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HOW WILL THE NATIONAL GUARD INTERFACE
WITH A MEDIUM-SIZED LAW ENFORCEMENT AGENCY
BY THE YEAR 2000?

by

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PART ONE - A FUTURES STUDY

How will the National Guard interface with a medium-sized law enforcement agency by the year 2000?

PART TWO - STRATEGIC MANAGEMENT

A strategic plan is developed to implement the California National Guard's assistance plan.

PART THREE - TRANSITION MANAGEMENT

A description of the management structure for a planned transition to implementing the California National Guard's assistance to local law enforcement.

**HOW WILL THE CALIFORNIA NATIONAL GUARD INTERFACE
WITH LOCAL LAW ENFORCEMENT AGENCIES
BY THE YEAR 2000?**

**LT. MICHAEL A. MCCABE
PALM SPRINGS POLICE DEPARTMENT**

EXECUTIVE SUMMARY

Due to limited budgets, increased recruitment problems and political pressure, law enforcement leaders from throughout California are examining and seeking the assistance of non-traditional law enforcement agencies to provide them with manpower, equipment, and resources in providing services to their communities. One non-traditional agency that has provided assistance to law enforcement in the past, and whose future role is expanding dramatically, is the California National Guard.

Lt. McCabe's study will analyze the issue of what type of interfacing and assistance will be provided by the National Guard to local civilian law enforcement agencies by the year 2000.

Part one of this study defines past, present, and future issues related to the California National Guard's assistance to local law enforcement agencies. By utilizing the nominal group techniques, trends and events are forecasted and a cross-impact study is completed. Using these trends and events, a desirable and obtainable future scenario is conceived which the remainder of the study then examined.

The second part of the study develops a strategic plan to implement the California National Guard's assistance plan. The Palm Springs Police Department is used in the scenario as an example of a medium-sized civilian law enforcement agency. The department's strengths, weaknesses, and capacity to accept change are all analyzed. Stakeholders in the assistance plan are defined and analyzed. By utilizing a modified policy delphi technique, different policy alternatives and implementation strategies were identified and analyzed.

Part three of the study uses the transitional management process to develop a transitional management plan. Members of the critical-mass are identified and analyzed as to their terms of commitment, responsibility, and willingness for change. The transition plan also addresses the need for program objectives, mission statements, creation of task forces, and programs to evaluate the effectiveness of the assistance.

The study concludes that the California National Guard's assistance to civilian law enforcement agencies will become a viable program by the year 2000. Several of the program's benefits will be providing equipment, resources, and manpower to civilian law enforcement agencies, thereby increasing their effectiveness in dealing with crime, problems, and service to the public.

TABLE OF CONTENTS

I. PROJECT BACKGROUND

Purpose of the Study.....1
Scope of the Study.....4
Case study.....9

II. OBJECTIVE I: DEFINING THE FUTURE

Methods: Identification.....12
Methods: Implementation.....13
 Trend Selection.....14
 Trend Forecasting.....14
 Event Selection.....22
 Event Evaluation.....26
 Cross-Impact Analysis.....27
 Scenarios.....34

III. OBJECTIVE II: STRATEGIC PLAN

Methods: Identification.....46
Methods: Implementation.....47
 Environmental Analysis.....47
 Wots/Up Analysis.....48
 Capacity Analysis.....50
 Capability Analysis.....51a
 Stakeholder Analysis.....51c
 Mission Statements.....59
 Modified Policy Delphi.....61
 Policy Alternatives.....61
 Implementation Strategies.....66
 Planning Systems.....69

IV. OBJECTIVE III: TRANSITION PLAN

Methods: Identification.....71
Methods: Implementation.....71
 Critical-Mass.....72
 Commitment Planning.....76
 Strategic Analysis.....78
 Responsibility Charting.....84
 Readiness Assessment.....88
 Program Objectives.....90
 Task Force.....90
 Communication.....91
 Program Evaluation.....92

V. CONCLUSION

Conclusion.....93
Sub-Issues.....93
Recommendations.....97

VI. ENDNOTES98

VII. BIBLIOGRAPHY.....99

VIII. APPENDIX

Appendix I - Examples of Events for the
Nominal Group Technique Exercise.....100
Appendix II - Examples of Trends for the
Nominal Group Technique Exercise.....102
Appendix III - Nominal Group Members.....104
Appendix IV - Modified Policy Delphi Group....104
Appendix V - Questions Asked During
Interviews.....105

ILLUSTRATIONS

<u>LIST OF CHARTS</u>	<u>Page</u>
I. Trend Evaluation.....	15
II. Event Evaluation.....	26
III. Cross-Impact Evaluation.....	33
IV. Capability Analysis.....	51a
V. Capability Analysis (Rating II).....	51b
VI. Stakeholders Strategic Assumption Surfacing....	58
VII. Commitment Planning.....	77
VIII. Responsibility	85
IX. Assessing Your Organization's Readiness for Major Change.....	89a
X. Readiness/Capability.....	89b

LIST OF FIGURES

Level of Gang and Illegal Drug Related Crime.....	16
Level of Public Acceptance of the National Guard Becoming More Involved in Day-to-Day Law Enforcement Activities	17
Level of Criminals Becoming More Mobile, Better Armed, and Possessing High-tech Equipment.....	18
Level of Political Pressure to Get a "Quick Fix" on Crime.....	20
Level of Demands for Law Enforcement Services.....	21

**HOW WILL THE NATIONAL GUARD INTERFACE
WITH A MEDIUM-SIZED LAW ENFORCEMENT AGENCY
BY THE YEAR 2000?**

The purpose of this study is to examine future issues that will affect the California National Guard's interaction with and assistance to civilian law enforcement agencies.

On any given Monday morning, pick up any California major metropolitan area newspaper and you will read front page stories regarding gang violence, drive-by shootings, drug seizures, and police scandals. Many law enforcement agencies have virtually lost control of neighborhoods which have become scenes of everyday violence. In those same newspapers, you will read stories regarding counties and cities experiencing budget deficits, law enforcement agencies having difficulty recruiting new officers, and law enforcement officials pleading for additional resources to attempt to curb the ever mounting crime problems that this state is experiencing. This is not a new phenomenon. It has been occurring in California for the last five years and, if unchecked, will continue to escalate. This is one of the reasons elected officials and law enforcement leaders are looking for additional resources which can assist them with these crime problems.

One of the agencies that has been identified as able to assist civilian law enforcement with manpower, equipment, and other resources is the California National Guard. The National Guard has a dual mission: first, a national priority to provide the regular armed forces with trained personnel and equipment to assist during any national emergency at home or abroad; and second, a state mission to assist in maintaining the peace and

safety of the citizens of that state. Until recently, National Guard units assisted local law enforcement under special situations.

Due to the pressure on elected officials at the national level (including former President Reagan and current President Bush), money has been provided in the Department of Defense budget to fund programs by National Guard units to provide direct assistance to civilian law enforcement agencies. This trend began two years ago and has doubled and tripled in the amount of money available to the National Guard for this purpose.

This year, the California National Guard is expecting approximately 10 million dollars in federal funds from the Department of Defense to embark on its most wide reaching effort to assist civilian law enforcement agencies with such efforts as drug interdiction, helicopter support, and other logistical assistance. A great deal of this assistance will be provided in the southern part of the state along the California/Mexico border. This is not a new geographic area for the California National Guard in assisting civilian law enforcement. During the last two years, Operation Border Ranger One and Operation Border Ranger Two involved the California National Guard in assistance with six southern counties in interdicting drugs as they passed from Mexico into California. In the past these efforts have involved the posting of unarmed Guard personnel to assist in inspections at commercial ports of entry and the deployment of armed National Guard personnel at observation posts set up along the border.

California National Guard personnel do not make arrests. They report the presence of suspected narcotic traffickers and

countraband to accompanying federal and local law enforcement officers. Leadership of California National Guard stresses this assistance role, but they privately concede that as increased pressure comes from the federal government to help solve drug and other crime problems, the role of the National Guard may evolve into a more direct role regarding on-the-street, day-to-day law enforcement.

The increased California National Guard presence in assisting civilian law enforcement is one manifestation of the growing pressure on the Pentagon to increase its involvement in the nation's crime problems. For the current fiscal year, the Department of Defense received about 450 million dollars for assistance in drug interdiction problems and supporting civilian law enforcement. This includes the aforementioned 10 million dollars that will go to the California National Guard. This is an overall one-third increase above the previous year's allotment.

The 10 million dollars anticipated by the California National Guard is part of almost 70 million dollars in the U.S. Department of Defense drug fighting money being spread among Guard units nationwide during the current fiscal year.

What is the future of this trend, of the military assisting civilian law enforcement? What will happen to California in the next five to ten years regarding National Guard's assistance to civilian law enforcement? This project will look at those issues as well as other issues concerning the future of this controversial assistance.

SCOPE OF THE STUDY

Chapter One of this futures study will identify trends and events affecting the National Guard and its assistance to civilian law enforcement in California. The future scenarios will be developed in this chapter as possible events that may occur depending on the policy actions that are taken today.

Chapter Two presents specific data on the City of Palm Springs in the form of the potential assistance of the California National Guard to a medium-sized law enforcement agency. Mission statements will be developed in order that an understanding can be established of the direction of the policies in the form of action statements. Execution, administration, and logistics of a strategic plan are presented as examples for this community only, and may apply when comparisons exist.

Chapter Three brings together the various negotiating points, strategies, and tactics of the various takeovers affected by the strategic plan and identifies the critical-mass ultimately responsible for its outcome.

The reason for this study is that as possible hostilities decrease overseas, the federal government and in particular the military will be refocusing their efforts on domestic problems such as crime and illegal drug interdiction. The leadership of California law enforcement must be aware of the potential assistance that an agency such as the California National Guard can provide to civilian law enforcement agencies throughout the state. The interaction between civilian law enforcement and the California National Guard is an area where very little strategic planning has been done in the past. It is an area where this type of planning must be accomplished and the careful policy

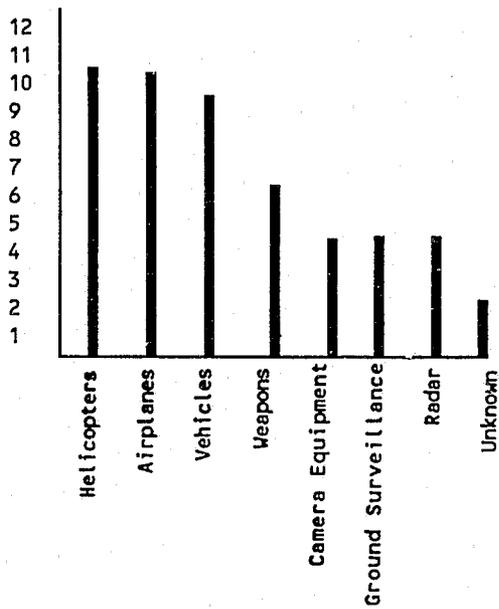
development regarding the interaction of civilian law enforcement and the National Guard concerning policy development is critical.

This project should be useful to any law enforcement administrator or to the leadership of the California National Guard. It should become clear that law enforcement leaders must look at every possible resource available to them to assist in dealing with the crime problems.

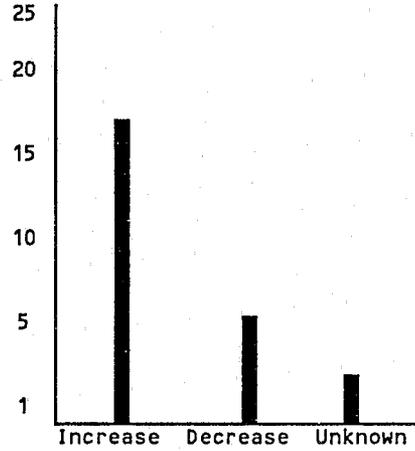
During the research for this project, approximately 25 interviews were conducted. These were one-on-one interviews of the top leadership of the California National Guard, law enforcement leaders on the county and local level, city managers, the councilman, a state assemblyman, and a state senator.

Each of the interviews consisted of 12 questions. The following chart shows the response to the questions asked:

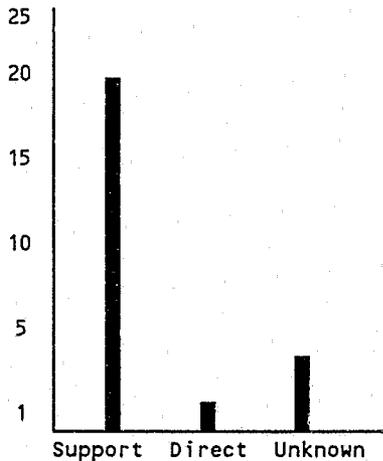
1. What type of resources does the California National Guard have that can be used by civilian law enforcement agencies?



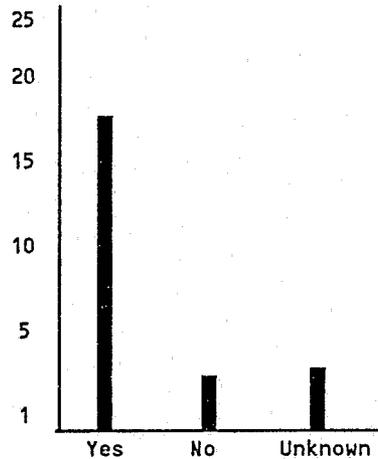
2. What do you think will happen to the funding level for the CNG's assistance to law enforcement in the next five to ten years?



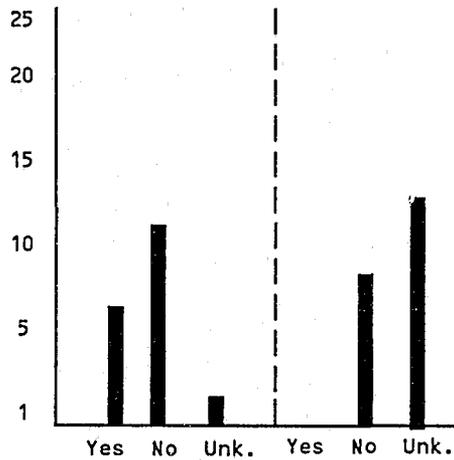
3. How will the CNG become involved in assisting law enforcement agencies in the next five to ten years?



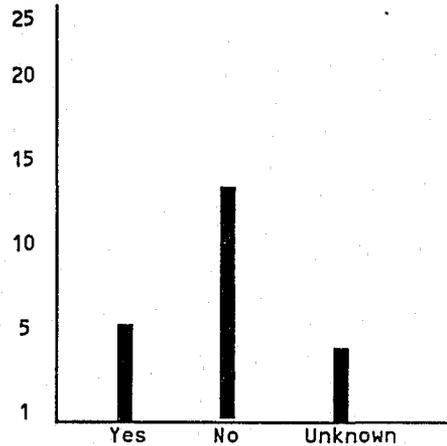
4. Will CNG personnel be given peace officer power in the next 10 years?



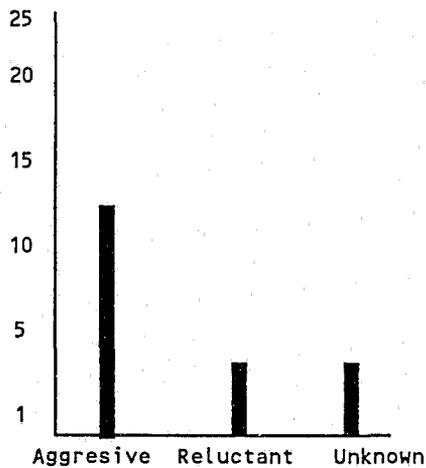
5. Does the CNG have the manpower, equipment & resources to close the Mexican border to the smuggling of illegal drugs?
 Ground? Air?



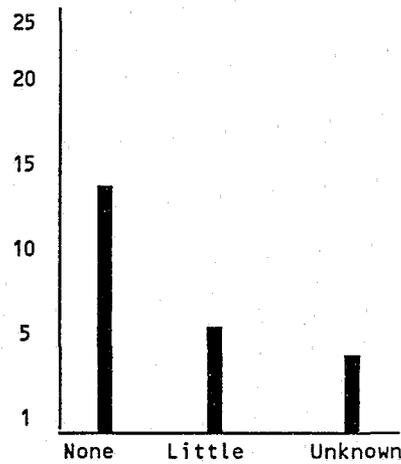
6. Do you envision the CNG personnel becoming more involved in assisting civilian law enforcement in the day-to-day enforcement activities?



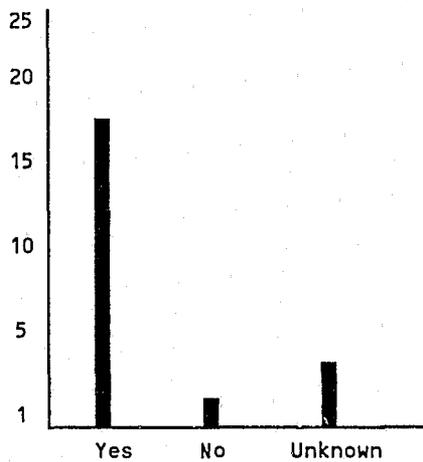
7. How will the CNG respond to its new mission of assisting civilian law enforcement agencies?



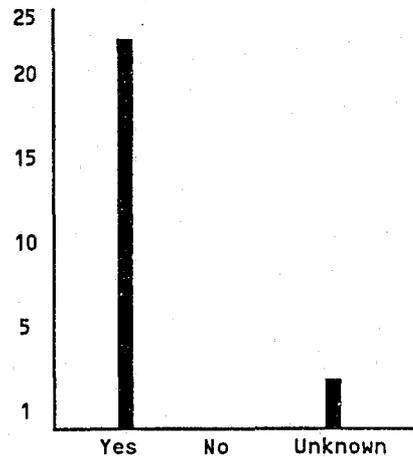
8. Has there been any long range planning by the National Guard staff on its expanded mission to assist civilian law enforcement agencies?



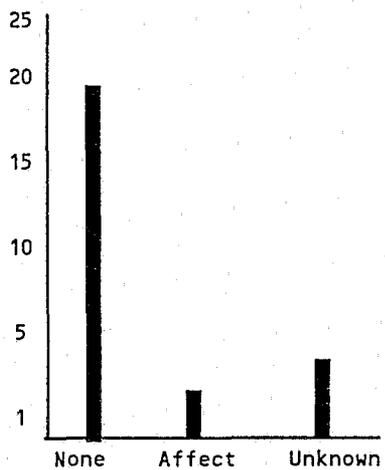
9. Does the Governor support the mission of the CNG?



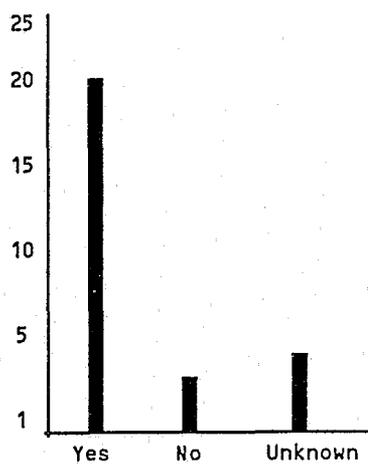
10. Do the majority of members of state legislature support the expanded mission of the CNG?



11. How will the expanded missions of the CNG affect its military command?



12. Will the personnel of the CNG need additional training for its expanded role?



CASE STUDY

The main issue in this futures study will be what type of support and assistance will the California National Guard provide to medium-sized local law enforcement agencies in the next ten years.

The sub-issues with regard to the main issue will be:

1. Control Issue When National Guard personnel are deployed with civilian law enforcement personnel, who will have ultimate responsibility and control of the military personnel?
2. Interaction and Cooperation There are currently no official agreements or contracts between civilian law enforcement agencies and the California National Guard. Many issues need to be agreed upon between agencies prior to joint undertaking of missions.
3. Request for Services Currently there is a very loose procedure whereby a sheriff or chief of police can request National Guard assistance. It is usually made through the governor's office and relayed to the California National Guard headquarters where an evaluation of the request is made. If appropriate, approval is granted. This is a very slow and cumbersome procedure, which eliminates requests that are spontaneous in nature and that typify the type of request civilian law enforcement agencies would be making due to the type of work.
4. Threat to Local Control Many sheriffs and chiefs of police will view any assistance from the California National Guard as a threat to their local control. Many times when sheriffs and chiefs of police lack the resources to handle some of their community problems, they are reluctant to request the assistance of outsiders. Having to rely on outside resources or agencies

for assistance with what they view as local problems is perceived as a weakness.

5. Civil Liabilities In the current legal environment in California, it is not unusual for police officers and other law enforcement officials to be civilly sued during their careers. Most civilian law enforcement agencies retain lawyers to defend their personnel from these civil actions. With the increasing role of the California National Guard in assisting civilian law enforcement agencies in this state, how will their civil liability be affected?

OBJECTIVE I

What Type of Support and Assistance
Will the California National Guard Provide
Medium-Sized Local Law Enforcement Agencies
in the Next Ten Years?

The first object of this study is to explore the general nature of the primary issue utilizing future research methodologies. Once this objective has been completed, three futuristic, distinctly different scenarios will be developed concerning the project's topic. The general issue under study will be, "How will the California National Guard interact with civilian law enforcement agencies by the year 2000?"

Consideration has been given to those issues that might emerge during the next decade and thus have an impact on the development of future scenarios. These future issues have been identified and are listed below:

1. Will the new governor of the State of California continue or expand the role of the California National Guard's assistance to civilian law enforcement?
2. Will the Department of Defense budget continue or increase the amount of money available to the California National Guard for assistance to civilian law enforcement?
3. Will the California National Guard do a strategic planning program in regards to its assistance to civilian law enforcement?
4. Will the California National Guard set up memorandums of understanding with civilian law enforcement agencies regarding their assistance and interaction?
5. Will the California National Guard allow its personnel to receive orders from civilian law enforcement officers?

6. Will the California National Guard assume liability for the injuries and actions of its members while assisting civilian law enforcement?
7. Will sheriffs and chiefs of police in California see the California National Guard's assistance as a threat to their local jurisdiction?
8. Will the law enforcement commitment of the California National Guard affect its national mission of readiness to assist full time military units in a national crisis situation?
9. Will the California National Guard personnel need additional training to complete their law enforcement mission?
10. What will the public reaction be to the California National Guard's assistance to civilian law enforcement agencies throughout the state?

Obviously, not every one of these future issues can be explored in this report. But the main issues will be brought into clearer focus and examined.

Methods: Identification

The following methods and techniques have been used to obtain the stated objectives of this section.

1. A futures file was established that consisted of newspaper, magazine, and other written material in each of the social, technological, environmental, economic and political (STEPP) typologies.
2. Structured interviews have been conducted with persons having expertise in both the California National Guard and California civilian law enforcement.

3. A nominal group (NGT) was formed with membership consisting of persons having knowledge of both the California National Guard and law enforcement. Other participants in this NGT group were members of the legal field and city administration. Ten members of the group were males; one member of the group was female.
4. The nominal group members have identified, from a list of candidate trends and events, those trends and events that are relevant to the study. The group then selected five trends and five events for future forecasting purposes.
5. The NGT group then conducted a cross-impact analysis for selected trends and events.
6. Three future scenarios were written based on the information developed during the nominal group technique process.

Methods: Implementation

The first step of this objective is a standing review of literature providing background analysis of the past, present, and future concerning the California National Guard's assistance to civilian law enforcement.

The second method used to gather information was the structured interview process.

The scanning review and interview techniques have generated an initial list of candidate trends and events. This list was shared during the NGT process with the members of that panel. The NGT group had evaluated and identified the trends and events

and the ultimate list of five trends and five events that they believed had relevance to the project topic.

Trend Selection

The Nominal Trend Group used a screening process to select five of the most important trends relative to this study from a list of 23 candidate trends (Appendix II). The NTG voted on those trends which they thought were most relevant to this issue. The trends were reduced to the final list of five for the group to use for further study and discussion during the remainder of the NTG meeting.

The selection trends are listed as follows:

1. An increase in gang and illegal drug-related crime.
2. A public acceptance of the National Guard becoming more involved in day-to-day law enforcement activities.
3. Criminals becoming more mobile, armed, and possessing high-tech equipment.
4. Political pressure to get a quick fix on crime.
5. Increase demands for law enforcement services.

Trend Forecasting

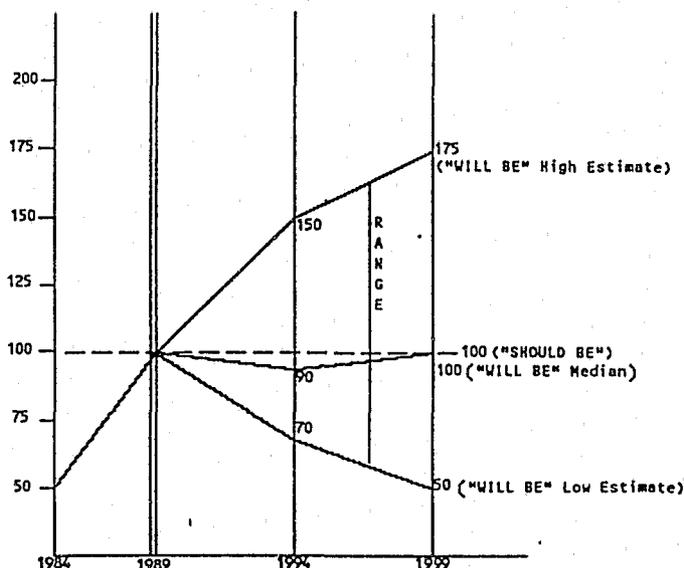
The five trends were evaluated by the NTG group (Chart I). Given the present rating as 100, they established what the trend level would have been five years ago. The group was then given instructions, "using the premise that a trend keeps going and there are no intervening events which level the trend will be in in 10 years." Further, the members were asked, "using the premise that there are desirable, intervening events and policies, which level of the trends should there be or would you like there to be in 10 years?" The median of the group's responses were used to chart the final level of each trend.

CHART I
TREND EVALUATION

TREND STATEMENT	Level of Trend (ratio: today = 100)															
	5 yrs ago			T O D A Y	"Will be" 5 years			"Should be" 5 years			"Will be" 10 years			"Should be" 10 years		
	Low	Med	High		Low	Med	High	Low	Med	High	Low	Med	High	Low	Med	High
1. An increase in gang and illegal drug related crime.	40%	70%	70%	100%	70%	125%	150%	0%	90%	150%	70%	100%	175%	0%	90%	175%
2. A public acceptance of the National Guard becoming more involved in day-to-day law enforcement activities.	10%	50%	75%	100%	70%	90%	150%	70%	100%	150%	50%	100%	175%	50%	100%	200%
3. Criminals becoming more mobile, better armed, and possessing high tech equipment.	50%	75%	95%	100%	50%	110%	200%	0%	50%	150%	85%	100%	200%	0%	70%	175%
4. Political pressure to get a "quick fix" on crime.	25%	85%	100%	100%	70%	105%	150%	0%	80%	150%	50%	85%	175%	0%	50%	175%
4. Increased demands for law enforcement services.	30%	90%	150%	100%	30%	75%	150%	10%	50%	150%	20%	85%	200%	30%	75%	200%

FIGURE 2

A Public Acceptance of the National Guard Becoming More Involved in Day to Day Law Enforcement Activities



Trend Statement

From 1984 through 1989, the California National Guard has become more involved in assisting civilian law enforcement. There has been no apparent public concern or outcry to the National Guard's increased assistance to civilian law enforcement. There has been very positive media attention including newspaper editorials praising the National Guard in their fight against crime in our state.

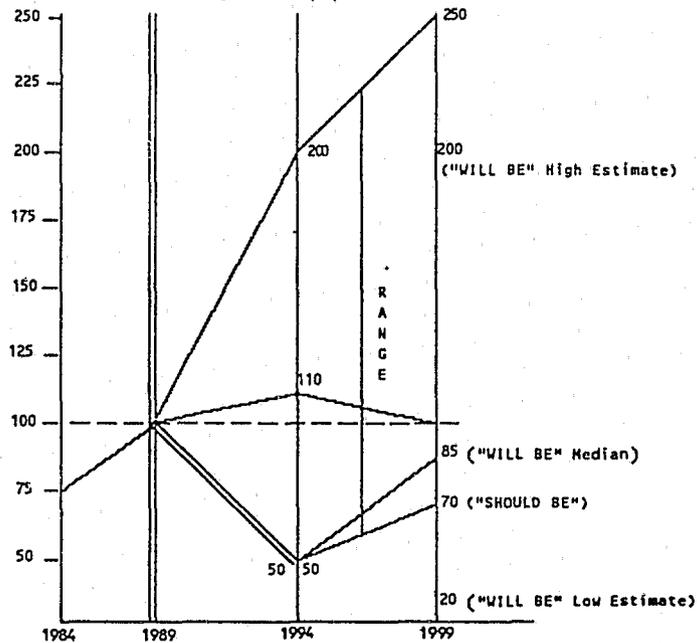
Trend Analysis

The group felt that there has been a 50% increase in the public's acceptance of the California National Guard's becoming more involved in assisting civilian law enforcement activities.

The group also felt that there will be a slight dip in this acceptance over the next five years, but this dip will increase to its 1989 level by 1999 when the public will become more conditioned to seeing uniformed National Guard personnel being more actively involved in the day-to-day activities assisting civilian law enforcement .

The group felt that the dip might occur because the public is not used to seeing uniformed military personnel in the day-to-day operations of law enforcement. But they also felt that, once they see the type of assistance that the California National Guard personnel provides to civilian law enforcement, this acceptance will increase to the level of 1989.

FIGURE 3
Criminals Become More Mobile, Better Armed and Possessing High Tech Equipment



Trend Statement

It is apparent that today's criminals, whether they be dealers, gang members, or computer hackers, are more mobile, better armed, and possess higher-tech equipment. For years, criminals ignored city and county boundaries to commit their crimes, but today state and national boundaries are completely ignored by the criminal element.

Trend Analysis

The group felt that by looking at what is occurring in the state of California in such areas as computer crime, illegal drug sales, gang activity, and other types of crimes, today's criminals have increased their mobility tremendously. Criminals are arming themselves better. This is evidenced by the number of homicides, which are usually gang or drug related, that have increased in the urban areas throughout the state. Criminals are also obtaining high-tech equipment.

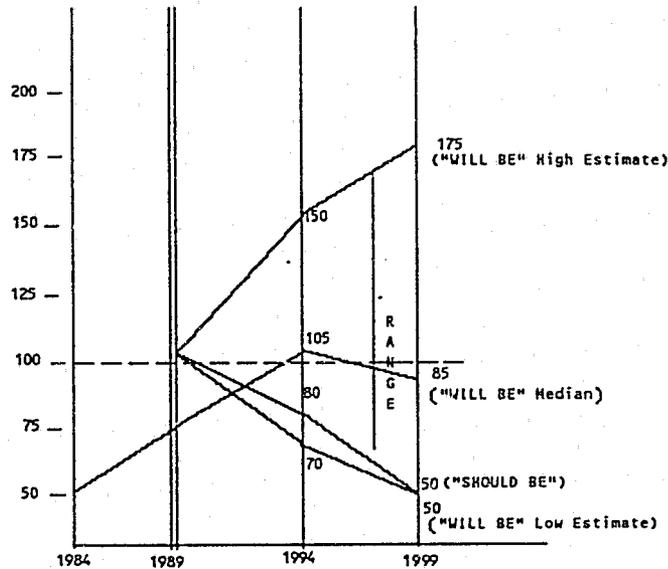
The group felt that law enforcement agencies, including the California National Guard and regular military, will pool their intelligence resources so these criminals can be tracked throughout the world and be dealt with on a more global basis.

The group felt that it is evident from the number of sophisticated armament being confiscated from criminals that criminals are better armed today than they were 5 to 10 years ago. An affect of this trend is indicated by the number of law enforcement officers now carrying semi-automatic handguns instead of the traditional police revolver. These officers want more fire power in response to the criminals being better armed.

Due to the large amounts of money that are available to the criminal element today, criminals are able to purchase all different types of high-tech equipment which can include something as simple as a basic police scanner or as sophisticated as observation and listening devices.

The group felt that there has been a 25% increase from 1984 through 1989 of this particular trend. They went on to express that there would be a 10% increase between 1989 and 1994 and then a decrease from 1994 through 1999. They felt this decrease will be due to increased cooperation among various law enforcement agencies, increased funding on the state and national level, and passage of laws that will restrict this type of equipment coming into the possession of criminals.

FIGURE 4
Political Pressure to Get a Quick Fix On Crime



Trend Statement

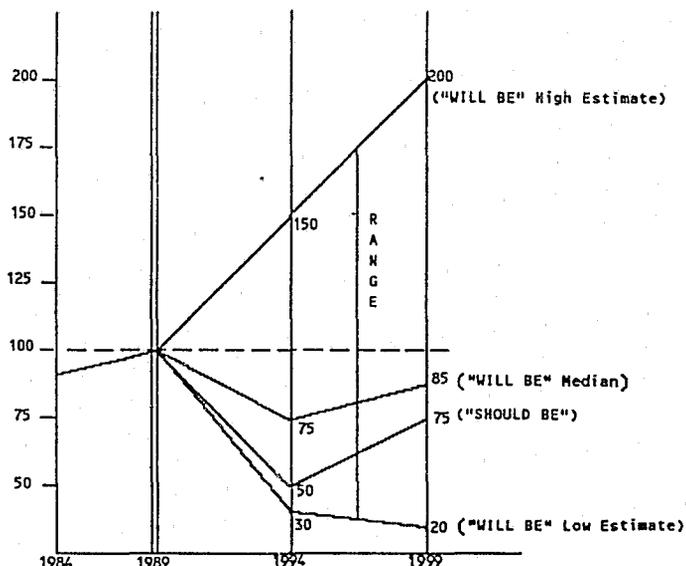
Due to increased media attention and pressure from their constituents in high crime areas, elected officials are feeling political pressure to do something quickly about crime in California. Since our society is an "instant society," the elected officials are trying to conceive a "quick fix" for the crime problem. One of the "quick fix" solutions is the utilization of the California National Guard to assist civilian law enforcement agencies.

Trend Analysis

The group felt that over the last five years there has been a 15% increase in political pressure to get a quick fix on crime. The group also felt that there would be a slight increase of 5% in the next five years of political pressure to deal with this problem. They felt there would be a 20% decrease from 1994 through 1999 regarding this problem due to the public and elected officials not focusing for long periods of time on one particular issue. They also felt that the media attention might shift to other areas such as environmental problems and health problems that would push the crime problems out of the limelight.

FIGURE 5

Increase Demands for Law Enforcement Services



Trend Statement

Over the last five years most law enforcement agencies have seen an increase in demands for law enforcement services. These increases in demands have been accompanied by decreases in budgetary resources. Many programs such as the civilianization of many tasks once done by sworn officers have allowed this trend to continue even with the decreasing funds available.

Trend Analysis

The group saw a decrease over the next five years in demands for traditional police services. They felt, due to an increased lack of funding for law enforcement agencies, that these agencies would be decreasing the types of services that were once available to the public. They also felt that with the advent of high tech, citizens would be able to report crimes via telecommunications lines from their homes which would decrease the demands for law enforcement officers to respond to many of these problems.

They also felt, as the economy turns around and the legislature identifies the need for a cost and funding source for municipal and county governments, that those local agencies' abilities to respond to the demands for law enforcement services would slightly increase between 1994 and 1999.

The group also felt that with the shrinking labor pool that will occur for new police officers in the next 10 years, services that were once provided by law enforcement agencies will no longer be provided due to the sheer decrease in the number of people who will be available to hire as law enforcement officers.

EVENT SELECTION

The list of 20 candidate events were reviewed by each member of the NGT prior to the NGT process. During the process, these candidate events provided to the members of the group an opportunity for a brainstorming session. Some of the candidate events were eliminated and others were added by the group after the discussion. The final list consisted of 29 events (Appendix I). The NGT group discussed these and the top five were selected for continued evaluation based on their likelihood of occurrence and the impact on the California National Guard's ability to assist civilian law enforcement.

The events selected as the most critical are listed and discussed below.

Event #1 -- An 8.0 Earthquake hits the Entire Southern California Area

When a major earthquake hits the entire southern California area, it will cause extensive damage and result in thousands of deaths, millions of dollars of property damage, leave thousands of people homeless, and paralyze the economy of the entire state. Civilian law enforcement agencies will find themselves hard pressed to respond to the many needs that will be created by this catastrophic occurrence. It is anticipated that the governor will immediately mobilize the entire strength of the California National Guard and move it into the southern California area to assist civilian law enforcement agencies with traffic control, crowd control, and rescue efforts. Due to the extensive time that would be necessary for rescue efforts, damage clearing, and rebuilding, the National Guard personnel would be

on duty for a long period of time in assisting civilian law enforcement with their efforts.

Event #2 -- Gang Related Crime Rate Increases to a Point Where Civilian Law Enforcement Agencies Cannot Handle the Problem

Watch any news program on Sunday night in Los Angeles and you will see and hear reports of multiple deaths due to gang-related violence. These deaths will be accompanied by many injuries caused by gang activity. These injuries may be to other gang members, but many times they also happen to innocent victims who are not directly involved in these problems. Entire neighborhoods in the Los Angeles area are in fear of these gang problems. Most law enforcement agencies do not have the resources or the manpower necessary to continually patrol and deal with these types of problems. Gangs have always been a part of modern society in the urban settings of California. But at no time in our history have they been as active and violent as they are today. Their well-known involvement in illegal drugs is also providing them with large amounts of money which increases the problems.

Due to extensive decreases in funding for counties and municipalities, many cities and county governments find themselves strapped to provide the necessary law enforcement resources to deal with many of these problems. In fact, the entire criminal justice system is being overloaded with a number of drug-related cases being pushed through the system. Civilian law enforcement is looking for any type of assistance they can receive in dealing with these types of problems. The regular military and the California National Guard are seen as possible

resources to civilian law enforcement agencies in dealing with gang and drug-related crime.

Event #3 -- Public Activists Groups Start to Apply Pressure Through the Media on Law Enforcement to do "Something About Illegal Drug Crime"

Homeowner associations, parent-teacher groups, labor unions, and citizen groups are starting to apply pressure through the media on elected officials and law enforcement agencies to do something about illegal drug crimes. The public is getting tired of seeing people being killed on our streets, and a tremendous amount of money is being spent on this problem. Also there is public suffering that the electronic media has brought into our living rooms on a nightly basis due to the effects of illegal drugs.

Public activist groups want drug pushers arrested and removed from the neighborhoods. They want to feel safe walking in the areas in which they live, and they want to feel that their children are not exposed to this killer. This is not only going to take the efforts of law enforcement but also is going to take the efforts of many public agencies to bring about the solution. It will take more than cooperation among civilian law enforcement agencies and educating our young people to deal with the massive drug problem that invades our society today.

Event #4 -- A Limited or Large Scale Overseas War Occurs with the United States Involved

Even with the lessening of tensions with the Warsaw Pact governments and the blooming of democracy in eastern Europe and

the Soviet Union, the United States could easily become involved in an overseas war in other flash points of the world.

If the United States became involved in a limited or large scale overseas war, it would be necessary to call on the resources of the states' National Guards to supplement the regular military in these cases thereby reducing their availability to assist civilian law enforcement agencies in dealing with crime problems.

Event #5 -- Congress Decreases Funding for California National Guard to Assist Civilian Law Enforcement Agencies.

With the federal government continuing to face a tremendous budget deficit, the possibility does exist that Congress or even the President might decrease the amount of funds available to the California National Guard to assist civilian law enforcement agencies. Since there are no state funds available for these purposes and since the California National Guard relies on the Department of Defense budget to fund its efforts in assisting civilian law enforcement agencies, if there were a cutback in this area, there would have to be a commensurate decrease in the services provided by the California National Guard.

CHART II
EVENT EVALUATION CHART

EVENT STATEMENT	PROBABILITY									IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED					
	Year probabil. exceeds -0-			5yrs. from now (0-100)			10yrs. from now (0-100)			POSITIVE (0-10)			NEGATIVE (0-10)		
	Low	Med	High	Low	Med	High	Low	Med	High	Low	Med	High	Low	Med	High
1. An 8.0 earthquake hits the entire southern California area.	1990	1991	2000	10	60	80	15	90	95	0	0	10	0	8	10
2. Gang-related crime rate increases to a point that civilian law enforcement agencies can't handle problem.		1993	1995	25	65	100	25	80	100	0	7	8	0	7	10
3. Public activist groups start to apply pressure through the media to do something about drug crime.		1990	1992	30	75	90	20	85	100	3	8	9	0	2	5
4. A limited or large scale overseas war occurs with the United States involved.	1990	1995	2000	0	40	90	10	25	75	0	2	10	0	8	9
5. Congress decreases funding for the CNG to assist civilian law enforcement agencies.	1990	1993	1997	0	30	80	3	50	95	0	0	3	0	8	9

Cross-Impact Analysis

The NGT group members were asked to complete a cross-impact analysis impact chart to determine the inner relationships between events as well as between trends and events to the use of Chart 3. The following is a brief description of the cross-impact evaluation.

Event #1 -- If an 8.0 Earthquake Hit the Entire Southern California Area

The group felt that there would be a 21 per cent increase in probability of Event #2 happening and a 16 per cent decrease in the probability of Event #3 happening. The group felt that there would be no affect on Event #4 or #5 by the occurrence of Event #1.

It was determined that, if Event #1 were to occur, this would affect all of the trends either by increasing or decreasing their possibility of occurring.

Event #2 -- Gang Related Crime Rate Increases to a Point Where Civilian Law Enforcement Agencies Cannot Handle the Problem

The members of the NGT group felt that there was a possibility of gang-related crime increasing to a point where civilian law enforcement agencies could not handle the problem sometime in the future. They felt that, while it would have no impact on Event #1 or Event #4, Event #3 would increase by 64 per cent. This was due to the fact that the group felt that gang-related crime rates would increase, that the media would focus more attention on this problem, and that public activist groups would apply great pressure on elected officials and law

enforcement administrators to do something about this increased crime problem.

The group also felt that if there were a rate increase in gang related crime and civilian law enforcement were not able to handle the problem, there would be a decrease of 70 per cent of the Congress decreasing funds for the California National Guard to assist civilian law enforcement agencies. They felt that this would be a political nightmare for the congressional delegation from California who would be looking for every resource possible to assist civilian law enforcement if their ability to handle gang-related crime problems broke down in certain areas of California.

The NGT group also felt that Event #2 would have an increase affect on all the trends from a low of 12 per cent for Trend #1 to a high of 80 per cent for Trend #5.

Event #3 -- Public Activists Groups Start to Apply Pressure Through the Media on Law Enforcement to do "Something About Illegal Drug Crime"

The NGT group felt that there would be no affects on Events #1 or #4 by the public activist groups starting to apply pressure through the media on law enforcement to do something about crime. The group also felt that if public activist groups started to apply pressure to elected officials and law enforcement administrators, the changes of Event #2 occurring would be decreased by 15 per cent. They also felt that if public activist groups started to apply political pressure on elected officials and law enforcement administrators, the chances of Congress decreasing funds for the California National Guard to assist

civilian law enforcement agencies would be decreased by 20 per cent.

The group felt that Event #3 would have both a decreasing and increasing affect on all the trends. Two of the trends would be decreased and three of the trends would be increased. The group felt that because of public activist groups becoming more proactive in putting pressure on law enforcement officials, there would be a decrease in the chance of gang and illegal drug related crimes increasing. The group also felt by the increase in public pressure there would be a greater acceptance on the public's part of the California National Guard becoming more involved in day-to-day law enforcement activities. They also felt that this increased political pressure on law enforcement would have a direct affect on the criminals becoming more mobile, better armed, and possessing high-tech equipment. They felt by changing laws, increasing penalties, and having law enforcement become more proactive, many of these criminals could be apprehended.

The group also felt that, along with the public activist groups putting pressure on law enforcement to do something about illegal drug crime, there would be the accompanied political pressure to get a quick fix on crime, and this would increase this trend by 31 per cent.

Lastly, the group felt that Event #3 occuring would increase the possibility that there will be an increase demand for law enforcement services by 14 per cent in the future.

Event #4 -- A Limited or Large Scale Overseas War Occurs with the United States Involved

Even though this event has the most impact on the country as a whole, the group felt that it would have no affect on Event #1, 2 or 3. They felt that Event #5 would be increased by 16 per cent due to the overseas commitment and the amount of funds that would be necessary to pay for this overseas war. They felt that less money would be available for the California National Guard to assist civilian law enforcement agencies due to the drain on the budget.

The group also felt that Event #4 would have no affect on Trend #3 but would affect the other four trends. The affect would be to increase three of the trends and decrease one. The group felt that the nation would be preoccupied by the overseas war, and this nation's involvement and the public attention would turn away from gang and illegal drug related crimes, thereby giving these criminals the opportunity to increase their activity due to the decreased public attention and media exposure.

The group felt that by the United States being involved in an overseas war that the public would accept the National Guard becoming more involved in the day-to-day activities of law enforcement due to their enlightened awareness of the military created by the media coverage of the overseas war.

The group also felt that there would be a decrease of 11 per cent on Trend #4, political pressure to get a quick fix on crime. They felt that the elected officials' attention would be diverted to the overseas war and not on the local crime issue.

The group also felt that the increased demand for law enforcement services, Trend #5, would be decreased by 14 per cent

due to the overseas war draining away a tremendous amount of manpower and other resources that have a direct affect on demands for law enforcement services.

Event #5 -- Congress Decreasing Funding for California National Guard to Assist Civilian Law Enforcement Agencies Would Have a Direct Affect on Event #2 According to the NGT

By Congress decreasing funding for the California National Guard to assist civilian law enforcement agencies, the NGT felt it would have a direct affect on Event #2. This would create a 33 per cent increase due to the removal of the resources of the California National Guard to assist civilian law enforcement with gang related types of problems, i.e. helicopter support. The group also felt that by Congress decreasing these funds, the possibility of public activist groups putting pressure on law enforcement would increase by 20 per cent.

The group also felt that Congress' decreasing funds for the California National Guard to assist civilian law enforcement agencies would decrease the possibility of the United States involvement in an overseas war by 31 per cent. They felt that by scaling back both the regular military and National Guard's funding, the United States would not be that eager to become involved in a foreign war as it once was when it possessed a larger military contingent.

The group felt that Event #5 would affect all of the trends but with low percentages. The group felt that it would increase

four of the trends with a low of 10 per cent and a high of 14 per cent, and it would decrease Trend #2 by 17 per cent. Due to a decrease in funding the presence of the National Guard would not be as viable and visible as it is under the present funding situation.

CHART III

CROSS-IMPACT EVALUATION

With this probability by 1999

How would the probability of the events shown below be affected?

How would the trends below be affected in the events occurred?

Suppose these events actually occurred

		How would the probability of the events shown below be affected?					How would the trends below be affected in the events occurred?					Actor Events
		E1	E2	E3	E4	E5	TRENDS					
	Probability						T1	T2	T3	T4	T5	
E1	90%	X	Increases 21%	Decreases 16%	No Effect	No Effect	Increases 31%	Increases 58%	Decreases 26%	Increases 8%	Increases 50%	7
E2	80%	No Effect	X	Increases 64%	No Effect	Decreases 70%	Increases 12%	Increases 36%	Increases 20%	Increases 43%	Increases 80%	7
E3	85%	No Effect	Increases 15%	X	No Effect	Decreases 20%	Decreases 16%	Increases 35%	Decreases 9%	Increases 31%	Increases 14%	7
E4	23%	No Effect	No Effect	No Effect	X	Increases 16%	Increases 10%	Increases 33%	No Effect	Decreases 11%	Decreases 14%	5
E5	50%	No Effect	Increases 33%	Increases 20%	Decreases 31%	X	Increases 11%	Decreases 17%	Increases 14%	Increases 5%	Increases 10%	8
REACTOR EVENTS		0	3	3	1	3	5	5	4	5	5	

Event 1 - 8.0 Earthquake Hits So. California

Event 2 - Gang-Related Crime Rate Increases that Civilian Law Enforcement Cannot Handle Problem

Event 3 - Public Activists Groups Apply Pressure

Event 4 - U.S. Involvement in Overseas War

Event 5 - Congress Decreases Funding for California National Guard Assistan

Trend 1 - Increase in Gang & Illegal Drug Related Crime

Trend 2 - Public Acceptance of National Guard Assisting in Day-to-Day Activity

Trend 3 - Criminals More Mobile, Better Armed, Possess High Tech Equipment

Trend 4 - Political Pressure to Get Quick Fix on Crime

Trend 5 - Increase Demands for Law Enforcement

SCENARIOS

Scenario writing in futures forecasting is a method used for describing in detail the possible ranges of events and trends that could lead to an envisioned future. The ranges may include economic variables, social trends, political events, demographic changes, and technological developments. Scenarios provide a context in which futures planning can be accomplished. There are three different types of scenario writing: exploratory, normative, and hypothetical. The scenarios include trends and events forecasted by the members of the Nominal Trend Group.

SCENARIO I -- Exploratory (Most Likely)

New Year's Eve, 1999, came roaring into the Coachella Valley with one of the worst rainstorms in this decade. Patrol officers of the Palm Springs Police Department were kept busy that night responding to disturbances at the various clubs, domestic violence, drunks causing problems, and major traffic collisions.

Since Dan Quayle was elected President of the United States and Kathleen Brown was elected Governor of California, they have joined in a partnership to continue the war on drugs that was started during the Bush Administration. One of the most important elements of this continued war on drugs is a partnership between civilian law enforcement and the California National Guard.

Based on the information obtained from a reliable informant, Sergeant Smith of the Palm Springs Police Department's Vice and Narcotics Unit was able to discover that the largest cocaine transaction in the Coachella Valley was going to take

place after midnight on New Year's Eve, 1999. The buy was supposed to occur in the parking lot of one of many all-night restaurants located in the city. The patrol shift was "maxxed" to its limits with calls for service, arrests and other activities. Lt. Michaelson, the night shift watch commander, was unable to loan any officers to Sgt. Smith for his stake-out. Sgt. Smith made an emergency request to the local coordinating committee for National Guard personnel in plain clothes and unmarked cars to assist in observing these various parking lots in anticipation of this drug bust.

The plan was simple: two plainclothes National Guard personnel assigned to the parking lot of each all-night restaurant located within the city. They would be given a complete briefing of the suspects' personal and vehicle descriptions. Even though they would be armed, they would be instructed not to take any action themselves, only to observe the suspects and immediately notify the mobile arrest team. This arrest team, consisting of one unmarked car, containing Sgt. Smith and three narcotics officers from Palm Springs Police Department, would be roaming throughout the city ready to respond to any call from any National Guard unit.

Staff Sgt. Bob Sullivan and Corp. Kathy Fremont have both been members of the California National Guard for approximately five years. Both had trained and were certified as military police officers. They have been working with various law enforcement agencies in the Coachella Valley from time-to-time for the last three years. Both armed with semi-automatic Baretta 9mm pistols, they were sitting "blacked-out" in an unmarked car in the parking lot of Carrow's Restaurant on East Palm Canyon

Drive. They had been there for approximately 3.5 hours, watching the various people run from their cars to the restaurant, and from the restaurant to their parked cars to avoid the rain. They had worked stake-out duty before on several occasions and had used several word games to pass the monotonous time.

Suddenly, the two suspect vehicles appeared in the parking lot from nowhere. Momentarily stunned by the fact that the drug deal was going down right in front of them, they immediately got on their police radio and notified Sgt. Smith and his strike team of the activity in that parking lot. While keeping the suspect vehicles and suspects under observation, Sullivan and Fremont continued to relay information to the strike team with central communications monitoring. Within 5 minutes, the strike team had arrived at the location and all the suspects were in custody with a large amount of illegal narcotics and narcotics money seized, thereby ending a perfect, cooperative effort between civilian law enforcement and the California National Guard.

For the California National Guard to make the above scenario come true, it has been a long and sometimes difficult 10 years of readjustment. Due to the shrinking defense budget and overseas commitments, the California National Guard has changed its primary purpose from just a military role to that of a military and law enforcement support role. This has been due to increased monies available from the Dept. of Defense budget for regular military units and National Guard units to assist civilian law enforcement agencies in many non-traditional roles for military personnel.

This increased law enforcement commitment has been brought on by many factors which include:

1. Increased gang and illegal drug related criminal activity.
2. An increased level of funding from the state and federal governments for California National Guard to assist civilian law enforcement agencies.
3. Changes in state and federal laws giving more limited law enforcement powers to National Guard personnel while on duty.
4. Increased training of National Guard personnel who now receive a minimum of four weeks of law enforcement training per year.
5. Civilian law enforcement agencies experiencing a recruitment problem where many sworn positions cannot be filled due to the lack of qualified recruits.
6. The California National Guard establishing a permanent presence on the California/Mexico border to stop the import of illegal drugs.
7. A positive media influence concerning the National Guard's increased law enforcement activity.
8. A public acceptance of the National Guard being used in an increased role in assisting civilian law enforcement agencies.

Not everyone in California has been happy with this new partnership between the National Guard and civilian law enforcement. The American Civil Liberties Union has filed numerous lawsuits with regards to the use of regular military and National Guard personnel to assist civilian law enforcement agencies. The premise of these lawsuits is protesting the use of military personnel and resources by civilian law enforcement agencies which they claim is an abuse of the suspect's rights and

civil liberties. To date, all of the court's decisions regarding the ACLU's lawsuits have been positive on the side of the National Guard and civilian law enforcement. Recently, the California Supreme Court ruled in a 9-0 decision that law enforcement could utilize any governmental agency that had the manpower or resources to assist them in their primary duties, agencies which include the California National Guard and the regular military.

Even though the leadership and personnel of the National Guard view themselves primarily as a military organization, the changing times have dictated the changing role for the 27,000 officers and enlisted men of that organization. With the majority of their personnel consisting of civilian soldiers, they're able to respond to the changing needs of the state in a quicker and more proactive manner than can the regular military. The record speaks for itself during the past 10 years. With the National Guard's assistance, civilian law enforcement has been able to increase its efforts to apprehend criminals and serve the community in a much better manner.

SCENARIO II -- Exploratory (Desired and Obtainable)

Ten years ago in 1989, at a conference held in Palm Springs, dubbed the Border States' Conference, the first groundwork was established for cooperation between the National Guard units of the states of Texas, New Mexico, Arizona and California, with police departments and sheriff's departments of those states to plan to work together, share resources, and form common goals to have National Guard personnel assist civilian law enforcement officers. This small step, initiated at this desert

conference, continued a trend of cooperation and desirability on the part of civilian law enforcement leaders to accept willingly the assistance of California National Guard personnel to assisting agencies with many non-traditional roles.

Out of this conference, and many other conferences, such organizations as the leadership of the California National Guard, California Sheriff's Association, and the California Association of Chiefs of Police, formed a coordinating committee and a memorandum of understanding between civilian law enforcement agencies and the state National Guard, defining the roles of those agencies and exactly what type of assistance the California National Guard could give to civilian law enforcement agencies.

Over the next 10 years, the role of the National Guard, in assistance to civilian law enforcement, has expanded tremendously. As an example, a military police unit was formed in the Coachella Valley to assist such agencies as the Palm Springs Police Department with helicopters, manpower, and equipment to increase the efficiency of that agency in dealing with its crime problems and better serve the community. Other such regional military police units have assisted law enforcement agencies throughout the state for the last 10 years. With the criminal element becoming more mobile, possessing high-tech equipment, and becoming better armed, law enforcement found it necessary to turn to many agencies, such as the National Guard, that have not assumed a traditional police role.

Also, as a result of the Border States Conference, a strategic plan was conceived utilizing both law enforcement leaders and National Guard leaders to form a three year plan that has been updated on many occasions to guide the evolution of the

role of the California National Guard in its assistance to civilian law enforcement. This role has expanded dramatically from almost nothing in 1986 to an increased National Guard presence in assisting civilian law enforcement in 1999.

This expanded role has been caused by many communities facing problems that can no longer be handled by traditional law enforcement agencies. Criminal gangs took over vast neighborhoods in the metropolitan areas and made millions of dollars in the sale of illegal drugs, thereby setting themselves up as non-official governments in those areas. Extorting the citizens for protection, loan sharking, prostitution, and gambling were other sources of income for these criminal gangs, with their mainstay of illegal narcotic sales still ranking number one.

Many law enforcement agencies were not able to respond to these problems due to:

1. A reduction in funds for law enforcement agencies;
2. A recruitment problem for law enforcement agencies for both sworn and non-sworn personnel;
3. Police union strikes due to a lack of salary and benefits increases;
4. Changes in demographics with the increase of Asian, Black, and Hispanic minorities.

The California National Guard has partially filled this void of the problems for civilian law enforcement agencies, and this trend has been assisted by several changes during the last 10 years.

With California becoming the most popular state in the union, and with a large influx of aliens, the California

Congressional Delegation was able to change federal law regarding the use of National Guard personnel and was also able to secure additional Department of Defense funding to pay for the California National Guard's assistance to civilian law enforcement, especially in the drug interdiction areas.

The lawmakers of California, not wanting to be outdone by their federal counterparts, enacted many laws over the last 10 years which have increased the ability of the California National Guard to function in the area of civilian law enforcement assistance. An example of the changes in these laws is the fact that National Guard personnel, while assisting law enforcement agencies, have been given limited peace officer powers to make arrests.

For the state lawmakers in Sacramento to pass such a bill, it was necessary as an amendment to that legislation for POST to become involved in the law enforcement training of National Guard personnel. POST was quick to respond to this legislative mandate and has now set up a four-week training program to acquaint National Guard personnel with their assuming an assistance role to civilian law enforcement.

Over the last 10 years it has also become evident that there has been increased pressure from the public and public activists groups for the state lawmakers to do something about the drug and gang criminal activity throughout the state. It would be impossible to watch a news broadcast on any television station within the state without seeing on a nightly basis the results of gang-related crime. Drive-by shootings have become commonplace, and citizens do not feel safe in their homes or neighborhoods. In responding to this public pressure, the state

lawmakers have passed legislation that changes the traditional military oriented National Guard's mission to a more combined mission of both military and law enforcement assistance.

Along with this public pressure to do something about crime, there has been a public acceptance of the National Guard expanding its role in assisting civilian law enforcement agencies. Favorable news articles and editorials have appeared in newspapers across the state congratulating the National Guard on many successful missions in their new assistance role.

Another favorable example of the changes in laws that are assisting the National Guard is the one that was recently passed whereby the California National Guard can now obtain funds in asset seizure cases. This has produced millions of dollars in revenue from drug-related cases that has gone to the California National Guard to fund its assistance efforts to civilian law enforcement.

Many advances have been made during the last 10 years in this partnership with the National Guard and civilian law enforcement. Examples of this progress include:

1. Favorable court rulings regarding the use of National Guard personnel to assist civilian law enforcement officers;
2. An acceptance of the National Guard's role in assisting civilian law enforcement by law enforcement leaders throughout the state of California;
3. National Guard unit's successes in assisting civilian law enforcement agencies in areas such as drug interdiction;
4. A joint law enforcement/National Guard state-wide communication system similar to CLETS.

Without preplanning and cooperation between law enforcement leaders and the administrative staff of the National Guard 10 years ago, the joint efforts that have been made over this period of time would not have been possible.

SCENARIO #3 -- HYPOTHETICAL (What If?)

It was a typically beautiful spring day in California in 1999. The morning newspapers throughout the state were full of stories concerning the one day law enforcement walkout that had been coordinated by the various police unions around the state to protest the lack of wage and benefits increases that has occurred in California law enforcement over the last several years. The newspapers further reported that only supervisory and probationary employees would be on duty for the next 24 hours. Most motorists felt this would give them a reprieve from receiving traffic tickets on this day and that they could increase their speed on the California freeways without much chance of being caught.

At 7:30 a.m. millions of motorists are on the freeway system, attempting to arrive at work on time.

For years, earthquake experts have been predicting a large earthquake to occur in California, but the science of earthquake prediction was still a risky one at best. At 7:35 a.m. the San Andreas fault began to shake to a magnitude of 8.0 on the Richter scale. The shaking continued for 60 full seconds. In that short time span, billions of dollars of property damage was done throughout the state, thousands of people were killed or injured, and tens of thousands of people were left homeless. Thousands of freeway bridges collapsed throughout the state, thereby crippling

the freeway system and killing or trapping thousands of people under the debris.

The utility companies were among the hardest hit with power lines down throughout the state, the California Aquaduct broken and leaking, and ruptured gas lines causing fires in different parts of the state. Even the cable TV system did not work. Due to the damage to the water system, there was an immediate water shortage, and to make matters worse, looting began almost immediately in all parts of the state.

Obviously due to the police walkout, the minimal forces of supervisors and probationary officers were quickly overwhelmed by the problems. Rescue efforts and the calls for service taxed the limited resources of law enforcement throughout the state. Most police officers do not live in the same community in which they work, and due to the extensive damage to the freeway system throughout California, it made it difficult, if not impossible, for officers to respond from their houses to places of work to assist in the rescue efforts.

Because of the experiences of the San Francisco earthquake in 1989, then Governor Deukmajian appointed a coordinating council of top National Guard leaders and law enforcement leaders throughout the state to plan and coordinate the use of the National Guard during a natural disaster such as this.

Once the ground stopped shaking, the National Guard immediately proceeded to implement its plan to utilize its resources throughout the state to assist civilian law enforcement agencies.

In many cases, due to the breakdown in the transportation system, National Guardsmen were forced to report from their homes

in full military uniforms to the nearest law enforcement agency where they could be advised by the person in charge. There were usually National Guard officers or non-commissioned officers present at those sites to coordinate the efforts of the National Guard personnel.

The National Guard started to airlift personnel, equipment, and supplies to different parts of the state where they were needed for rescue and rebuilding efforts. Mobile field hospitals were set up by the National Guard for doctors to assist civilian hospitals with the care and treatment of the injured. Refrigeration trucks were commandeered to be utilized as portable morgues so this problem could be immediately addressed without the fear of disease.

The National Guard also set up mobile kitchens, not only to feed their personnel, but also law enforcement personnel, rescue workers, and displaced civilians.

By midday, many of the law enforcement officers who had stayed away from work that day due to the job action had somehow found a way to respond to their stations and started to assist in rescue and care of the injured situations.

The cooperation between the California National Guard and civilian law enforcement during the worst of circumstances easily demonstrated how National Guard units and law enforcement units can work together for a successful completion of a mission that would probably suffer without the efforts of the National Guard personnel.

OBJECTIVE II

A Strategic Management Plan

for the

Interfacing of the California National Guard

and a

Medium-Sized Local Law Enforcement Agency

(Palm Springs Police Department)

The following portion of the study presents strategic planning of the program implementation for the California National Guard to interface and assist civilian law enforcement agencies in the year 2000. The strategic planning is based on scenario 2 of the previous section, whereby the outcome is both desired and obtainable.

The goal of strategic planning is to develop a strategy whereby the California National Guard's resources can best be utilized by civilian law enforcement agencies. The implementation of such a plan is desirable and obtainable, using well-designed strategic and transition plans. California National Guard assistance to civilian law enforcement agencies can and should be done in order to deliver the best quality services to a community at the lowest cost.

Methods: Identification

The following methods were used to assist in strategic planning.

1. The SMEAC model was used to provide structure for the strategic planning.
2. A group process was established to bring strong policies considerations.
3. A capacity analysis was conducted by the policy group to determine law enforcement strengths and weaknesses related to the issue.
4. A modified policy delphi was conducted to select the most desirable and feasible policies, develop mission statements, and produce implementation structure strategies.

5. A brainstorming process was used to determine state quotas related to this study area.
6. Stakeholders were analyzed to determine their importance and possible positions related to the selected policies.

Methods: Implementation

The strategic management plan and the transitional management plan used the Situation, Mission, Execution, Administration, and Control (SMEAC) model. The administration and control components of the SMEAC model addressed the transitional management plan study.

The strategic management plan process includes policy considerations, strategic decision making, and strategic planning. The outcome is a strategic plan which maps the general path from the present state to the desired future state as outlined in scenario 2.

Three steps are involved in the strategic management plan process. The first step is the examination made of the situation (or environment) in which the police department operates. The second step is the development of the mission statement, and the third step addresses alternative strategies being identified and explored.

Environmental Analysis

The environmental analysis was accomplished by the WOTS/UP analysis and assessed the internal capabilities of the department. The environmental analysis also identified and analyzed the stakeholders involved.

WOTS/UP ANALYSIS

Using scenario 2 presented in objective 1, the following environmental analysis was made of the case study department, Palm Springs Police Department. As a necessary step in the process to assess the environmental climate of implementation of the California National Guard to assist civilian law enforcement agencies, the analysis, termed WOTS/UP, assessed the weakness opportunities, threats and strengths, and the underlying planning which would be involved in the implementation of this assistance program. The analysis was completed by various management and supervisorial staff of the affected agency. The overall analysis resulted in the following:

Strengths The department has a new, professional and very proactive chief of police. The department possesses strong, proactive middle managers and enjoys a very supportive relationship with both the city manager and city council. There is a great deal of support by the community for the police department and the department staff possesses a positive image throughout the city. The department has an excellent four year-old facility that contains sufficient room for expansion over the next 10 years. The police officers have above average skills in the performance of their duties. The patrol division has senior officers with over 10 years of experience. Both the in-house and outside training provided by the department for all employees is excellent. The department experiences a small turnover rate.

Weaknesses Over the last several years the department has experienced budget constraints which have reduced manpower and programs. The department has not kept up with advances in technology and lacks a sufficient in-house computer system.

There has been an increase in calls-for-service with no increase in personnel, thereby reducing employees' patrol time. The current compensation and benefits structure of the department is average, but viewed by the employees as below average.

Threats Other law enforcement agencies in the Coachella Valley, as well as the county as a whole, present a definite threat in the area of competition for qualified employees. There is also a continuing threat from private industry in its competition for employees. The qualified labor pool for law enforcement is declining. As a career in law enforcement becomes less attractive, recruitment of qualified candidates becomes more difficult.

As the population and number of businesses within the city increases, there is more of an opportunity for crime to be committed. Increased calls for service and traffic problems places a greater strain on local law enforcement resources. The City of Palm Springs is considered a tourist mecca, with over one million visitors a year. The tourist industry is the number one income producer for city finances.

Opportunities With the election of Sonny Bono as mayor, a complete change in marketing philosophy has been generated to bring more tourists into the city. This is being done in many ways, including the marketing of special events throughout the city.

The police department has good relations with the community and enjoys strong community support. Both the city manager and council are supportive of the department and chief of police.

Capacity Analysis

Various ranks of staff within the Palm Springs Police Department were given two forms to complete to rate the department's capabilities. The survey shows the importance of ascertaining not only the need for change but the overall capacity of the department to change. The following are the results of the survey. The percentages represent overall averages of those responding.

The thoughts of those surveyed (Chart 4 and Chart 5) showed that the department has overall better-than-average equipment but lags in up-to-date technology utilized by other departments for law enforcement services. They felt that the police facility was excellent and had sufficient room for future expansion.

In the area of compensation and benefits, the officers felt they were in the average to below average category. They felt there was a great deal of support from the community where they enjoyed a high image. They felt they were being supported by the chief of police, city manager, and council. They felt that the management skills displayed throughout the department were for the most part better than average. They also felt that the police officer skills were rated as above average.

The "mental personality" of the top managers of the department is such that they felt that the new chief will have a positive impact on the department. They felt that some top managers were more reactive than proactive but that the middle managers are very strong and proactive in their stances. In knowledge and education they felt that the top managers are educated and knowledgeable encourage others to seek education and pursue continuing training. Those surveyed also felt that the

department gives lip service to seeking positive changes, but there are very few rewards or incentives for bringing about these changes. They felt that the organizational culture is poor due to the fact that there is no mechanism in place to encourage positive changes or to bring them about. They felt that creativity in the organization is not encouraged.

Those surveyed felt that the department's organizational competency is average. They felt that middle management personnel were more proactive and adaptive to change than were line personnel. They also felt that the organizational structure was not conducive to change. They felt that in the past the top management of the department appeared to show little concern with change and, in general, took a more reactive than proactive stance in that area. They felt that there was little incentive for change provided by top management of the department.

CHART 4

CAPABILITY ANALYSIS
Rating I

STRATEGIC NEED AREA:

- I Superior
- II Better than Average. Suitable Performance. No problems.
- III Average. Acceptable. Equal to competition. Not good/not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action.

Category	I	II	III	IV	V
Manpower		20%	20%	60%	
Technology		10%	40%	50%	
Equipment		50%	40%	10%	
Facility	25%	70%	5%		
Money		10%	50%	40%	
Calls for Service		10%	40%	50%	
Supplies		25%	50%	25%	
Management Skills	10%	25%	65%		
Police Officer Skills	20%	20%	60%		
Supervisory Skills	10%	20%	50%	20%	
Training	25%	50%	25%		
Attitudes		15%	75%	10%	
Image	25%	50	25%		
Council Support		75%	25%		
City Manager Support		75%	25%		
Specialties		25%	50%	25%	
Management Flexibility	15%	50%	35%		
Sworn/Non-Sworn Ratio		15%	70%	15%	
Pay Scale		10%	50%	40%	
Benefits		10%	50%	40%	
Turnover	10%	70%	20%		
Community Support	10%	80%	10%		
Complaints Received	10%	70%	20%		
Enforcement Index		20%	80%		
Traffic Index			80%	20%	
Sick Leave Rates		20%	70%	10%	
Morale		35%	50%	15%	

CHART 5

CAPABILITY ANALYSIS
Rating II

STRATEGIC NEED AREA:

I	Custodial	Rejects Change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

<u>Category</u>	I	II	III	IV	V
Top Managers:					
Mentality Personality		50%	25%	25%	
Skills/Talents		50%	25%	25%	
Knowledge/Education			30%	60%	10%
Organizational Climate:					
Culture/Norms		35%	50%	15%	
Rewards/Incentives	25%	50%	25%		
Power Structure	15%	50%	35%		
Organization Competence:					
Structure	25%	50%	25%		
Resources		25%	50%	25%	
Middle Management		25%	25%	50%	
Line Personnel	25%	50%	25%		

STAKEHOLDERS ANALYSIS

The same group which completed the WOTS/UP analysis compiled a list of stakeholders related to the strategic issue. Stakeholders are defined as people or groups who might be affected by or who might attempt to influence the issue of law enforcement's approach to this issue. Within this list are snaildarters. The definition of snaildarters is, "non-obvious stakeholders who must be taken into consideration because they might cause serious problems in the implementation of this program." The following is a list of the stakeholders developed by the WOTS/UP group.

STAKEHOLDERS

Business Community	Other City Departments
The Media	City Administrators
Taxpayers	Courts
Other Law Enforcement Agencies	Criminals
Illegal Immigrants	Tourists
Homeless	Private Industry
Realtors	Police Unions
Alien Rights Groups	Minority Groups
Non-Sworn Employees	Other Law Enforcement Agencies
Commuters	The Elderly
Crime Victims	Attorneys
Jails and Prisons	District Attorney's Office
Public Defender's Office	Residents
City Manager	City Council
Other Elected Officials	Chamber of Commerce
The Governor	The State Legislators
State Senators	
The Commanding General of the California National Guard	
The National Guard Command Staff	
President of the United States	
Members of the United States Congress	
Secretary of Defense	
The Pentagon Leadership	

After discussion and analysis, the group had decided on the thirteen most important stakeholders related to this issue. They are presented as follows:

1. Chief of Police Without the police chief's full support, a department utilizing the resources of the California National Guard would not be successful. The chief would have to realize that this is another resource that will enable him and his department to work more efficiently and would provide his organization with manpower, resources, and equipment that might be beyond his ability to provide. The chief of police must ensure that the department operates within the guidelines of the law and according to the will of the city manager and city council. The chief is also charged with the responsibility to ensure the operations of the department are within the budget guidelines. It would be necessary for the chief to work closely with the liaison command staff from the National Guard to ensure smooth cooperation between both agencies.
2. City Manager City councils hold city managers accountable for all city activities, including the activities of the police department. It would be necessary for the chief of police to consult with the city manager and gain his approval before utilizing the resources of the California National Guard. The chief would find it helpful to prepare a staff report to the city manager regarding how the police department and the California National Guard work together within the city and what objectives are involved in this joint operation. The city manager would then find it necessary to consult with the city council in regards to

their perception of the National Guard's assistance to the police department. In most city governments, the city manager is the link between the police chief and the council.

3. City Council The mayor and city council are the policy making body of the city, but also, being good politicians, they are sensitive to the image and infrastructure of the city. The council members would be the ultimate decision makers regarding whether the chief of police would be allowed to utilize the resources of the California National Guard for various police activities. One of their main concerns is to assure that the citizens would not feel that the military is taking over the police function within the city. With tourism being the main industry of the city, there would also be concern regarding the image, to its visitors, of the use of the military personnel within the City of Palm Springs.
4. Police Administration Even when the chief of police is favorable towards a program such as the California National Guard's assistance to civilian law enforcement, it would also be necessary to have the support of the police administration staff. It would fall to this group to do the majority of coordination, planning, and programming regarding the cooperation between the local law enforcement agency and the California National Guard. This group would also have to work as liaisons with the National Guard leadership in planning the various missions of the National Guard.

5. Police Officers' Association The chief of police would need to inform the Police Officers' Association regarding the use of National Guard personnel. The POA may feel threatened by substituting National Guard personnel for police functions. The chief of police might want to get the opinion of the city attorney if the assistance of the California National Guard were a "meet and confer" issue prior to the program's implementation. It is incumbent on the police management to secure a buy-in from the POA on a major assistance program.
6. California State Governor Since the governor is the commander and chief of the California National Guard, it would be necessary to gain his support for the expanded and continued use of National Guard resources to assist civilian law enforcement agencies. Since a law and order stance is good politics, it is assumed that a governor would be in favor of such a program, also taking into consideration that the federal government is funding a majority of the costs. The governor's office would probably also want to be involved in exactly what type of role the National Guard personnel take in regards to assistance to civilian law enforcement agencies.
7. Commanding General, California National Guard Since this National Guard leader is appointed by the governor, it is assumed that if the governor were in favor of a program to assist civilian law enforcement, the commanding general would also be in favor of this program (at least publicly). The commanding general would also be concerned about maintaining the guard's military readiness along with

expending the training and missions necessary to assist civilian law enforcement. He would probably direct his staff to create some very strong guidelines in regards to what types of missions the California National Guard would take on, and exactly what type of role they would assume. The commanding general would probably assume the position of being the point man for the governor in arranging the planning and operations for this new role.

8. Command Staff of the California National Guard If this program is going to be successful, it will be necessary to do some strategic planning and establish some guidelines and policies and procedures of interfacing between the California National Guard and civilian law enforcement agencies. This type of planning would fall on the command staff of the California National Guard, and it will be necessary to gain their support to this program because they will be charged with the nuts and bolts of the operation. They will also be in the leadership roles in the field when National Guard personnel perform the various missions in assisting civilian law enforcement.
9. Criminal Justice System It is assumed that with the assistance of the California National Guard the law enforcement agencies that accept this assistance will generate many more arrests and criminal cases to be submitted to the criminal justice system. This system, which includes courts, the district attorney's office, public defender's officer, probation, parole, and the penal system, would need to gear up to accept these extra arrestees and cases that will be generated due to the

National Guard's assistance. It may be necessary for the different agencies funding these different parts of the criminal justice system to compensate for the increased caseload that will be generated to be handled.

10. News Media The news media has a potential to influence public opinion. It will be necessary for the California National Guard and the affected civilian law enforcement agencies to market to the news media the various joint activities of these two agencies. Recently, favorable editorials have appeared in many newspapers throughout the state regarding the National Guard's assistance to civilian law enforcement agencies. If the National Guard and civilian law enforcement can fully brief the media about their joint programs, media support for these programs should be obtained. There is always a chance for negative news coverage due to the type of work that the National Guard would be assisting civilian law enforcement in accomplishing. This can be kept to a minimum if the news media is cultivated and kept informed of the various activities that the two agencies are conducting.
11. Residents The residents of the city must be kept informed of the activities of the California National Guard and the civilian law enforcement agency that protects that city. Residents want crime-free neighborhoods where their children can play and they feel they can walk safely. By being informed by city officials of the activities of the California National Guard personnel before they occur, the residents will not be startled by seeing military personnel working with law enforcement officers. Also by informing

residents of the joint operations, residents will not have a concern regarding the loss of local control by their police department.

12. Tourists The main industry of the city is tourism. With almost 10,000 hotel rooms located within the city, the city government has recently taken an aggressive marketing stance in attracting large amounts of tourists to the city. This is not only done for the usual sun, golf, and tennis, but special events are a big drawing card for tourists to visit the city. The city would have to take an aggressive marketing stance with the tourist industry in the city, such as hotels, restaurants, and tour companies, to inform them of why the military personnel will be assisting police officers so that the tourists will not be frightened. When tourists visit a resort, they wish to feel safe and secure while at that location. If it is presented to them in a positive way through local television and radio announcements and information left in the hotel rooms, tourists could be assured that the city is a safe place to come, visit, and have a good time. This group could actually be snaildarters in the stakeholders analysis.

13. Business Community Because the business community usually has a tremendous influence in city politics and pays a considerable amount of taxes, it would be important for the police department to inform and gain the support of the business leaders in regards to having the National Guard's assistance. It would have to be presented to the business leaders with regards to what they would gain by the presence of the military personnel in assisting the police

department. Their fears would also have to be dealt with regarding the affect on their business of customers seeing the use of the military for police activities. This group could also be considered a snaildarter in the stakeholders analysis.

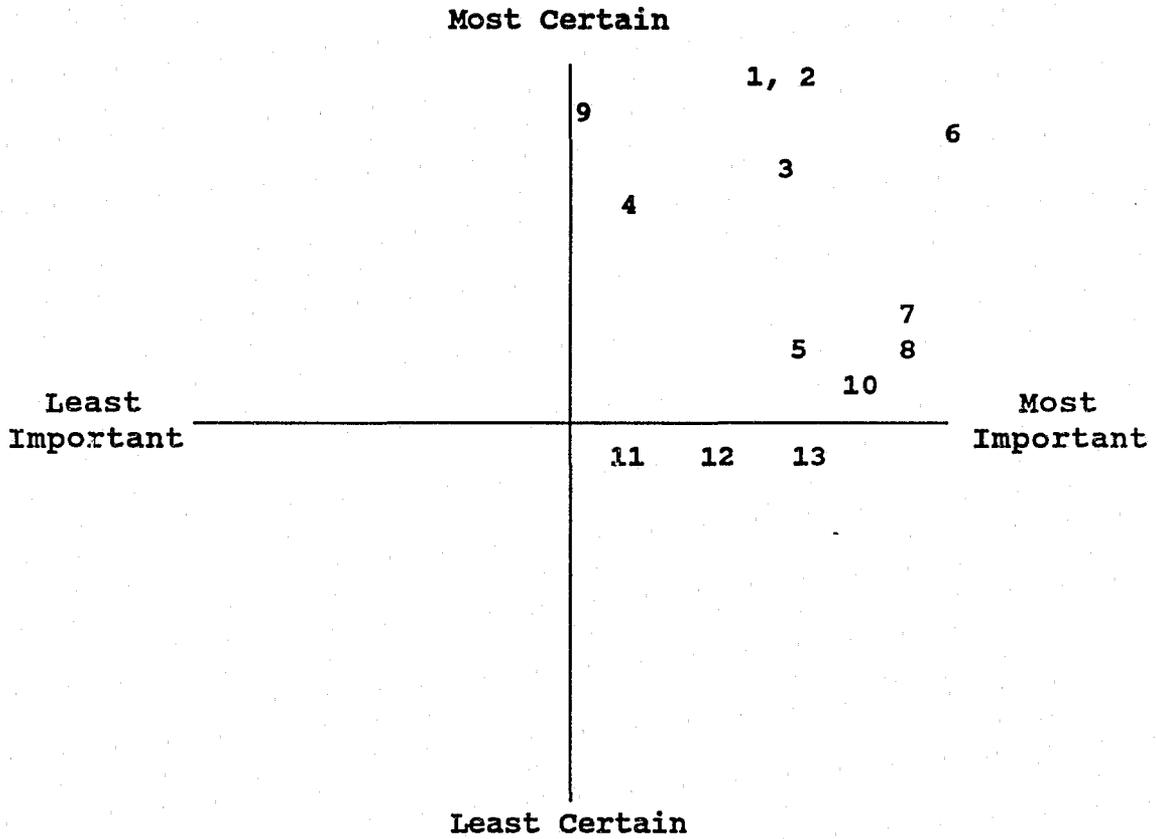
Strategic Assumption Servicing Technique

The following chart is used for a strategic assumption servicing technique exercise to plot and examine each stakeholders position in relation to the issue. In Chart 6 certain assumptions of stakeholders are plotted according to criteria. The first criteria is the stakeholders importance to the organization and issue, and the second criteria is the degree of certainty that this assumption is correct.

It is important to understand that the implementation of a program of assistance by the California National Guard to civilian law enforcement agencies both affects, and may be affected by others. S.A.S.T. points out the importance of the stakeholder to the issue and how much effort must be directed to each.

CHART 6

Strategic Assumption Surfacing Chart



- | | |
|--------------------------------|----------------------------|
| 1. Chief of Police | 8. Command Staff C.N.G |
| 2. City Manager | 9. Criminal Justice System |
| 3. City Council | 10. News Media |
| 4. Police Administrative Staff | 11. Residents |
| 5. Police Officers Association | 12. Tourists |
| 6. State Governor | 13. Business Community |
| 7. Commanding General C.N.G. | |

MISSION STATEMENT

The mission statement of an organization is important because such a statement provides direction and purpose for that organization. It also provides a level whereby the degree of success of an organization can be measured.

The same group that completed the WOTS/UP analysis was given several samples of mission statements that were derived from different law enforcement agencies throughout the state of California. The group had an opportunity to discuss the mission statements and the various pros and cons of each example. The group decided that a mission statement could formalize the broad purpose of the organization. The macro statement states the basic mission of the organization while the micro statement states the mission of the organization in relation to the issue being addressed.

It is important that the mission of the department and the relationship of the National Guard's assistance to civilian law enforcement and the interfacing between those two agencies be clear. Thus it is incumbent that a joint task force of law enforcement administrators and command staff of the California National Guard be formed to ensure the mission and goals and objectives will be delineated. The following is a mission statement that was agreed upon by the group:

Macro Mission

Services Service to the community is the most basic and important function of a law enforcement agency. Services may be authorized by various statutes or laws and are

usually provided to residents, visitors, community members, and/or other government agencies.

Crime Control To apprehend criminals and take crime reports. As part of the criminal justice system, the apprehension of criminals and placing them into the criminal justice system is one of the primary missions of a civilian law enforcement agency.

Conflict Resolution To minimize any type of crime resulting from different groups coming into conflict. This can be from a civil disturbance to domestic violence.

Crime Prevention To be aware of the crime problems in the community and to direct the resources that will maximize the crime prevention efforts and apprehension of criminals. Placing suspects in the criminal justice system and assisting that system in the prosecution of the suspects will make the community a safer place in which to live.

Administration of Department To operate the police department in the most cost effective and efficient manner, and to fulfill the primary responsibilities of the local law enforcement agency to the community.

Micro Mission

- To maximize and ensure that residents have a feeling of security in their homes and neighborhoods.
- To be sensitive to the citizens desires concerning the services provided by the police department.

- To apprehend criminals and minimize their opportunity to commit crimes.
- To constantly examine the functions of the police department so that taxpayers' dollars are used in the most cost effective manner, thereby achieving the department's goals and objectives.
- To help promote a healthy business climate where tourists feel safe while in the community and want to come to the city.

Modified Policy Delphi

A cross section group of police personnel from the department were selected to conduct a modified policy delphi process that will be used to generate, examine and select strategic policy alternatives designed to address this issue.

During discussion, modified policy alternatives were developed by the group. The alternatives and strategies were rated for further consideration, their level of desirability and feasibility. Different members of the group were allowed to make pros and con arguments regarding the different policy alternatives. During a second round of voting, the policy alternatives were reduced to six policies, using a policy delphi rating sheet. The result of this process was six policy alternatives.

Policy Alternatives

Policy 1 -- Clear Mission Statement

It is important to establish a joint National Guard/Law Enforcement Commission who will establish a clear mission

statement to provide direction for the National Guard and Law Enforcement regarding their interaction and interfacing. The public will be informed of the results so there will be a clear understanding of exactly what the two types of agencies can do cooperatively.

PRO:

- . Will establish a clear understanding of roles and responsibilities;
- . Participants will give input and gain buy-in;
- . Each type of agency will realize their roles and responsibilities;
- . Positive media attention.

CON:

- . Time consuming committee work.

Policy 2 -- Citizens Advisory Commission

Pro:

- . By establishing a Citizens Advisory Commission involving business, homeowners associations, and chamber of commerce groups, positive support will be gained from these groups regarding the use of the National Guard's resources in assisting civilian law enforcement agencies.

CON:

- . Use of staff time; time consuming, limited membership; political jealousies.

Policy 3 -- Area Coordination Committee

By establishing these committees, the local National Guard leadership and the local law enforcement administrators can come

together in identifying goals and objectives for the different missions to be performed. An example of this would be the use of National Guard helicopters by civilian law enforcement agencies.

PRO:

- . Increases the action and cooperation between the National Guard and civilian law enforcement;
- . Establishes a command structure in which law enforcement can request National Guard resources;
- . Establishes who will do what in certain situations regarding joint mission;
- . Increases networking and communications between the National Guard and civilian law enforcement officers.

CON:

- . Sheriff departments may try to dominate this committee;
- . Some chiefs may choose to not participate on the committee.

Policy 4 -- Statewide Coordination Committee

By establishing a Statewide Coordination Committee, statewide policies can be set and memorandums of understanding can be written to identify the ever-changing role of the National Guard in its assistance to law enforcement agencies. The Committee will establish policies and procedures of how the National Guard will interface with different law enforcement agencies and define the mission of the California National Guard in this assistance role.

PRO:

- . Statewide policies and procedures will be set for the use of the National Guard;

- . Strategic planning process will be implemented to plan for the future;
- . Policies and procedures will be established and will be applied statewide for this interaction;
- . Policies will be established to streamline the request for services from law enforcement to the California National Guard;
- . Resources available to law enforcement from National Guard;
- . Input from both law enforcement and military leaders;
- . Both groups will "buy-in."

CON:

- . Poor selection of committee members
- . Expense of committee members
- . Time consuming committee work

Policy 5 -- Joint Law Enforcement and National Guard Training
Coordination Committee

For the National Guard personnel to be a help for civilian law enforcement agencies, it will be necessary to increase their training time in the area of law enforcement services. A Joint Training Committee will establish the type of training to best serve California National Guard personnel in assisting law enforcement agencies.

PRO:

- . Personnel of both agencies will learn about each other's jobs;
- . Increased expertise of personnel;
- . Both agencies can learn from each other.

CON:

- . Training costs and time;
- . A reduction in the military training for National Guard personnel.

Policy 6 - Federal/State Lobbying Committee

This committee would be charged with modifying federal and state law, to increase the participation of the National Guard in assisting civilian law enforcement agencies. An example of positive changes in laws that must occur could be the National Guard being able to share in asset forfeiture seizures. This would generate millions of dollars for the National Guard's programs to assist civilian law enforcement agencies. This would be similar to the funds generated to the law enforcement agencies from drug seizures. These positive changes in law could also be an incentive for the increased participation of the National Guard in its assistance role.

PRO:

- . Positive changes in laws to increase the National Guard's assistance to civilian law enforcement agencies;
- . Increased funding for the National Guard's assistance role;
- . Increased manpower allocations for the National Guard;
- . Increased equipment allocation.

CON:

- . Less dollars for other military operations thereby causing jealousies from other military commanders;
- . Budget limitations.

Implementation Strategies

Now that a clear understanding is established of the various stakeholder groups, it is possible to look at the implementation of the strategic plan to bring about desired changes related to the National Guard's assistance to civilian law enforcement agencies. Energy and resources will be devoted to proper negotiations and education in order to gain support of the stakeholders to ensure the desired changes occur.

This group identified specific strategies for each of the policies. They agreed that the importance of a good strategy is that the strategy is desirable, accountable, measurable, obtainable, and can be accomplished within a certain timeframe. The following are implementations strategies for the policies previously identified.

1. Establish a Joint Commission to establish a National Guard and Law Enforcement Mission Statement.

The California National Guard and civilian law enforcement agencies must adopt a clear mission statement having as its top priority the deliverance of the highest quality services to the communities. However, establishing a working mission statement will not ensure that the efforts of civilian law enforcement agencies and the National Guard will be accomplished. Goals and objectives must be established jointly by both groups with measurement established for each.

Responsible: chiefs of police, sheriffs, leadership of California National Guard.

Implementation time: three to six months

2. Establish a Citizen Advisory Commission

It is important to gain input from the community regarding their expectations of the National Guard's assistance to civilian law enforcement agencies. By utilizing such groups as the Chamber of Commerce, the business community, and other activists groups, valuable input can be gained regarding the operations of such a program. Sensitive areas that may not be visible to law enforcement or the military can also be identified. By allowing input from this group, citizen buy-in will take place and support will be gained by this group.

Responsible: chiefs of police, city manager, city councils, business groups, chambers of commerce, homeowners associations, community activist groups.

Implementation Time: three to six months

3. Establish Area Coordination Committee

By establishing an Area Coordination Committee, the local leaders of the California National Guard and law enforcement can meet and plan utilization of the local National Guard resources to assist civilian law enforcement agencies. A proactive stance can be taken in response to problem identification and solving on the local level to solve problems before they occur. This Committee will also allow for networking and communications between the two groups who need to work together to provide these services.

Responsible: chiefs of police, sheriffs, (local) leadership of California National Guard.

Implementation Time: Immediate and ongoing

4. Establish Statewide Coordination Committee

There are many statewide issues and policies that need to be determined by law enforcement leaders and the command staff of the California National Guard. This committee would also be charged with the duty of constructing a strategic plan that would oversee three years in the future regarding the National Guard's role in assisting civilian law enforcement agencies. This group would identify resources that are available to law enforcement agencies such as helicopters, aircraft, equipment, and manpower. This committee would also attempt to streamline the request procedure that law enforcement uses to gain the National Guard's assistance.

Responsible: chiefs of police, sheriffs, Department of Justice personnel, Command Staff of National Guard.

Implementation Time: Ongoing

5. Establish Joint Law Enforcement and National Guard Training Committee

Most National Guard personnel currently are trained for military practices and procedures with very little emphasis on law enforcement training. This Joint Committee of law enforcement leadership and National Guard staff would identify appropriate training for National Guard personnel to assist civilian law enforcement agencies. They would also establish training sites, schedules, and curriculum content. This committee would also gain input from agencies such as POST which would be instrumental in providing this law enforcement

training for National Guard personnel. It might also be possible to fund this training through asset seizure dollars or POST funds.

Responsible: chiefs of police, sheriffs, training managers, POST representatives, Command Staff California National Guard, Department of Justice representatives.

Implementation Time: Ongoing

6. Establish Federal/State Lobbying Committee

It would be to the benefit to both civilian law enforcement agencies and California National Guard if state and federal laws could be modified to make it easier for National Guard personnel to assist civilian law enforcement agencies. This committee would also lobby for additional resources to be allocated to the National Guard for their assistance role. This group would also be a lobbying committee to attempt to increase the funding for these programs.

Responsible: chiefs of police, sheriffs, State Governor, Legislators, Congressman, U.S. Senators.

Implementation Time: Ongoing

Planning System

The proper planning system is important to the implementation of the California National Guard's assistance to civilian law enforcement agencies. In order to determine which planning system is most appropriate, a brief analysis of the environment was conducted. Two factors were taken into account:

the general turbulence and rate of change in the environment, and the general predictability of change in the environment.

The analysis showed that, in the case study department, the City of Palm Springs and civilian law enforcement agencies in general operate in a predictable planning mode. This is because law enforcement generally operates in a turbulent environment in which changes occur at a rapid rate. Most changes in law enforcement agencies and in cities are moderately predictable; therefore, productive planning and review are warranted. It's a goal in the National Guard's assistance to civilian law enforcement agencies to deliver the highest quality of services to the public at the lowest cost. With this goal in mind, expectations of the community must be considered first and foremost during the planning process. Thus, it is necessary to ascertain and evaluate the needs and expectations of the community. This is a constant process, not only for planning but also for evaluation of the program.

The periodic planning system necessitates planning and evaluation at regular time intervals. It is important that various components of this California National Guard program be evaluated and it is suggested that it be done every three months. It is of paramount importance to the success of this program that goals, objectives, and cost effectiveness measures be decided upon as part of the implementation process. A major review by the California National Guard and the leadership of law enforcement throughout the state of California must be done on an annual basis. This review should include an in-depth analysis to measure the degree to which the goals and objectives of this program are met.

OBJECTIVE III

The California National Guard's Assistance

to Civilian Law Enforcement Agencies

Transitioning from 1989 to 1999

The third objective of the study is to develop a transitional management plan to assist in the implementation of the strategic plan for the California National Guard's assistance to civilian law enforcement agencies. This plan is designed to ensure a smooth transition into the desired future state and to ensure proper policy implementation. This plan takes into affect the needs of the stakeholders involved and the current state of the environment.

Methods: Identification

Taking into consideration the recommended policies considerations discussed in the strategic plan, the following steps were performed during the transitional process:

1. The critical-mass was analyzed and individuals were identified who are critical to the implementation of the plan.
2. The level of the commitment needed by the critical-mass was determined using a commitment planning process.
3. Responsibility of each critical-mass member was determined, charted, and analyzed using a responsibility chart.

Methods: Implementation

To develop an effective model for the transitional management process, it was necessary to focus on a local law enforcement agency. Objective #2 outlined a broad set of statements which have general application to all California law enforcement agencies. The transitional plan is a specific process requiring detailed planning around actual situations. Due to this fact, the case study was developed involving the Palm Springs Police Department in Riverside County. The case study

demonstrates how the transitional plan actually could be implemented between the California National Guard and a medium-sized civilian law enforcement agency. The Palm Springs Police Department is typical of an excellent medium-sized department in Southern California.

Critical-Mass

During the modified policy delphi process, the members of this group were asked to identify the key stakeholders who are or would be most affected by the implementation of a program of the California National Guard assisting a medium-sized civilian law enforcement agency. For this group, the most important stakeholders were identified and termed the "critical-mass" since they would be most affected by the implementation of the program.

The following members are identified as those of the critical-mass:

1. Chief of Police The first individual making up the critical-mass is the chief of police. Without the commitment of the chief, it is highly unlikely that the city manager will back any program of the National Guard's assistance to the police department. There are times when chiefs, in making recommendations, are actually more influential over city council members than are city managers. If the chief does not take interest in this program and devote the necessary time and resources available to implement this assistance program, it is not going to proceed with any chance of success.

The chief of police will also organize and direct the transitional process in the Palm Springs Police Department for implementation of the California National Guard's

assistance. The different areas the chief must take into consideration are:

- A. Writing a feasibility study.
- B. Gaining commitment from key stakeholders.
- C. Ensuring task forces are developed during various phases of the implementation process.

2. City Manager The support of the city manager is vital to the success of this assistance plan by the National Guard. The city manager has the most influence over the city council and also controls the department's budget. The city manager plays an important role in gathering support from the council for the department. Because of the city manager's knowledge and power to shape the policy and direction of the city government and to also gain support from other departments in the city, he is an important stakeholder, and his support must be gained. He must be part of the transitional process from the beginning to the end.
3. City Council The city council is the ultimate decision maker that must take many factors into consideration when deciding any types of programs. They must take into consideration the affect on the business community, residents, tourists, and special interest groups that all affect the politics of the city itself. The policies and directions of the city government are set by the city council. Due to their power and influence, it is important that city council members be a part of the transitional process. The council has considerable influence with the media and public and would be most

important in gaining public support for this program. For this program to be successful, city council's financial and philosophical support are necessary.

4. Police Administration Taking into consideration the size of the Palm Springs Police Department, the middle management position is a lieutenant and sometimes the captain. The middle management position will be of great importance because that person will likely become the head of a task force which will be charged with implementing the program, having the National Guard assist the police department. To gain support of the middle management, the chief and city manager will need to stress the positive aspects of the National Guard's assistance to the police department and how it will affect the department, the workload, and the community. Also, the role of the middle manager's support in gaining acceptance in the community is a consideration.
5. Police Association As with any program that affects the membership of the police association, the police association's president and Board of Directors will be interested in any program that affects the officer's working conditions and influence the city in hiring additional officers in the future. The California National Guard's assistance to the police department should be presented in such a way that the police association does not view it as a threat to its current or future political base. This can be accomplished by an open line of communication between the chief of police and the police association president. The association

president should be involved from the beginning, planning, and implementing this program. Overlooking the police association's input could damage the possible success of this program.

6. Command Staff California National Guard It will be necessary to gain the support of the Command Staff due to their responsibility of actually completing the strategic plan and implementation phase of the National Guard's assistance to the police department. Members of the command staff should be invited to the police department to meet with the administrative staff to form goals and objectives that will meet the purposes of both organizations. The types of missions that the National Guard can perform in assistance to the police department should be identified and the cost be established. By gaining the confidence of and establishing communications between the police department and the command staff, many proactive planning and problem identifications can be accomplished to ensure a smooth transition in the assistance program.
7. Business Community Due to the tremendous influence of the business and hospitality industry in the city, and their sensitivity to any changes that might affect the tourist trade, it would be important to include them in the planning and implementation process of this proposed change. By informing them and asking them for input, they can become a support group for the change once the assistance aspect is explained to them and their fears regarding the possible negative impact on their businesses

can be diminished. It will take some staff time and effort to work with the business and hospitality industry, educating them regarding the problems the police department experiences and the assistance that the National Guard can give to the local police department. Once this education process is complete, business community representatives should be included on the various task forces, making recommendations regarding the implementation of this assistance program.

Commitment Planning

A vital part of the transitional plan is the determination of where each member of the critical-mass stands on the various issues. In this commitment planning process, the current standing of each critical-mass member is noted to where each would be noted by the following:

- . Block
- . Let happen
- . Make happen

The second part of this process is the determination regarding the desired commitment or position of each member of the critical-mass in order for the program to be successfully implemented.

By using a commitment planning chart (Chart 7) the current and desired level of commitment can be charted. The transition manager can focus his attention on those members of the critical-mass whose level of commitment must be changed. Those members may be the target of an educational process or other type of

strategy designed to change the level of commitment to those needed for the implementation of the change.

The transition manager must zero in on those members of the critical-mass whom he feels may be the most important members who might be uncomfortable with the change. An example of this would be the police association who might view the assistance from the California National Guard as a possible block for the city to hire additional police officers. It would be up to the transitional manager to deal with those concerns and gain the support of that organization and its members.

CHART 7

COMMITMENT PLANNING CHART

	POSITION ON THE ISSUE			
	Block it	Let It Happen	Help It Happen	Make It Happen
Chief of Police				OX
City Manager		O----->X		
City Council		O----->X		
Police Department Administration			O----->X	
Police Officer's Association		O----->X		
Command Staff California National Guard			O----->X	
Business Community		O----->X		

O = Current Position X = Desired Position

Strategic Analysis

In order to implement a program to have the California National Guard assist the Palm Springs Police Department, it is necessary to analyze the strategic process involved for the involvement of key stakeholders. This analysis will focus on those areas which are considered negotiable and non-negotiable. The key stakeholders for this analysis will be the chief of police, city manager, city council, police administration, police officer's association, command staff of the California National Guard, and the business community.

Chief of Police

The ultimate success of a police department is the responsibility of the chief of police. He holds the key to the implementation, monitoring, direction, success, and failure of all of his policies and procedures. For a program of assistance by the California National Guard for the police department to be successful, it must be enthusiastically embraced by the chief and must have his full backing. The following is a list of the areas the chief would find negotiable and non-negotiable regarding the implementation of the California National Guard assistance program.

Negotiable

Planning the program
Duration of program
Selection of planning task
force members
Hours of program
Police department's cost
involved with program

Non-Negotiable

Command structure
Police department manpower
use
Compliance with police
department policies and
procedures
Police officers making

Selection of mission types	arrests
Media relations	Officer safety
Personnel selection	Keeping community, council, city manager informed of the program

City Manager

As the head of city government, the city manager sits in the most powerful position regarding the administration of that organization. The support of the city manager for this program is vital. Because of the influence with the council and the ability to recommend policy and direction and knowledge of public affairs, the city manager is identified as a vital stakeholder. Also to take into consideration is the fact that the chief of police reports directly to the city manager, who evaluates that position. The success of a program, such as the National Guard's assistance to the police department, could have a direct affect on the city manager's relationship with the city council. The city manager also must be sensitive to the perception and needs of the community regarding any change in procedures.

The following identifies the areas the city manager would find negotiable and non-negotiable:

Negotiable	Non-Negotiable
Types of programs and assistance by the National Guard	Mobile control of the assistance programs
A separation of duties regarding the police department and National	Large cost overruns
	Positive image for the city
	Cost savings

Guard personnel
Program evaluations
City costs

City Council

The mayor and city council is by far the most powerful political body within the city. Past and present city councils of Palm Springs have been made up of business men and women who are civic minded and want to see the community grow. Council members also tend to be politically astute and have high expectations for their city manager and police chief. In regards to gaining the assistance of the California National Guard for the police department, it will be necessary to gain the mayor's and council member's trust and confidence and to demonstrate to them how the program will benefit the city. The council, being in control of policy making and budgets, wields a great deal of power in all city departments, the police department being no exception.

Negotiable

Program monitoring and
evaluations
Program goals and objectives
City costs
Program administration

Non-Negotiable

Interference with
tourist industry
Impact on business community
Positive image of city
Addition of police personnel
Higher wages/benefits for
police department employees

Police Officers' Association

The current POA is a relatively sophisticated organization, being a member of PORAC the Legal Defense Fund. This group does have the ability to impact the implementation of police department policy and procedures. The new chief of police has found the POA to be a valuable resource and recognizes the importance of their input regarding new programs and policies. In the past, the POA's involvement in planning and implementation of policy and procedures has been uneven but has proven to be valuable in the instances in which they were asked. The new chief and the POA enjoy a positive working relationship and open lines of communication. The chief of police would find it necessary to take into consideration the views of the members of the POA in regards to bringing in the National Guard in the assistance role for the police department. The POA membership may have some concerns regarding this program in the area of the interfacing of the two agencies, the training of the National Guard personnel, loss of potential police officer position, lack of promotional opportunities, and other factors involved in this new program.

Negotiable

Hours and working conditions
involving the new program

Cost Savings

Selection of personnel
working with National
Guard units

Non-Negotiable

Giving up salary/benefits

Giving up employee rights

No lay-offs of personnel

No reductions in personnel

Police Department Administration

The members of the police administration are an important stakeholder in this program since they will actually be involved in both the planning and implementation of the assistance and interfacing of the two agencies. For this assistance program to be successful, they must agree with the concept, see the benefits, proactively conduct task forces to gain input from all levels of the department and community, and actually put the plans into action. They must also interface effectively with the Command Staff of the California National Guard who will be their counterpart on the military side. Members of police administration will also have a certain responsibility of selling this program to "the troops" as well as to the community.

Negotiable

Administration of
program

Costs of program

Manpower requirements

Types of missions selected

Types of equipment used

Non-Negotiable

Adhering to department
policies/procedures

Maintaining department chain
of command

Police officers making
arrests

Command Staff of the California National Guard

Without the proactive participation and planning of the Command Staff of the California National Guard, the success of this program could be greatly diminished. The senior commanders both in Sacramento and at the various National Guard headquarters, the command staff, will actually be doing the planning and supervising the implementation of the programs to

the police department. Command Staff will be working closely with the police department administrative staff in selecting missions, determining manpower and equipment needs, and evaluating the success of the program. Since this is a relatively new area for the National Guard's involvement, the Command Staff should be encouraged to do some strategic planning and future projections in regards to this new trend.

Negotiable

Types of missions requested
 Manpower needs
 Equipment needs
 Scheduling of personnel
 Programs evaluation

Non-Negotiable

National Guard chain-of-command
 Becoming more police-officer oriented
 Policy of engagement
 Firearms use policy

Business Community

The business community and hospitality industry are two of the most powerful community groups in the city. Since tourism is the number one industry of the city, any program that might adversely affect this industry would not gain the support of this group. It would be beneficial for the chief of police, city manager, and city council to invite members of the business community, hospitality industry, chamber of commerce, homeowners associations, and activists groups to participate in the various task forces being formed during the planning stages of this program. By getting these different groups involved, educating them to the benefits of the program and gaining their support, this type of assistance program can easily be sold in the community once the benefits are identified.

Negotiable

Types of community input
on task forces

Types of community involve-
ment on task forces

Selection of members of
task forces

Involvement by the chamber
of commerce, local activist
groups, homeowners association.

Non-Negotiable

Aspects that would hurt
business community

Aspects that could damage
tourist industry

Aspects that might affect
city growth

Aspects that might affect
city's positive image

RESPONSIBILITY CHARTING

The transitional process requires that the various key stakeholders and the role they play be illustrated on a graph. One tool which is helpful in doing this and also completing the role clarifications is the responsibility chart (Chart 8). The responsibility charting starts with each member of the group rating the involvement of the actors in relationship to tasks, actions, and decisions. Actors have been defined and labeled as follows:

R = Responsibility to Ensure Completion

A = Approval Necessary

S = Support Essential to Completion but Approval Required

I = Must be Informed

At the end of the individual responsibility charting, the group members meet and discuss their findings. The entire process is useful for assigning responsibility for task completion and gaining understanding by the group of the roles others will play in the change process.

CHART 8

RESPONSIBILITY CHART

Decision/Tasks	Proj. Direct	Chief of Police	City Manag.	City Council	Police Admin.	P.O.A.	Comm. Staff CNG	Busn. Comm.
Develop Feasibility Plan	R	A	A	A	S	S	R	S
Gain City Manager Support	R	R	-	-	S	S	-	-
Gain City Council Support	S	R	R	-	S	S	-	-
Develop Joint Planning with CNG Command Staff	R	S	I	I	I	I	-	I
Gain Community Support	R	R	R	R	S	S	S	S
Develop/Implement Training Program	R	A	A	I	S	I	R	I
Form & Staff Community Task Forces	R	R	I	I	S	-	-	S
Program Administration	R	S	I	I	S	I	R	I
Program Coordination	R	S	I	I	S	-	R	-
Mission Selection	R	R	I	I	S	I	R	I
Media Relations/Community Information	R	R	S	S	S	I	I	I
Program Evaluation	R	S	I	I	S	I	R	I

ISSUE:
The California National Guard
interfacing and assisting
civilian law enforcement
agencies.

R = Responsibility
A = Approval
S = Support
I = Inform
- = Unrelated

Responsibility charting is particularly helpful when more than one agency, such as the California National Guard and a police department, is involved in a program. It is critical that the Command Staff of the National Guard and the police administration identify each actor's role and how that role affects the attainment of the goals and objectives. The chart illustrates various decisions and tasks related to the National Guard's assistance to the police department. It also notes the main stakeholders and their roles for each task and decision.

Project Director

The project director should be, in this case, the chief of police of the Palm Springs Police Department. His involvement is critical to ensure the project's success. The chief has the confidence and trust of both the city manager and city council. He has shown the ability, in his past and present positions, to set priorities, possess good communication skills, and be a skilled negotiator. He has also proved to be a good planner of programs he has designed. It will be his responsibility to see that a feasibility plan is developed and to keep the city manager informed through this program to ensure his support. The city manager will then keep the council informed to ensure their support for this program.

Another important factor is to keep the community informed regarding this assistance program. This can primarily be done through the various medias. By constantly keeping the press informed of the changes and benefits of the program, the progress of the various task forces, along with general information about

the program, will help the project director convey the information to the community.

Project Manager

The project manager should be the operations captain within the department. It will be his responsibility to ensure that the program progresses smoothly. He will also have to work closely with his counterparts on the command staff of the California National Guard and the local Guard Commanding Officer. This project manager will also be responsible for forming and assigning tasks to the various task forces to be formed to proactively deal with the assistance program. These task forces will make suggestions to the chief of police regarding the implementation of the National Guard's assistance.

The project manager will have the responsibility of interfacing with the National Guard and any other city departments that might become involved in this program. He will also need to keep the other parts of the criminal justice system informed regarding this program so agencies such as the court, district attorney's office, and the public defender's office will have advance notice of possible increases in their workload. The project manager will also be responsible for any cross-training that will be necessary of either National Guard personnel or police department personnel. The project manager will also be responsible for monitoring and evaluating the program to ensure the goals and objectives are being met. He will also have to make written reports to the chief, city manager, and council regarding the progress of the program.

READINESS ASSESSMENT

By utilizing a ready assessment survey chart, the key leaders of the organization and their readiness for change can be measured by using three dimensions (Chart 9).

The first dimension assesses the department's leaders in the area of awareness. This dimension looks at the environment and dynamics of the people in the organization and their reaction to this change.

The second dimension explores motivation. This dimension observes the leader's motivation and his willingness to accept change. It also takes into consideration the leader's plan and responsibility for the change.

The third, and final, dimension measures the skills and resources of the key leaders. Included in this dimension are items concerning the leadership's vision for the future, ability to activate contingency plans, assessment of interpersonal skills, and assesment of resources necessary to bring about the change.

The information gained about the Palm Springs Police Department indicates that they not only have the capacity for change, but they also have the readiness for change. They see the advantage of the change and the utilization of the California National Guard's resources to help them do a better job. They are also willing to take the risks and change involved in this new program. It would appear, for the most part, that all the key leaders within the organization have a vision of the future and are willing to participate in the change process. Through the leadership of the new chief of police, there is an increased awareness and motivation for change, and the top management

possesses the necessary skills to bring about that change in an orderly process. Seeing the advantages presented by the programs available through the California National Guard, the leadership of the department can see the advantages of this change and will ensure a successful program to utilize this necessary assistance.

An important part of the transition plan is an assessment of the organization's readiness and capabilities for major change (Chart 10). On this chart, each of the individuals or groups critical to the change are listed at the top. Then each individual or group is ranked in the low, medium, or high as to readiness and capabilities to the change process.

CHART 9

**ASSESSING YOUR ORGANIZATION'S
(KEY LEADERS') READINESS FOR
MAJOR CHANGE**

	Little Degree	Very Little Degree	Some Degree	Great Degree	Very Great Degree
AWARENESS DIMENSIONS					
Awareness of the nature of the organization's current environment.				XXX	
Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)				XXX	
Appreciation that the change situation has some unique and anxiety-producing characteristics				XXX	
Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g., people, culture, structure, technology, etc.)					XXX
MOTIVATIONAL DIMENSIONS					
Willingness to specify a detailed "vision" of the future for the organization.				XXX	
Willingness to act under uncertainty.				XXX	
Willingness to develop contingency plans.			XXX		
Willingness to activate (follow) contingency plans.				XXX	
Willingness to make achievement of the "vision" a top priority.				XXX	
Willingness to assess own theory of organizational behavior.				XXX	
Willingness to increase organizational dissatisfaction with current situation.			XXX		
Willingness to use non-authority bases of power and influence.				XXX	
Willingness to share responsibility for managing change with other key leaders in organization.				XXX	
SKILL AND RESOURCE DIMENSIONS					
Possesses the conceptual skills to specify a detailed "vision" of the future for the organization.					XXX
Possesses assessment skills to know when to activate contingency plan(s).					XXX
Possesses interpersonal skills to effectively employ non-authority based power and influence.				XXX	
Possesses personal relationships with other key leaders in the organization.				XXX	
Possesses ready access to resources (time, budget, information, people, etc.)					XXX

CHART 10

READINESS/CAPABILITY CHART

NOMINAL GROUP	READINESS			CAPABILITY		
	High	Med	Low	High	Med	Low
Project Director	X			X		
Chief of Police	X			X		
City Manager	X			X		
Mayor/ City Council		X			X	
Police Administration		X			X	
Police Officer Association			X		X	
Command Staff CNG		X		X		
Business Community			X		X	

PROGRAM GOALS AND OBJECTIVES

During the implementation and change phase of the planning process, specific measurable goals and objectives must be identified. The definition of an objective is, "a statement of direction, purpose, and intent." Also, taking into consideration the ultimate ends or outcomes sought, not necessarily the process conducted to achieve these ends or outcomes, objectives contain the following attributes:

1. Measurability
2. Validity
3. Achievability
4. Quality

Objectives can also be stated in terms of percentages that are maximized or minimized, increased or decreased, or a cost effective basis.

In the area of goals, they must be determined prior to the institution of the change, and the objectives of the goals must be specific.

For each goal and objective, there must be some type of measurement to determine the degree of reaching the goals and objectives.

TASK FORCES

An effective method for the implementation of a new program, such as the one discussed in this report, will involve the creation of task forces. By using the task force concept, many members of diverse groups can be brought together, study different issues, and make recommendations. Community involvement in a change such as this is important in dealing with such issues as local control, affects on the business and

hospitality community, affects on residents, and cost concerns. Representation from the business community, hotel industry, residents, and community activists groups should be included.

Also represented on the task force should be members of the police department. These members should be from all levels within the organization and should include staff, line, and management personnel. By involving all levels of personnel from within the department on the task forces, you gain a buy-in and commitment from those people concerning the recommendations that are reached. Commitment and buy-in are critical to the success of this program. It is important for all task force members to understand their charge as to the goals and objectives of that particular task force.

The participation by the command staff of the California National Guard in the task forces would be essential. Their knowledge and expertise of their resources would be a valuable guide to the task forces in regards to planning.

Also involved in the task forces would be city council members who would insist gaining counsel and community support with the National Guard's assistance programs. Their participation would also help gain their commitment for successful interaction of the police department with the National Guard.

COMMUNICATION

Whenever a change or new program is established, an essential part of the transitional process is good communications and feedback. It is important for everyone within the organization to have correct information regarding these programs. Without the proper flow of communications, the rumor

mill can take over, creating false expectations and information that can create stresses within the organization. With the shift work and different days off, administration must make every effort to communicate, not only with personnel working in the daytime, but with all personnel no matter what their work hours. New policies and procedures must be communicated to all members of the organization who will carry them out or be affected by them. Feedback systems must be established so communication can flow down the organization as well as effectively upward. If carried out properly, communication and feedback is essential to the successful implementation of the various strategies suggested in the proposals.

PROGRAM EVALUATION

Evaluating the program and measuring its performance in relation to the established goals and objectives is an important part of both the transition process and evaluation of the ongoing programs. The program must be evaluated through a process and objectives must be measurable. The process, as well as how it will be measured, must be communicated to all members of the organization. They should have a clear understanding of what the program is meant to do and how to evaluate it. Prior to the evaluation, accepted techniques and measurements should be agreed upon to ascertain if the program is achieving its goals and objectives.

CONCLUSIONS

SUB-ISSUES

RECOMMENDATIONS

CONCLUSION

This study has answered the issue question, "How will the California National Guard Interface with Local Law Enforcement Agencies By the Year 2000?" Given the current crime rate, the restriction on municipal and county governments' budgets, increase in drug and gang-related crimes, the problems recruiting qualified applicants, and the political pressure to do something about crime, law enforcement administrators are looking for any assistance they can find to help them accomplish their goals and objectives.

Today and for the next ten years, the California National Guard will be a valuable resource and assistance to local law enforcement agencies. The resources of the California National Guard should not be considered a cure-all for all law enforcement problems. But their equipment, manpower, helicopters, aircraft, and other resources should be looked upon as a valuable tool to be utilized by law enforcement leaders.

The following presents a brief summary of the outcome and results of the study and provides implications for the future.

SUB-ISSUES

The following is a summary of the sub-issues that were presented in different portions of this study.

1. Control Issue Once a mission statement is established by law enforcement and the National Guard, with specific goals and objectives, the control issue will be resolved. The issue of establishing written policies and procedures regarding the interfacing of law enforcement and the National Guard will also be resolved. By giving the National Guard a specific task or

mission, the law enforcement officer in charge will liaison with the National Guard officer in charge who will then direct the National Guard personnel toward the accomplishment of the mission.

2. Interaction and Cooperation By establishing a memorandum of understanding (MOU) between the law enforcement agency and the National Guard, specific roles and responsibilities can be established. By establishing a training program for National Guard personnel to better assist law enforcement agencies, the National Guard will be better prepared to provide the necessary assistance. POST should be involved in the establishment of the training curriculum receiving input from both law enforcement and the National Guard. Joint training exercises should be held prior to the undertaking of the various missions. Also, by establishing a citizen advisory commission, the community is allowed input and buy-in to this cooperative effort. By establishing a federal/state lobbying committee to enact and change current laws and to lobby for additional funding, the interaction and cooperation would be maximized.

3. Request for Services Once a mission statement and a MOU are secured, it will be the responsibility of the area coordination committees to make recommendations to streamline the time necessary for law enforcement to utilize the National Guard's services. It is recommended that the National Guard give more leeway to their local commanding officers to immediately approve law enforcement's requests for assistance. Guidelines could be established for the implementation of such a program by a statewide coordination committee.

4. Local Control It should be emphasized that the National Guard and its assistance programs supplements civilian law enforcement; it is not a replacement. The National Guard leadership and law enforcement administrators must market this concept not only within the community but within law enforcement itself. These programs should be represented as a supplement to assist law enforcement and not a threat. The media should be utilized to market these programs to the community and to gain community support. By utilizing the citizen advisory commissions, they can be helpful in gaining the necessary acceptance by the citizens of the community.

5. Civil Liabilities In any type of joint National Guard/law enforcement mission, there is going to be a certain amount of civil liability due to the type of missions. By law enforcement and the National guard being proactive in conducting strategic planning, establishing MOU's, conducting training, and providing the proper documentation, much of this civil liability can be reduced. By establishing a joint training committee, the National Guard can utilize law enforcement's experience in the area of civil liability and anticipate where they would receive the greatest exposure and proactively plan in dealing with those areas. The liability of the National Guard, if conducting a mission that is paid for by federal funds, would be the responsibility of the federal government. It would be the responsibility of the federal government to provide proper legal defense for any National Guard personnel who would be subject to a civil lawsuit for any actions that they took in a law enforcement assistance mission.

Conclusions

Based on the findings of this study, the California National Guard's assistance to civilian law enforcement agencies will become more important to the service provided by those agencies between now and the year 2000. Due to all the problems facing law enforcement in California today, law enforcement leaders will find it necessary to utilize the resources of any agency available to them to assist them in doing their work.

The interviews that were conducted early in this study point out two important facts: 1) most law enforcement leaders and staff personnel of the California National Guard agree that the National Guard's assistance to local law enforcement is important today and will become more important in the next ten years; and 2) there is a general lack of knowledge regarding what types of programs the California National Guard is currently assisting civilian law enforcement agencies in accomplishing, and the future of those programs.

The leaders of California law enforcement must realize such problems as limited funding, manpower recruitment, changing population trends, increased illegal drug and gang-related violence, and militant police unions that must be dealt with if California law enforcement is going to stay in its forefront position within the nation. Law enforcement leaders must also realize that they need to utilize the resources of agencies that traditionally have not been used in the past to assist law enforcement. These agencies include the regular military, other federal and state agencies, and the California National Guard.

Recommendations for Future Studies

While conducting this futures study, many related subjects were developed that were not discussed in this study. Several of these areas are:

1. Is the National Guard the most cost effective agency to conduct law enforcement assistance missions?
2. What would occur if the additional funding now used for the National Guard assistance programs were allocated directly to the civilian law enforcement agencies?
3. What will be the role of the regular military in assisting civilian law enforcement and how will it interface with the National Guard?
4. What are the implications of the National Guard collecting criminal intelligence?
5. What types of law enforcement training should the National Guard be given?

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APPENDIX

APPENDIX I

Examples of Events for the Nominal Group Technique Exercise

1. The Governor declares a state of emergency in Los Angeles, Orange, San Bernardino, and Riverside counties due to gang-related crime.
2. Gang-related violence increases in Southern California to the point that civilian law enforcement agencies cannot handle the problem.
3. Southern California law enforcement agencies experience a serious recruiting problem so that many sworn positions remain vacant.
4. A severe depression hits southern California causing an economic decline effecting local governments' budgets.
5. An 8.0 earthquake hits the entire southern California region causing extensive damage.
6. Illegal drug dealers start killing off-duty law enforcement officers and their families.
7. A major race riot occurs in Los Angeles involving attacks on police officers, arsons on buildings, looting, and other riotous acts.
8. Foreign terrorists start attacks in the southern California area.
9. A severe electricity shortage hits southern California during the hottest summer on record.
10. A severe water shortage occurs in southern California causing water rationing.
11. Illegal drug dealers flood southern California with inexpensive cocaine and marijuana to increase usage and potential customers.
12. Public awareness and pressure increases to do something about illegal drugs.
13. Political pressure from the President to local elected officials increases dramatically to do something about illegal drugs and gang violence.
14. The media zeros in, creating public concern about illegal drugs and gang violence.
15. State legislature passes laws to increase the National Guard's involvement in civilian law enforcement.

16. The Congress increases or decreases funding for California National Guard to assist civilian law enforcement.
17. The governor appoints a new adjutant general who wants to increase the Guard's role in civilian law enforcement.
18. A massive multi-agency law enforcement officer strike occurs in Southern California, crippling police services.
19. Prison riot at Chino Prison.
20. Limited and large scale warfare.
21. National disasters other than earthquake.
22. Pressure from special interest groups.
23. Repeal of Posse Comitatus.
24. Decrease in federal funding for the National Guard.
25. Economic crisis.
26. Nuclear reactor accident.
27. Influx of illegal political refugee aliens.
28. Legalization of drugs.
29. Election of a civil libertarian.

APPENDIX II

Examples of Trends for Nominal Group Technique Exercise

1. Reduction in law enforcement agencies' budgets.
2. *An increase in gang-related crimes and in illegal drug related crimes.
3. An increase in public concern with crime.
4. *A public acceptance of the National Guard becoming more involved in day-to-day law enforcement activity.
5. Population growth in southern California.
6. Increase in minority population in southern California.
7. Medial attention on the crime issue.
8. Power and influence of law enforcement unions increases.
9. *Political pressure to get a quick fix for crime.
10. Changing public standards.
- 11.*Criminals becoming more mobile, better armed, and possessing high tech equipment.
12. Law enforcement apathy toward crime problems.
13. Increase state mandates and involvement in local law enforcement agencies.
- 14.*Increase demand for law enforcement services.
15. Problem of criminal justice system processing the numbers of criminals going through the system.
16. Overcrowding of state and federal prisons.
17. Decrease in public apathy.
18. Emergence of radical group.
19. Decline in middle-class America.
20. Public rejection of National Guard involvement.
21. End of the Cold War.
22. Increased needs of Third World countries.
23. Increase civilianization of law enforcement.

APPENDIX III

Nominal Group Members

1. City Manager Coachella Valley City
2. City Council Member Coachella Valley City
3. Attorney American Civil Liberties Union
4. General Manager General Telephone Electric
5. Police Officer City of Seal Beach/ Captain,
California National Guard
6. Sergeant Palm Springs Police Department/
Captain, California National
Guard
7. Police Officer Palm Springs Police Department/
Captain, California National
Guard
8. Deputy (retired) Riverside County Sheriff's
Department/Sgt. California
National Guard
9. Police Officer Ferris Police Department/
Sgt. California National Guard
10. Police Officer Palm Springs Police Department/
Lt. California National Guard
11. Sergeant Palm Springs Police Department/
Lt. Col. United States Marine
Corps Reserve

APPENDIX IV

Modified Policy Delphi Group

Tom Kendra, Chief of Police, Retired
Palm Springs Police Department

Gary Boswell, Captain
Palm Springs Police Department

William Valkenberg, Captain
Palm Springs Police Department

Lee Weigel, Lieutenant
Palm Springs Police Department

William Manger, Lieutenant
Palm Springs Police Department

Michael McMullen, Lieutenant
Palm Springs Police Department

APPENDIX V

Questions Asked During Interviews

1. What types of resources does the California National Guard have that can be used by civilian law enforcement agencies?
2. What do you think will happen to the funding level for the California National Guard's assistance to law enforcement in the next five to ten years?
3. How will the California National Guard become involved in assisting law enforcement agencies in the next five to ten years?
4. Will the California National Guard be given peace officer power in the next 10 years?
5. Does the California National Guard have the manpower, equipment and resources to close the Mexican border to the smuggling of illegal drugs?
6. Do you envision the California National Guard personnel becoming more involved in assisting civilian law enforcement in the day-to-day enforcement activities?
7. How will the California National Guard respond to its new mission of assisting civilian law enforcement agencies?
8. Has there been any long range planning by the National Guard staff on its expanded mission to assist civilian law enforcement agencies?
9. Does the governor support the mission of the California National Guard?
10. Do the majority of members of state legislature support the expanded mission of the California National Guard?
11. How will the expanded missions of the California National Guard affect its military command?
12. Will the personnel of the California National Guard need additional training for its expanded role?