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NCJRS ABSTRACT

WHAT WILL BE THE MOST IMPORTANT
PURPOSES AND PRACTICES
OF LAW ENFORCEMENT OFFICER ASSOCIATIONS
BY THE YEAR 1993?

by

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Police Lieutenant
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Most indicators present a position that contemporary labor unions' ability to influence business and politics is waning. What about law enforcement agencies and their officer associations? This study looks at such associations and subjects them to a futures analysis of issues relevant to their most important purposes and practices. The analysis is conducted utilizing scanning, questionnaires, nominal group, and personal interview. The author constructs three future scenarios and selects one as the most desirable future.

The author makes recommendations to the California Commission on Peace Officer Standards and Training for the creation of a Strategic Planning Group and a Technology Review Board. The two bodies are comprised of law enforcement agency and association leaders and have the mission of developing programs and strategies that will facilitate managing the profession's future.

The analysis concludes with a strategic plan, an implementation plan, and a transition plan which present to the sponsoring agency a vehicle for the creation of the Strategic Planning Group and the Technology Review Board.

SPONSORING AGENCY: State of California, Department of Justice, Executive Development, Commission on Peace Officer Standards and Training

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DEPARTMENT OF JUSTICE
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
COMMAND COLLEGE CLASS VI

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BY THE YEAR 1998?

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EXECUTIVE SUMMARY

WHAT WILL BE THE MOST IMPORTANT PURPOSES AND PRACTICES OF LAW ENFORCEMENT OFFICER ASSOCIATIONS BY THE YEAR 1998?

What will be the most important purposes and practices of law enforcement officer associations by the year 1998? Will they be more political? Will they be more social? Will they focus more on policy issues? Are associations unions? Is the political influence power of associations waning or is it increasing?

The focus of this study is on law enforcement officer associations and identifies, through the use of a questionnaire, personal interviews, and nominal group, futures scenarios, the most important present and future purposes and practices of the associations. Included in this study are associations formed to labor negotiate or lobby politically on behalf of the sworn police officer membership, active or retired.

The findings of the study conclude that associations will become more active in the areas of officer representation related to all aspects of discipline. Associations will still have the bread and butter issues that they are addressing now - wages and benefits with greater efforts at addressing retirement. Associations have discovered the need to influence political bodies and should they not be successful at the bargaining table, efforts will be made to obtain the issue legislatively. The efforts at organizing will continue at the local level but will also move more towards the state and national level. The findings also conclude that activities will not be undertaken by the rank and file only but that there will be some movement by the middle management and executive management ranks.

The author makes recommendations to the California Commission on Peace Officer Standards and Training for the creation of a Strategic Planning Group and a Technology Review Board. The analysis concludes with a strategic plan, an implementation plan, and a transition plan which present to the sponsoring agency a vehicle for the creation of the two bodies. The two bodies are comprised of law enforcement agency and association leaders and have the mission of developing programs and strategies that will facilitate managing the profession's future.

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CHAPTER I

PROJECT BACKGROUND

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PROJECT BACKGROUND

The year is 1998. A battle is looming in the State Senate on Senate Bill 432 that restricts police union activities. The battle over Senate Bill 432, which is considered the "death bill" to the "Peace Officer Bill of Rights," is seen as a way to force the State Police Officers Association to adopt a "no strike" in its new contract. Senate Bill 432 is the result of Senator Whitmore's (I-San Diego) efforts to stop police strikes. Strikes by the Los Angeles, San Jose, Fresno, Madera, and San Diego Police Officer Associations in 1993 surprisingly were found to be permissible by the ultra conservative United States Supreme Court in its 1996 ruling Fresno Police Officer Association vs The Fresno Metropolitan Law Enforcement Funding District. Since the ruling, strikes have occurred in other cities and counties, and many communities fear that police strikes will spread.

The above scenario describes a possible future. What will be the most important purposes and practices of law enforcement officer associations by the year 1998? Will they be more political? Will they be more social? Will they address more issues affecting agency policies? Most indicators present a position that labor union's power to influence is waning. Are law enforcement officer associations unions? Is the influence or political power of law enforcement associations waning or is it increasing?

A variety of reasons are suggested that attempt to explain possible causes why labor union power is decreasing. Three of the more prevalent reasons are: automation, world competition, and attractive benefit packages being offered by employers to their employees. How do these factors impact law enforcement officer associations? Are these issues of significant concern to the future of law enforcement?

Kiplinger suggests that the labor power of service agencies who have not found ways to automate themselves may not be waning. The editors of Kiplinger Forecasts: The New American Boom state, "Professional associations will probably follow the example of the National Education Association and start acting more like unions. Lawyers, physicians and other professionals and managers might become more militant as job competition grows and their social status declines."¹ Is this true for law enforcement agencies and their officer associations? As providers of public safety service, what will their political, social, and economic future look like by the year 1998?

The focus of this study is on law enforcement officer associations and identifies, through the use of a questionnaire, personal interviews and nominal group, the most important present and future purposes and practices of

the associations. For this study, "purposes and practices" was defined as what the associations were organized to do for their membership - their reasons for being.

Included in this study are local law enforcement officer associations formed to negotiate and lobby politically on behalf of their sworn police officer membership, active or retired. The legal relationship between these associations and government entities they bargain with is located in Chapter 10 of Division 4, Title I, California Government Code, Section 3500 et seq., also known as the Meyers-Miliias Brown Act. Usually local government codes will also cover the relationship between the local government entity and the employee representative group (association). These relationships are usually spelled out as part of a Memorandum of Understanding (MOU) between the government entity and the employee representative body.

This study also includes state and national law enforcement associations that by virtue of their incorporation, constitution, by-laws, policies, and practices, act on behalf of law enforcement officers in lobbying efforts throughout local, state and federal governments.

In the past, sworn officers in agencies such as the Madera County Sheriff's Department, Santa Barbara Police Department, Fresno County Sheriff's Department,

San Francisco Police Department, and others have participated in strikes, in part, because communication links between the association and agency negotiators broke down. The need to develop policy and strategic positions that can be adopted for the mutual benefit of the agency, employees, and the eventual benefit of the citizens in their respective communities is presented by the above mentioned examples. The need was also reinforced by the personal interviews as well as by the Nominal Group that was brought together to identify trends, possible events, critical mass, policy considerations and the development of a transition plan.

The results of this study will be of use to law enforcement agency executives and association leaders in the development of policies and strategies that will lead them into mutually beneficial positions, as opposed to those envisioned in the earlier scenario. This futures study provides examples of policy positions and strategies that can be employed in decision making that can lead to the desired future state.

Historical Perspective

Historically, it has been said that management is the best labor organizer. This statement was true in the past and from all indications, it is true today. The impact of management policies affecting wages, benefits and working

conditions by far outweigh any other factor that would lead employees to organize and place themselves in an adversary role with their employer.

In his article, Police Unions: An Historical Perspective of Causes and Organizations, Joseph D. Smith indicates that organizations and strikes among police existed as early as the late 1880's. Smith states, "As early as 1889, the Ithaca, New York, police force, consisting of five officers walked off their jobs because their pay had been reduced from \$12 per week to \$9 per week."² By 1919, a number of police strikes had taken place, most notably in Boston, Massachusetts, and Cincinnati, Ohio.

Probably the best known strike occurred in 1919. The Boston Social Club, made up of members from the Boston Police Department, was formed because the officers were outraged at the pay they were receiving, the dirty conditions of their station houses, the fact that they had to purchase their own uniforms, and that the hours they had to work were outrageously long by any standard - 78 to 90 hour work weeks. The organizing by the officers was in violation of a Boston city policy. Management was so outraged that officers had organized, that they fired the Club leadership for violating the city policy. This action so outraged the rank and file officers that out of 1,544 sworn compliment of officers, 1,117 went on strike.

Recognizing the potential in organizing law enforcement, formal labor organizations began to move into this yet untapped labor force. The American Federation of Labor (AFL) began to charter police locals and by mid 1919, the AFL had chartered 37 locals with a combined membership of over 4,000 law enforcement officers.

In 1935, Congress acted and passed the National Labor Relations Act (NRLA) which recognized the right of private sector employees to organize and engage in collective bargaining. This act did not recognize government employees at any level, in part, because of the strikes of earlier years. During the depression, most people were happy just to have a job and it was not until 1962, when President John F. Kennedy signed Executive Order 10988, that federal employees gained their right to organize.³

The strikes resulted in a great public concern for safety among the citizenry because of the emotional outcry caused by the lack of police protection. Massachusetts Governor Calvin Coolidge said of the 1919 Boston strike, "There is no right to strike against the public safety by anybody, anywhere, anytime," and on the same strike, President Woodrow Wilson said, "A strike by policemen of a great city, leaving the city at the mercy of a army of thugs, is a crime against civilization."⁴ Law enforcement officer associations are now prohibited from taking labor actions that would jeopardize the safety and

security of their community on the belief that police protection and service is critical to their community's state of health and quality of life.

Present State

Today, the Fraternal Order of Police (FOP) is one of the largest law enforcement organizations in the nation. The Fraternal Order of Police had as its founding purpose a social-benefit function as early as 1915 when it formed its first lodge. This organization, with membership well over 100,000 officers organized in lodges across the nation, has now moved from the social-benefit function into all facets of member legal representation and labor organizing including national strategies for developing future growth in areas not yet organized.

States and individual cities vary in their recognition of labor organizations that represent public safety employees. Some states, such as Colorado and Texas, have not yet moved to formally recognize law enforcement associations at the bargaining table. These positions have not stopped local and state organizing by police officers. The organizing levels differ in magnitude from a purely social function, with limited membership in a legal defense and life insurance benefit program, as I discovered in Arvada, Colorado, to an active lobbying, legal, insurance and limited negotiation program in Arlington, Texas.

California is more organized at both the state and local level. However, the level of sophistication varies with the size of the agency and, parallel to that, the size of the association. As an example, the Los Angeles Police Protective League, representing the Los Angeles Police Department, has what one would call a full scale program: legal representation, discipline representation, social events, insurance, retirement representation, legislative lobbying at the local, state and, through other combined efforts, at the federal level as well. On the other hand, the Santa Barbara Police Officers Association offers, in comparison, a much more limited level of service since it can not afford the wider programs because of its size. Santa Barbara, as have many other smaller associations, has been able to provide some of the same services to its membership through the pooling of resources. This was accomplished through membership in state associations such as the Peace Officers Research Association of California (PORAC), California Organization of Police and Sheriffs (COPS), and the Fraternal Order of Police (FOP).

CHAPTER II

FORECASTING THE FUTURE

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FORECASTING THE FUTURE

The first objective is to factor and study the general issue, utilizing futures research methodologies. The outcome will be three future scenarios. The general issue is stated as follows: WHAT WILL BE THE MOST IMPORTANT PURPOSES AND PRACTICES OF LAW ENFORCEMENT OFFICER ASSOCIATIONS BY THE YEAR 1998? In reviewing the issue, six related issues have been identified from the past:

- A. What reasons arose that lead officers to organize law enforcement officer associations?
- B. What performance standards were needed in carrying out law enforcement duties as mandated by the public, the law, and/or the judicial system?
- C. What was the level of wages and benefits and did they need improvement?
- D. What were the working conditions and environment and did they need improvement?
- E. Was there a need to educate the public on issues of concern to the law enforcement profession?
- F. Was there a need to educate local, state and federal legislative bodies on issues of concern to the law enforcement profession?

Are these issues still of concern? The amended Fresno Police Officers Association By-Laws state, "OBJECT OF THE ASSOCIATION: The primary purposes for which this ASSOCIATION is formed are to represent its members in all

matter relating to employment relations . . . bind its members in (a) closer bond of fraternity . . . (and) provide sick benefits"5 Additionally, the association now provides legal services and psychological services to its members and their immediate family. The association has also created sports and political action committees to work on behalf of the membership.

In addition to the above past issues, a scanning of the literature reveals that the following present related issues have arisen:

- A. What is the effect of automation on the working conditions and/or environment of the association membership?
- B. What is the effect of the civilianization of law enforcement functions on association membership?
- C. What new services have been legislatively or judicially imposed which have an effect on the association membership?
- D. What are the fiscal positions of the government entities and their effect on the wages, benefits, working conditions and/or environment of the association membership?
- E. What are the effects of service contracts to private enterprise for services historically performed by sworn officers?

A review of the literature presents a future that includes some of the same past and present issues. However, a number of emerging issues must also be considered because of their potential impact upon our possible future. Some of these emerging issues are:

- A. What will be the effect of social program decentralization by state and federal governments on the wages, benefits, working conditions and/or the environment of the association membership?
- B. What effect will the aging population inside and outside the association have on the purposes and practices of the association?
- C. What effect will the immigration shift have on the services demanded from the agencies and the association membership?
- D. Will the purposes and practices of the associations change as more women and ethnic minorities join law enforcement associations and possibly assume leadership positions?

A review of the literature was conducted in order to obtain background and base data on past, present and future issues. Historical information as well as current articles of incorporation, constitutions and by-laws of a number of associations were also part of the review.

Local and state associations as well as agency leadership from jurisdictions in California were personally

queried on the issue, trends and probable events, using a questionnaire, combined with a personal interview. This same process was followed in jurisdictions outside of California: Arvada, Colorado; Arlington, Texas; Chicago, Illinois; and, Washington, D.C. Some of these jurisdictions were selected based on their national reputations as strong organized labor and political cities while others were randomly selected.

Questionnaires were developed (see appendices A and B) and sent out to association and agency leaders to seek data on the most important present and future association purposes and practices. Using the questionnaires and the responses, individual interviews with these leaders were conducted in order to obtain their perspective on the major issues, related issues, trends, probable events, policy development, implementation and the transition process to their desired future.

With the assistance of the California Peace Officer Association, Police Officer Research Association of California and the Federal Bureau of Investigation's National Academy, the questionnaire received wide distribution within California specifically and throughout the United States in general. The questionnaire did not require personal identity unless an executive summary on the completed project was desired. As a result of this, some jurisdictions were identified and are listed in Appendixes C.

Site Visits

What was learned from the site visits? To some jurisdictions the idea of labor organizations organized by officers was of no surprise while to others, it was blasphemy. Across the nation, the issues of changing fiscal resources was an important concern. The decentralizing of federal and state programs was frequently cited for the negative fiscal impact on local budgets. Changing demographics and the impact this has had on social programs was also pointed to as a factor negatively impacting local budgets while increasing demands for service. California jurisdictions were somewhat different in their concern over fiscal resources because of their experience with the state voter initiatives that reduced local revenues in a number of cities and counties. The fear that local government had to carry state and federal programs on the backs of local budgets was expressed at each of the sites visited.

One may wonder what all of this translates to when focusing on the topic issue. As a manager looking into the issue, I admit that I was surprised at the reasons given by a number of association leaders relating to the major impact that these fiscal problems caused the associations. What they identified as major future concerns resulting from the fiscal crisis included: lower staffing levels and the negative impact, possible safety issues in the field,

and personnel burnout. It was readily admitted that some officers enjoy the overtime but it was understood that this is not always in the best interest of the officer, the department and the public.

The issue of changing fiscal resources and its impact on local law enforcement agencies and associations is not new to California. However, in recent years, local government in California has been bombarded with social, economic and political changes that, according to agency and association leaders, have had a negative effect on the agencies, the associations and ultimately on the service being provided to the public. Clearly, a message received from most of the individuals interviewed in California was that the needs being created from rapidly decentralizing state and federal government programs, not to mention conditions ranging from recession to changing world demographics, are compounded by the impact of legislative initiatives that make the financing of government a volatile situation. This has become a great concern to associations as agency leaders and government officials translate the fiscal effects into policies that come in conflict with the concerns of the associations for the welfare, safety, and security of their membership.

The next major concern that was expressed by both the agency and association leaders was the issue of representation of personnel in administrative as well as

criminal action resulting from the course and scope of employment. One agency executive and leader in a state association expressed a concern that should matters continue in their present course, management will be reduced to a figurehead form of management without any real authority to lead and administer the agency. He expressed a concern that associations were getting more and more aggressive in their efforts to influence agency policies. Such policies could influence fiscal and management control resulting in the chief executive of the agency having decreased organization input and control.

Association leaders, on the other hand, expressed a real need for a change in fiscal and personnel policies that are often abused by management. One association leader expressed a very serious concern about the demands being made by the agency head to conduct drug testing of all agency officers even without cause. His concern was that here in California, where the peace officers have their rights protected legislatively, the issue was being forced and that it would be difficult to support in court. Clearly, most of the agency and association leaders expressed a feeling that today's officers are better educated and that the typical response to the command of "do as I say because I am the Chief" does not get the same response as it did in the past. Almost all agreed that the new officers are more inquisitive about reasons and more

assertive in exercising their individual rights granted to them by civil service, statutes or constitutions.

The fiscal impact of personnel representation was also a major concern to both agency and association leaders. Agency leaders expressed a concern that this issue was taking a large amount of their time and consuming a large amount of resources in people and money. Unexpectedly, association leaders expressed the same concern. Some of the larger associations have hired attorneys (Los Angeles Police Protective League as an example) on a full time basis while some of the medium size associations have placed attorneys on retainers (Fresno Police Officers Association). Small associations pool resources through state or national associations in order to provide legal services requiring attorneys (Santa Barbara, California through PORAC; Arlington, Texas through CLEAT; Arvada, Colorado through FOP). Association leaders see this as one of their major present and future purposes and practices while agency leaders see this as one of their major present and future headaches.

Another major concern was the aging population and its affect on retirement benefits, specifically pension and health. Some agencies that were not in state retirement systems expressed concern about the long range impact of retirees drawing more than what was being paid into the system.

With the move toward civilianization of services and a decrease in agency growth, individuals expressed a concern that we may reach a point where we will have as many or more officers in retirement drawing pensions than we have active duty officers paying into the retirement systems. Association leaders reported the aging issue as a problem because of the increasing medical costs that are incurred by individuals when they need medical service the most. Some agency and association leaders expressed their concern as older officers stayed in the field longer and the impact this could have on the safety and health of the older officer, other officers in the field, and the public in general. A number of leaders expressed the feeling that more work needed to be done to address this issue before it reached crisis proportions either, administratively or in the courts.

The final major issue was relative to politics and the need for association involvement. Association leaders expressed a need to address issues before political solutions were needed. However, they clearly understood that some solutions required clout and they were not shy in becoming politically involved. Lobbying efforts were being undertaken at the local, state and federal levels by associations of all sizes - including police management associations. Examples of recent lobbying efforts include the following:

Twelve laws were signed by the Governor in 1987 that were initiated by PORAC. Laws covering a vast range of issues from penalties on drug dealing, to retirement benefits, to peace officer training issues.⁶

I am happy to report that the Grand Lodge has formulated a plan to be the bargaining agent for federal employees. Several federal lodges across the country, including one in California, have already accepted this proposal.⁷

Although Mandatory Medicare coverage for all state and local government employees was proposed in both the House and Senate during the last session of Congress as a revenue raising measure, vigorous lobbying efforts by NAPO (National Association of Police Organizations) and other allied public employee and employer organizations succeeded in persuading Congress to reject such an approach.⁸

However, you may feel personally about the individual candidates, review in your own mind if you wish them to be responsible for making those decisions relative to the job security associated with your position as a San Jose Police Officer.⁹

The issue of politics was probably more in conflict with agency leaders than with the leadership of associations, including management associations. The president of a major police management association expressed dismay that his colleagues did not want to become "politicians." He explained that they were politicians every day of their professional lives in dealing with their councils, associations and other community organizations. Yet when it came to political involvement toward issues that affected their ability to manage their agencies, they did not want to become "political."

The level of political sophistication by law enforcement officer associations across the country was

varied as well. Of the sites visited, Arvada, Colorado, was the least involved in politics. Chicago, Illinois and Washington, D. C. were by far the most sophisticated. Chicago was selected as a site visit because of its national political and union reputation. Chicago police officers did not have a formal association that was recognized by the city until 1980. However, since 1980, the Chicago Fraternal Order of Police Lodge No. 7 has established a full service employee organization, is considering hiring full time attorneys, has had the Illinois state legislature identify the FOP as the bargaining unit for the Chicago Police Department. Also, a retirement system was established where they were individually separated out from the rest of the state by an amendment to the Illinois constitution.

Finally, as part of their current contract, they were also able to get a Dispute Resolution Board for items not agreed upon at the end of negotiations. The findings of the Board can only be rejected by a majority of the Chicago 50 Member City Council.¹⁰ These accomplishments are quite remarkable considering the time frames involved.

The Questionnaire

In an effort to obtain a perspective on present and future purposes and practices, a questionnaire was developed. The questionnaire contained a series of

items developed to solicit responses on present issues as well as issues that the respondent sees as most important five years and ten years into the future. The questionnaire was sent to all sites visited and completed either before or after the site visit. The California Peace Officers Association (CPOA) and the Peace Officers' Research Association of California (PORAC) assisted in a limited distribution to their respective membership within California. Additionally, the Federal Bureau of Investigation's National Academy agreed to have their class in session (January, 1988) complete the questionnaire.

A total of 386 questionnaires were distributed throughout the country (including California) and 244 were returned (62.56%). Three questionnaires that were returned were not completed because the individuals that received them were employed by the military or private industry and they felt the issues did not apply to them. A total of 235 questionnaires were distributed outside of California and 158 were returned (67.23%). In California, 151 questionnaires were distributed and 86 were returned (56.95%). A number of questionnaires were returned with some questions not addressed.

In responding to the issue of political involvement, there appears to be a general belief that associations should become politically involved. California respondents indicated a belief in more involvement at all three levels

compared to the rest of the nation. Outside of California, the vote was split as to whether or not they should become involved at the local level, increasing in the belief that they should be involved at the state level, and decreasing when addressing the federal level. This belief was also communicated in the personal interviews because individuals felt that they could not be very effective in influencing federal political positions and, therefore, the money was better spent at the local and state levels. The associations outside of California felt that they could be more successful in the state political arena than they could at the local arena. Some attribute this to a basic perception that the right to organize has not yet been addressed by state statutes.

TABLE 1

QUESTION NO. 1: DO YOU BELIEVE THAT THE ASSOCIATION SHOULD GET INVOLVED IN

| LOCAL POLITICS? | CALIFORNIA | OTHER STATES | TOTAL |
|-------------------|------------|--------------|-------|
| YES | 50 | 75 | 126 |
| NO | 34 | 76 | 110 |
| STATE POLITICS? | CALIFORNIA | OTHER STATES | TOTAL |
| YES | 62 | 83 | 145 |
| NO | 19 | 62 | 81 |
| FEDERAL POLITICS? | CALIFORNIA | OTHER STATES | TOTAL |
| YES | 45 | 65 | 110 |
| NO | 35 | 77 | 112 |

Questions No. 2 through No. 5 addressed association as well as personal involvement in politics, including economic contributions to political activities. The questions are generalized in the figures below (for

complete question language, see the questionnaires in appendices A and B).

TABLE 2

QUESTION NO. 2: ASSOCIATION HAVE A PAC?

| | CALIFORNIA | OTHER STATES | TOTAL |
|-----------------|-------------|--------------|--------------|
| YES | 49 (59.04%) | 58 (37.91%) | 107 (45.34%) |
| NO | 34 (40.96%) | 95 (62.09%) | 129 (54.66%) |
| TOTAL RESPONSES | 83 | 153 | 236 |

QUESTION NO. 3: DO YOU GIVE TO POLITICAL GROUPS OR CANDIDATES?

| | CALIFORNIA | OTHER STATES | TOTAL |
|-----------------|-------------|--------------|--------------|
| YES | 48 (57.14%) | 45 (29.03%) | 93 (38.91%) |
| NO | 36 (42.86%) | 110 (70.97%) | 146 (61.09%) |
| TOTAL RESPONSES | 84 | 155 | 239 |

QUESTION NO. 4: DO YOU GIVE TO YOUR ASSOCIATION PAC?

| | CALIFORNIA | OTHER STATES | TOTAL |
|-----------------|-------------|--------------|--------------|
| YES | 32 (47.06%) | 31 (23.31%) | 63 (31.34%) |
| NO | 36 (52.94%) | 102 (76.69%) | 138 (68.66%) |
| TOTAL RESPONSES | 68 | 133 | 201 |

QUESTION NO. 5: SHOULD YOUR ASSOCIATION FORM A PAC IF IT DOES NOT HAVE ONE?

| | CALIFORNIA | OTHER STATES | TOTAL |
|-----------------|-------------|--------------|-------------|
| YES | 16 (34.78%) | 65 (49.62%) | 81 (45.76%) |
| NO | 30 (65.22%) | 66 (50.38%) | 96 (54.24%) |
| TOTAL RESPONSES | 46 | 131 | 177 |

Within California, more associations have PACs than their counterparts outside of California. Of the total number of respondents to this question (236), including California, 129 (54.66%) indicated that their association did not have a PAC compared to 107 (45.33) who stated that they did. When California responses were excluded from the results, those respondents outside of California who said their association did not have a PAC (95) may be considered

a significant change (62.09%) compared to those that did, 58 (37.90%). California on the other hand, was a different picture. Is it because California is different? Is this a sign of things to come for the profession? California has been long considered a trend setter. Of the 83 California leaders that responded to this question, 49 said their association had a PAC (59.03%) compared to 34 who said their association did not (40.96%).

The biggest shift occurs in Question No. 5 which asks whether associations should form political action committees if they do not have one already in place. California moves into an opposite shift while the rest of the nation nearly splits even. Of the 46 California respondents, 16 (34.78%) said they believed that their association should form one compared to 30 (65.22%) who believed that they should not - almost twice the number. Of the 131 responders from outside of California, 65 (49.62%) believe that their associations should form a PAC while 66 (50.38%) believed that they should not. One could project that this represents a shift in the locations outside of California because of the move into an even split compared to the much more significant differences in the previous responses.

The philosophy of "making your future happen" is applicable to the political arena as well. An assumption must be made that in order to implement political change,

one must have the political support of the politicians as well as that of the public. In the event that politicians do not care to listen to associations directly, one can still hope to affect the desired change by circumventing the elected politicians through the voter initiative process and taking the issue directly to the voting public.

Question No. 6 focused on the present and future political support that associations either have or hope to have with the public and politicians. The first part (Table No. 3) focused on the public.

TABLE 3

QUESTION NO. 6: WHAT IS THE POLITICAL SUPPORT THAT THE ASSOCIATION HAS NOW, 1988, OR SHOULD HAVE BY 1993 AND BY 1998, IN YOUR COMMUNITY WITH THE PUBLIC?

| CALIFORNIA | 1988 | 1993 | 1998 |
|-----------------|------|------|------|
| VERY FRIENDLY | 13 | 22 | 30 |
| FRIENDLY | 30 | 36 | 29 |
| WARM | 27 | 15 | 10 |
| COOL | 10 | 8 | 7 |
| COLD | 0 | 0 | 4 |
| HATE US | 0 | 0 | 1 |
| TOTAL RESPONSES | 80 | 81 | 81 |
| OTHER STATES | 1988 | 1993 | 1998 |
| VERY FRIENDLY | 15 | 15 | 27 |
| FRIENDLY | 45 | 63 | 55 |
| WARM | 52 | 41 | 28 |
| COOL | 25 | 17 | 17 |
| COLD | 6 | 4 | 9 |
| HATE US | 2 | 1 | 2 |
| TOTAL RESPONSES | 145 | 141 | 138 |
| TOTAL | 1988 | 1993 | 1998 |
| VERY FRIENDLY | 28 | 37 | 57 |
| FRIENDLY | 75 | 99 | 84 |
| WARM | 79 | 56 | 38 |
| COOL | 35 | 25 | 24 |
| COLD | 6 | 4 | 13 |
| HATE US | 2 | 1 | 3 |
| TOTAL RESPONSES | 225 | 222 | 219 |

The question posed was in terms of now, five years from now, and ten years from now. For each of the three time frames, it also asked the respondent to address what, in their opinion, was the present state as well as a desired state of support. The state of support ranged from "hate us" to "very friendly."

California and other respondents believe that associations now enjoy good public support. The largest number of supporters are in the "warm" to "very friendly" range.

A small shift in public support is expected five years from now. It is expected to move into the "warm" to "very friendly" categories. This is expected to be the pattern nationally, including California.

It is interesting to note a shift toward the "cold" and "hate us" categories by the tenth year. The numbers continue to grow in the "very friendly" category, both in California as well as in the rest of the nation. However, currently the California figures do not indicate any responses in the "cold" and "hate us" categories. By 1998, these two areas show 4 and 1 respectively. In the other states, these categories also indicate an increase by 1998. As a total, the numbers go from six and two presently in the "cold" and "hate us" categories respectively, to thirteen and three by 1998.

Table No. 4 represents the second section of Question No. 6 which focuses on the perception of support by the politicians.

TABLE 4

QUESTION NO. 6: WHAT IS THE POLITICAL SUPPORT THAT THE ASSOCIATION HAS NOW, 1988, OR SHOULD HAVE BY 1993 AND BY 1998, IN YOUR COMMUNITY WITH THE POLITICIANS?

| CALIFORNIA | 1988 | 1993 | 1998 |
|-----------------|------|------|------|
| VERY FRIENDLY | 13 | 20 | 24 |
| FRIENDLY | 31 | 33 | 31 |
| WARM | 23 | 17 | 16 |
| COOL | 10 | 10 | 7 |
| COLD | 4 | 1 | 2 |
| HATE US | 0 | 0 | 1 |
| TOTAL RESPONSES | 81 | 81 | 81 |
| OTHER STATES | 1988 | 1993 | 1998 |
| VERY FRIENDLY | 9 | 8 | 11 |
| FRIENDLY | 39 | 49 | 52 |
| WARM | 37 | 42 | 36 |
| COOL | 40 | 30 | 25 |
| COLD | 16 | 9 | 9 |
| HATE US | 2 | 2 | 4 |
| TOTAL RESPONSES | 143 | 140 | 137 |
| TOTAL | 1988 | 1993 | 1998 |
| VERY FRIENDLY | 22 | 28 | 35 |
| FRIENDLY | 70 | 82 | 83 |
| WARM | 60 | 59 | 52 |
| COOL | 50 | 40 | 32 |
| COLD | 20 | 10 | 11 |
| HATE US | 2 | 2 | 5 |
| TOTAL RESPONSES | 224 | 221 | 218 |

The California responses appear to reflect the more sophisticated involvement by law enforcement officer associations. This can probably be attributed to a more recent realization that politics are a necessary evil in

the ability to manage agencies and in the ability to improve the quality of life and work environment of the membership.

The perception of California is mostly in the "warm" to "very friendly" categories - of the 81 responses, 67 (82.72%) are in this range while only 14 (17.28%) are in the "cool" to "hate us" range. The responses from outside of California paint a different picture. Of the 143 responses, 85 (59.44%) are in the "warm" to "very friendly" range while 58 (40.56%) are in the "cool" to "hate us" categories.

By 1993, a slight national shift occurs towards the "warm" to "very friendly" categories. California shifted slightly from 82.72% to 86.42% while the responses outside of California reflects a more significant change from 59.44% to 70.72%.

The total responses continue to show the shift toward the "warm" to "very friendly" categories within ten years. California shifted slightly from 82.72% in the present to 86.42% by 1993 and again slightly upwards to 87.65% by 1998. The responses outside of California also continued to indicate a more significant change. The shift for the same categories started at 59.44% in the present to a significant upward change of 70.72% by 1993. The shift in the same categories continued upward and moved to 77.98% by 1998.

Question No. 7 focused on the perceived level of influence that associations have now and the level of influence that is expected in five and ten years. The question focuses on influence at three government levels: local, state and federal. The question requests that the perceived level of influence be within a specific range that moves from "nonexistent" to "powerful." Our first focus, Table No. 5, will be on local government.

TABLE 5

QUESTION NO. 7: WHAT IS THE ASSOCIATION'S LEVEL OF INFLUENCE IN LOCAL POLITICS NOW, 1988, AND WHAT WILL IT BE BY 1993 AND 1998?

| CALIFORNIA | 1988 | 1993 | 1998 |
|-----------------|------|------|------|
| NONEXISTENT | 8 | 8 | 10 |
| VERY WEAK | 11 | 6 | 6 |
| WEAK | 16 | 13 | 4 |
| OK | 13 | 11 | 13 |
| STRONG | 21 | 22 | 20 |
| VERY STRONG | 6 | 13 | 10 |
| POWERFUL | 4 | 8 | 18 |
| TOTAL RESPONSES | 79 | 81 | 81 |
| OTHER STATES | 1988 | 1993 | 1998 |
| NONEXISTENT | 28 | 15 | 17 |
| VERY WEAK | 21 | 11 | 8 |
| WEAK | 38 | 15 | 14 |
| OK | 38 | 48 | 39 |
| STRONG | 13 | 41 | 30 |
| VERY STRONG | 7 | 7 | 25 |
| POWERFUL | 2 | 2 | 4 |
| TOTAL RESPONSES | 147 | 139 | 137 |
| TOTAL | 1988 | 1993 | 1998 |
| NONEXISTENT | 36 | 23 | 27 |
| VERY WEAK | 32 | 17 | 14 |
| WEAK | 54 | 28 | 18 |
| OK | 51 | 59 | 52 |
| STRONG | 34 | 63 | 50 |
| VERY STRONG | 13 | 20 | 35 |
| POWERFUL | 6 | 10 | 22 |
| TOTAL RESPONSES | 226 | 220 | 218 |

California responses appear to present a much more receptive comfort zone relative to political influence at the local level. Of the 79 responses, 44 (55.70%) indicated that their level of influence was in the "OK" to "powerful" range while 35 (44.30%) felt their level of influence ranged from "weak" to "nonexistent." For the same degrees of influence, out of the 147 responses from outside of California, only 60 (40.82%) responded that their level of influence was in the "OK" to "powerful" range while 87 (59.18%) felt their level of influence ranged from "weak" to "nonexistent."

By 1993, there appears to be a small shift in California and a significant shift outside of California. The shift is from "nonexistent" influence to a more "powerful" influence. Of the 81 California responses, 54 (66.67%) indicated that their level of influence was in the "OK" to "powerful" range while 27 (33.33%) felt their level of influence ranged from "weak" to "nonexistent". For the same degrees of influence, out of the 139 responses from outside of California, the numbers increased to 98 (70.50%) responding that their level of influence was in the "OK" to "powerful" range while 41 (29.50%) felt their level of influence ranged from "weak" to "nonexistent".

By 1998, there appears to be a continued small shift in California and outside of California. The shift is still from "nonexistent" influence to a more "powerful"

influence. Of the 31 California responses, 61 (75.31%) indicated that their level of influence was in the "OK" to "powerful" range while 20 (24.69%) felt their level of influence ranged from "weak" to "nonexisting". On the other hand, for the same degrees of influence, out of the 137 responses from outside of California, the numbers increased to 98 (71.53%) responding that their level of influence was in the "OK" to "powerful" range while 39 (28.47%) felt their level of influence ranged from "weak" to "nonexistent".

When the numbers are combined in total, for the nation today, out of 226 responses, only 104 (46.02%) perceive their influence from "OK" to "powerful" while 122 (53.98%) perceive theirs to range from "weak" to "nonexistent." By 1998 it appears that there will be a significant shift. Out of 213 responses, 159 (72.94%) perceive that the influence will range from "OK" to "powerful." The number of those who perceive the influence to be "weak" to "nonexistent" by 1998 will drop to 27.06%, a difference in both categories of 26.92%.

The next section of Question No. 7 focuses on state influence. During the personal interviews, this area was listed as one of major concern. This area was perceived as needing more attention because of a feeling that a number of issues were not being addressed at the local level, such as minimum staffing, binding arbitration and others.

Table No. 6 presents the figures relative to the perceived influence in state politics.

TABLE 6

QUESTION NO. 7: WHAT IS THE ASSOCIATION'S LEVEL OF INFLUENCE IN STATE POLITICS NOW, 1988, AND WHAT WILL IT BE BY 1993 AND BY 1998?

| CALIFORNIA | 1988 | 1993 | 1998 |
|-----------------|------|------|------|
| NONEXISTENT | 13 | 10 | 10 |
| VERY WEAK | 14 | 9 | 8 |
| WEAK | 6 | 5 | 5 |
| OK | 17 | 10 | 8 |
| STRONG | 22 | 28 | 24 |
| VERY STRONG | 7 | 11 | 10 |
| POWERFUL | 0 | 8 | 15 |
| TOTAL RESPONSES | 79 | 81 | 80 |
| OTHER STATES | 1988 | 1993 | 1998 |
| NONEXISTENT | 39 | 20 | 21 |
| VERY WEAK | 11 | 11 | 7 |
| WEAK | 30 | 13 | 12 |
| OK | 33 | 44 | 35 |
| STRONG | 26 | 36 | 36 |
| VERY STRONG | 7 | 11 | 18 |
| POWERFUL | 1 | 3 | 7 |
| TOTAL RESPONSES | 147 | 138 | 136 |
| TOTAL | 1988 | 1993 | 1998 |
| NONEXISTENT | 52 | 30 | 31 |
| VERY WEAK | 25 | 20 | 15 |
| WEAK | 36 | 18 | 17 |
| OK | 50 | 54 | 43 |
| STRONG | 48 | 64 | 60 |
| VERY STRONG | 14 | 22 | 28 |
| POWERFUL | 1 | 11 | 22 |
| TOTAL RESPONSES | 226 | 219 | 216 |

In reviewing the responses for this section, a majority of the responses indicate that their influence with state legislators does, in fact, fall in a good area of influence, at least in California. Of the 79 California responses, 46 (58.23%) indicated that their level of

influence was in the "OK" to "powerful" range while 33 (41.77%) felt their level of influence ranged from "weak" to "nonexistent". For the same degrees of influence, out of the 147 responses from outside of California, 67 (45.58%) responded that their level of influence was in the "OK" to "powerful" range while 80 (54.42%) felt their level of influence ranged from "weak" to "nonexistent."

By 1993, there appears to be a small shift in California and a significant shift outside of California. The shift is from "nonexistent" influence to a more "powerful" influence. Of the 81 California responses, 57 (70.37%) indicated that their level of influence was in the "OK" to "powerful" range while 24 (29.63%) felt their level of influence ranged from "weak" to "nonexistent." For the same degrees of influence, out of the 138 responses from outside of California, the numbers increased to 94 (68.12%) responding that their level of influence was in the "OK" to "powerful" range, while 41 (31.88%) felt their level of influence ranged from "weak" to "nonexistent."

By 1998, in the nation as a whole, we appear to have continued growth, but at a slower rate, in the shift toward the "OK" to "powerful" range. Of the 80 California responses, 57 (71.25%) indicated that their level of influence was in the "OK" to "powerful" range while 23 (28.75%) felt their level of influence ranged from "weak" to "nonexistent." This compares to 58.23% who indicated

that for now their level of influence was in the "OK" to "powerful" range and 70.37% who indicated the level of influence at the five year mark in the same range (58.23% now, 70.37% by 1993, 71.25% by 1998).

For the same degrees of influence, out of the 136 responses from outside of California, the numbers increased to 96 (70.59%) responding that their level of influence was in the "OK" to "powerful" range while 40 (29.41%) felt their level of influence ranged from "weak" to nonexistent." Looking at the total numbers, presently, the level of influence in the "OK" to "powerful" range is at 50%. By 1998 the total growth in the shift has increased to 70.83%.

As mentioned earlier, a number of issues that management normally identifies as local control issues are being taken to the state legislature, i.e., minimum staffing, binding arbitration, etc. The issues of present and future medical costs, as well as the funding of local government, have generated great concerns that some feel local government cannot effectively address. For this reason, one sees a greater emphasis on state lobbying efforts.

Coalitions have been formed in California by CPOA and PORAC in an effort to lobby the state legislature on mutually beneficial legislation. In addition, regional organizations such as the Southern California Alliance of

Law Enforcement (SCALE) and the California Coalition of Law Enforcement Association (CCLEA) have also been developed to exclusively lobby on behalf of member associations.

The same concerns exist outside of California. In Texas, the Combined Law Enforcement Associations (CLEAT) has been created to lobby the Texas legislature on the same issues. In their particular case, they are still struggling with some basic issues such as recognition of organized law enforcement labor and officers' bill of rights. However, the strategy of impacting local issues through state legislative action is also being carried out by these other state associations. As stated by John Burpo, Labor Relations Consultant:

Since CLEAT's inception in 1976, the statewide police organization has fought both in the Texas Legislature and at the local level to improve upon the job right of Texas peace officers. There are many deficiencies in the Dallas police personnel system that are in great need of change. Most of these changes must be accomplished at the state level through legislative enactments and then implemented into the Dallas Police Department Administratively.¹¹

In other parts of the country, organizing at state and regional levels is also being accomplished by larger organizations, such as the Fraternal Order of Police. National law enforcement labor conferences are bringing together representatives from all over the country to share ideas and develop strategies that will be implemented across the country. The FOP conducted its national conference in Mobile, Alabama this past year. As indicated

by Carl Olson, Vice-President of the California FOP, "If it is interesting to hear different points of view at the state level, then imagine what it's like to have 42 states in attendance."¹² The significance in this statement is the number of states that have organizations receiving input from law enforcement labor organizations from other states. We do not live in a vacuum.

The level of communication that occurs for joint strategies toward a common goal by law enforcement associations is tremendous. One needs to be concerned about the number of law enforcement agencies that do not even have a policy toward their officer association let alone the development of a management wide strategy toward organized law enforcement labor. Peter Drucker has said of managers and their policies towards labor:

They have left the initiative to the union. They have usually not even known what to expect in the way of union demands. They have, by and large, not known what the union is, how it behaves and why it behaves as it does. When first told that certain union demands are about to be made, the typical management refuses to listen.¹³

The next portion of Question No. 7 focuses on the level of influence associations have at the federal level. During the personal interviews, this area was also listed as one of major concern. The concerns of decentralizing federal programs and the impact that it has on local government financing was another of the major issues. Those interviewed also felt that this area was one that

could have far reaching impact but one that would be extremely difficult to influence because of the wide constituency of federal politicians.

One of the problems mentioned was identifying the "organization" that spoke for law enforcement. Issues affecting management and rank and file sometimes were not addressed because of the mixed messages that the various organizations moved forward to federal legislators. In an effort to impact federal legislation that affects local, state and federal law enforcement, coalitions have been formed to provide sufficient resources for lobbying efforts and for providing a unified voice that speaks for law enforcement.

Another concern was the numbers that are represented by the various associations. In general, the membership numbers that can be translated to votes are not sufficient to move federal legislators unless it is an emotional issue of national concern. In my interview with Mr. Jerry Vaughn, Executive Director, International Association of Chiefs of Police, he stated that the AFL-CIO can deliver over one million votes and hundreds of thousands of dollars on a given union issue that is critical to them. In comparison, law enforcement can only deliver between 100,000 and 200,000 votes and very little money.

The next section focuses on the influence at the federal level.

TABLE 7

QUESTION NO. 7: WHAT IS THE ASSOCIATION'S LEVEL OF INFLUENCE IN FEDERAL POLITICS NOW, 1988, AND WHAT WILL IT BE BY 1993 AND BY 1998?

| CALIFORNIA | 1988 | 1993 | 1998 |
|-----------------|------|------|------|
| NONEXISTENT | 32 | 19 | 21 |
| VERY WEAK | 11 | 12 | 9 |
| WEAK | 14 | 7 | 7 |
| OK | 16 | 16 | 9 |
| STRONG | 3 | 14 | 17 |
| VERY STRONG | 0 | 4 | 6 |
| POWERFUL | 0 | 3 | 5 |
| TOTAL RESPONSES | 76 | 75 | 74 |
| OTHER STATES | 1988 | 1993 | 1998 |
| NONEXISTENT | 64 | 42 | 42 |
| VERY WEAK | 15 | 11 | 8 |
| WEAK | 32 | 21 | 21 |
| OK | 24 | 29 | 27 |
| STRONG | 6 | 27 | 24 |
| VERY STRONG | 3 | 3 | 9 |
| POWERFUL | 0 | 1 | 2 |
| TOTAL RESPONSES | 144 | 134 | 133 |
| TOTAL | 1988 | 1993 | 1998 |
| NONEXISTENT | 96 | 61 | 63 |
| VERY WEAK | 26 | 23 | 17 |
| WEAK | 46 | 28 | 28 |
| OK | 40 | 45 | 36 |
| STRONG | 9 | 41 | 41 |
| VERY STRONG | 3 | 7 | 15 |
| POWERFUL | 0 | 4 | 7 |
| TOTAL RESPONSES | 220 | 209 | 207 |

Table 7 reflects a perception of low influence on federal legislators. Of the 76 responses from California, 57 (75%) perceived their level of influence to be in the "weak" to "nonexistent" range. Out of the 144 responses from outside of California, 111 (77.08 %) perceived their

influence in the same range. Across the nation, less than a quarter of the individuals that responded felt that their level of influence at the federal level was in the "OK" to "powerful" range and, as indicated in Table 7, most of these responses were in the "OK" category. If you remove the "OK" category, only 5.45% of the total responses showed a "strong" to "powerful" position.

By 1993, the level of influence at the federal level starts to move into the "OK" to "powerful" range. This desire may be a payoff on the investment being made today through the creation of the coalitions. The concentrated efforts of associations to impact the federal issues that significantly impact local and state government negatively may pay off by then. Of the California responses that address 1993, 50.67% perceive their influence level to be in the "OK" to "powerful" range compared to the present level of 25%. Of the responses from other states that address 1993, 44.78% perceive themselves to be in the same "OK" to "powerful" range compared to the present level of 22.92%. Here again, a large number of the responses are in the "OK" category but we do start to see movement into the "strong" to "powerful" categories.

By 1998, the level of influence at the federal level starts downward from the "OK" to "powerful" range. Of the California responses that address 1998, 50% perceive their influence level to be in the "OK" to "powerful" range

compared to the 1993 level of 50.67%. Of the responses from other states that address 1998, 46.62% perceive themselves to be in the same "OK" to "powerful" range compared to the 1993 level of 44.78%. Not much of a shift downward but still a shift.

Mr. Vaughn spoke to the issues that may increase our awareness to influence federal legislators. Today's agencies must manage their future. Our society is highly mobile. We can not think of ourselves only but must think in terms of a global economy and global criminality. Chiefs need to work together and information and communication networks must be established which enhance national and international sharing of information.¹⁴

According to Mr. Vaughn, number of issues are emerging at the federal level that will have a significant impact at the local level: pension revision; taxation changes; a reduction in appropriations for local assistance; plastic gun legislation; prison reform and prison funding; and, the public safety officer death benefits. The federal level lobbying efforts must work and speak together and they must be combined between management and rank and file. Law enforcement must make a quantum leap and become more proactive in its political involvement if it is going to be successful in managing its future.¹⁵

Question No. 8 asks the respondents to identify their rank. The intent of the question was to obtain a rank profile of respondents. As one can see from Table No. 8, responses were received from all ranks in law enforcement.

TABLE 8

QUESTION NO. 8: WHAT IS YOUR RANK?

| | <u>CALIFORNIA</u> | <u>OTHER STATES</u> | <u>TOTAL</u> |
|------------------------|-------------------|---------------------|--------------|
| CHIEF/SHERIFF/DIRECTOR | 11 | 30 | 41 |
| DEP CHIEF/UNDERSHERIFF | 2 | 12 | 14 |
| CAPT/CMDR/INSPECTOR | 16 | 37 | 53 |
| LIEUTENANT | 19 | 42 | 61 |
| SERGEANT | 7 | 25 | 33 |
| OFF/DEP/DET/CORPORAL | 18 | 10 | 28 |
| OTHER/CIVILIAN IN L.E. | 3 | 1 | 4 |
| TOTAL RESPONSES | 76 | 158 | 234 |

A number of middle managers are leaders of associations. For example, George Aliano, President of the Los Angeles Police Protective League is a Lieutenant with the Los Angeles Police Department. A number of chiefs and association leaders indicated that a number of middle managers are becoming more active in associations. These same individuals felt that it is possible that, in the foreseeable future, they will organize into their own representative association. One possible future proposes that as a result of the regionalization that has been undertaken by the California Peace Officers Association, middle managers will become the moving force of CPOA and eventually take it over. Such a future proposes that PORAC, FOP and COPS would represent rank and file, CPOA

would represent middle managers and California Chiefs of Police and California Sheriffs would represent the chief executives.

Question No. 9 (Table 9) asks the respondents to identify the kind of agency they work for.

TABLE 9

QUESTION NO. 9: WHAT KIND OF AGENCY DO YOU WORK FOR?

| | <u>CALIFORNIA</u> | <u>OTHER STATES</u> | <u>TOTAL</u> |
|------------------|-------------------|---------------------|--------------|
| CITY | 50 | 101 | 151 |
| COUNTY | 22 | 30 | 52 |
| STATE | 10 | 19 | 29 |
| FEDERAL | 0 | 4 | 4 |
| SPECIAL DISTRICT | 1 | 3 | 4 |
| TOTAL RESPONSES | 83 | 157 | 240 |

Question No. 10 (Table No. 10) is an attempt to identify the level of computer use in an agency. A hypothesis proposed by Kiplinger Editors is that the level of automation that occurs in a private industry organization may be a determining factor on the level of labor power within that organization.¹⁶

TABLE 10

QUESTION NO. 10: DOES YOUR AGENCY USE COMPUTERS IN

| | <u>CALIFORNIA</u> | <u>OTHER STATES</u> | <u>TOTAL</u> |
|-----------------|-------------------|---------------------|--------------|
| DISPATCH? | | | |
| YES | 69 (84.15%) | 112 (72.26%) | 181 (76.37%) |
| NO | 13 (15.85%) | 43 (27.74%) | 56 (23.63%) |
| TOTAL RESPONSES | 82 | 155 | 237 |
| RECORDS? | | | |
| YES | 77 (92.77%) | 136 (87.18%) | 213 (89.12%) |
| NO | 6 (7.23%) | 20 (12.82%) | 26 (10.88%) |
| TOTAL RESPONSES | 83 | 156 | 239 |
| CARS? | | | |
| YES | 28 (35.44%) | 35 (24.31%) | 63 (28.25%) |
| NO | 51 (64.56%) | 109 (43.08%) | 160 (71.75%) |
| TOTAL RESPONSES | 79 | 144 | 223 |
| OFFICES? | | | |
| YES | 79 (94.05%) | 128 (83.12%) | 207 (86.97%) |
| NO | 5 (5.95%) | 26 (16.88%) | 31 (13.03%) |
| TOTAL RESPONSES | 84 | 154 | 238 |

The figures indicate that public agency leaders, as well as their employee's labor organizations, may operate in a different mode. As one can see from the numbers in Table 25, California agencies use computers in all facets of their operation. California leads the nation in automation usage not only in headquarters operations, but also in the vehicles used by the officers. The City of Fresno, as an example has been using mobile digital terminals in the cars for over 13 years. From the responses, it appears that California leads the nation in its labor and, in perception, also in political influence.

It is not suggested that the power that Kiplinger Editors report that influence private industry is the same as the one mentioned in this law enforcement analysis. Although it is questionable as to its ultimate impact, the forces of labor in private industry have the ability to bankrupt a business. In the public sector, and specifically in law enforcement, there are legal parameters and ramifications on the power that is exercised by labor organizations.

Public employees, by virtue of their demands, can create such financial conditions that the public at large refuses to tolerate them. The demands usually gets translated into tax increases or service cuts. When those conditions are created, the bottom line has been reached in

the public sector and is reflected by voter initiatives that place controls on tax increases as experienced in California by the passing of Proposition 13. The public outcry is usually that agencies are top heavy or may be mismanaged organizations. Personnel cuts that are made are directed at the middle management level and below. Middle management has been the focus of attention when issues like this develop. The only alternative is to cut lower ranks which provide the direct service. These types of cuts are usually unacceptable to the public or the politicians that have the authority to make the cuts. This may explain why middle managers are themselves becoming more involved in labor organizing, for the sake of survival.

In Question No. 11, a number of association activities were presented to the reader and asked what their association (if they had one) was doing for them as individuals. Space was provided for them to include any other activities not outlined in the samples. The reader was asked to rate the activities by order of importance to the reader (1 = least important, 5 = most important).

Table No. 11 provides the actual ranking of the individual samples with Figures 1 through 3 graphically presenting a pictorial description of the various issues by time cycles (1988, 1993, and 1988) and by locations (California, other states, total). Wages, benefits, political action, legal and discipline representation were the top five selected.

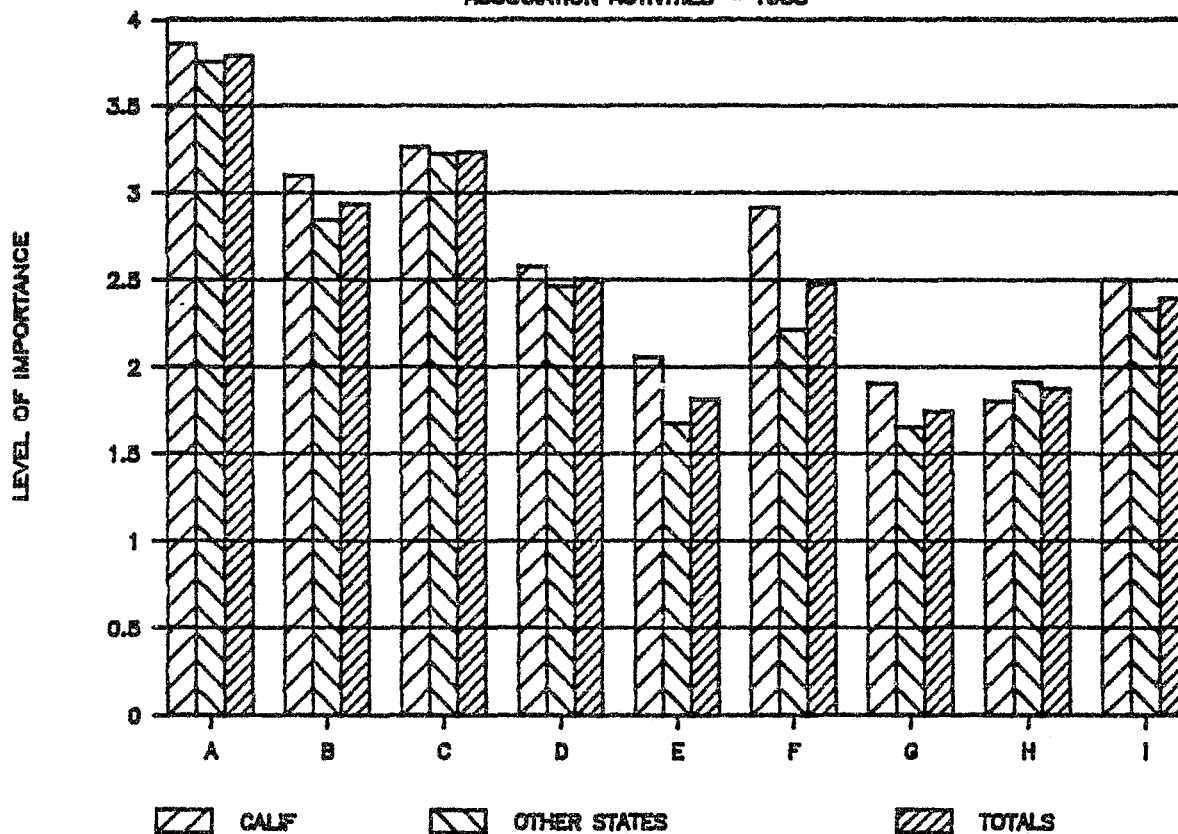
TABLE 11

SAMPLES OF ASSOCIATION ACTIVITIES

| <u>ACTIVITY</u> | <u>1988</u> | <u>1993</u> | <u>1998</u> |
|---|-------------|-------------|-------------|
| WAGE/BENEFIT NEGOTIATION | | | |
| CALIFORNIA | 3.86 | 3.8 | 3.7 |
| OTHER STATES | 3.76 | 3.64 | 3.62 |
| TOTAL | 3.79 | 3.7 | 3.65 |
| REPRESENT THEM ON DISCIPLINE ISSUES | | | |
| CALIFORNIA | 3.1 | 2.9 | 2.84 |
| OTHER STATES | 2.85 | 2.77 | 2.73 |
| TOTAL | 2.94 | 2.82 | 2.77 |
| PROVIDES LEGAL REPRESENTATION | | | |
| CALIFORNIA | 3.27 | 3.15 | 3.15 |
| OTHER STATES | 3.23 | 3.01 | 2.99 |
| TOTAL | 3.24 | 3.06 | 3.05 |
| PROVIDES HEALTH INSURANCE BENEFITS | | | |
| CALIFORNIA | 2.58 | 2.58 | 2.56 |
| OTHER STATES | 2.47 | 2.49 | 2.56 |
| TOTAL | 2.51 | 2.52 | 2.56 |
| PROVIDES SOCIAL ACTIVITIES | | | |
| CALIFORNIA | 2.05 | 2.03 | 2.01 |
| OTHER STATES | 1.68 | 1.61 | 1.64 |
| TOTAL | 1.82 | 1.76 | 1.78 |
| TAKES POLITICAL ACTIONS ON THEIR BEHALF | | | |
| CALIFORNIA | 2.92 | 2.82 | 2.76 |
| OTHER STATES | 2.22 | 2.33 | 2.42 |
| TOTAL | 2.48 | 2.51 | 2.55 |
| SUPPORTS ATHLETIC ACTIVITIES OF MEMBERS | | | |
| CALIFORNIA | 1.91 | 1.72 | 1.65 |
| OTHER STATES | 1.66 | 1.51 | 1.63 |
| TOTAL | 1.75 | 1.59 | 1.64 |
| PROVIDES COMMUNITY EDUCATION PROGRAMS | | | |
| CALIFORNIA | 1.81 | 1.97 | 2.03 |
| OTHER STATES | 1.92 | 1.92 | 1.93 |
| TOTAL | 1.88 | 1.94 | 1.97 |
| PROVIDES HEALTH BENEFITS FOR THEIR FAMILY | | | |
| CALIFORNIA | 2.51 | 2.35 | 2.35 |
| OTHER STATES | 2.34 | 2.37 | 2.44 |
| TOTAL | 2.48 | 2.36 | 2.41 |

FIGURE 1

ASSOCIATION ACTIVITIES -- 1988



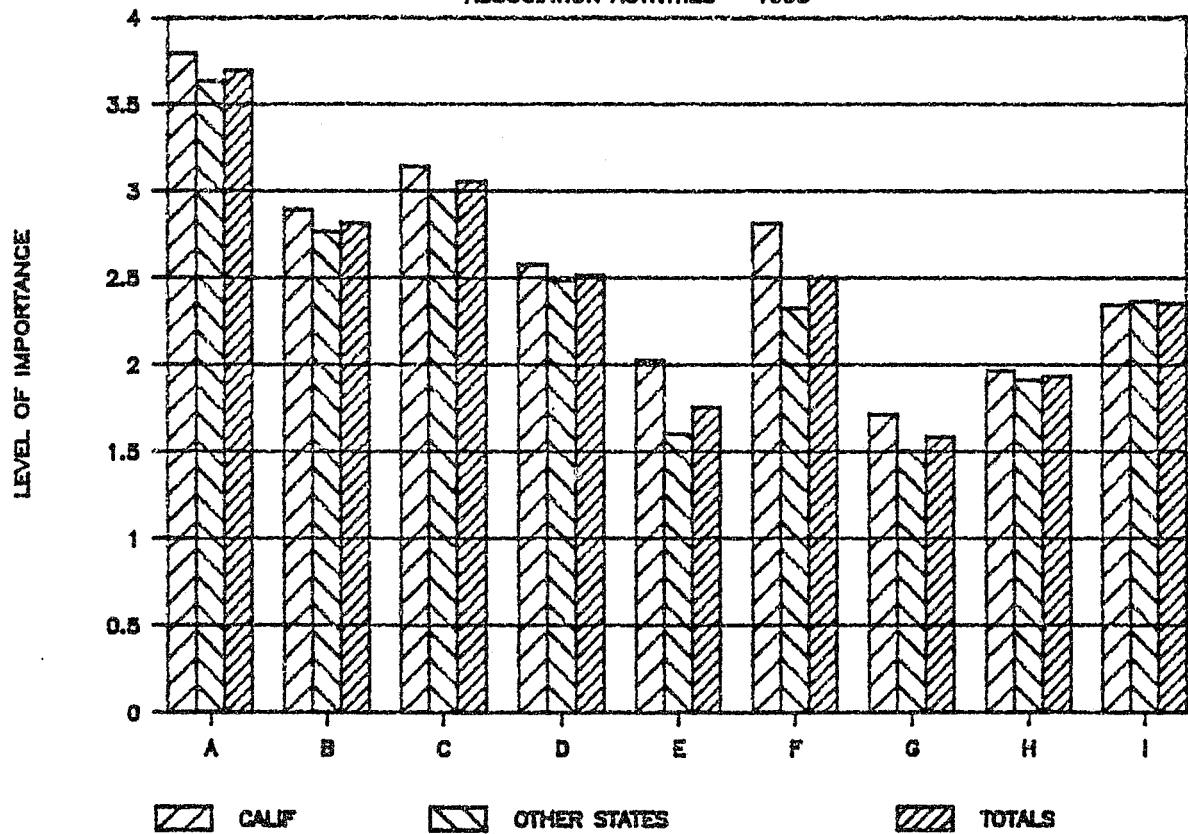
Activities

- | | |
|-------------------------------|---------------------------|
| A. WAGE/BENEFIT NEGOTIATION | F. TAKES POLITICAL ACTION |
| B. REPRESENT ON DISCIPLINE | G. ATHLETIC ACTIVITIES |
| C. LEGAL REPRESENTATION | H. COMMUNITY EDUCATION |
| D. HEALTH INSURANCE BENEFITS | I. FAMILY HEALTH BENEFITS |
| E. PROVIDES SOCIAL ACTIVITIES | |

In California, as in the rest of the nation, wages and benefits will continue to be in the real important area for the next ten years. Seventy-one entries were made in the space that was provided for the respondents to include any activities not shown as examples. A number of the entries were repeat activities which resulted in a list of 26 category items.

FIGURE 2

ASSOCIATION ACTIVITIES - 1993

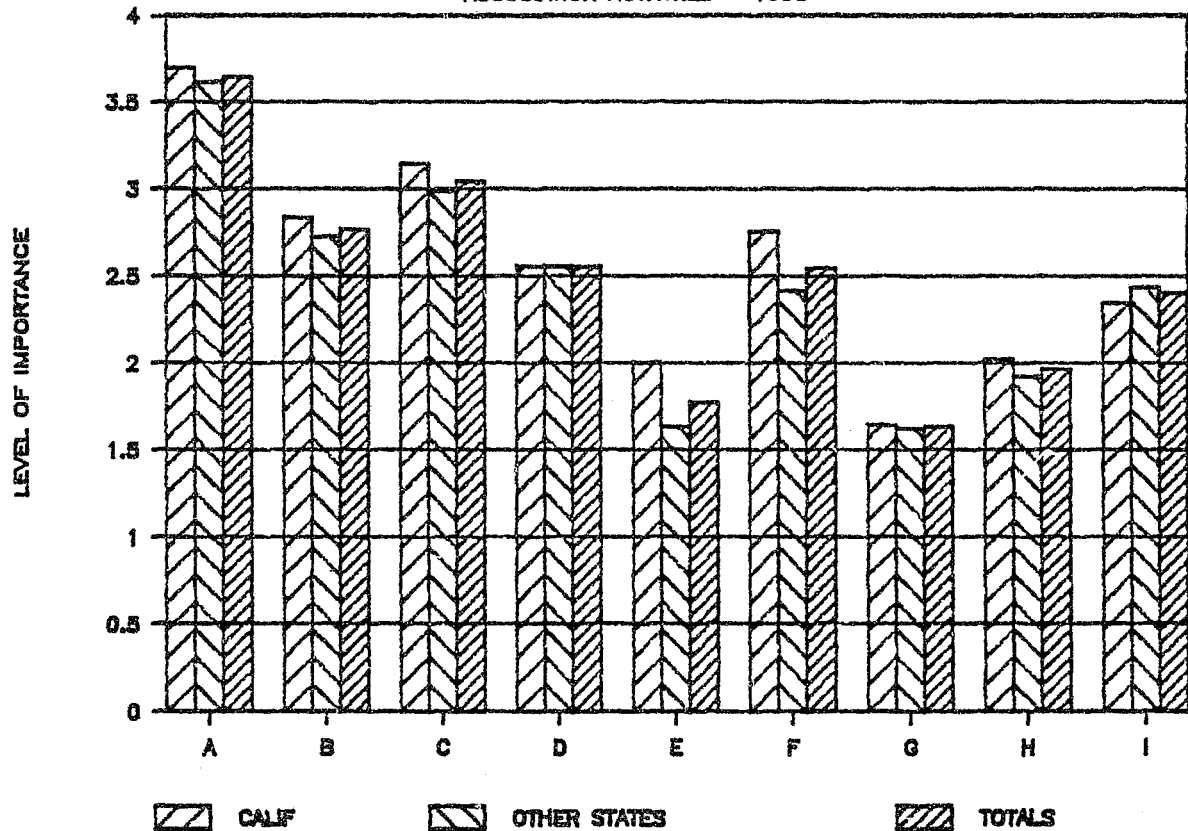


Activities

- | | |
|-------------------------------|---------------------------|
| A. WAGE/BENEFIT NEGOTIATION | F. TAKES POLITICAL ACTION |
| B. REPRESENT ON DISCIPLINE | G. ATHLETIC ACTIVITIES |
| C. LEGAL REPRESENTATION | H. COMMUNITY EDUCATION |
| D. HEALTH INSURANCE BENEFITS | I. FAMILY HEALTH BENEFITS |
| E. PROVIDES SOCIAL ACTIVITIES | |

FIGURE 3

ASSOCIATION ACTIVITIES - 1998



Activities

- | | |
|-------------------------------|---------------------------|
| A. WAGE/BENEFIT NEGOTIATION | F. TAKES POLITICAL ACTION |
| B. REPRESENT ON DISCIPLINE | G. ATHLETIC ACTIVITIES |
| C. LEGAL REPRESENTATION | H. COMMUNITY EDUCATION |
| D. HEALTH INSURANCE BENEFITS | I. FAMILY HEALTH BENEFITS |
| E. PROVIDES SOCIAL ACTIVITIES | |

Figure 4 provides the listing of the added items with the number of repeat times in parentheses. The three most frequently listed items were political activities (from lobbying at all levels to creation of political action

committees), retirement issues (including 20 and 25 years plans) and career development and training for the officers.

Figure 4

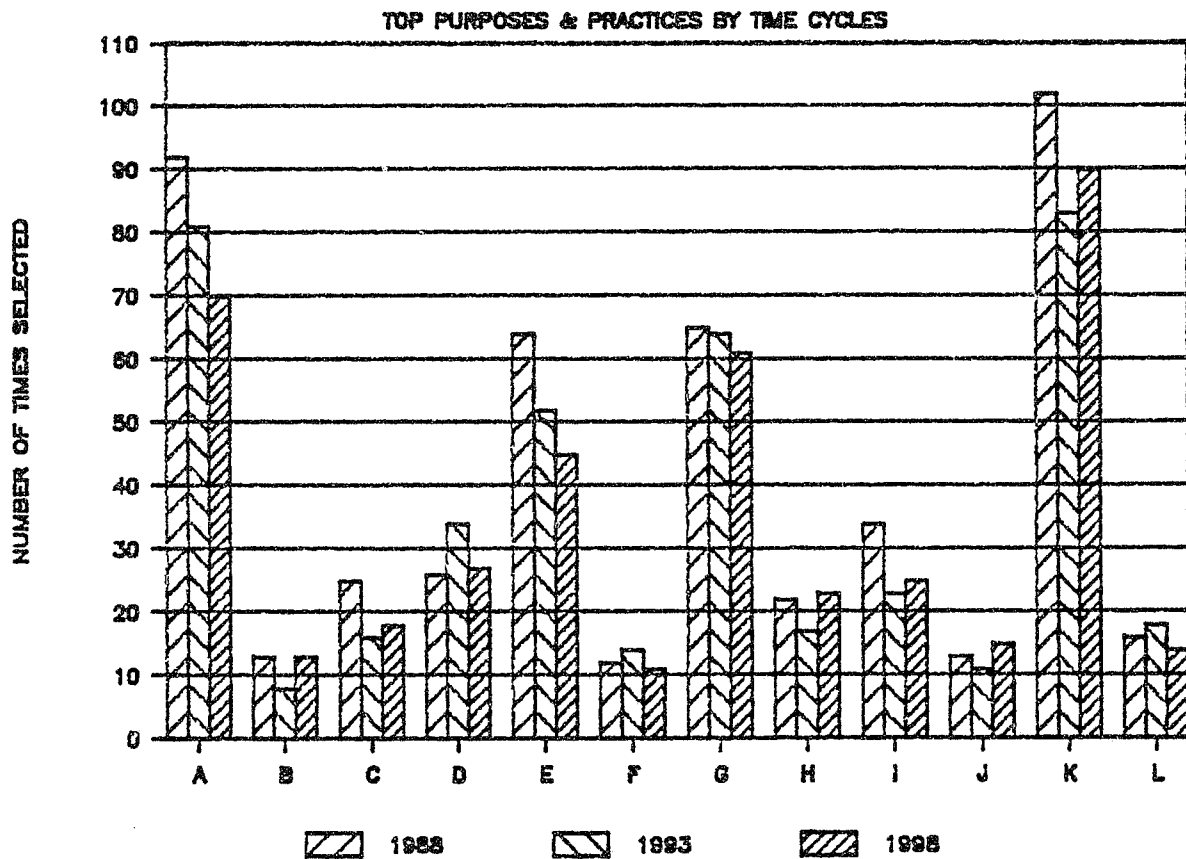
ISSUES DEVELOPED AS PART OF QUESTION NO. 11

- | | |
|------------------------------|-------------------------------|
| 1. AFFIR. ACTION/PROMOTIONS | 14. LIABILITY LIMIT/INSURANCE |
| 2. AGENCY MERGER PLANNING | 15. NATIONAL TRAINING STNDS |
| 3. ASSN/DEPT COALITION | 16. NETWORKING (6) |
| 4. CAREER DEVEL/TRAINING (8) | 17. NEWSLETTER |
| 5. COST OF LIVING INCREASES | 18. PARTICIPATE IN POLICY |
| 6. EDUCATION | 19. PHYSICAL FITNESS PROG |
| 7. EMPLOYEE BENEFITS | 20. POLITICAL ACTIVITY (16) |
| 8. EQUIPMENT, SUPPLIES, ETC. | 21. COMMUNITY RELATIONS (5) |
| 9. FEMALE ISSUES | 22. REPRESENT RETIREES (2) |
| 10. HEALTH BENEFITS (4) | 23. RETIREMENT ISSUES (10) |
| 11. INSURANCE | 24. STRATEGIC PLANNING |
| 12. JAIL PAY | 25. STRESS MANAGEMENT |
| 13. LATERAL ENTRY STANDARDS | 26. WORKMAN'S COMP. |

Question No. 12 provides three rows of blank lines.

The respondent is asked to list the five most important issues associations face now (1988), five years from now (1993) and ten years from now (1998). In listing out all of the entries, there were a total of 54 individual categories that were listed during the three time periods (Figure 4). Figure 5 graphically represents the top ten purposes and practices listed in the three categories. Twelve individual items are listed in the graphs. This is the result of some items being listed in the top ten in one or two time periods and not on the others.

FIGURE 5



- | | |
|----------------------------------|-----------------------|
| A. BENEFITS | G. POLITICAL ACTIVITY |
| B. BUDGETS | H. MEMBERSHIP ISSUES |
| C. COLLECTIVE BARGAINING | I. RETIREMENT ISSUES |
| D. COMMUNITY RELATIONS | J. STAFFING |
| E. DISCIPL./LEGAL REPRESENTATION | K. WAGES |
| F. LEADERSHIP | L. WORKING CONDITIONS |

In this area, as well as in Question No. 11, there is a belief that wages and benefits will continue to be important issues for associations in the next ten years. Political activity and employee representation in discipline and legal matters have also continually shown up as major issues.

California leads the country in political activity and in employee representation. California associations have positioned themselves to insure their concerns get addressed at all levels of government. From all indications, they will continue to do so. Legislative lobbying appears to be a continued future target so that the issues that they can not win in the local arena they may be able to statutorily implement. The issues of staffing and budgets appear to be causation factors related to a number of concerns identified by the associations. Staffing leads to safety issues which are seen as a major concern for everyone, especially the officers.

Associations want to participate in the policy making process which, to management, may not sound too inviting. However, this may be a sign of things to come. In an article written about workers taking over a floundering steel company, H. Ross Perot, said that "Weirton Steel is an example of how our nation can succeed - if we: eliminate the adversary relationship between management and labor . . . form a united team" ¹⁷

Trends and Probable Events

A group of professionals were brought together to identify and analyze trends and probable events that impact the issue. The group was provided with information on the POST Command College as well as background information on

the issue. They were also provided a list of trends and a list of events that had been identified through the personal interviews, scanning and the questionnaire. The group was provided information on the "Nominal Group Technique" (NGT), to read prior to the meeting. Once the group came together, a general discussion on the issue occurred. Using NGT, additional trends and events were identified and all were listed for review (see Appendices D and E).

The future defining analysis provided three alternative scenarios founded on the assumption that the purposes and practices of law enforcement officer associations will change and that they will have an impact, good or bad, on the law enforcement profession. The analysis provided trend projections for five and ten years into the future on five trends that the group finally settled on as being critical, for this moment, to the profession as well as to the associations themselves.

Five Trends

1. The difference between the local cost of living vs wages and benefits.
2. The number of positions being civilianized.
3. The number of police brutality or personnel complaints being filed against police officers.
4. The number of local governments implementing program and service reductions.
5. The number of associations demanding participation in law enforcement policy decisions.

Five Probable Events

1. A major racially motivated disturbance erupts in a medium to large city in California.
2. Binding arbitration legislation is passed by the California legislature.
3. The state loses a Supreme Court battle on mandating state programs without providing full program support costs.
4. The California Peace Officers Association forms a political action committee.
5. The state legislature passes major finance legislation in support of local government.

Findings

In 1986 and 1987, a large number of local governments were faced with serious financial problems because of decreasing revenues. A number of law enforcement officer associations experienced a tougher battle at the bargaining table that included "give back" demands by the local government bargaining units. Absent "give backs," a number of local governments imposed program cuts and/or reductions of a number of services, including law enforcement.

Law enforcement associations are determined not to retreat from hard earned ground that has been achieved over a long period of years. Associations see the issue as ever increasing demands for service caused by expansion of geographical boundaries, population growth and shifts, changing demographics, and the implementation of new programs without any increase in revenues for support of the new demands. They see voter tax initiatives that have

been passed hindering the just compensation for work done. They see the new service demands being implemented on the backs of employees and resulting in burnout and safety problems.

Agency and association leaders recognize that funding sources are volatile and that they have been charged with spending wisely and producing high quality efficient and effective levels of service. Both groups recognize that the public's confidence in this mission has eroded for a number of reasons. They disagree on how the mission is to be carried out in the future and at what point the public should be confronted with the issue of additional economic support.

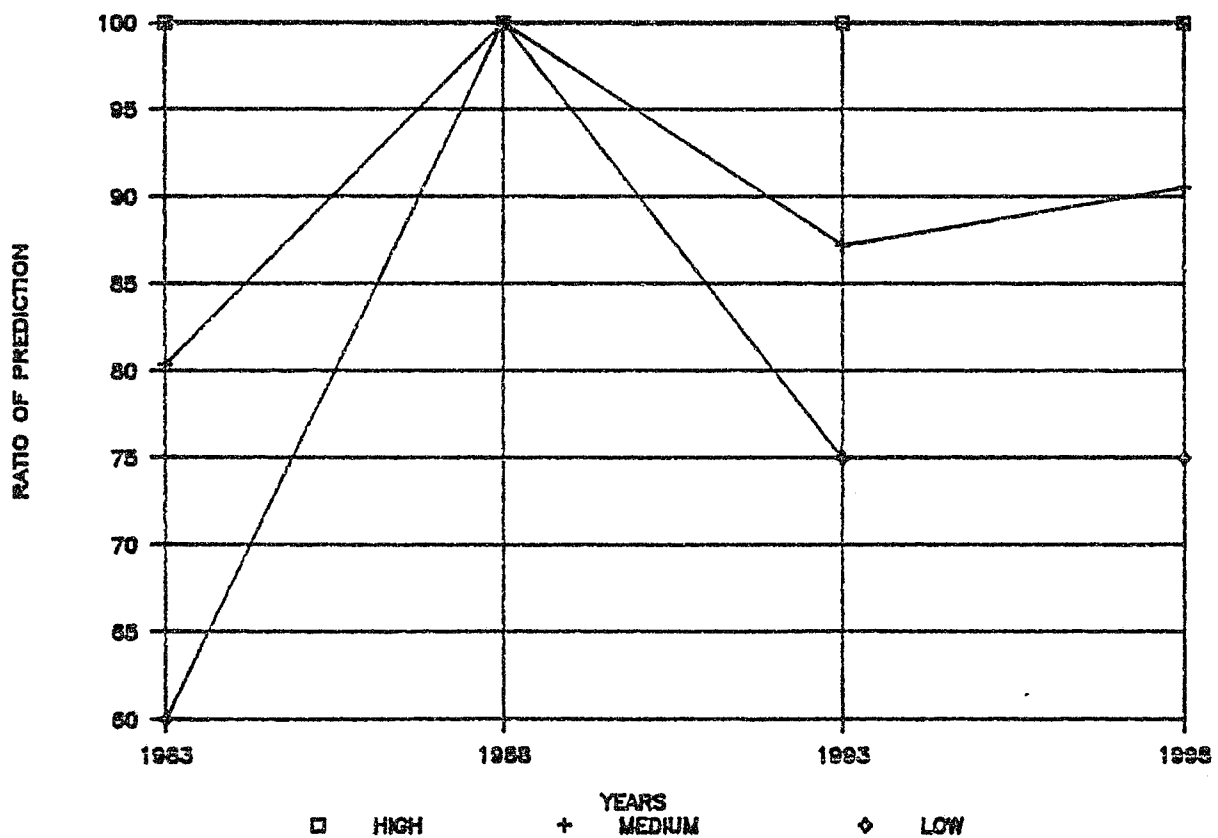
The concern of changing revenue sources at the local level toward law enforcement is not new. Local officials have had to deal with changing political climate, changing economic and social conditions and adapt to changing technology requiring new ways of doing business. This concern now takes on a personal note because of the voter initiatives that focus directly upon government spending related to programs, including personnel, wages, and benefits. This concern was one of the original reasons why officers organized and one which association leaders consider the major concern of today and the future.

As mentioned previously, in an effort to analyze this emerging issue a group of professionals was asked to look

at the trends and probable events and see how they will impact the future purposes and practices of law enforcement officer associations and the law enforcement profession five and ten years down the road. The purpose of this analysis is to look at this issue and focus on its impact by analyzing five trends and five probable events that the group felt were critical to the issue and as it applied to the profession.

Figure 6

TREND NO. 1: THE DIFFERENCE BETWEEN THE LOCAL COST OF LIVING VERSUS WAGES AND BENEFITS.



The group was asked to forecast the impact of the trend to the year 1998, individually and then as a group. Figures No. 6 through 10 graphically present the forecasted trends as a group and the range from the low and high value given individually.

A number of jurisdictions currently have or have had formulas in local statutes to determine wages and benefits of employees. Some of these formulas are tied to pay scales in other cities, such as the one currently in use by the City of Fresno and the one that was used by the City of Santa Barbara.

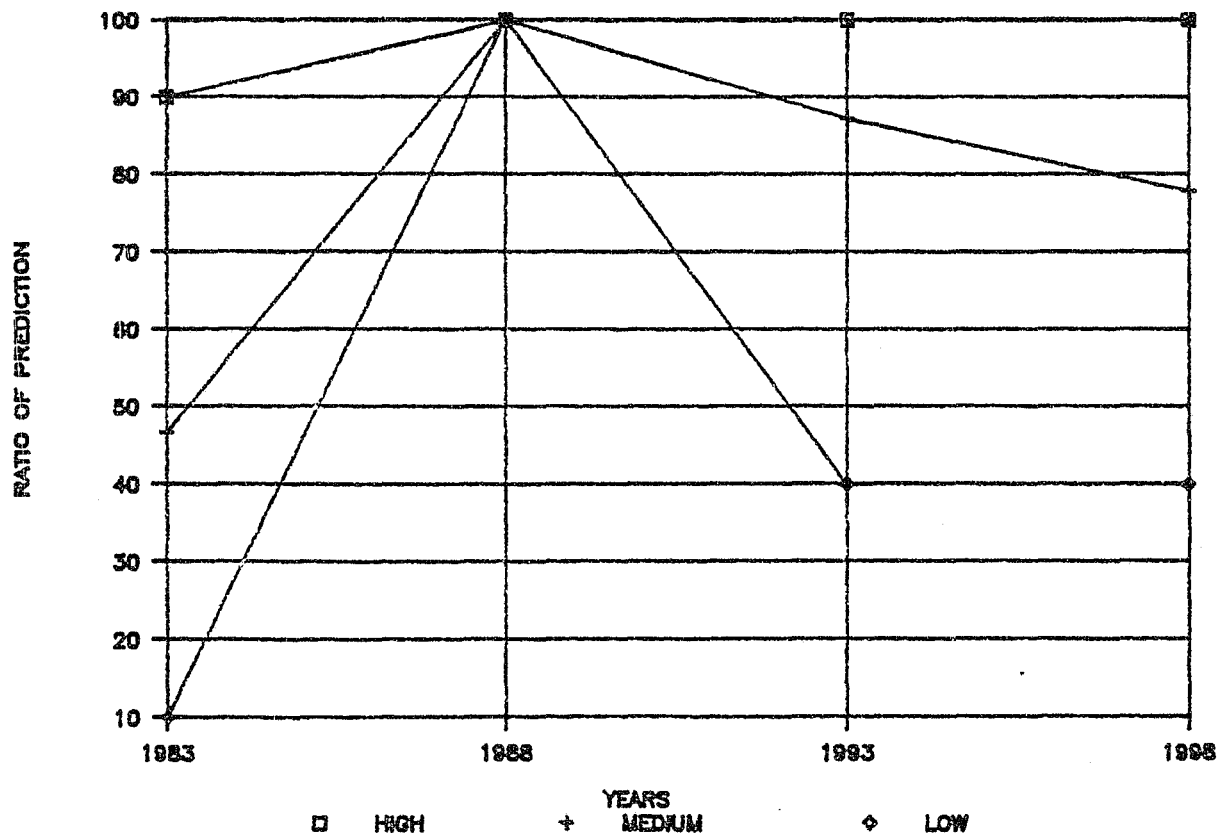
Santa Barbara police officers experienced problems with the formula because it used inland cities as well as others that did not have a similar cost of living as that experienced in Santa Barbara. Even today, after the local statute containing the formula was repealed, some officers cannot afford to live in the City of Santa Barbara. Some officers who wish to purchase homes have to travel considerable distances. It is not unusual to find officers commuting from San Luis Obispo County to Santa Barbara. The local statute was repealed after the Santa Barbara Police Officers Association took the issue to the voters. Today, their pay is computed in a local tricounty formula which is more in line with the local cost of living.

On the other hand, the City of Fresno is currently experiencing a push from community organizations to repeal

its local statute that contains the formula. The movers of this change say that the formula uses eight cities in what they see as high cost of living areas. They see a disparity with the local cost of living and feel that the employees are being paid too much and thus cause a drain on badly needed fiscal resources of the city to operate other programs including the hiring of additional police officers at a much more reasonable pay scale. The Fresno Police Officers Association suggests that the City of Fresno must

Figure 7

TREND NO. 2: THE NUMBER OF POSITIONS BEING CIVILIANIZED.

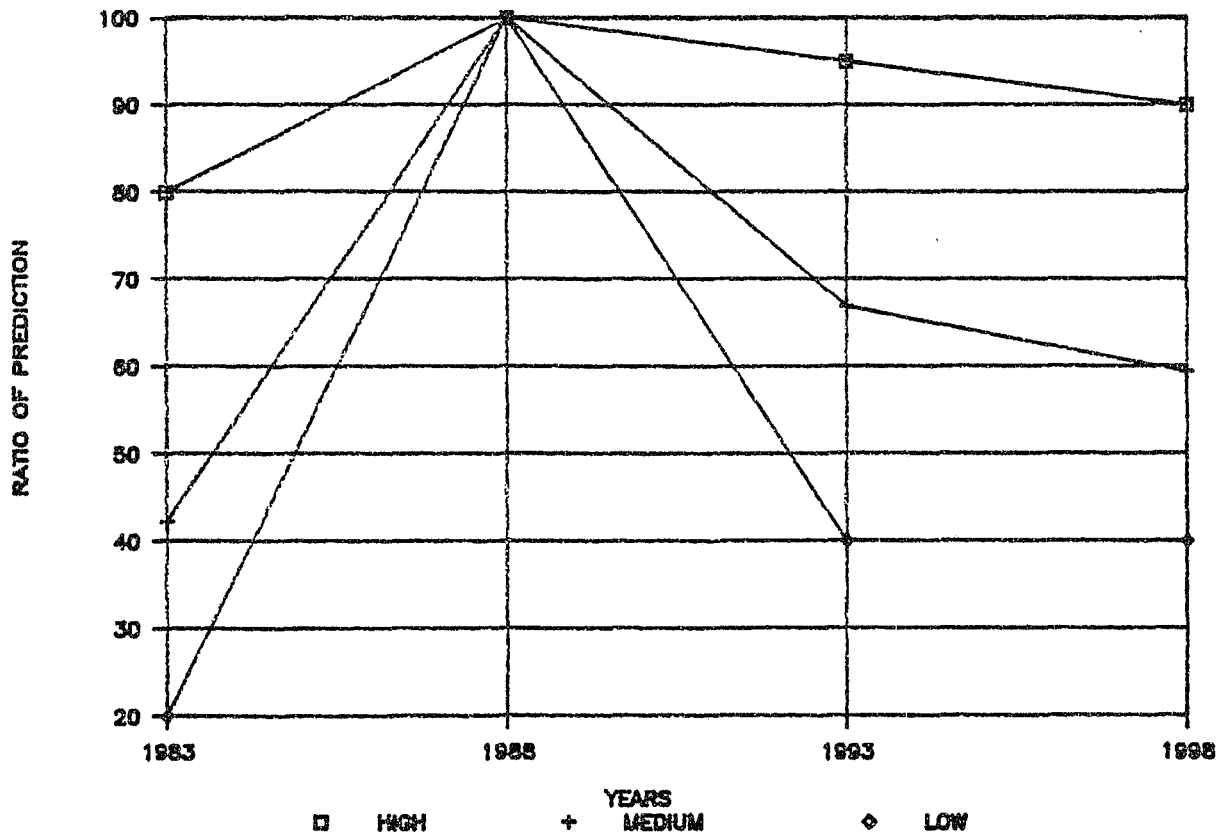


compete with hiring efforts of cities statewide and that in order to remain competitive, the pay must be comparable to what is being paid in other parts of the state. Otherwise, the FPOA proposes, the quality of the officer and in-turn the quality of the service will decrease as more qualified officers are hired by higher paid agencies.

In the staffing of positions, it was felt that great strides have been made towards civilianizing nonenforcement positions but that this trend may slow down.

Figure 8

TREND NO. 3: THE NUMBER OF POLICE BRUTALITY OR PERSONNEL COMPLAINTS FILED AGAINST POLICE OFFICERS.



A number of individuals interviewed felt that there would come a time when saturation would take place and that it would cause a problem for everyone. They foresee a time when there would be fewer places to put light duty personnel, insufficient personnel in the field for back-up in high risk calls, insufficient field personnel in the event of major disturbances, and a decrease in "coming down" from high risk calls because of having to respond from one high risk call to another. At this time, officers can go from a high risk call to a low risk one and relieve stress.

Due to the lack of adequate manpower in the field, there was a perception that the number of police brutality and personnel complaints would increase. Associations see this resulting in a decrease in the public's confidence in police. They also see this as leading to a decrease in officer safety. The impact of this trend is felt by the agencies who have to spend more on internal investigations, administrative, civil service and court hearings from already tight budgets.

The Los Angeles Police Protective League, as in many other large associations, has had to hire its own attorneys in order to decrease their legal costs in supporting officers because contract legal services were becoming intolerable. The Fraternal Order of Police Lodge No. 7 which represents the Chicago Police Department, estimated

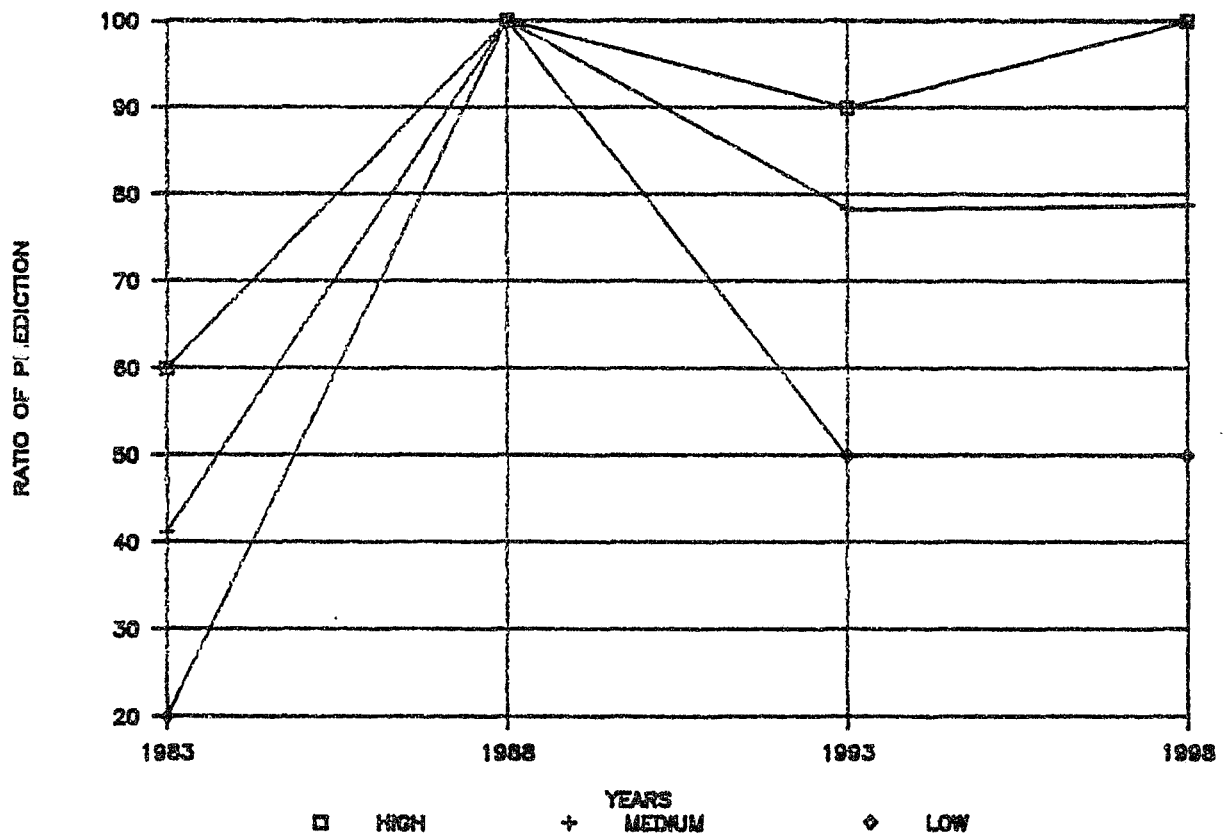
their legal costs will exceed \$200,000 this year alone. According to President of FOP Lodge No. 7, Mr. John Dineen, the lodge will have to seriously look at hiring its own attorneys because they do not see a slowing down of legal costs.¹⁸ A number of smaller association and agencies have resorted to pooling resources in order to have the coverages enjoyed by the larger associations. They experience an even higher degree of problems because of the inability to spend the resources in time consuming personnel investigations.

The reasons for concern in Trend No. 4 are basically the same concerns expressed toward the previous three trends. There was a lot of frustration expressed, especially by counties, on the levels of services being imposed on them by federal and state mandates without any revenues to support them. Many local governments see no way out of financial positions that are legislatively imposed but to cut or reduce programs in general fund areas. They are prohibited from making those same reductions in the state and federal mandated programs.

These same concerns are being expressed by jurisdictions outside of California. It was expressed mainly because of the federal push to decentralize its

Figure 9

TREND #4. THE NUMBER OF LOCAL GOVERNMENTS IMPLEMENTING PROGRAM AND SERVICE REDUCTIONS.



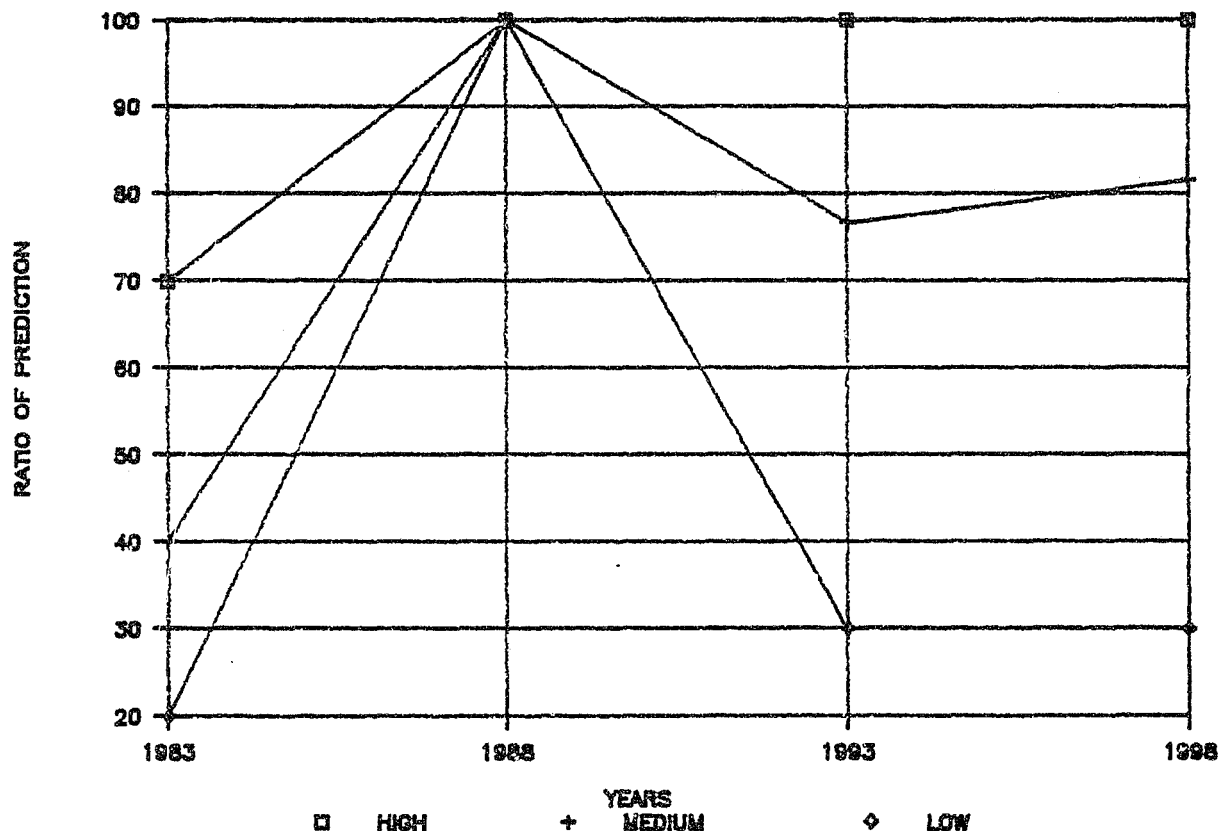
programs and no end to this trend is seen in the near future. Frank Shafroth states:

President Reagan presented his final budget request to the Congress last week seeking a record \$1.1 trillion in new federal spending authority. Despite the record spending request, the president proposed deep cuts and eliminations in every priority municipal program, as well as new federal tax increases and mandates on the nation's cities and towns.¹⁹ Associations consider the implementation of policies

not discussed, between labor and management, as a major cause of grievances.

Figure 10

TREND NO. 5: THE NUMBER OF ASSOCIATIONS DEMANDING PARTICIPATION IN LAW ENFORCEMENT POLICY DECISIONS.



As previously reported, one of the statements heard nationwide was that management was the biggest organizer of labor. The implementation and execution of policy was one of the major issues (Trend No. 5). Association leaders expressed dismay at commanders that did not pay any attention to contracts or past practices when implementing new policies. They expressed a need for communication between commanders and association leaders in an effort to minimize these problems. Association leaders pointed to

commanders who did not feel intimidated or felt like they were associating with the enemy when they called upon the association for input. In those cases where commanders made that contact and sought input, sound policies were implemented and executed without grievances because input had been provided that kept it from becoming a grievance.

Events

As previously mentioned, the group identified 15 major events and, out of these, 5 were selected for this analysis as being the most critical to the issue. The group was informed on "predictable" values when analyzing the probable events and although individually some events were indicated as predictable, none were so predicted by the entire group. The events were then examined from the standpoint of their probability and their impact on issue of what the future purposes and practices of associations will be as well as on the profession itself.

In Event No. 1, one individual predicted its occurrence by 1993, another individual predicted its occurrence by 1994 and two by 1995. In Event No. 2, one individual predicted its occurrence by 1990 and other one by 1995. In Event No. 3, one individual predicted its occurrence by 1993, one in 1994 and one other by 1995. In Event No. 4, one individual predicted its occurrence by 1990, one in 1991, one in 1992 and two by 1995. In Event No. 5, one

individual predicted its occurrence by 1993 and one other by 1995.

TABLE 12
EVENT EVALUATION

| EVENT STATEMENT | PROBABILITY | | IMPACT | |
|--|-------------|------|--------|------|
| | 1993 | 1998 | ISSUE | L.E. |
| MAJOR RACIAL DISTURBANCE | 50% | 73% | -1 | -3 |
| STATE BINDING ARBITRATION | 43% | 50% | +5 | +4 |
| STATE LOOSES ON MANDATING PROGRAMS WITH NO FUNDING | 49% | 69% | +4 | +6 |
| CPOA FORMS A PAC | 67% | 47% | +4 | +2 |
| STATE PASSES FINANCE IN SUPPORT OF LOCAL GOV. | 41% | 46% | +6 | +7 |
| 100% = PREDICTABLE -10 = MOST NEGATIVE +10 = MOST POSITIVE | | | | |

Cross Impact Analysis

The Cross Impact Analysis points out several interesting factors. The purposes and practices of law enforcement officer associations can be created by a number of areas not within the control of local government. State and federal governments have the ability to impact local social, political and economic conditions that can significantly change the purposes and practices of associations. Should the state fund its social programs, local government can then provide its own general fund programs and thus provide generally complete level of services. These programs may impact the social and

economic conditions of local jurisdictions and possibly avert major racial disturbances such as those that were experienced in the 1960's.

TABLE 13
CROSS IMPACT EVALUATION FORM

| | E1 | E2 | E3 | E4 | E5 | T1 | T2 | T3 | T4 | T5 |
|---|----|----|----|----|--|----|----|----|----|----|
| E1 | X | 0 | +6 | +1 | +7 | +3 | -5 | +4 | -4 | +2 |
| E2 | 0 | X | -3 | +5 | +4 | +4 | -1 | 0 | +1 | +6 |
| E3 | -5 | -6 | X | 0 | -7 | +1 | +1 | -1 | -1 | -2 |
| E4 | 0 | +5 | +3 | X | +5 | +2 | +1 | +1 | +1 | +2 |
| E5 | -7 | -5 | -9 | 0 | X | +5 | 0 | -1 | -7 | +2 |
| -10 = MOST NEGATIVE | | | | | +10 = MOST POSITIVE | | | | | |
| E1 MAJOR RACIAL DISTURBANCE | | | | | T1 COST OF LIVING VS WAGES AND BENEFITS | | | | | |
| E2 STATE BINDING ARBITRATION | | | | | T2 NUMBER OF POSITIONS BEING CIVILIANIZED | | | | | |
| E3 STATE LOOSES ON MANDATING PROGRAMS WITHOUT FUNDING | | | | | T3 NUMBER OF BRUTALITY AND PERSONNEL COMPLAINTS | | | | | |
| E4 CPOA FORMS A PAC | | | | | T4 NUMBER OF LOCAL GOVS. IMPLEMENTING CUTS | | | | | |
| E5 STATE PASSES FINANCE FOR LOCAL GOVERNMENTS | | | | | T5 NUMBER OF ASSOCIATIONS DEMANDING POLICY PARTICIPATION | | | | | |

The major racial disturbance was the only event that the group felt would have a negative impact on the issue and on the profession. By far the most positive impact on

the issue and the profession would be the passage of legislation that would provide financial support to local government. Even possibility of binding arbitration being passed was considered to generate a good impact on the law enforcement profession - one not generally thought of by chief executives. As previously mentioned, a chief executive and president of one of California leading management associations proposed that should this event occur, coupled with other issues being pushed by rank and file, the chief would become a figure head only.

Futures Scenarios

Using the data the trends and events forecasting, as well as the cross impact analysis, three futures scenarios were prepared projecting ten years into the future, the year 1998.

The first scenario, "Today's Crisis - Tomorrow's Blues," takes into account the current conditions and trends to produce a future that is free from any unexpected major impacting occurrence or any effort by anyone to intervene. The second scenario, "Crisis, Cuts and Caramba," proposes a future where damaging trends and detrimental events occur. The final scenario, "Around the Corner in 10 Years," offers a future where agency and association leaders have a meeting of the minds and work at making a desirable future.

Scenario No. 1

Today's Crisis - Tomorrow's Blues

The year is 1998. The economic position of local government continues to deteriorate since the fiscal crisis of 1988. The way that local governments have managed their fiscal policies has not changed. Social service programs in the past 10 years have been cut drastically and there is no light at the end of the tunnel when it comes to relief for funding of mandated state and federal programs.

Law enforcement which is a general fund program, has been constantly touted as a "last to be cut" program is now facing serious personnel shortages. Cuts in services have long since followed efforts at civilianizing positions in cost saving measures. In an effort to cut costs, local governments have continually bargained to take back benefits. The employee associations have finally been forced to surrender some of these benefits in an effort to save positions.

The increase in legislative voter initiatives has not decreased since the death of tax reformist Paul Gann a couple of years ago. Mr. Gann's efforts at cutting government spending levels continued to be successful well beyond his death when the banner was picked up by the increased number of citizen's groups getting involved in government control efforts.

The impact of financial cuts has finally hit home to law enforcement managers. The labor organizing that has taken place at the rank and file level has now started with middle managers. Cuts in programs have taken their toll on the ranks of the middle manager. In an effort to slow down these cuts, lieutenants and captains have organized and have taken over the California Peace Officers Association. CPOA has now joined forces with PORAC, FOP and COPS as an organized labor force which has created some serious conflict with the California Chiefs and Sheriffs Associations over issues that impact labor.

The thrust of the newly formed alliance is to secure change through the state legislature. The impact of civil liability cases has increased and the new alliance sees themselves as been sold out by local government. The issue of safety has been raised when speaking about the inadequate levels of staffing in the field. The alliance proposes to standardize wages across the state and to pass a state binding arbitration bill.

Scenario No. 2

Crisis, Cuts and Caramba!

The year is 1998. In addition to the problems at the local level, the California economy was delivered another blow when the Mexican economy failed causing a greater number of illegal immigrants to flow into the state. The large number of agricultural jobs that existed for migrant

undocumented aliens have been eliminated by advanced technological developments. The number of farms and ranches operating have also been reduced because of agricultural toxic pollution. This crisis is on top of another crisis created by the loss of many industrial jobs. The investments by Pacific Rim countries have shifted from California to Oregon and Washington.

California's cities and counties continue to have major problems caused by the power struggles between the large number of Asian and Hispanic segments of the community and the minority Black and Caucasian segments which have traditionally controlled local government. These major differences have escalated to major confrontations in the streets. The City of Fresno experienced a major riot when police were unable to stop conflicts between the large Southeast Asian and Black segments of the city. The department was experiencing manpower shortages and there were insufficient police officers working to stop a large neighborhood disturbance involving a group of Blacks and a group of Southeast Asians which resulted in a number of participants being injured.

The County of Sacramento has indicated that it can not offer the required federal and state services in light of the state and federal governments' policy not to add financial support to their mandated programs. The County Counsel was directed to file suit to stop these mandated

programs in light of the fact that a large number of regular county services have had to be cut or eliminated, including the reduction of sheriff's deputies and correctional officers. The Deputy Sheriff's Association has seen these cuts as a safety issue. Because of the cuts, and no pay raises in the last three years, the Association has gone on strike and has vowed to stay out as long as unsafe staffing levels in the field continue to be the norm.

Scenario No. 3

Around the Corner in 10 Years

The year is 1998. The effective use of new technology, civilianization of selected positions, and the contracting of certain services to private industry have allowed local governments to effectively manage the high cost of police and fire departments while the quality of service has continued to increase. Employee representative groups have been brought into this change over by allowing them to represent nonsworn positions. This maneuver has also allowed the associations to retain their membership and thus an acceptable balance of power in local government has been maintained.

Under guidance from POST, agency and association leaders have been brought together to develop joint strategies at managing the future. Out of each Command College class, POST has taken an issue that has been

researched and has developed conferences designed to focus on implementing desired strategies. Association recommendations that law enforcement managers receive better training in personnel and labor matters has been implemented by POST in Supervisory, Middle Management, Executive Development, and Command College Programs. POST, CPOA, PORAC, FOP and COPS have been sponsoring joint conferences on labor issues since 1988. These conferences have been instrumental in opening key channels of communication between agency managers and association representatives.

Policy Considerations

The three futures scenarios provide a number of alternatives which can be impacted through present policy considerations. Questions need to be asked now and policy decisions need to be made so that the selected future scenario becomes as real as it can be. Questions such as:

What is the role of law enforcement officer associations in the fiscal policy development and execution of an agency? Should it have one? When policies are designed, what recognition takes place in communication between agency association leaders? Are they in a spirit of cooperation? Are they adversaries? Do agencies or associations even have policies on these communications?

What is the state and federal government's role in local government financing? What is the role of law enforcement officer associations in affecting state and federal government positions that impact membership?

Do present local government policies allow the service providing departments to meet their present on-going demands and those that will be created by the future planned and natural growth?

Should local government, through its ability to dictate policy, eliminate, reduce or provide alternative service methods, service delivery programs, and service delivery systems? Is this desirable?

What are the technological trends that influence service delivery methods? The way we do business? That we can employ and that we can afford?

What services will be changed because of changing demographics? Need to be created? Increased? Can we impact changing demographics? How? Do we want to?

What are the economic resources of local government? Can they be changed? By whom? Can we create new ones? How long would it take to create them?

These scenarios provide windows into the future. Some trends continue and new ones will develop. Some events will take place, while others will not. New ones that we did not even expect, will surprise us! Whether we allow other people to make our future by creating events and

impacting trends or whether we do it because we have selected what our future should be, must be one of our most significant policy considerations. One way or another, the future will be made, the questions are how and by whom?

CHAPTER III

THE STRATEGIC PLAN

CHAPTER III

THE STRATEGIC PLAN

The strategic plan is the process that provides the guidelines for an organizations to look at the variables affecting the organizational future. This strategic plan provides a method for linking an analysis defined present to a desired defined future. This process allows the organization to focus on issues and stakeholders to facilitate the goal of successful implementation. This plan focuses on one state, the State of California. This is done so in an effort to make the most significant impact as possible on California law enforcement. However, by applying the principles involved in this plan, it can be successfully executed by any other state in the nation.

Situational Analysis - The Environment

The public has continuously stated that crime is a major concern and law enforcement is a program that they support. The fiscal resources available for law enforcement is in a constant state of flux which is inconsistent with the public's concern. Cities and counties must juggle between growing demands for service and revenue sources that are not growing but instead are diminishing. These concerns are not only experienced by the managers of the agencies but also by the employee associations who often must face the ultimate impact of policy execution, good or bad.

The trends and events that influence local government financing, and ultimately the employee associations, are diverse. The state of flux being created from rapidly decentralizing state and federal government programs are compounded by the impact of legislative initiatives and mandates that make local government finance management a volatile situation.

With very few exceptions, no city or county in and out of California is divorced from these influencing factors. California, like other states, is a final migration destination for a large number of Asian and Latin American economic and political refugees. California is the destination for thousands of legal immigrants from all over the world. The growth of many communities has placed some strains on their law enforcement agency's ability to respond to service demands. Restraints on revenue generation for programs has made the priority of available resources "hot" political issues at the state and local level.

Law enforcement associations have gained considerable ground in labor organizing in California. Because of today's fiscal hard times, associations have had a difficult time in obtaining new wage and benefit gains for their membership. In some cases, in an effort to save positions, associations have given back certain benefits.

The development and execution of policies that have an impact on operations, as well as personnel management, have resulted in a number of cases going to court. Court decisions have been decided in favor of labor as well as in favor of management. In those cases where associations have not succeeded in court or through local statutes, they have formed coalitions that have been successful in having those benefits established by state statutes, for example, peace officers rights. Some benefits have not just been labor oriented, some have been in the area of training, safety equipment as well as others and, as such, can be considered for the good of the profession.

Situation

Officers working in law enforcement are no different than the rest of our society. Officers face recessions, rising health costs, rising costs in education, transportation, and all of the other things that the rest of the public faces. Officers work odd hours and face the many dangers of the job with an expectation that they will benefit from a stable job, good pay and benefits. Officers also get old and expect that they will be able to survive their careers and enjoy a comfortable retirement after spending 20 to 30 years on the job.

Officers are no different than other citizens and they react in the same way that other citizens react when their

jobs, stability, future, health and their overall quality of life is threatened. Other citizens join labor unions to insure that these same desires are maintained in proper perspective to the rest of their environment. Labor unions understand that charge and it is a given fact that they will react to varying degrees when the health and welfare of their membership is threatened. Officer associations are no different. It is to this charge that associations will analyze the environment and take to task the agency and its respective government body on behalf of its membership.

Management often creates the issues that associations will take us to task on. However, we often forget that associations have the ability to pick and choose which issues they will confront management on and thus the odds of success are in their favor. Depending on the environment and the influencing factors, the purposes and practices of the associations will change to meet the needs and demands of its membership. The question is, do we conduct business as adversaries or can we do it in a cooperative effort toward the mutual good?

Stakeholders and Their Assumptions on the Issue

The considerations of the issue were shared with the persons interviewed as well as with members of the NGT. This was done in an effort to identify the stakeholders to

the policy considerations. A list was generated (see appendix G). For this analysis, the stakeholders were grouped into specific categories.

For purposes of definition, a stakeholder is any person or group of people who might be affected by or might try to influence the issue or our approach to the issue. Snail darter is a non-obvious stakeholder who might cause serious problems on the implementation of any phase of a program impacting the issue.

The term snail darter comes from an experience in which the construction of huge Tennessee Valley Authority dam was flawless on paper but never-the-less got delayed and stopped in order to save the habitat of tiny perch fish that feeds on snails discovered in the Tennessee River and unknown elsewhere. The example of the the snail darter is provided as a note of caution not to overlook the small things that can delay or even stop an otherwise sound and thorough plan.

To anticipate the possible action or position that a stakeholder MAY take on a given alternative, certain assumptions had to be made about the stakeholder.

LIST OF STAKEHOLDERS AND THEIR ASSUMPTIONS

1. Police Officer Associations (Including Local Associations, PORAC, CPOA, FOP, COPS, and others):
 - Support members and their families
 - Organize and negotiate
 - Seek an increase in equal and fair opportunities
 - Seek an increase in wage & benefit packages
 - Promote job enhancement and security
 - Promote secure retirement
 - Concern for officer safety
 - Be selective on furthering legal causes

Avoid lawsuits
 Engage in political efforts on behalf of membership
 File grievances on behalf of membership
 Support department mission

2. Chiefs and Sheriffs:

Accomplish department mission
 Support negotiations
 Create equal and fair career opportunities
 Promote job security
 Some Chiefs & Sheriffs oppose "union" efforts
 Some Chiefs & Sheriffs fear change in power shifts
 Support officers and their families
 Avoid lawsuits
 Budget concerns
 Provide open communications

3. POST:

Support career development
 Support communication channels
 Promote information exchange
 Identify guidelines on future issues
 Identify strategies to managing future issues
 Provide economic incentives for information exchange

4. Other Department Management Staff:

Support officers and their families
 Some will organize themselves
 Seek an increase in equal and fair opportunities
 Promote job enhancement and security
 Accomplish department mission
 Create equal and fair career opportunities
 Provide and support communications
 Promote information exchange

5. Local, State, and Federal Legislators:

Budget concerns
 Concerns on balance of power
 Concerns about voter reprisals
 Concerns about revenue sources
 Avoid lawsuits
 Management by committee
 Usually political decisions

6. Public:

Concerned about taxes
 Concerned about service when it affects oneself
 Usually uninformed
 Wants police service as a priority
 Not overly supportive of social service programs
 Some very apathetic
 Some supportive
 Desires cuts in the "fat" management areas

7. Police Officers:

- Organize and some negotiate
- Seek equal and fair opportunities from departments
- Seek better wage & benefits through associations
- Seek job enhancement and security from department
- Some seek secure retirement
- Concern for officer safety
- Avoid lawsuits
- Conflict between personal and department goals
- Some engage in political efforts
- File grievances
- Some apathetic
- Some support department mission

8. Private Industry (Snaildarter):

- New business opportunities
- Opposed to new tax increases
- Seen as revenue sources
- Some strong lobbying groups
- Questionable continuity of service
- Profit vs service motivated
- Competition
- Some receptive
- Some apprehensive
- Some uninformed

Strategic Considerations

Based on the information derived from this section, the following policy considerations are offered:

1. POST to develop a joint Strategic Planning Group to do on going review of present and future program development and program funding related to present and future personnel and labor issues.
 - a. The Strategic Planning Group would have the responsibility for analyzing the needs of the profession and also be able to make program and policy recommendations to POST and the associations so that programs, strategies, and actions plans can be prioritized, formulated, and implemented.

- b. The Strategic Planning Group should include POST staff and key leaders in management and rank and file associations having responsibility for programs and access to resources that lend themselves to be used for strategic planning and decision making.
 - c. Progress should be reported at POST Commission meetings through a program manager appointed from POST Executive Development program staff.
 - d. The Strategic Planning Group should cohost, with representative constituencies, educational and working conferences on issues impacting the purposes and practices of associations. The conferences should be held twice a year.
2. Develop a Technology Review Group to do on going review of new technological developments affecting the issue and make recommendations to the Strategic Planning Group.
- a. The Technology Review Group should have access to information on new technological developments and on police tasks, including those that may be generated by new programs.
 - b. The Technology Review Group should be made up of individuals knowledgeable in new technology as well as individuals familiar with operational and support functions, including POST staff that would have access to current Command College research.

Summary of Stakeholder Assumptions

It is assumed that the law enforcement agency staff (at all levels), local association members and their leaders, state and federal elected officials, the public as well as the rest of the stakeholders, except the criminals, want law enforcement to operate as effectively and efficiently as possible. The political climate of the various jurisdictions, the leaders of the associations, and POST's investment toward improving the profession's ability toward managing the future, lend themselves to the implementation of the alternatives addressed. However, to insure that the stakeholders can manage the change, action plans must be developed in such a manner that stakeholders will not feel a loss as a result of the implementation of the plan. The stakeholder's resistance to change may not necessarily be to the change but to those things which they may feel comfortable with under the old system of operating and the feeling that they may lose that comfort.

Course of Action

The course of action that is recommended is to implement Strategic Considerations 1 and 2 within the year. The groups should receive training on team building, strategic planning and strategic decision making within the first six months. Within the first year, a process needs

to be established to insure that the group receives the necessary information on programs that are currently in the pipeline for review.

By the end of the first year, the two groups should have formulated an action plan for programs that have been in the pipeline and any new ones that are being considered by the various management and rank and file associations, as well as POST, for the following fiscal year. This will allow the two groups to be involved in the budget development process for this year to provide insights on prioritizing of programs and budget decision making by POST as well as by the associations themselves.

These two groups will make major policy and program review in the state and provide direct recommendations to the POST Commission and the associations themselves. To address the different types of programs and strategies that may be the focus of both of the groups, it may necessitate that the groups formulate subgroups to address these various issues. As an example, one subgroup may address emerging issues that are or have been researched by Command College participants. Another may deal with programs or practices that are in place now, as an example, the impact of having an association board member assigned as an internal affairs investigator.

Administration and Logistics

To implement the recommended strategies, a commitment from POST and the various association leadership is necessary. POST can identify those individuals in key positions that may be willing to assume the program responsibility and that can be counted on to take the profession into the future.

The association leadership will have to assist in critical review of issues and programs that can lend themselves to structural as well as operational adaptation. The POST Commission, elected officials, agency leaders and managers, rank and file officers and other association leaders should not only be kept informed, but they should be made part of the plan so that when recommendations are made, final decisions to be implemented will be facilitated and problems with stakeholders eliminated, minimized or neutralized.

These policy considerations present a vehicle toward the desired future. The considerations are both desirable and attainable. A lot of work has already been accomplished by POST and various associations toward this goal.

CHAPTER IV

TRANSITION MANAGEMENT

CHAPTER IV

TRANSITION MANAGEMENT

Without transition management, to get us from the present to the desired future, the trip will be loaded with uncertainty, stress, frustration and conflict. What vehicle does California law enforcement need to provide a smooth transition in our trip toward effectively and efficiently managing the future purposes and practices of law enforcement officer associations? The purpose of this transition management plan is to provide, as much as possible, an orderly period between today and the desired future state.

The Critical Mass Analysis

The critical mass are those individual(s) that if they support the desired change(s), assist or ensure that the change(s) will take place because of the power that they have over the resources or the processes. The following identifies the critical mass to this project which focuses on the changes needed to implement the strategies at the state level. State level implementation is desired in an effort to maximize the impact on the profession as a whole.

POST Commission

In order to implement the recommended strategies, it is critical to have a commitment from the POST Commission. The Commission's commitment will have a major influence on

the commitment of its executive staff. The Commission's current level of commitment is lukewarm. The Commission's future commitment could be very strong if it can be shown that this change can facilitate organizational management and development which will make it easier for the profession to manage the present as well as its future.

Rank and File Association Leadership

The leadership of law enforcement officer associations represent labor groups for sworn rank and file personnel. Some association leadership is very visible and influential not only within their association, but also with local political forces who quite frequently seek endorsement and funding support from their PACs. Association leaders have the ability to significantly influence their executive boards, and with them, the majority of the rank and file. The leadership's present commitment is high. Their future commitment will continue to be high if they can be persuaded that labor's influence will hinge on the degree to which they participate in minimizing the negative impact the future change may have upon the membership.

Law Enforcement Agency Executives and Managers

It is critical to have the commitment from the law enforcement agencies and their management staffs. Their current level of commitment is nonexistent and to some

extent, resistant. Their future commitment could be strong if it can be shown that this change can facilitate organizational management and development which will make it easier for them to manage the present as the future of their agencies. Some agency executives and managers are very visible and influential, not only within their community, but also with other political forces at the state and national level.

City and County Managers

It is critical to have the commitment from the government entities and their chief administrative officers and staffs. Their current level of commitment is to some extent, resistant. Their future commitment could be strong if it can be shown that this change can facilitate organizational management and development which will make it easier for them to manage the present as the future fiscal and labor conditions of agencies. Some chief administrative officers are very visible and influential, not only within their community, but also with other political forces at the state and national level. The city and county managers have the ability to influence direct personnel and labor relations, public/private business relations and overall general development of local law enforcement mission and goal statement accountability.

Critical Mass Commitment Chart

Below is a graphic representation of the critical mass and their level of commitment to the strategic recommendations outlined in this proposal. Also presented, is the commitment that will be needed if the plan is to succeed.

Figure 11

| CRITICAL MASS COMMITMENT | | | | |
|--------------------------|-----------------|-------------------------|--------------------------|--------------------------|
| CRITICAL MASS | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
| POST COMMISSION | | | X-----> | X |
| ASSOCIATION LEADERSHIP | | | X-----> | X |
| AGENCY LEADERS/MANAGERS | X-----> | | | X |
| CITY & CO. CAO'S | X-----> | | | X |

CHAPTER V

IMPLEMENTATION PLAN

CHAPTER V

IMPLEMENTATION PLAN

It is essential for organizations to be able to determine their destiny and to influence those factors that can result in desired futures. Strategic management in law enforcement agencies must occur, and be on going, if we are to become effective and efficient in managing our most important resource and investment, our people. This implementation plan will provide the vehicle for insuring that the desired future becomes a reality.

Implementation Structures

To implement this change, there will need to be three management structures in place:

1. The Executive Director of POST appoints a member of the Director's staff with access to Command College work being researched to become the project manager. Progress on issues being managed, work being accomplished, emerging trends, etc., is to be reported at regular POST Commission meetings.
2. The Strategic Planning Group consisting of representative constituencies, administratively and economically supported by POST. The group would have the responsibility for analyzing the needs of the profession and also be able to make program and policy recommendations to POST and the associations. These recommendations would be made so that programs,

strategies, and action plans can be formulated, prioritized, and implemented.

3. The Technology Review Group also consists of representative constituencies, and also administratively and economically supported by POST. The group should have access to information on new technological developments and on police tasks, including those that may be generated by new programs. The group should also be familiar with operational and support functions and have access to all present and past Command College research.

It is the desire of POST and all of the stakeholders to create high performance agencies. The level of strategic management that occurs within agencies is the key to developing a high performance profession free from labor and personnel problems.

Technologies

Supporting technologies are those tools or processes that can be used to facilitate the transition.

Team Building

It is critical that the team have a clear understanding of the Department's mission and goals as presented by the Chief of Police. The purpose of this development is to begin the process of coordinating activities and events

that will hopefully develop the trust between the participants that will enable them to work effectively and efficiently as a team.

Education and Training

Management has continually been criticized by its lack of knowledge on personnel and labor issues. Contracts get negotiated by agencies and a large number of the agency's managers are not well versed on the contents. Legislative positions are being moved forward and agency leaders and managers are also not well versed on the various lobbying directions nor the legislative positions. This lack of knowledge sometimes causes external problems when these individuals are asked for the law enforcement position and they are unable to accurately present it.

Joint conferences between labor and management, co-sponsored by POST, would go a long way in breaking down the barriers masked in suspicion and probably in some cases by contempt. POST can mandate that the Supervisor, Middle Management, Executive Development and Command College programs contain a true representation of allotted time needed to educate present and future leaders on the issues.

CHAPTER VI

CONCLUSIONS

CHAPTER VI

CONCLUSIONS

The purposes and practices of associations are created by circumstances that can be influenced. They are often created by individuals who speak out and are listened to by a membership hungry for leadership in areas where they may perceive a wrong. The leadership of associations have expressed a desire to work hand in hand with management in forging new paths towards solutions to problems that impact management and the rank and file.

It appears that something happens to individuals when they get into management ranks. Other people, and quite often themselves, believe that they possess a lot of knowledge about a lot of things, including the issue at hand. I equate it to the way we promote our sergeants and lieutenants. One day we take them to the city or county clerk, ask them to raise their hand. When they say "I do," magically, they possess, through the power of the clerk, all of the knowledge of the new position. Or at least a lot of people think they do.

The fact of the matter is that managers can learn from each other. POST, as well as the agencies and individuals involved in the Command College, have made considerable investments to insure that the profession's future becomes a reality. Too often descriptors such as "Associations," "rank and file," "management," "unions," get thrown around and they quite frequently end up as barriers to solutions.

In speaking about his association and its relationship with the San Jose Police Department, President of the San Jose Police Officers Association and POST Commissioner, Carm Grande, said, "One of the association's goals, as I see it, is to develop future leaders for the agency".²⁰

Association purposes and practices need not come in conflict with the mission and goals of the agencies.

Communication that starts today can create the intellect necessary for our agencies and associations to prosper without losing the confidence of the communities we serve. As we make strides toward the goal of moving our profession into a desired future, let us not forget that some of today's agency leaders were some of yesterday's association organizers. Also, some of today's association representatives will receive the banner of our profession as the leaders of tomorrow. Our organization policies, like the association's purposes and practices, affect us all.

CHAPTER VII

APPENDICES

APPENDIX A

ASSOCIATION LEADER QUESTIONNAIRE

[illegible]

- | | | PUBLIC | | | POLITICIANS | | |
|----|---------------------|--------|-----|------|-------------|-----|------|
| | | NOW | 5YR | 10YR | NOW | 5YR | 10YR |
| A. | VERY FRIENDLY | [] | [] | [] | [] | [] | [] |
| B. | FRIENDLY | [] | [] | [] | [] | [] | [] |
| C. | WARM | [] | [] | [] | [] | [] | [] |
| D. | COOL | [] | [] | [] | [] | [] | [] |
| E. | COLD | [] | [] | [] | [] | [] | [] |
| F. | HATE US | [] | [] | [] | [] | [] | [] |

- | | LOCAL POLITICS | | | STATE POLITICS | | | FEDERAL POLITICS | | |
|----------------|----------------|-----|------|----------------|-----|------|------------------|-----|------|
| | NOW | 5YR | 10YR | NOW | 5YR | 10YR | NOW | 5YR | 10YR |
| A. NONEXISTENT | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| B. VERY WEAK | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| C. WEAK | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| D. OK | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| E. STRONG | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| F. VERY STRONG | ... | [] | [] | ... | [] | [] | ... | [] | [] |
| G. POWERFUL | ... | [] | [] | ... | [] | [] | ... | [] | [] |

- A. [] CITY B. [] COUNTY C. [] STATE D. [] FEDERAL E. [] SPECIAL DISTRICT

- A. DISPATCH?[YES] [NO] C. CARS?[YES] [NO]
B. RECORDS?[YES] [NO] D. OFFICES?[YES] [NO]

11. IN YOUR OPINION, WHAT IS YOUR ASSOCIATION DOING FOR YOU NOW AND WHAT SHOULD IT BE DOING FOR YOU IN THE FUTURE? (MARK AS MANY OR WRITE IN AS MANY CATEGORIES AS YOU WANT - PLEASE RANK THEM BY ORDER OF IMPORTANCE TO YOU)
 [1]=LEAST [2]=NOT SO [3]=IMPORTANT [4]=REAL [5]=MOST

| | IMPORTANT | IMPORTANT | IMPORTANT | IMPORTANT |
|--|-----------|-----------|-----------|-----------|
| | | | NOW | IN 5 YRS |
| | | | | IN 10 YRS |
| A. WAGE/BENEFIT NEGOTIATIONS | [] | [] | [] | [] |
| B. REPRESENTS ME ON DEPARTMENT DISCIPLINE | [] | [] | [] | [] |
| C. PROVIDES LEGAL REPRESENTATION | [] | [] | [] | [] |
| D. PROVIDES HEALTH INSURANCE BENEFITS | [] | [] | [] | [] |
| E. PROVIDES SOCIAL ACTIVITIES | [] | [] | [] | [] |
| F. TAKES POLITICAL POSITIONS ON MY BEHALF | [] | [] | [] | [] |
| G. SUPPORTS ATHLETIC ACTIVITIES OF MEMBERS | [] | [] | [] | [] |
| H. PROVIDES COMMUNITY EDUCATION PROGRAMS | [] | [] | [] | [] |
| I. PROVIDES HEALTH BENEFITS FOR MY FAMILY | [] | [] | [] | [] |
| J. _____ | [] | [] | [] | [] |
| K. _____ | [] | [] | [] | [] |
| L. _____ | [] | [] | [] | [] |
| M. _____ | [] | [] | [] | [] |
| N. _____ | [] | [] | [] | [] |
| O. _____ | [] | [] | [] | [] |
| P. _____ | [] | [] | [] | [] |
| Q. _____ | [] | [] | [] | [] |
| R. _____ | [] | [] | [] | [] |

12. IN YOUR OPINION, PLEASE LIST THE FIVE MOST IMPORTANT ISSUES YOUR ASSOCIATION FACES NOW, FIVE MOST IMPORTANT ISSUES IT WILL FACE IN FIVE YEARS AND THE FIVE MOST IMPORTANT ISSUES IT WILL FACE IN TEN YEARS.

| <u>NOW</u> | <u>IN FIVE YEARS</u> | <u>IN TEN YEARS</u> |
|------------|----------------------|---------------------|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

 IF YOU WANT TO RECEIVE A SUMMARY OF THE RESULTS OF THIS SURVEY, PLEASE PROVIDE THE FOLLOWING INFORMATION. THIS INFORMATION WILL BE KEPT CONFIDENTIAL AND WILL ONLY BE USED TO RETURN THE RESULTS BACK TO YOU.

NAME: _____ AGENCY: _____

ADDRESS: _____

CITY: _____ STATE: _____ ZIP CODE: _____

 THANK YOU FOR PARTICIPATING IN THIS VERY WORTHWHILE PROJECT.

Sincerely,

LIEUTENANT ART VENEGAS, JR., SOUTHWEST AREA COMMANDER, FRESNO POLICE
 DEPARTMENT, 2323 MARIPOSA HALL, FRESNO, CA 93721 (209) 488-1256 OR 488-1244

APPENDIX B

AGENCY EXECUTIVE QUESTIONNAIRE

AGENCY EXECUTIVE QUESTIONNAIRE

THE DATA FROM THIS QUESTIONNAIRE WILL BE USED AS A TOOL IN CREATING A WINDOW TO PEEK INTO A POSSIBLE FUTURE OF THE ISSUE IN QUESTION, "WHAT WILL BE THE MOST IMPORTANT PURPOSES AND PRACTICES OF LAW ENFORCEMENT OFFICER ASSOCIATIONS BY THE YEAR 1998?" YOUR CANDID CONFIDENTIAL RESPONSES WILL HELP PROVIDE A PEEK INTO A POSSIBLE FUTURE WHICH YOU AND YOUR COLLEAGUES MAY DESIRE OR MAY WANT TO AVOID. ASSOCIATION IS DEFINED AS THAT GROUP OF OFFICERS FORMED TO REPRESENT EMPLOYEES IN LABOR NEGOTIATIONS WITH YOUR AGENCY OR GOVERNMENT ENTITY.

1. DO YOU BELIEVE THE ASSOCIATION SHOULD GET INVOLVED IN:
 - A. LOCAL POLITICS? [YES] [NO] B. STATE POLITICS? [YES] [NO]
 - C. FEDERAL POLITICS? [YES] [NO]
2. DOES THE ASSOCIATION HAVE A POLITICAL ACTION COMMITTEE (PAC)? [YES] [NO]
3. DO YOU CONTRIBUTE FUNDS TO POLITICAL GROUPS OR CANDIDATES? [YES] [NO]
4. IF THE ASSOCIATION HAS A "PAC," DO YOU CONTRIBUTE FUNDS TO IT? [YES] [NO]
5. IF THE ASSOCIATION DOES NOT HAVE A "PAC," DO YOU BELIEVE THAT IT SHOULD FORM ONE? [YES] [NO]
6. IN YOUR OPINION, WHAT IS THE POLITICAL SUPPORT THAT THE ASSOCIATION HAS IN YOUR COMMUNITY NOW AND WHERE DO YOU BELIEVE IT SHOULD BE AS IT RELATES TO THE PUBLIC AND THE POLITICIANS? (SELECT ONE FOR EACH OF THE TIME COLUMNS)

| | PUBLIC | | | POLITICIANS | | |
|------------------------|--------|-----|------|-------------|-----|------|
| | NOW | 5YR | 10YR | NOW | 5YR | 10YR |
| A. VERY FRIENDLY | [] | [] | [] | [] | [] | [] |
| B. FRIENDLY | [] | [] | [] | [] | [] | [] |
| C. WARM | [] | [] | [] | [] | [] | [] |
| D. COOL | [] | [] | [] | [] | [] | [] |
| E. COLD | [] | [] | [] | [] | [] | [] |
| F. HATE US | [] | [] | [] | [] | [] | [] |

7. IN YOUR OPINION, WHAT IS THE LEVEL OF INFLUENCE THAT THE ASSOCIATION HAS IN LOCAL, STATE AND FEDERAL POLITICS NOW AND WHERE DO YOU BELIEVE IT SHOULD BE? (SELECT ONE FOR EACH OF THE TIME COLUMNS)

| | LOCAL POLITICS | | | STATE POLITICS | | | FEDERAL POLITICS | | |
|----------------------|----------------|-----|------|----------------|-----|------|------------------|-----|------|
| | NOW | 5YR | 10YR | NOW | 5YR | 10YR | NOW | 5YR | 10YR |
| A. NONEXISTENT | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| B. VERY WEAK | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| C. WEAK | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| D. OK | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| E. STRONG | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| F. VERY STRONG | [] | [] | [] | [] | [] | [] | [] | [] | [] |
| G. POWERFUL | [] | [] | [] | [] | [] | [] | [] | [] | [] |

3. WHAT IS YOUR AGENCY RANK (CHIEF, SHERIFF, ETC.)? _____
9. WHAT KIND OF AGENCY DO YOU WORK FOR?
 - A. [] CITY B. [] COUNTY C. [] STATE D. [] FEDERAL E. [] SPECIAL DISTRICT
10. DOES YOUR AGENCY USE COMPUTERS IN
 - A. DISPATCH? [YES] [NO] C. CARS? [YES] [NO]
 - B. RECORDS? [YES] [NO] D. OFFICES? [YES] [NO]

11. IN YOUR OPINION, WHAT IS THE ASSOCIATION DOING FOR YOUR PEOPLE NOW AND WHAT SHOULD IT BE DOING FOR THEM IN THE FUTURE? (MARK AS MANY OR WRITE IN AS MANY CATEGORIES AS YOU WANT - PLEASE RANK THEM BY ORDER OF IMPORTANCE YOU)

| | [1]=LEAST IMPORTANT | [2]=NOT SO IMPORTANT | [3]=IMPORTANT | [4]=REAL IMPORTANT | [5]=MOST IMPORTANT | |
|---|------------------------|-------------------------|---------------|-----------------------|-----------------------|-----------|
| | | | | NOW | IN 5 YRS | IN 10 YRS |
| A. WAGE/BENEFIT NEGOTIATIONS | [] | [] | [] | [] | [] | [] |
| B. REPRESENTS THEM ON DISCIPLINE ISSUES | [] | [] | [] | [] | [] | [] |
| C. PROVIDES LEGAL REPRESENTATION | [] | [] | [] | [] | [] | [] |
| D. PROVIDES HEALTH INSURANCE BENEFITS | [] | [] | [] | [] | [] | [] |
| E. PROVIDES SOCIAL ACTIVITIES | [] | [] | [] | [] | [] | [] |
| F. TAKES POLITICAL POSITIONS ON THEIR BEHALF .. | [] | [] | [] | [] | [] | [] |
| G. SUPPORTS ATHLETIC ACTIVITIES OF MEMBERS | [] | [] | [] | [] | [] | [] |
| H. PROVIDES COMMUNITY EDUCATION PROGRAMS | [] | [] | [] | [] | [] | [] |
| I. PROVIDES HEALTH BENEFITS FOR THEIR FAMILY .. | [] | [] | [] | [] | [] | [] |
| J. _____ | [] | [] | [] | [] | [] | [] |
| K. _____ | [] | [] | [] | [] | [] | [] |
| L. _____ | [] | [] | [] | [] | [] | [] |
| M. _____ | [] | [] | [] | [] | [] | [] |
| N. _____ | [] | [] | [] | [] | [] | [] |
| O. _____ | [] | [] | [] | [] | [] | [] |
| P. _____ | [] | [] | [] | [] | [] | [] |
| Q. _____ | [] | [] | [] | [] | [] | [] |
| R. _____ | [] | [] | [] | [] | [] | [] |

12. IN YOUR OPINION, PLEASE LIST THE FIVE MOST IMPORTANT ISSUES THE ASSOCIATION FACES NOW, FIVE MOST IMPORTANT ISSUES IT WILL FACE IN FIVE YEARS AND FIVE MOST IMPORTANT ISSUES IT WILL FACE IN TEN YEARS.

| <u>NOW</u> | <u>IN FIVE YEARS</u> | <u>IN TEN YEARS</u> |
|------------|----------------------|---------------------|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

 IF YOU WANT TO RECEIVE A SUMMARY OF THE RESULTS OF THIS SURVEY, PLEASE PROVIDE THE FOLLOWING INFORMATION. THIS INFORMATION, WILL BE KEPT CONFIDENTIAL AND WILL ONLY BE USED TO RETURN GET THE RESULTS BACK TO YOU.

NAME: _____ AGENCY: _____

ADDRESS: _____

CITY: _____ STATE: _____ ZIP CODE: _____

 THANK YOU FOR PARTICIPATING IN THIS VERY WORTHWHILE PROJECT.

Sincerely,

LIEUTENANT ART VENEGAS, JR., SOUTHWEST AREA COMMANDER, FRESNO POLICE
 DEPARTMENT, 2323 MARIPOSA MALL, FRESNO, CA 93721 (209) 488-1256 OR 488-1244

APPENDIX C

KNOWN AFFILIATIONS THAT RESPONDED
TO THE QUESTIONNAIRES

KNOWN AFFILIATIONS THAT RESPONDED TO QUESTIONNAIRE

CALIFORNIA JURISDICTIONS

| | |
|---------------------------|---------------------|
| Sunnyvale | Capitola |
| Kern County | City of Fresno |
| Fresno County | San Jose |
| City of Santa Barbara | Los Angeles County |
| Santa Barbara County | Fontana |
| So. Calif. Rapid Transit | City of Los Angeles |
| Ventura County | Riverside County |
| San Mateo County | San Luis Obispo |
| San Bernardino County | Tustin |
| State Dept. of Justice | San Francisco |
| California Highway Patrol | Huntington Beach |
| Berkley | Simi Valley |
| Fullerton | Monterrey Park |
| Mendocino County | San Diego County |
| Cypress | Pleasant Hill |
| City of San Diego | Visalia |
| City of San Bernardino | Walnut Creek |
| Napa | City of Ventura |
| Los Angeles D.A.'s Office | Contra Costa County |

CALIFORNIA STATE ASSOCIATIONS

Peace Officers Research Assn. of California (PORAC)
 California Peace Officers Association (CPOA)
 California Police Chiefs (CalChiefs)
 Latino Peace Officers Association (LPOA)
 Black Peace Officers association (BPOA)
 Women Peace Officers Association (WPOA)

JURISDICTIONS OF OTHER STATES

| | |
|--------------------------------|-------------------------|
| Washington D.C. Metro. PD | Metuchen, New Jersey |
| Alabama Dept. of Pub. Safety | Jefferson Co., Kentucky |
| Hallandale, Florida | Illinois State Police |
| Marion County Indiana | Indiana State Police |
| Madison, South Dakota | Cleveland, Ohio |
| Pennsylvania State Police | Opa-Locka, Florida |
| Yonkers, New York | Abilene, Texas |
| Bath, New York | Alcoa, Tennessee |
| Alabama Bureau of Inv. | Chemung Co., New York |
| Belmont, Massachusetts | Lincoln Co., Nevada |
| Gainesville, Georgia | Pima County, Arizona |
| Clackama County, Oregon | Chicago, Illinois |
| Arkansas State Police | Arvada, Colorado |
| Ohio State Highway Patrol | Suffolk, Virginia |
| Nassau County, New York | Springfield, Oregon |
| Suffolk Co., New York | Lewiston, Idaho |
| Huntsville, Massachusetts | Aurora, Colorado |
| Uwchlaw Township, Pennsylvania | Arlington, Texas |

KNOWN AFFILIATIONS THAT RESPONDED TO QUESTIONNAIRE
(CONTINUED)

STATE ASSOCIATIONS OF OTHER STATES

Combined Law Enforcement Assns. of Texas (CLEAT)

NATIONAL ASSOCIATIONS

Police Executive Research Forum (PERF)

National Org. of Black Law Enf. Executives (NOBLE)

Hispanic American Command Peace Officers Assn. (HACPOA)

JURISDICTIONS OUTSIDE THE UNITED STATES OF AMERICA

Victoria Police, Australia

Hotel de Police, La Rochelle, France

Ghent, Belgium

INTERNATIONAL ASSOCIATIONS

International Association of Chiefs of Police (IACP)

APPENDIX D

COMPLETE LIST OF IDENTIFIED TRENDS

TRENDS

1. The difference between the local cost of living vs wages and benefits.
2. The number of positions being civilianized.
3. The number of police brutality or personnel complaints being filed against police officers.
4. The number of local governments implementing program and service reductions.
5. The number of associations demanding participation in law enforcement policy decisions.
6. Changing demographics.
7. Aging population inside and outside the organization.
8. Decentralization of federal and state programs.
9. The number of grievances filed and legally or administratively supported by police officer associations.
10. The number of cities mandating or eliminating residency requirements.
11. The number of cities leaving or entering state retirement systems.
12. Increases in medical costs.
13. Costs of legal services.
14. The level of services turned over to private industry.
15. The level of staffing allocated to light duty assignments.
16. The number of retirees in the retirement system versus the number of active duty members paying into the retirement system.
17. The number of legislative initiatives (Gann-type) at the federal, state and local levels.

18. Technological trends.
19. The number of officers who are becoming single parents.
20. The number of civil liability lawsuits filed against cities and counties because of their law enforcement services.
21. The number of local governments implementing fee structured services.
22. The number of local governments implementing tax overrides for law enforcement services.
23. Crime rates.
24. The number of local governments implementing two-tier retirement systems.
25. Population shifts.
26. Shifts in federal and state revenue sharing.
27. Jail and prison population versus convictions versus arrest rates.
28. The number of hate violence incidents in a community.
29. The number of local government bargaining units demanding "give backs" from associations.

APPENDIX E

COMPLETE LIST OF IDENTIFIED PROBABLE EVENTS

PROBABLE EVENTS

1. A major racially motivated disturbance erupts in a medium to large city in California.
2. Binding arbitration legislation is passed by the California legislature.
3. The state loses a Supreme Court battle on mandating state programs without providing full program support costs.
4. The California Peace Officers Association forms a political action committee.
5. The state legislature passes major finance legislation in support of local government.
6. A major politically motivated disturbance erupts in a medium to large city in California.
7. Federal government passes major health insurance legislation.
8. A California county declares bankruptcy.
9. State legislation that provides guidelines, standards and qualifications for private security is passed.
10. The state legislature passes major gun control and permit legislation.
11. A law enforcement middle manager is elected as President of the California Peace Officers Association.
12. The California legislature passes legislation that mandates POST to develop and support only standardized training programs at strategically located facilities (regional) in California.
13. Voice recognition and data transmittal system is developed and perfected and made affordable to small and medium size agencies.
14. Liability exposure for police officers will be limited by law.
15. A police strike is conducted by a major association.

APPENDIX F

NOMINAL GROUP PARTICIPANTS

NOMINAL GROUP PARTICIPANTS

DEPUTY CHIEF EDWARD WINCHESTER
Agency Management Advisor, City Labor Negotiating Team
Member, Fresno Police Officer Association
Fresno Police Department

SPECIALIST JOSEPH CALLAHAN
President
Fresno Police Officers Association

MR. JAMES KATEN
Deputy City Manager
Management Services Division
Past Lead Negotiator, City Labor Negotiating Team
City of Fresno

OFFICER JEANINE R. WATTS
Member, Women's Police Officer Association
Member, Fresno Police Officer Association

MR. RICHARD BUDZ
Business Manager - Non Sworn
Fresno Police Department

MR. HENRY PEREA
Senior Personnel Analyst
Lead Negotiator, Labor Negotiating Team
County of Fresno

MS. MARGARET LAMBRIGHT
Research Assistant
Fresno County and City Chamber of Commerce

SERGEANT DON MITCHELL
Internal Affairs, Fresno Police Department
Board of Directors Member
Fresno Police Officers Association

SERGEANT PATRICK JACKSON
Internal Affairs, Fresno Police Department
Member, Fresno Police Officers Association

MR. RUBEN RODRIGUEZ
Senior Management Analyst
Planning and Research Section
Fresno Police Department

APPENDIX G

LIST OF IDENTIFIED STAKEHOLDERS

COMPLETE LIST OF IDENTIFIED STAKEHOLDERS

1. Local Officer/Deputy Associations
2. Law Enforcement Management Associations
3. Law Enforcement Rank and File
4. Law Enforcement Management
5. Law Enforcement Executive Officers
6. City Councils
7. Boards of Supervisors
8. General Public
9. State Legislators
10. Federal Legislators
11. Other Criminal Justice System Agencies
12. Business Community
13. Other Community Organizations
14. Taxpayer Associations
15. Families of Police Officers
16. Universities and Colleges
17. Tourist Industry
18. Chambers of Commerce
19. Criminals
20. Commission on Peace Officer Standards and Training
21. School Districts
22. Private Security Firms
23. Non-Sworn Staff
24. Non-Sworn Associations
25. Ethnic/Minority Officers Associations
26. California Peace Officers Association
27. Peace Officers Research Association of California
28. California Chiefs of Police Association
29. California Sheriffs Association
30. Personnel Managers
31. City Attorneys
32. County Counsels
33. City and County Labor Negotiators
34. Other City & County Department Heads
35. International Association of Chiefs of Police
36. Police Executive Research Forum
37. California League of Cities
38. California Board of Supervisors Association

APPENDIX H

LIST OF PERSONS INTERVIEWED

LIST OF PERSONS INTERVIEWED

RICHARD ABNEY, President, Santa Barbara POA, California

PATRICK C. AHLSTROM, Chief of Police, Arvada PD, Colorado

GEORGE V. ALIANO, President, Los Angeles PPL, California

BILL BRIDENBURG, Past President, Arvada POA, Colorado

JOHN M. DINEEN, President, Chicago FOP Lodge #7, Illinois

CARM J. GRANDE, President, San Jose POA and Commissioner,
California Commission on Peace Officer Standards and
Training

GARY HANKINS, President, FOP Labor Committee, Washington,
D.C.

JIM HORTON, President, Arvada POA, Colorado

MICHAEL JOHNSTON, Deputy Chief, Arlington PD, Texas

M. L. KELLY, Board Member, Santa Barbara POA, California

ANNIE KING, Executive Director, Peace Officers' Research
Association of California

BILL KIRCHHOFF, City Manager, Arlington, Texas

DAVID M. KUNKLE, Chief of Police, Arlington PD, Texas

ART LIVERMORE, Board Member, Arlington POA and Regional
Rep., Combined Law Enforcement Associations of Texas

LARRY MALMBERG, President, Peace Officers Research
Association of California, Sacramento, California
and President, San Bernardino Sheriff's Employee
Association

LARRY MC CONNELL, Commander, Arvada PD, Colorado

CRAIG MEACHAM, Chief of Police, West Covina PD, and
President, California Police Chiefs Association

RODNEY K. PIERINI, Executive Director, California Peace
Officers Association and Executive Director, California
Police Chiefs Association, Sacramento, California

MAT RODRIGUEZ, Assistant Superintendent of Police, Chicago
PD, Illinois

ELSIE L. SCOTT, Executive Director, National Organization
of Black Law Enforcement Executives, Washington, D.C.

MICHAEL J. SHEEHAN, President, Arlington POA, Texas

DARRELL STEPHENS, Executive Director, Police Executive
Research Forum, Washington, D.C.

JERALD R. VAUGHN, Executive Director, International
Association of Chiefs of Police, Gaithersburg, Maryland

DANIEL R. WALDHEIR, Director (Commander), Management and
Labor Affairs, Chicago PD, Illinois

G. E. ZUNIGA, Past Board Member, Santa Barbara POA,
California

CHAPTER VIII

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CHAPTER IX

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