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WILL THERE BE A NEED FOR A MARKETING
STRATEGY FOR CRIME PREVENTION PROGRAMS
IN CALIFORNIA LAW ENFORCEMENT
BY THE YEAR 2000?

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An Independent Study
By
Richard Sill

California Command College
Class 11
Peace Officer Standards And Training
Sacramento, California
25 January 1991

11-0211

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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ABSTRACT

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Richard L. Sill
COMMAND COLLEGE CLASS XI

PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA
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ABSTRACT

The study examines the need for and extent of marketing applications in the delivery of crime prevention programming by mid-sized California law enforcement agencies by the year 2000. In determining this future application the author presents literature and futures forecasting segments, inclusive of trend and event identification, proposed policies, and strategic management and transition plans. Conclusions define a definite need for marketing application to crime prevention programming at the local and regional/state level. Concept applications of local cable T.V., interactive video systems, and crime analysis data distribution to crime prevention programming are employed to address the identified need factors of maintaining public interest, keeping the citizenry informed, increasing the level of police/public cooperation, and public perception. Recommendations involve political and administrative coalition development efforts at the local and regional level in addressing program implementation.

Study components include survey summaries; trend/event evaluations; forecasts; figures and graphs; appendices; references.

DEDICATION

To My Wife

Claudine

For Her Love, Understanding, And Support,
As Always

ACKNOWLEDGEMENTS

A successful piece of research of this magnitude can only be accomplished with the support and dedicated efforts of family and friends. I would like to formally thank the following people for those efforts and share that sense of accomplishment with them. Their names are listed below in alphabetical order by assistance function.

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EXECUTIVE SUMMARY

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Rich Sill
Commission on POST
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EXECUTIVE SUMMARY

This study examines the need for, and implementation of, marketing techniques in crime prevention programming in mid-sized California law enforcement agencies by the year 2000. Five chapters encompass the background review, futures forecasting, strategic management, transition management plan, and the conclusions and recommendations.

Part One - Background Review: A brief historical summary looks at crime in American society, problems faced by the criminal justice system, and the emergence of crime prevention measures. The successful crime prevention programs and marketing applications are identified.

Part Two - Futures Forecasting: The format for the futures process is initially focused through examination of the crime prevention marketing sub-issues.

1. How will demographic changes affect citizen participation in crime prevention programs?
2. How will privatization efforts of law enforcement services affect crime prevention programs?
3. How will public attitudes and perceptions affect interest levels in crime prevention programs?
4. How will changes in type and severity of crime affect citizens interest in crime prevention programs?

The futures process of expert panel review (Delphi) provides the critical trends and events which will impact marketing in the year 2000. The most significant are:

- T1. The level of citizen participation in crime prevention programs.
- T2. The level of cooperation and interaction between police agencies and the public they serve.
- T3. The perceived impact of crime by the citizenry.
- T5. The extent of news media influence in the reporting of crime.

- E1. The enactment of a state crime prevention code similar to a fire code which addresses designated crime prevention measures.
- E4. Development of interactive video conference networks between police and citizenry.
- E5. Initiation of a public supported crime channel for public access.

Part Three - Strategic Management Plan: Direction for the marketing of crime prevention programs begins with a mission statement or philosophy. The futures research processes of SAST and WOTS-UP are employed in defining who the critical players are and what impact the environment plays on them in plan implementation. Policies are developed as an extension of the mission statement through the use of a second Delphi panel. Some of the outstanding policies are:

1. Adopt a policy mandating an in-house introductory marketing program for police employees.
2. Policy for support of political and administrative efforts in petitioning POST to provide state funded training for crime prevention marketing.
3. Adoption of a city resolution recognizing and financially backing the crime prevention marketing program as a city service.
4. Communications policy on material content and priority of materials presented.
5. News media notification policy allowing crime prevention program material to be released to elements of the media.
6. The mandating of crime analysis procedures as a department priority and a part of a regional crime analysis marketing support function.

A strategy for the implementation of the marketing concept and the identified policies is outlined in a four step negotiation plan consisting of (1) a justification/study report, (2) endorsement search of specific professional organizations, (3) the production of a pilot project, and (4) introducing the marketing program to the public.

Part Four - Transition Management: Identification of those specific individuals required to make the transition is followed by an implementation plan which outlines how far and how quickly they must move for successful implementation. The process for overseeing and completing the transition phase is called the constituency management structure. Successful transition to the crime prevention marketing concept involves the cooperative efforts of representatives from the areas identified as being impacted by the change.

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CHAPTER ONE:

INTRODUCTION/BACKGROUND

Crime As A Part Of American Life

In describing people and their relationship to the social order of the day, Shakespeare wrote in *As You Like It*,

All the world's a stage, and all the men and women merely players...

The basic human needs associated with interaction and communication have not changed since 1599 when those words were written. Current social performance, however, involves a multitude of acts on a diverse and constantly changing stage.

The complexity of today's theater of life is directed by a highly active and demanding environment which forces the actors to play many roles in a short time span. Citizens are emersed in the separate but overlapping disciplines of politics, economics, environment, and social change, to name a few. Many of these areas take the spotlight of interest for brief periods of time, but none seem to have had the continued endurance and attraction of crime.

Crime is here and now, and we feel its effects daily. Our society not only absorbs the horror of this problem by viewing the results on TV in our living rooms nightly but we have managed to build an acceptance level and indeed a fascination with the problem. One quick look at TV Guide over the last decade will tell you about the proliferation of "cop" and "detective"

shows. The local bookstore can order out a book for you on some facet of crime in the U.S. from a listing of over 2800 current crime titles in print (Books in Print 1989-90). And who hasn't heard of the plethora of games, toys, and movies solidifying crime as an intergal and unavoidable part of American life?

The Criminal Justice System On Hold

The real life side of crime carries with it the social and economic price tag that is now becoming increasingly difficult to pay. The reality is that the justice system in this country is, at best, performing not much more than a holding action. The 1988 Uniform Crime Reports published by the National Department of Justice reflect that the overall Crime Index of Known Offenses was up 17% from 1984, or an average of 3.4% annually (UCR 89 pp. 48). This was almost twice the 1.74% annual population growth rate of California (State of California Demographic Research Unit, 1990). During that same period of time the cost of law enforcement to local government in this country increased 9% annually (Sourcebook of Criminal Justice Statistics 2).

The public continues to maintain a high concern for "real" crime. In the latest available survey on national public attitudes (Sourcebook 183) the question was asked, "What do you think is the most important problem facing the community you live in?" In order of importance, and with significant degree, the rankings were Unemployment, Drugs, and Crime. Although this survey broke out drugs as a separate area from crime for identification purposes, the combined score for drugs and crime in the survey were much higher (20%) than the employment issue. There is certainly no question that illicit drugs have been, and will remain, a substantial part of the overall crime problem in this country. The use and demand for drugs and the crimes associated with the drug culture are a major catalyst to the whole problem.

In addressing a national drug crime symposium, New York Governor Mario Como stated,

There is no silver bullet to kill this dracula. We need more police, we need more prisons... and we'll do it, but we know it's not the answer. Government has to help, how, I don't know. Maybe there isn't an answer. (qtd. in Sylvester 121).

The Emergence Of Crime Prevention

The answer, at least in part, to the crime problem has been researched heavily over the last two decades. The turbulent sixties, which gave rise to social analysis and behavioral theory, produced for us a different view of the traditional role of law enforcement and the criminal justice system. We were beginning to see that crime could no longer be treated within the single dimension of "enforcement". Crime Prevention researcher Steven Lab in his most recent book, Crime Prevention: Approaches, Practices, and Evaluations, reinforces the thought that enforcement alone is not enough:

The ability of the criminal justice system to single-handedly alleviate crime in society has been seriously questioned... One has only to look at the alarming trend in crime rates over the past twenty years to observe the failure of the formal criminal justice system to do little more than process law violators and victims through a confusing maze of legal procedures. Society clearly needs to pursue alternative means of preventing crime (Lab 1).

Dr. Paul Lavrakas, who is a widely read scholar in the field of crime prevention, puts it in a more focused perspective in, Citizen Self-Help and Neighborhood Crime Prevention Policy,

The Criminal Justice System (including the police) can in most instances only react to crime, not prevent it... What seems most clearly needed to prevent most instances of crime and other anti-social incidents is a caring and vigilant citizenry (Lavrakas 87).

The emergence of crime prevention theory to the application stage did not occur all at once, and when it did, it was fragmented at best. Traditional enforcement minded officials saw then, as some still see today, prevention programs as experimental and with a low priority. After all, crisis management is hard to escape from when some immediate results can be recorded in the application of available resources.

In an article on promoting the need for prevention strategies, William Lofquist notes that our human service systems (inclusive of the criminal justice system) within this country are out of balance.

They tend to be reactive, remedial and so focused on the solving of problems that little attention is given to the shaping of positive prevention resources (Lofquist 21).

The federal government under The Law Enforcement Assistance Administration (LEAA) became a primary initiator of some of the first crime prevention programs in the sixties and seventies. Outstanding examples and forerunners of current programs were the National Neighborhood Watch, National Hands Up, and the National Crime Prevention Counselor. Different definitions of the causation of crime developed a diversity of approaches in crime prevention. That diversity still exists today.

There is one major state and federal program currently bringing attention to the importance of crime prevention. It is the combined efforts under the coordination of the National Crime Prevention Council to set a vision for law enforcement in cooperation with communities. The National Crime Prevention Coalitions* "Call To Action" does not involve large grants of money or major federal government involvement. It is a cooperative effort to set goals and gather public support for the recognition of crime prevention as a national priority. The 1990 NCPC conference was a forum for cooperative state and national efforts while introducing the "Call To Action" document, which outlines America's challenges for the future. That document's eleven points solidly place crime prevention as a national priority and concern to be addressed:

Crime Prevention is Everyone's Business

Crime Prevention is More than Security

Crime Prevention is a Responsibility of all levels
of Government

Crime Prevention is Linked with Social Problems

* *The coalition consists of more than 130 national, state, and federal organizations and agencies as a sponsor of the Citizens Crime Prevention Campaign. Not to be confused with the National Crime Prevention Council or the previously mentioned program titled "The National Crime Prevention Counselor."*

Crime Prevention is Cost Effective

Crime Prevention Requires a Central Position in Law Enforcement

Crime Prevention Requires Cooperation Among all Elements of the Community

Crime Prevention Requires Education

Crime Prevention Requires Tailoring to Local Needs and Conditions

Crime Prevention Requires Continual Testing and Improvement

Crime Prevention Improves Quality of Life for Every Community

(U.S. DOJ/NCPC Crime Prevention In America 10)

The long term results of the "Call to Action" will depend upon the combined efforts of local communities with the state and federal government. Models like the one being built in this futures undertaking will surely help make this movement a reality.

Current literature research reveals that there are two major approaches in the philosophy of crime prevention. One is the behavioral, or treatment of social conditions approach, which concentrates on the root causes of crime within the social structure. This involves changing the individual's environment of neighborhood, family, and employment, in an attempt to reduce the chance of the person's temptation to commit a crime (The Eisenhower Report, qtd. in Murray 91).

The second philosophical approach to crime prevention assumes that crime can be addressed through reducing the opportunity for criminal behavior before the crimes occur. Examples of this would be preventative measures ranging from security designs (locks, lighting etc.) to active citizen involvement in the reporting of crime.

Both approaches are essential components of crime prevention. Lofquist,

cited above, supports that System's Approach when he outlines that a human service system is made up of three critical parts: (1) the creation of positive conditions through the exploitation of opportunities: trying new ideas/opportunity reduction, (2) changing the conditions under which problems develop: treatment of social conditions, and (3) solving problems: the traditional reactive approach (Lofquist 21).

For the purposes of this futures study, the concentration will remain with the opportunity reduction component. The complex aspects associated with changing social conditions in neighborhood, family, and employment status, are far too intricate for this type of examination. This is not to say however that opportunity reduction strategies do not have a significant impact upon social change. They are an important part of it.

The success of any crime prevention program is determined by the participants perception of its impact. That perception may or may not be founded in the reality of statistics. People make judgments on how they feel about a program based upon their observations, feelings, beliefs, and past experiences. The many crime prevention and community/police programs that we have experienced since the sixties have been received and evaluated in just as many different ways.

Lab states that the real and perceived levels of crime and victimization are the core identification points that crime prevention must address. In fact he defines crime prevention in terms of citizen perception and reality when he states,

...crime prevention entails any action designed to reduce the actual level of crime and/or the perceived fear of crime (Lab 9).

We are therefore dealing in a field where subjectivity may rule over actuality in the definition of success. A case in point is the ever popular concept of Neighborhood Watch. It has, and will continue to be, one of the main vehicles for the delivery of crime prevention in our communities. However, that success was not objectively determined until 1985, many years after the concept (with all components in place) was up and running. Prior to that time it appeared to be solid, and citizens felt good about it, so it was determined to be a success. Some people would just put neighborhood watch signs up in their area feeling that the program was working. It was later discovered that partial approaches in the programs

concept did not show any statistically significant difference, even in the reporting of crime. Those programs were still perceived to be successful (Sill 47-52).

The perception and fear of crime remain as critical elements in the determination of program success.

What Has Really Worked?

What programs can we point to as examples of successful crime prevention? In his book Community Crime Prevention. Does It Work?, Dennis Rosenbaum selected and evaluated eleven major representative crime prevention programs from throughout the nation. These programs were deemed as successful on the basis of their outcomes in both citizen perception and statistical verification.

In most cases, the targeted crime was reduced and the perceptions of citizens were changed in a desirable direction (Rosenbaum 306).

Rosenbaum searched for and identified five strategies which were intergal parts of program success within this group. In identifying these strategies he stated that they could be added to other programs and locations, and that they were not exotic in approach.

1. Changes in environmental design (Oscar Newman CPTED) including improvements in street lighting and changes in traffic patterns.
2. Changes in the deployment of local police officers (decentralized tactics) such as foot patrol and more citizen interaction.
3. Initiation and support for community organizations including organizations of residents and of neighborhood proprietors.
4. Attempts to increase public awareness and education about crime and crime prevention, through media campaigns and through the distribution of community newsletters.

5. Individual participation in crime prevention efforts, such as in the engraving of personal property, the conducting of security surveys, and block watching.

(Rosenbaum, Community Crime Prevention 300)

In a summary of the eleven exemplary programs, it was noted by Rosenbaum that successful efforts are likely to focus on the relationship between the citizen and the police and that in those neighborhoods where that relationship is at issue, you will find some of the highest rates of crime. It is in these neighborhoods that the opportunity reduction methods that this study will address are not the optimum approach.

Neighborhoods of greatest need are in the most social distress. The incidence of crime is not likely to be reduced significantly as a result of community crime prevention efforts... The social distance between urban police and minority residents in these high-crime neighborhoods calls for a cultural and social change ... that is not within the current reality of public policy (Rosenbaum 294).

The study of opportunity reduction techniques therefore should be focused in those areas identified as outside the category of high social distress and acute criminal activity. High density urban areas were not considered in this research project for this reason.

In an attempt to optimize the opportunity reduction approach of crime prevention to the future needs and requirements of California law enforcement, this project has attempted to focus on a manageable segment of the enforcement environment outside the identified social distress category: the population centers served by mid-sized California law enforcement agencies.

Currently in California there are a total of 563 public safety agencies within the 58 counties which serve a population of 29.5 million. Of this broad range of agencies, 355 (63%) are municipal police entities. These municipalities are responsible for the majority of public safety service delivery in the diverse population centers within the state.

An examination of law enforcement agency statistics is completed annually by the Commission on Peace Officers Standards and Training in a

document titled Employment Data For California Law Enforcement. A portion of this document identifies agencies by size and population centers served. The categories segmenting agency size and population were used to identify the 194 mid-sized agencies (with total personnel between 25 and 199) which are the target for this study's research and model development (Employment Data 55-58).

As part of a survey on the future of the marketing of crime prevention, the identified target cities were queried on the number and success of their current crime prevention programs and factors involving the marketing concept (those programs identified as having components consistent with the successful strategies outlined by author Rosenbaum). Of the 194 cities surveyed, 121 (62%) responded to the survey (Appendix A).

Current crime prevention programs were examined and ranked by the agency chiefs as to both the public's and the officer's perceptions of their success.

The survey revealed that the five programs used most are: Neighborhood Watch (citizens watching out for each other), Home Security Inspections, Operation Identification (the marking of personal items to reduce theft and increase recovery), D.A.R.E. - Drug Abuse Resistance Education (or equivalent), and Business Watch (business people communicating and interacting on crime). Of these programs the highest approval ratings received by the citizenry (in the good or excellent rating category) were for D.A.R.E. (90%), Neighborhood Watch (77%), Home Security Inspections (64%), Operation Identification (62%), and Business Watch (52%).

In comparison, the officer's ratings reflected an average of 4% lower in each category. This suggests that the marketing of crime prevention programs should not be limited to the public. Those responsible for program guardianship must be knowledgeable of their programs as well as the salesmanship required to interest and motivate the recipients. There are numerous notations within the literature supporting the critical need for law enforcement to actively be involved with the citizens in the crime prevention effort. In a major research report released by Figgie International, Reducing Crime In America Successful Community Efforts, they conclude that,

...the crucial components in any effort to reduce crime are the active involvement of community organizations and residents...each case study also shows the importance of a law enforcement agency's willingness to encourage local resident's involvement (Figgie 145).

Marketing Defined: The Need Identified

Throughout the literature reporting successful crime prevention programs, it is obvious that all such efforts have required diligent citizen support and a good working relationship between the police and program participants in order to survive and flourish.

The ailment which all programs appear to suffer from, without exception, is a lack of continued interest and support over long periods of time. In one of the benchmark texts within the literature, Crime Prevention, author Paul Whisenand points out that the two basic problems facing crime prevention as a practice are the general apathy of the public and the need to have the agency keep its interest level high in the specific crime prevention project (Whisenand 183).

This problem of a lack of continued interest is not confined to the subject matter of crime prevention. It appears to afflict all subjects and levels within our society. The success of special interest group lobbying efforts within our political system are a good example of this. These lobbies flourish because of public apathy and the results are quite often contrary to the majority of the general public's true desires.

As far back as the 5th century BC in Athens, Greece, attempts in the application of true democratic principles involving the masses in the total decision making process met with failure. One of the three reasons for the failure of that government is listed by historians as the public's weariness in meeting continually to vote on various problems (The Making of America 264-265).

In referring back to our California agency survey, we find that current levels of interest in programs, measured in terms of participation, are much lower than comparison numbers on citizens awareness and knowledge of those same efforts (Appendix A). This again points to a definite need for the cultivation and marketing of crime prevention

programs in order to maximize their capabilities. Of those agencies reporting, 86% stated that their citizenry had a moderate to high level of knowledge of the agencies crime prevention efforts while only 60% reported a moderate to high level of citizen participation.

Statistical review of the survey returns does show a significant increase in participation levels depending upon population size of the community (Appendix B). It shows higher levels of participation for the mid-sized communities (25 to 75 thousand) and lower levels for the smaller and larger communities on either side. Speculation about why this occurs can be extensive.

Demographic evaluation of participation levels concerning minority and non-minority communities using the same survey did not produce the same results. In fact, there was no significant difference noted between heavy minority based communities (40% or more) and white majority communities (90% or more). It appears that the racial/ethnic mix of the community does not make a difference when it comes to participation and knowledge of crime prevention program efforts, at least as defined and reported by police of those communities.

In an article examining anti-crime patrol efforts at Drake University, researcher Ronald Troyer builds a case for perception of crime as a driving force behind initiation of anti-crime efforts. He points to research done by authors Spector and Kitsuse who suggest that social problems have a "natural history". In other words, they develop through the stages of birth, growth, maturity, decline, and death (Troyer 398). Crime prevention efforts are set within, and operate out of, a myriad of social issues. Recognition that such issues will require continued support and interest for building success is the reason why the "marketing concept" is not only applicable but desirable in crime prevention program efforts.

So, what is Marketing, and how can such a normally profit oriented process apply to an interactive service function such as crime prevention?

In the chapter, titled "The Role of Marketing and Marketing Management", Robert D. Hisrich in his text Marketing, defines the term comprehensively:

*Marketing is a central and integrated part of society, and to some extent affects the lives of everyone... marketing is not an isolated function within a firm, but rather begins and ends in the changing external environment, starting with the idea for a product or **service** and finishing only when the consumer has had sufficient time for evaluation (Hisrich 1).*

Hisrich states that the key to marketing is the targeting of customers (those in need of crime prevention services). Those activities facilitating exchange in the marketing target process involve the elements commonly referred to as the marketing mix. These include price, promotion, distribution, and product. Since this concept is new to the law enforcement field, there is no specific literature available defining marketing in terms which incorporate the marketing mix into the crime prevention environment. Current use of marketing techniques is limited and usually associated with individual or customized issues, which may use only one or more parts of the marketing mix.

The survey for this project revealed that only 9% of the respondents reported using any marketing techniques in their current crime prevention programming efforts.

The most outstanding example we have today in the application of marketing techniques to crime prevention is the nationwide McGruff "Take a Bite Out Crime" media campaign which is identified in the U.S. DOJ Community Action Against Crime booklet and sponsored by the National Crime Prevention Coalition and the U.S. Department of Justice. This national program, one of Rosenbaum's eleven identified successful crime prevention programs, has the goal of providing guidance and consensus direction for the combined efforts of the states in getting out specific crime prevention messages to the public. The creation of a central figure (The Crime Dog McGruff) and the expansion of general crime prevention themes have been successfully marketed through a national media campaign.

As a segment or component of marketing strategy, media has become an important factor in the maintenance of interest and the formulation of current marketing efforts.

In his book, America's "Crime Problem" An Introduction To Criminology, Joseph Sheley emphasizes the role of the media in informing the community.

...the media respond and stimulate fears of crime, and are therefore probably the single greatest influence on public attitudes about the topic. Basically, control of information to the public represents, in many ways, control of the public, since people structure much of their views of the world around media information and crime dramatization (Sheley 21).

Sheley's book, although accurate and comprehensive for 1977, does not address the media influence on the current under 30 generation. In what apparently is a new challenge to the media control theory via news, Time magazine in their July 9, 1990 issue released a nationwide study titled, "The Tuned Out Generation." The study reports that this new generation knows less, cares less, and reads newspapers less than any generation in the past five decades: only 30% of Americans under 35 said they had "read a newspaper yesterday" (Zoglin 64). Only 41% of that group said they had watched a T.V. newscast the day before. It is no wonder that the McGruff program places its T.V. ads throughout the entertainment program schedule.

The future need for the marketing of prevention programs was again reflected in our California agency survey when 85% responded in the moderate to high rating when asked what they thought the interest level would be if current day marketing techniques were applied to crime prevention programming in the year 2000. Our survey inquired about how many cities had actually used private marketing firms in the delivery of their crime prevention programs. Although we had a total of twelve responses, approximately 10%, claiming marketing application, only two agencies (Culver City and Chula Vista Police Departments) reported employing outside firms to market the program. Those two outside firms did video promotion programs.

It appears from a review of the literature and the responses of the survey that law enforcement has made little use of marketing techniques in the field of crime prevention and that there is a lack of understanding as to how it is defined, or applied.

This lack of any standardization in programs means we need to first define the elements of the marketing mix that apply to crime prevention so a framework can be developed as a base of understanding.

PRICE

The cost factors (Time, Effort, Resources, and Money) involved in the entire crime prevention program process.

PROMOTION

Those factors involved in informing the public of crime while advertising and selling those crime prevention programs that are effective in impacting crime.

DISTRIBUTION

The process of targeting and delivering of crime prevention programs to those segments of the community or public that would benefit the most.

PRODUCT

Crime prevention programs which have been determined to be effective in reducing and/or eliminating crime. (Hisrich 1)

It is from these definitions and the input of law enforcement professionals that the sub-issues of the subject of marketing's future in crime prevention were developed.

1. How will demographic changes affect citizen participation in crime prevention programs?
2. How will privatization efforts of law enforcement services affect

crime prevention programs?

3. How will public attitudes and perceptions affect interest levels in crime prevention programs?
4. How will changes in type and severity of crime affect citizens interest in crime prevention programs?

These sub-issues helped the author to define and ultimately answer the question as to whether there will be a need for crime prevention marketing in the future. But, more than that, they provide the basis for examination of what the issues will be in the application of marketing as an indispensable tool for law enforcement.

CHAPTER TWO:

FUTURES STUDY

The Importance of Futures Research

The conventional background and literature search presented in chapter one has told us much about crime prevention and the need for marketing concept application. However, the traditional examination approach we have used thus far is not geared to examining possible future directions concerning the subject matter under study.

Within the vast array of research practices in use, there exists a comparatively new field of study which concerns itself with the possible futures of a subject matter. This field is titled "Futures Research". It is not *pure research* as we know or have experienced in our academic work. It attempts to produce a picture of what is to come based upon the collective intuition of knowledgeable people within an area of study. The process is not fortune telling or an individual attempt to predict the future, but a multi-faceted process of developing, examining, and forecasting the basic catalysts of change: current trends and events. Futuristics combines historical fact, scientific knowledge, and human values with vision to create images of what should occur in the future (Cornish and Toffler in Tafoya 11).

The importance of studying the future within the context of the criminal justice system is highlighted by one of the leading criminal justice futurists of our time, Supervising Special Agent William Tafoya of the FBI. In his study, FUTURISTICS: Philosophy of an Emerging Discipline and its Implications for Criminal Justice Executives, he makes a case for futures research based upon the limitations of traditional research.

...If there is one thing that practioners should have learned from their past mistakes it is that they have relied too heavily on experience and not enough on meaningful innovation.

Expanding ones knowledge of divergent neoteric approaches to the solution of crime problems is essential to ones ability to usher in the rapidly approaching twenty-first century. Such knowledge calls for educational objectives with a forward time-bias (Tafoya 6).

Tafoya developed the first long term management oriented futuristics training program for law enforcement in 1982 at the FBI National Academy in Quantico, Virginia. Since that time the literature on futures research has grown steadily. In the January 1990 issue of the FBI Law Enforcement Bulletin, Director William Sessions confirmed the need for futures research,

Law enforcement can only rise above reacting to change by resolutely adopting a long-term perspective.

...Like those scientists who looked ahead to space exploration decades ago, we in law enforcement today must also think ahead and prepare for the future (Sessions 1).

The importance of futures research was seen early on in the bellwether state of California when Norman Boehm, Director of the Commission on Peace Officers Standards and Training, initiated the idea of incorporating a futuristic course of study into executive level training in a program now known as the Command College. This intense two year graduate level program was designed to orient and train California law enforcement executives in the various aspects of futures research. As with other graduate level programs, the Command College requires an application of those principles learned to complete the program. In the case of the Command College, the final project is an application of the futures research techniques studied. This project on crime prevention marketing is an example of this applied futures research. It contains many, but certainly not all, of the available futures techniques employed for futures studies. Those techniques selected were those determined by this author to be the most applicable to the study of marketing's future in crime prevention.

The Futures Process

We will be looking at the issue of crime prevention marketing with the following futures research tools.

THE FUTURES WHEEL A graphic representation of the issue and the possibilities or impactful aspects of the environment which will affect it in the future. The development of the wheel is accomplished through application of data obtained in an extensive literature search and a brainstorming session of the issue by local practitioners and experts.

DELPHI PANEL EXAMINATION A comprehensive process by which a panel of subject area experts are involved in ranking and forecasting specific elements concerning the issue and sub-issues. They are asked to do impact rating techniques on those identified trends and events that have been connected with the issue. These highlighted trends and events then become the road map for the development of possible future scenarios.

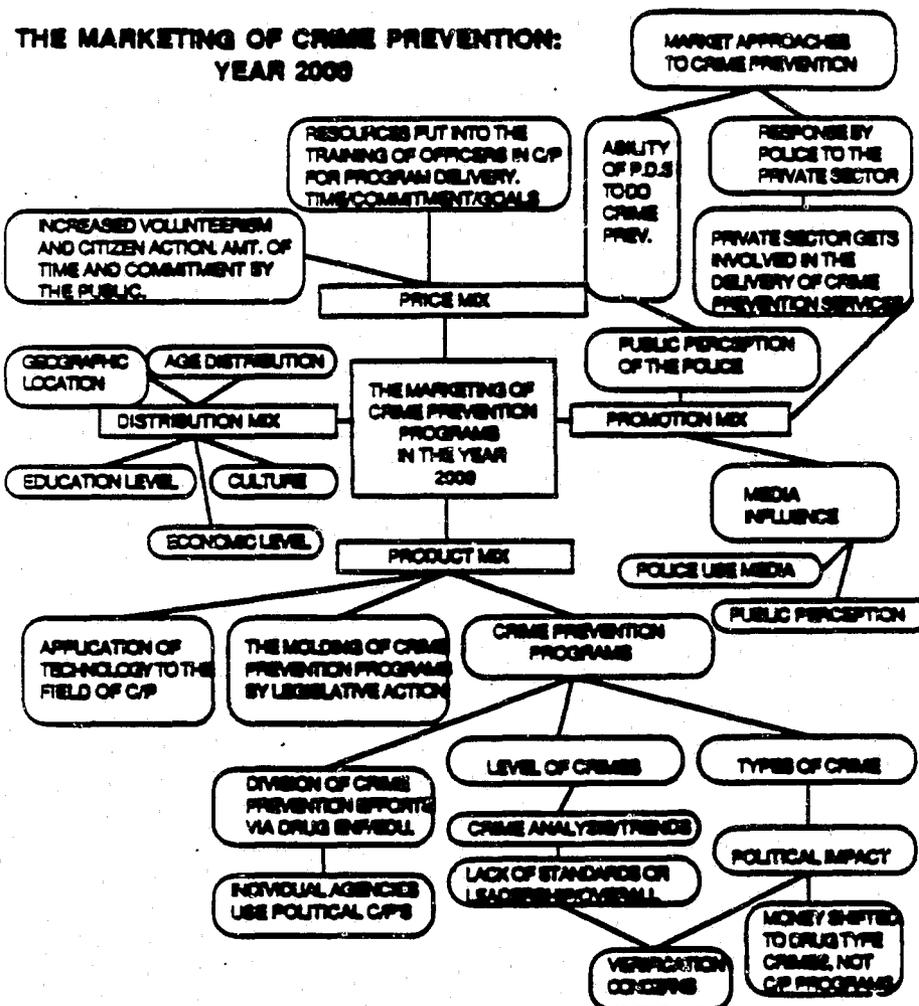
SCENARIO DEVELOPMENT As a picture paints a scene, so a scenario outlines what the collective thoughts of the Delphi Panel have produced. There are many types of scenarios. Two of those types, which have been selected by this author for use, are the Exploratory and the Normative. They are ones in which the future events are played out in a surprise free environment. Of these two, the Normative scenario is a story that can be developed based upon a desired or attainable future, or one that is feared but possible, depending upon the application of the forecasting processes developed here. The Exploratory style looks at the future without any proactive application and simply plays out current trends and events. The third scenario is called the Hypothetical or, "what if?" story. In this scenario the author has license to shift or adjust the data by manipulation so that "what if?" can be asked and alternative futures can be examined. The Hypothetical scenario was not selected for use with this study (Appendix C).

These three processes (Futures Wheel, Delphi Panel, and Scenario Development) make up the futures forecasting segment of this study. Other research methods found in the strategic plan and transition management phases of this project (such as the SAST and WOTS UP analysis) are not actually forecasting techniques. They will be defined in their respective chapters.

Reading The Environment: The Futures Wheel

To better understand the environment surrounding the issue, "Will There Be A Need For A Marketing Strategy for Crime Prevention Programs in California Law Enforcement By The Year 2000?", this researcher contacted sources from both inside and outside of law enforcement. Professionals in marketing, service delivery, and education were consulted. It was determined that the study of marketing as it would apply to any environment would be best aligned with those previously mentioned marketing mix factors of Price, Promotion, Distribution, and Product.

For ease of understanding and categorization, the mix factors were placed within the center of the futures wheel diagram as central connecting points in reading the environment.



The Delphi Panel: Expert Forecasting/Analysis

Through the use of the Futures Wheel, interviews with experts, and the literature search by this author, comprehensive lists of trends and events associated with the marketing of crime prevention in the year 2000 were developed. These initial lists became the backbone and pathways by which our futures study would start.

The Delphi process requires that those trends and events that are initially developed be subject to the ranking and forecasting process by a select group of experts in the subject matter. In our case this author determined that representatives of both law enforcement line and staff as well as the marketing community would need to be involved. The divergent fields of interest would give the most comprehensive, and hopefully enlightened, view of the future.

A total of twelve panel members were selected. Two of the members are prominent in the field of marketing, one at the national level and one local. Three of the members are crime prevention practitioner specialists working also as state representatives to the National Crime Prevention Coalition. Three other members are police chiefs who are active in contributing to the futuristic and technological changes in California law enforcement. Of the remaining four members one is a crime prevention research specialist and three are current staff officers from two Southern California law enforcement agencies.

In round one of a two round confidentially conducted mail Delphi process, the members completed a priority ranking of the 20 trends and 17 events initially developed (Appendix D). In addition, a priority ranking of the final five trends was done as to their value in long range forecasting in the policy process for strategic planning purposes. The collating process of all member's contributions (Appendix D) produced the following list of final trends and events.

TRENDS*

1. The level of citizen participation in crime prevention programs.
The number of people actively attending and participating in various crime prevention programs.
2. The level of cooperation and interaction between police agencies and the public they serve.
3. The perceived impact of crime by the citizenry.
What the public feels the rate of crime is and how they feel impacted by it.
4. The rate of violent crime.
Statistically reported and verified.
5. The extent of news media influence in the reporting of crime.
The impact that the media has on the public by the way it reports or delivers the news.

EVENTS

1. The enactment of a state crime prevention code similar to a fire code which addresses designated crime prevention measures.
2. Legislative enactment of tax break incentives for citizens who adopt and use designated crime prevention measures.

* In order to maintain a neutral approach to trend examination the trends are given as non-directional, without positive or negative direction. Panel members give direction to the trends at the time of analysis.

3. Legislative mandate and funding for crime prevention programs in all agencies.
4. Development of interactive video conference networks between police and citizenry.
5. Initiation of public supported crime channels for public access.

Round two of the Delphi process began when these prioritized trends and events were presented back to the panel for evaluation. Panel members were asked to forecast time frames, probabilities of occurrence, trend levels, and positive or negative impacts of selected trends and events.

This process causes the experts to look closely at each trend and event and make some specific calls as to what the future might be. Again, the combined efforts of the panel were collated and medians identified so that clarification can be made as to the panel's principal direction.

The following discussion of the panel's combined thoughts will put our forecasting process into perspective (Appendix E for the graphing of each trend and event).

TREND SUMMARY

We found that with respect to the "will be" forecast of the trends, the panel believed that each had increased from what it was five years ago in 1985 (20%-25%) and that each would continue to increase in the future. The panel believed that the trends would increase, on average, 16% within the first five years to 30% by ten years.

The forecast of the "should be" aspect of the trends as a whole, reflected 24% and 34% at the five and ten year mark respectively; however, there were some trends that individually showed some divergence. A synopsis of each trend follows.

TREND 1 The level of citizen participation in crime prevention programs.

The panel sees a general rise in citizen participation over the next ten years based upon the current environment. The normative or "should be" forecast indicates that the panel (median) believes that participation will need to be at least 50% higher for optimum results. This signals an obvious need for stepped up efforts for maintaining the interest in programs identified in chapter one.

TREND 2 The level of cooperation between police and the public.

Like the previous trend on citizen participation, the level of cooperation trend shows a greater need in the "should be" than the "will be" categories. Interestingly, the lower ratings in both the five and ten year categories came from panel members working within the smaller community environment. Those members also had the higher scores for the most perceived community involvement 5 years ago. Possibly they feel a greater sense of control and/or pulse of their communities problems than those responsible for a larger community environment. In any case, the median shows this trend as another important future part of the marketing need for crime prevention programming.

TREND 3 The level of crime as perceived by the citizenry.

We note that the panel forecasts a median increase of 20% (2% annually) for the level of crime perceived by the citizenry at the ten year mark. If we were to extrapolate the average annual crime figures outlined in chapter one, we would have a 34% increase in crime over the next ten years (average annual 3.4% increase).

The "should be" figures for the trend show a 10% higher figure than the "will be" for the same period of time. Possibly the increasing of the quality of perception by citizens in the future would be the key here. If the citizenry is informed through the use of validated, non-hyped, crime information/data delivery system, then a more accurate citizen perception may reduce the fear factor.

TREND 4 The rate of violent crime.

The panel believes that the rate of violent crime will increase 25% to 30% in the next five to ten year periods respectively. The "should be" forecast shows a reduction at the ten year mark. A conservative forecast but one which reflects reality in the minds of the panel.

The marketing of crime prevention programs directed toward violent crime reduction is therefore forecasted as a target.

TREND 5 The extent of news media influence in reporting crime.

The results of this trend forecast show that the influence of the media will continue to grow (25% five year, 50% ten year). The "should be" forecast shows tolerance for current levels as a future standard. One note of interest here is that the high range forecasts for both "will be" and "should be" were contributed by crime prevention practitioners who possibly view the media as a positive influence or tool in the development of crime prevention awareness.

This trend can be viewed as positive or negative depending upon the panel member's outlook. In any case, the media will become even more important to crime prevention in the future. Its positive marketing capabilities have already been well documented.

EVENT SUMMARY

The panel's examination of the events thought to be critical to the future of marketing in crime prevention revealed that, on average, they would not occur until 1995, or 4.8 years. Three of the five events will require cooperative action efforts by city, county, and state officials for them to occur, the remaining two events can be impacted to a larger degree at the local level alone.

All of the events were determined by the panel to have an overwhelming positive effect if they occur. The difference in probability ratios are highlighted in the below discussion.

EVENT 1 The enactment of a state crime prevention code.

The panel feels that the enactment of a state crime prevention code will first be a possibility in 1993 and that there will be a 50% chance of occurrence by 1995 and an 80% chance by 2000. These are high probability figures which signal that this event occurrence may be positively impacted earlier than forecasted if approached properly. Research in this area uncovered current crime prevention efforts which add credence to this forecast. The concept of CPTED (Crime Prevention Through Environmental Design) has been developed significantly on the east coast and is currently being evaluated for application to local and state building statutes in Virginia.

EVENT 2 Enactment of tax break incentives for adopting crime prevention measures.

With only a 30% probability by 1995, where it would first have a chance of occurrence, the tax break proposal faces more than just a minor problem. Any legislative enactment affecting the budget on the expenditure side will have to clear the hurdles of the Assembly or Senate Revenue & Taxation Committees as well as party line politics that define conservative and liberal interests. We noted also that this event rated only a seven out of a possible ten positive points (the lowest positive impact rating of all events) indicating that it would have some possible priority problems.

EVENT 3 Legislative mandate and money for crime prevention programs in all state agencies.

The panel felt that this event would not have a chance of occurring until 1998 with a 40% chance at the ten year mark. Another event tightly connected to expenditure politics like the tax break incentives. The panel does give it a high positive rating which makes it an excellent event. Its future will depend upon the impact of other trends and events.

EVENT 4 Development of interactive video conference networks between police and the citizenry.

With a 50% probability in 1995 and 85% probability in 2000, it appears that the panel is basing some of the later higher percentages of this event on technology advancement. Viewed as a very positive action, the video network would be an excellent tool for keeping the citizenry informed as well as providing for feedback. What was not revealed here is the type of technology application which could be used. Use of current technology (e.g. phones) may affect this event drastically.

EVENT 5 Initiation of public supported crime channels for public access.

A 50% in 1995 and 95% in 2000 probability ratio give this event the highest rating of all events. It is also viewed by the panel as the most positive with a 9 rating. The panel may very well be reflecting upon the success of other public television endeavors across the country. Funding may not be seen as such a critical concern in comparison with the legislative actions.

The final forecasting step in the Delphi process for the panel was to examine all of the events together and determine what their impact would be upon each other and the trends in the future. A cross-impact matrix was used (Appendix F). The question was then asked, concerning each event, "If this event occurred first, what would be the positive or negative impact upon the happening of each of the other events and trends?"

Significant "Actor" events (ones designated as targets of future planning for policy action) and "Reactor" trends and events (those which change significantly when exposed to "Actor" impacts) were identified through the matrix chart.

Through the "Actor" and "Reactor" identification process, 3 events were highlighted as major policy targets; E-2 The enacting of tax break incentives for crime prevention measures, E-4 The development of interactive video between police and citizens, and E-5 Initiation of public

supported crime channels. Four of the five trends were identified as being "Reactors" in the matrix process; T-1 The level of citizen participation, T-2 The level of cooperation between police and the public, T-3 The level of crime as perceived by the citizenry, and T-5 The extent of news media influence in reporting crime.

These specified trends and events become the basis for the development of future scenarios or possibilities according to the forecasts created through this process. They also provide us with a direction as to developing an overall mission statement for dealing with the marketing of crime prevention and the policies needed in order to satisfy that mission statement.

Possible Future Scenarios

The purpose of developing scenario situations is so that the reader can begin to visualize and place into perspective the forecasted data developed thus far in the futures research process. The scenarios are not all inclusive. They do represent a subjective, but directed, view of some of the possible future situations with the outlook that the experts have given us today. Appendix C provides an explanation of possible scenario types.

Below are the three possible scenarios developed by this author.

Scenario number one is the Normative or "feared but possible" picture of the future. This will give us a "slice of time" view of the dark side of crime preventions future in which appropriate actions or steps have not been taken to adjust for the changes the future will bring.

The scenario of selection for this paper's final forecasting process is number two, the Normative or "desired but attainable" view of the future. This is what the future could be like based upon the application of measures revealed and applied as a result of this research.

Scenario number three is the Exploratory mode. A scenario in which the present is played out into the future and where there are no applications or proactive measures taken to address the natural progression of the situation.

Scenario One - Don't stick your head out of the trenches.

"How long has it been since you've had a day off, George?", patrolman Rick Peck asks his partner, while they are getting out of their patrol unit to take another report. "Three weeks, Peck", states George, while he completes the unplugging of his department issued lap top computer and walks toward the victim's house. "This report car program that all the cities are on is the worst assignment I have ever had. I remember back in the early ninties when being a police officer involved talking to people, getting information, and making arrests. You can't hardly get anybody involved anymore, we wind up just being mobil crime report secretaries. Not that the citizens helped much back then anyway, but at least they had some active crime prevention programs which had people involved. Too bad those programs just died out."

Patrolman Rick Peck had been out of the academy only six months and realized that his new job was a tough one. He knew that the crime rate was now twice as high as it was ten years ago and he also realized it would be higher if not for the mandatory 10 p.m. curfew for all citizens in suburban areas.

How had things gotten so bad? How had the criminal justice system expenditures become so high that they had surpassed all other local municipal functions combined. The public seems to be consistently unhappy with the results produced by the local police. No wonder, they don't really know what the police are doing. With the exception of a few fragmented crime prevention and community programs in the upper class areas (the others died out along with the federal grants that had supported them years ago), there is very little communication. The private sector press, facing a continued reduction in readership, has spent most of its time on the sensational and frightening stories in order to bring in revenue. The public's view of crime has truly been distorted. In their fear and misunderstanding they have turned to private policing organizations which lack consistent professional values and competence, not to mention the legal capabilities, in the enforcement of the law.

These thoughts of current conditions left Peck's mind as his partner stood in the living room and began asking his canned series of questions to the rape victim. "Exactly how many people walked by you while the suspect had you pinned down with a knife at your throat, miss."

Scenario Two - The Enlightened Public

Exciting, you bet! Senator Bill Murray has just left campaign headquarters and is enroute to his victory celebration party. Having just been reelected for an unprecedented fourth term in a mixed ethnic district, the candidate of the year 2000 won this landslide victory because of his fight against crime. This wasn't the old 1980s rethoric campagin in which more police and prisons were fronted and played off as the answer, but the exciting and successful Citizens Front Against Crime Program that had been sparked in the early ninties by a futures research project on crime prevention marketing out of the Command College.

The Senator thought back to those early years and congratulated himself on how he came to recognize that there would be no hope in the fight against crime without major citizen involvement. How simple. It was a no lose campaign platform. Democracy operating at its finest. Selling the people on crime prevention just like you sell them on any of other innumerable products. Of course it wasn't as simple as selling a product. The level of trust between law enforcement, the community, and the political system had to be raised. But that wasn't difficult, especially when the legislature passed the tax break incentives for crime prevention measures law, along with the legislation enacting a California Crime Prevention Code which made it as simple to identify and correct potential crime problems, as it was to identify and correct fire code problems. The amount of public support and involvement in the measures impacted the crime rate so positively that previously required funds being poured into the criminal justice and corrections system were diverted into the tax break payback. Oh, it took a few years, but it was worth it.

Concentrating on crime prevention became as exciting as watching a mystery movie. Receiving daily information about local criminal activity over community public supported cable stations and having direct dial telephone access to local PD prevention headquarters really intrigued the public and made the whole process painless and fun. It was really hard to believe that it took so long to recognize the cooperative power of the public. Daily local information on the crime channel actually lowered the fear of crime. People had become educated as to what crime would actually impact them and the simple but effective counter measures that took them out of the criminal's grasp. Sure, the rate of violent crime still shows some increase, but that is because those victims, for the most

part, are not involved in the Citizen's Front. The public is told when a non-subscribing victim is involved. It tells the others that the Front has a very positive and definite purpose, and that involvement works.

The Senator was glad he championed those original crime prevention bills, it was the start of a successful relationship with his constituents that he hopes will one day put him in the governor's office. But, not to dwell on that now, he must think about how he will present the news he also received this morning, every police agency in the state is now equipped with a Prevention Headquarters for the "Front" in accordance with the legislative mandate passed last year. That bill mandated that the state provide funding for crime prevention personnel in proportion to the resulting decrease in correctional personnel due to the successful efforts of the "Front" in decreasing crime.

The Senator also felt that he should publicly recognize the chiefs of the California mid-sized agencies who helped kick off the crime prevention efforts by having all their officers specifically trained in crime prevention and community involvement training. After all, it was this specific training that seems to have kept the "Front's" interest peaked through the cyclic prevention program efforts which were designed to address local crime problems. The special media action plans each of the agencies adopted turned out to be outstanding tools for the needed communication to the public.

The chiefs' political coalition efforts in forming law enforcement political action groups in every assembly and senatorial district provided the main push in keeping prevention efforts in the minds of every legislator.

The success of this whole effort was really due to local community and law enforcement efforts combined.

But the Senator was in the spotlight today and he loved it. He would put off questions about his future interest in the Governor's office. Let the public build that image for him, he thought. After all, they responded to the marketing efforts created through local law enforcement agency involvement, and that was a great success.

Scenario Three - Looking For Scapegoats

The Council meeting was over and the Police Chief left the chambers shaking his head, thankful that he was not a Councilmember dancing to the tune of the rich and powerful interest groups that seemed to be running his city, and seemingly every other city in the suburban areas of the state. It just wasn't right that the limited resources of his department should cater to the wealth at the top end of society's two tiered economic class structure. After all, the crime rates were much higher in the lower socio-economic class neighborhoods, but you can do only so much in getting those people involved in community efforts, let alone the political process. Too bad there aren't many 1960's activists left in the lower class to stir people up and keep local government on its toes.

It's the year 2000 and Chief Tom Banks heads up a department that is twice the size it was ten years ago. The number of non-sworn personnel growth during that period has been phenomenal. This needed growth was important so that critical duties could be served by his "Robo Cops", as the public called them, in handling the major increase of crime over the last decade. Each department had experienced the same growth patterns and policing had changed little in philosophical approach. Adding personnel, taking voluminous reports, and chasing criminals after they committed their acts was still the order of the day.

Communications between departments sure could be better, and there is a lack of cooperation between the over 200 mid-sized agencies in working together to fight the criminal element. With the exception of the revenue seeking drug enforcement programs, each agency still approached policing in their own community as if the outside world had no impact on it.

It isn't hard to understand why the criminal element still flourishes under such individualistic and fragmented efforts by local law enforcement.

And what about the citizenry? Were they not tired of the ever increasing crime and police budgets? Why was the answer always more police and more prisons? Maybe the leadership was lost at the national level. Probably when Reagan's "New Federalism" programs of the eighties created a pull back of federal involvement and support of innovative programs is when there seemed to be no teeth left. The token umbrella or

"advisory" role that the federal government took up after that did little to unite the public or local law enforcement.

The current mix of efforts in the delivery of "safe streets" to the public has surely been dominated by the traditional reactive patrol and investigative methods. The public, as always, has an important role and it can be seen reflected in some of the special interest crime prevention programs. But there is no united effort among citizenry in proven crime prevention efforts. It seems that people have a hard time maintaining interest or devoting their time and that they simply wish to pay the police to handle crime like they pay for any other goods or services in society.

CHAPTER THREE:

THE STRATEGIC MANAGEMENT PLAN

The Need For A Strategic Plan

The purpose of the strategic planning process is to provide for a focused approach to the implementation of change. Addressing change requires knowledge of the environmental factors (Stakeholders/Smalldarters/Trends/and Events) around us while assessing the strengths and weaknesses of those factors upon our ultimate objectives. The process requires inventory of resources and must identify the authority responsible for implementation.

Strategic planning is essential to the developing or changing organization. It is critical that the leadership of that organization support the process for it to succeed. Knowing how to assess the organization and its environment are important components for the leadership to understand. This chapter will provide a step by step process that can be applied to any future law enforcement concern in the development of a strategic plan.

Specifically, our strategic plan will be designed to be the basis of a model for the effective marketing of future crime prevention programs for use in mid-sized California law enforcement agencies. To simplify the application of this model, we will use the City Of Chino Police Department as a showcase example.

The Mission Statement: Outlining Our Future Direction

One of the major components in creating organizational change is the setting of goals or objectives. They clarify direction and purpose while maintaining consistency in organizational efforts. They are a target to be aimed at and eventually hit. In the case of a police agency mandated to perform the public safety function, that main target or purpose for existence is defined as a *Mission Statement*.

To ensure continued delivery of comprehensive police services to the community while identifying the critical role the citizen plays in crime reduction through prevention efforts our overall department mission statement (the "macro" mission statement) has been developed by the author as follows:

The mission of the Chino Police Department is to provide prompt, courteous, and efficient service to the citizens of the City of Chino. That service is exemplified through attention to effective citizen involvement in the crime control process.

The following micro mission statement developed by the author specifically refers to the use of marketing techniques in crime prevention within the Chino Police Department.

Maximize effective community interaction between the police and the public in the delivery of crime prevention programming. The development of this essential relationship being dependent upon the application of innovative techniques in developing and maintaining citizen interest and involvement.

The objectives, derived from the study's trends and the authors input, that have been identified as being important to the implementation of the strategic plan are outlined as follows;

1. To increase the level of citizen interest and involvement in current crime prevention programs identified as successful.
2. To increase cooperative efforts between police and their public through the areas of communication and information exchange in imparting the overall crime prevention effort.
3. To reduce the public's perceived level of the fear of crime through educational efforts.
4. To improve and build upon the working relationship between the police and media through the development of a crime prevention media policy.

The SAST Process: Determining The Stakeholders

An important link in the chain of marrying the forecasting process to a strategic plan and ultimately the fruition of the entire process is the SAST (Strategic Assumption Surfacing Technique) evaluation. It helps determine who the important people and organizations are (Stakeholders and Snaildarters) concerning the issue and implementing the strategic plan.

A stakeholder is defined as an individual, group, or organization, that would have some degree of relationship or impact upon the issue of marketing of crime prevention programs in the year 2000. Conversely, a stakeholder may also be impacted by the issue.

A snaildarter is a stakeholder, who, playing either a major or minor role with the issue, could dramatically impact the issue through policy or action involvement in a way that was initially not expected.

Based upon the input of Chino Police Department management staff, a listing of possible stakeholders was developed and ranked as to their importance to the issue. The following list is the ranking of the most important stakeholders and all of the recognized snaildarters. Both are listed in the perceived order of importance.

STAKEHOLDERS

1. CRIME PREVENTION OFFICERS
2. POLICE SUPERVISORS
3. COUNCILMEMBERS
4. CITY MANAGER/CITY ADMINISTRATOR
5. LOCAL NEWSPAPER EDITOR
6. LINE POLICE OFFICERS
7. LOCAL SERVICE CLUBS
8. NEIGHBORHOOD WATCH BLOCK CAPTAINS
9. MAYOR
10. OTHER LOCAL LAW ENFORCEMENT AGENCIES

SNAILDARTERS

1. PORAC (POLICE OFFICERS RESEARCH ASSN. OF CALIFORNIA)
2. LOCAL STATE ASSEMBLY MEMBER
3. LOCAL STATE SENATOR

Now that we have a listing of the most important stakeholders in relation to this issue, the next step is to have the group of police management personnel determine what generalized assumptions can be made about each stakeholder's position in relation to the issue. This assumption process is then charted on a "SAST map" to plot the positional importance of each stakeholder.

In relation to our implementation of marketing techniques to crime prevention programs in the year 2000, what are the major assumptions that can be made about those who will impact it the most?

CRIME PREVENTION OFFICERS

1. Will support marketing efforts they perceive as impacting their unit goals and ultimately their personal career aspirations.
2. Will expect a great deal of input into and influence over the marketing process.
3. May feel threatened or handicapped by the outside influence or control over their job function.

POLICE SUPERVISORS

1. Need to understand that they must enforce the marketing concept to the line officers (market the program to the officers).
2. Will need to maintain a constant information flow to line personnel in order for the concepts to work.
3. Will support marketing policies that can be proven to counterbalance the shift of personnel from reactive patrol to crime prevention programs.

COUNCILMEMBERS

1. Will support programs constituents actively support.
2. Are likely to hitch onto or take credit for successes of the programs.
3. Should be consulted for input so that support in citizen groups can be solidified.
4. Will be critical information channels to other local government entities in influencing state legislators.

CITY MANAGER

1. Must consider marketing concepts/approaches a priority in city government.
2. Will be needed to guide and influence the council in their legislative contacts.
3. May want to share marketing air time and resources with other non-police related city services.
4. May be involved in expending time and resources over council requests for program involvement.

LOCAL NEWSPAPER EDITOR

1. May be resistant to increased cable coverage which will cause possible reduced readership.
2. Will need to dig deeper for "stories" to attract readership.
3. Is critical in obtaining initial and ongoing support for the marketing efforts through advertisement.
4. Can be important in highlighting community, individual, and service club support of programs.

LINE POLICE OFFICERS

1. May see little value in programs that take away from street police efforts.
2. Need to be convinced of programs capabilities in an ongoing manner.
3. May see program as work generator for them.

LOCAL SERVICE CLUBS

1. As a funding source, they will need to be lobbied on a continuing basis because of leadership changes in their organizations.
2. Will be resistive of major ongoing funding efforts that will not highlight their community service.
3. Will be the source of great influence upon elected officials and the state legislators if cultivated properly.

NEIGHBORHOOD WATCH BLOCK CAPTAINS

1. Must be linked to the marketing plan or they will feel left out and feel their role as of little importance.
2. Can be the link to grass roots political support for the legislative action requiring support.

MAYOR

1. Can be directional in councilmatic action (agenda setting) while having significant influence upon the City Manager.
2. That s/he has a strong connection to the local service clubs and money people in the community and can be an invaluable ally.

OTHER LOCAL LAW ENFORCEMENT AGENCIES

1. May have leadership dominated by traditional reactive dogma which would not be supportive.
2. Traditionally slow to change and afraid of political interaction to bring about any new change.
3. Will have a few Chiefs per county who would have political influence and contacts through CPOA, PORAC, CCPOA, etc.

PORAC (Snaildarter)

1. May initially support marketing techniques but whiplash on the increased civilianization and civilian influence into the law enforcement field.
2. Will be critical allies in legislative influence because they have many legislators buttonholed currently.
3. They don't have the management orientation that CPOA possesses and may muddy the waters with riders on bills that support their causes.

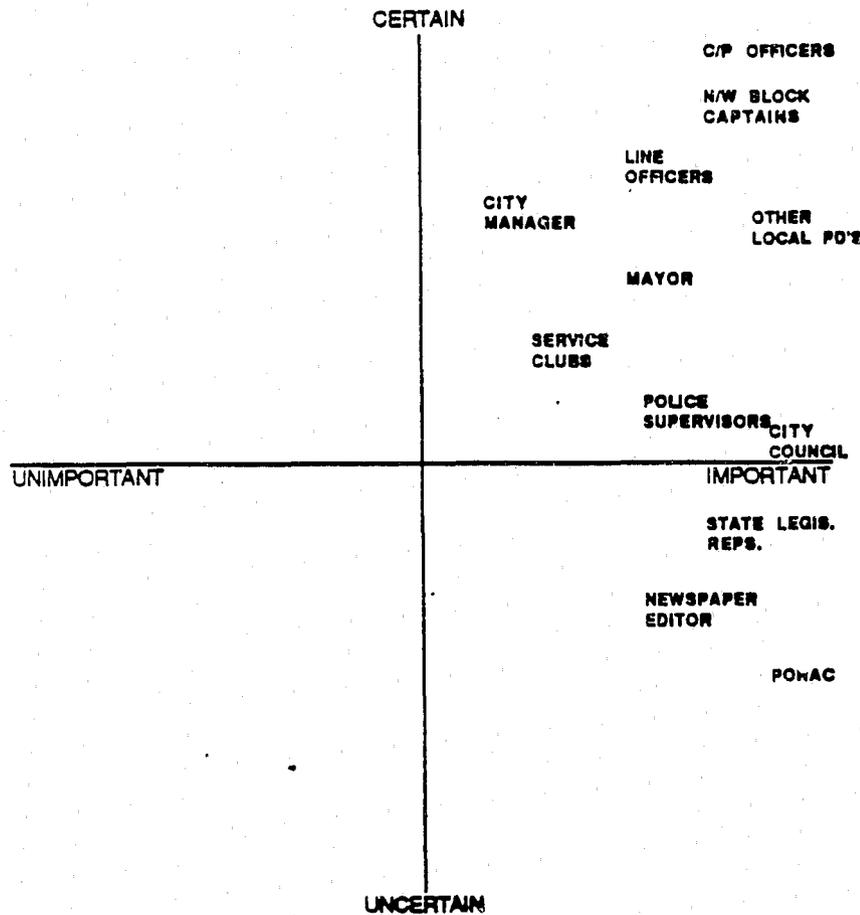
LOCAL STATE ASSEMBLY MEMBER / LOCAL STATE SENATOR (SNAILDARTER'S)

1. Beholding to PORAC and may look for their approval on the issue.
2. May support local funding of marketing efforts but will possibly go sideways at state level depending upon their position in the legislative bargaining process.

- Can be influenced heavily by positional people in community and local service clubs but may also drop or diminish the cause for more hot and current topics that draw attention to themselves.

The final product of the SAST examination technique is the development of an issue positioning map. It is a visual placement of stakeholder positions as identified in the previous narrative excerpts.

Strategic Assumption Surfacing Technique Map:



The stakeholders identified in quadrants number two and four have now been identified as being the targets of policy action in the development of the overall strategy. All of these stakeholders must still be considered as important to the strategic plan and special note must be made not to ignore or leave them out of the process, for they may turn to snaildarters as a result. The stakeholders will also provide a basis of support in the situational analysis detailed in the next segment.

Assessing The Environment: "WOTS UP"

With the completion of the stakeholder identification and the assumptions concerning these actors positions, we now have the opportunity to examine the environment (within the local law enforcement agency as well as outside of it) in which these players will interact. Again, as in our other analysis, we sought informed opinion from experienced management personnel. For continuity of thought, the SAST panel was again consulted. Their knowledge on the issue, the actors, and the interrelationship of those actors proved important.

Initially, the examination of our issue started out with the question: Will there be a need for a marketing strategy for crime prevention programs in California law enforcement in the year 2000?

The review of the literature, survey of law enforcement agencies, and Delphi Panel results all firmly answered the general question positively. Sub-issues were presented for the purposes of defining the perimeters and depth of the issue's future. Four critical environmental and organizational components of marketing's future in crime prevention stood out;

1. Demographic changes affecting citizen participation.
2. Privatization efforts effects upon law enforcement.
3. Interest levels affected by public attitudes and perceptions.
4. Interest level change affected by type and severity of crime.

We note also that our Delphi Panel identified trends within the environment that concern citizen interest and participation levels, rate of violent crime and citizen perception of crime. These are the same critical components which must be considered in the development of policies which will address the successful introduction of crime prevention marketing in the future while completing the process of our strategic plan.

WOTS UP evaluation asked the panel to identify the threats, opportunities, strengths, and weaknesses of the issues organizational and external environment. To help in that evaluation, while providing a complete picture of the issue, our panel was presented not only with the stakeholder information but the Delphi Panel trends and events and the sub-issue statements. The following analysis is a compilation of the panel results.

EXTERNAL ENVIRONMENT

OPPORTUNITIES

1. The marketing approach will benefit greatly through the growth of cable and communication services nationwide.
2. The opportunity for local agencies to impact and influence the public they serve by communicating their mission, goals etc. while creating the mechanism for feedback.
3. Ability to develop a coordinated statewide crime prevention network that can be developed as a political tool for other crime prevention related issues.
4. The opportunity to develop a closer bonding with other local police agencies which would otherwise be limited.
5. The opportunity to develop local or county PACs to impact and lobby legislators on a local level.

THREATS

1. The threat of the citizenry overreacting to crime statistics by calling in until overload of the system diminishes its capacity.
2. Increasing number of unlawful non-English speaking immigrants who will not understand or participate in the program.
3. Competition with this public crime prevention channel will cause private networks and stations to compete for viewer time. The result might be added sensationalism to win back viewership.

4. The local chamber of commerce and the development community will see crime reporting as a negative for business attractiveness and development. This perception may depend entirely upon the quality of the local agency marketing program.

ORGANIZATIONAL ENVIRONMENT

STRENGTHS

1. That the local agencies will have a more socially and technically oriented group of entry level officers to deal with this change.
2. That each agency can take advantage of POST supported training in any aspect of the marketing approach.
3. The availability and use of computerization within the agencies so that crime analysis data is quickly available for the program and not be labor intensive.
4. The pooling of local agency resources on a shared market program approach will move the agencies closer together and reduce work duplication.
5. Investigations personnel can run current specialized cases concurrently with the crime prevention communications, allowing more follow-up data to be distributed than available through initial investigations.

WEAKNESSES

1. That there will be reactive type traditional thinking individuals within the police agencies that, by virtue of their tenure, may be in positions of authority where they can negatively impact the marketing program.
2. Local agency production quality of cable and or interactive video programs may significantly reduce viewer interest and cooperation. The program would not be seen as professional or have credibility.

3. The resistance generated by line patrol officers who would see the concept as a heavier workload for them without the excitement or notoriety they receive from traditional efforts.
4. The power of local politicians who would attempt to use the communication process to their own advantage through appearances, backing, and attempts to take credit for its results.
5. That such marketing programs will experience cyclic financial support from local community leaders because of change in police or city hall administration.
6. The need to use sworn personnel in the program in order to have line personnel buy into the concept. Not just another "civilian" program.

As the panel began developing the WOTS UP listing of categories they began to propose ways to go about taking advantage of strengths and opportunities and changing or minimizing the threats and weaknesses. The thoughts created through this process are actually some of the raw policy ideas that were grouped and prepared for the policy delphi panels consideration. The WOTS UP panel was working from the trends and events, sub-issues, and SAST material: the critical components of the year 2000 marketing issue.

Developing Policy For The Change: The Delphi Returns

Identifying and developing the policies needed for the marketing concept implementation at the local level is a task best suited to local administrators who live and work within that environment. In our model development we have selected the City of Chino as our local agency for implementation of the marketing concept. Staff from the city were chosen for the Delphi panel inclusive of a local cable T.V. coordinator who now works with the city in creating public channel presentations.

As with our Trends and Events Delphi panel at the beginning of this study we had the ability to provide our panel with base line concepts developed through previous futures research techniques. In the case of our policy panel we were able to provide them with the concepts generated through the W.O.T.S. UP process as well as literature review information supplied by the author.

Our policy panel identified, ranked, and contributed to the following list of policy considerations recognized as required for marketing concept implementation (Appendix H).

1. Adopt a policy mandating an in-house introductory marketing program for police employees. This program would have the aim of selling the crime prevention marketing concept as well as making the employees functional in their interaction with the public.
2. Policy for support of political and administrative efforts in petitioning POST to provide state funded training for crime preventing marketing, community relations, and communications training. The mandating of that training once POST has developed and is conducting it.
3. A policy or city resolution in which the city council officially recognizes and will financially back the marketing concept as a city service.
4. Policy for professional standards and quality control in the production and presentation of all media, print, video, and radio communication efforts involved in the marketing concept.
5. Policy to ensure that the crime prevention channel has in place a complete and comprehensive operational policy before channel activation.
6. Communications policy on material content and priority of materials presented.
7. Policy for the establishment of a communications and/or Community Relations Officer to oversee and manage the marketing process.
8. News media notification policy allowing crime prevention program material to be released to other media elements.
9. The mandating of crime analysis procedures as a departmental priority and part of a regional crime analysis marketing function.

The next step in the Delphi procedure was to determine which policies would be the "Actors" and the "Reactors" in the implementation process. The cross impact matrix was again employed. The policies were rated on their impact with the identified Trends and Events developed as a result of the first Delphi panel (see Appendix G). This author, along with another Command College colleague, conducted the cross impact analysis. It is interesting to note that the top three "Actor" policies were also ranked the top three by the full Delphi panel.

Three of the policies were identified as major "Actors" in relationship to the trends; The in-house marketing program, the POST training policy, and the city resolution recognizing and backing the marketing program. The POST training policy and city resolution were repeats in the impact analysis with the forecasted Events. The additional "Actor" which surfaced on the Event listing was the policy for releasing information to other media components. These "Actor" policies are now identified as critical elements for success of the marketing of crime prevention programs success.

Those Trends identified as being most "Reactive" or sensitive to change or the implementation of the issue are; The level of citizen participation in crime prevention programs and the level of cooperation and interaction between police agencies and the public they serve (both of these identified as reactors in the original Delphi panel concerning trends and events).

These identified "Actors" and "Reactors" are now the focused policy issues which we must address as being important to implementation and critical to the survival of the crime prevention marketing concept. They form the forefront for the creation of our negotiation strategy outlined within the next segment.

The Negotiation Plan: Four Steps To Success

The S.A.S.T. and WOTS UP analysis completed earlier in this chapter gave us the important stakeholders of this issues future as well as a picture of the environment that they most likely will be subject to. The idea behind the negotiation plan is to blend these two aspects and make a time line roadmap as to how we will go about successfully introducing the concept of marketing crime prevention.

Remember that our issue model is based upon mid-sized agencies at the local level, but that the entire concept also places significant emphasis on local agencies (Chiefs in particular) grouping together to accomplish some of the identified legislative needs at the county and state level. We therefore need to bifurcate our approach and work on our plan on two fronts.

With the exception of the POST training petition and the expansion on the governmental recognition of marketing as a major public safety issue, the policies developed by the second Delphi panel are for local application. The initiation of these local policies is paramount to program success. Our approach building to placement of these policies as well as legislative initiation will be divided into four steps;

STEP ONE- The Justification Report

The chief of police needs to prepare a presentation program on the current crime picture of his/her agency. The report, referred to hereafter as a crime pattern report, will be used to help sell the concept of crime prevention marketing to the stakeholders during the negotiation process. It will need to include established crime trends, departmental resources, and the success of current crime prevention efforts.

For purposes of the regional and state efforts of the marketing concept, this report should be produced by each chief in each county so that a picture of regional law enforcement crime and crime prevention efforts can be developed. This will be the first step in bringing the cities within the counties together. Many counties now have either a formal or informal Chief's association that can be an excellent arena for the development of our program.

The presentation program will be used to identify, prioritize, and lay the groundwork for the marketing concept with each of the stakeholders.

The initiation of the marketing concept, in part, can be accomplished at the local level absent the outside organizational structure we are outlining above, but it will not be as effective, nor will there be much opportunity to address the future legislative events identified through our futures forecasting.

Keeping this in mind, and recognizing that consensus on the need for marketing in crime prevention may not be universal at the county and state level, we introduce here the concept of the "Champion." The "Champion" idea involves identifying and developing certain individuals who can positively impact our stakeholders and build a framework for support of our issue at the upper levels of the political strata. They, in effect, become stakeholders at large and are presented here by the author as such for purposes of our issue catalyst. In the law enforcement political world these (Stakeholders) can be the legislative advocates or movers and shakers within a number of prestigious law enforcement professional organizations. Such organizations as CPOA (California Peace Officer's Association), the FBI National Academy Associates, the Police Officers Research Association of California (PORAC), and the Command College Alumni Association are prime examples.

Within each county there are usually a number of these individuals within the chief's ranks who can impact the development and direction of these county chief's associations. Our completed Command College project can be given to these "Champions" by anyone within the county group in order to start the process of solidifying the chiefs and creating consensus on the need for the basic crime picture for each agency.

STEP TWO- Seeking Endorsement

Using the completed law enforcement report developed within step one, our "Champions" need to seek out the endorsement of their professional organizations for the marketing of the crime prevention concept. It is well known that these organizations are already heavily connected politically and maintain close special interest contact with the state legislators. These contacts will be valuable in forming the coalitions necessary to present and process our legislative matters from the committee process to the state house and senate.

It is appropriate for us at this point to verify for the reader that Chapter 9.5 of the California Government Code titled "Political Activities Of Public Employees" (Sections 3201 thru 3209) makes allowance for and sets the guidelines for police officer's involvement in the political process. Note the possible local ordinance restrictions that can apply as outlined under Section 3207.

On the local level, the completed crime pattern report and Command College research project can be used to seek endorsement with the local stakeholders who need to be won over first; the Crime Prevention Officers, City Manager, police supervisors, and line officers. These people are our base of support for later development of the remaining stakeholders.

Through review of the policies we note that three of them require significant operational procedure write ups: The in-house marketing program, the quality control aspect of media production, and the video operational policy manual. The stakeholders responsible for the development of those written policies are the crime prevention officers and the supervisors (two of our primary contact group). The Chief can give direction here and provide personal support to ensure these stakeholders fully understand and support the concept.

The county chiefs may also be of assistance here in the development of some standardized policy formats that could be adopted and used by any of the participating agencies.

It is at this time that the Chief should launch an overview policy format encompassing the marketing of crime prevention programs. It is within this format that the previous policy manuals and our identified policies should be incorporated. This should solidify the support from the city manager while giving him ammunition for presentation of future program requests to council.

STEP THREE- Securing Funding and Support: The Pilot Program

Like any program getting off the ground, it will take some expenditure and significant support from specific stakeholders. Although we can use examples such as "America's Most Wanted" to sell the crime prevention marketing concept to the public, it will be best to run a pilot program for the local citizenry so that they get a sense of relationship to their local crime prevention needs. The content of each local crime prevention approach may vary depending upon the results of the initial crime pattern report produced (see Step One).

The pilot program, inclusive of major segments of the below listed marketing applications, will need to be evaluated and reviewed

periodically. Quarterly evaluation will allow for significant data gathering and analysis on the local level through the crime analysis unit.

Remember that funding may come from any number of sources both public and private and quite often from the stakeholders themselves. Because it is a variable with such great potential for change, we will not discuss its application in detail, only to mention that quite often such sources can be generated from other governmental entities or multi-jurisdictional programs.

Here in Step Three we need to approach and sell the remaining stakeholders on our marketing concept. It is important to show them that the marketing concept is applicable to crime prevention programming and that it will have a positive affect upon the local, and ultimately, the state crime picture. Examples of the crime prevention marketing techniques that will be applicable will include;

1. Bilingual interactive video and electronic suggestion terminals located in supermarkets, gas stations, restaurants, and any other locations in which the public gathers or waits for services (Note: importance of stakeholder contacts involved with the local chamber of commerce).
2. Daily, weekly, monthly, geographically focused reports on crime and prevention measures, distributed through existing terminals and neighborhood watch block captains. Such reports would be in concert with the cable video presentations and include a programming guide with contact numbers for a non-emergency voice mail hotline report number at the police department.
3. Implementation of geographically based voice mail call in numbers for citizens so they can phone in and obtain a crime picture of their neighborhood over the previous week along with the prevention tips for those specific crimes.
4. Strengthening of the existing neighborhood watch programs through citizen involvement and interaction with the video program. Such involvement may involve reenactment scenarios and information broadcasts of a crime prevention nature.

5. Activation of the cable T.V. crime prevention program which will give periodic updates on the local community crime problems. The sound track or segments of it can also be used on local radio stations under the public service broadcasting law.

Although it would be more difficult to standardize these marketing approaches to make them applicable to all involved local communities, a general listing would be helpful to attach to the crime pattern report for purposes of selling the program to the remaining stakeholders.

Some communities now deliver fragmented pieces of one or more of these marketing concepts. For example, the City/County of Arlington Virginia currently is using the cable T.V. crime prevention programming concept with the inclusion of crime prevention tips. This same programming concept has been expanded to fire department reports, fire prevention, and public works concerns. Telephone information systems for crime prevention and crime reporting units have been used experimentally. The City of Chino, California has used a citizen warning telephone system that systematically phones every home in the community to inform and update the public on crime patterns and prevention measures. Voice mail systems are now becoming standardized and the inclusion of a geographically based phone-in crime notification system is possible. The concept of suggestion terminals is not entirely new and would be transferable to crime prevention needs. Crime analysis units, now aided by state of the art computer aided dispatch and records systems, can draw up geographically focused reports on specific crime concerns and distribute that data to the affected neighborhood watch block captains. The combined efforts of current career criminal and serious habitual offender programs sponsored through the State of California Office of Criminal Justice Planning are also being used to contribute to the crime analysis process.

The listed marketing techniques should be evaluated periodically by a review of the impact that they have on our identified trends. Again, each community may have specific needs and programming requirements. Emphasis on certain techniques may be required.

It is within this step that our political coalitions, first at the county level with pressure upon local state legislators, and then at the state level through the professional organizations, are initiated. The Delphi

panel of the futures study forecasted that first probability of occurrence on events one through three as being three, five, and eight years respectively. Event one, the enactment of a state crime prevention code, is our soonest occurring event with three years projection time.

To make maximum use of our time projection while providing a comprehensive picture of statewide crime prevention measures to support our legislative efforts, annual reports on the success of local efforts will be compiled by CPOA (note "Champion" connection).

The building of these coalitions, on a time line, should begin with (1) those legislators who are up for election, and (2) those legislators with the relevant committee assignments (e.g. Policy and Fiscal Committees).

The use of current law enforcement organization lobbyists is paramount in the drafting and introduction of our three forecasted legislative events. Building the coalitions will take time. Because of their legislative lobbyist experience and management orientation CPOA "Champions" should form a watchdog committee which, in connection with the California Crime Prevention Officers Association (CCPOA), can keep track of pro and con legislators as well as possible future snaildarters within the forecasted time frame of these bill presentations (Events).

STEP FOUR- Introducing the Program to the Public: Follow-Up Evaluation

With the use of the pilot project, the success of the marketing program can be projected to the public. Full implementation of the marketing techniques needs to be phased in through addressing the highest crime areas identified in the crime pattern report. The full implementation time frame will be different for each jurisdiction depending upon which techniques are employed first and the funding level available.

The annual evaluative reports referred to in the legislative analysis will be used to evaluate program performance on the local level. The employment of the local or regional crime analysis unit will aid this process greatly.

Stakeholder Positions And Negotiation Stance

The final part of the strategic plan is the identification of the negotiation points needed for us to successfully interact with our stakeholders and bring about plan fruition. The strategic assumptions that we developed about each stakeholder earlier gave us a picture of their relationship to the issue. We will now use those assumptions, along with our environmental analysis (WOTS UP), to help us develop the negotiable and non-negotiable parts of our four step implementation process.

The examination of these negotiation points gives us some insight into the dynamics of interaction process between the stakeholders and will also give us some leads as to alternative strategies, should we need them.

Bear in mind that some of our stakeholders would not normally be thought of as people we would negotiate with, e.g. police department personnel. Current management knowledge and practice, however, tells us that significant vertical interaction and communication takes place within a healthy organizational environment. "Selling" instead of "Telling" is the rule with today's and tomorrow's employees.

Negotiation may also mean compromise. An understanding of each stakeholder's needs and desires will help us understand what they will possibly compromise on: what will be negotiable and what will be non-negotiable.

CRIME PREVENTION OFFICERS/POLICE SUPERVISORS/LINE OFFICERS

Our police personnel will not take any kind of formal negotiation stance in the implementation of our issue unless it impacts wage and working conditions that the police association would address. What we will be concerned with here is the quality and commitment of these individuals. The transition phase of our plan will point out specifics we intend to employ to make this more positive.

THE MAYOR/CITY COUNCILMEMBERS

Our elected officials will negotiate on various levels within the program structure. Most strategies will give them additional power because our issue has few outspoken enemies. Negotiation success may be muddled or bogged down by political interaction among the council but the negotiation strategy will basically remain open.

LOCAL NEWSPAPER EDITOR

The editor obviously sees the program as a form of competition and may be adverse to supporting it. Seeing its strength however, he will be willing to negotiate to a position of sharing our information so that he can use it to his own benefit.

It is unlikely that he will want to support the electronic suggestion and information terminals in public places because of its direct competition with newspaper sales. He may attempt to negotiate on his own with the elected officials who need his support in an attempt to reduce his competitive problems.

CITY MANAGER/ADMINISTRATOR

A critical person to us and one who will control negotiation strategy at the inception of the program. We must prove to him that the program is sound and will not be disruptive to city operations. He may be forced however, in later stages of the program to negotiate on funding, manpower etc. because of the broad base of support the community or political people have given it. In that he is ultimately responsible for city operations he will remain a key player in negotiation for change both inside the city organization and within the community.

LOCAL SERVICE CLUBS

These are important support people to the program because of their contacts and funding ability. They will want to negotiate with us on the use of our programming and outreach to further their clubs position in the community. Their negotiation stance will heavily influence our political stakeholders as well as the city manager because of their tight contacts.

OTHER LOCAL LAW ENFORCEMENT AGENCIES

The traditional individualistic fervor associated with local municipalities will not disappear here even for a popular and progressive program. Local agencies will not negotiate away any of their resources unless it is for an even or better trade off in their eyes. Identification with program credit for programming will not be negotiated if it involves giving that credit to other agencies within the presenters county.

Negotiation in terms of sharing information while maintaining the ability for independent operation will be the most successful. That will certainly be the key in moving through our county and state legislative process matters.

NEIGHBORHOOD WATCH BLOCK CAPTAINS

Negotiation with these people can be difficult because of our lack of leverage. The block captains will negotiate with us expecting direct attention in the crime prevention program process. The results of our lack of attention may mean losing this resource. We must address their needs and allow them as much power as possible in the interaction process.

LOCAL STATE SENATOR AND STATE ASSEMBLY MEMBER

Our power in this negotiation process rests on our power within the legislator's constituency. If they perceive that we have impact with the news media, service clubs, and local political figures then we will negotiate for legislation from a position of advantage. That advantage will be compounded by our connection to the professional organizations and legislative advocates. This negotiation power will enhance also during election year.

There may be some negotiable matters that may be blocked by party lines (e.g. budget items). The political environment at the state level is so tenuous (party lines, lobbyists, advocates etc.) that the legislator will remain a snaildarter.

PORAC (POLICE OFFICERS RESEARCH ASSOCIATION OF CALIFORNIA)

Our power in negotiating with this group rests in a number of areas. They have a strong connection to the line officers and their police associations. They also have built a significant political influence structure within the state legislature. If our program is viewed as any kind of threat to this organization we will be at a position of disadvantage. There is also the possibility that our ability to move forward may be hampered by this organization's relationship with the other professional law enforcement organizations needed to support our regional and state efforts. The snaildarter category certainly applies here.

In the following chapter the impact of these stakeholders on the transition management process will be examined.

CHAPTER FOUR:

TRANSITION MANAGEMENT

The Management Of Change

Transition Management involves the development and application of specific strategies which will manage and direct the change requirements outlined in our overall strategic plan.

Transition Management, as a field of study, has developed a number of specialized techniques which move theory into practice. In the case of our crime prevention marketing program we are interested in identifying who needs to make what moves, at what time. We also need to identify who has responsibility for actually carrying out specific parts of the plan and the time frame in which it needs to be completed.

The Critical Mass: Getting The Important People To Go In Our Direction

Our first strategy is the identification of those individuals making up the "Critical Mass" or minimum number of people in the political, social, and business environment who, if they support the change, are likely to make the proposed change successful (typically 6-10 people no matter what size the organization is). Inversely, if this identified group does not support the change, it is likely to fail. Our critical mass, for the most part, is drawn from the prioritized list of stakeholders developed within the Futures study. Two additional critical mass members, identified through the strategic planning process, have been added to our listing by this author.

In order to get a good look at the positions of the identified critical mass and help determine our level of involvement in initiating their change role, a Commitment Planning Chart has been developed.

<u>CRITICAL MASS</u>	<u>BLOCK IT</u>	<u>LET IT</u>	<u>HELP IT</u>	<u>MAKE IT HAPPEN</u>
CITY MANAGER			X----->	O
N/W BLOCK CAPTAINS			X----->	O
CHAMPIONS		X----->		O
CALIF. PEACE OFFICERS ASSN.		X----->		O
NEWSPAPER EDITOR	X----->			
COUNCIL MEMBERS			O<-----	X
LINE OFFICERS		X----->		O
LOCAL LEGISLATOR		X----->		O
CRIME PREVENTION OFFICERS			O<-----	X
SUPERVISORS		X----->		O
PEACE OFFICERS RESEARCH ASSN.		X----->		O

NOTE X= Where they are now O= Where we need them to be

An examination of each of these critical mass members is important in determining their role in the implementation process. Their commitment in the change will be contingent upon what techniques we use in order to move them toward our goal of crime prevention marketing.

CITY MANAGER

The city manager is the connecting link between the chief and the council. He is also ultimately responsible for the outcome of the program. Depending upon his influence with the council he will be needed in our "make it happen" category. That is why he is briefed and hopefully sold on the program before any of the other stakeholders. He will be able to

review policies and provide for the presentation of the program resolution to council for approval and backing.

Outlining the success of this program to them and the thorough research behind it will make them want to carry this program. They can help reduce council infighting by adopting the recommended policies immediately so that ground rules on program political support remain within the guidelines. If councilmembers know up front what they cannot do with the program politically it will keep the city manager in a neutral position.

NEIGHBORHOOD WATCH BLOCK CAPTAINS

These people are already considered the front line of our crime prevention efforts and will provide the framework for this marketing extension. They must also be sold from the start. They must be included in program formation during the pilot program development. Their feedback will be important and their input will help make the program "theirs".

They will want to help the program from the start because it is an extension and possibly a revitalization of their efforts. By informing them and having them involved in the pilot program, we will move them into the "make it happen" category. They will also be recognized as prime target material for "grass roots" political support by local political figures and hopefully state legislative representatives. We will need their help in completing the legislative objectives outlined through the forecasted events in the coming years.

CHAMPIONS

These are the stakeholders born out of the need for developing local coalitions and having them impact the state level politicians. Although they are not critical for the independent use of crime prevention marketing on the individual agency level, they are critical for forming the county coalitions in accomplishing three of our five forecasted events.

After support is obtained from local law enforcement and some pilot programs have been produced and evaluated, these professionals should be briefed through the use of the Command College project and the local

crime pattern reports. This is a positive project and very few would have any adverse reaction to it. For the most part our "Champions" should all be within the "let it happen" category. We will move them into the "make it happen" category by having them carry the story of success to the professional law enforcement organizations we outlined earlier. They will become important figures within their counties because of their input into the county coalitions (through the county chief's organizations) and because of their advanced training in executive leadership, will be able to help direct and guide implementation of our developed policies.

CPOA (CALIFORNIA PEACE OFFICERS ASSOCIATION)

This organization will essentially be activated by our "Champions" after the initial county organizations have been solidified behind the concept. They will also be moved further into our camp through the use of their publication in carrying success articles on pilot program implementations. Our "Champions" can be instrumental in submitting those articles and obtaining optimum organizational support.

We don't need CPOA in a "make it happen" category because there may be some factional elements within the organization which oppose some or part of the marketing concept e.g. civilianization input. CPOA is best involved by publishing and activating its legislative advocates for the marketing cause.

NEWSPAPER EDITOR

Because of our program influence upon his competitive efforts, we have a borderline "block it" candidate in the local newspaper editor. Technology through the delivery of the news has slowly eroded the traditional newspaper readership. There is no way that our program will be a direct benefit to his business; however, we can address this problem by bringing them into the process through the sharing of information and resources. The program will produce a more comprehensive picture of crime prevention and the newspaper will actually be one of our outlet marketing points as it is now in many communities. We need to explain to the editor that all identified public communication outlets will be used in the marketing concept and that current and future efforts will be applied in

porportion to community use of these outlets. Depending upon what priority and creativity he applies to the reporting of our information he may be able to make this a positive venture.

These techniques should move our editor into the "let it happen" category.

COUNCIL MEMBERS

Once the city manager and the chief have completed the program basics of policy and resolution formation and the pilot program has been run or obtained from another jurisdiction, the councilmembers should be contacted individually and informed of the program. These individual contacts should iron out any misunderstandings on program ownership and give these people some input as to how it will be received in community circles. It should also provide a united front of councilmembers when it comes up during open session. Remember that our councilmembers, if cultivated properly, will be an excellent political outreach for the state level aspect of the concept.

Bringing the council on board in this manner will insure that they don't pluck the program as a political fruit too quickly. They will be viewed as "helping it happen" and share evenly in the political profits. We therefore will concentrate on restricting their role until the proper point in time when their power can optimize program success.

LINE OFFICERS/SUPERVISORS

In practice, these stakeholders must be "sold" on the marketing concept before anyone else. The local agency must be prepared philosophically for this shift away from the reactive to the proactive. This has not been easy in the past. Effective change begins with education and training followed-up by demonstration and application. These personnel need to first be fully educated on crime prevention application to police work. Available use of current POST crime prevention courses would be of great assistance. They need to see that impacts on crime can be obtained (review of successful programs) by agencies like theirs. Emphasis on work load reduction in the long run will be one of the best selling approaches to this introduction.

This group will also be responsible for or involved in the policy manual developments. Such reports will solidify their involvement as more than

just a passing fad or training venture. Solidification of this group behind the concept should be complete with the production of the pilot.

This group must be moved from the "let it happen" category to the "help it" and beyond. All citizen contacts will be critical and each one will be viewed by the public as how important the department sees this whole concept.

LOCAL LEGISLATOR

Although not critical at our local level application of the program, the legislators will need to be moved into a "make it happen" category once the professional organizations begin to fly the flag of importance.

They will need to understand that this is a "grass roots" development by citizens and local agencies alike and that support of such a "Good Guy" program will not be an option for them. The extent of that support will depend upon the legislators status within the assembly or senate. Committee assignments will be the first target for our professional organizational advocates. Based upon the forecasted timeline of our futures events, specific legislators within the policy committees will be contacted for bill drafting, presentations, and hearings.

For their efforts, our local legislators will be able to receive not only the exposure for involvement in this process but the possible endorsements of the chief's associations within his district.

CRIME PREVENTION OFFICERS

Being the resident experts in crime prevention, these officers will have heavy input into the entire programming process. They should be working hand in hand with the civilian components of the program.

One of the dangers in placing such an emphasis on a programming concept is that the people at the focus point begin to feel very important and they may be viewed by others within the organization as aloof to other organizational priorities. They should be used in the orientation process for the supervisory and line stakeholders and should be made responsible for making updates to departmental personnel during the program. The

chief should spend considerable counseling time with these officers covering perspectives and the programs role within the organization's structure.

PORAC (PEACE OFFICERS RESEARCH ASSOCIATION OF CALIFORNIA)

Heavily connected to line police officer associations and seen as somewhat of a power broker within the state legislature, PORAC can be a tremendous asset to the crime prevention marketing concept if approached properly.

Crime prevention marketing is a positive thing for law enforcement in general, however certain aspects of this program may bring some opposition. The development of a crime prevention code which will cause extra work and money to developers and builders may affect support. The highlighting of crime information may also cause some chamber of commerce and developer concerns for creating an attractive business and or residential environment. Special interest groups representing these groups may have an impact upon legislative activities.

PORAC needs to be moved into the "let it happen" category by having them involved in presenting the program through the "Champion" approach and publication of information articles. The direct connection and need for line support of such efforts makes PORAC an early contact prior to the pilot project.

Transition: The Management Structure Required

Our critical mass is made up of many, but not all, of the major players concerned with the implementation of the marketing of crime prevention. The Commitment Planning Chart reflects six of the eleven mass members as being needed to move up into the "make it happen" category. This broad based need will require a management structure, or implementation vehicle, that addresses a combined and controlled effort of many players in order to see our marketing concept materialize. Utilizing these players along with representatives from a broad spectrum of involved constituencies will provide for the most comprehensive management change structure to deal with this transition. The advantage of this representative constituency management structure approach is that we

can obtain input from outside of the critical mass and stakeholders, maintaining a more comprehensive pulse of the community and its needs.

Remember that the bifurcated approach of attending to both local and state level efforts has caused us to be concerned with a greater number of mass members, however, the advantage of this approach is that we can separately attend to local needs while preparing for our coalition efforts needed at the state level later.

To accomplish this transition process using the constituency approach, a committee of the constituency representatives for the local level approach will be developed. Our like committee for state level efforts will be formed and activated at the county level once the majority of local jurisdictions have launched their individual programs and are receiving evaluation results.

Those constituency committee members outside the stakeholder/critical mass proper will be deemed exofficio and be given equal power in the process development.

Listed below are the constituency members who this author believes will be the key representatives of those groups.

1. Representatives of three of the critical mass members (The Crime Prevention Officers, Police Supervisory Group, and the Neighborhood Watch Block Captains).
2. Police Administrator (Captain).
3. A City Manager representative
4. The city cable T.V. Coordinator, or in his absence, a responsible representative(s) of the local cable T.V. channel.
5. A management representative of the local Chamber of Commerce.

Our regional and state transition committee, which will be launched after our local program is up and running, needs to consist of the following key constituent members.

1. The regional "Champion(s)" as identified by any initiating chief.
2. A responsible representative from the local assembly member and senator's office.
3. A CPOA representative and/or legislative advocate.
4. A PORAC representative and/or legislative advocate.
5. The local chiefs within the county and or association representative(s).

The responsibility charting process would begin by having these members, as a group, meet and reach a decision (via consensus) as to what responsibility role each member will play. Remember that this committee will be responsible for addressing and presenting, in completed form, the policy actions needed for change that were developed out of the policy Delphi process. The Chief of Police will, of course, facilitate the meeting, providing copies and explanation of the Command College plan outline and policy goals for the successful implementation of the local communities marketing concept. The process for determining member responsibility in terms of implementation assignments can be done through group discussion or anonymous voting, but the ultimate listing is done with all group members involved and in agreement on roles of authority and responsibility designated.

The process of charting out the responsibilities requires the facilitator to attach time lines to each members assignments. He is also required to schedule the follow-up meetings, oversee any trouble shooting sessions and mediate any problems that arise during the time period of assignments.

These and other relationships make responsibility charting important for the transitional process. Once the responsibilities have been clearly defined, this group can meet to do the final implementation efforts. Combating the anxiety of this transition process will depend upon the continued meeting and information exchange process.

As outlined in our responsibility chart (Appendix H), there is only one person responsible for each of the "decisions" or policy action requirements. In the local marketing program, approval of the action is needed in all situations by at least one other actor and support for these actions is usually required of all actors because of their close interaction.

The regional marketing responsibility chart reflects a high dependency upon CPOA and PORAC for interaction with the legislature in order to have our forecasted event bills introduced and passed.

Again, the need for the division of our responsibility charting is produced by the two-avenue approach in our implementation program. The marketing concept must first be developed on the local level before the major support required for state level changes can be broached. The local level marketing concept can however address the major trends identified by our Delphi panel and can be a stand alone system in the face of regional or state political indecision.

The completion of the committee assignments needs to coincide with the initiation of the pilot project. These two segments then need to be combined for presentation to the councilmembers as outlined in our commitment planning phase. This will complete the implementation process for local agency implementation.

CHAPTER FIVE:

CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

Our Forecasted Future: What Does It All Mean?

Our central issue question of, Will there be a marketing need for crime prevention in California law enforcement agencies in the year 2000?, has been examined through both a historical inquiry of crime prevention programming as well as contemporary forecasting methods.

The results are quite clear. Crime prevention efforts generally are in their infancy but have so far proven to be highly effective in controlling crime when associated with consistent and intensified local efforts. Crime prevention efforts are going to be part of our future, the marketing of those efforts will be a necessity.

The forecasting methods applied in this research verify the historical premise that citizen and police interaction efforts must increase. They must be recognized by both as being the major weapon in the future fight against crime, and that organized citizen involvement has been the major stumbling block to the development, initiation, and continuation of those programs identified as being successful. Enter, the marketing concept. The injection of customer-client relationships onto those of citizen and public servant.

The forecasting process did far more than give us this one answer to our issue question. It gave us a picture of the need for marketing in crime prevention's future. It unfolded for us a plan and process for addressing that need and optimizing crime prevention as our major crime fighting tool of the future.

The identified sub-issues of our study provided additional focus on the components that make up crime prevention marketing. To help us analyze those sub-issues and to give us the contemporary input of practicing law enforcement professionals, we employed survey research methodology. A statewide survey of all mid-sized California law enforcement agencies was conducted. Results were combined with our forecasting results and historical perspective in addressing our approach to the marketing issue question.

Research on the sub-issue questions revealed that demographic changes, specifically in relation to community population size, affect citizen participation levels and that crime prevention marketing techniques need to be directed in order to maximize that involvement. Perception of program success becomes important. Citizen perception as influenced by the media and police interaction were identified as major future trends.

Privitization or control of crime prevention marketing (listed as a sub-issue) was identified as having little future impact. The addition of private sector marketing methods in assisting law enforcement agencies, however, was identified as the wave of the future.

The rate of violent crime was also identified as being important to future crime prevention efforts and one in which marketing must play a direct part in carefully defining and informing on.

So marketing and crime prevention are expected to be joined. The plan for the consolidation is the impetus of our research results. It is the way in which law enforcement administration from mid-sized California law enforcement agencies will make the future happen.

Making The Future Happen

Strategic and transition management plans were developed as a result of our forecasting process. They are a vehicle to go from concept to reality in the implementation of marketing to the future of crime prevention. They are this study's recommendations for that process.

The Delphi Panel we employed for the purposes of examining this issue saw the need for attacking it on both the local and regional/state level. Individual efforts will meet short range objectives, but the long range forecasted legislative events require consolidated county and statewide efforts for successful conclusion.

The completion of this report provides for a series of recommendations for both pre-initiation and implementation of the marketing strategy for crime prevention in the future. They are not so specific that their influence is restricted to the field of crime prevention. Their application can be used for the introduction of other programs, concepts, and ideas. The following recommendations are presented.

1. That the applicable law enforcement agencies resolve and adopt mission statements placing crime prevention as an organizational priority.
2. That marketing strategy be made a central component of the adopting agencies mission statement, as well as being drafted as a council resolution in the issue development process.
3. That the marketing strategy be "Championed" for general resolutions of support in all applicable professional law enforcement organizations.
4. That applicable local law enforcement jurisdictions prepare and complete a crime pattern/crime prevention analysis as outlined in this research in order to determine their specific crime prevention needs.
5. That the applicable law enforcement agencies adopt this Command College research project and proposal as a base line for review and introduction of marketing to the crime prevention function.

Our marketing system for the future of crime prevention is not an end in itself. Our forecasting process is just that, forecasting. There are many possible unforeseen situations or events that can limit or totally change that future. Different concepts and ideas can and should always be examined. Based upon the collective minds of experts and the most contemporary futures forecasting research tools we have available, this Command College research project has been able to give a solidified picture and plan for addressing and acting upon what would otherwise be the passing thoughts of participants in the "now" and "future" crime prevention process.

APPENDIX A

CRIME PREVENTION MARKETING SURVEY

PART 1 (SURVEY DATA)

1(a). The name of your agency _____

1(b). The population range of your city is:

5,000-25,000 ____ 25,000-50,000 ____ 50,000-75,000 ____
75,000-100,000 ____ 100,000-200,000 ____ Above 200,000 ____

1(c). The approximate ethnic origin balance of your city, by percentage, is:

White ____ Black ____ Hispanic ____ Asian ____ American Indian ____
Other _____

2(a). The number of personnel in your organization:

Sworn 1-24 ____ 25-49 ____ 50-74 ____ 75-99 ____ 100-199 ____
199+ ____

Non-Sworn 5-10 ____ 10-20 ____ 20-50 ____ 50-100 ____ 100+ ____

3(a). Do you currently have a crime prevention unit in your agency?

Yes ____ No ____

3(b). If yes, how long has it been in operation?

1-3 years ____ 3-5 years ____ 5-7 years ____ 7+ ____

3(c). Personnel you have assigned to the unit:

Sworn 0-.5 ____ .5-1.0 ____ 1-3 ____ 3-5 ____ 5+ ____
Non-Sworn 0-.5 ____ .5-1.0 ____ 1-3 ____ 3-5 ____ 5+ ____

4. Please check the following based upon your observations within your jurisdiction:

4(a). The level of public knowledge of your crime prevention programs.

Low ____ Medium ____ High ____

4(b). The level of public participation in your crime prevention programs.

Low ___ Medium ___ High ___

4(c). Do you now use or have you used any outside private sector marketing firms in the delivery of your crime prevention programs?

Yes ___ No ___

4(d). If so, identify which program, when, and marketing techniques employed (use the back of this sheet if additional room is required).

4(e). Do you think that whole or part privatization of crime prevention programming (e.g. marketing, service delivery, etc.) will be realized in the future?

Yes ___ No ___

4(f). If yes, how soon do you believe this will occur and what percentage of your programs do you think might be affected?

1-2 Yrs ___% 2-4 Yrs ___% 4-8 Yrs ___% 8-10 Yrs ___%

4(g). Please list those programs that you believe would be subject to privatization efforts; _____

4(h). What do you believe will be the interest level of the public in the year 2000 (within your community) if there were an application of current day commercial marketing concepts to the efforts of crime prevention?

INTEREST LEVEL

___ LOW ___ MEDIUM ___ HIGH

PART 2 (TRANSITION DATA)

1(a). In order of importance (one being most important) who should be involved in the successful initiation of a new crime prevention program;

- POLICE OFFICERS
- COUNCILMEMBERS/COMMISSIONERS
- CRIME PREVENTION UNIT
- MEDIA (T.V./PRINT/RADIO)
- CURRENTLY OPERATING CRIME PREVENTION GROUPS
- POLICE CHIEF
- CITIZENS WHO WOULD BE PROGRAM RECIPIENTS

1(b). In determining critical factors for the delivery of crime prevention programs in your jurisdiction, please rank the following (1 being most important);

- SURVEYS OF PUBLIC PERCEPTION
- ANALYSIS OF ETHNIC/CULTURAL LEVELS
- AMOUNT OF PERSONNEL YOU HAVE AVAILABLE
- ANALYSIS OF INCOME DISTRIBUTION
- COMMUNICATING CRIME DATA TO PUBLIC
- ANALYSIS OF CRIME TRENDS
- REJUVENATION OF CURRENT PROGRAMS WHICH ARE EXPERENCING LOW INTEREST AND INVOLVEMENT

1(c). In your community how important are the following people in the continuation of crime prevention efforts (1 being most important);

- POLICE CHIEF
- CITY MANAGER/ADMINISTRATOR
- CITY COUNCIL/COMMISSIONERS
- CRIME PREVENTION OFFICER(S)
- CITIZEN VOLUNTEER
- MEDIA (T.V./PRINT/RADIO)
- CURRENT CRIME PREVENTION PROGRAM PARTICIPANTS

PROGRAMS IN EFFECT

PART 3 (PROGRAM DATA)

PROGRAM(S) Operating now	YES	NO	HOW LONG IN EFFECT			WHO WAS THE CATALYST IN PROGRAM INITIATION? (RANK IN ORDER, 1 BEING MOST IMPORTANT)			
			0-1 YRS	1-3 YRS	3-5 YRS	POLICE	CITIZEN(S)	MEDIA	POLITICIAN(S)
NEIGHBORHOOD WATCH	---	---	---	---	---	---	---	---	---
BUSINESS WATCH	---	---	---	---	---	---	---	---	---
DARE (OR EQUIVALENT)	---	---	---	---	---	---	---	---	---
AUTO THEFT PREVENTION	---	---	---	---	---	---	---	---	---
HOME SECURITY INSPECTIONS	---	---	---	---	---	---	---	---	---
BUNCO PREVENTION	---	---	---	---	---	---	---	---	---
OPERATION IDENTIFICATION	---	---	---	---	---	---	---	---	---
RAPE AWARENESS	---	---	---	---	---	---	---	---	---
SATANIC AWARENESS	---	---	---	---	---	---	---	---	---
CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN	---	---	---	---	---	---	---	---	---
OTHER	---	---	---	---	---	---	---	---	---
OTHER	---	---	---	---	---	---	---	---	---
OTHER	---	---	---	---	---	---	---	---	---
OTHER	---	---	---	---	---	---	---	---	---

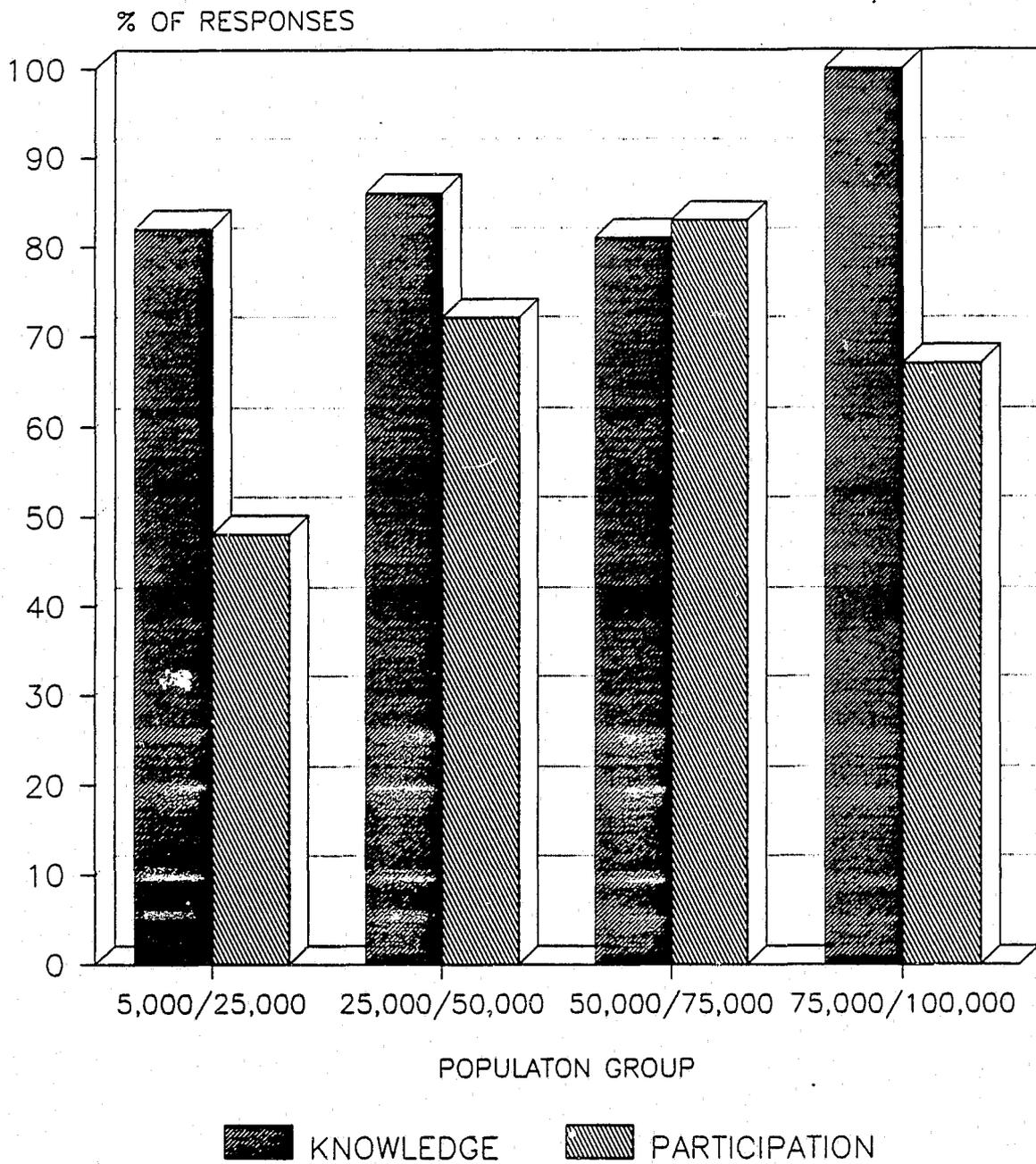
PT 7

PROGRAM TARGETS AND PERCEPTION

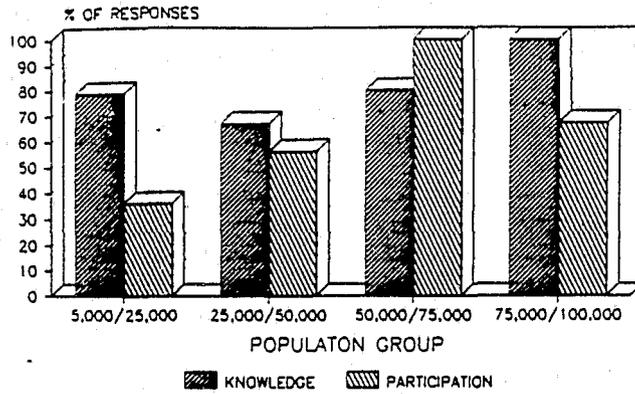
PROGRAM	CRIME PREVENTION PROGRAMS ARE TARGETED BY (RANK IN ORDER, 1 BEING MOST IMPORTANT)				PUBLIC/OFFICER PERCEPTION OF THE PROGRAM			
	GEOGRAPHY	POPULATION	CULTURAL GROUPING	CRIME TRENDS	POOR	FAIR	GOOD	EXCELLENT
NEIGHBORHOOD WATCH	---	---	---	---	/	/	/	/
BUSINESS WATCH	---	---	---	---	/	/	/	/
DARE (OR EQUIVALENT)	---	---	---	---	/	/	/	/
AUTO THEFT PREVENTION	---	---	---	---	/	/	/	/
HOME SECURITY INSPECTIONS	---	---	---	---	/	/	/	/
BUNCO PREVENTION	---	---	---	---	/	/	/	/
OPERATION IDENTIFICATION	---	---	---	---	/	/	/	/
RAPE AWARENESS	---	---	---	---	/	/	/	/
SATANIC AWARENESS	---	---	---	---	/	/	/	/
CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN	---	---	---	---	/	/	/	/
OTHER	---	---	---	---	/	/	/	/
OTHER	---	---	---	---	/	/	/	/
OTHER	---	---	---	---	/	/	/	/
OTHER	---	---	---	---	/	/	/	/

APPENDIX B

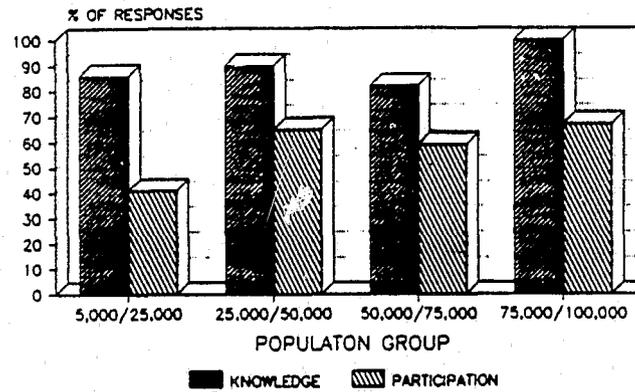
COMMUNITY KNOWLEDGE AND PARTICIPATION POPULATION ANALYSIS



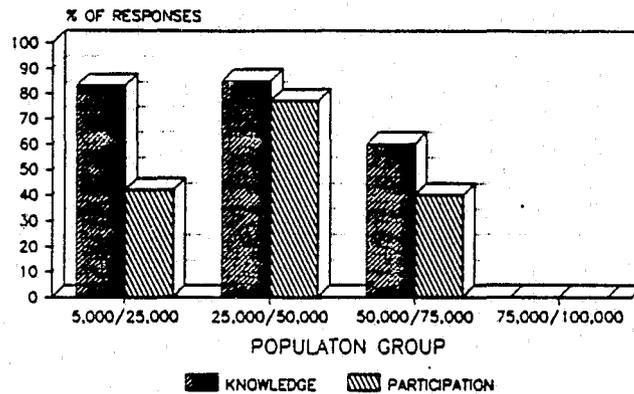
COMMUNITY KNOWLEDGE AND PARTICIPATION
MINORITY COMMUNITIES (40% or More)



COMMUNITY KNOWLEDGE AND PARTICIPATION
MINORITY COMMUNITIES (40% or Less)

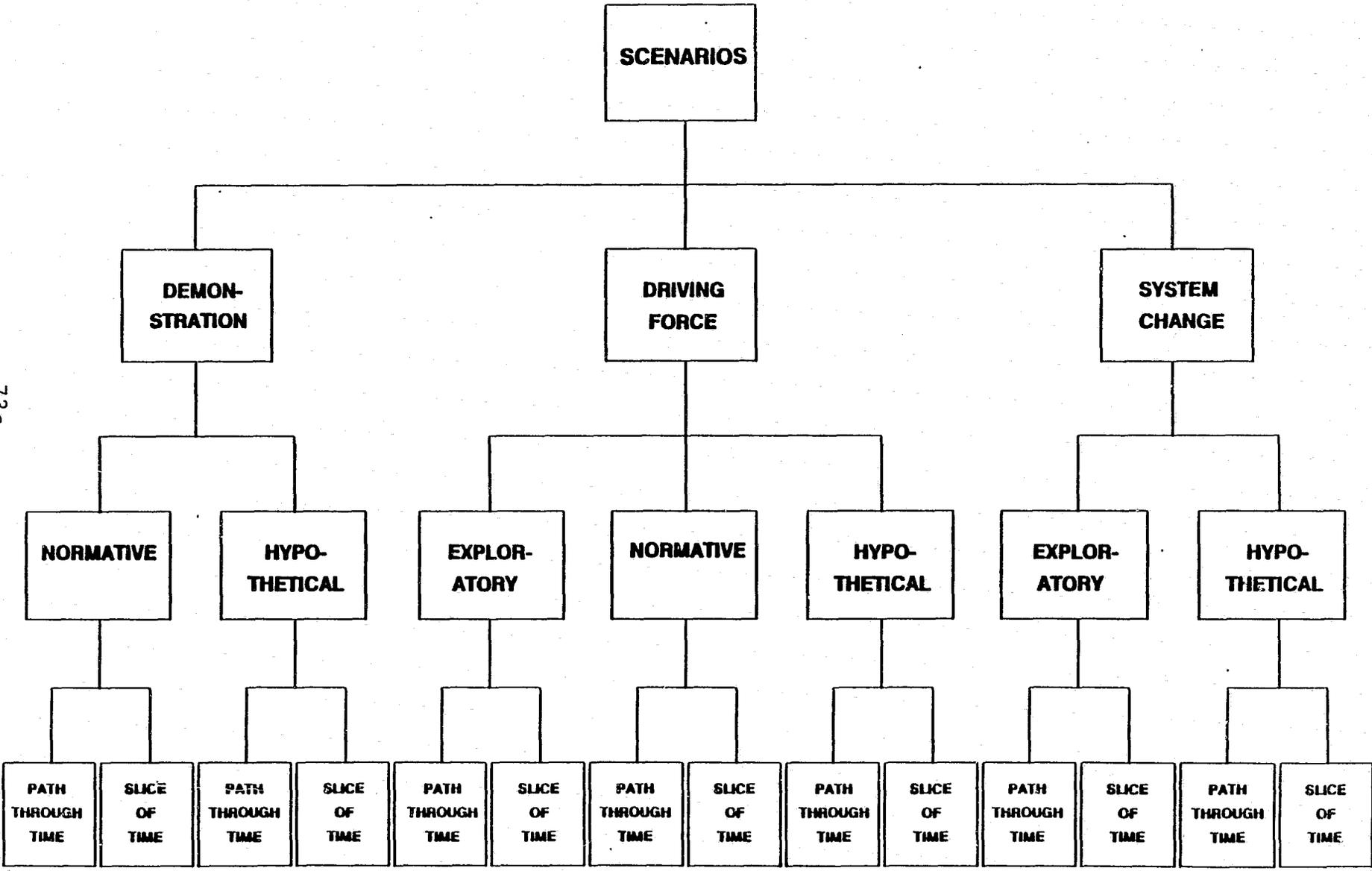


COMMUNITY KNOWLEDGE AND PARTICIPATION
MAJORITY COMMUNITIES (90%+ White)



APPENDIX C

A TAXONOMY OF SCENARIOS



73a

APPENDIX D

TABLE 1.-Trend Screening

CANDIDATE TREND in RANK ORDER		FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND? *				
		Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
#						
T-1	The level of citizen participation in crime prevention programs	12	18			
T-2	The level of cooperation between Police and the public	12	18			
T-3	The level of crime as perceived by the citizenry	12	18			
T-4	The rate of violent crime	12	9	6		
T-5	The extent of News Media influence in reporting crime		21	4		

*. Panel total for each estimate category.

TABLE 2.-Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND (Today = 100)			
		* 5 Years Ago	Today	* Five years from now	* Ten years from now
1	The level of citizen participation in crime prevention programs	80	100	110 / 150	125 / 175
2	The level of cooperation between police and the public	80	100	110 / 150	125 / 175
3	The level of crime as perceived by the citizenry	75	100	110 / 120	120 / 130
4	The rate of violent crime	75	100	125 / 100	130 / 90
5	The extend of news media influence in reporting crime	80	100	125 / 110	150 / 110
			100		
			100		
			100		
			100		
			100		

74b

* Panel Medians
N = 10 (Panel Members)

* Five years from now
"will be"
/ "should be"

* Ten years from now
"will be"
/ "should be"

TABLE 3.-Event Evaluation

Event #	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	* POSITIVE (0-10 scale)	* NEGATIVE (0-10 scale)
E-1	The enactment of a State Crime Prevention Code	3	50	80	8	2
E-2	Legislative enactment of tax break incentive for adopting crime prevention measures	5	30	50	7	2
E-3	Legislative mandate and money for crime prevention programs in all agencies.	8	20	40	8	2
E-4	Development of interactive video conference networks between police and citizenry	5	50	85	8	2
E-5	Initiation of public supported crime channel for public access	3	50	95	9	2

74c

* Panel Medians

N = 10 (Panel Members)

TRENDS IMPACTING THE FUTURE OF MARKETING IN CRIME PREVENTION

The following list of trends is not meant to be specific but general in discussing the topic of the future of marketing concepts in crime prevention. A basic thought to remember about the listed trends is that they are non-directional (not stated in terms of increase or decrease) so that the reader is not swayed or influenced by the trend statement itself. Since a trend can be looked at from a different perspective by different people, its importance may vary greatly.

The advantage of examining future issues through the use of a delphi panel is that the combination of perspectives gives the researcher a clear broad view of the issue and does not subject individual members input to the influence of others on the panel.

For purposes of clarity the trend statement is listed first and is followed by an italicized definition where it is deemed necessary.

Please remember to rank order the items on each list based upon that trend or event's importance or impact on the stated issue. In ranking the items, use the number 1 as being most important to the highest number as being the least important.

RANK ORDER

TREND STATEMENT

- | | |
|-------|---|
| _____ | The level of citizen participation in crime prevention programs.
<i>The number of people actively attending and participating in various crime prevention programs</i> |
| _____ | The number of hispanic non-english speaking immigrants entering the country.
<i>Inclusive of legal and illegal immigration</i> |
| _____ | Privatization rate of law enforcement programs. |
| _____ | The rate of violent crime.
<i>Statistically reported and verified</i> |
| _____ | The extent of news media influence in the reporting of crime.
<i>The impact that the media has on the public by the way it reports or delivers the news</i> |

- The perceived impact of crime by the citizenry.
What the public feels the rate of crime is and how they feel impacted by it.
- The number and type of crime prevention programs.
- The separation of generalized crime prevention activities and drug awareness programs.
With the increased emphasis on the drug problem and diversion of resources (e.g. DARE), personnel are displaced from general crime prevention duties
- The level of education of crime prevention program recipients.
- The gap between low income and high income groups in society.
- The level of cooperation and interaction between police agencies and the public they serve.
- The rate of white collar and computer crime.
- The level of population density.
- The number of dual working spouse households.
Causing less time at home and/or with families
- The amount of time spent by the public listening to, watching, or reading, accounts of the news.
- The level of trust and respect law enforcement holds in the eye of the public.
- The amount of crime prevention training received by police officers.
- The level of cooperation the police have with the different forms of news media.
- Minority groups moving into majority status in population demographics.
- The changing age distribution of the population.

EVENTS IMPACTING THE FUTURE OF MARKETING IN CRIME PREVENTION

Please remember to rank order the events on this list based upon their importance or impact on the marketing issue if they were to actually occur. **In ranking the items, use the number 1 as being most important to the highest number as being the least important.** There is also space provided for any additional events you believe should be listed.

RANK ORDER

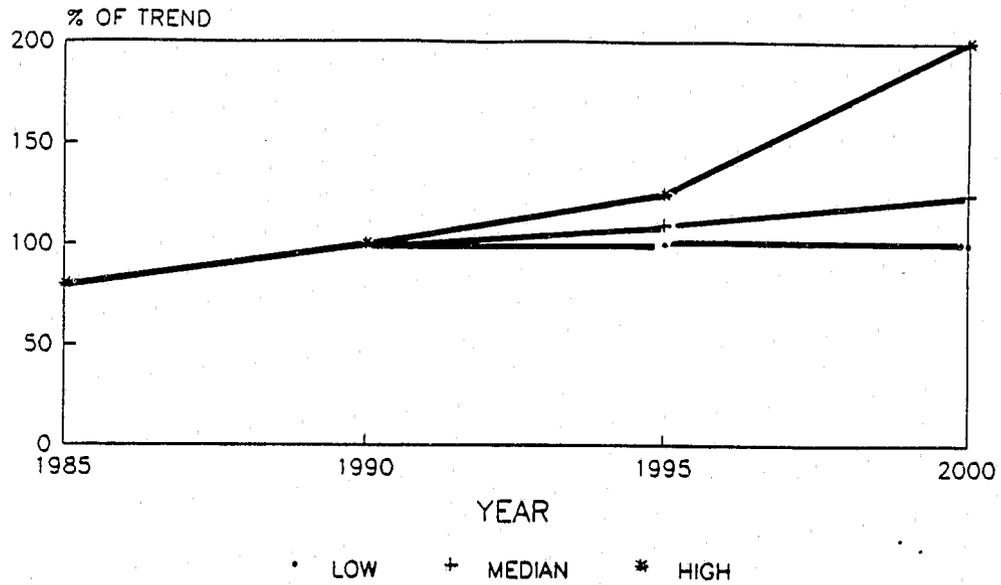
EVENT STATEMENT

- _____ Initiation of public supported crime channels for public access.
- _____ Relaxation of immigration quotas.
- _____ Massive law enforcement consolidation effort.
- _____ Development of electronic identification devices worn by offenders which alert citizens via T.V., radio, watches, etc.
- _____ The development of a public entity sponsored non-sworn volunteer police corps.
- _____ Legislative enactment of reward systems.
- _____ State passage of sworn part-time peace officer positions.
- _____ Development of interactive video conference networks between police and citizenry.
- _____ Legislative mandate and funding for crime prevention programs in all agencies.
- _____ Preventative inoculation of anti-drug serum to pre-teens.
- _____ Legislative enactment of tax break incentives for citizens who adopt and use designated crime prevention measures (e.g. specified locking devices for homes, vehicles, lighting standards, etc.

- The enactment of a state crime prevention code similar to a fire code which addresses designated crime prevention measures such as building design, procedures for prevention by citizens.
- Initiation of satellite directed alarm systems for home and personal use which would speed the identification and location of alarm problems.
- The development of personalized bar codes for all personal property (such as microdot).
- Legislation requiring requirement for community service by graduating high school seniors.
- Mandated POST accreditation which would require crime prevention standards within police agencies.
- Legalization of drugs currently classified as illegal (controlled substances such as cocaine).

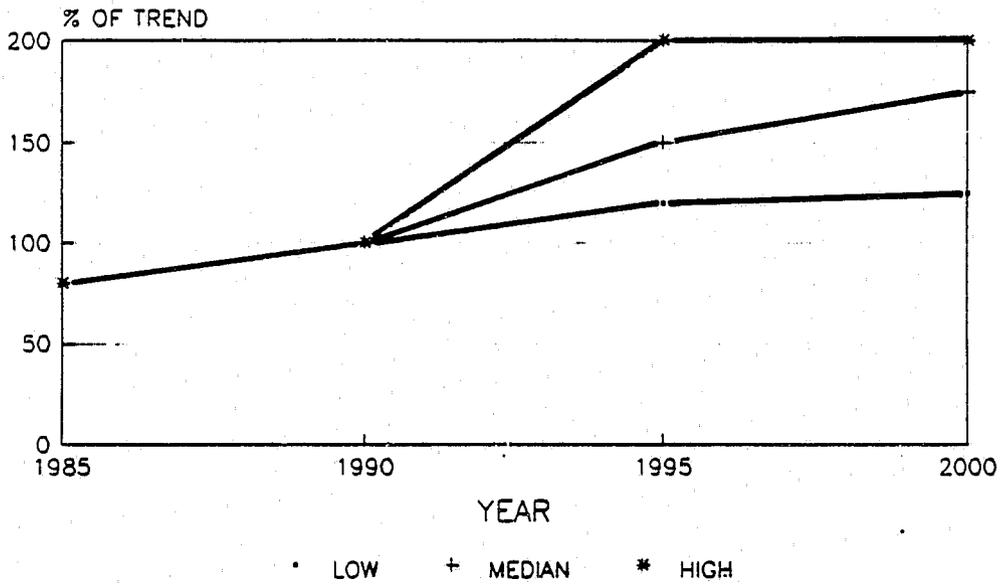
APPENDIX E

LEVEL OF CITIZEN PARTICIPATION TREND # 1



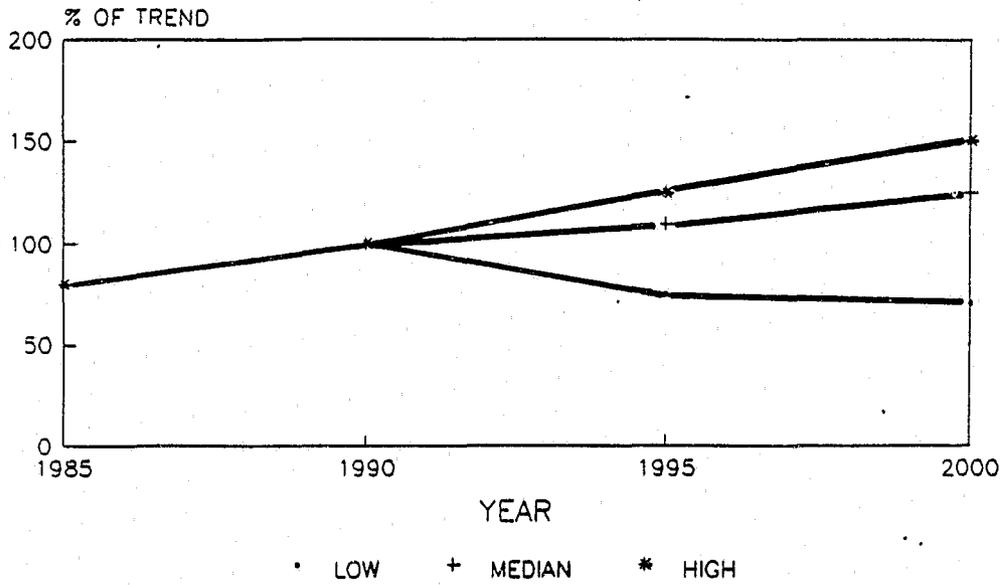
NOMINAL (WHAT WILL BE)

LEVEL OF CITIZEN PARTICIPATION TREND # 1



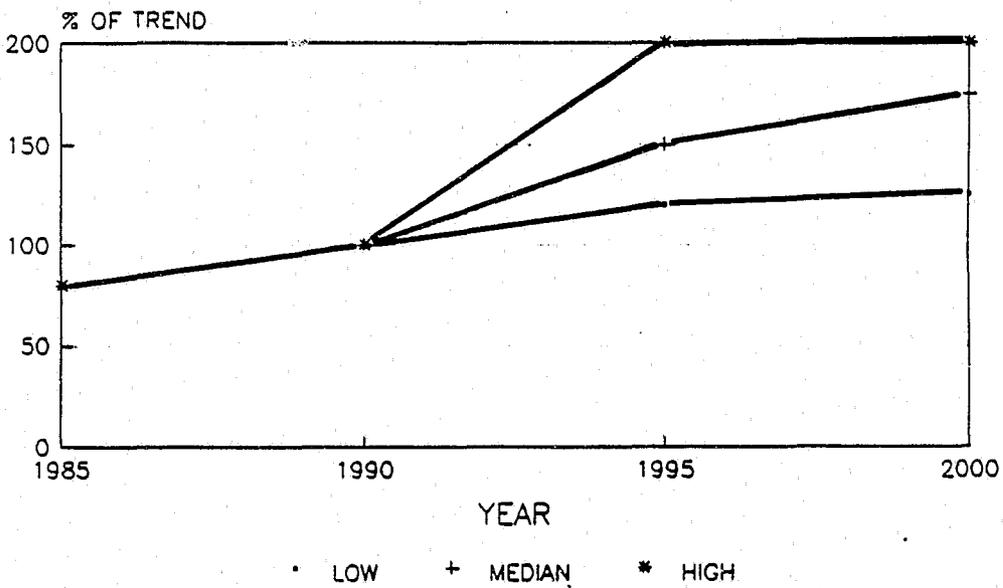
NORMATIVE (WHAT SHOULD BE)

POLICE AND PUBLIC COOPERATION TREND # 2



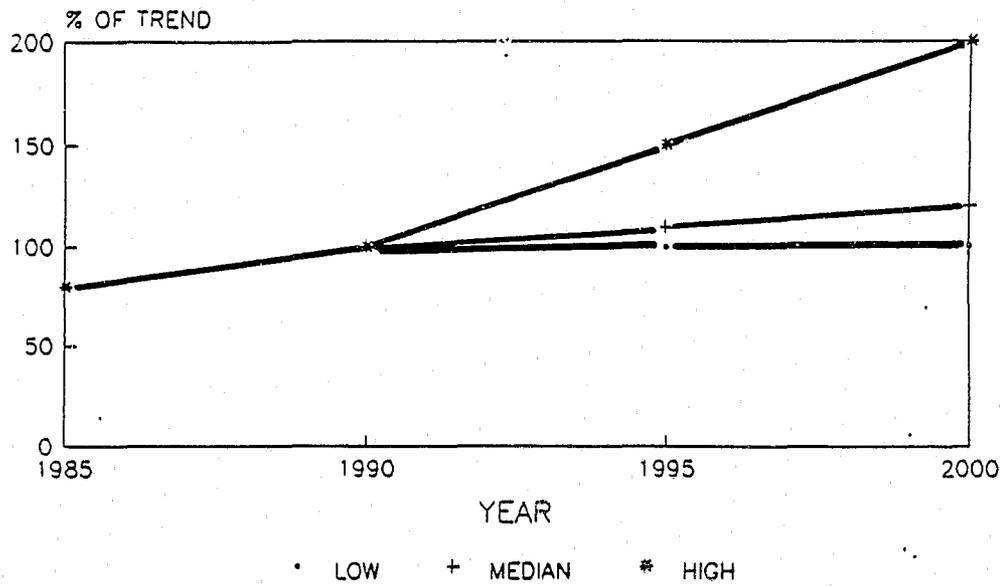
NOMINAL (WHAT WILL BE)

POLICE AND PUBLIC COOPERATION TREND # 2



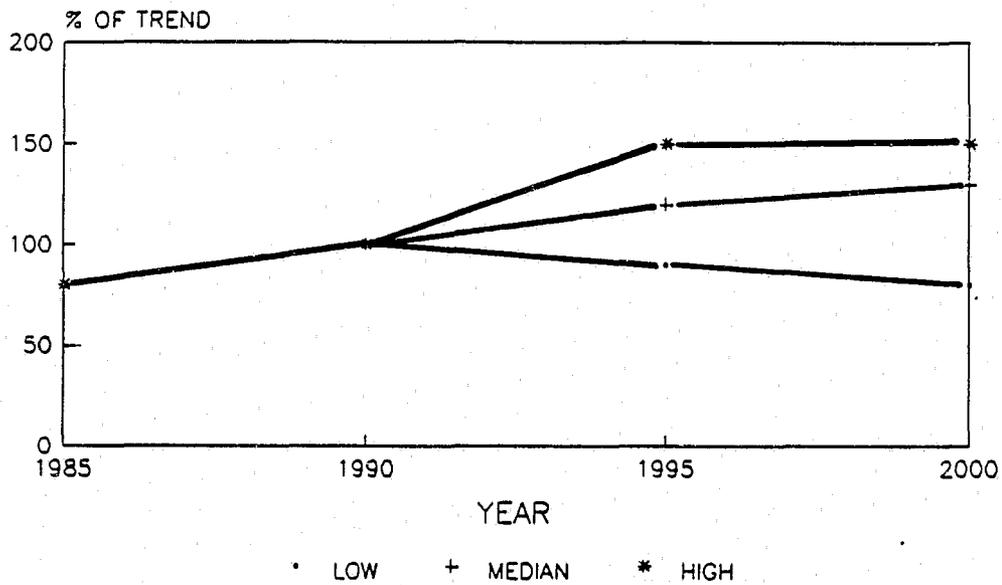
NORMATIVE (WHAT SHOULD BE)

CITIZEN PERCEPTION OF CRIME LEVEL TREND # 3



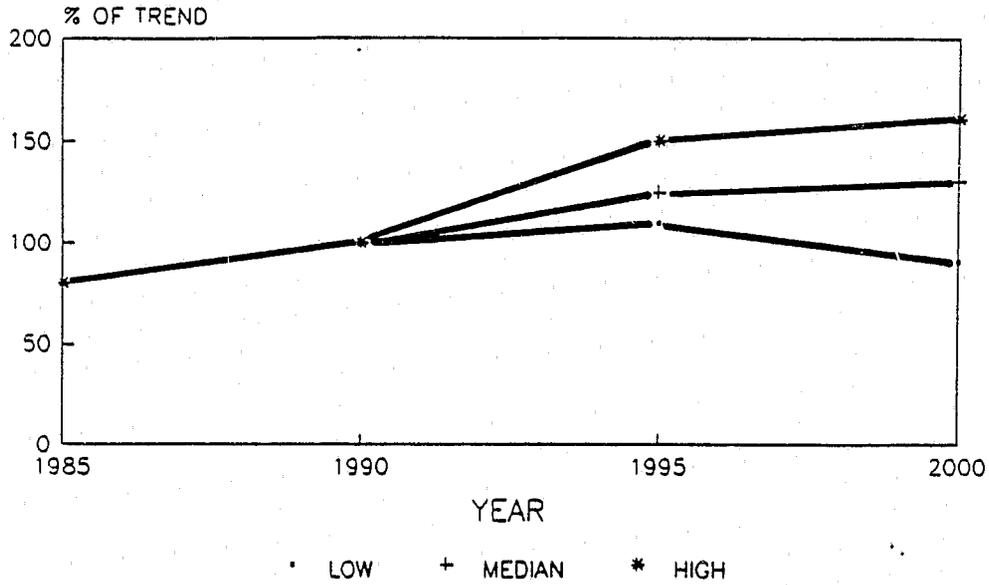
NOMINAL (WHAT WILL BE)

CITIZEN PERCEPTION OF CRIME LEVEL TREND # 3



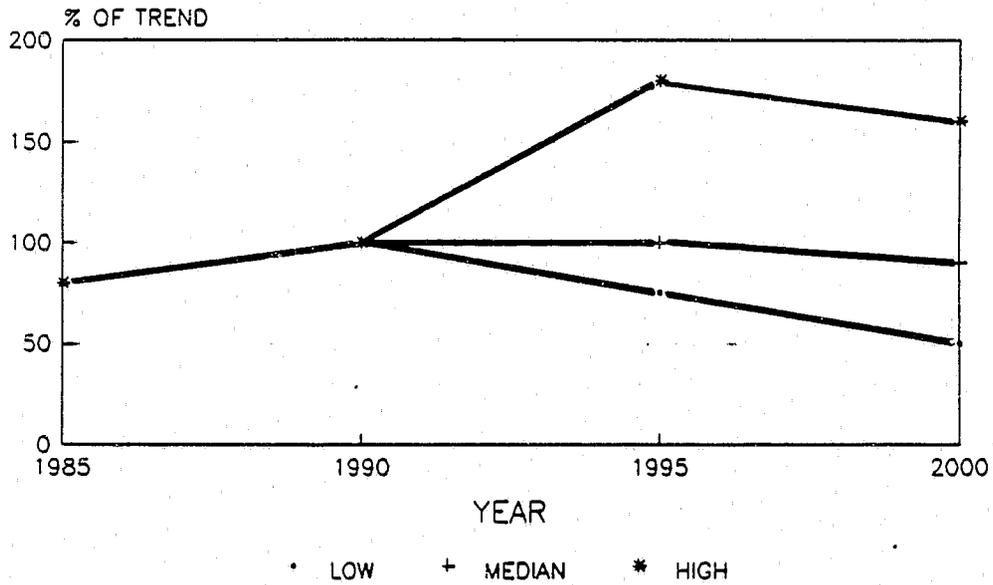
NORMATIVE (WHAT SHOULD BE)

RATE OF VIOLENT CRIME TREND # 4



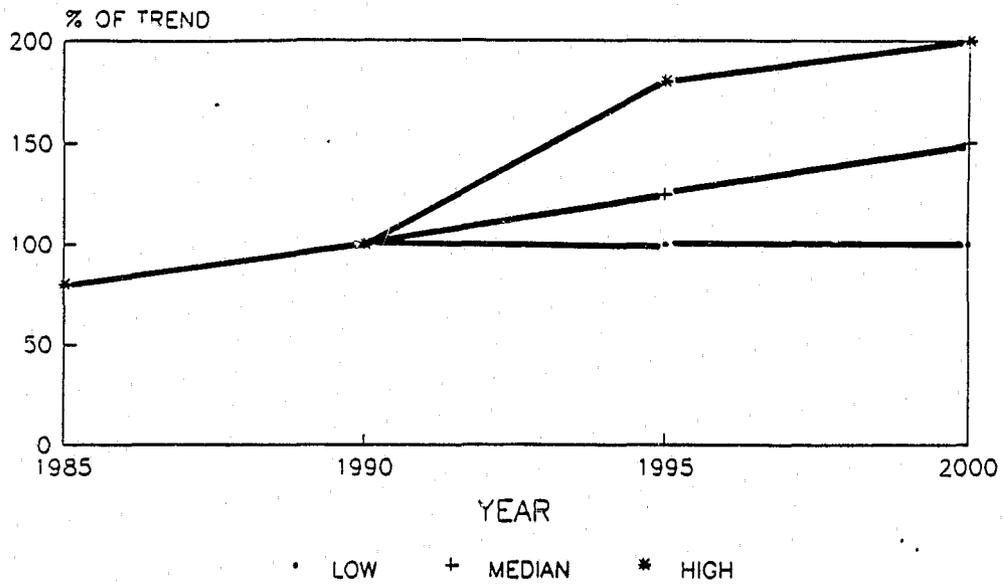
NOMINAL (WHAT WILL BE)

RATE OF VIOLENT CRIME TREND # 4



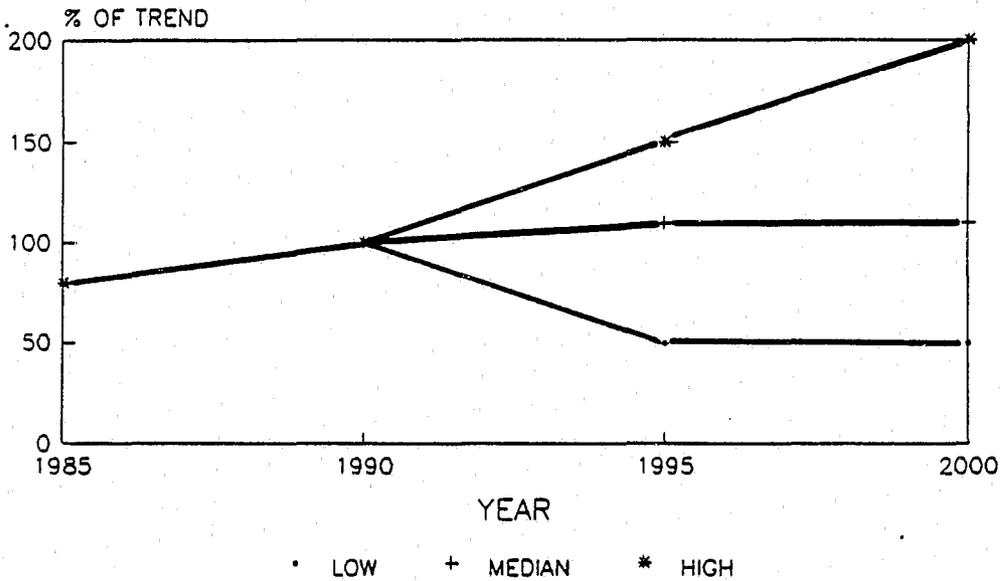
NORMATIVE (WHAT SHOULD BE)

NEWS MEDIA INFLUENCE TREND # 5



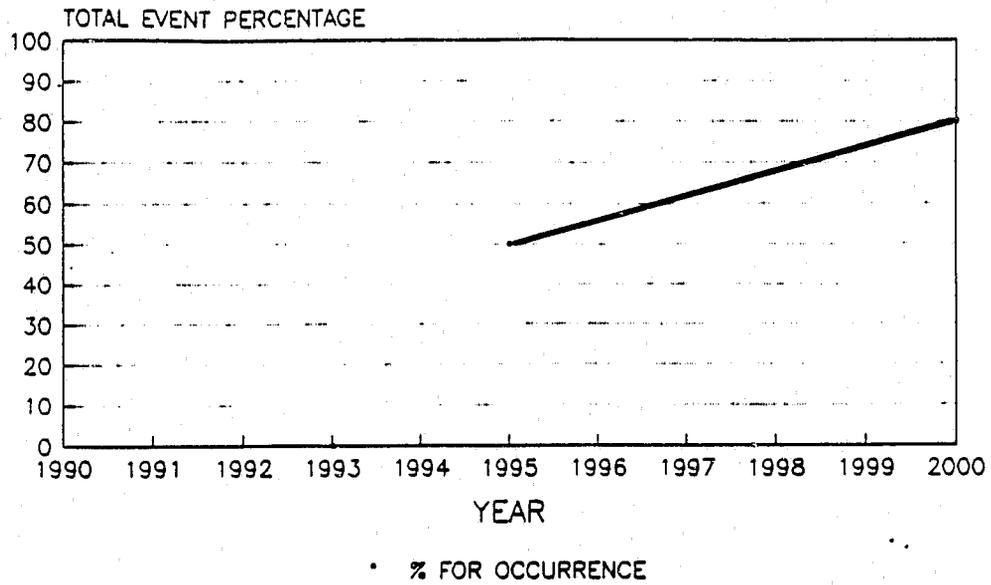
NOMINAL (WHAT WILL BE)

NEWS MEDIA INFLUENCE TREND # 5

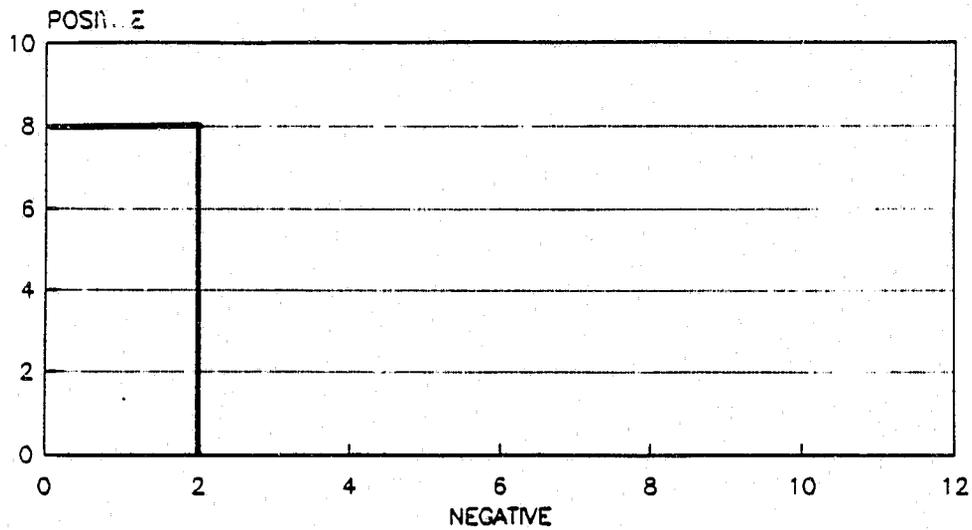


NORMATIVE (WHAT SHOULD BE)

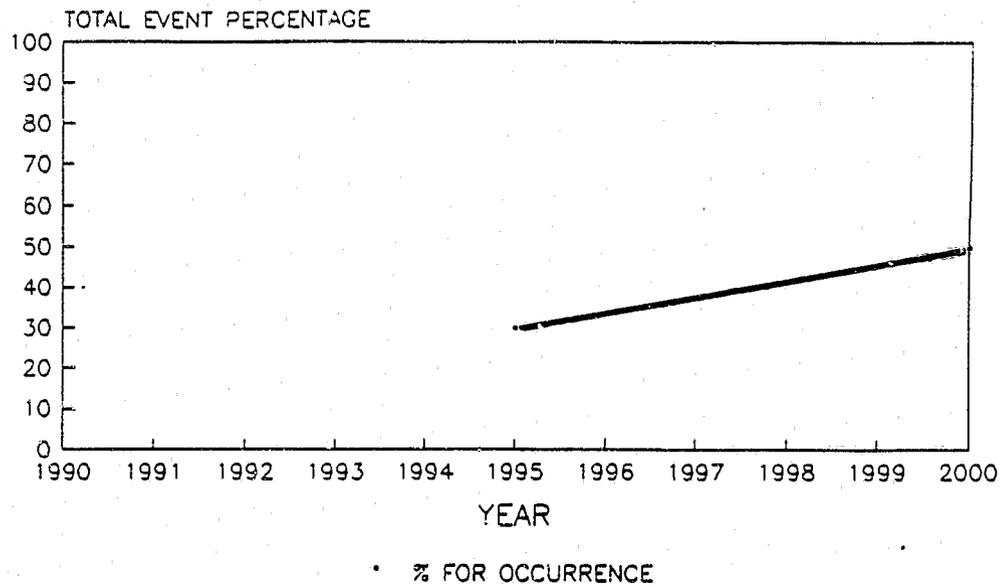
ENACT CRIME PREVENTION CODE EVENT #1



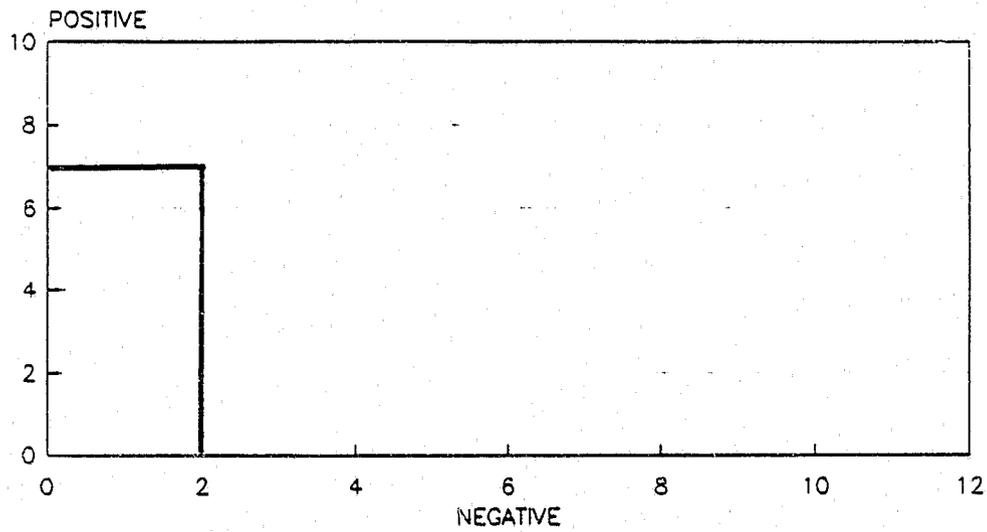
ENACT CRIME PREVENTION CODE EVENT #1



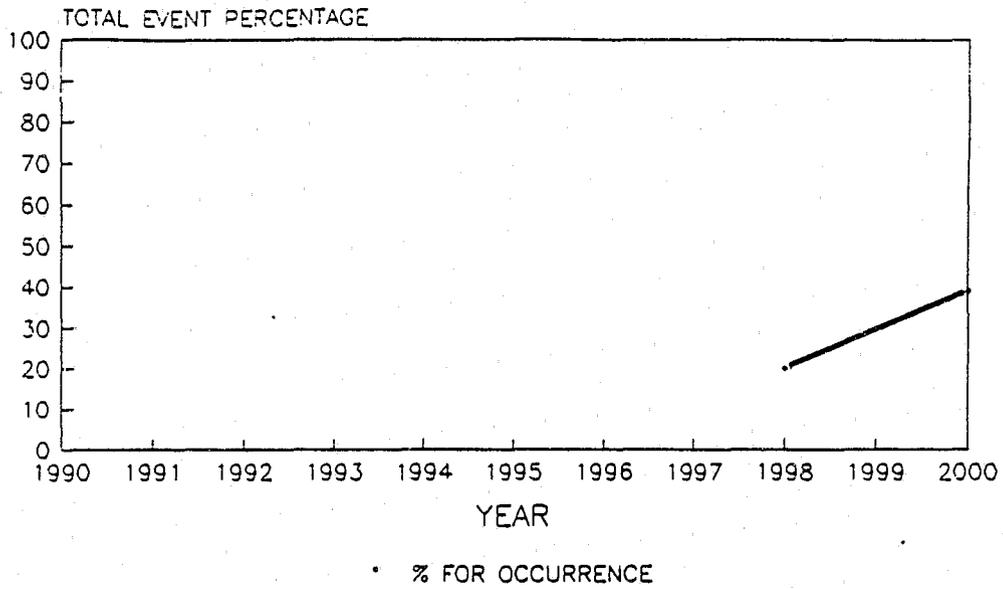
ENACT TAX BREAK INCENTIVES EVENT #2



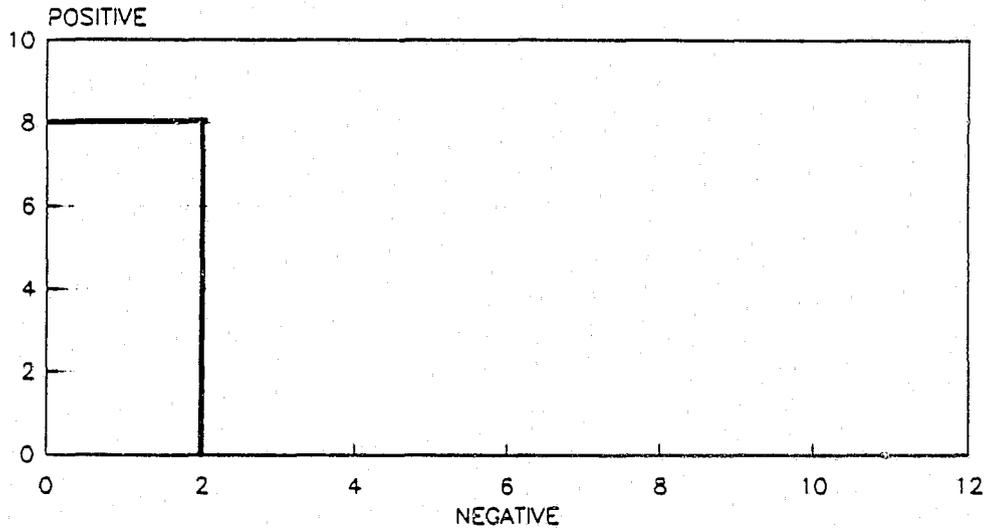
ENACT TAX BREAK INCENTIVES EVENT #2



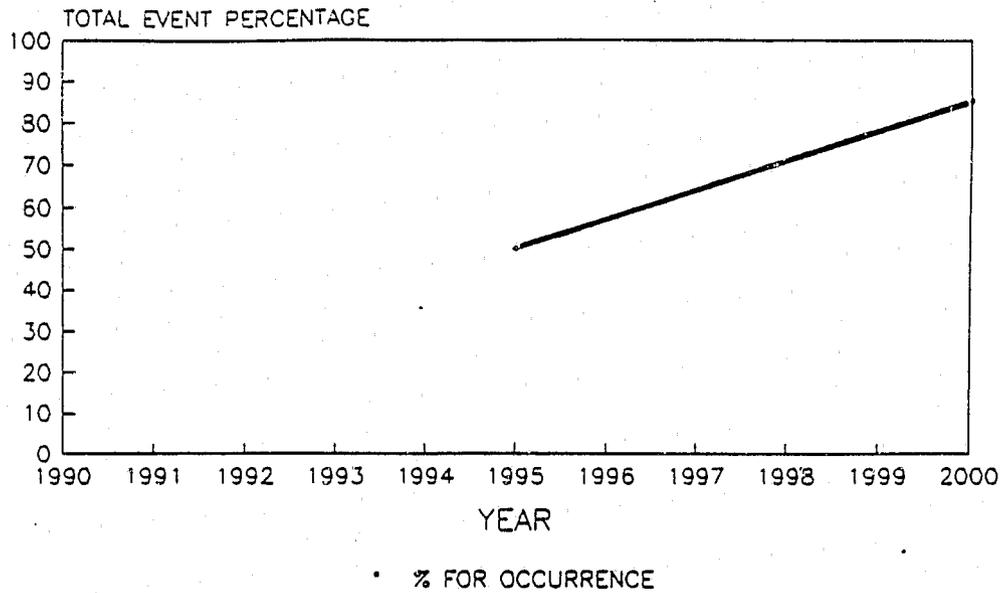
MANDATED FUNDING OF PROGRAMS EVENT #3



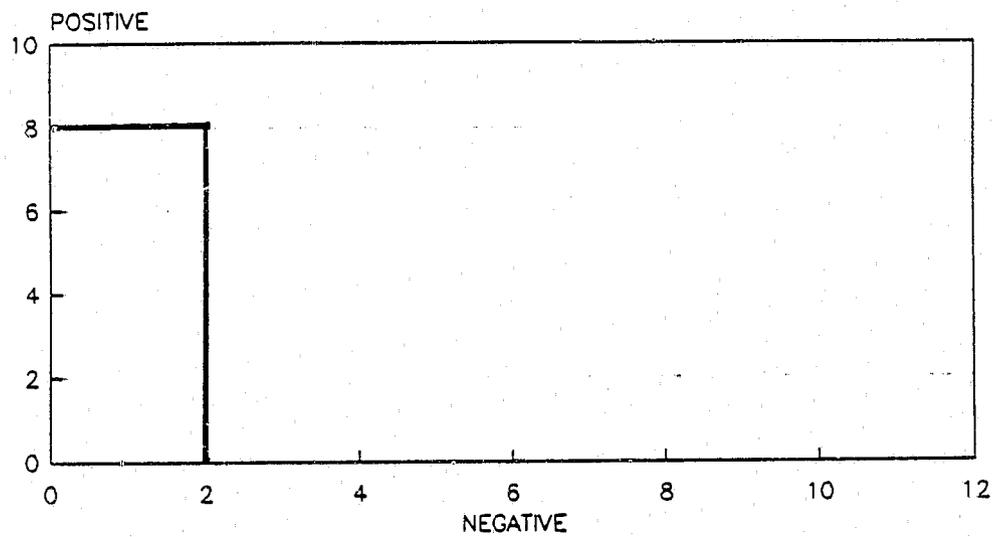
MANDATED FUNDING OF PROGRAMS EVENT #3



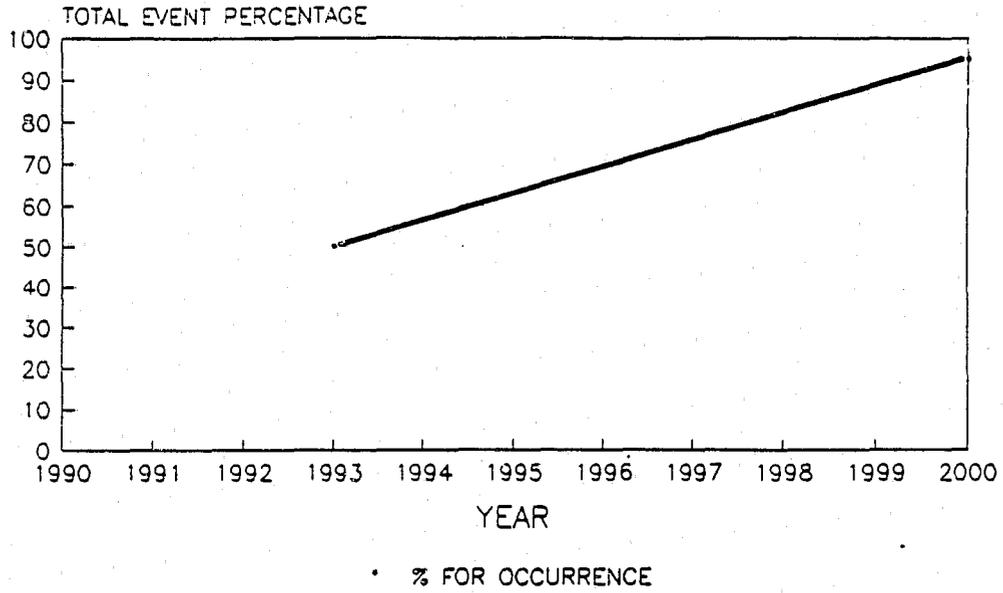
INTERACTIVE VIDEO NETWORKS EVENT #4



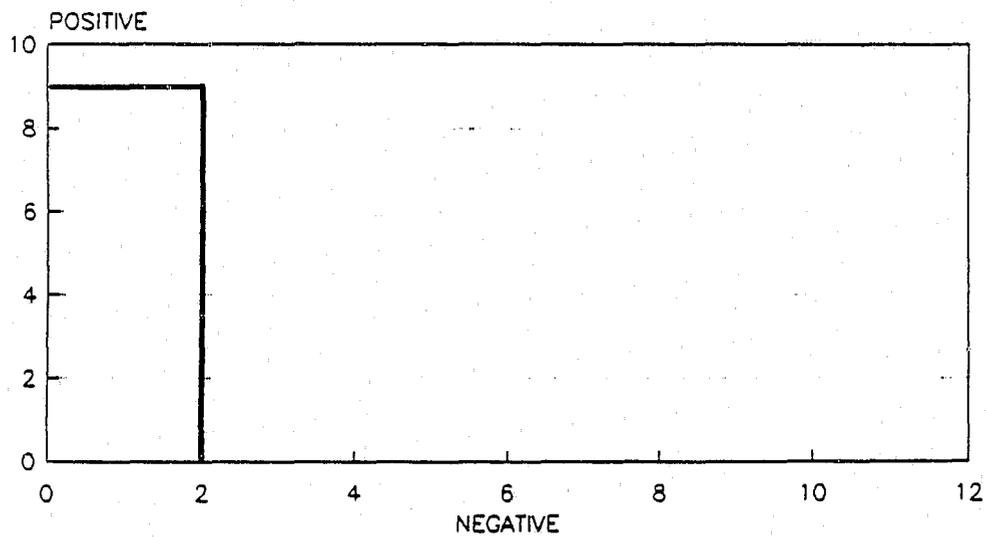
INTERACTIVE VIDEO NETWORKS EVENT #4



PUBLIC SUPPORTED CRIME CHANNEL EVENT #5



PUBLIC SUPPORTED CRIME CHANNEL EVENT #5



APPENDIX F

BASIC CROSS-IMPACT EVALUATION MATRIX

	IMPACTING EVENT (ACTORS)	IMPACTED EVENT (REACTORS)					IMPACTED TRENDS (REACTORS)					IMPACT Event Impact	
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5		
E-1	Enactment of a State Crime Prevention Code	X	+60	+75	+25	+50	+25	+25	+50	0	+50		8
E-2	Enacting tax break incentive for crime prevention measures taken	+70	X	+40	+20	+35	+40	+20	+75	+10	+60	A	9
E-3	Legislative mandate providing money and personnel in crime prevention	+60	+20	X	+35	+40	+30	+20	+50	0	+40		8
E-4	Development of interactive video between police and citizens	+50	+50	+40	X	+50	+50	+35	+70	+5	+70	A	9
E-5	Initiation of public supported crime channel	+25	+30	+40	+50	X	+65	+70	+50	+25	+50	A	9
EVENT AND TREND REACTORS (IMPACTS OR "HITS")							R	R	R	1	R		

- T-1 Level of Citizen Participation
- T-2 Cooperation between Police & Public
- T-3 Perceived Impact of Crime by Citizen
- T-4 The Rate of Violent Crime
- T-5 News Media Influence

Events on Events
Percentage change (+ or -)

Events on Trends
Percentage change (+ or -)

5 5 3 5

N = 10 (Panel Members)

% change

Yrs max impact

All figures are panel medians.

76a

APPENDIX G

POLICY ON TREND

POLICY	T-1	T-2	T-3	T-4	T-5	
IN HOUSE MARKETING	+40	+60	+20	0	+20	A
POST TRAINING	+80	+40	+10	+15	-10	A
CITY RECOGNITION	+70	+60	-10	-15	+5	A
QUALITY CONTROL	+20	+5	+20	-10	+50	
OPERATIONAL POLICY	+10	+10	-5	-5	+15	
MATERIAL CONTENT	+30	+35	+10	-5	+25	A
MARKETING OFFICER	+40	+35	-20	-10	+25	A
NEWS MEDIA NOTIFICATION	+25	+30	-10	-10	+20	
CRIME ANALYSIS SUPPORT	+10	+5	-10	-5	+20	

Level of Citizen Participation
Cooperation Between Police
& Public

R
9

R
9

4

1

8

T-3 Perceived Impact of Crime
by Citizen

77a

N = 7 (Panel Members)

T-4 The Rate of Violent Crime

All numbers are panel medians.

T-5 News Media Influence

POLICY ON EVENT

POLICY	E-1	E-2	E-3	E-4	E-5	
IN HOUSE MARKETING	+10	+5	+5	+15	+10	
POST TRAINING	+20	+15	+80	+50	+30	A
CITY RECOGNITION	+10	+40	+35	+30	+40	A
QUALITY CONTROL	+5	+5	+15	+5	+10	
OPERATIONAL POLICY	0	0	+10	+5	+20	
MATERIAL CONTENT	+5	0	+5	+20	+20	
MARKETING OFFICER	+5	+5	+20	+15	+15	
NEWS MEDIA NOTIFICATION	+10	+10	+10	+25	+60	A
CRIME ANALYSIS SUPPORT	+5	+30	+15	+20	+25	

- E-1 Enactment of State C/P Code
- E-2 Legislative Tax Break Incentives
- E-3 Legislative Money for C/P Programs 8 7
- E-4 Interactive Video Concepts Between Police & Public
- E-5 Public Supported Crime Channels

77b

R R R
9 9 9

N = 7. (Panel Members)

All numbers are panel medians.

APPENDIX H

LOCAL MARKETING PROGRAM

RESPONSIBILITY CHART

- R = Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (put resources toward)
- I = Inform (to be consulted)
- = Irrelevant to this item

Actors

Decision	Crime Prev. Ofc. Rep.	Police Supr. Rep.	N/W Block Capt. Rep.	Police Administrator	City Manager Rep.	Cable T.V. Coordinator	Chamber Rep.						Completion * Time Limit			
In-House Orient Prog	R	A	I	A	S	I	I						3			
Post Funding Proposal	S	S	I	R	A	I	-						3			
City Resolution Draft	I	S	S	A	R	S	S						5			
Media Oper. Stan. Policy	S	A	S	A	S	R	S						8			
Media Exch. Policy	S	R	I	A	S	S	I						8			
Comm. Rela. Ofc.	S	S	A	R	S	I	I						3			
Crime Anal. Policy	S	R	I	A	I	I	I						5			

Assignment responsibility and time frames done by the author.

* Number of months into the program

REGIONAL MARKETING PROGRAM

RESPONSIBILITY CHART

- R - Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (put resources toward)
- I = Inform (to be consulted)
- = Irrelevant to this item

Actors

Decision	Regional "Champion"	Assembly Rep	Senatorial Rep	CPOA Rep	FORAC Rep	Local Chief's Designate								Completion Time Limit *		
Bill Development	A	S	S	R	A	A								7		
County Chief Solidification	R	I	I	A	I	S								3		
Devp. of LE Org Coalition	S	I	I	R	A	S								5		
Oversight Comm Devp	S	S	S	A	R	S								7		
Bill Presentation	S	R	A	A	A	S								9		
Bill Process Advocate	S	S	S	A	R	I								6		

Assignment of responsibility and time frames done by the author.

* Number of months into the program

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