASS	TYPE OF COMMITMENT			
	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. Chief of Police				X
2. Police Officer Associations		X		
3. The City Manager			X	
4. The City Attorney				X
5. The City's Insurance Carrier				X
6. The Local Media		X		
7. The City Council				X
8. The Commission on P.O.S.T.		X		
9. Statewide Law Enforcement Membership Groups	X			
10. Professional Community Groups			X	
11. Civil Rights Groups				X
12. Ethnic Minority Representatives				X
13. The Chamber of Commerce			X	

The Chief of Police must be the catalyst within the critical mass to lead the project in the direction that he believes will have the greatest benefit for the department and the community. He must also be the driving influence with his staff to ensure that the issue is researched in a complete and thorough manner.

Police Officer Association (Unions) representatives have taken strong positions about any effort to review the policies and procedures that their members must comply with. Initially, the members of the association will question the necessity of such a project. With effort by staff to inform the association members about the accreditation concept and the



opportunity to have some input in to the study process, the association's weak "let change happen" position may be moved towards a more supportive "help change happen" position.

The city manager, the city attorney, the insurance carrier, the city council, and all of the community groups listed will be supportive of such an endeavor and "help change happen". These individuals and groups will view the effort to define the department's professionalism as a step that will bring recognition to the city and decrease its potential civil liability in a number of areas. The community groups, in particular, will see the program as a opportunity to develop stronger ties with the police department as a means of addressing common problems.

The local media will publicize the effort and may editorialize in support of the adherence to professional standards, but will not help the change happen. Their position may change if some type of significant event occurs that involves the department. The chief of police has an opportunity here to influence the local media and gain additional recognition for his department's efforts.

The Commission on P.O.S.T. will help any department who requests assistance in up-grading their policies and procedures. P.O.S.T. will encourage California departments to continue to define professionalism by utilizing many of the P.O.S.T. training and hiring standards as proof of compliance with the national standards. P.O.S.T. will not take a position on accreditation itself, but will let change happen by encouraging each

executive to make an independent decision based on a variety of local factors and influences.

Statewide law enforcement membership groups may try to block consideration of accreditation by passing resolutions and applying some peer pressure not to participate. Its also conceivable that these groups will let the issue stand or fall on its own merits and take a wait and see attitude rather than a position to "block change"

### **Transition Management Structure**

The decision to study the issue of accreditation and invest the time and energy into a complete review of the department's operations is a process that requires a "phased" program. Staff capabilities, financial considerations, the degree of acceptance or resistance by the critical mass, and the overall benefits for the department are areas that must be considered. The management of such a significant effort creates a challenge for any organization. Priorities will have to be set to allow the agency to conduct such a study with the human resources and time available.

The most effective management structure to implement the study is the assignment of one person (a mid-level manager) as the project director. The director must have the freedom and authority to call together a group of individuals from the various bureaus and units throughout the department. This group will constitute a "diagonal slice" of the

department's personnel. Each functional area will be represented and the group will include employees from all levels of the organization; managers, supervisors, and line level. These groups will have the responsibility for coordinating the myriad of details that will impact each unit and level of operations in the department. The groups will also make implementation and policy recommendations to the Project Director who, in turn, must answer to the Chief of Police.

One of the key responsibilities of the Project Director will be to keep an in-depth project such as this "on-track". It will be his task to take the police chief's vision of determining what constitutes professionalism in a police department and apply that vision to everyday problems and future concerns. The Project Director must be able to articulate the strategic goals, tactical goals, and action plans that will make the project a success.

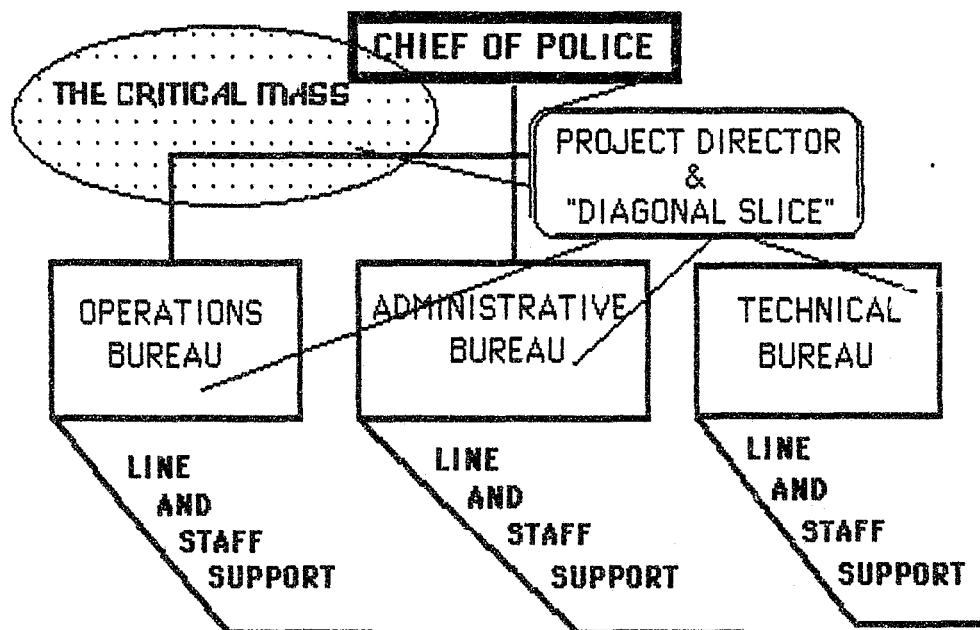
The project director must have the skills to work with the groups and individuals who are external to the organization and yet important parts of the critical mass. This aspect is another valid reason for the appointment of a project director. Continuity must be maintained with the influential persons and groups outside of the department and open communication must always be encouraged.

The project director and "diagonal slice" structure will also provide a natural outlet for the anxiety that is created when an organization contemplates significant change. The representation of all of the

significant employee groups helps to reduce miscommunication about the intent of the changes to take place.

A very basic department organizational chart below depicts how the project director fits into the overall department structure and show his (her) sphere of influence. In a project of this magnitude, the project director must be someone of at least a lieutenant's rank and who has the respect of the chief as well as the bureau commanders (superior officers). His (her) power and influence within the organization will be significant and the communication flow will be critical if organizational and implementation problems are to be avoided.

CHART #11 - PROPOSED ORGANIZATIONAL CHART FOR THE TRANSITION MANAGEMENT STRUCTURE



The proposed organizational chart assumes that the chief executive has vested a considerable amount of authority in the project director to direct the activities of the "diagonal slice" of the department's personnel. The director answers not only to the chief of police but he is also responsible to each of the bureau commanders as the study involves the people and resources in each of those units of the department.

### Supporting Technologies

The project director will be expected to provide and or employ a number of supportive technologies (resources) to aid the group's effort.

### Technical Expertise

1. The project director must have an interest in studying the latest information relating to law enforcement procedures and practices. He must have a solid understanding of the external environment that the department must contend with at the local, state, and national level.
2. He must develop a working understanding of the accreditation program and be able to explain the goals of that program and how those goals impact the local agency.
3. The decision to consider accreditation places the agency in a network with other agencies around the country. The project director must be able to develop a working relationship with managers in locales that may be very different from his own.
4. The director must be able to interpret the requirements of a general standard and be able to write policies and procedures that meet the standard as well as address a local need.

5. The project director must have enthusiasm for the study and be comfortable with promoting change. He may have to contend with factions in the department and members of the critical mass who will impede his efforts.
6. The project director should utilize the computer technology that is available to aid his project. Word processing and data base management systems can be beneficial in organizing the clerical work that the group will produce.

### Staff Orientation and Training

1. The project director must be able to communicate with the management staff about the progress of the project. Petty jealousies and even some organizational sabotage can be expected. Open communication and a willingness to listen to suggestions are crucial to the overall effort. A briefing or monthly report should be given at regular intervals.
2. Organizational change is feared by many people; the phasing-in of new procedures and policies can ease that anxiety. Employee orientation sessions should be held at regular intervals to ensure that misinformation is corrected and employee acceptance of the project is enhanced.
3. A yearly training session for all personnel is vital to ensure that the new policies and procedures are accepted and understood. This training can also be used as a feed-back session that may provide timely information for the review process.

### Fiscal Management

1. The cost of staff time should be closely monitored. Many persons, including some of the members of the critical mass will be supportive of the process, but will also expect some type of

cost-benefit analysis.

2. An analysis of anticipated savings in the area of insurance premiums or claims against the city should be completed. Any insurance rebates that can be anticipated should also be projected.
3. A budget category should be created to cover the cost of routinely up-dating the department's written policies and procedures and ensure that a manual is distributed to each employee.

### Flexibility

1. Every project requires some built-in flexibility for those issues that arise unexpectedly. This refers back to the project director's authority to make important decisions when problems occur. A certain amount of faith must be placed in that person's ability to anticipate and evaluate problems and have the appropriate contingency plans in place.

## CONCLUSION

The future of accreditation for California law enforcement agencies rests with the acceptance or rejection of the national accreditation program offered by the Commission on Accreditation for Law Enforcement Agencies, Inc. This is a rather bold conclusionary statement in the face of survey results indicating that most of the police chiefs and sheriffs in the state (69%) believe that a program of state accreditation has the greatest benefit for law enforcement. The chiefs of police and sheriffs also expressed a well-founded confidence in the California Commission on Peace Officer Standards and Training. They overwhelmingly selected P.O.S.T. (80%) as the agency to administer a process of accreditation if the state were to adopt one.

Several problems exist with these findings that the survey could not accurately measure or predict:

1. The history of accreditation in the United States is that it is essentially a non-governmental, voluntary program of self-assessment and recognition. A program of accreditation for law enforcement, whether administered at the state or national level, should be designed to exclude on-going governmental intervention.
2. P.O.S.T.'s reputation for establishing minimum standards in the very specific areas of hiring practices, recruit training, and in-service training was "expanded" inappropriately, by the respondents, to law enforcement operational areas that P.O.S.T. does not regulate. P.O.S.T. was given a tremendous amount of credit for having minimum "standards" in areas that it has deliberately avoided.



3. The overwhelming support for P.O.S.T. as an accrediting agency correlates with the responses to two other survey questions; 68% of the respondents believe that the Commission on Accreditation is "unnecessary" and only 21% believe that the two agencies (P.O.S.T. and the Commission on Accreditation) can co-exist.

These findings certainly conflict with the information that has been obtained from the staff at P.O.S.T. and presents a significant area for further study regarding the future of accreditation in California.

The expectation that P.O.S.T. will develop a statewide accreditation program is improbable and based solely on the reputation that P.O.S.T. has developed with the law enforcement community in California. With political support, considerable funding, and staff, P.O.S.T. is certainly capable of enhancing the development of an accreditation program in California. The question that must be asked is whether a duplication of a process that is already in operation is the wisest use of available resources in California. Nearly 60 percent of the survey respondents felt that the development of a statewide accreditation program was not economically or political feasible in light of the work that went into the development of the national standards. Also, the testimony of two California law enforcement executives at a recent meeting of the P.O.S.T. Advisory Committee studying the issue of statewide accreditation was that such duplication was not worth the expense.

The P.O.S.T. Commission may want to consider the position that its counterpart in Georgia is taking. The Georgia Council on P.O.S.T. has

become a facilitator and clearinghouse for the accreditation process in that state and has developed the resources to assist the local agencies in preparing to come into compliance with the national standards. Other states have followed this lead. Texas, Massachusetts, and Florida have developed similar statewide networks to assist local agencies comply with national standards.

If the California P.O.S.T. Commission elects, as I believe they will, not to create a California accreditation program, what are law enforcement's options? I refer back to a statement that was made in the introduction. California's local agencies will be pressed into making a decision whether or not to participate. Every indication is that the national program will continue to attract agencies, particularly agencies in the western United States. Since the first agency was accredited in 1984, increased participation by agencies in the states of Colorado, Texas, Arizona, Oregon, and Washington has given credence to a program that was believed to be "eastern based". The involvement of these states and major metropolitan areas in the western United States will force the issue in California.

Subtle pressure will be applied that municipal and county administrators must be prepared to cope with. Nationwide trends in insurance coverage variances, the resolution of claims against governmental agencies, and the cost savings or rebates that accredited agencies may receive will be a further consideration for California. Although economic issues will be a major factor, municipal chief executives and city managers in California

will desire the recognition that accredited departments will receive and professional "bragging rights" will take precedence at the upper echelons of local government.

Ultimately, law enforcement executives in California will begin to realize that accreditation is a tool that they can use to satisfy a variety of organizational and community needs. If a chief or sheriff chooses to conduct a thorough review of the program, it will be evident that the process can be used as a structure to carry out the mandate of the local community in a manner that conforms to the latest accepted practices for law enforcement as a national profession.

## ENDNOTES

1 A Report by the President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society. (U.S. Government Printing Office, 1967) Pg. 123.

2 Commission on Accreditation for Law Enforcement Agencies, Inc., Accreditation Program Book. Fairfax, Virginia, June 1985, Pg. 1-2

3 Resolution passed by the Executive Board of the California Police Chiefs Association, Inc. on September 15, 1982.

4 Memorandum from the California Police Chiefs Association Standards and Ethics Committee Chairman to the General Membership, December 8, 1982.

5 "How is Accreditation Doing?" Crime Control Digest. Washington Crime News Service, Springfield, Virginia, March 2, 1987, Pg. 10.

6 "Accreditation's Embryonic Empire", Interview with James V. Cotter, Executive Director, Commission on Accreditation for Law Enforcement Agencies, Inc. in the Law Enforcement News Vol. X, No. 21, December 10, 1984, Pg. 11.

7 Harclerod, Fred F., Accreditation: History, Process and Problems. Washington D.C., American Association for Higher Education, 1980. Pg. 12

8 Accreditation Program Book. Pg. 1-1

9 Blauch, Lloyd E., Accreditation in Higher Education. Greenwood Press, Publishers, New York, 1969. Pg. 3.

10 Young, Kenneth E. and others, Understanding Accreditation. Jossey-Bass Publishers, San Francisco, 1983, Pg. 380.

11 Hardy Rauch, telephone interview held on March 30, 1987

12 Martin Veal, telephone interview held on April 2, 1987

13 Ibid.

14 "DOJ Issues Prison Standards", Justice Assistance News, United States Department of Justice, Vol. 2, No. 1, February 1981. Pg. 1

15 Dean, William T., "Accreditation for Law Enforcement Agencies", Police Chief, September 1980. Pg. 12.

16 Ibid.

17 Donald J. Anderson, interview held in Washington D.C., February 12, 1987.

18 James V. Cotter, interview held in Fairfax, Virginia, February 9, 1987.

19 Dean, "Accreditation", Pg. 13.

20 Ibid.

21 Cotter, Interview

22 Thomas M. Finn, interview held in Alexandria, Virginia, February 11, 1987

23 Final Report of the Field Review of Law Enforcement Accreditation Standards, an unpublished report by the National Organization of Black Law Enforcement Executives (NOBLE), 1983. Pg. 4

24 Cotter, Interview

25 Final Report, NOBLE, Pg. 5 and Appendix

26 Law Enforcement Agency Accreditation to 1985, Commission on Accreditation for Law Enforcement Agencies, Inc. Fairfax, Virginia, April 1985. Pg. 2-5.

27 Ibid., Page 2-6

28 Ibid., Page 3-3

29 O'Connell, Richard J., "CALEA Has 42 Agencies Accredited, 572 In The System", Crime Control Digest, Volume 21 No. 9., Washington Crime News Service, Springfield, Virginia, March 2, 1987. Pg. 10

30 Frank J. Leahy, Director of Headquarters Operations, Commission on Accreditation for Law Enforcement Agencies, Inc. Telephone interview on March 10, 1987.

31 McCampbell, Susan W., Matthews, William H., O'Connell, Richard J., "Law Enforcement Accreditation Reaches a Crossroads", Crime Control Digest, Vol. 20 No. 37, Washington Crime News Service, Springfield, Virginia, September 15, 1986 Page 1

32 Ibid., Page 8

33 McCoy, Candace, "Police Legal Liability is 'Not a Crisis', 99 Chiefs Say", Crime Control Digest, Vol. 21 No. 3, Washington Crime News Service, Springfield, Virginia, January 19, 1987 Page 7.

34 George Winkel, Interview held in West Palm Beach, Florida, April 25, 1987.

35 Mc Coy, "Police Legal Liability", Page 1

36 Fox, George, Interview held in Sacramento, California, February 25, 1987.

## APPENDICES

- A. Nominal Group Invitation and Participants
- B. List of Emerging Trends.
- C. List of Emerging Events.
- D. Accreditation Survey Questionnaire and Results Summary
- E. Chart #12 - Distribution of Survey Results by Region and by Agency Size
- F. Bibliography
- G. Personal Interviews Conducted



GARDEN GROVE  
POLICE DEPARTMENT

## CITY OF GARDEN GROVE, CALIFORNIA

11301 ACACIA PARKWAY, P.O. BOX 3070, GARDEN GROVE, CALIFORNIA 92642

(714) 638-6876

### Letter Sent to Ten (10) Nominal Group Participants

California Peace Officers Standards and Training (POST)

Research Project

The Future of Accreditation for California Law Enforcement  
Agencies

**Meeting: Wednesday February 4, 1987**

**8:00 A.M. to Noon**

**Garden Grove Community Meeting Center**

**11390 Stanford Avenue**

**Garden Grove, California**

Dear \_\_\_\_\_

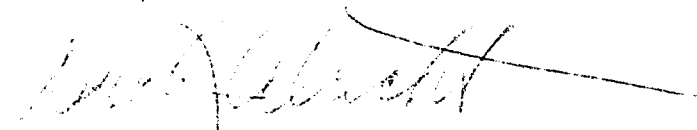
Thank you for your willingness to consider participating in a group exercise that will assist me in completing my final project for the POST Command College program. The group will be asked to utilize their collective professional experience, knowledge, and imagination to brainstorm trends and events that may have an impact upon the nationwide effort to accredit law enforcement agencies. In addition, the group will be asked to make forecasts about the possibility of each identified trend and event taking place.

Enclosed is a packet of written materials that are designed to give you an overview of the topic and stimulate your thoughts about the future of accreditation for California law enforcement.



Thank you again for your willingness to commit your valuable time to this project. I will be happy to make a copy of the final paper available to each participant. Please feel free to call me at (714) 638-6697 if you have any questions about the meeting.

Sincerely,

A handwritten signature in dark ink, appearing to read "David J. Abrecht", with a long horizontal flourish extending to the right.

David J. Abrecht, Lieutenant  
Planning and Research  
Staff Services Bureau

Enclosures:

Letter of Introduction from California Commission on Peace Officer  
Standards and Training  
Executive Summary of the Project  
Background Information and Materials about Accreditation

Commission on Peace Officer Standards and Training  
Command College  
Class 4

Independent Study - Final Project

WHAT IS THE FUTURE OF ACCREDITATION FOR CALIFORNIA  
LAW ENFORCEMENT AGENCIES?

Nominal Group Meeting  
Wednesday February 4, 1987

Garden Grove Community Meeting Center

Participants

Robert Bandurraga  
Lou Cangiano  
Robert DeSteunder  
Lou Drexel  
Kurt Johnson  
Scott Jordan  
John Robertson  
Steven Staveley

City of Cypress Police Department  
Garden Grove Unified School District  
San Diego County Sheriff's Department  
Garden Grove Unified School District  
Medical Center of Garden Grove  
City of Garden Grove Police Department  
City of Garden Grove Police Department  
City of Buena Park Police Department

EMERGING TRENDS THAT MAY HAVE AN IMPACT UPON THE FUTURE OF  
ACCREDITATION IN LAW ENFORCEMENT

1. Continued centralization of the educational system at the state level.
2. **The Increasing litigious inclinations in society.**
3. Establishment of state standards for law enforcement that would overlay the national standards.
4. Fragmentation in the criminal justice system
5. The League of California Cities will take an interest in accreditation.
6. Funding being tied to results.
7. **The Increasing focus on agency top executives and holding them accountable.**
8. The continued growth and political strength of P.O.S.T.
9. Increasing conservative bent of society towards punitive aspects of law enforcement.
10. Common language nationwide to understand our quality.
11. Cross-over training at the management level within a city government.
12. Standards for accreditation will regionalize
13. Increasing ethnic and cultural diversity
14. Increasing liability costs and increase in self-insured entities.
15. Continued growth in public sector unions; decrease in private sector unions.
16. Increased competition for state funds from various operating agencies
17. Meet and confer type of control through accreditation standards.
18. A two-tiered system of law enforcement.
19. Increased interest in accreditation by the private sector.
20. Accreditation results being widely shared with many publics.
21. Dramatic and successful growth of accreditation in "bell-weather" states such as Florida.
22. Increased diversity and social acceptance of aberrant social and personal behavior.
23. The utilization of accredited status in competing for contracts.
24. In-house attorneys.
25. Competition for revenues between members of California Police Chiefs Association and California Sheriffs Association.
26. Growth of citizen review boards.

27. Increased liberalization of court decisions in employee/employer relations.
28. Scrutiny by courts as a result of accreditation.
29. More emphasis on performance appraisals
30. Increased privatization of law enforcement services.
- 31. Rising cost of police services as a percentage of the municipal budget.**
32. Increasing complexity of the business and economic environment; white collar crime.
33. Peer pressure to become accredited.
34. The need for increased documentation in law enforcement.
35. Continued increase in the use of high-tech equipment in law enforcement.
36. Changing sense of a work ethic by employees.
37. Growth of regional contract systems to provide public safety services.
- 38. The growth and increasing influence of consumer, social, and cultural special interest groups.**
39. Concentration on providing basic police services.
40. Political in-fighting over accreditation.
41. Deterioration of the family unit/increasing demands upon the police.
42. Increased emphasis on training.
43. Increased emphasis on training by P.O.S.T.
44. Growth of a communications glut.
45. Trend toward autocratic management.
46. Quality of applicants for law enforcement increasing after accreditation is accepted.
47. Increased tracking of resources.
48. Resurgence in growth of political conservatism.
49. Increasing power of nationally based political groups (i.e: mayors)
50. Continued effort by accreditation to market their product to mayors and local governmental bodies.
- 51. Increasing media attention being given to law enforcement.**

CRITICAL EVENTS THAT MAY HAVE AN IMPACT ON THE FUTURE OF  
ACCREDITATION IN CALIFORNIA LAW ENFORCEMENT

1. President or Governor makes a statement in support of accreditation for law enforcement.
2. **P.O.S.T. is given the power to certify/accredit law enforcement agencies along with the authority to inspect agency operations.**
3. Implementation of a federal balanced budget amendment.
4. A major police agency becomes accredited.
5. **A well-publicized or well-known trial that attacks a "lack of standards" by a law enforcement agency.**
6. Endorsement of accreditation by California Police Chiefs Association or California Sheriffs Association.
7. Reduction of police budgets by 25%.
8. P.O.S.T. requiring accreditation to continue training reimbursement money.
9. A major corruption scandal in a major accredited agency.
10. Federal or State monies tied to accredited status.
11. Severe drop in the U.S. economy
12. A large city files for bankruptcy.
13. The Commission on Accreditation regionalizes its accreditation requirements.
14. A powerful citizens group demands a citizen review board.
15. Legislation unrestricting police files.
16. Major tort reform on the national level in favor of special interest groups.
17. Convictions in the Huntington Beach, CA. and Huntington Park, CA. "stun gun" cases.
18. **Publication of a major study showing a positive correlation between accreditation and service level.**
19. Major riot at a community festival that is mishandled by the police.
20. **The insurance industry supports accreditation; no insurance to non-accredited agencies.**
21. A significant county forms a county police department
22. **Mandate for a police citizen review group with specific membership and over-sight authority.**

23. State Board of Education supports accreditation for law enforcement.
24. A Chief of Police is fired for not having definite performance standards at all levels.
25. Commission on Accreditation issues a policy to tailor standards to the community.
26. An accredited agency loses a serious civil trial; accreditation had no impact on the outcome.
27. A Chief of Police is fired for an unrelated issue after seeking and achieving accreditation.
28. The Commission on Accreditation and P.O.S.T. issue a statement on the development of a combined accreditation process for California.
29. An accredited agency fails to become re-accredited at the five year mark.
30. Police associations (unions) issue a statement in favor of accreditation.
31. Police associations (unions) issue a statement unfavorable toward accreditation.
32. State issues bonds for the up-grading of police training centers.
33. The Commission on Accreditation fails to get necessary private funding; federal legislation is passed to place the accreditation process with the U.S. Department of Justice.



GARDEN GROVE  
POLICE DEPARTMENT

## CITY OF GARDEN GROVE, CALIFORNIA

11301 ACACIA PARKWAY, P.O. BOX 3070, GARDEN GROVE, CALIFORNIA 92642

(714) 638-6876

February 27, 1987

Dear Chief \_\_\_\_\_,

The California Commission on Peace Officer Standards and Training (P.O.S.T.) **Command College** has allowed me the opportunity to study a future emerging issue that may have an impact upon California law enforcement. My research will focus on the question, "What is the Future of Accreditation for California Law Enforcement Agencies?"

Enclosed is a questionnaire that is designed to elicit your views about accreditation. The results of this questionnaire will be included in my final project paper, a document that P.O.S.T. will make available to any interested law enforcement executive.

The questionnaire has been reviewed by Chief Karel Swanson of the Walnut Creek Police Department. Chief Swanson is the chairman of the California Chiefs of Police Association's Ad Hoc Committee on Accreditation. Your responses will also be useful to Chief Swanson as his committee also studies the impact of accreditation in California.

Please take a few minutes out of your busy day to complete the questionnaire and return it to me by **March 15, 1987.**

Thank you very much for your time and consideration. If you have any further comments, please feel free to call me at (714) 638-6697.

Sincerely,

David J. Abrecht, Lieutenant  
Planning and Research  
Staff Services Bureau

Enclosures:

Letter of Introduction from P.O.S.T.  
Questionnaire/Envelope

P.O.S.T. Command College -- Class 4  
Independent Study Project

WHAT IS THE FUTURE OF ACCREDITATION FOR CALIFORNIA  
LAW ENFORCEMENT AGENCIES?

ACCREDITATION QUESTIONNAIRE RESULTS

Attached are the overall results of a survey questionnaire that was sent to every Chief of Police and Sheriff in the State of California.

The responses were tallied in three different ways: By the total number of responses, by geographical area, and by agency size. The attached survey shows the totals while the chart that is included, shows the most prominent response for each question, by agency size and by geographical area.

**SURVEY HIGHLIGHTS**

\*The survey produced a 62% total response; 411 surveys were mailed out and 254 were returned in time to be collated. (An additional ten surveys arrived too late to be included.)

\***66%** of the respondents **AGREED and STRONGLY AGREED** with the statement that: "Accreditation, as a concept, is applicable to the law enforcement profession today".

\*The statement that, "The concept of accreditation as a means of ensuring compliance with professional law enforcement standards is an idea whose time has come in California" elicited a divided response:

**49% of the respondents AGREED or STRONGLY AGREED**  
**37% of the respondents DISAGREED OR STRONGLY DISAGREED**  
**14% of the respondents had NO OPINION**

\***69%** of the respondents believe that the administration of a program of accreditation at the state level would have the greatest benefit for law enforcement, and **80%** believe that P.O.S.T. is the agency best suited to administer such a program.



**\*54%** of the respondents have reviewed the STANDARDS FOR LAW ENFORCEMENT published by the Commission on Accreditation for Law Enforcement Agencies, Inc. and **69%** indicated that **all or a majority** of the standards apply to their agency.

**\*A majority of the respondents said they would participate in a voluntary accreditation process if the the State of California were to adopt one.**

<b>YES</b>	<b>59%</b>
<b>NO</b>	<b>31%</b>
<b>"MAYBE"</b>	<b>10%</b>

**\*(Not a choice, but the number was significant)**

**\*The responses indicate a strong preference for a statewide accreditation program over a national one. However, I believe that there is a great deal of misunderstanding about the role that P.O.S.T. actually serves and whether or not its role duplicates what the Commission on Accreditation is offering to law enforcement.**

**\*There is little unanimity among California executives on the issue of accreditation as a concept applicable to law enforcement**

**P.O.S.T. Command College -- Class 4  
Independent Study Project**

**What is the Future of Accreditation for California  
Law Enforcement Agencies?**

**ACCREDITATION QUESTIONNAIRE**

Name of Agency (Optional) \_\_\_\_\_  
Total Number of Full-time Personnel (Sworn and Civilian) \_\_\_\_\_

**RESPONSES BY GEOGRAPHIC LOCATION  
IN THE STATE**

Southern California	<b>36% (92)</b>
Central California	<b>24% (60)</b>
Northern California	<b>40% (102)</b>

---

1. The concept of "Accreditation" means to recognize or vouch for an agency or institution as conforming to a body of standards related to a specific discipline. Accreditation programs currently exist for hospitals, educational institutions, and correctional facilities. **PLEASE RESPOND TO THE FOLLOWING STATEMENTS BY CHECKING ONE OF THE FIVE CHOICES LISTED BELOW EACH STATEMENT.**

1a. Accreditation, as a concept, is applicable to the law enforcement profession today.

STRONGLY DISAGREE	7% (18)
DISAGREE	20% (49)
NO OPINION	8% (19)
<b>AGREE</b>	<b>52% (132)</b>
STRONGLY AGREE	13% (33)

1b. The **concept of** accreditation as a means of ensuring compliance with professional law enforcement standards is an idea whose time has come in California.

STRONGLY DISAGREE	12% (30)
DISAGREE	25% (49)
NO OPINION	14% (33)
<b>AGREE</b>	<b>39% (94)</b>
STRONGLY AGREE	10% (26)

2. A number of "statements" have been offered to describe the "relationship" between the California Commission on Peace Officers' Standards and Training (P.O.S.T.) and the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) in terms of establishing professional standards. **PLEASE RESPOND TO THE FOLLOWING STATEMENTS BY CHECKING ONE OF THE FIVE CHOICES LISTED BELOW EACH STATEMENT.**

2a. CALEA is unnecessary; it duplicates what P.O.S.T. already mandates in California.

STRONGLY DISAGREE	4%	(11)
DISAGREE	18%	(46)
NO OPINION	10%	(25)
<b>AGREE</b>	<b>42%</b>	<b>(105)</b>
STRONGLY AGREE	26%	(64)

2b. The two agencies are entirely separate: P.O.S.T. certifies individual officers and training programs; and CALEA accredits agencies for all facets of its operation.

STRONGLY DISAGREE	12%	(30)
<b>DISAGREE</b>	<b>39%</b>	<b>(99)</b>
NO OPINION	14%	(35)
AGREE	30%	(77)
STRONGLY AGREE	5%	(13)

2c. The two agencies complement one another and can mutually co-exist.

STRONGLY DISAGREE	16%	(40)
<b>DISAGREE</b>	<b>41%</b>	<b>(104)</b>
NO OPINION	22%	(54)
AGREE	18%	(46)
STRONGLY AGREE	3%	(7)

2d. The adoption of "minimum national standards" by local law enforcement agencies will ultimately lead to a "national police force".

STRONGLY DISAGREE	19%	(51)
<b>DISAGREE</b>	<b>55%</b>	<b>(143)</b>
NO OPINION	17%	(44)
AGREE	8%	(21)
STRONGLY AGREE	1%	(2)

2e. Currently, participation in the accreditation process offered by CALEA is a voluntary decision on the part of the law enforcement agency. In the future, "subtle" outside pressure from city managers, municipal insurance carriers, and neighboring law enforcement agencies who are accredited could make the accreditation process more "mandatory" than voluntary.

STRONGLY DISAGREE	1%	(4)
DISAGREE	11%	(27)
NO OPINION	11%	(27)
<b>AGREE</b>	<b>59%</b>	<b>(148)</b>
STRONGLY AGREE	18%	(46)

3. Have you (or a member of your staff) reviewed the STANDARDS FOR LAW ENFORCEMENT AGENCIES published by the COMMISSION ON ACCREDITATION FOR LAW ENFORCEMENT AGENCIES, INC., (CALEA)?

YES - 54% (136)      NO - 46% (116)

4. If you responded YES to Question #3, what is your professional opinion regarding how the standards apply to your agency?

1) They all apply to my agency	8%	(10)
<b>2) The majority apply to my agency</b>	<b>61%</b>	<b>(78)</b>
3) Many do not apply to my agency	28%	(36)
4) Most do not apply to my agency	3%	(4)

5. If you responded YES to question #3, and believe that many or most of the standards do not apply to your agency, please check the major topic areas that don't apply.

1) Law Enforcement Role, Responsibilities, and Relationships	5%	(8)
2) Organization, Management and Administration	8%	(14)
3) The Personnel Structure (Classification, Collective Bargaining, Grievance Procedures, Disciplinary Process)	6%	(26)
4) The Personnel Process (Recruitment, Selection, Training, Promotion, Performance Evaluation)	13%	(22)
5) Law Enforcement Operations (Patrol, Investigation, Crime Prevention, Juvenile Operations, Unusual Occurrences)	5%	(9)
6) Operations Support (Intelligence, Internal Affairs, Inspectional Services, Community Relations)	13%	(22)
7) Traffic Operations	7%	(12)
<b>8) Prisoner and Court-related Activities</b>	<b>20%</b>	<b>(33)</b>
9) Auxiliary and Technical Services	13%	(21)

6. Have you considered applying to Commission on Accreditation for Law Enforcement Agencies, Inc. to participate in the accreditation process?

YES - 18% (44)

NO - 82% (207)

7. If you answered YES to Question #6, what was your most significant reason for considering application? (or actually applying) PLEASE CHECK ONE.

(Note: Many respondents selected more than one choice)

- |   |          |
|---|----------|
| 1) Opportunity for an overall agency self-improvement effort          | 37% (24) |
| 2) Reduction of civil liability exposure                              | 12% (8)  |
| 3) A plan for the revision of all written policies and procedures     | 9% (6)   |
| 4) Recognition as a "professional" law enforcement agency             | 22% (14) |
| 5) Opportunity to gain increased community support for the department | 9% (6)   |
| 6) Other  | 11% (7)  |

8. If you answered NO to Question #6, what was your most significant reason for not considering application? (or actually applying) PLEASE CHECK ONE.

(Note: Many respondents selected more than one choice)

- |   |           |
|---|-----------|
| 1) Unaware of or unfamiliar with the Commission on Accreditation                          | 11% (32)  |
| 2) The financial cost of the process  | 11% (32)  |
| 3) The amount of staff time required to complete the process                              | 12% (37)  |
| 4) No tangible benefits for my agency to become accredited                                | 20% (59)  |
| 5) California is already a "step ahead" of other states and accreditation is unnecessary. | 36% (106) |
| 6) Other  | 10% (29)  |

9. The minimum national standards now being published by CALEA are the result of three and one-half (3 1/2) years of effort by members of four major law enforcement membership organizations [IACP, National Sheriff's Association, the Police Executive Research Forum (PERF), and the National Organization of Black Law Enforcement Executives (NOBLE)]. The cost of the project exceeded \$5 million. Given these circumstances, do you feel that an individual state accreditation effort would be economically and politically feasible?

YES - 41% (98)

NO - 59% (143)

10. The process of becoming "accredited" involves a formal, self-directed evaluation of the agency's activities and the seeking of an independent judgement that the agency meets specific standards. At which level can the process of accreditation be administered to have the greatest benefit for law enforcement as a profession?

1) The community or county level	16%	(39)
<b>2) The state level</b>	<b>69%</b>	<b>(168)</b>
3) A Regional (Multi-state) level	2%	(4)
4) The National Level	11%	(27)
5) Other	2%	(4)

11. If the State of California were to adopt a process of accreditation at the state level, which agency would you select to administer the process?

<b>1) Commission on POST</b>	<b>80%</b>	<b>(195)</b>
2) An Independent commission established by law enforcement membership organizations within the state for the specific purpose of accrediting California law enforcement agencies	12%	(31)
3) A private organization, consisting of paid professional staff outside of law enforcement, and truly independent of any law enforcement organizations	3%	(9)
4) Other	5%	(12)

12. If the State of California were to adopt a process of "voluntary" accreditation at the state level would you choose to participate?

<b>YES</b>	<b>- 59%</b>	<b>(142)</b>
NO	- 31%	(73)
"MAYBE"	- 10%	(25)

# CHART #12 ACCREDITATION SURVEY RESPONSES

## Most Prevalent Response Distributed by Geographical Location and by Agency Size

QUESTION NUMBER																	
RESPONSES	1a	1b	2a	2b	2c	2d	2e	3	4	5	6	7	8	9	10	11	12
BY REGION																	
Northern California	A	A	A	A	D	D	A	Y	2	8	N	1	5	N	2	1	Y
Central California	A	A	SA	D	D	D	A	N	2	8	N	4	5	Y	2	1	Y
Southern California	A	D	A	D	D	D	A	Y	2	8	N	5	5	N	2	1	Y

QUESTION NUMBER																	
RESPONSES	1a	1b	2a	2b	2c	2d	2e	3	4	5	6	7	8	9	10	11	12
BY AGENCY SIZE																	
1 to 9	A	A	NO	NO	NO	D	A	N	2	*	N	**	5	N	2	1	Y
10 to 24	A	D	A	D	D	D	A	N	3	8	N	1	5	N	2	1	Y
25 to 49	A	A	A	D	D	D	A	N	2	8	N	4	5	N	2	1	Y
50 to 199	A	A	A	A	D	D	A	Y	2	8	N	1	5	N	1	2	Y
200 to 499	A	A	A	D	D	D	A	Y	2	+	N	1	++	N	2	1	Y
500 to 999	A	A	D	A	A	D	A	Y	2	*	N	1	**	N	4	1	Y
1000 to 2999	A	D	SA	D	D	D	A	Y	2	•	N	••	4	N	2	1	Y
3000 and up	Only two agencies of this size responded; they cancelled each other out.																

KEY:	SD = Strongly Disagree	* Tie between Items 2 - 9
	D = Disagree	** No Responses
	NO = No Opinion	+ Tie between 2,3,4,8,9
	A = Agree	++ Tie between 4 and 5
	SA = Strongly Agree	* No Responses
	Y = Yes	** Tie between 3,4,5, and 6
	N = No	• No Responses
	A number corresponds to the number of the item most often selected	•• No Responses



## BIBLIOGRAPHY

"A Man of Letters.....", an interview with Dick Bowman, Sheriff of Elkhart County, Indiana, Law Enforcement News, Vol. XII, No. 7, April 7, 1986.

"Accreditation's Embryonic Empire", an interview with James V. Cotter, Executive Director of the Commission on Accreditation for Law Enforcement Agencies, Inc. Law Enforcement News, Vol. X, No. 21, December 10, 1984.

"Accreditation for Small Departments", remarks from Workshop held at the 91st Annual Conference of the International Association of Chiefs of Police, Police Chief, March 1985.

"Accreditation Program for Law Enforcement Agencies", remarks from Workshop held at the 88th Annual Conference of the International Association of Chiefs of Police, Police Chief, January 1982.

Blauch, Lloyd E., Accreditation in Higher Education, Greenwood Press, Publishers, New York, 1969.

Boring, Daniel V. "The Accreditation Process as a Management Tool", Police Chief, International Association of Chiefs of Police, April 1985.

"Church Groups Prove They Can Fight City Hall", Los Angeles Times, April 13, 1987, Part II

Commission on Accreditation for Law Enforcement Agencies, Inc. Accreditation Program Book, Fairfax, Virginia, June, 1985.

Cotter, James V., "Accreditation: The Future of Law Enforcement through Professionalization" Law and Order, Vol. 31, No. 9, September 1983.

Dean, William T., "Accreditation for Law Enforcement Agencies", Police Chief, September 1980.

Diegelman, Robert F., "Accreditation for Law Enforcement", Police Chief, March 1983.

"DOJ Issues Prison Standards", Justice Assistance News, United States Department of Justice, Vol. 2, No. 1, February 1981.

Final Report of the Field Review of Law Enforcement Accreditation Standards, an unpublished report by the National Organization of Black Law Enforcement Executives (NOBLE), 1983.

"Five Sites Selected to Test Accreditation Program", Justice Assistance News, United States Department of Justice, Vol. 4, No. 4, May 1983.

Harcleroad, Fred F., Accreditation: History, Process and Problems, Washington D.C., American Association for Higher Education, 1980.

Hull, John D., "Going It Alone in the Ghetto", Time Magazine, April 13, 1987.

MacAloon, F.G., "Standards and Accreditation Saved by Broome, editorial remarks in Law and Order, Vol. 29, No. 3, March 1981.

MacAloon, F.G., "National Accreditation", editorial remarks in Law and Order, Vol. 28, No. 2, February 1980.

McCoy, Candace, "Police Legal Liability Is 'Not a Crisis', 99 Chiefs Say", Crime Control Digest, Vol. 21 No. 3, Washington Crime News Service, Springfield, Virginia, January 19, 1987.

Law Enforcement Agency Accreditation to 1985, Commission on Accreditation for Law Enforcement Agencies, Inc. Fairfax, Virginia, April 1985.

Mastrofski, Stephen D., Police Agency Accreditation: The Prospects of Reform, An unpublished manuscript. The Pennsylvania State University, August 1986.

McCampbell, Susan W., Matthews, William H., and O'Connell, Richard J., "Law Enforcement Accreditation Reaches a Crossroads", Crime Control Digest, Volume 20 No. 37. Washington Crime News Service, Springfield, Virginia, September 15, 1986.

Medeiros, K. H. and Franks, William D., "One Side....Accreditation: Expectations Met, .....and the Other, Accreditation: Progress or Regression" Police Chief, February 1987.

"Nine Cities in County Pool Their Funds in a Self-Insurance Program", Los Angeles Times, December 12, 1986,

O'Connell, Richard J., "CALEA Has 42 Agencies Accredited, 572 In The System", Crime Control Digest, Volume 21 No. 9. Washington Crime News Service, Springfield, Virginia, March 2, 1987.

"Police Liability and Accreditation", Urban Georgia, the Georgia Municipal Association, September 1985. .

"Practitioners Package Available from the Commission on Accreditation for Law Enforcement Agencies", Police Chief, August 1980.

President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society.. U.S. Government Printing Office, Washington D.C: 1967.

"Spurred by Dramatic Rise in Lawsuits, Police Agencies Warm to Accreditation", The Washington Post, March 17, 1987

Young, Kenneth E., Chambers, Charles M., Kells, H.R., and Associates, Understanding Accreditation. Jossey-Bass Publishers, San Francisco, 1983.

## PERSONAL INTERVIEWS

**ANDERSON**, Donald J., former Law Enforcement Assistance Administration (LEAA) Project Monitor for the development of the Commission on Accreditation for Law Enforcement Agencies, Inc. February 12, 1987.

**BEAUCHAMP**, Donald C., Assistant Executive Director, California Commission on Peace Officer Standards and Training, Sacramento, California, February 25, 1987.

**BERNER**, John G., Ph.D. Bureau Chief, Standards and Evaluation, California Commission on Peace Officer Standards and Training, Sacramento, California, February 25, 1987.

**CARNES**, Darrell, Executive Director, Georgia Council on Peace Officer Standards and Training (P.O.S.T.), West Palm Beach, Florida, April 24, 1987

**COTTER**, James V., former Executive Director, Commission on Accreditation for Law Enforcement Agencies, Inc. Fairfax, Virginia, February 9, 1987.

**FINN**, Thomas M., Assistant Executive Director of the National Sheriff's Association and former Project Manager for NSA's role in the development of the Commission on Accreditation for Law Enforcement Agencies, Inc. Alexandria, Virginia, February 11, 1987.

**FOX**, George, Senior Consultant, Compliance and Certificates Bureau California Commission on Peace Officer Standards and Training, Sacramento, California, February 25, 1987.

**DIMICELI**, Michael C., Bureau Chief, Management Counseling Services, California Commission on Peace Officer Standards and Training, Sacramento, California, February 25, 1987.

**LEAHY**, Frank J., Director of Headquarters Operations, Commission on Accreditation for Law Enforcement Agencies, Inc. (Telephone Interview on March 10, 1987).

**MANNING**, William J., Training Programs Manager, International Association of Chiefs of Police, Gaithersburg, Maryland, February 10, 1987.

**MATTHEWS**, William, former Executive Director, National Organization of Black Law Enforcement Executives, Baltimore, Maryland, February 10, 1987.

**MURPHY**, Gerald R., Research Associate, Police Executive Research Forum, Washington, D.C. February 12, 1987.

**MC CAMPBELL**, Michael S., Administrative Lieutenant, Arlington County Police Department, Arlington, Virginia, February 9, 1987.

**RAUCH**, Hardy, Director of Accreditation Programs, American Correctional Association, College Park, Maryland, March 30, 1987  
(telephone interview)

**VEAL**, Martin, Inspector General, State of California Department of Corrections, Sacramento, California, April 2, 1987 (telephone interview)

**WINKEL**, George, Chief of Police, City of Herndon, Virginia, West Palm Beach Florida, April 25, 1987.