

12-0235

**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).**

## INTRODUCTION

Parkland law enforcement - Background - Statement of Study Issue

## FUTURES STUDY

What will be the nature or role of parkland law enforcement by the year 2001?

## STRATEGIC MANAGEMENT

A model plan for a parkland law enforcement department at a regional park district.

## TRANSITION MANAGEMENT

Transition management plan for implementation of model for a parkland law enforcement department.

## CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

A look towards the next ten years and beyond.

THE NATURE OF LAW ENFORCEMENT  
IN A PARKLAND SETTING

by  
NORMAN A. LAPERA JR.  
COMMAND COLLEGE CLASS XII  
PEACE OFFICER STANDARDS AND TRAINING (POST)  
SACRAMENTO, CALIFORNIA  
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Executive Summary

SECTION ONE - A FUTURES STUDY

This study examines the concept of what will be the nature or role of parkland law enforcement by the year 2001?

Parkland managers have found park employees' role have changed over the past century. Initially park employees were tasked to interpret resources with a small percentage of their time involving "law enforcement." Current times find park employees thrust into the role of full time police officer. Urban influenced park systems have adopted a "Park Police" job title with law enforcement only employees and no resource interpretation. Current times find these two stances lacking in their ability to adequately deal with today's problems and tomorrow's challenges.

The study included literature review, use of surveys and selected personal interviews. That process provided a perspective of parkland law enforcement and trends and events that could impact its nature or role for tomorrow.

The process generated five trends and five events of interest to the topic. The forecasted trends are: 1) Number of Park Visitors; 2) Number of Crimes; 3) Commercial Use of Wildlife; 4) Number of Endangered Species and 5) Hazardous Materials Disposal. The five events are: 1) Price of Gasoline; 2) Destruction of Archeological Site; 3) Assault of Non-Police Employee; 4) Seizure of Park Facility and 5) Closure of Fishing. This combination of events and trends became the foundation from which three scenarios were developed.

SECTION TWO - STRATEGIC MANAGEMENT

A strategic management plan was developed for the fictitious Nor-Cal Park District Police Department. A situational analysis coupled with the identification of stakeholders led to the

development of policies which could facilitate the positive (normative mode) scenario and mitigate the negative (hypothetical mode) scenario.

### SECTION THREE - TRANSITION MANAGEMENT

A transition management plan was developed which identified the critical mass and their commitment to the change. A transition management structure consisting of a transition management committee, who would oversee other working committees, was recommended. Examples of implementation technologies were discussed.

Based upon the data developed during the study, parkland law enforcement will need to balance its roles as resource protector, park visitor assistant and police services provider. This can be accomplished by engaging in alternate modes of transportation, greater awareness and sensitivity to resource issues, defining mission and prioritizing patrol needs.

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INTRODUCTION

PARKLAND LAW ENFORCEMENT

BACKGROUND

STATEMENT OF STUDY ISSUE



In order to fully contemplate the future role or nature of parkland law enforcement it is appropriate to look back on its history to examine the evolutionary road it has traveled. With a glance back on the historical foundation, to a snapshot of its current state, one can begin to peer towards the future to see what might be.

### **Historical Chronology**

Parkland law enforcement finds its roots first planted by our nation's first president, George Washington, who on January 22, 1791 appointed three Federal Commissioners who "...acquired 17 land reservations, with a total of 540 acres to be protected and maintained for the public's enjoyment.

Reservation One was designated as grounds for the President's residence. The watchman assigned to the President's house was responsible for the groundskeeping during the day and for patrol at night. This was the beginning of the U.S. Park Police, known as Park Watchmen prior to 1919."<sup>1</sup>

When the president first set aside land designated for public use and enjoyment he started a process that would be duplicated by federal legislators and give rise to the Interior Department and U.S. Department of Agriculture. These processes led to the creation of the National Park Service and the U.S. Forest Service. State, local and regional governments soon followed suit by designating lands for park systems and created organizations or agencies to govern them.

Formation of these parks deemed it necessary to staff them with qualified guardians. Ranger was the title applied to this "jack-of-all-trades." Gifford Pinchot, the first chief of the Forest Service, said in his 1907 book of instructions to Rangers, "He must be able to take care of himself and his horses in regions remote from settlement and supplies. He must be able to build trails and cabins, ride, pack and deal tactfully with all classes of people."<sup>2</sup>

As the national population was smaller and the use of the automobile not widely accepted, park visitor numbers were small and rangers were viewed as resource protectors and interpreters. "These images and impressions were created, and developed at a time when attendance in parks was low, and therefore, resource damage practically nil: Crime in parks was inconsequential. In many respects, this image and the times dictated the role of the ranger."<sup>3</sup>

### Changing Role

Many state and federal park rangers entered the field through the path of "naturalist." They brought with them degrees in Biology, Forestry, Botany and Resource Protection. They were thrust into a role of dealing with people, people who had brought their urban troubles with them to the park. " 'When I started, I thought I'd be out here protecting the environment,' said John C. Benjamin, a district ranger with a master's degree in forestry. 'I had no idea I would be breaking up bar fights, investigating

murders and making reports on assaults."<sup>4</sup>

In the mid-1960's, policing the parks and performing in the role of police officer was beginning to be a primary job function for the ranger. This role shift was difficult for many of the individuals who had entered the profession with the belief they would be protecting the environment. "Policing is distasteful to many old-time rangers, who went into the field to become naturalists. Before the 1970's rangers received little law enforcement training. Dick Martin, a district ranger at Yosemite, remembers what happened when he signed on as a ranger, his forestry degree fresh in hand, in 1962. 'I was given a sidearm and a badge and a pick-up truck,' he said, 'and was assigned to this subdistrict in Olympic National Park (in Washington State) where a lot of people entering my area were basically lawless in their intent...'"<sup>5</sup>

Regional and urban based park systems were approaching the problem from a different perspective. Ranger titles were giving way to "Park Police" titles. Individuals entered the park police ranks with degrees in Administration of Justice or transferred from sheriff's or local police departments. Little or no training was given to them in resource awareness or protection.

"The Interior Department, in 1976, gave full police powers to the Park Police enabling them to carry weapons at all times while on duty."<sup>6</sup> "Park Police, as a general rule, will be more strict, more law enforcement-oriented than rangers with a forestry background out in the woods," said Maj. McQueeney (who is assigned to Park Police headquarters in Washington). "They have a stricter

attitude and are more high-key than park rangers."<sup>7</sup>

Present day status is one that has many parkland law enforcement providers confused about their role. Obviously, they must control the urban impact relating to crimes that occur within the park system. Yet there is an absolute responsibility to protect the natural resources from destruction. A balance must be struck between visitor services and resource protection. "As park and resource management agencies have adapted to the changing dynamics of society, they have been forced to focus their efforts on visitor services and protection. In meeting this need to manage parks and natural resources at an efficient and effective level...."<sup>8</sup>

### **Background**

The study will focus on a police department in a regional park district in California (a more detailed definition appears in the Futures Study section of this paper) but has application to many park systems. California provides a unique environment for a park system and relevant recreation. "Californians clearly identify the outdoor recreational experience as an important aspect of their lifestyles. In 'Public Opinions and Attitudes on Outdoor Recreation in California 1987,' a Department of Parks and Recreation report (California Resources Agency 1987), the majority of survey respondents consider themselves 'an outdoor person,' and 70% of those persons rate the public parks and recreation areas important to their lifestyles."<sup>9</sup>

The increase in California's population will impact the

recreational environment and the parkland law enforcement provider. "This continued population expansion will affect many facets of California society, and it will clearly impact its recreational experiences. It will mean a continually increasing demand on the existing facilities which will lead to further overcrowding, and a general decrease in the quality of the outdoor experience." (7)

Park systems located in near proximity to urban areas will feel a greater impact by this population expansion. "This increasing population not only directly adversely affects the existing facilities, but it influences the recreational values indirectly as well. .... This urbanization decimates open space in and near the cities, where the parks are a highly valued resource by most urban dwellers. Golden Gate Park, for example, located in the midst of San Francisco, receives over 22 million visitors every year. This is nearly seven times higher than Yosemite National Park." <sup>10</sup>

Additional to the population impacts, park systems have become the target of environmental crimes and disposal of hazardous materials. "Today, the United States produces approximately 125 billion pounds of hazardous waste annually." <sup>11</sup> In 1976 Congress enacted the Resource Conservation and Recovery Act (RCRA). This act created sanctions in regards to fines and prison sentences and civil penalties for violations.

The cost of legal disposal has created a market for clandestine disposal. "Prior to the RCRA, the cost of disposing a 55-gallon drum of hazardous waste cost \$3 to \$5. Today, disposing

legally that same waste costs \$300 to \$500. For some hazardous chemicals, this cost could be in excess of \$1,500 per drum. ...smaller marginal companies oftentimes may need to cut corners to save money. As a result, it is usually marginally competitive, smaller companies, or facilities hired by them, that illegally dump hazardous waste."<sup>12</sup>

Crime of all types are on the increase in all of the park systems. "People seeking relief from urban tensions cannot escape crime even in remote parks and wilderness areas."<sup>13</sup> The National Park Service Annual Law Enforcement Program Report: Calendar Year 1987- reports crime up 154 percent from 1986. Homicides - 15, Rape - 79, Robbery - 197, Assault - 543, Burglary - 926, Arson - 104, Vehicle Theft - 294, Larceny/Theft - 4,259, Assault on Federal Officers - 79.

With this historical review, role evaluation and current state of parklands this study will look to the future. By looking to the future and evaluating the potential needs of a parkland law enforcement agency, parkland law enforcement administrators can develop a plan which will meet the long range needs of their organizations.

### **Focus of Study**

This study will focus on the issue:

**What will be the nature or role of parkland law enforcement by the year 2001?**

Two subissues that will be addressed and examined:

How will protection of renewable and nonrenewable natural and historical resources be provided?

How will traditional and nontraditional services provided to park visitors be delivered?

**Definitions:**

Renewable Resource - This would be a resource which, if given enough time could be replaced or regenerated. A tree would be a renewable resource, albeit a one hundred year old oak tree would take a long time to replace.

Nonrenewable Resource - This would be a resource such as a Native American artifact or cave petroglyph (painting). Such an item, once lost, could not be replaced.

Traditional Services - are defined as normal enforcement functions such as: verbal and written warnings, issuance of citations, arrests, "putting the bad guys in jail."

Nontraditional Services - were defined as nonenforcement actions such as: staffing informational contact stations, handing out pamphlets and brochures, giving directions, campground checks, closing of facilities by securing gates, money bag pick ups, creel census and inspection.

FUTURES STUDY

WHAT WILL BE THE  
NATURE OR ROLE  
OF PARKLAND LAW ENFORCEMENT  
BY THE YEAR 2001?



What will be the nature or role of parkland law enforcement by the year 2001? Unfortunately, there is no crystal ball to let us know. Yet today we need to be able to start a process of development, within parkland law enforcement agencies, which will enable us to cope with the upcoming future.

The design and purpose of futures research is to scan the environment of today to help plan the future of tomorrow. The only sure fact we know about the future is change will occur. While no one can accurately predict what the change will be, parkland law enforcement managers and park managers can forecast trends and events which bear on the issue being studied.

Forecasts of trends and events can lead to future scenarios which may help make decisions today which will favorably impact tomorrow's future. Policies can be developed today which can lead to a more "favorable" future or minimally lead one away from an "undesirable" one.

The following methodology was utilized to forecast trends and events for consideration and focus for this research study. During the survey process it was acknowledged that future available funding for public entities will greatly influence the nature of all park services. In this research project, funding is assumed to stay constant or increase in its historical manner. The impact of future funding on the nature of parkland law enforcement could be the topic for a research study in the future.

## METHODOLOGY

The initial step employed in the forecasting process was to select a group of individuals with expertise in the area of parkland law enforcement. A cross section of members of the Park Law Enforcement Association (PLEA) from state, local and federal agencies was selected (see Appendix A for listing of the final survey group). Both park managers and parkland law enforcement persons were surveyed. Some survey members were contacted prior to the annual convention by phone and received an explanation of the process and a listing of the issue question and subissues.

The issue question was defined as:

What will be the role or nature of parkland law enforcement by the year 2001?

The subissues listed were:

Protection of renewable and nonrenewable natural and historical resources.

Traditional and nontraditional services provided to park visitors.

Contact was made and interviews were conducted with each survey group member and an initial group of trends and events were generated (see Appendixes B & C for list of trends and events). Compiled trends and events were then ranked by individual survey group members as to their importance to the issue question. An individual review of the group ranking and second round of adjustment

ranking was conducted by each survey group member and these results were used to arrive at a consensus ranking.

Due to the diversity of the park systems by which each survey group member was employed, the following definition was applied to the park system organization to be studied for this project. This criteria was used to arrive at the final selection of the events and trends for this study.

- \* Park district law enforcement officers were full time, state commissioned peace officers.
- \* The park system was located in California within a fifty mile radius of a dense urban population center.
- \* The park system consisted of numerous "satellite" park sites with more than sixty percent having a zone of urban or suburban interface.

When the process was completed the following events and trends were selected for the futures study.

#### TREND DISTILLATION

**Trend 1 - Change in the annual Number of Park Visitors (T1)**

This is defined as the total number of park visitors per year in the entire park system.

**Trend 2 - Change in the number of Crimes Occurring Within Park System (T2)**

This trend relates to the yearly total of Part 1 and 2 offenses, as defined by the FBI classification system, that

occur within the park system, per thousand annual park visitors.

**Trend 3 - Change to the unlawful Commercial Use and Sale of Wildlife (T3)**

This trend is defined as the unlawful commercial use and sale of wildlife and associated products from wildlife.

**Trend 4 - Change in the number of Endangered and Threatened Species Indigenous to Parklands (T4)**

This trend is defined as the population of endangered or threatened animal and plant species indigenous to parklands.

**Trend 5 - Change in the frequency of Incidents of Hazardous Materials Disposed of on Parklands (T5)**

This trend would track the yearly number of incidents in which hazardous materials, normally disposed of at class one disposal sites, are disposed of on parklands

**EVENT DISTILLATION**

**Event 1 - Price of Gasoline Reaches \$2.50 a Gallon (E1)**

This event is defined as when the average price of regular gasoline reaches \$2.50 a gallon.

**Event 2 - Destruction of Archeological Site or Historical Artifact (E2)**

The survey group defined this as non-repairable damage by vandalism to an irreplaceable archeological or historical resource.

**Event 3 - Assault of a Non-Police Park Employee (E3)**

This event would be the physical assault on a non-police park employee by a park visitor during the course of the employee's job duties resulting in an injury requiring physician care.

**Event 4 - Seizure of Park Facility by Radical Environmental Group (E4)**

This event was defined as the seizure/sit-in at a park facility by a radical environmental group protesting park management or administrative policy causing the closure or disruption of park activities.

**Event 5 - Closure of Fishing Within a Park Facility due to Toxic Contamination (E5)**

This was defined as the complete prohibition of fishing within a park facility due to toxic contamination of fish rendering them unsafe for human consumption.

**TREND ANALYSIS**

**TREND 1 - Annual Number of Park Visitors** - The level of this trend, using the median estimates of the survey group, would indicate that during the next five years the annual number of park visitors will

increase. This trend direction is evidenced by the parallel projected increase in population in the adjacent urban and suburban areas and the continued development of private lands.

TREND 2 - Number of Crimes Occurring Within the Park System - The trend direction indicated by the median score shows a steady increase. Significant difference in range was noted between 1996 and the year 2001 with the median estimate showing a rapid increase during those five years and the low estimate showing somewhat of a decrease between the years 1996 and 2001. This possibly indicates the more crime that is allowed to be committed in an area the greater the level of crime for the future.

TREND 3 - Unlawful Commercial Use and Sale of Wildlife - This trend shows a rapid increase if allowed to go unchecked. This trend is fed by the monetary greed of the individuals involved in the taking of wildlife from the park for commercial gain. The median estimated increases are also influenced by the demand of such products. This was based upon discussions with survey group members which involved the general belief that the increase in Asian population indicated in the 1990 census would increase the demand for such products.

TREND 4 - Number of Endangered and Threatened Species Indigenous to Parklands - The median, high and low ranges are fairly consistent in forecasting this trend. All call for a downward movement

in the number and population of threatened species. The fact these species are currently on an endangered list indicates previous steps taken to insure their preservation have not been adequate. Strong conservation efforts need to be enforced to insure their continue existence. All survey group members agreed the desired direction is for an increase as quickly as possible.

Trend 5 - Frequency of Incidents of Hazardous Materials Disposed of on Parklands - All three forecasts indicate a dramatic upward trend between the year 1991 and 1996 and a continuing upward trend for the following five years. This was based on the belief that the increase in disposal fees at legal disposal sites will influence individuals to dispose of hazardous materials at illegal locations. The closure of disposal sites near urban and suburban areas will additionally influence individuals to try and dispose of materials closer to their residences than the currently available landfills.

#### EVENT ANALYSIS

##### EVENT 1 - Price of Gasoline Reaches \$2.50 a Gallon

The group median score was a 20% probability of this event occurring five years from now, increasing to 60% by the year 2001. It would be three years before the probability exceeded zero. This event was viewed as having a positive effect on the issue from the standpoint of having to rethink traditional modes of transportation for patrol officers. It could also negatively impact on the issue

by causing an unanticipated dramatic increase in regional park use.

EVENT 2 - Destruction of Archeological Site or Historical Artifact

Based on median scores obtained from the survey group, the probability of this event occurring was low. Probability would exceed zero after one year and reach 15% after five years. The probability would only increase by 5% over the next five years to 20% after ten years. Although having a low probability of occurrence, this event was rated high as having a negative impact on the issue.

EVENT 3 - Assault of a Non-Police Park Employee - The median score relevant to the years until the probability exceeds zero was one year with a 10% chance of this event occurring within the next five years and a 30% chance of this event occurring within the next ten years. This event was viewed as having a negative impact on the issue question, altering the role of the police to one of employee security and diverting police resources away from public service.

EVENT 4 - Seizure of Park Facility by Radical Environmental Group

Median scores indicated that it would be approximately four years until the probability of this event exceeded zero. The probability of occurrence after five years was 15% and doubled to 30% after ten years. The event was projected to have a negative impact on the issue area by placing the police between the environmental group's civil disobedience and park administrators' management policy.



EVENT 5 - Closure of Fishing Within a Park Facility due to Toxic Contamination - The median score of the survey group indicated the probability of occurrence exceeded zero after one year and that by 1996, there would be a 20% chance of the event occurring. The probability for the event to occur by the year 2001 was seen to be 40%. This type of event was seen as having a negative impact on the issue, causing the diversion of police resources towards the initial closure and maintaining the closure of the facility.

# CROSS IMPACT ANALYSIS

TABLE I

MATRIX											
(Panel Medians)						Maximum Impact(% change +/-) Years to Maximum					
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	"IMPACT TOTALS"
E1	X	0	0	0	0	+50%	+50%	0	-20%	+10%	E1 4
E2	0	X	0	+70%	0	-20%	+15%	0	0	0	E2 3
E3	0	0	X	+20%	0	0	+20%	0	0	0	E3 2
E4	0	0	0	X	0	-50%	0	0	0	0	E4 1
E5	0	0	0	0	X	-50%	0	0	-70%	0	E5 2
"IMPACTED" TOTALS											
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
	0	0	0	2	0	4	3	0	2	1	

## \*\* Legend

E1	Gasoline \$2.50 @ gallon	T1	Park Visitors
E2	Archeological Site Destruction	T2	Crimes Occurring
E3	Non-Police Employee Assaults	T3	Commercial Wildlife Use
E4	Park Facility Seizures	T4	Threatened Species
E5	Fishing Closures	T5	Haz-Mat Incidents

The survey group's final task was to complete a cross impact analysis, utilizing a cross impact matrix. Each event was evaluated in respect to its impact (positive or negative) on the other events and trends. The impact was recorded in the appropriate box as zero (no impact) or a positive or negative percent change. The figures represent the maximum impact upon the event or trend.

The following analysis addresses the interrelated impacts among forecasted trends and events based on the median scores contained in the cross impact chart listed above.

Event 1 - Price of Gasoline Reaches \$2.50 a Gallon - Positive impacts of this event totalled three with the most significantly impacted trends being Trend 1 - Annual Park Visitors and Trend 2 - Crimes Occurring. Negative impacted trend would be Trend 4 - Population of Threaten Species.

Event 2 - Destruction of Archeological Site or Historical Artifact  
Event 2 had a total impact on trends and events of three with the most significant impact being to Event 4 - Seizure of Park Facility by Radical Environmental Group.

Event 3 - Assault of Non-Police Park Employee - This event had a total impact two on other events and trends. It was forecasted that Event 4 - Seizure of Park Facility by Radical Environmental Group and Trend 2 - Number of Crimes Occurring Within Park System

would be impacted approximately the same.

Event 4 - Seizure of Park Facility by Radical Environmental Group

This event only impacted Trend 1 - Annual Number of Park Visitors but was forecasted to impact it significantly.

Event 5 - Closure of Fishing Within a Park Facility Due to Toxic Contamination - This event had a significant negative impact on Trend 1 - Annual Number of Park Visitors and Trend 4 - Number of Endangered and Threatened Species Indigenous to Parklands.

The most forceful actor was Event 1 - Cost of Gasoline. This event, if it were to occur, could have a significant impact on the overall quality of the park experience by increasing visitor population and the number of crimes occurring. Event 5 - Closure of Fishing is noteworthy due to its significant negative impact to Trend 1 - Park Visitors and Trend 4 - Threatened Species Population.

SCENARIOS

Exploratory Scenario (Most Likely)

MEMORANDUM

Nor Cal Park District

Office of the General Manager

Date: May 21, 2001  
To: Chief of Police  
From: General Manager

As you know, I have been reviewing each department's effectiveness in regards to its contribution towards the overall Park District mission. The Police Department has always demonstrated a commitment to the apprehension of criminals and the enforcement of applicable laws and ordinances. In this area I would rate your personnel and department outstanding.

Traditional code enforcement definitely has its place in parkland law enforcement, yet there is the need to provide an expanded service and enforcement profile of non-traditional code sections. Your personnel must make a philosophical shift in their perception of their role and contribution to the overall accomplishment of mission. The first shift must come in the area of natural and historical resource protection.

The very nature of any park system is to provide protected lands for the public use and enjoyment. These lands are only enjoyable when their natural resources and beauty are preserved for all to see. Your personnel need to become sensitive to natural resource issues and take an active part in their protection.

The second shift must come in the area of visitor services. The contacting of members of the public only when they are in violation of a code section, although providing a service to the District, does little to meet and promote the expected image of a

parkland law enforcement officer. Your personnel need to become more active in the area of contact and education. The Board of Directors and I have the very real expectation for all park employees to be knowledgeable about the park system and be outgoing in their effort to provide assistance to park visitors.

In light of the above mentioned areas of concern, I am directing you to engage in an active and progressive training program for all members of your Department. The first area of training will be in the recognition of natural and historical resources and their needed protection by law enforcement personnel. The second area of training will be in establishing and reinforcing their role as service providers with emphasis on the education and non-enforcement contact of park visitors.

Develop a training and implementation plan with a one year time line for my review. Insure all members of your Department are included in the training. Elicit the input from Operations and Interpretive Department personnel in the plan development as well as their participation in the instruction and training phase. Have this plan completed and available for my review in two weeks.

#### Normative Scenario

#### Nor Cal Park District Police Chief's Report

I am looking forward to this upcoming fiscal year of 2000 and I'm happy to be reporting such positive results for 1999. I would like to recap my tenure as Chief of Police with a capsule of the

last decade and the bright outlook for the new century.

In 1991 the Department was quick to recognize the need to take a more active role in resource protection and expand its role in visitor services. A strategy was developed to map each park facility in regards to patrol requirements and list the natural resources included within the facility. The information was incorporated into a patrol guide for all officers to carry with them while on patrol.

Two committees comprising a cross section of personnel were formed: the first developed a mission statement for the Department acknowledging resource protection and visitor services; the second developed training criteria and an implementation plan for natural resource awareness, placing this topic into law enforcement issues and objectives.

The Department started an energetic training program for Department personnel. Officers were sensitized to the fragile nature of natural and historical resources contained within the park system. Threatened and endangered plant and animal species recognition awareness was emphasized and relevant laws protecting these species were reviewed.

The 1990 population census was reviewed and population forecasts were studied to prepare officers for the anticipated increase in park visitors as well as the projected ethnic diversity. The mission of the Department was clearly defined with my personal emphasis placed on providing service to park visitors in areas outside of mere enforcement only contacts.

The year 1991 saw the creation and staffing of the Special Enforcement Unit. Emphasis was placed on non-traditional modes of transportation such as horse, bicycle and dirt motorcycle. This enabled officers to increase a presence on the diverse trail systems as well as the interior of parklands. These officers embarked on a program to include volunteer citizen patrols from hiking, bicycling and equestrian user groups with emphasis on contact and education as a means to accomplish voluntary compliance.

In 1993, with the continued closure of available landfill disposal sites and the increase in disposal fees, an enforcement strategy was developed and implemented. A commitment was made to aggressively pursue, identify and prosecute all individuals responsible for the disposal of foreign materials on parklands. Convictions, jail/prison sentences and fines were publicized by the Public Affairs Department to increase public awareness. Additionally the public help was solicited through a "Disposal Tip Hot Line" created for the reporting of such incidents.

1999 has been a good year. Annual park visitors have increased by twenty percent with a ten percent decrease in total crimes per one-thousand park visitors. The annual natural resource census indicates an increase in population of threatened and endangered species with the removal of three species from the threatened list. Citizen complaints against officers have maintained a low level of six complaints per year for each of the last three years.

I'm looking forward to continued success and greet the new century with great optimism for making this park district a viable legacy for the citizens of the future.

Hypothetical Scenario

Special Report

Date: May 21, 2001  
To: Chief of Police  
From: General Manager

In the year 1993 recreation facilities deteriorated to a haven for gang activities and they became the "turf" on which the gangs waged war. The Park District "lost" the fight to keep the parks safe and maintain a family oriented atmosphere.

The District was forced to close down Ravenwood, an historical working, circa 1900s, farm. Buildings, crops and farm equipment became the target of vandalism and the cost to repair them exceeded the yearly operating budget. Irreplaceable artifacts were stolen that can never be duplicated. The historical pioneer home site has been boarded up and the facility completely fenced. Round the clock security guards stationed on the grounds are trying to secure for posterity what little historical resources remain.

During the 1995 contract negotiations, the Park Worker Union raised, at the bargaining table, the issue of employees' personal safety. The Union provided a list of 16 facilities which they



believed were unsafe for park workers to work in alone. They cited 14 cases of battery, 2 cases of assault with a deadly weapon and one attempted rape committed against park workers, in the past two years, as evidence of the hazardous working environment. Park District officials were forced to increase staff and created a "buddy system" in these facilities in order to continue to maintain them.

The 1995 deer census showed a dramatic reduction in the deer population within the park system. The Department of Fish and Game attributed this to the increase in black market sale of deer antler, believed to be an aphrodisiac in some Asian cultures. The Park Police were unaware of this activity until noticed by the Department of Fish and Game.

In 1998 the newly elected Sheriffs of both counties advised their constituencies of their willingness to provide a safe environment for recreation. They both vowed, as the top law enforcement officials in each county, to relieve the Park District of its obligation to provide police services if they could not control the current increasing crime levels. Proposals were submitted to the Park District Board of Directors, by each Sheriff, for the contract policing of the Park District's land.

**STRATEGIC MANAGEMENT**

**A MODEL PLAN**

**FOR A**

**PARKLAND LAW ENFORCEMENT DEPARTMENT**

**AT A**

**REGIONAL PARK DISTRICT**

The identification of trends and events in the future research section lead to the development of potential scenarios. Ideally, the "Nor Cal Park District Police Chief's Report" would be the most desirable scenario. The process of making this scenario possible is strategic management. A strategic plan will be developed in this portion of the study. The strategic management objective of this plan will be to try and make this scenario "come true."

A strategic plan needs to be focused in nature, take into consideration changes in the outside world, discuss strengths and weaknesses, consider resource restraints and have an action objective.<sup>14</sup>

#### SUBJECT OF STRATEGIC MANAGEMENT PLAN

The subject of this strategic management plan will be the Nor Cal Park District Police Department (NCPD-PD). This Department operates within the larger context of a special district government, the Nor Cal Park District. The Nor Cal Park District is located in the greater San Francisco Bay Area, comprising 70,000 acres distributed over 46 separate park sites. The NCPD-PD is comprised of 60 sworn officers with 23 civilian employees.

The Park District is governed by a seven member, elected Board of Directors, representing seven voting wards distributed throughout the two counties in which the Park District operates. The Park District is classified as a "special district" and derives its revenue directly from property taxes. The Chief of Police answers to the General Manager of the District who is appointed by the

Board of Directors.

The Chief of Police is Chief Patrick Souza, who replaced Chief Olmstead two years ago. During the course of Chief Olmstead's 18 year tenure he had placed great emphasis on the "Police" role and image. Chief Olmstead orchestrated a name/patch change from "Ranger" to "Park Police," a color change of the patrol vehicles from green to white, the use of large "full dress" motorcycles for patrol and the implementation of a helicopter program.

Chief Souza retired with 20 years of service from a local, large city police agency prior to coming to NCPD-PD. Chief Souza is viewed as having both strong leadership and management skills. He is innovative, believes in and practices participative management and listens to suggestions originating from throughout the organization. Chief Souza has chaired a committee charged with rewriting the procedure manual. The new policy and procedure manual has been written to incorporate the Chief's values and vision in the delivery of law enforcement services in a parkland setting.

#### MISSION STATEMENT

A mission statement can be described as being one of two types: a macro statement, which expresses the broad purpose and objectives of an organization; or, a micro statement, which would define a specific program, unit, department's values or vision of the organization.

The "macro" mission statement of the Nor Cal Park District,

contained within the Park District's Master Plan, governing public safety is:

**"PUBLIC SAFETY**

The District will provide for the safety and protection of parkland users and staff and for the protection of the natural resources, structures and facilities. This public safety responsibility will include police, fire, and lifeguard services."<sup>15</sup>

The "micro" mission statement of the Nor Cal Park District Police Department is:

"Consistent with its primary purpose and within the limits of its financial and legal capabilities, the District will provide a level and quality of police service sufficient to establish a reasonable sense of personal security among parkland users and employees, and sufficient to ensure a reasonable level of protection to property and natural features."<sup>16</sup>

**SITUATIONAL ANALYSIS**

A situational analysis in this paper is accomplished through two processes - a WOTS-UP Analysis (Weaknesses, Opportunities, Threats Strengths) and a Strategic Assumption Surfacing Technique (SAST). A group was formed from Police Department employees who brainstormed a list of weaknesses, opportunities, threats and strengths with discussion and clarification taking place after the list was agreed upon (see Appendix I for list of personnel in group).

The WOTS-UP analysis looks to both the external and internal environment for assessments. The external analysis will examine the outside environment for threats and opportunities which may impact the organization in its attempt to initiate change. The

internal analysis will assess NCPD-PD's internal strengths and weaknesses in regards to its capabilities for change.

### External Threats

The formation of park users groups into political active entities such as Bicycle Trail Council and Metropolitan Horseman Association has brought pressure to bear on the Board of Directors. This pressure has a potential for a ripple effect on the Police Department in terms of redirecting personnel resources and policy focus. Proper liaison between these user groups and the Police Department is essential for the success of any change which could impact the Department's perceived responsiveness to future problem solving, trail conflicts and environmental crimes.

With the ever increasing trend towards incorporation by local cities, patrol areas of the respective Sheriff's Departments have been shrinking. Sheriff's Departments have begun to contract to local cities for police services in order to maintain current personnel levels. Sheriff's Departments sit poised for contracting policing of the park system if current service is perceived to be inadequate.

The destruction of an archeological site (Event 2) or the seizure of a park facility by a radical environmental groups (Event 4) would cause concern among park users and the Board of Directors as to the current level of police services. These events represent a great threat to the viability of NCPD-PD and its very survival. NCPD-PD's ability to take steps to reduce the potential for these

events to occur or its ability to respond to these events in a professional manner, should they occur, is pivotal for its future success.

### External Opportunities

Literature scanning has revealed a heightened public awareness towards environmental issues and concerns. Environmental support groups such as Greenpeace and Save the Oceans enjoy support from individuals throughout the economic spectrum of the population. This newly embraced public awareness provides for an opportunity for the Police Department to increase its participation and role in the enforcement of environmental protection laws.

This heightened environmental awareness provides an additional opportunity by creating a springboard from which a resource awareness and sensitivity training program for officers can be launched. The introduction to the training program can be coupled with the newly felt need for environmental protection. The role of law enforcement in this protection can be acknowledged and reinforced.

Public surveys, conducted within park systems, have revealed the desire of the public to feel "safe" while recreating. This feeling provides an opportunity for the NCPD-PD to increase its public education processes by providing assistance to the public through non-traditional services. The staffing of information check points, providing of brochures and non-enforcement contacts can assist in achieving compliance with park rules while providing

a positive forum in which the park visitor and park police can interact.

### Capability Analysis

Any organization is made up of a mixture or various components of personnel, individual personalities, the organizational personality, values, morals, historical behavior, internal processes and organizational ethics. Within the Park District, the combination of the overall District processes coupled with the Police Department processes impact the organizational ability to deal with any change or modification of behavior. When one intends to attempt change, an organizational evaluation reviewing strengths and weaknesses is insightful in trying to map possible pitfalls.

### Internal Strengths

With Chief Souza's tenure came the use of participative management. NCPD-PD began and continues to use a new style of open communications. Value was placed on input from all levels of the organization. A new model of problem solving involving more individuals was embraced and reinforced. The need to continually evaluate and "reinvent" the organization was stressed.

Chief Souza is viewed as progressive, approachable, open to input and clearly directs management to keep subordinates informed. Organizational strength lies with the Chief's ability to "lead" willing employees to a "different" place with enthusiasm.

NCPD-PD clearly occupies a niche in law enforcement that is



specialized in nature. NCPD-PD personnel possess all the skills possessed by traditional law enforcement personnel and yet more. Officers need to be familiar with the local Ordinance, Fish and Game Code, Boating and Waterways Code, and the idiosyncrasies associated with multiple county jurisdictions such as unique and separate court and jail procedures.

NCPD-PD has both stressed in-service training and aggressively sought outside POST training for all levels of the organization. As a result, the police officer and supervisory ranks possess a high level of education, skill and competence. The management of the Department is comprised of well educated and highly dedicated administrators. On a whole, the relationship between the Department and the Board of Directors is on the positive side.

### Internal Weaknesses

No matter how positive change may be, with that change comes the associated turmoil. The process of assimilating Chief Souza's managerial style into the existing organizational process has required a large amount of energy from all participants. Lately management has noticed a "flatness" or lack of "interest" on the part of personnel in regards to policy issues. Creative "juices" may have peaked and the organization could have reached a "plateau" on the evolutionary climb.

The organization has struggled, for many years, with the question of "mission" and their place in relationship to other police agencies. There is a not so publicly acknowledged feeling

of "inferiority" or "second class citizen" when compared to other police agencies. Police personnel are overly sensitive to reinforce the "police" image when the opportunity arises.

Introduction of job functions viewed as outside the police role may meet with unreasonable resistance.

There is a lukewarm relationship between NCPD-PD and the Police Officers Association. The POA engaged in a protracted negotiation with the District three years ago which resulted in a unilateral implementation of a contract. The contract was finally settled to the satisfaction of the POA, but not without the lingering of hard feelings.

The POA opinions are often limited to what benefits them, thus losing the "big picture" as to what is best for the organization as a whole. The POA has broadly interpreted the term "change in working conditions" and tends to place obstacles in the way of change. Opposing views between management and the POA, as to the interpretation of the MOU (Memorandum of Understanding), have been the subject of petty grievances and arbitrations.

#### STAKEHOLDER ANALYSIS

Whenever trying to suggest change or modification, one should consider the stakeholders in the issue. Stakeholders related to the issue question have been described as those individuals or groups of individuals who have a vested interest in maintaining the status quo, who stand to be impacted or are able to impact the issue.

Each stakeholder listed has a "stake" in the success or failure of the NCPD-PD model plan. Most stakeholders can be identified and their positions on the topic analyzed. Snail-darters, is a term that has been applied to those groups or individuals who are not so readily identified nor are their positions on the topic readily apparent. (The actual name, snaildarter, applies to a small fish that unforeseeably halted the Tennessee Valley Authority Dam project.)

Once the list of stakeholders was generated, assumptions were listed as to their projected position in relation to the issue question. Assumptions are defined as "basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world."<sup>17</sup> Sound evaluation of assumptions and a clear understanding of their importance will greatly aid any strategy in its success. Listed below are the stakeholders in the model plan for NCPD-PD and their possible assumptions. Appendix H is a graph which depicts the concern of the stakeholders as they relate to the issue question, and their relevant importance.

1. Chief of Police - Supportive
  - A. Will want to ensure plan reflects his vision and values.
  - B. Will insist the plan is developed with input from all levels of organization.
2. Administrative Division Commander - Mixed
  - A. If plan requires training or change of individual training plans, will want to evaluate impact on division work load.
  - B. Will want to ensure responsibility for development of plan will be delegated.

3. General Manager - Supportive
  - A. The plan must achieve a balance of traditional and non-traditional police services.
  - B. Plan should emphasize officers' role in providing a safe and secure environment in which to recreate.
4. Board of Directors - Supportive
  - A. Will want the plan to emphasize the importance of officers providing assistance to park users.
  - B. Plan should reinforce public "image" of park police officers as approachable, friendly and helpful.
  - C. Plan should not signal a transition to a "hard line" police approach to problem solving.
5. Police Officers Association President - Mixed
  - A. Will be argumentative if plan impacts perceived "role" or constitutes a change in work conditions.
  - B. Plan should not harm standing of officers in related police communities.
  - C. Will want to be member of committee which formulates plan.
  - D. Will want higher pay if required to develop new skills.
6. Environmental Concern Group - Opposed (snail darter)
  - A. Will be opposed to any plan that signals a lessened degree of concern for environmental issues or crimes.
  - B. Will be opposed to any plan that creates a "police state" within the park system.
7. Field Operations Commander - Supportive
  - A. Will want to be a member of committee which formulates the plan.
  - B. Will be sensitive to any portion of plan that likens officers to "fixed post/security guards" or impacts ability to staff current patrol schedule.
8. Interpretive Operations Chief - Mixed
  - A. Will want input on prioritizing natural and historical

resource protection.

- B. Will want to ensure "law enforcement" personnel are not trying to become "naturalists" or required to perform in such a role.
9. Park Operations Chief - Mixed
- A. Will be supportive if feels his "needs" are met by officers being more responsive to Operations personnels input and direction.
  - B. Will be opposed if officers become more "distant" and spend less time "on-site" in park facilities.
10. Equestrian User Group - Mixed (Snaildarter)
- A. More police coverage is necessary on riding trails and in the back country.
  - B. Too much emphasis is being placed on "high use" facilities.

#### DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi (MPD) work group was convened to develop alternative strategies. The panel consisted of two law enforcement managers, a park administrator in Planning and Design, a patrol sergeant, a personnel officer and a park naturalist. The group was given a copy of the Normative Mode Scenario (Nor Cal Park District Police Chief's Report) and given a brief background on the issue. Panel members were asked to generate strategic policy alternatives which would "help" the scenario come true.

After initial policies were drafted, they were rated by panel members as to their feasibility and desirability in creating a favorable climate which would increase the probability of the

desirable scenario taking place. Panel members were provided with the median ratings and a second round of ratings in which adjustments took place was completed. This was followed by a round of discussion regarding the pros and cons, of the top five rated policies. The MPD process was finalized with the selection of the following policy alternatives.

1. Mapping of Natural and Historical Resources

NCPD-PD should enter into a joint venture with Operations and Interpretive staff in mapping natural and historical resources within each park facility.

**Pros:**

- Would provide a guide as to the nature and type of resources within each facility.
- Would signal the importance of natural and historical resources.
- Would involve Police personnel and Operations and Interpretive personnel working together.
- Would give personnel an opportunity to "take stock" of natural and historical resources.

**Cons:**

- May not be perceived as "cop" work.
- Could be construed as requiring "new job skills" and give rise to "change in work conditions" grievance.

2. Establish a Natural and Historical Awareness Training Program

The NCPD-PD should introduce a course, both in-service and for new recruits, developing resource awareness and familiarizing employees on the laws protecting same.

**Pros:**

- Increases employee knowledge about natural resources.
- Diminishes "mystique" concerning resources.
- Will create mutual knowledge base with Operations and Interpretive staff.
- Will place resource protection issues into enforceable "laws" and "crime" context.

**Cons:**

- The benefits of devoting time, to this type of training, must be weighed against the reduction of available time for other training needs.
- Training is expensive.
- Training removes personnel from assigned duties.

3. Development of Patrol Guide

NCPD-PD would form a committee to develop a patrol guide ranking each facility by activity and prioritize enforcement and patrol needs. Would include natural resource mapping information. It would be compact, user friendly and be carried by each officer.

**Pros:**

- Would provide working "blueprint" for patrol officers.
- Would "force" Department to evaluate each facility from a "needs assessment" viewpoint.

- Send clear message to officers as to how to allocate their available patrol time.
- Would provide a forum for Operations and Interpretive staff to provide input.

**Cons:**

- Could be perceived by officers as taking away their "discretion" and "freedom."
- Will require investment in time and money for personnel to:
  - \* Draft and print the document.
  - \* Continually updating the guide to keep it current.

4. Formation of Hazardous Materials Incident Task Force

NCPD-PD personnel would form a task force with NCPD Fire Department personnel for the handling of Hazardous Materials (HAZMAT) Incidents. Task force to include individuals who have been trained in skills in Incident Command, investigations, material containment and dispersal, evacuation safeguards, and safety precautions.

**Pros:**

- Provides for the most "highly trained" individuals to handle these types of incidents.
- Sends clear message to public and Department personnel of the utmost concern regarding the seriousness of HAZMAT incidents.
- Higher skill level reduces potential for injury to involved personnel.

**Cons:**



- Takes time to implement, keep on line and maintain required skill levels.
- It may prove logistically difficult to schedule personnel for "on call" status.
- Duplicates services already provided by city and county agencies.

5. Development of NCPD-PD Written Mission Statement

NCPD-PD should develop a formal written Mission Statement. Clear language should be developed emphasizing Department personnel's role in enforcement of code violations, resource protection, visitor services and public image.

**Pros:**

- This would ensure the mission of the NCPD-PD is clearly understood by all members of NCPD-PD.
- Send a strong message to the public that NCPD-PD is committed guaranteeing their safety as well as providing a "safe and secure" park environment.
- Good common sense organizational goal.
- Provides forum in which the Chief can communicate his vision and values.

**Cons:**

- Requires time commitment by committee members.
- May be hidden agendas by committee members.

## IMPLEMENTATION STRATEGIES

In this phase of the study each of the recommended policies will be examined in regards to actions needed and projected timelines. A more detailed plan for transition will be discussed in the next section, Transition Management Plan. The policies recommended by the MPD are not only targeted towards helping the Normative Mode scenario "come true" but act towards preventing the Hypothetical Mode scenario from occurring. In the full spectrum approach, all three scenarios would be analyzed and policies developed for each.

The creation of a law enforcement model plan for a park district, and its implementation, is not a simple one task process. No one policy, in and of itself, will lead NCPD-PD to "a better" future. Each policy selected plays a significant role in supporting the adaptive evolution enabling NCPD-PD to better cope with the forecasted changing environment. Additionally, the thrust of the listed strategies will be in the support of the macro mission statement and micro mission statement. (The importance of a micro mission statement is of such a high degree that one of the policies is directed to drafting a more current and relevant mission statement.)

### 1. Mapping of Natural and Historical Resources

This policy will provide for the cloud of "ignorance" concerning locations and type of resources to be removed. Sound

management dictates that employees must know where and what is in need of protection before they can be required to provide that protection. The committee which would be formed would provide a forum for Police, Operations and Interpretive personnel to work jointly on this project.

2. Establish Natural and Historical Awareness Training Program

It is obvious that to just point out the names and locations of natural and historical resources falls sorely short in creating an "informed" work force. The sheer number of resources and their complexity will have an impact on an employee's ability to assimilate all of the information. This program will focus on taking "resource" issues and placing them into a "law enforcement" context regarding applicable codes and violations. The mission of this program will be to control the overall thrust of "sensitivity and awareness" training and ensure overall coordination of effort.

3. Development of Patrol Guide

Park law enforcement differs from "city" oriented policing in the relationship of "calls for service" versus "officer initiated" activity. Park law enforcement normally has a low rate of "calls for service" (approximately less than 20% of all details) and a high rate of "officer initiated" activity. Management has express concern in controlling the "randomness" by which the officers choose their patterns of patrol. This guide would give priority and focus to patrol patterns, develop a "ranking system" for each

facility and incorporate the mapping of natural resources for easy reference.

4. Formation of Hazardous Materials Incident Task Force.

The recent publicity of HAZMAT incidents and the potential public health threat, have heightened the concerns of the public. The adoption of a "zero tolerance" posture on the part of the Park District and an all out commitment toward the apprehension of the perpetrator/s will send a clear message to the public. The creation and implementation of the task force will add to the assurance that the park facilities of today will not become the foreign materials clandestine "dumping" grounds of tomorrow.

5. Development of NCPD-PD Written Mission Statement

With the change in the office of the Chief of Police, over two years ago, much progress has occurred. The time is upon us to clearly define mission. The Chief of Police has overall responsibility and accountability for the accomplishment of mission. He must make a commitment to lead the project and ensure the mission statement incorporates and embodies his values and vision toward mission achievement.

Timeline Projections and Action Steps

The next section of this study will describe in more detail the transition management plan. At this time it is insightful to look at the timeline projections, personnel and resource require-

ments and some of the action steps. The timelines and action steps are listed in a very general manner. The steps would more appropriately be identified in greater detail by the specific working groups. Timelines would also be projected in relation to the individual group members other job responsibilities.

The Chief of Police will need to empower these groups with the authority to make recommendations for change but the ultimate responsibility for implementation rests with him. Commitment by the Chief will be needed for funding (if a cost is associated), meeting and work space, supplies and release time.

#### Phase 1 - Evaluation and Formation

Timeline - 0 to 6 months

This phase includes:

- \* Formation of required committees and selection of personnel.
- \* Compilation and scan of outside literature and research materials relating to studied area.
- \* An internal assessment of the current state of NCPD-PD's strategic plan and systems related to studied area.

#### Phase 2 - Preparing for Change

Timeline - 1 to 3 years

This phase involves several steps:

- \* Advise Department employees of the need for change.
  - Create internal "informational" processes of communications to keep employees informed about committees' actions. "Rumor Control"
- \* Obtain funding for any projected costs.
  - Given the diversity of the policies, funding could be absorbed through incremental yearly budgets.
- \* Selection of a management structure
  - Assign responsibilities
  - Empower committees' "chair person"
- \* Develop communication process to keep stakeholders informed.
- \* Coordination of projects
  - Preparing related training programs
  - Maintain liaison and oversight
  - Maintain master list documenting each project or committee's progress.
- \* Compile list of items to be acquired or tasks to be performed.
  - Specialized equipment
  - Printing of manuals and forms
  - Drafting of needed internal procedures.

### Phase 3 - Implementation Phase

Timeline - 1 1/2 to 3 years

This is the phase where policies and procedures are put into action:

- \* Phased-in implementation of resource protection.
  - The first phase will be resource mapping, closely followed by resource training and the utilization of the patrol guide.
- \* Distribution of Mission Statement
  - After the drafting of the mission statement, the Chief of Police will lead discussion and training sessions with all Department personnel. Discussions will focus on the concepts of vision, organizational values, mission achievement, defining roles in the accomplishment of mission and agreement on mission goals.
- \* Enactment of HAZMAT Task Force
  - Creation of task force and securing both the training and support equipment. Emphasis would be placed on the pursuit and identification of all individuals who dispose of foreign materials on parklands.
- \* Scheduling of "systems" review, evaluation and modification on a projected calendar.

**TRANSITION MANAGEMENT**

**TRANSITION MANAGEMENT PLAN**

**FOR**

**PLAN IMPLEMENTATION OF MODEL**

**FOR A**

**PARKLAND LAW ENFORCEMENT DEPARTMENT**



This part of the study will focus on a transition management plan for NCPD-PD. Success or failure in creating change hinges on the management through the transition state; that is the time in which change actually occurs or that time in which one travels "from here to there." Richard Beckhard and Ruben T. Harris use this term "Getting From Here To There" in their book Organizational Transitions.

As it applies to NCPD-PD, it will be the process of existing in its current state (the now, here or present) to the implementation of policies developed in the strategic management section, therefore proceeding to the future state (the then, there or desired state). In this section a structure to manage the change is selected, a commitment plan is developed and action plans implemented.

The need to create communications and feedback processes to diminish the apprehensions sometimes associated with change cannot be overly stressed. Unsubstantiated rumors can undermine a worthwhile and beneficial program by disseminating misleading or downright false information. Rumors take on a life of their own when not challenged and dismissed with accurate and informative communications. An informed employee group feels "empowered" and in "control" of their fate or destiny. Additionally, who better to provide critique and input, than those with whom rests the actual changed task responsibility.

It would be foolish to believe that any one plan could incorporate every contingency associated with change. Transition

plans must be flexible and provide a framework in which change can occur. Ultimately the plan must provide for allowances, within the existing environment, to allow for values and behavior modification to evolve slowly. Additionally, the plan should provide a "process" in which stress and tension is reduced, within the current system, while allowing for the development of the new system.

### DEVELOPMENT OF COMMITMENT STRATEGY

#### Critical Mass

Development of a commitment strategy involves a series of action steps to secure support of key stakeholders. From the group of stakeholders it is necessary to identify those individuals considered to be the critical mass.

The critical mass is the minimum number of individuals who, if they support the change, it is likely will be successful; and who, if they are against the change, it is likely will fail. Examination of the previously listed stakeholders, with the definition of critical mass applied, resulted in the following six individuals or groups to be considered as the critical mass.

- \* THE CHIEF OF POLICE
- \* ADMINISTRATIVE DIVISION COMMANDER
- \* GENERAL MANAGER
- \* P.O.A. PRESIDENT
- \* BOARD OF DIRECTORS
- \* PARK OPERATIONS CHIEF

### Commitment Charting

Table II is a chart which depicts the individuals in the critical mass. An "X" represents the individual's or group's assessed current level of commitment to the model plan for NCPD-PD. The "O" represents the level of necessary commitment needed from each actor in order for the change to be successful. The arrow indicates the direction of necessary movement in each actor's commitment for the plan. Table II is followed by a short summary of each actor and the possible intervention strategies which can be employed to gain the needed commitment for the success of the transition plan.

TABLE II  
COMMITMENT CHART

Critical Mass	Block Change	Let Happen	Help Happen	Make Happen
Chief of Police			X ——— O	
Admin. Div. Cmdr		X ——— O		
General Manager			O ——— X	
P.O.A. President	X ——— O			
Board of Directors		O ———		X
Park Op's Chief	X ———		O	

X = Current Position      O = Desired Position

**Chief of Police** - The Chief has implemented many changes in the past two years which have been viewed as positive and sorely needed. He is a "doer" and has a strong desire to see the

Department "grow and prosper." The past changes, although universally agreed upon as needed, have drained the energy of many of the Department's personnel. There has been a perceived "flatness" in the organization's creative "juices."

The way for this perception to be over come is for the Chief to take an active role in revitalizing desire to change. Given the Chief's desire to see the Department succeed, his shift of commitment level will be accomplished by raising his level of awareness as how his leading the "charge" greatly adds to any projects energy.

**Administrative Division Commander** - His division will be impacted because it contains the Training and Personnel Sergeant's position. The responsibility for creating training plans, drafting class syllabuses and scheduling the required training classes rests with this position. He has assumed a "wait and see" attitude towards the delegation of committee responsibilities. This guarantees little risk and avoids accepting responsibility for required work. This posture has placed the Commander in the "let it happen" category.

The Chief will have to meet privately with the Commander and advise him of his desire to see each policy implemented and the plan succeed. Delegation of project responsibilities by the Chief will move the Commander into the "help it happen" category.

**General Manager** - This person is the "CEO" of the Park District and

the Police Chief's superior. He is the person through which communications are passed on to the elected Board of Directors. He is well connected politically and has the ability to directly and privately speak with individual Board members. He has expressed his strong support for the plan. This places him in the "make it happen" category.

Past labor negotiations have strained the relationship between management and rank and file. Too strong of a stance in support of the plan may cause rank and file to perceive the change as "oppressive" tactics by management. His support can be best utilized "behind the scenes" by privately "helping it happen."

**Police Officers' Association President** - The President wields a strong voice in influencing association members' perception of department management practices. He feels the plan will negatively impact their perceived role in related police communities, make recruitment more difficult and impact their doctrine of comparable benefits. This places him in the "block change" category.

Assuring a Police Officer Association representative is included on the individual project committees and scheduling monthly project update meetings between the Chief and the Association President will abate these fears and move the President to the "let change happen" category.

**Board of Directors** - The Board of Directors have expressed their views many times on their desire to have a more "environmentally

sensitive" and "kinder" officer work for the District. They have reviewed the proposed plan and have embraced the policies and training goals. This places them in the "make it happen" category.

Although there is merit to their views and they coincide with the plan's objectives, they are sometimes perceived by rank and file as being "out-of-touch" or "Sierra Club" oriented. (This in no way is meant to infer any negative connotation concerning the Sierra Club, which is one of the more environmentally supportive and responsible organizations.) The misperception by rank and file rests in past labor negotiations problems and lack of communications from the higher echelon. Through the communication skills of the General Manager it is felt the Board of Directors can be moved to the "let it happen" category.

**Park Operations Chief** - Historically the Park Operations Chief has been unwilling to release his firm grip on practices conceived in tradition. He has demonstrated an unwillingness to change and approaches issues through "back doors" rather than in face-to-face confrontations. This places him in the "block change" category.

He possesses an intelligence and sound experience based in over 20 years in park operations. When he "feels" he is included and informed, he contributes and adds to the processes in which he partakes. By scheduling meetings with the Operations Chief, soliciting input, including him on relevant committees (such as resource mapping or patrol guide committees), he can be moved to the "help it happen" category.

## TRANSITION MANAGEMENT STRUCTURE

Organizational change takes place in three phases. They are the prechange state, the transition state and the postchange state. In the case of implementing the model plan, the prechange and transition state are critical to its success. The management structure during these phases will consist of a three person Transition Plan Committee with involvement of some of the critical mass. As mentioned in the critical mass analysis, it is equally important that some of the critical mass remain not involved in the process or be viewed to be influencing the committee. This committee will focus on the committee coordination, progress tracking, responsibility charting and working committee assignments.

As mentioned in the critical mass analysis, the Chief of Police will need to assume a "leadership" role in the transition process. However, the current demands on his time will not allow him to participate on each and every committee. He will sit as the Chair on the Transition Plan Committee, but will need to appoint a "scribe" to chart progress and responsibilities. A master chart will be developed for ease of reference and a visual representation of "milestone recognition."

Working committees should not be formed on a "volunteer" basis. Great time and care should be devoted to member selection in order to achieve the right mix of management and "interpersonal" skills necessary to accomplish the specific task. Committee chairs

should be appointed directly by the Chief and publicly empowered to make decisions, secure needed supplies, cross organizational barriers and dispense allocated funds. Consideration mentioned in the critical mass analysis concerning Police Officer Association representation and involvement of Operations and Interpretive personnel is crucial in member selection.

### IMPLEMENTATION TECHNOLOGIES

In the process of any transition there is the inevitability of anxiety and uncertainty. The project manager, in this case the Chief of Police, must pay attention to the "feelings" of the individuals affected by the change. The transition plan must utilize technologies and methods which can be employed to support the implementation. Expected resistance normally comes from those individuals who have the most to gain from the "status quo." Those who have the most to gain from the change cannot blindly be relied upon for strong support. The Chief needs to assure that all individuals are informed with accurate information and adequate time is allowed for individuals to accept the change. Technologies that can assist in the transition are discussed below.

**Department Meetings and Surveys** - Solicitation of input from all Department personnel will allow personnel to sense they have a "say" in the change progress. Supervisors' meetings where information exchange is accomplished will ease concern and



uncertainty about the progress of the transition. These meetings would be an excellent forum in which published committee meeting minutes could be discussed and distributed. This type of information release makes great strides to control "rumor".

**Responsibility Charting** - As mentioned in the above section, the Chief can assign responsibilities, therefore clarifying behavior which is needed to bring about the change. Specific tasks, actions, or decisions are clearly assigned and will assist in reducing ambiguity, saving energy and reducing anxiety. Creating a responsibility chart also assists in defining actions, spelling out roles and relationships and empowering individuals. Some of the responsibilities to be assigned and accomplished through committees would be development of a training plan for resource awareness, writing a mission statement, development of a patrol guide, mapping of resources and formation of a HAZMAT task force. Within each of the individual committees, responsibilities can be charted for actions, tasks, roles and decisions.

**Communication of the Vision** - For individuals to support the change they must know where the change is going. The Chief of Police must be the spokesperson for the vision. He must communicate the vision and firmly place himself in the leadership role for the transition. He can accomplish this task through discussions at training classes, staff meetings, shift briefings and the making of video tapes for distribution. This must be an ongoing process that will

update personnel on transition progress and create the feeling of being "informed."

**Milestone Recognition** - It is important to chart progress and formally announce achieving these predetermined milestones (such as the formation of committees, completion of a training plan, announcement of formation of the HAZMAT task force). The milestone events allow employees to see progress is occurring and transition is moving forward. The acknowledgement of this change will allowed employees to release their ties to the past and prepare for the future.

CONCLUSIONS, RECOMMENDATIONS  
AND FUTURE IMPLICATIONS

A LOOK TOWARDS  
THE NEXT TEN YEARS AND BEYOND

## STUDY ISSUE

This paper dealt with the issue: The nature or role of parkland law enforcement by the year 2001. This issue was further broken down into the following subissues:

- \* How will the protection of renewable and nonrenewable natural and historical resources?
- \* How will traditional and nontraditional services provided to park visitors be delivered?

What will be the nature or role of parkland law enforcement by the year 2001? Parkland law enforcement personnel will be placed in a position where dealing with people and managing their "brought to park" problems will occupy a large portion of their time. After all, as corny as it sounds, "parks are for people" - without their using the park, it serves little purpose.

Parkland law enforcement administrators need to set aside their beliefs, which were formed prior to heavy park use, that parks will be an idyllic location free from crime. Heavy park use is here to stay and it's going to get heavier. Administrators need rather to focus on addressing crime problems in the most efficient manner.

Alternate means of delivering service such as placing officers on horseback, foot, bicycle, all terrain vehicles and small motorcycles will place the officer in closer proximity to the park user. Officer safety is always a first consideration, yet getting

officers out of their vehicles (and out of the parking lots) allows them to be viewed by the public as more approachable.

Service cannot be allowed to only focus on "catching the bad guys." Enforcement of applicable codes and the appropriate officer action, such as the issuance of a citation or a physical arrest, will always and must always be a priority. Yet in this "routine" and "traditional" enforcement service the officer must maintain his or her perspective on the environment in which they exist.

The public looks to the park law enforcement officer for directions, information and approachability. This belief is firmly entrenched in the names of the very organizations which administer many of the facilities - National Park Service and U.S. Forest Service. The concept of service is not dead and it needs to be acknowledged, reinforced and awarded. Surveys conducted in the late 1960's and early 1970's (when sentiments toward police were not running high) showed that park users looked to officers for assistance and information. One of the highest rated expectations was the need to feel "safe and secure" while using a park.

In the midst of this need to feel safe is the need of the park to be safe from harm to its most valuable resource, the very most basic element of a park itself, the land. Officers have to place themselves firmly in the role as guardians of the land. This can only be done if they understand the very fragile nature of the ecosystems which are supported within the park system. Greater understanding has always brought with it greater empathy.

## SUMMARY

The trends studied in the earlier sections had a common factor of impacting the park environment. Each event would have an impact on the park environment. The environment must be looked at not only in its traditional sense (land, air, water quality), but also as the environment created by people and their activity. Park law enforcement officers are the environmental controllers in regards to the overall "park" environment.

The officers who join the ranks through the "naturalist" career paths have to be trained to engage in "police" work and the day to day management of people. Crime in the park is here to stay and will get more serious without firm professional intervention. Officers who join the ranks through the "Administration of Justice" career path (such as members of NCPD-PD) need to be sensitized to resource protection issues. This first line protection of natural resources is a necessity and a role which officers have to be able to assume.

A balance must be struck between protecting the park and the protecting park users from each other. A purist approach to total "police work" or total "naturalist interpretive work" will not guarantee the survival or prosperity of parkland law enforcement organizations. The success of parkland law enforcement rests with the ability to balance this approach in protection.

## RECOMMENDATIONS

In truth there is no perfect world or ideal situation, yet with a study such as this comes the potential for insight to strive for a better or minimally a more adaptive future. Recommendations derived from this study for parkland law enforcement officers are as follows:

- \* Resource awareness and sensitivity training.
- \* Easy and clear reference to determine patrol needs and resource location for each park facility.
- \* Acknowledgement and reinforcement of park visitor assistance and information.
- \* Development of the ability to detect and professionally investigate environmental crimes.
- \* Development of modes of transportation which place officers "on site" at facilities and out of enclosed "patrol vehicles."
- \* The need to firmly embrace and acknowledge that the role of "police" is one that is needed to be played within a park environment.

## FUTURE IMPLICATIONS

In the process of conducting this study there were issues that arose that could be the subject matter for future studies. They are: the carrying capacity of park facilities; the serious financial situation facing public entities; recruitment of

parkland law enforcement officers; training programs for parkland law enforcement officers; defining the unique police services niche in which parkland law enforcement falls.



## APPENDIXES

Appendix A

SURVEY GROUP

Chief Park Ranger  
Regional Park System  
Illinois

Deputy Chief Park Ranger  
State Park System  
Florida

Chief Park Ranger  
Local Park System  
Florida

Park Police Chief  
Regional Park System  
Ohio

University Professor  
Park & Recreations Resources  
Michigan

Park Ranger  
State Park System  
Tennessee

Training Coordinator  
National Park Service  
Georgia

Park Police, Captain  
State Park System  
Florida

Chief Park Ranger  
County Park System  
Ohio

Chief Park Ranger  
State Park System  
Kansas

Park Ranger, Lieutenant  
State Park System  
Arizona

## Appendix B

### INITIAL TREND SUGGESTIONS

1. Number of annual park visitors.
2. Population of geographic area surrounding or near recreation site.
3. Acts of terrorism against American tourists travelling outside of continental United States.
4. Ethnic diversity of park visitors.
5. Development/use of land surrounding park locations.
6. Projected land purchases for park use.
7. Availability of monies for operation of existing park systems.
8. Availability of monies for purchase of future land for park use.
9. Frequency of crimes against persons within parklands.
10. Frequency of crimes against property within parklands.
11. Frequency of crimes related to gang activity within parklands.
12. Percent of job duties of park law enforcement personnel related to non-police functions (interpretative and maintenance).
13. Frequency of incidents of hazardous materials disposal on parklands.
14. Number of endangered and threatened species indigenous to parklands.
15. Cost of legal disposal of materials deemed hazardous materials.
16. Public concern for environmental quality and preservation of parklands.
17. Prosecution of crimes against public resources - air/water/land/ wildlife.
18. Number of landfill refuse disposal sites.
19. Recycling of materials.

## Appendix B

20. Unlawful commercial use and sale of wildlife and associated products.
21. Acts of terrorism on parklands by radical environmental group.
22. Gang-related activity occurring on parklands.
23. Urban development.
24. State of the economy.
25. Unemployment rate.
26. Environmental group membership.
27. Percentile of overall operating park budget allocated for law enforcement.
28. Media focus on environmental issues.

## Appendix C

### INITIAL EVENT SUGGESTIONS

1. Gasoline reaches \$2.50 a gallon.
2. Arming park officers with firearms.
3. Park officers have a "bad" shooting.
4. Park officers receive full state commission status as peace officers.
5. Destruction of archeological site or major artifact.
6. Discovery of organized poaching ring of wildlife for commercial purpose.
7. Assault of non-police park employee.
8. Park officers relieved of all non-police job functions (interpretative and maintenance).
9. Chemicals from major clandestine laboratory disposed on parklands resulting in clean-up costs exceeding \$25,000.
10. Discovery of clandestine drug laboratory on parkland property.
11. Discovery of major marijuana cultivation site on parkland.
12. Radical environmental group seize park facility.
13. Closure of last class one hazardous dump in California.
14. Accident involving spillage of hazardous substance resulting in clean-up costs exceeding \$100,000.
15. Accident involving spillage of hazardous substance resulting in extinction of natural resource within park site (plant or animal).
16. Closure of fishing within park site due to toxic contamination.
17. Park law enforcement officer (peace officer commissioned and armed) killed in the line of duty.
18. Unarmed enforcement park ranger killed in the line of duty.
19. Extinction of parkland indigenous species due to poaching.

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	* Five years from now	* Ten years from now
1	ANNUAL NUMBER OF PARK VISITORS	75	100	150 150	200 200
2	NUMBER OF CRIMES OCCURRING	90	100	120 90	160 80
3	UNLAWFUL COMMERCIAL USE OF WILDLIFE	50	100	140 50	175 25
4	ENDANGERED SPECIES INDIGENOUS	120	100	80 120	60 175
5	NUMBER OF HAZ-MAT DISPOSALS	40	100	175 60	240 20
			100		
			100		
			100		
			100		
			100		

\*\* Panel Medians

\* Five years from now

"will be"

"should be"

\* Ten years from now

"will be"

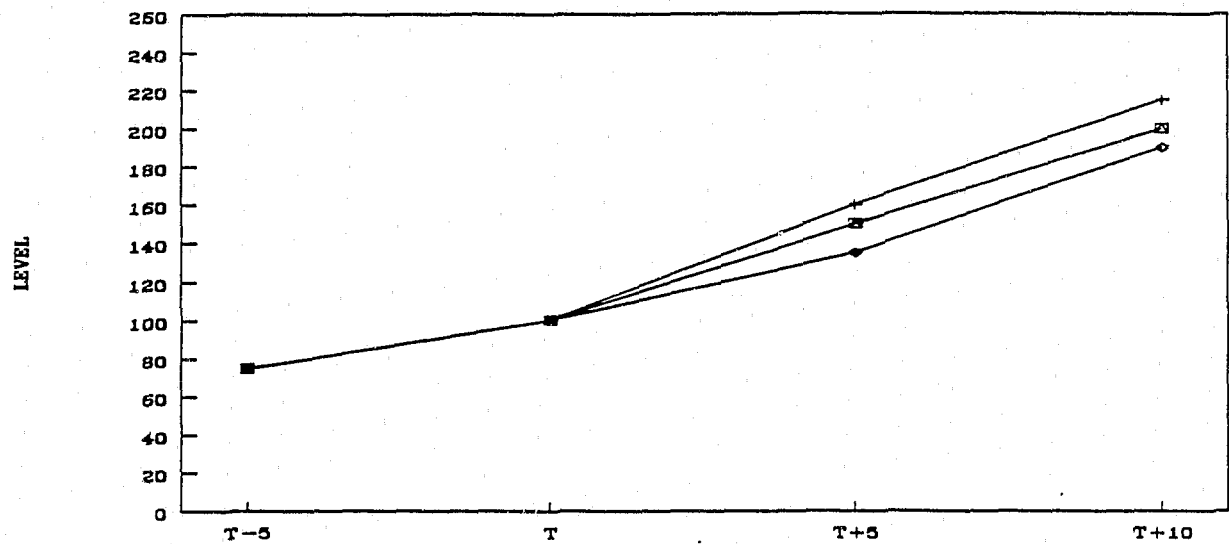
"should be"

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)
1	GASOLINE REACHES \$2.50 A GALLON	3	20%	60%	2	4
2	DESTRUCTION OF ARCHAEOLOGICAL SITE	1	15%	20%	0	8
3	ASSAULT OF NON-POLICE EMPLOYEE	1	10%	30%	0	7
4	PARK FACILITY SEIZURE BY ENVIRONMENTAL GROUP	4	15%	30%	0	6
5	FISHING CLOSURE DUE TO CONTAMINATION	1	20%	40%	0	6

\* Panel Medians

TREND NO. 1 - ANNUAL NUMBER OF  
PARK VISITORS

## FORECAST

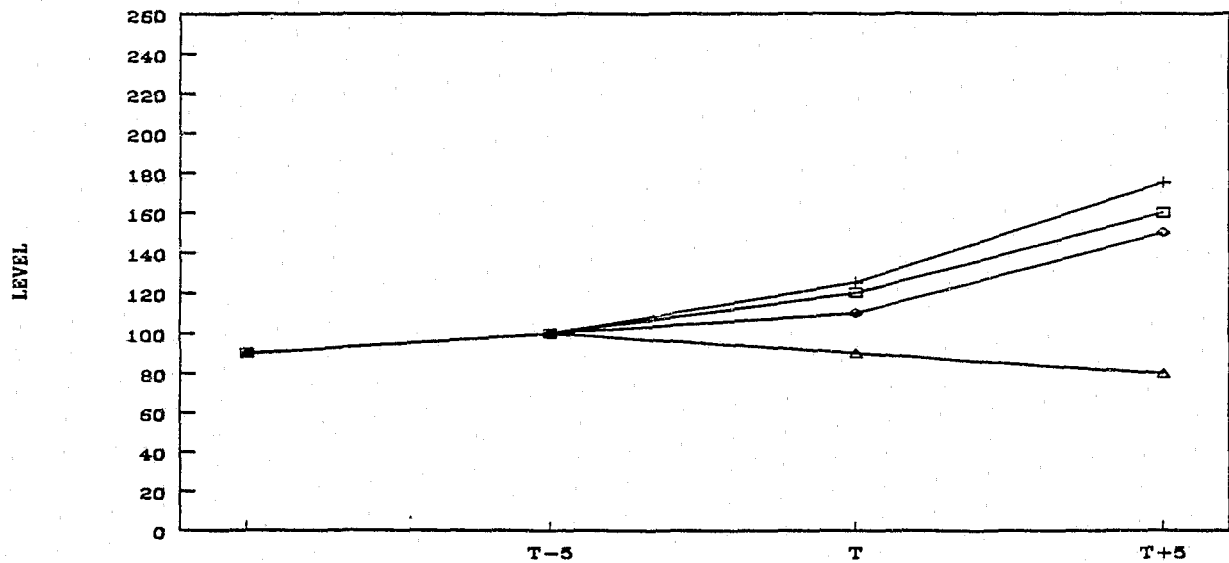


(Today=100)

	□ Median Nominal	+	High Nominal	○ Low Nominal	△ Median "should be"
T-5	75		75	75	75
T	100		100	100	100
T+5	150		160	140	150
T+10	200		215	190	200

## TREND NO. 2 - NUMBER OF CRIMES OCCURRING

## FORECAST



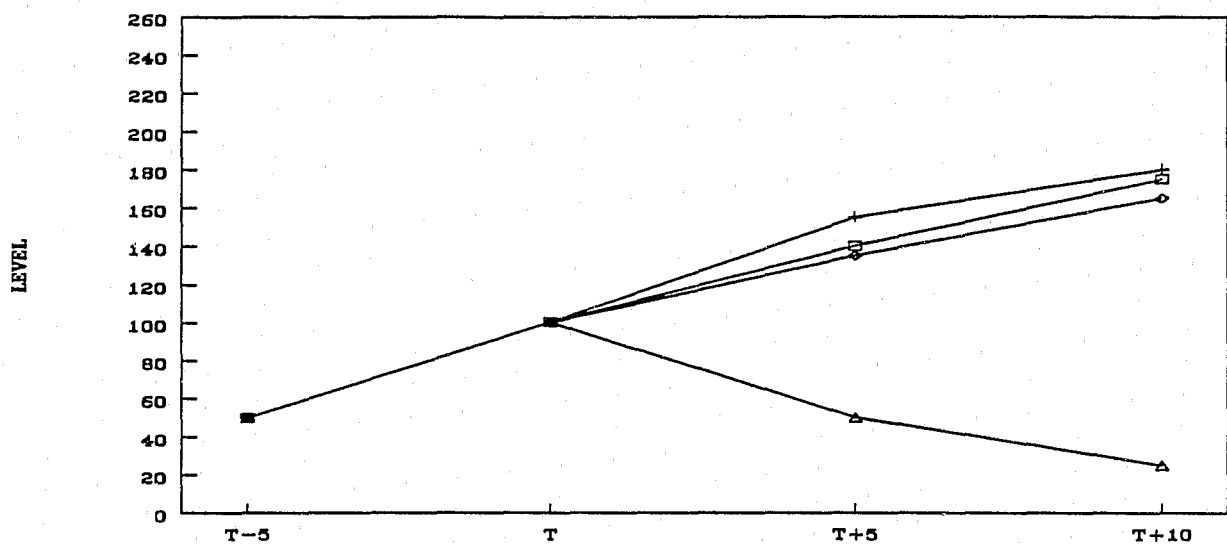
(Today=100)

	□ Median Nominal	+	High Nominal	○ Low Nominal	△ Median "should be"
T-5	90		90	90	90
T	100		100	100	100
T+5	120		125	110	90

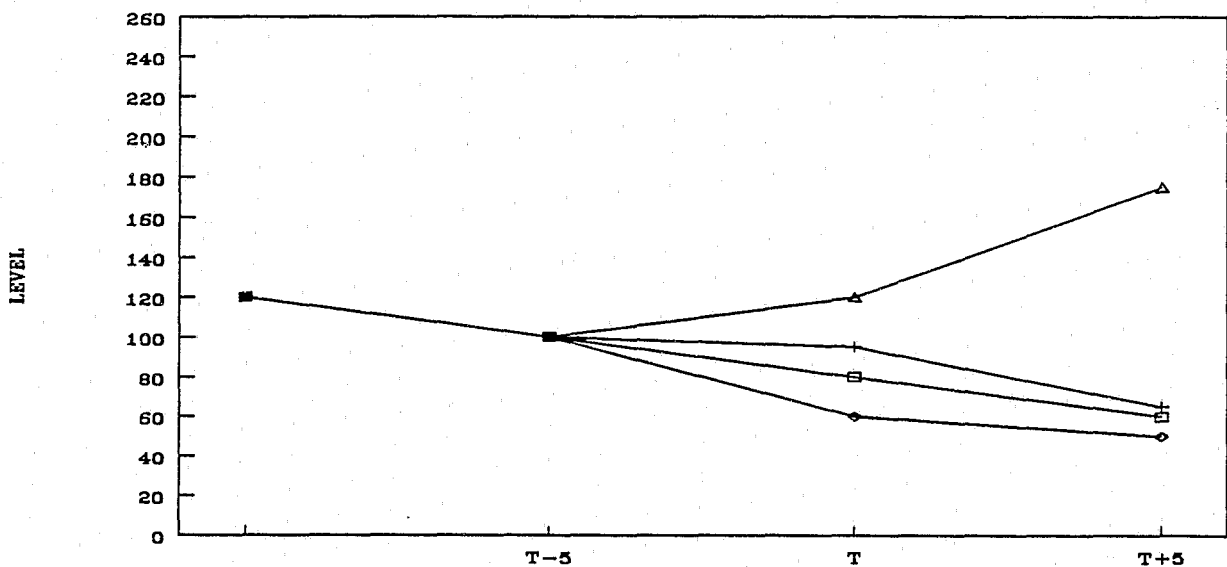


TREND NO. 3 - UNLAWFUL COMMERCIAL USE  
OF WILDLIFE

## FORECAST



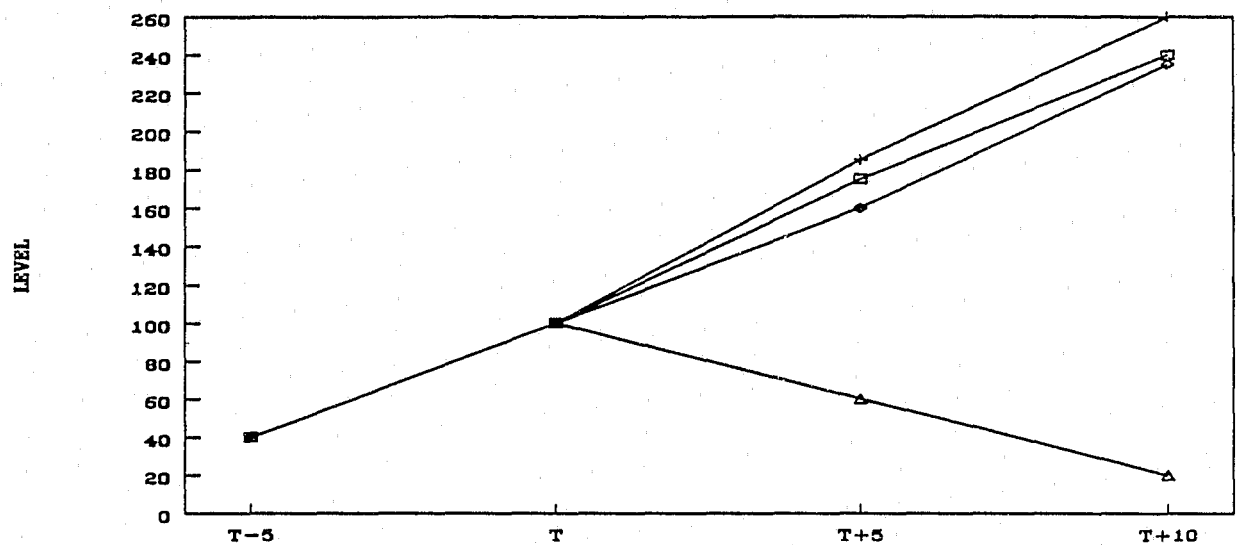
	□ Median Nominal	+ High Nominal	◇ Low Nominal	△ Median "should be"
T-5	50	50	50	50
T	100	100	100	100
T+5	140	155	135	50
T+10	175	180	165	25

TREND NO. 4 - ENDANGERED SPECIES  
INDIGENOUS  
FORECAST

	□ Median Nominal	+ High Nominal	◇ Low Nominal	△ Median "should be"
T-5	120	120	120	120
T	100	100	100	100
T+5	80	95	60	120
T+10	60	65	50	175

Appendix F TREND NO. 5 - NUMBER OF HAZ-MAT  
DISPOSALS

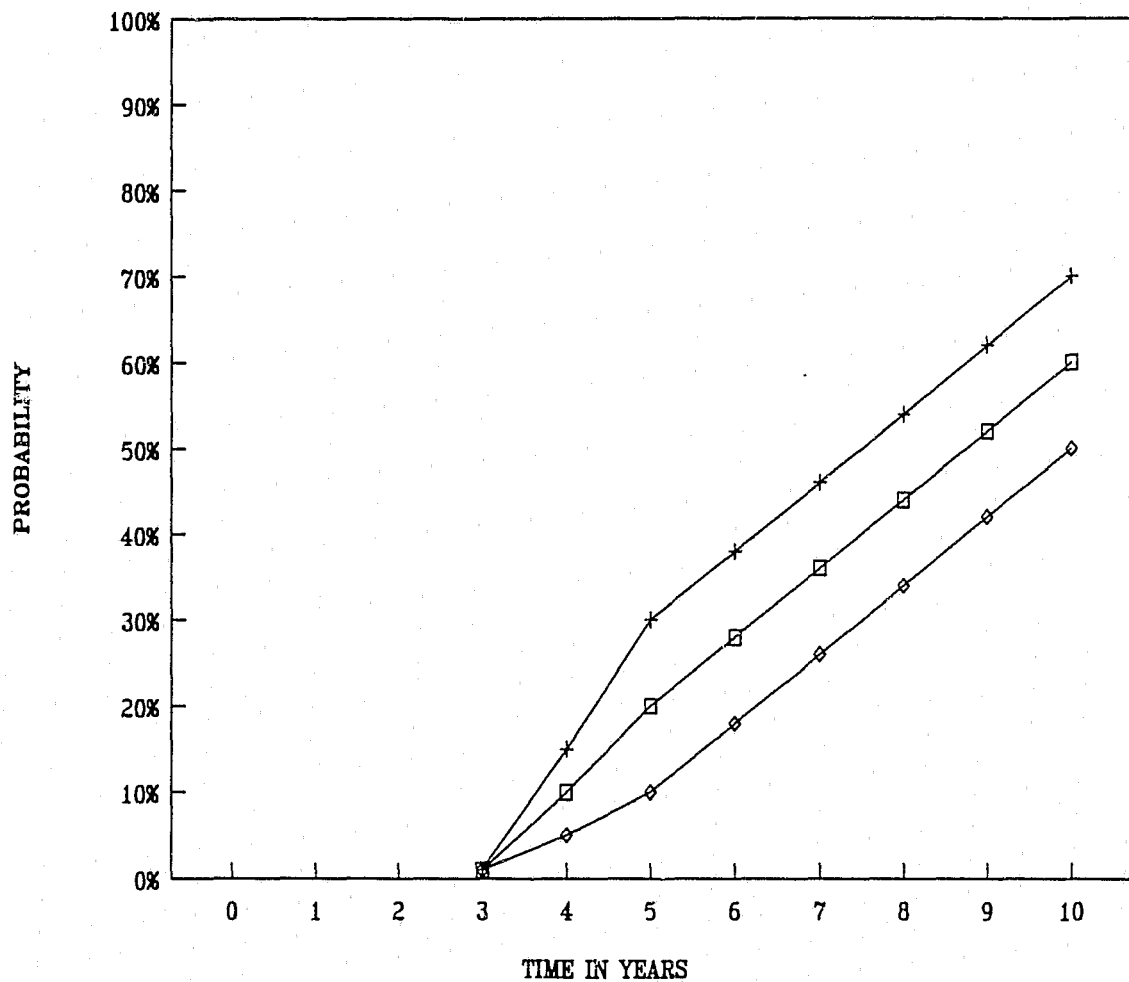
FORECAST



(Today=100)

	□ Median Nominal	+ High Nominal	◇ Low Nominal	△ Median "should be"
T-5	40	40	40	40
T	100	100	100	100
T+5	175	185	160	60
T+10	240	260	235	20

# EVENT NO 1. - GASOLINE REACHES \$2.50 @ GALLON PROBABILITY FORECAST



□ Median Forecast + High Forecast ◇ Low forecast

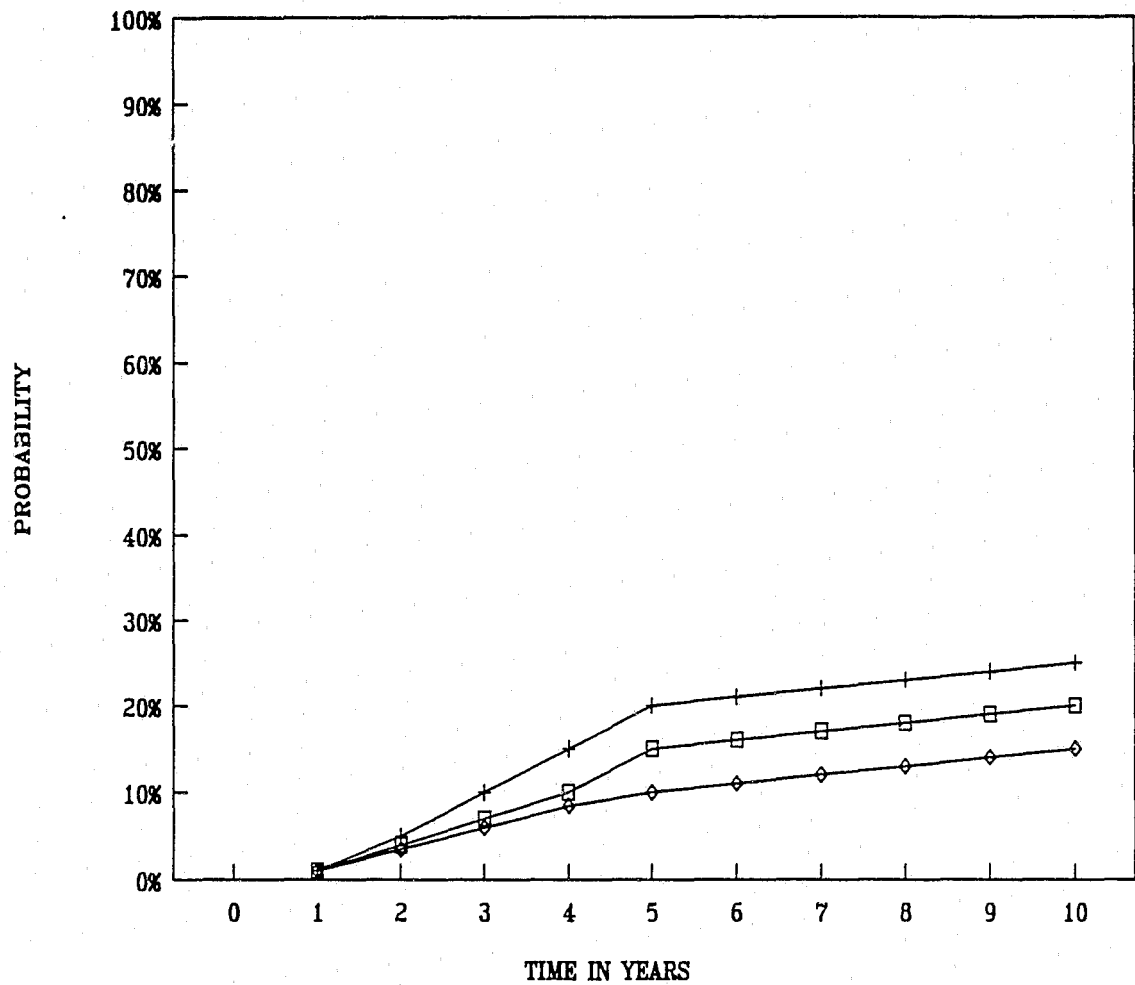
Starting Year  
Year 5  
Year 10

1
15
20

1
20
25

1
10
15

## EVENT NO 2. - DESTRUCTION OF ARCHAEOLOGICAL SITES PROBABILITY FORECAST



□ Median Forecast
+ High Forecast
◇ Low forecast

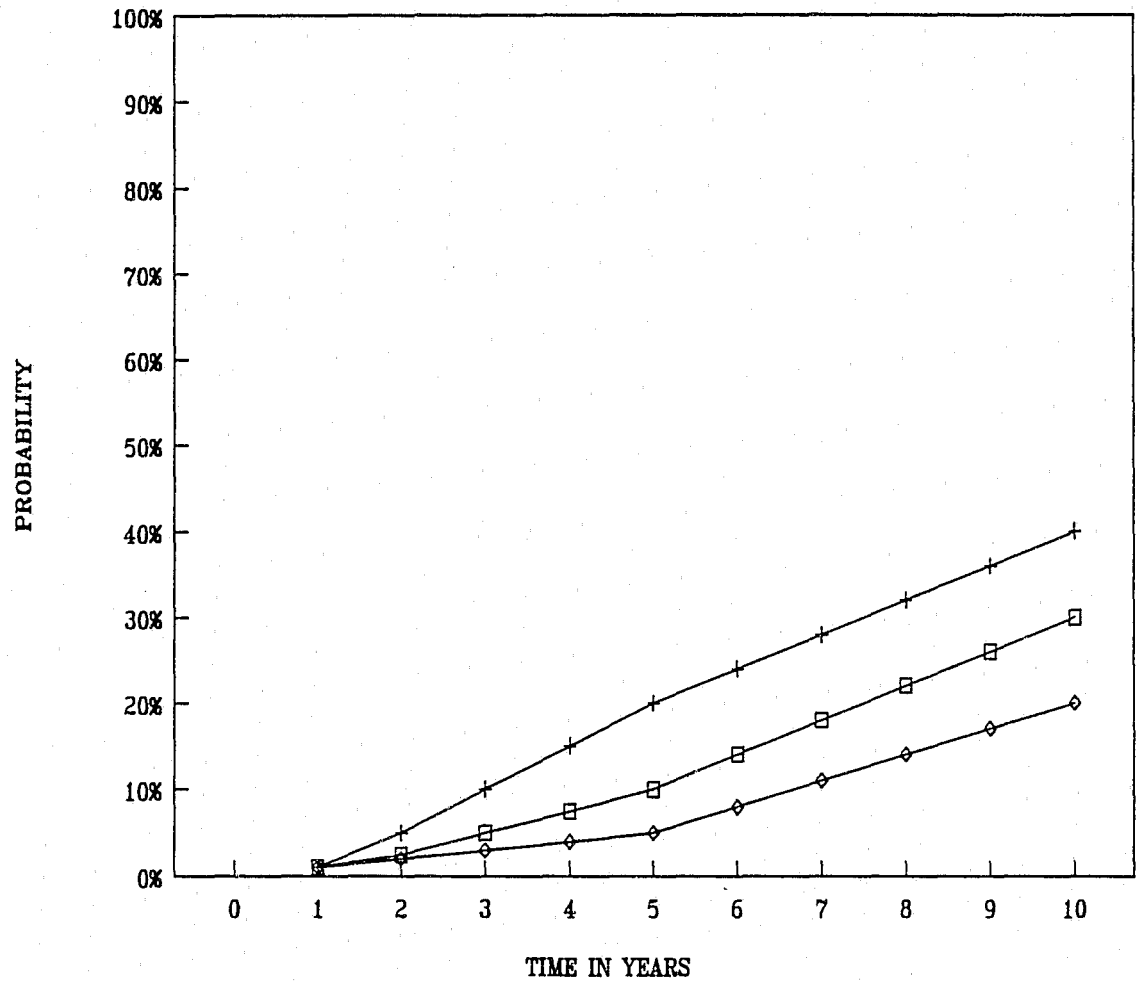
Starting Year  
Year 5  
Year 10

1
15
20

1
20
25

1
10
15

## EVENT NO 3. - ASSAULT OF NON-POLICE EMPLOYEES PROBABILITY FORECAST



□ Median Forecast    + High Forecast    ◇ Low forecast

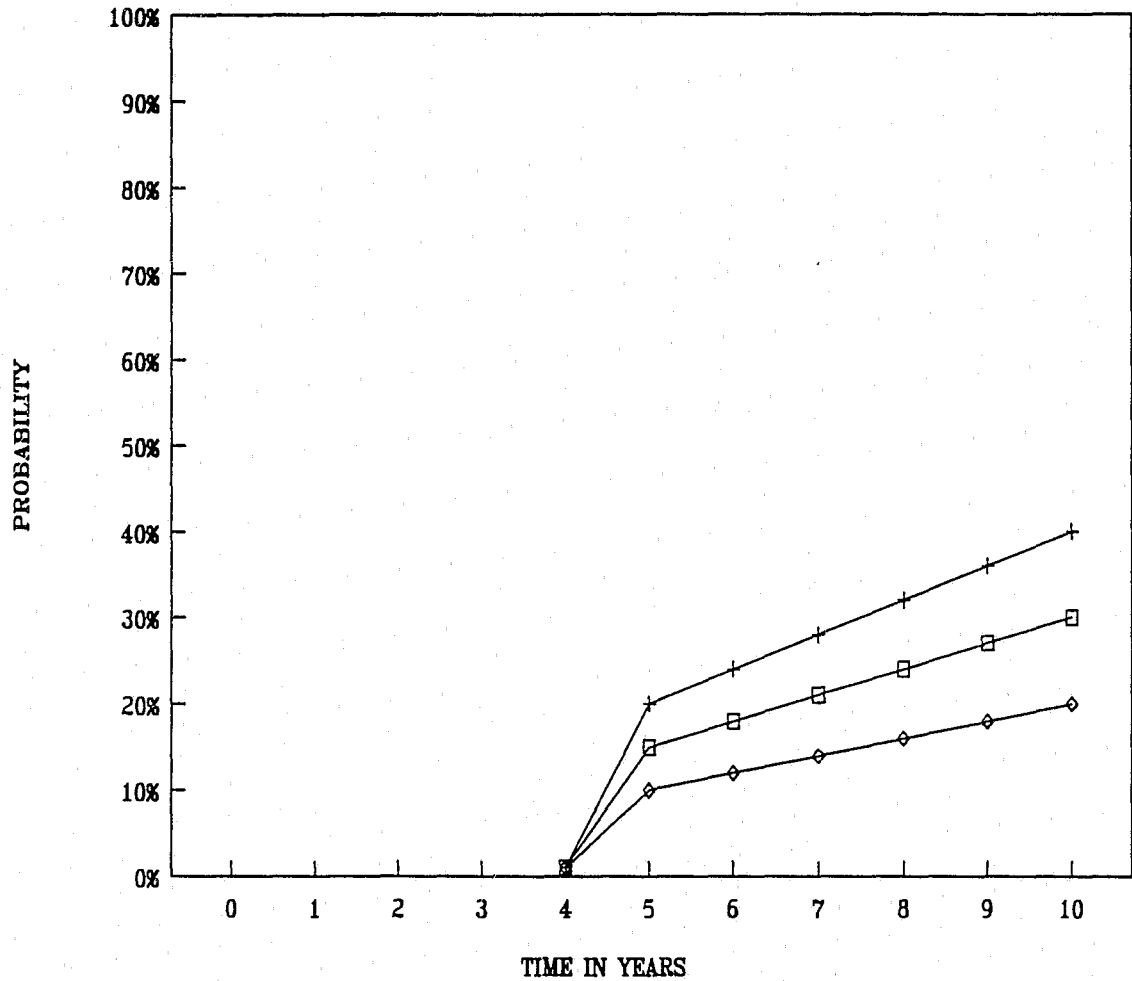
Starting Year  
Year 5  
Year 10

1
10
30

1
20
40

1
5
20

# EVENT NO 4. - PARK FACILITY SEIZURE BY ENVIRONMENTAL GROUPS PROBABILITY FORECAST



□ Median Forecast + High Forecast ◇ Low forecast

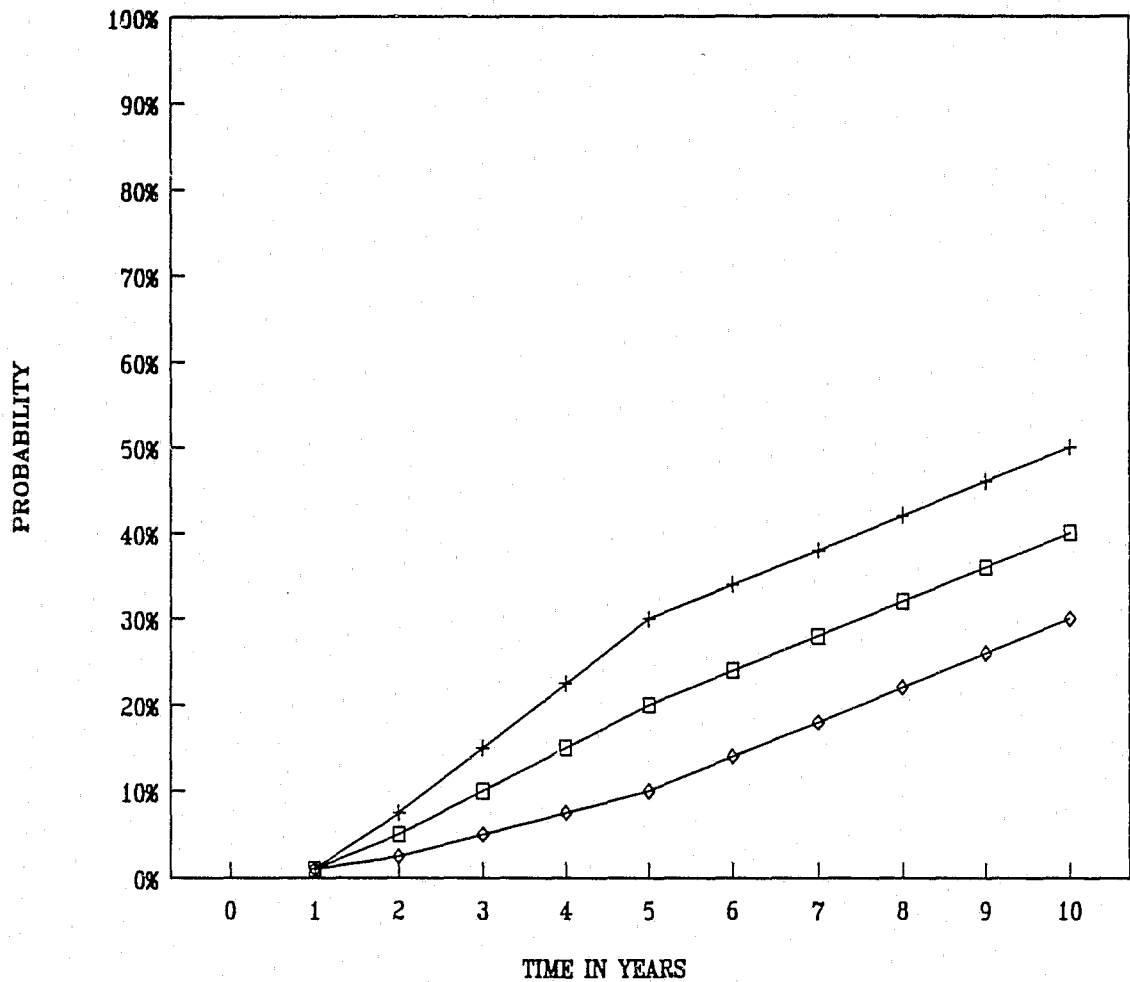
Starting Year  
Year 5  
Year 10

4
15
30

4
20
40

4
10
20

# EVENT NO 5. - FISHING CLOSURE DUE TO CONTAMINATION PROBABILITY FORECAST



Starting Year  
Year 5  
Year 10

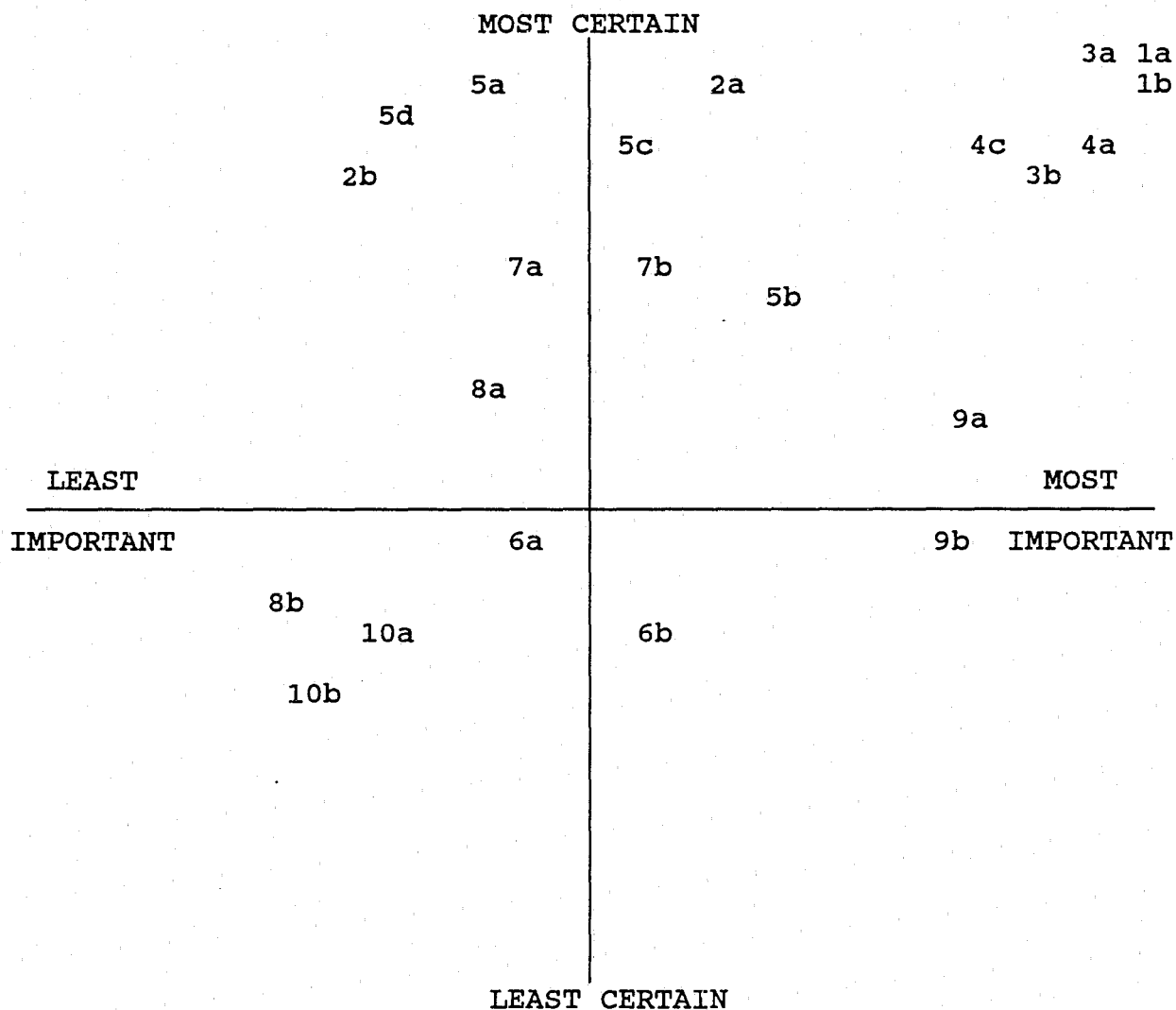
1
20
40

1
30
50

1
10
30

## Appendix H

### STRATEGIC ASSUMPTION SURFACING MAP



### Stakeholders

- |                             |                           |
|-----------------------------|---------------------------|
| 1. Chief of Police          | 6. Environmental Group    |
| 2. Admin Division Commander | 7. Field Ops Commander    |
| 3. General Manager          | 8. Interpretive Ops Chief |
| 4. Board of Directors       | 9. Park Ops Chief         |
| 5. P.O.A. President         | 10. Equestrian User Group |



Appendix I

WOTS-UP ANALYSIS  
Brainstorming Group

Field Operations Commander

Special Operations Commander

Parks Unit Manager

Patrol Sergeant

Police Officer

Dispatch Supervisor

Dispatcher

#### END NOTES

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- 4     "Life on the Job is no Walk in the Parks for Rangers: Crime Threatens U.S. Wilderness," Law Enforcement News, Volume 16, No. 320, September 15, 1990.
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- 11    Matulewich, Vincent A., M.S. "Environmental Crimes Prosecution: A Law Enforcement Partnership," FBI Law Enforcement Bulletin, April 1991, pp. 20-25.
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- 14    Esenten, Thomas. "Strategic Planning," Workshop 6 - Binder - POST Command College, Day 3, June 1990, pp. 10.
- 15    "Final Report on the Model Park Police Force Planning Study," Arthur Young and Company, East Bay Regional Park District, EXHIBIT V, July 1977, pp. 1.
- 16    "Master Plan 1989," East Bay Regional Park District, May 1988, pp. 63.

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- 17 Esenten, Thomas. "Strategic Planning," Workshop 6 - Binder - POST Command College, Day 2, June 1990, pp. 5.