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Abstract

COMMUNITY BASED MECHANISM FOR IMPACT AND REVIEW
OF LAW ENFORCEMENT SERVICES BY THE YEAR 2000

by

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COMMAND COLLEGE CLASS 16

COMMISSION ON PEACE OFFICERS STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1993

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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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

COMMAND COLLEGE - CLASS SIXTEEN

MICHAEL A. DUNBAUGH

TECHNICAL REPORT

COMMUNITY BASED MECHANISM FOR IMPACT AND

REVIEW OF LAW ENFORCEMENT SERVICES

BY THE YEAR 2000

Commission on Peace Officer Standards and Training

POST

JUNE 1993

STATEMENT OF ISSUE

"WHAT WILL BE THE COMMUNITY REVIEW MECHANISM FOR LAW ENFORCEMENT SERVICES IN A MID-SIZE LAW ENFORCEMENT AGENCY BY THE YEAR 2000?"

SUBTITLES

PROJECT INTRODUCTION

An introduction to the issue of law enforcement services being reviewed in a community forum(s).

PART ONE - FORECASTING THE FUTURE

What potential exists, in the future, for events and trends to impact and shape the issue of community review of law enforcement services.

PART TWO - STRATEGIC MANAGEMENT PLAN

A model plan for law enforcement in California, particularly communities similar to Chico, California, to deal with the issue of community review of law enforcement services.

PART THREE - TRANSITION MANAGEMENT PLAN

A description of a management structure and approach for a planned transition from a community, potentially at odds over law enforcement services, to a community that works together towards common goals and objectives in relationship to law enforcement services.

EPIGRAPH

The public is the only critic whose opinion is
worth anything at all.

Mark Twain

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PROJECT INTRODUCTION

An introduction to the issue of law enforcement services being reviewed in a community forum(s).

INTRODUCTION:

This particular issue, "What will be the community review mechanism for law enforcement services in a mid-size law enforcement agency by the year 2000?," is an academic evaluation of the direction law enforcement should consider which will ultimately have a direct impact upon the inter-relationships which exist between law enforcement and the society that it serves.

How law enforcement communicates internally and externally as an organization is the root of its success or its failure. Whether it is appreciated by society or not, law enforcement activity or omission will be critiqued at every bend in the road. Society can prosper if a mechanism or process is developed that allows the critique to operate so that it results in an analysis with a positive outcome. A positive outcome being one that the community, in general, believes fair and constructive.

This paper represents an effort to evaluate possible future community-law enforcement means of interacting which can be used to facilitate positive relationships between communities and their law enforcement organizations. A look into the future, at the turn of the century, represents an effort to visualize what law enforcement and their communities could achieve which would be in the best interest of both. It also represents a forecast of some of the trends and events which are likely to intervene and impact the relationship between law enforcement and its community.

With intervening trends and events identified, a strategy response is developed which provides law enforcement and its

community a direction to proceed which would best serve both. The strategy is one which should be adaptable to any municipal or unincorporated community environment.

A transition plan was developed to allow the strategy to be put into place and used to its fullest extent. The interaction which occurs during the transition could actually become a valuable part of the process of law enforcement and its community working together.

This particular topic was selected for research due to the significant amount of conflict which exists between members of the public and law enforcement organizations. Sometimes the conflict is personalized as seemed to be the case with circumstances surrounding Los Angeles Police Chief Darryl Gates just prior to his retirement. Otherwise, it generally seems to be special interest groups in the public versus a policy, procedure or perceived attitude of a law enforcement organization. How can people in law enforcement organizations have dialogue with people in the communities they serve--and vice versa--with as little risk as possible for everyone involved? This report provides an answer to this question. Honest, respected two-way communication is needed between law enforcement organizations and community members. The review of law enforcement services, at its basic level, requires just this type of communication.

As stated by Robert C. Trojanowicz,¹ "Another 'must do' for police administrators is to inform citizens that their

¹Robert C. Trojanowicz, Building Support for Community Policing, an Effective Strategy, FBI Law Enforcement Bulletin, May, 1992, Pg. 7.

participation is crucial. Community policing issues a challenge to residents to become part of the solution to the problem." Of course, the flip side to this entails creating a work environment where law enforcement employees understand and accept the role of John Q. Citizen in the operation of their organization. To underline the importance of this, consider the comment from the book Beyond 911, A New Era for Policing, "There will always be cynics who will carp at the process, but Community Policing recognizes the importance of opening up dialogue as a means of enhancing trust."²

If one believes that dialogue, in order to work efficiently, requires a process; and, that the environment which the process exists in can have a large impact upon the flow of communication, then determining the process and creating the environment becomes crucial to the success or failure of communicating, i.e. reviewing.

This paper explores enhancing the communication environment with the intent to provide a foundation from which any law enforcement executive can further explore a means to develop a mechanism or process for the review of law enforcement services.

Inherent in any work are the ideologies of the author. Admittedly, there exist two specific biases carried by this author which the reader should be aware of. Both have been previously stated by others whose quotes probably say it best. As stated in Power Shift, "Ford Motor Company discovered that the traditional system of looking for defects and correcting them after the fact

²Beyond 911, a New Era for Policing, Sparrow, Moore and Kennedy, 1990, Pg. 18.

just wasn't working. Only by allowing workers more discretion - no longer programming their every move - could the goal of no defects be approached...and this...means 'recognizing the power of the operators right down to shop floor level.'³ This quote suggests that both the law enforcement employee and the community member are key to the success of every community's efforts to discover solutions to crime and other social concerns, providing they are granted and exercise the necessary discretion with the requisite authority.

In, In Search of Excellence, Thomas J. Peters and Robert H. Waterman, Jr., insist that the best organizations recognize the importance of treating all employees as adults. They note that, "One reason that the Roman Empire survived so long, even though managers back in Rome couldn't pick up the phone to issue orders, was that this meant that they had to assign someone to a 'beat' and then trust them to run the show on their own."⁴ In other words, employees should be treated as adults and expected to be responsible to the community.

The issue for this report was developed not only because of the authors interest in the topic, but also after review of literally hundreds of articles located during a four month search of media material for a Futures File. Newspaper bylines such as: "Local Police Under Fire, Groups Call for Review Commission;" "City Police 'Indifference' to Brutality Alleged;" "Reforming the

³Power Shift, Toffler, Alvin; 1990, p. 206.

⁴In Search of Excellence, Peters, Thomas J. and Waterman, Robert, Jr., 1982, p. 277.

Criminal Justice System-Community Policing Key to Public Safety;" "Public Solidly Favors Mixed Police/Civilian Review Boards;" "Cities Still Run Riot Risk-Despite Lesson of L.A. - Many Still Unprepared;" and, "Civilian Police Review Boards Spark Protests," all lead one to believe that communication and trust, intertwined, are significant issues today. What community based mechanism(s) for impact and review of law enforcement services could best bridge this gap by the year 2000?

Finally, although the impressions and ideas that the reader might derive from this document could apply to any community, the author used his personal knowledge and experiences, working and living in two medium-sized California communities, as a basis for much. These communities are Chico and Santa Cruz.

PART I

FORECASTING THE FUTURE

What potential exists, in the future, for events and trends to impact and shape the issue of community review of law enforcement services.

The question, "What will be the community review mechanism for law enforcement services in a mid-size law enforcement agency by the year 2000?" has a myriad of other issues associated with it. To identify these in as objective and complete a manner as possible, a small group of law enforcement managers met and brainstormed to develop a "picture" of these issues. This picture is referred to as a "Futures Wheel."

The brainstorming was initially agreed to with the understanding that the future had to be considered in the process. Nothing could be disputed as being too far fetched.

The abundance of associated issues were discussed and it was determined that the quantity required that choices be made. For the purpose of this report, the quantity was simply too large. Ultimately, four sub-issues were identified which seemed to be primary in relationship to the question. Their placement on the Futures Wheel in relationship to the question as well as their importance were determining factors. These four sub-issues will be further evaluated during the course of this report. The reader will be able to answer these based upon information and conclusions located herein.

STATEMENT OF SUB-ISSUES

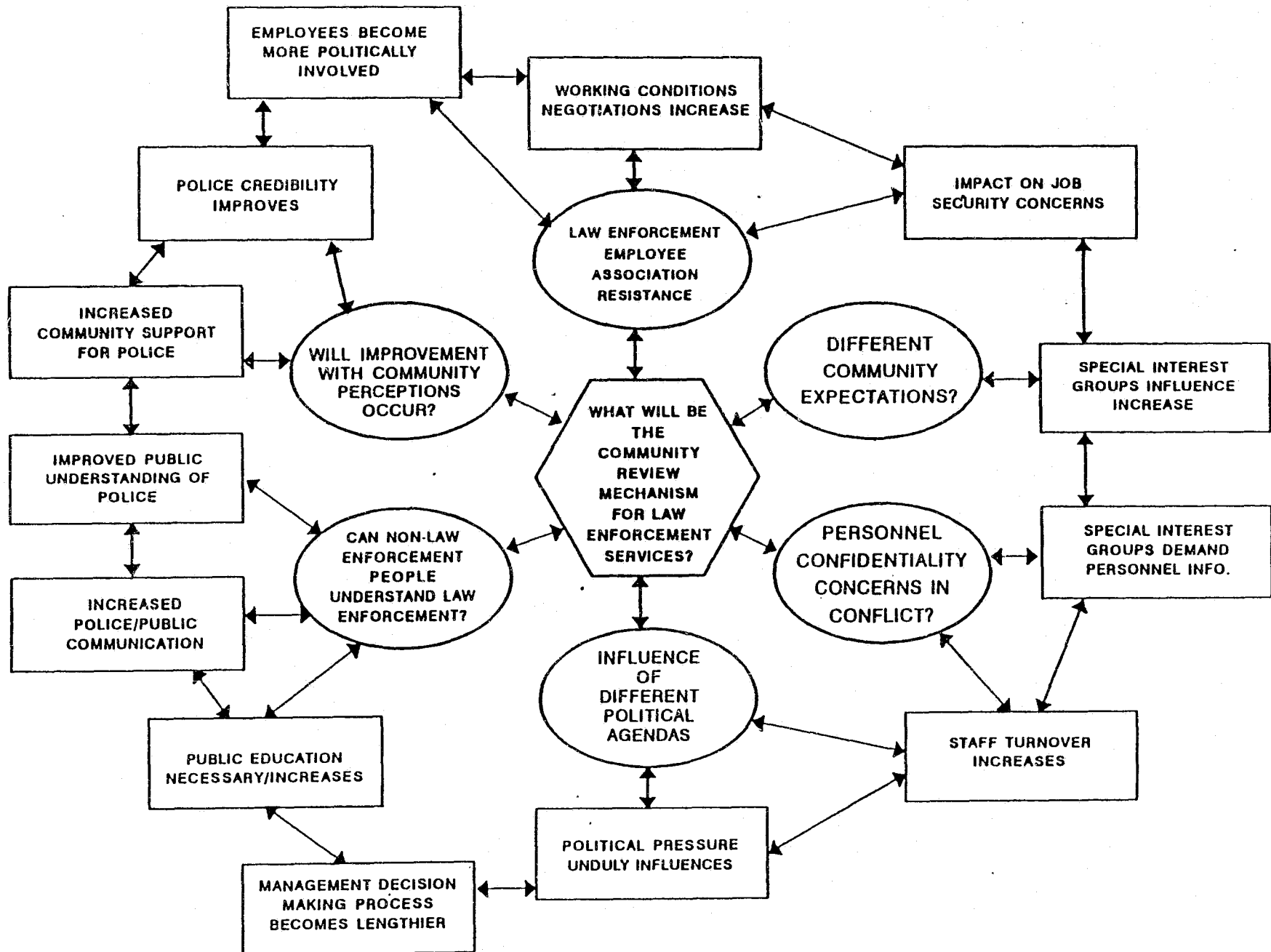
AS DEVELOPED FROM THE

FUTURES WHEEL

A Futures Wheel was prepared to develop a "picture understanding" of the different sub-issues and the potential impacts associated with them in relationship to the main issue. From the Futures Wheel, four different sub-issues were selected to evaluate further as the analysis proceeds. They are:

1. WHAT WILL COMMUNITY EXPECTATIONS REGARDING REVIEW OF LAW ENFORCEMENT SERVICES REQUIRE IN THE FUTURE THAT IS DIFFERENT FROM 1992?
2. CAN LAW ENFORCEMENT EMPLOYEE CONCERNS OVER CONFIDENTIALITY OF PERSONNEL INFORMATION BE ADEQUATELY ADDRESSED TO ALLOW FOR THE EXISTENCE OF A COMMUNITY MECHANISM FOR INPUT AND REVIEW OF LAW ENFORCEMENT SERVICES?
3. CAN NON-LAW ENFORCEMENT TRAINED PEOPLE UNDERSTAND LAW ENFORCEMENT CONCERNS AND ISSUES WELL ENOUGH TO PROVIDE DIRECTION TO LAW ENFORCEMENT?
4. WILL IMPROVEMENT WITH COMMUNITY PERCEPTIONS ABOUT LAW ENFORCEMENT SERVICES OCCUR?

FOR COMMUNITY BASED MECHANISM FOR IMPACT AND REVIEW OF LAW ENFORCEMENT SERVICES BY THE YEAR 2000.



NOMINAL GROUP TECHNIQUE (NGT)

With the issue and sub-issues identified, it becomes necessary to identify which events and trends might have the most significant impact upon the issue and sub-issues. By forecasting these possible impacts and taking into consideration the possible outcome of the impacts, a strategy can then be developed which represents "insightful" decision making as opposed to "blind" decision making.

Nominal Group Technique is a small-group technique for achieving agreement on the answer to a single, usually, complex, question by a process that alternates private work and open discussion. It is used as a tool to identify possible trends and events which could impact upon the selected issue.

The individuals involved in this small-group technique included: a Chief of Police, a Probation Officer, a college student, a college professor, an attorney, a police officer, a Deputy Chief of Police and an Administrative Assistant. This group of individuals brought a diverse and open-minded balance to the table. Representative of both law enforcement and the community, their viewpoints were sufficient to provide a balanced, imaginative and policy-relevant perspective on the issue.

The group developed the following list of ideas in writing by silently working independently. Once the ideas were developed, they were recorded via a round-robin process. Following a serial discussion for clarification, there was a preliminary vote on the importance of each item. After the preliminary vote, there was further discussion and then the final vote. Based upon the final

vote, the top five trends and events were then identified for further forecasting use.

TRENDS

1. Public scrutiny of law enforcement.
2. Violent crime--i.e., murder, rape, robbery.
3. Employee turnover in law enforcement.
4. Video presence monitoring law enforcement.
5. Minority interest in law enforcement careers.
6. POST finances.
7. Law enforcement budgets.
8. National economy.
9. Civil disobedience
10. Minority population.
11. Media attention.
12. Number of women in law enforcement management.
13. Law enforcement review commissions.
14. Public monitoring of police communication.
15. Minority representation in law enforcement management.
16. Regionalization of law enforcement.
17. Technology in law enforcement.
18. Hate crimes.
19. Abortion
20. Homelessness
21. Substance Abuse.

FIVE TOP TRENDS

1. Degree of public scrutiny of law enforcement.
2. Level of violent crime.
3. Level of national economy.
4. Level of civil disobedience.
5. Amount of minority interest in law enforcement careers.

EVENTS

1. Peace Officer Standards and Training is eliminated.
2. Another "Rodney King" incident occurs.
3. A rash of hate crime occurs.
4. Statewide system of police review commissions enacted.
5. State files bankruptcy.
6. Proposition 13 overturned.
7. Large earthquake impacts all of California.
8. A police officer is identified as a mass murderer.
9. United States goes to war in South America.
10. Video cameras are placed in all police vehicles.
11. Statewide legislation enacting a "no pursuit" law.
12. An African-American is elected President of the United States.
13. A statewide riot occurs.
14. All police officers carry and use tape recorders.
15. The judiciary is placed in charge of law enforcement.
16. officer, in self-defense, kills a protected class person.
17. New, Federal Office of Police Review established.
18. The California State University system shuts down.
19. Community colleges charge the same as Universities.
20. Ku Klux Klan hold a nation-wide rally in Los Angeles.

FIVE TOP EVENTS

1. State law outlawing pursuits is passed.
2. Peace Officer Standards and Training is eliminated.
3. Another "Rodney King" incident occurs.
4. A "rash" of hate crimes occur.
5. A statewide system of police review commissions is mandated.

TREND AND EVENT EVALUATION THROUGH USE OF THE
MODIFIED CONVENTIONAL DELPHI PROCESS

Five trends and five events were identified as pertinent to the primary issue at hand. They were identified through use of the Nominal Group Technique as previously described.

The Modified Conventional Process was selected as the instrument to utilize in forecasting probabilities and impacts for the identified trends and events. Ten individuals, different from those involved in the Nominal Group Technique, volunteered to participate as the Delphi Panel (their basic description follows-- see Appendix A for further details):

- | | |
|---------------------------|--------------------------------------|
| 1. Chief of Police | 6. Sheriff |
| 2. Mayor | 7. Assistant School Superintendent |
| 3. City Manager | 8. Newspaper Reporter |
| 4. Deputy Chief of Police | 9. University Professor |
| 5. Assistant City Manager | 10. Community College Vice President |

Several rounds were used with directions (see Appendix B for direction letters). The respondents and their estimates had anonymity during the process. The feedback of earlier estimates was controlled through an intermediary. And, the estimation - feedback process was repeated until consensus was achieved, or reasons for descensus were fully explored.

The results of the Modified Conventional Delphi process are depicted on the following Trend Evaluation Form and Event Evaluation Form. Narrative explaining the results follows as well.

TREND EVALUATION NARRATIVE

The Modified Conventional Delphi Process panel estimated the level of the trend. The trend was charted over a twenty-year spread going back five years and forward fifteen years. Each trend was forecast in two modes, what "will be" occurring and what "should be" occurring.

Some very interesting trends were noted. For example, violent crime was forecast to rise sharply. The belief was that this had been the case for the past five years. However, a glimpse at actual national crime statistics for violent crime during the past five years shows a gradual drop in incidents. Perception can be a powerful instrument.

Interestingly, civil disobedience remained somewhat constant. Apparently, as a society, we have accepted a rather constant level of civil disobedience associated with a democratic form of government.

The national economy, shown in a downward trend for the past five years, was forecast to improve during the next ten years. This may represent post-election optimism more than actual belief.

Public Scrutiny of Law Enforcement demonstrated the greatest variance between the "will be" versus the "should be" category (180 versus 120 ten years from now). This may well indicate a pending significant issue in the making. On the rise, this trend may be blown out of proportion by current issues, i.e. Rodney King, allegations of racism, etc....

Of positive significance was the trend in Minority Representation in Law Enforcement. The panel noted a significant increase for the past five years and forecast an even greater increase during the next fifteen years. With serious society issues abounding regarding law enforcement and minority relationships, this trend is very valuable.

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (TODAY + 100)			
	MEDIAN FORECASTS		FIVE YEARS FROM NOW	TEN YEARS FROM NOW
	FIVE YEARS AGO	TODAY		
DEGREE OF PUBLIC SCRUTINY OF LAW ENFORCEMENT	70	100	140 110	180 120
LEVEL OF VIOLENT CRIME	65	100	140 110	150 95
LEVEL OF NATIONAL ECONOMY	120	100	105 130	110 115
LEVEL OF CIVIL DISOBEDEIENCE	100	100	110 95	115 95
AMOUNT OF MINORITY REPRESENTATION IN LAW ENFORCEMENT	60	100	140 150	160 170

TABLE #1

TREND GRAPH NARRATIVE

The five trends have each been separately graphed out, depicting the median (nominal) forecast, the lower quartile and the upper quartile forecast. Each graph goes back five years, indicates today, today plus five years and today plus ten years.

TREND 1: DEGREE OF PUBLIC SCRUTINY OF LAW ENFORCEMENT

This trend shows a doubling between 1987 and 1997 (a ten-year period of time). A significant difference exists between what "will be" and what "should be." This difference probably represents the difference between emotion and reason. Incidents that raise an emotional response from the public or a segment of the public, i.e. Rodney King, generate closer scrutiny of law enforcement based upon distrust. However, the "should be" category suggests that increased public scrutiny of law enforcement is probably healthy and beneficial to all, but only when applied at a more reasonable level. Law enforcement might be able to influence the public to respond on the "should be" level over time if it works with the public. However, this is predicated upon a reasonable public response to an emotional law enforcement incident, something that cannot always be depended upon.

A strong similarity can exist between the review of law enforcement services and the scrutiny of law enforcement services. Review is more formalized than scrutiny. Scrutiny generally occurs with or without any guidelines or parameters. Law enforcement will probably always be scrutinized, and some of what is scrutinized may actually be reviewed (re-scrutinized).

TREND 2: LEVEL OF VIOLENT CRIME

Violent crime is forecast to steadily rise. A part of this is based upon the negative perception of crime in general and how bad it is getting. Another part of this is based upon an understanding that, demographically, the United States is going to experience an increase in the number of males between the ages of eighteen and twenty-five (based upon a history and study of crime trends). This appears to be the most violent age and sex category. This age and sex group should peak out with this boom by the year 2005. Accordingly, violent crime based upon similar circumstances in United States history, will increase.

However, a disparity exists between what "will be" and what "should be" (a difference of 55 points). The "should be" category is seen as being much lower than the "will be" category. This is due to public perception that law enforcement should be able to control violent crime and to provide safe communities regardless of demographics or other influences. A worthy goal. This goal, if approached appropriately by law enforcement could impact the issue area. All parties would seem to agree that a reduction or limiting of the increase in violent crime is desirable. The question is how to accomplish this. Public input, via a community acceptable form of review could facilitate efforts to reduce crime.

TREND 3: LEVEL OF NATIONAL ECONOMY

The national economy was better in 1987 than in 1992. The "will be" trend line displays a slow but steady improvement over the next ten years. An anomaly occurred in the five years from now "should be" category. This shows a tremendous improvement only to

drop off a little during the proceeding five years. In retrospect, this is explained as a combination of optimism, directly related to the recent presidential election, and the belief that the people should be able to exercise a beneficial control over their economic destiny. This would appear to be in conflict with the situation in California, where government does not possess sufficient revenues to provide current levels of service. This must be taken into consideration even though the trend itself shows a positive direction.

An improvement in the economy, as forecast in this trend, could have very positive impacts on the issue area. An upward economy generally provides additional revenues for government to apply towards problems. Law enforcement's ability to solve problems, whether societal, legal or otherwise, adds to its credibility. This, in the minds of some, may raise the issue of, "Why even bother with a review mechanism for law enforcement services?" Of course the flip side of this is a public expectation that revenues will be spent wisely and in accordance with the priorities of the community. Some type of review mechanism, beyond the normal budgetary systems already in place, may be beneficial and assist law enforcement in demonstrating the appropriate use of its finances and resources.

However, if the current California experience continues, i.e. a reduction in revenues, the impact could be quite negative. Public expectations placed upon law enforcement continue to grow, particularly as violent crime or its perception increases. Yet revenues, which translate into services, decline. This conflict

may very well result in an even greater increase in public desire for a review of law enforcement services. Rather than manage by crisis and await this event, perhaps law enforcement should consider a proactive approach?

TREND 4: LEVEL OF CIVIL DISOBEDIENCE

Civil disobedience was interesting in that the "will be" trend displays a mild increase (15%) from 1992 to 2002 when the "should be" trend suggests a decrease during the same period. Concern over such emotional social issues such as hate crime, employment, the economy, homelessness, violent crime, mental health and abortion, all raise the feeling of alarm which influences this trend. However, again, the belief that the people who believe in the democratic system of government as worthwhile raises the hope that enough of these issues will be addressed to allay any type of significant civil disobedience promulgated in order to effect change.

TREND 5: AMOUNT OF MINORITY REPRESENTATION IN LAW ENFORCEMENT

Both the "will be" and the "should be" trends in this statement area display significant increases. The perception is that numbers have almost doubled from 1987 and that the trend is going to continue in this direction. Low numbers of minorities represented in the ranks of law enforcement, places law enforcement organizations at great odds with those segments of the community it serves that are minorities. Whether reality or perception, distrust and animosity occur when the ranks of law enforcement are viewed by a minority group as non-representative.

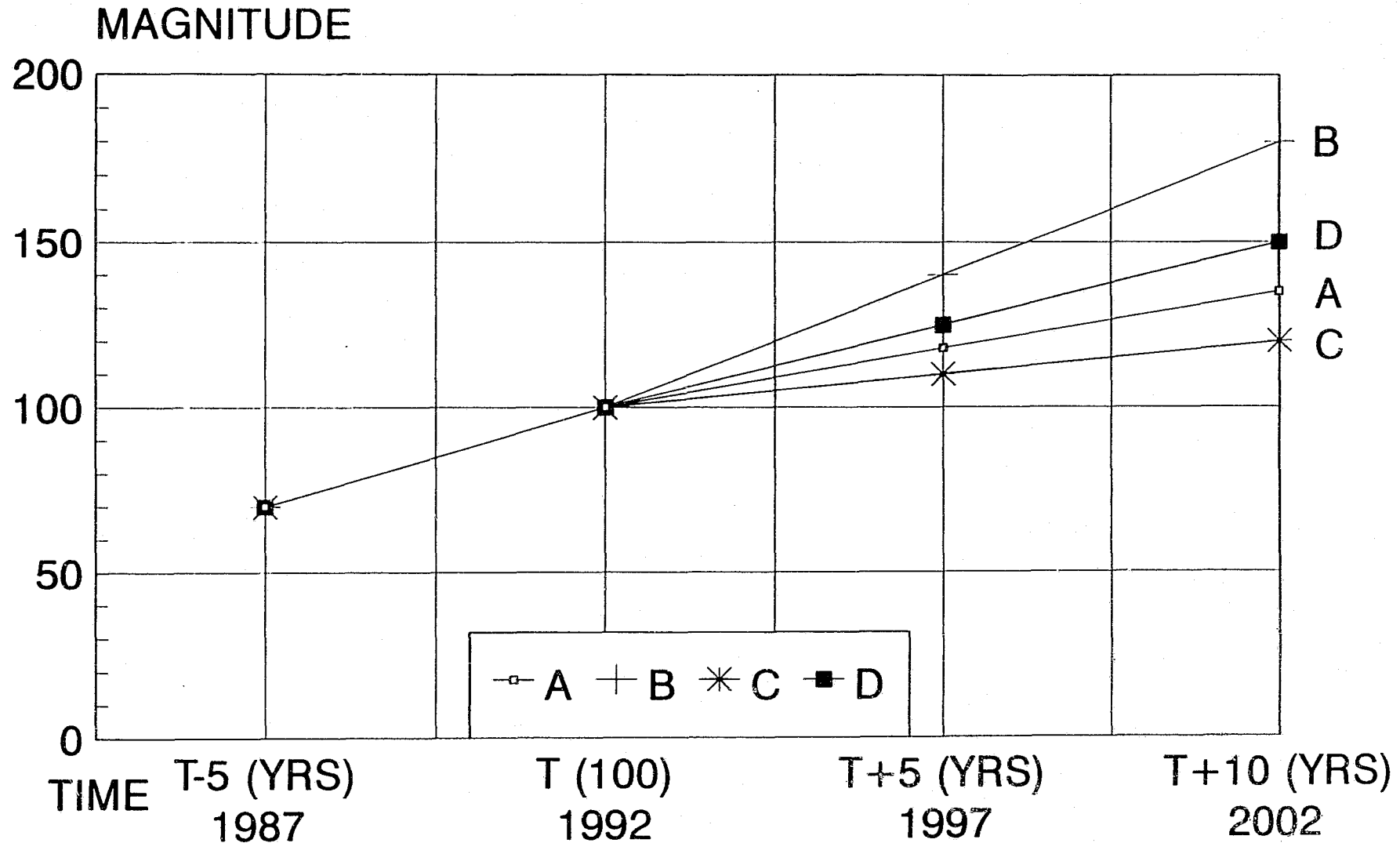
This trend is encouraging for the simple reason that this

issue takes away from other areas of importance for many communities. Although improvements are needed, to focus in a negative manner on this area at the expense of other positive accomplishments or in a manner that actually perpetuates the discrepancy, would seem to be contrary to the best interest of the community (including minority segments).

Impact by this trend is meaningful. It is an indication that parity is being worked towards at a rate that the general public finds acceptable. Reaching parity in the area of minority representation among law enforcement ranks, removes another issue for review. Rather than evaluating whether enough is being done to reach the goal, time can be spent instead insuring that the maintenance of proper levels of representation occurs. This is a much less divisive issue overall.

DEGREE OF PUBLIC SCRUTINY OF LAW ENFORCEMENT

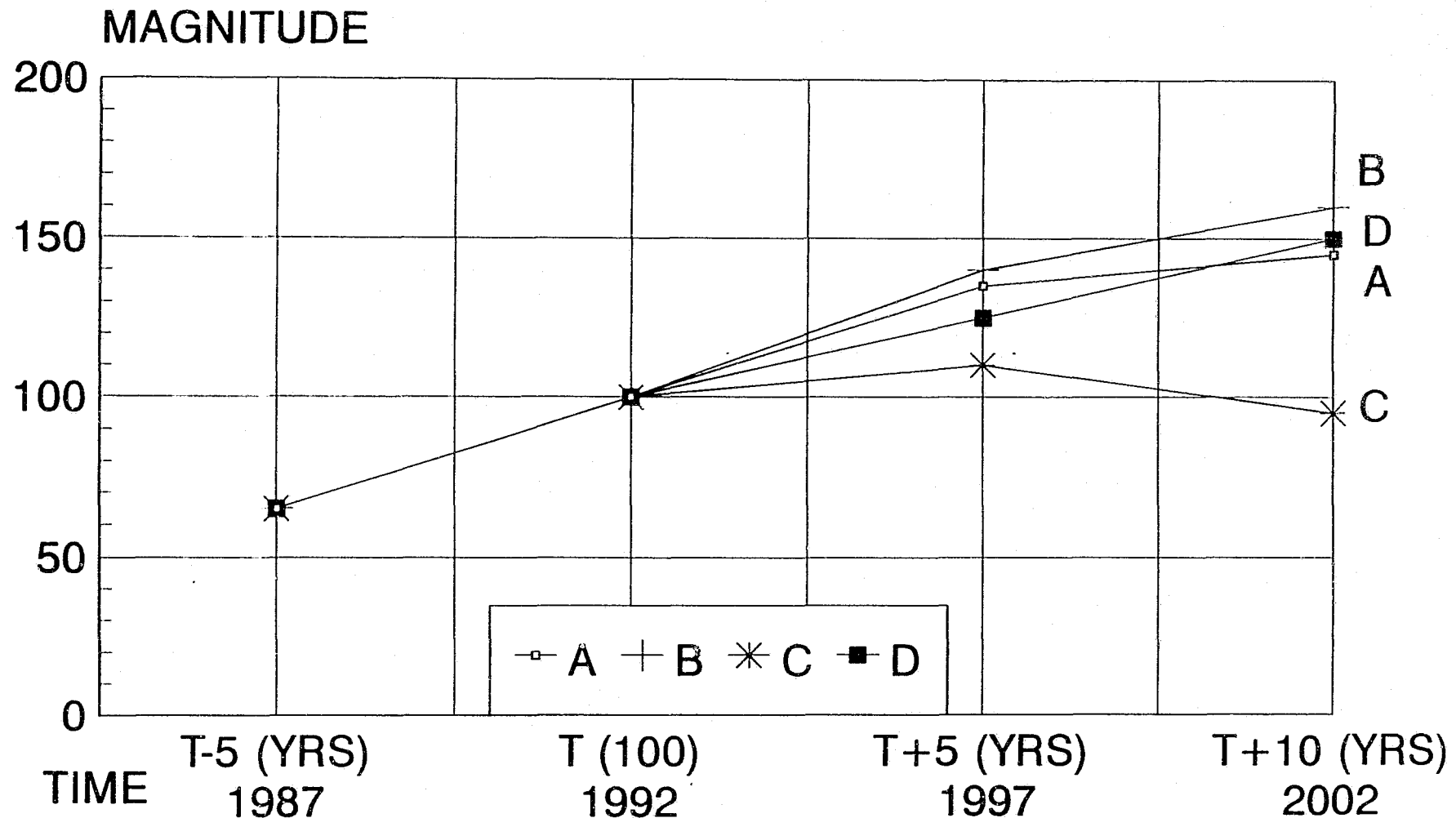
TREND #1



A = MEDIAN NOMINAL FORECAST, B = UPPER QUARTILE FORECAST
C = LOWER QUARTILE FORECAST, D = MEDIAN "SHOULD BE" FORECAST

LEVEL OF VIOLENT CRIME

TREND #2

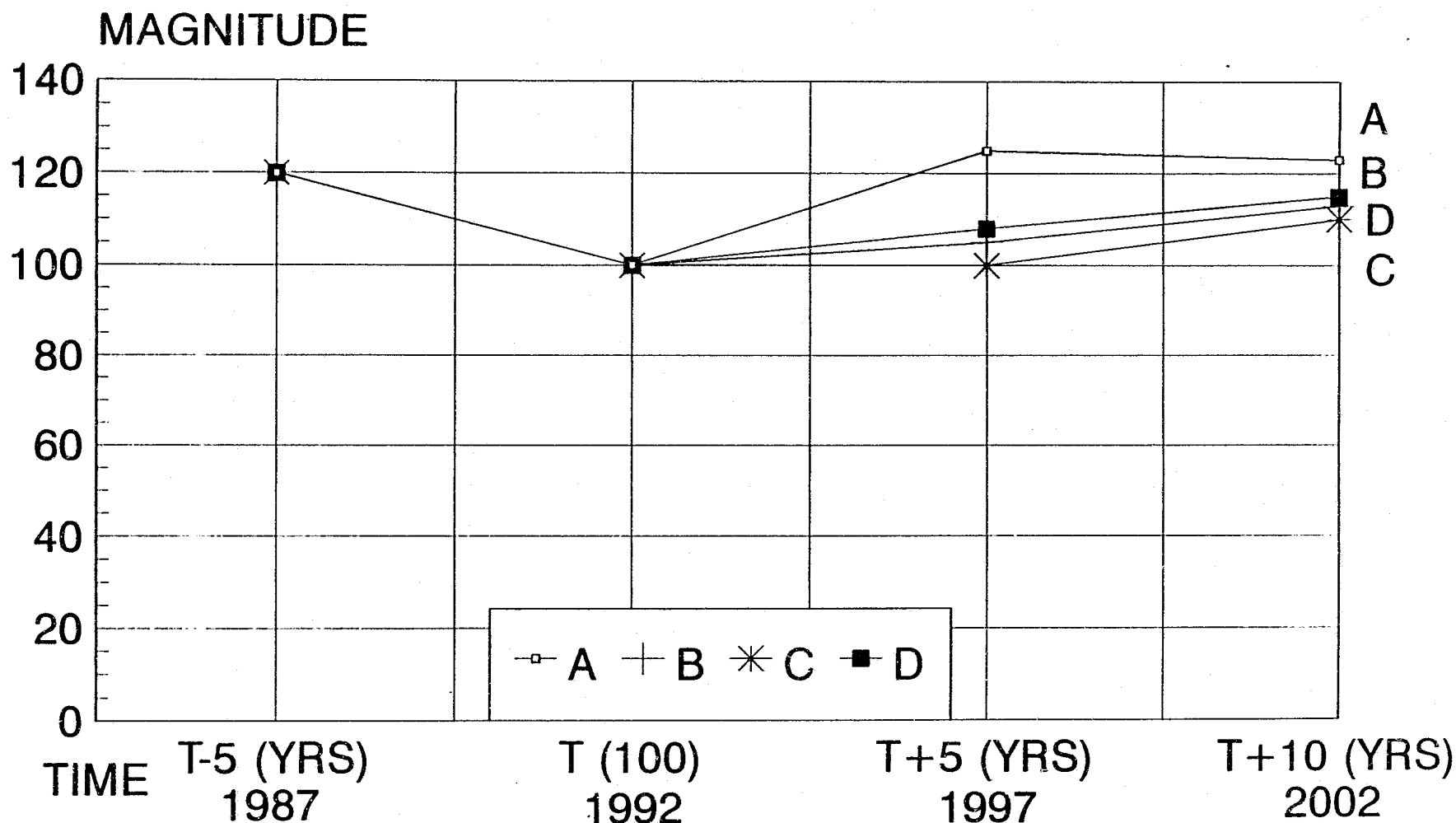


A = MEDIAN NOMINAL FORECAST, B = UPPER QUARTILE FORECAST
C = LOWER QUARTILE IN GROUP, D = MEDIAN "SHOULD BE" FORECAST

LEVEL OF NATIONAL ECONOMY

TREND #3

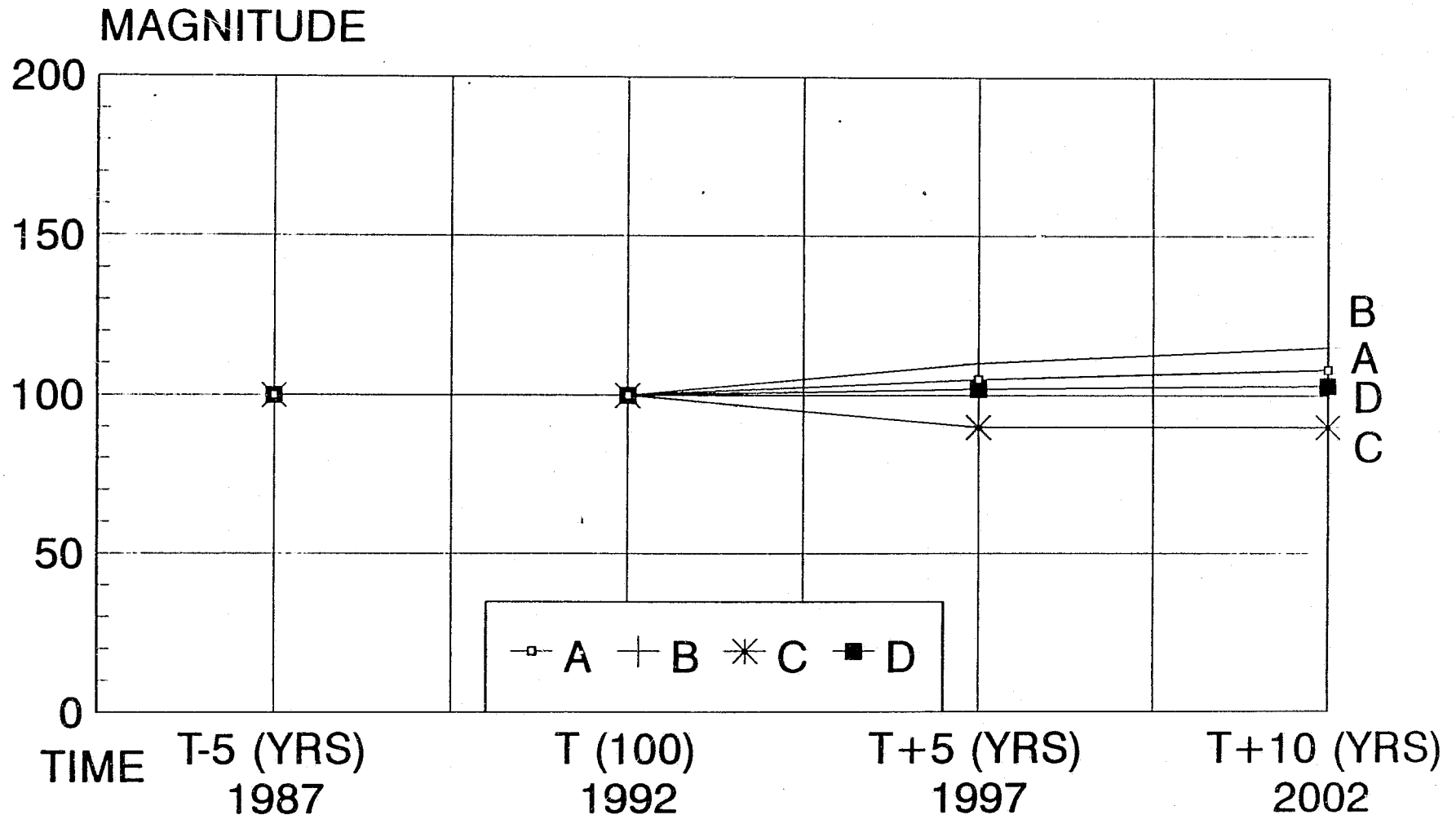
ILLUSTRATION #4



A = MEDIAN NOMINAL FORECAST, B = UPPER QUARTILE FORECAST
C = LOWER QUARTILE FORECAST, D = MEDIAN "SHOULD BE" FORECAST

LEVEL OF CIVIL DISOBEDIENCE

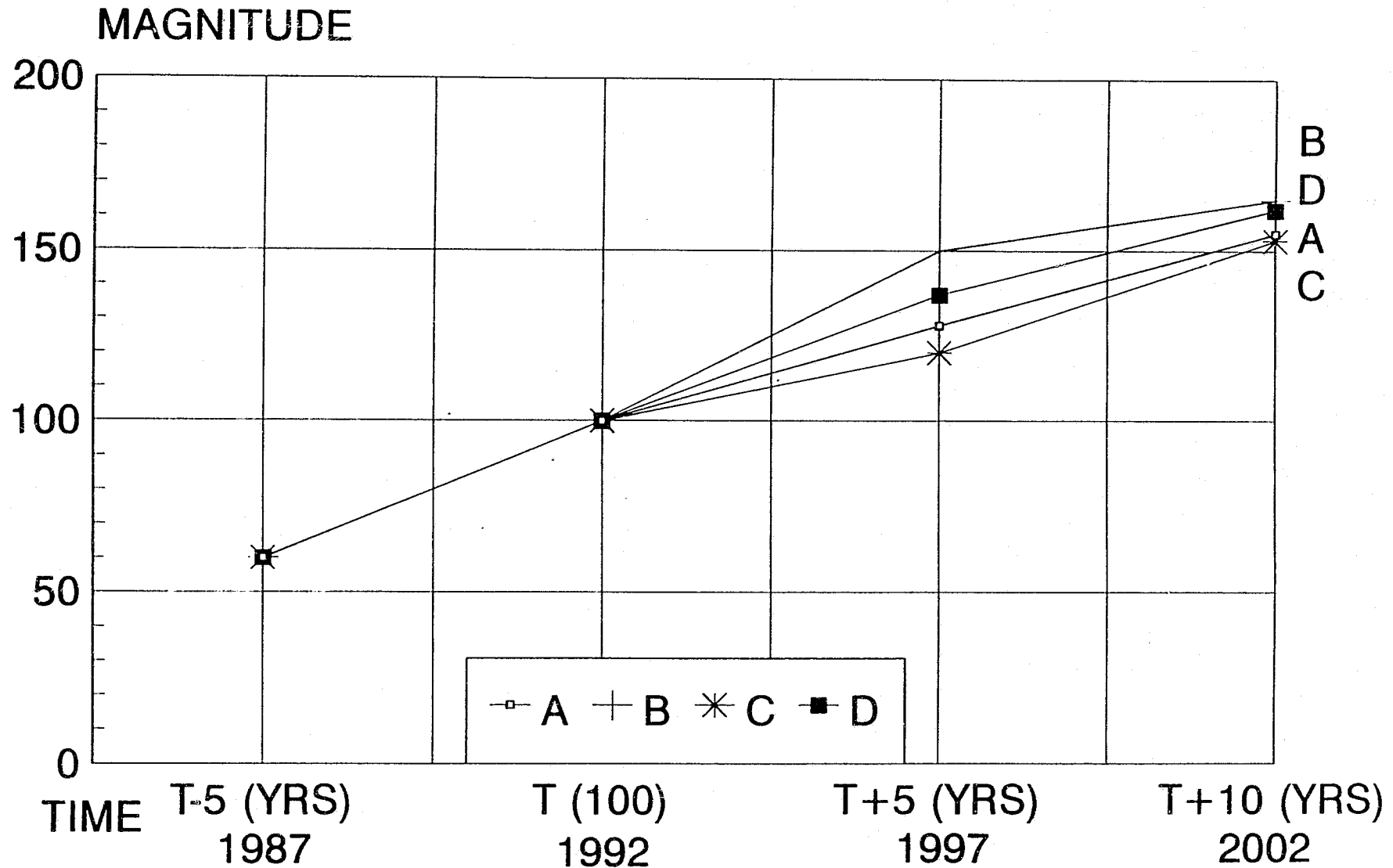
TREND #4



A = MEDIAN NOMINAL FORECAST, B = UPPER QUARTILE FORECAST
C = LOWER QUARTILE FORECAST, D = MEDIAN "SHOULD BE" FORECAST

AMOUNT OF MINORITY REPRESENTATION IN LAW ENFORCEMENT

TREND #5



A = MEDIAN NOMINAL FORECAST, B = UPPER QUARTILE FORECAST
C = LOWER QUARTILE FORECAST, D = MEDIAN "SHOULD BE" FORECAST

EVENT EVALUATION NARRATIVE

The top five event statements were taken through three rounds of the Modified Delphi Panel at which time consensus was reached on the results. The Panel predicted the "years until probability first exceeds zero" for each event statement and the probability five years from now and ten years from 1992. Also forecast was the positive and negative impact on the issue area if the event were to occur.

Each event had an increased probability of occurrence between 1997 and 2002. The occurrence of each event had a negative impact on the issue area. Two events were not viewed as having any positive impacts. Specifically, "another 'Rodney King' incident occurs" and, "a 'rash' of hate crimes occur" were viewed by the panel as entirely negative events. Unfortunately, each was also rated with a 99 out of 100 probability of occurrence during the next ten years with only one year of probability until its chances of occurring exceed zero. In other words, great potential exists for immediate negative events to occur which will impact upon "what the community based mechanism for impact and review of law enforcement services will be by the year 2000."

This gives cause, not just for those in law enforcement to be alarmed but also, communities in general. Violent responses to social injustice are becoming the norm rather than the exception simply based upon constant media reports of these type of situations. One only has to look to the Rodney King verdict and its aftermath to view such an example. In lieu of this, this topic

area is one that would seem to require priority attention from all communities.

Interestingly, the event, "a statewide system of police review commissions enacted" incurred a positive ranking (out of ten) of three (3). This was somewhat of a surprise. Explanations included such reasons as: an additional forum for dialogue; public evaluation in the review of policies and procedures was seen as beneficial; more involved citizen input into the budget and law enforcement resources would help prioritize these services above others that are not safety oriented; it might help ease law enforcement frustrations regarding misperception of services and events.

Of course, this was brought into perspective by the negative impact which was rated at a five (5). Much of this was related to the fear of being constantly criticized in a public forum for events and occurrences one may have had little control over. Such a situation is seen as contrary to stabilized services and disenchanting to the morale of an organization of people, i.e. the law enforcement agency. Quite a bit seems to deal with the issue of trust. A police review commission was seen by panel participants as a political body. The motives of political bodies have a history that entails a lack of integrity and the making of decisions based upon personal interests or special group interests as opposed to what is in the best interest of a community as a whole. These negatives were viewed as outweighing the positives.

This particular event is even more interesting when one speculates what the results might have been twenty years ago, or

even ten years ago. It is doubtful that any positive impact would have been suggested and probably that the negative impact would have been rated much higher. In itself, a brief analysis of this event suggests a trend with interesting and ongoing levels. A trend that is likely to have an impact on the world of law enforcement in the future.

Finally, it was interesting to note that, "POST is eliminated" was forecast to have any positive impact whatsoever (it received a rating of 1). To some, it was felt that the issue area is a local issue and the more localized that training and other related functions of a law enforcement agency can be, the better the results. However, the overwhelming opinion was that the elimination of POST would have a severely negative impact on the issue area (a rank of 8). The message here seems to be that POST is very much needed, but training should be localized to the highest degree possible.

EVENT EVALUATION FORM

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)	NEGATIVE (0-10)
STATE LAW OUTLAWING PURSUITS IS PASSED	3	50	65	1	5
PEACE OFFICER STANDARDS AND TRAINING IS ELIMINATED	3	30	50	1	8
ANOTHER "RODNEY KING" INCIDENT OCCURS	1	90	99	0	9
A "SERIES" OF HATE CRIMES OCCUR	1	75	99	0	9
A STATEWIDE SYSTEM OF POLICE REVIEW COMMISSIONS ENACTED	1	25	40	3	5

TABLE #2

EVENT GRAPH NARRATIVE

The five events have each been separately graphed out, depicting the median, the lower range and the high range. Each forecast begins at the point where the probability of occurrence first exceeds zero.

EVENT 1: STATE LAW OUTLAWING PURSUITS IS PASSED

This event was forecast for first exceeding zero probability at three years with a greater than average (65%) likelihood of occurring after nine years. The emotions stirred from a pursuit involving death or injury, particularly to an innocent bystander or to a minor, have focused attention on whether the importance of arresting a fleeing suspect in a moving vehicle exceed the risks that can be created by a fleeing vehicle being operated without due caution for the safety of the public. The passage of legislation prohibiting such pursuits would actually impact the issue area in a positive sense by removing one of the areas of debate for review, i.e. vehicle pursuits. However, the negatives of routinely allowing, without reason, other than that legislated, a fleeing suspect in a vehicle to evade arrest is seen as being even more negative than the public safety risks involved with a pursuit. Some middle ground would seem beneficial.

EVENT 2: POST IS ELIMINATED

This event was forecast for first exceeding zero probability at three years with an even chance of occurring at ten years. The impact on the issue area could be very interesting. In most ways this event could be quite negative - less training, no scrutiny of

correct training, no criteria for correct training, decrease in training funding overall, lack of training consistency statewide and less public input into law enforcement training. All of this would be very harmful towards law enforcement's credibility. This in turn could promote more stringent performance review expectations and greater criticisms, furthering a perception about law enforcement that would be negative. The end result of all of this could be fewer applicants for law enforcement positions, shorter career paths, higher numbers of stress claims and elevated costs associated with operations and personnel.

EVENT 3: ANOTHER RODNEY KING INCIDENT OCCURS

The group believed that a likelihood existed that another Rodney King incident could first exceed zero probability by year one with a probability of 99 on a scale of 100 that it would probably occur by year ten. If another Rodney King incident occurs, the impact on the issue area could be dramatic. This would fuel the emotional fires of Police Review Boards around the nation. The potential for bad law to materialize based upon emotion rather than reason would be quite real. The conflict with this incident is that it is quite likely to occur. The question this raises is, how best to prepare to deal with this set of circumstances so that communities prosper from it (or at least deal with it objectively) rather than become divided by it.

EVENT 4: A RASH OF HATE CRIME OCCURS

Having its first chance of occurring at one year, this event likelihood rises sharply between 1993 and 1997 - peaking at 99 on a scale of 100 at year 2002. The occurrence of this event could

have a favorable impact on the issue area. A rash of hate crime would offer an opportunity for law enforcement to assume a leadership role in the community. The "knight in shining armor" syndrome was mentioned. Of course, an ill-timed response or one which the community saw as inappropriate or insufficient would also contribute in a very negative sense towards the issue area. Hate crime is seen as a societal issue which law enforcement is expected to deal with and if possible prevent, or at the least quickly bring to justice. Hate crime is one of this nations social inequities and generates debate regarding the existence of sufficient social resources designed to eliminate the root causes. If unsolved, it also represents a law enforcement failure in the minds of many. Such a failure raises the issue of reviewing law enforcement performance to confirm that everything that could have been done did actually occur. And, that it occurred in the most efficient and sensitive manner possible.

EVENT 5: STATEWIDE SYSTEM OF POLICE REVIEW COMMISSIONS ENACTED

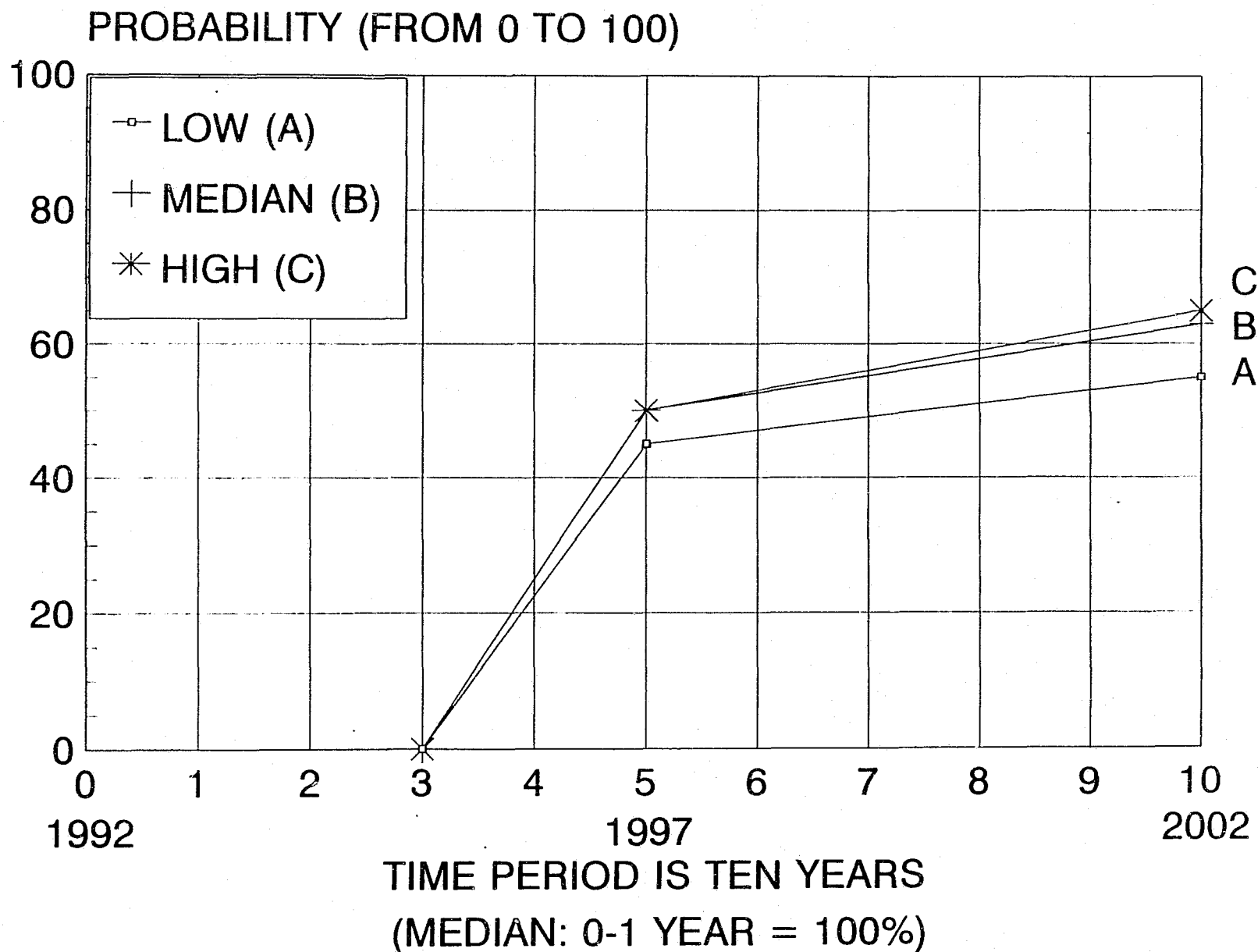
Seen as first exceeding zero probability at four years, probabilities climb quickly by 1997 to 20 on a scale of 100 and then double at year 2002 to 40. Were it to occur, unquestionably, a Police Review Commission would become at least a part of every communities review mechanism for law enforcement services. The impact on the issue area could be dramatic - both negative and positive. The internal law enforcement organizational turmoil, as well as the resentment from those communities not desiring another layer of state mandated government, could be quite negative. The political backlash from this could be interesting to observe.

Communities may lose the ability to customize the review of law enforcement services for themselves. Rather, a very large aspect of review would be placed into operation under state guidelines with communities required to comply with those guidelines.

There could be some positives associated with this. Conflict over the issue may taper off due to the uniform existence of police review commissions throughout the state. Beyond that, the actual manner of operation (personality) of each commission in each community would have to be assessed to determine if it was a positive or a negative.

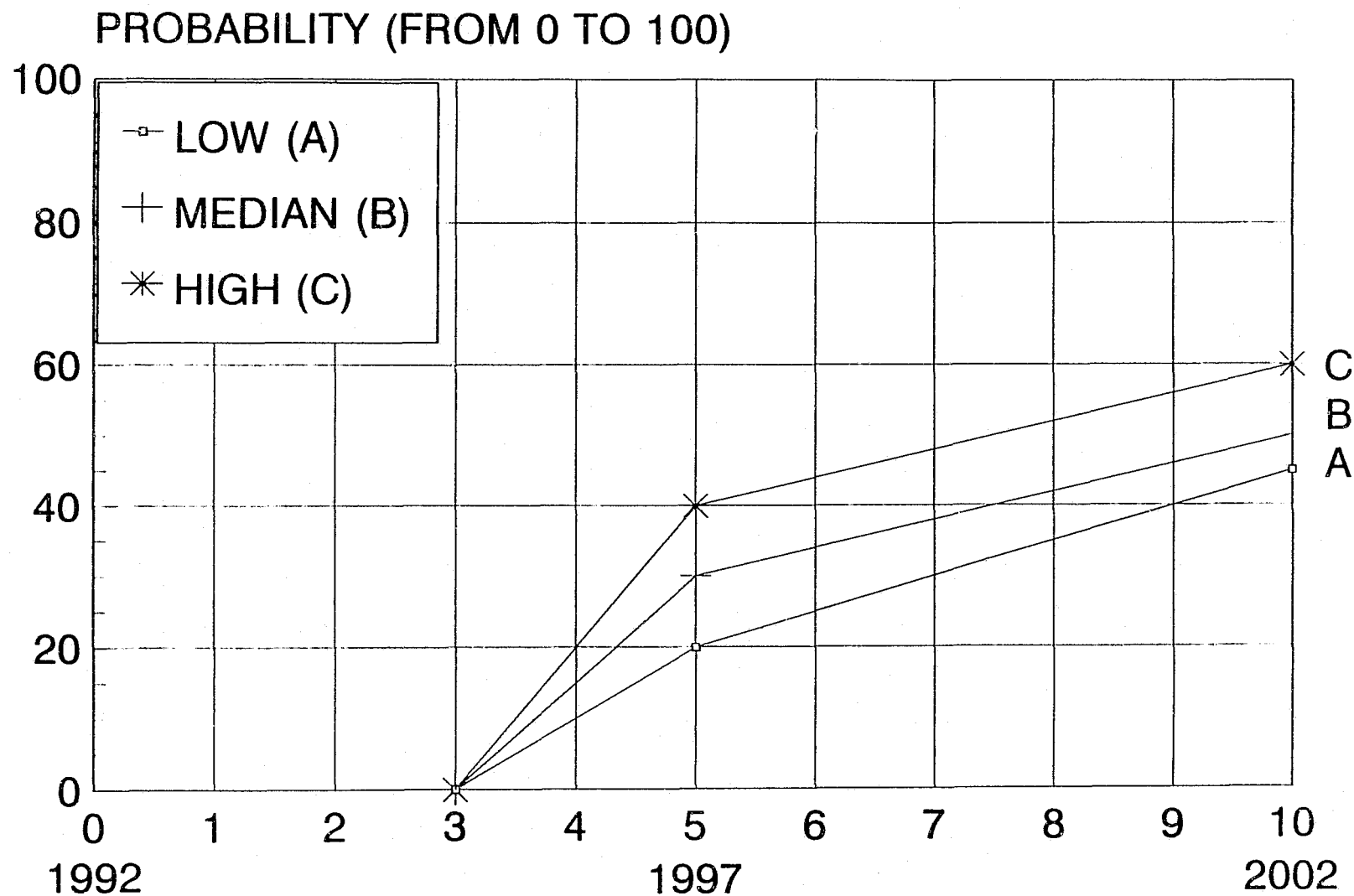
STATE LAW OUTLAWING PURSUITS IS PASSED

EVENT #1



POST IS ELIMINATED

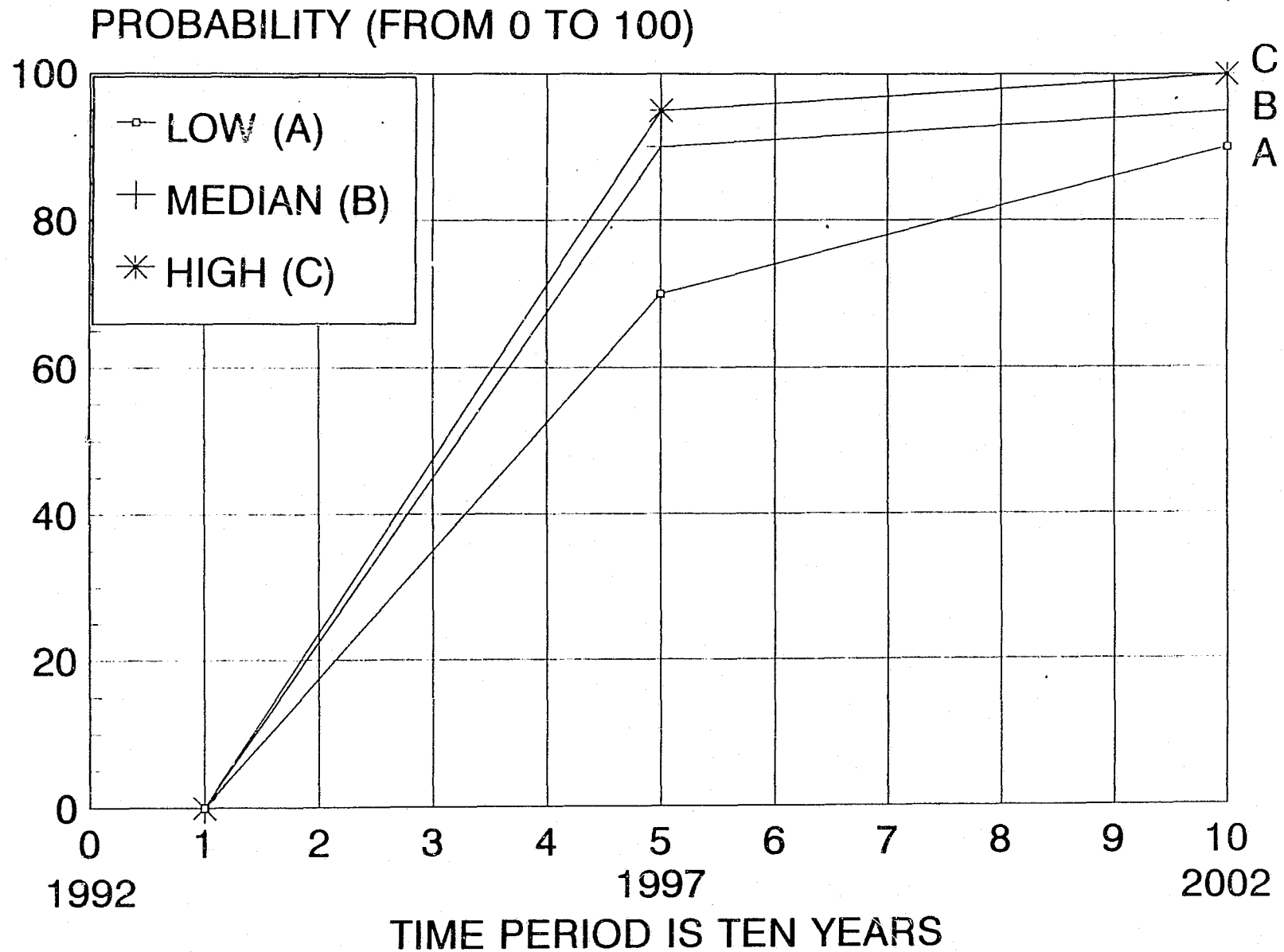
EVENT #2



TIME PERIOD IS TEN YEARS

ANOTHER RODNEY KING INCIDENT OCCURS

EVENT #3



A SERIES OF HATE CRIME OCCURS

EVENT #4

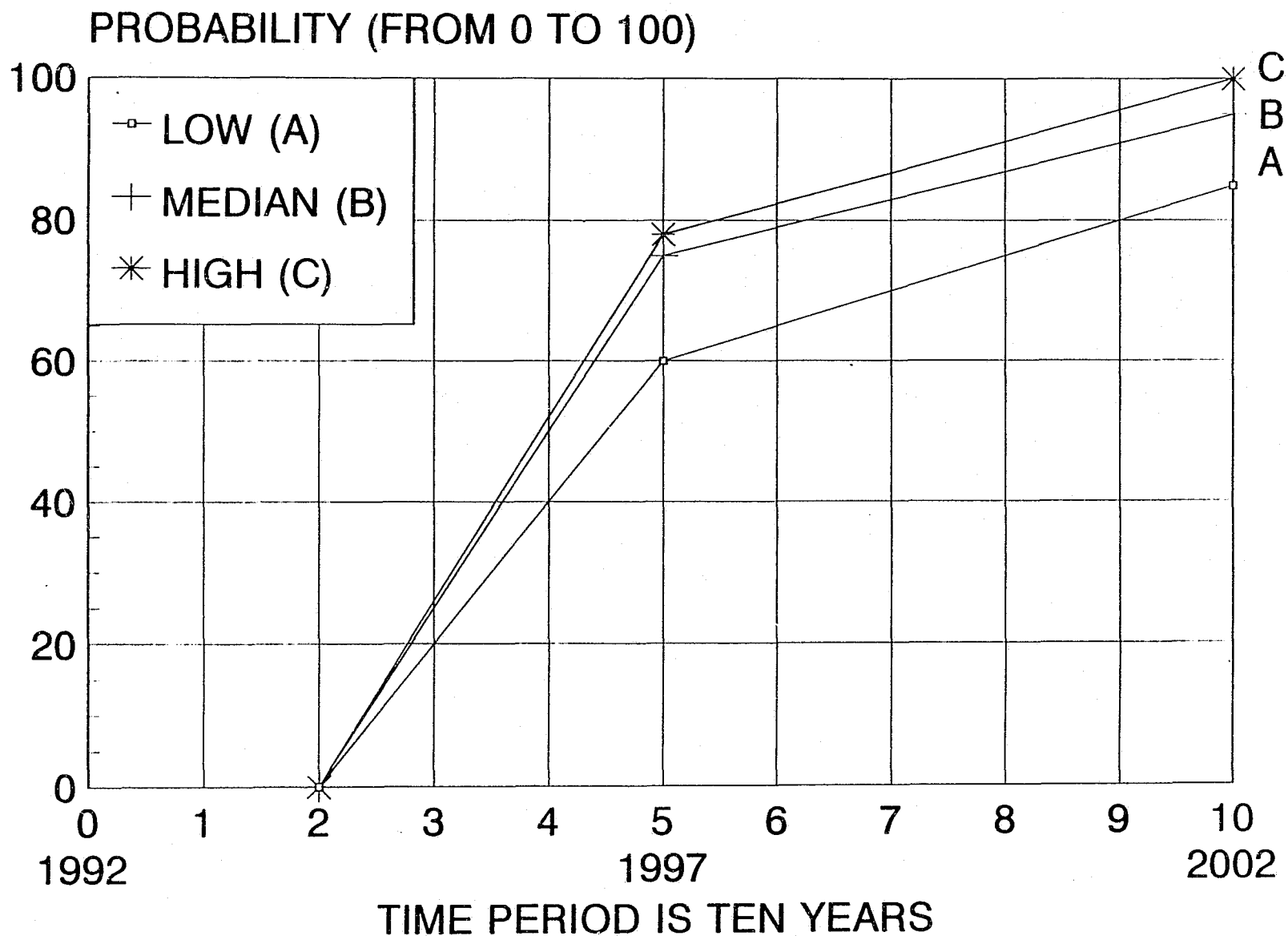
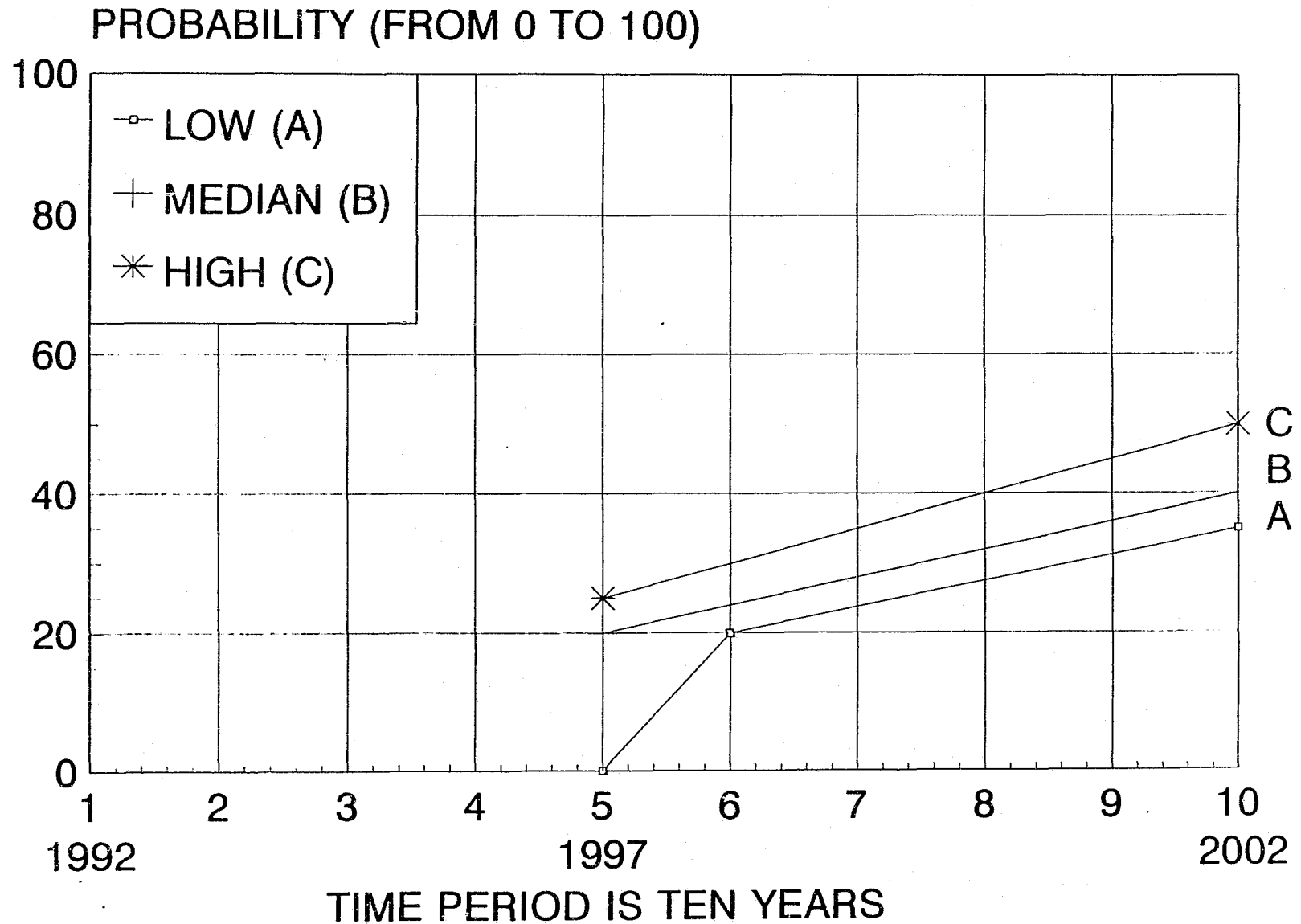


ILLUSTRATION #10

STATEWIDE SYSTEM OF POLICE

EVENT #5



BASIC CROSS-IMPACT EVALUATION MATRIX

The five events were used to depict how the occurrence or non-occurrence of each event in a set of previously forecasted events affects (1) the subsequent probability of occurrence of each of the other events in the set; and (2) the subsequent level of each trend in a set of previously forecasted trends. Each event cannot impact itself and the matrix displays this. Impacts were developed based upon consensus input from the Modified Conventional Delphi process panel. The interrelatedness of events impacting other events and trends was charted to allow visual input and support into the preparation of plausible scenarios.

HIGHLIGHTS OF CROSS-IMPACT ANALYSIS

There were two highest reactor events; "POST is eliminated" and "A Statewide System of Police Review Commissions is Enacted" tied as reactors. However, as an Actor "POST is eliminated" displayed a higher level of influence.

Four events displayed significant Actor qualities, they were:

- State Law Outlawing Pursuits is Passed
- POST is eliminated
- Another 'Rodney King' Incident Occurs
- A 'Rash' of Hate Crime Occurs

There was one event which had the greatest impact on all five trend areas. This was: "A 'Rash' of Hate Crime Occurs." Such an event, even though somewhat trend-oriented, has a most divisive quality in relationship to a democratic society and on-going issues. It raises emotions and calls into question the ethics and values of the American people. It also represents an event which

is very likely to occur. The combination of its high probability for occurrence, along with the part it will play as an Actor, should heighten both anxiety and preparations for dealing with it.

Not far behind and closely associated in similar ways, is the event: "Another 'Rodney King' Incident Occurs." By simply evaluating the concern expressed over trial verdicts in the Rodney King case, one can develop a understanding of the potential for problems that will result when "Another 'Rodney King' Incident Occurs." The damage could be worse the next time simply because of a lingering national sense of dissatisfaction with the results from the first incident. More than any other incident in recent memory, this situation paints all law enforcement people as an evil arm of a power structure designed to maintain the status quo of inequities that are based largely upon ethnicity. Those, in this country, who consider themselves among the disenfranchised will be hard-pressed to believe anything other than this. Law enforcement will contend that it is a false perception based upon isolated incidents.

However, until the premise that "perception is reality" is actually given credence by law enforcement employees at all levels, the potential for positive change is significantly limited.

The trends most consistently impacted by the events were:

- Public Scrutiny of Law Enforcement
- Violent Crime
- Civil Disobedience

These represent three trend areas of significant interest to law enforcement. Each is ripe with debate and concern over the most efficient use and investment of resources which might affect each.

BASIC CROSS-IMPACT EVALUATION MATRIX

LIKELIHOOD %/YEARS TO OCCUR

	IMPACTED EVENT						IMPACTED TRENDS					ACTOR	(NO TRENDS)
	E-1	E-2	E-3	E-4	E-5		T-1	T-2	T-3	T-4	T-5		
E-1	STATE LAW OUTLAWING PURSUITS IS PASSED						-10/3	+25/3	0	+10/4	0	7	4
E-2	PEACE OFFICER STANDARDS & TRAINING IS ELIMINATED						+10/1	+5/2	0	-5/2	0	7	4
E-3	ANOTHER "RODNEY KING" INCIDENT OCCURS						+100/1	+30/1	0	+100/1	0	7	4
E-4	A "SERIES" OF HATE CRIMES OCCURS						+20/1	+80/1	+5/2	+10/2	+10/3	7	2
E-5	A STATEWIDE SYSTEM OF POLICE REVIEW COMMISSIONS IS ENACTED						+100/1	+10/2	0	+10/3	0	6	3

REACTOR 3 4 3 3 4

TRENDS:

T1: DEGREE OF PUBLIC SCRUTINY OF LAW ENFORCEMENT
T2: LEVEL OF VIOLENT CRIME
T3: LEVEL OF NATIONAL ECONOMY
T4: LEVEL OF CIVIL DISOBEDIENCE
T5: AMOUNT OF MINORITY REPRESENTATION IN LAW ENFORCEMENT

TABLE #3

SCENARIOS

The collection of information during the Group Technique, the use of a Modified Conventional Policy Delphi Panel and the creation of the Basic Cross-Impact Evaluation Matrix offers an opportunity to create several different scenarios. Each scenario is different, but possible. In sequence, the three scenarios are: (1) Exploratory (nominal), (2) Normative, and (3) Hypothetical.

The Exploratory Scenario is based upon the "most likely" or "will be" forecasts. The Normative Scenario is based upon the "should be" forecasts of the trends, with consideration given to influence by several of the events as well. The Hypothetical Scenario is based upon information from the Cross-Impact Evaluation where trends and the event impacts are correlated.

SETTING BIO FOR ALL SCENARIOS

Chico is a California incorporated municipality of 43,700 people surrounded by a greater urban area with an additional population of another 41,000 people. A large (and old) university (15,000 full-time students plus 5,000 part-time students) supports the downtown financial base. The City is known as the medical center for the county as well as three bordering counties. The crime index was 3,076 for 1990. The ethnic composite is approximately 86% Caucasian, 8% Hispanic, 2% African-American, and 3% Asian. The City is experiencing growth at an uncomfortable rate. City infrastructure and service levels are being severely tested, yet the voting mood is not conciliatory towards increased revenue generation. Median family income is \$27,400 per year.

Unemployment tends to run 2% higher when compared to the surrounding area. Over the years, the City has done an outstanding job of attracting new commercial enterprises, through redevelopment, which have had a direct and positive impact on sales tax revenues. The Chamber of Commerce works closely with City Government and has a reputation for being an outstanding Chamber of Commerce.

City law enforcement services, by and large, have had a good reputation and enjoyed favorable relationships with the majority of the community. Some of the ethnic groups have felt at odds with their police department over the years and there have been two student riots during the past five years which strained police/student relationships. The police department does have an area reputation among other law enforcement organizations for being very professional. The ethnic makeup of the police department is very close to imaging the community ethnic makeup.

EXPLORATORY (NOMINAL) SCENARIO

Scenario One

A small group of individuals desire to see a police commission implemented with investigatory powers regarding citizen complaints. The City Council appears to be interested in a sub-committee approach to this issue. A new police chief and a new city manager are being given minimal time to study the issue and develop organizational recommendations. In general, broad based community support exists for independent law enforcement services to exist.

The police chief, in concert with the city manager, decided

not to make any recommendations on the issue of community involvement in the review process of law enforcement services. Rather, they decided that the issue will die down as it is supported only by a small vocal minority of the community. The status quo is viewed as a successful manner from which to continue operation. The movement towards community based policing, as a service oriented foundation from which to operate, should dispel any community concern regarding the overall operation of the police department. They did this even though public scrutiny of law enforcement is increasing at a tremendous rate. They based this decision on the belief that large increase in violent crime and minority representation in law enforcement during the next ten years might offset the scrutiny received.

The city manager and the chief agree to heighten affirmative action efforts. Additionally, the police department has chosen to involve various community leaders in the development of a strategy to combat hate crime as a rash of that variety of crime is likely to occur.

Although the acquittal of officers involved in the Rodney King case spurred renewed interest in a police review mechanism, this died down until a similar incident occurred again. This new incident reactivated the call for more citizen involvement in the operation of the police department. The increase in civil disobedience brought about a clash between the police department and a large group of students operating with faculty leadership. This clash resembled past riots in the physical and emotional damage it caused to the community and the allegations of

unnecessary force it prompted against the police department.

With renewed vigor, the issue of citizen involvement in the police department was raised and brought before Council. Politically, Council chose to posture in a manner that was critical of the city manager and the chief of police. Rather than proceed in a moderate direction, Council, fed by the frenzy of emotions in existence at the time, chose to take rather radical measures and supported the implementation of a formal body of citizens to govern the operation of the police department. The city charter was amended via a vote of the community to place the police chief under the control and direction of a commission composed of appointed citizens.

NORMATIVE SCENARIO

Scenario Two

A small group of individuals desire to see a police commission implemented with investigatory powers regarding citizen complaints. The City Council appears to be interested in a sub-committee approach to this issue. A new police chief and a new city manager are being given minimal time to study the issue and develop organizational recommendations. In general, broad base support exists for independent law enforcement services to exist.

The police chief and the city manager agree that enhanced levels of minority representation within the police department must continue to be a priority. This, in conjunction with the implementation of community-oriented policing as a primary mode of operation and agency philosophy within the community is viewed as

the correct direction. Additionally however, both agree that the community should become more involved in the operation of the police department. Consequently, the chief of police develops a list of community leaders who will meet, on an as needed basis, to discuss police practices, programs, policies and procedures.

Violent crime is forecast to rise during the next five years (up 10%) and then actually improve during the subsequent five year period of time (down 5%). Believing this, the Chief finds himself in a position of being able to forewarn various community leaders about the expected increase and to soften the blow with the expectation that improvement will occur. Offsetting the concern over violent crime is the expectation that civil disobedience will decrease. This, in and of itself, represents a significant relief for the police department and the community. Community criticisms of the police should evolve around violent crime as opposed to riots and other types of civil disobedience. With the Chief keeping community leaders informed of department efforts to control violent crime and providing reasons for the increase that relate more to social patterns, i.e. an increase in males between the ages of 18 and 25 (the most violent age group in this society), community leaders will be in a position to support the police department's efforts.

The Chief of Police, City Manager and Council collectively agree that a proper course of action would be for the Chief of Police to develop several different community groups to work with the police department on an informal basis, providing input and review on policy matters of interest to the community.

As time goes on, a statewide system of police review commissions is enacted. The Chief and City Manager have already developed strong and positive relationships with community leaders, formal and informal. The requirement to implement a police review commission is accepted, but with a very positive attitude regarding the police department. Consequently, the community agrees to implement a review commission that does not infringe upon management rights and prerogatives of the Chief or the City Manager and in a manner and with powers which the Police Officers' Association finds acceptable.

HYPOTHETICAL SCENARIO
Scenario Three

A small group of individuals desire to see a police commission implemented with investigatory powers regarding citizen complaints. The City Council appears to be interested in a sub-committee approach to this issue. A new police chief and a new city manager are being given minimal time to study the issue and develop organizational recommendations. In general, broad based community support exists for independent law enforcement services to exist.

A new chief of police is interested in developing a formal advisory body with which to work. The new city manager is open-minded about the concept, but fearful that should issues result, his power base may not yet be sufficient to insulate himself from any of the fallout. The city attorney has examined the concept and determined that the City Charter would allow the chief to proceed if he desires. City Council would prefer not to have to deal with this issue, but recognizes that eventually, something will have to

change which will include a way to improve the flow of information between the community and the police department.

The chief is successful in obtaining Council support and tentative city manager approval for a concept that involves a formal advisory board to the chief of police. Represented are significant entities from throughout the City (City Schools, business community, University, etc...). The Police Officer's Association is represented, as is an ethnic cross-section of the community. Additionally, a Citizens/Police Department Orientation Academy is implemented to provide interested community members with an improved understanding of how law enforcement operates. All members of the advisory committee, except law enforcement, must complete the Citizens/Police Department Orientation Academy prior to beginning any advisory responsibilities.

With the State budget in constant turmoil the ax falls on POST and it is eliminated. At the same time, a series of hate crime is rising and in another part of the State, another "Rodney King" incident occurs. The combination of all three of these events happening in close proximity to one another places a great deal of stress on the police department/community relationship.

The loss of POST impacts the credibility of the department and raises questions about the training that they can afford to obtain. The hate crime brings fear and emotion to the forefront of daily operations within the City. The "Rodney King" remake throws considerable fuel on the police commission concept and tests the patience and stability of the community.

The Chief already has the Police Department's Community

Advisory Board in place and functioning. Associated with it is a Citizen Orientation Program about police department operation and police officer skills which allows the average citizen to experience, albeit in a small way, what a police officers job is like. With this experience by citizens comes an improved community understanding for the intricacies associated with the job as well as the need for flexibility and community support.

Public discussions between the Chief, Advisory Board members and citizens who appear at the Advisory Board meetings, which are held at locations which are "neutral," allows for emotion to dissipate and hard issues to be evaluated. The end result is that the community understands that they have a police department staffed by individuals who are trying to perform in a manner that the community agrees with and finds in its best interest. Factions within the community are not at serious odds with the police department due to the dialogue which has occurred. The Chief has been able to take advantage of the public forum provided by the Advisory Board meetings to explain and seek input on the department's Hate Crime Policy. Consequently, the policy is one which the community had input into and therefore supports. This police department projects an image which differs in positive ways from that projected by those officers involved in the new "Rodney king" incident. Although various community members are extremely angry that another "Rodney King" incident occurred, most do not believe that their police department would ever conduct themselves in such a manner.

The outcome is a meaningful experience. One that began

negative, but turned positive due to leadership and constructive community involvement.

SELECTED SCENARIO

One scenario was selected for the purpose of further evaluation. As part of that evaluation, it was necessary to develop policy statements and to assess the impact that those statements could have on the trends and events involved in the scenario. Scenario 3, Hypothetical was chosen for this evaluation. A Basic Cross-Impact Evaluation Matrix was used to assess policy impacts on Trends and Events.

POLICY STATEMENTS

In considering scenario three (hypothetical), for the purpose of developing a few brief policy statements which would, (a) help to bring about a desired future; and, (b) help to mitigate an undesired future; the following were nominated by six law enforcement mid-level managers from six different mid-size law enforcement agencies.

The Chief of Police should have ultimate responsibility for the final decision on discipline or corrective action based upon any complaint.

The Chief of Police should establish an advisory committee to make recommendations on any matter brought before it by the Chief or the community.

The advisory committee should be composed of representatives of the community, ethnic and otherwise, to the extent possible without causing unwieldiness.

Issues related to personnel matters should be kept confidential to that extent required by law or deemed to be in the best interest of the City.

To the extent possible, the Police Department should develop a policy which facilitates community involvement and interaction with the operation of the Police Department.

Police Department policy and procedures should receive review, input and constructive criticism from members of the community.

Members of the Police Department's work-force should be represented on any advisory committee.

A Police Department Advisory Committee should be authorized to review any material requested for the purpose of fully understanding a situation, policy or procedure.

Advisory Committee meetings should be open to the public, except for any portion relevant to a confidential personnel matter.

Any non-law enforcement member of the Advisory Committee should complete a law enforcement orientation program prior to acting on any recommendation to the Chief of Police.

All law enforcement incidents involving the use of force should be reviewed/evaluated by the Advisory Committee.

CRITERIA FOR POLICY SELECTION

The following criteria was selected for use in determining which policies to apply towards the estimates of impact on events and trends in the selected scenario:

1. Community support for the policy exists.
2. Organizational support for the policy exists.
3. The policy is legal.
4. Funding to implement the policy exists.
5. Sufficient consideration for possible future developments and their impact on or by the policy provides favorable indications for the policy to exist.
6. The best interest of the community will be served.
7. The best interest of the organization will be served.

After evaluating the above criteria, the following policy statements were selected for use in estimating the impact that each policy would be likely to have on those events and trends present in the selected scenario.

- A. The Chief of Police should establish an Advisory Committee to make recommendations to the Chief on any matter brought before it by the Chief or the community.
- B. The Advisory Committee should be composed of representatives of the community, ethnic and otherwise, to the extent possible without causing unwieldiness.
- C. Members of the Police Department's work-force have a vested interest in the operation of the organization and should therefore be represented on an Advisory Committee.
- D. Advisory Committee meetings should be open to the public, except for any portion relevant to a confidential personnel matter.

The above policy statements were used in estimating the impact that each policy had on events and trends in the selected scenario. A Basic Cross-Impact Evaluation Matrix was used to facilitate this process and is included.

EVENTS AND TRENDS IN SCENARIO THREE

For the purpose of assessing the policy statements in Scenario three, the following events and trends, based upon previously mentioned forecasts, will be assumed to have occurred in scenario three:

EVENTS:

- E2. Peace Officer Standards and Training is eliminated.
- E3. Another Rodney King incident occurs.
- E4. A series of hate crimes occurs.

TRENDS:

- T1. Degree of closer public scrutiny of law enforcement occurs.
- T2. Level of violent crime rises.
- T3. Level of national economy improves slightly.
- T4. Level of civil disobedience increases.
- T5. Amount of minority representation in law enforcement increases.

POLICY IMPACT ON PROBABILITY OF EVENTS & TRENDS

Policy "A" impacted Event 2, "POST is Eliminated:" not necessarily by increasing or decreasing the probability of occurrence, but rather by making an overall negative event more positive through the implementation of this policy. It also impacted Trend 1, "Closer public scrutiny of law enforcement occurs;" and Trend 5, "minority representation in law enforcement increases." In the case of Trend 1, it lowered the potential increase. With Trend 5, both the potential increase also diminished as compared to not having the policy in existence. Trend 5 improvement is based upon an overall improvement of perception about law enforcement within minority communities. The trend levels in the first two cases would be lowered by the impact that policy "A" would have on them. However, the probability would increase in Trend 5 which would be positive if a goal is to increase minority representation in law enforcement.

Policy "B" had a more pronounced impact on the events and trends. In the case of Event 3, "Another Rodney King incident occurs;" the probability of occurrence remained steady, similar to the impact by policy "A"; however, the moment of probability actually stretched out further in the future. Its impact on Event 4, "A rash of hate crimes occur;" resulted in a significant reduction in the probability of that event. This is largely attributed to the diversified group which would be working together within the community context of the Policy Advisory Committee. The working relationships observed by the community would be example

setting. Support from various community groups would be built into a response against any hate crime incident(s). Community involvement in the Police Department would lessen that type of public scrutiny designed to interfere in the operation of police business. It would enhance overall public scrutiny in a more positive fashion. The probability of the negative type of scrutiny would decrease while the positive variety would increase. The moment of probability remains the same. With Trend 4, "Civil Disobedience Increases;" a reduction in the probability factor occurs, however the picture regarding the moment of probability does not improve. Again, however, a favorable impact is seen with Trend 5, "Minority representation in law enforcement increases." Again, this is presumed due to an overall perception that minority involvement in the business of law enforcement is desirable. After all, it would be the Chief of Police who sanctions this concept through the selection/choice of minority representation on his or her advisory committee. As a caveat however, a lack of minority representation could do just the opposite.

Policy "C" had very little impact across the board. It had virtually no foreseeable impact on the events and only minimal impact on the trends. Trend 5, "Minority representation in law enforcement increases;" was seen to prosper by the possibility of being, first, involved in law enforcement and secondly, on the advisory committee. The example this would set could be used to enhance minority recruitment and to exemplify a friendly and diversified work environment. It not only increased the probability of occurrence, but it also shortened the moment of

probability. Both are very positive.

Policy "D" had the most significant impact. "Advisory Committee meetings will be open to the public. . .," negates the perception by the general public about the shroud of secrecy that tends to cloud most law enforcement businesses. This policy resulted with an impact on Event 3, "Another Rodney King incident occurs;" by stretching even further than before, the time lines on the moment of probability. Its impact on Event 4, "A rash of hate crimes occur;" lowered both probabilities, primarily because of the part a public advisory group such as this could play in educating the community about the issue of hate crime. This policy had the most impact in the trend area where it affected four out of the five used. Trend 1, "Closer public scrutiny of law enforcement;" was greatly impacted. The public's general perception is that police departments do a lot of "secret stuff." This may well be true from an operational perspective. However, from a business perspective it couldn't be further from the truth. This policy would allow that difference to become clearer. In a most positive sense, this policy would lower the nominal trend level and lessen the probability of occurrence. Trend 2, "Violent crime rises;" would also be impacted slightly and over time. Violent crime should be the business of every community - not just its police. This policy would make much more public, the issue of violent crime and it would allow a small body of community members (Advisory Committee) to make it a community priority. Trend 4, "Civil disobedience increases;" The Advisory Board and its public meetings would be viewed less as a governmental control mechanism and more

as an arm of the community. This would lessen the likelihood of civil disobedience motivated by a gap between the community and the police. Finally, this policy is predicted to have a negative impact, initially, on Trend 5, "Minority representation in law enforcement increases." This is due to a transition into a more public and less private mode of operation. Perhaps less employee confidentiality will result and this would have an overall impact of reducing the numbers of people interested in law enforcement careers. However, this is viewed as a temporary condition which will rectify itself as time passes and the forecasted impacts occur on events and trends, all of which enhance the communities perception of law enforcement as a whole.

BASIC CROSS-IMPACT EVALUATION MATRIX

PROBABILITY/TREND LEVEL

IMPACTING POLICY	IMPACTED EVENT						IMPACTED TRENDS					REACTOR
	E2	E3	E4				T1	T2	T3	T4	T5	
A. CHIEF OF POLICE MAY ESTABLISH AN ADVISORY COMMITTEE.	+10//3	+10/4	0				+50/2	0	0	0	+15/2	4
B. ADVISORY COMMITTEE SHOULD BE COMPOSED OF COMMUNITY MEMBERS	+10/3	+10/5	+10/2				+40/1	0	0	+20/1	+20/2	6
C. MEMBERS OF THE POLICE DEPARTMENT WORK FORCE SHOULD BE INCLUDED	0	-10/1	0				0	0	0	0	+15/2	2
D. ADVISORY COMMITTEE MEETINGS WILL BE OPEN TO THE PUBLIC	+10/3	-10/6	-10/2				+30/1	+10/3	0	+25/2	-5/1	7
ACTOR	3	3	2				3	1	0	2	4	

EVENTS:

E2: POST IS ELIMINATED
 E3: ANOTHER RODNEY KING INCIDENT OCCURS
 E4: A RASH OF HATE CRIMES OCCURS

TRENDS:

T1: PUBLIC SCRUTINY OF LAW ENFORCEMENT
 T2: VIOLENT CRIME
 T3: NATIONAL ECONOMY
 T4: CIVIL DISOBEDIENCE
 T5: MINORITY REPRESENTATION IN LAW ENFORCEMENT

BRAINSTORMING SESSION

Using a brainstorming session involving eight managers from the Chico Police Department (See Appendix D for list of participants by title), eight alternative strategies were developed by the panel in response to the issue of community review of law enforcement services. These were developed with an understanding of the environment, stakeholders, mission, and organization.

1. Use community surveys to seek feedback. They can be as simple as random client selection for follow-up contacts and service evaluation to overall community perceptions about police department services. Concentrate on determining community perceptions and use that information to develop direction and build quality into all services.
2. Use civic organizations to develop volunteer pools, partnerships with law enforcement programs and speakers bureaus. The contact with these organizations will allow for feedback from the community and for the transmission of specific information about the police department into the community.
3. An educational outreach program which identified community needs and matches them to department resources, utilizing a community and/or problem-oriented approach, is desirable. It must identify stakeholders in the various issues and reach out to them for assistance. It must display equality in its approach within the community. In other words, balanced attention to groups, individuals and issues should be an

objective. Formalize the speakers bureau aspect of this program.

4. A mission statement for the organization that includes language relevant to the issue of service review, community involvement, input and feedback into the operation of the police department for clarifications sake. This should include a basic philosophical statement and come from the Chief of Police. Accompanying it should be strategy ideas to help accomplish the mission and performance expectations which can be measured organizationally and individually in retrospect.
5. The implementation of a Community Outreach Unit, within the police department, responsible for coordinating police and community interaction to solve problems, provide information to the public, procure feedback for the police department and serve as a focal point for police/community communication. A primary goal for this Unit will be to create an atmosphere, within the police department and the community of openness, responsibility and leadership. Assigned staff must live the message that communication, responsibility for community problems and identifying and working towards common goals are everybody's responsibility. Crucial to the success of this Unit is the constant demonstration and expectation by all department management that every employee shares the burden of supporting and working in concert with the above.
6. A Community Advisory Board, as an arm of the Office of the Chief of Police, representing significant community segments

inside the police department. Responsibilities could include policy and procedure review, evaluation and recommendation; budget review, recommendation and support; community outreach assistance through both formal and informal lines of communication; citizen complaint review and recommendation; organizational goal and objective identifying and setting assistance.

7. A citizen's complaint review board, most likely formally adopted by the appropriate political body (i.e., City Council or Board of Supervisors), with the express purpose of reviewing and critiquing any employee about whom complaints are received. This would allow for another public body to be involved in the operation of the police department albeit, specifically to the extent that the citizen complaints impact the department.
8. The installation of a police commission is a viable option compared to direct Council or Board involvement in the operation of the law enforcement organization. It would allow for a politicized intermediate public body to directly influence the operation and delivery of law enforcement services within the community. Input, feedback and review of law enforcement services would be public and formalized.

Having identified the above as potential alternative strategies for dealing with the issue of what community mechanism will be used for review of law enforcement services, the panel, through a Nominal Group Technique rating process, selected three for further exploration. They were:

3. The Educational Outreach Program
5. The Community Outreach Unit
6. The Chief's Community Advisory Board

PROS AND CONS

Educational Outreach Program:

PROS: Could assist the community in knowing its police department in a much more detailed manner. Would send a strong message to the community. Outreach also includes educating department personnel. The "internal to the organization" aspect of this program could have positive long-term impacts on the relationship between the organization and the community. Good assignment for the development of personnel.

CONS: Could appear cosmetic to the public. Would be fearful that it would simply be a repeat of past community relations/crime prevention efforts. Difficult obtaining or freeing the resources (personnel) for assignment. Could give the false message to the organization that this effort is not every employees responsibility. Community expectations could exceed organizational abilities.

Although some of the stakeholders might initially be doubtful about the intent of this effort, over time the "Doubting Thomases" could be identified and approached in a manner that persuades them to assist. For the most part though, the community and majority of stakeholders would find this approach very natural and helpful. As a service, it could pave the road for future programs. The potential for this program to strengthen the police/community

partnership is very high.

Community Outreach Unit:

PROS: Fits into the scheme of community-oriented and/or problem-oriented policing. Could help diminish any potential for conflict at planned events by working as the agencies lead in identifying event parameters and contacts. Could help educate the organization about the community and assist with information flow. Could be available when the rest of the organization is not available. Proactive activity on its part could reduce unnecessary work for the rest of the agency and at the same time make a positive and professional impact on the community. The commitment of resources by the Chief to this effort signifies its importance and assists in imparting that message to the entire organization and the community.

CONS: The wrong person/personality assigned to this Unit could have a devastating and long term negative impact. Follow-through must occur on any problem involving this unit or the entire agency loses credibility. The rest of the organization must not receive the message that positive relations with the community is this unit's job as compared to everyone's job.

This Unit will be difficult for any of the stakeholders to criticize in any meaningful manner. Each of the stakeholders can feel that they contributed to the development and implementation of this effort, particularly, if the Chief includes them in the development process. A concern which could occur would be based upon fiscal problems and the possibility of needing to divert this

Unit's personnel to field work. However, if this were to occur, the Chief could co-op the interested part of the community into assisting with the decision.

Chief's Community Advisory Board:

PROS: Sends a direct message to the community and the organization about the importance of both. Enhances the amount of information about the police department which goes out in both informal and formal community communication networks. Is relatively cost-effective and requires few, if any, additional resources in order to occur. Involves appropriate stakeholders in the organizations operation. Allows the police department a mode in which to operate in a more public manner. Provides another opportunity for citizens to interact with the police department. Gives the department an opportunity to receive input and feedback from people who may have a perspective different from the traditional law enforcement approach to business and perhaps more innovative or correct for the community. May broaden the influence that the police department can have in a community.

CONS: Would have to be careful to avoid the appearance of manipulating the community. The Chief's intent would have to be quite real and for all the right reasons. Would create additional work for the Chief and staff. Depending upon the hidden agendas that participants might bring with them, it could be difficult to create a working relationship with some members. Conflict among such an entity could create conflict within the organization itself. Once in place, it would be politically difficult to

eliminate. Would not want it too large, it could become unwieldy. Could create a bias issue if a group decides they are not represented and wish to discredit the entire process.

Those stakeholders who believed they were represented on the Chief's Community Advisory Board would appreciate the opportunity to be involved. Any stakeholders not represented (perceived or actually) might take such exception that they try to discredit the entire process or force the appointing authority into accepting their participation. Of course, any person or group could be represented at the meetings which should be public with personnel matters excepted. As a whole, the community and stakeholders would see this as an effort by the organization to open communication in a regular and direct manner. Overall, the stakeholders will appreciate: the idea, the effort to communicate and to listen, the concept of community involvement in the operation of the police department, particularly at the insistence of the police department and the openness that it all involves.

FUTURES ANALYSIS

WHAT WILL BE THE COMMUNITY REVIEW MECHANISM FOR LAW ENFORCEMENT SERVICES IN A MID-SIZE LAW ENFORCEMENT AGENCY BY THE YEAR 2000?

The primary question remains, "What" that review mechanism will be? Recognizing that, in many cases, law enforcement organizations have the opportunity to influence their own future, the "What" would then seem, at least in part, to be up to those involved in the law enforcement arena.

In the hypothetical scenario suggested, a little more risk is taken by the Chief of Police and the City Manager. The issue is whether the risk is reasonable. This will undoubtedly be different in every community based upon politics, demography and local history. However, it was once said,

"TAKE RESPONSIBILITY...If you don't plan your future, don't worry - someone else will do it for you. The problem is, you reap the rewards or suffer the consequences of how your future is planned. You have a better chance of reaping rewards if you take the responsibility for planning your own future."

With the above in mind, the hypothetical scenario is the recommended direction to proceed in. The primary community review mechanism should be a committee of community members, working directly with and for the Chief of Police.

The sub-issues raised are relevant to the hypothetical scenario and must be satisfied in order to proceed.

"What will community expectations regarding review of law

enforcement services require in the future that is different from today?"

Communities want to have a close working relationship with law enforcement. This is displayed through the support which is routinely cast behind most law enforcement issues. The norm for most community polls is to list crime concerns and support for increased law enforcement at the top of the list.

Community expectations will be that law enforcement must represent community values and norms in a manner that respects the rights of the individual. It is important to a community that the chief law enforcement official displays a desire to work with and through the community. This must be balanced with the expectation that the chief can also take decisive action when necessary and in the best interest of the community. Law enforcement is expected to work with the community, to be a part of the community and to display leadership in addressing community concerns (these may be more than merely crime problems). A mechanism with which law enforcement and the community may work through to work with each other is the concept of the Chief's Committee, or Community Advisory Board.

"Can law enforcement employee concerns over confidentiality of personnel information be adequately addressed to allow for the existence of a community mechanism for input and review of law enforcement services?"

The concept is to allow all of the important stakeholders to play a part in recommendations. For this reason, the scenario

envisions law enforcement labor participation in the advisory committee to the Chief of Police. The philosophy goes something like this, "If the police department does not want to keep secrets from the community it's serving, then why would it want to keep secrets from the work-force within?" Both the community and the work-force should be represented on the advisory committee. This should ease some of the suspicions which might otherwise occur.

It must also be recognized that there are some matters which are personnel-related which require, either legally or just through common decency, an element of confidentiality. This realization sometimes requires community education and concession. Strong leadership from community leaders may be necessary to achieve this. However, once achieved, this should adequately address law enforcement employee concerns over confidentiality of personnel information.

"Can non-law enforcement trained people understand law enforcement concerns and issues well enough to provide direction to law enforcement?"

This occurs on a daily basis right now. City Councils, Boards of Supervisors, Judges, Juries, Review Boards, Grand Juries - all question, in hind-sight, and provide direction through their various processes to law enforcement. In most cases they do this without any benefit of basic law enforcement information. The Chief's Advisory Board would at least undergo some orientation training to allow a foundation of basic information, from which it may operate, to exist. It is important to note here that law enforcement needs to listen to those who may not be well versed in

the business of law enforcement to begin with. This provides an opportunity to identify perceptions (false or true) and to choose directions which will either prove the perception right or wrong.

The mitigations forecast to occur on the events and trends identified in this paper, should the concept of a Chief's Advisory Board be established, are sufficient to warrant serious evaluation of the concept. The exact anatomy of the Board is subject to the idiosyncracies of each community; thereby providing an opportunity to create an entity which would best serve each situation.

The Chief's Community Advisory Board represents a proactive means by which a police department can build formal and informal lines of communication into its community. Its use as a tool in which the community and police department can objectively review, in a non-threatening manner, law enforcement services represents a healthy situation. Not just for the community, but also for the law enforcement organization.

Community oriented policing and problem oriented policing are law enforcement buzz words currently being bantered about inside and outside of law enforcement circles. As meaningful as the philosophies and approaches that emanate from these concepts are, unless law enforcement is willing to be proactive in the realm of police/community communication and review, then risks and gaps may enlarge in connection to police/community working relationships or partnerships.

PART II

STRATEGIC MANAGEMENT

PLAN

A model plan for law enforcement in California, particularly communities similar to Chico, California, to deal with the issue of community review of law enforcement services.

STRATEGIC MANAGEMENT

The issue of law enforcement service review encompasses not only the more familiar citizens complaint scenario, but also a myriad of other areas. The review of policy and procedures prior to their implementation and then following their use to ensure community compatibility represents an often overlooked area of need. Program review involving interested or affected community members completed in a constructive manner, can generate community support during tight fiscal conditions and also allow for prompt modification when outmoded or nonproductive practices occur. The transference of information between the community and its law enforcement organization allows each to stay abreast of the other and to work together in a manner that supports common goals. The "we/they" syndrome that traps many communities and their law enforcement organizations, occasionally pitting one against the other, is impacted depending upon the direction this issue evolves within each community.

Most law enforcement professionals are striving to attain healthy and compatible relationships between their organizations and the communities that they serve. Conflict is part of the law enforcement business whether it's desired that way or not. Law enforcement seems to be the "middleman" in the adversarial court system. Law enforcement deals with the failures of society, i.e., homelessness, gangs, truancy, public inebriates, domestic violence, substance abuse and the list goes on. All of these problem areas, brimming with conflict, are attacked by various "professionals" espousing their own ideology and recipe for cure. Again in the

middle, law enforcement continues to deal with each problem area, representing society's stop-gap efforts in the process. How to bridge law enforcement efforts with all the different opinions and ideologies that exist in every community in a manner that wastes as little energy (resources) as possible on the conflict inherent in each, would seem to be a worthy objective.

Trends, such as the rise in violent crime, an increase in civil disobedience, a decline in the national economy and closer public scrutiny of law enforcement require that law enforcement actively pursue ways in which to involve the community and their law enforcement organization as a team effort. Potential events such as the elimination of POST, a rash of hate crimes or another Rodney King incident can either escalate the conflict between communities and their law enforcement people, or they can be used, providing the correct foundation is in place to support it, to strengthen the community/law enforcement partnership.

This strategic management plan symbolizes an effort to delineate a method by which a community and its law enforcement people can work together, openly and proactively, toward a relationship that epitomizes a positive working partnership.

SITUATIONAL ANALYSIS:

(Same Environment as on pages 45-46 and provided here for reading ease.)

Environment:

The City of Chico represents the environment for the purpose of this situational analysis. The City of Chico is a California incorporated municipality of 43,700 people surrounded by a greater urban area with an additional 41,000 people. A large and well-established university with 15,000 full-time students plus another 5,000 part-time students, supports the downtown financial base. The City has a reputation for being the medical center for the county as well as three nearby counties. The crime index was 3,076 for 1990. The ethnic composite is approximately 86% Caucasian, 8% Hispanic, 3% African American and 3% others. The City has experienced significant growth over the last decade with the trend expected to continue, albeit perhaps at a lesser rate. City infrastructure and service levels are being severely tested, yet the voting mood is not conciliatory towards increased revenue generation. Median family income is \$27,400 per year. Unemployment tends to run 2% higher than the surrounding area. Over the years, the City has done an outstanding job of attracting new commercial enterprises through redevelopment. This has had a direct and positive impact on sales tax revenues. The Chamber of Commerce works closely with City Government and has a reputation for being one of the most outstanding Chambers in the State.

City law enforcement services, by and large, have had a good reputation and enjoyed favorable relationships with the majority of the community. Some of the ethnic groups have felt at odds with

the police department over the years and there have been two student riots during the past five years which strained police/student relationships. The police department does have an area reputation among other law enforcement organizations for being very professional. The ethnic makeup of the police department is very close to imaging the community ethnic makeup.

WOTS-UP ANALYSIS

An assessment of the opportunities for, threats to, and capabilities of the Chico Police Department as they relate to this issue, data, scenario and policy considerations was performed by the management team for the police department. They are listed as: external opportunities; external threats; internal strengths; internal weaknesses and organizational capabilities analysis. The purpose of WOTS-UP analysis is to identify opportunities to be taken advantage of as well as to identify concerns to be addressed in a timely and relevant manner.

External Opportunities:

Opportunities are defined as any promising or beneficial situations in an organization's environment that are related to the issue, data collected and desired scenario. The opportunities external to the Chico Police Department are identified below. They appear sufficient to support any direction the police department wishes to proceed in.

1. The community wants to have a good working relationship with its police department.

2. Good community support exists for the police department.
3. Public agencies in the community work well together.
4. Political support exists for community involvement in the operation of the police department.
5. University student leadership has decided to support and work with the police department.
6. A change in city management is providing a positive change atmosphere.
7. Outstanding City Council and Manager support.
8. Local media willingness to objectively evaluate and report.

External Threats:

Threats are defined as those unfavorable situations in an organizations environment. The threats identified were rather general and are quite probably applicable to most law enforcement organizations.

1. Violent crime trends are continuing to escalate.
2. Acts of civil disobedience are on the increase.
3. The national economy is declining, impacting local funding.
4. Historically, minorities perceive the police department as racist.
5. An incident which could generate an emotional response to the complaint review process could occur at any time.
6. Serious competition for resource allocations exists.
7. A lack of adequate minority representation exists in public policy-making bodies.

Internal Strengths - Capability Analysis:

Strengths are those resources or capabilities an organization can use to effectively reach its objectives. The Chico Police Department can rely on many strengths. When combined with external opportunities, the Chico Police Department appears to have excellent resources to draw upon.

1. An excellent facility and outstanding equipment.
2. Above average training.
3. Management flexibility.
4. A very professional image among allied law enforcement agencies and within the community.
5. Managers with excellent skills and talents.
6. Positive morale among employees.
7. Staffing levels that allow for greater than average officer involvement in non-enforcement areas.
8. An organization mentality that promotes being the best.

Internal Weaknesses - Capability Analysis:

Weaknesses are those limitations, faults, or defects in the organization which keep it from achieving its objectives. The Chico Police Department does have some weaknesses which require awareness and attention and similar to the threats, they are rather general, again, probably applicable to many law enforcement organizations.

1. Budget constraints.
2. History of strained labor relations.
3. Some inflexibility towards change.

4. Geographical isolation from other law enforcement organizations.
5. Internal communication improvements needed.

ORGANIZATIONAL CAPABILITY ANALYSIS:

The capability analysis measures the Chico Police Department's capacity for change in several areas. Top management, organizational climate and organization competence were evaluated by the management team for the Chico Police Department. (See Appendix "E" Rating Results)

1. Top Management was viewed in the marketing category. That is one that seeks familiar change. Although the organization is going through a transition with new leadership at the helm, movement towards the strategic category is desired and in progress. Top management is interested in promoting an image of the organization that the community majority will embrace. The timing seems appropriate then to involve top management in the examination and consideration of alternative methods of police/community working relationships. The caveat will be that the ultimate choice(s) are well thought out and all options considered prior to selection.
2. The organizational climate in terms of culture/norms and rewards/incentives is behind the operation of the power structure. Careful attention must be paid to this imbalance. Preferably, rather than lowering the capability of the power structure, effort will occur to raise the perceived capabilities of the culture/norms and rewards/incentives. The

timing of this will be important as it relates to any change that occurs in terms of the organization and the community working together.

3. Organizational competence is rated very well for resources and for middle-management. The structure and line personnel categories are rated somewhat lower. This is probably fairly typical. Understanding this will be a benefit and allow management to guide the organization towards any alternatives identified and determined to be viable options. This can also be addressed by working line personnel into more of the decision making process. Mentoring and coaching could be useful in assisting them. In the end, the organization profits from a work-force that share total responsibility for its success and its failures.

LIST #5

STAKEHOLDERS AND SNAILDARTERS

Stakeholders are those individuals, groups or organizations that are impacted by what you do, impact what you do or care about what you do.

Snaildarters are unanticipated stakeholders who can radically impact your strategy.

Both of the above must be identified and their assumptions about the issue articulated in order to clearly demonstrate an understanding of the issue, alternatives and potential ramifications.

Selections were made on the basis of the individual's, group's or organization's vested interest in the issue as perceived by top management of the police department. The issue is one which is quite broad as it relates to the community at large. Consequently, many individuals, groups and organizations were identified as having something important at stake which is directly related to the issue at hand.

STAKEHOLDERS

Courts	Sheriff Department
City Council	District Attorney
City Manager	Attorneys
Chief of Police	ACLU
Police Managers	Chico Unified School District
Police Officer's Assoc.	Media
Civilian Employees	Butte Community College
Minority Groups	Customers
University Faculty	Police Profession
University Students	Rancho Chico Days, Inc.
Downtown Business Assoc.	Other City Departments
Chamber of Commerce	Hispanic Resource Council
Chico Area Recreation	Homeless Population
Gay/Lesbian Community	Hate Crime Committee
Individual Community Leaders	Review Board Advocates
Business Persons	Veterans
Taxpayers	Police Academy/Educators
Victims	Fraternities/Sororities
Suspects	Ethnic Greek Fraternities
Rape Crisis	Hospitals
Council Candidates	ABC Licensed Establishments

LIST #6

CRITICAL STAKEHOLDERS AND SNAILDARTERS

(Chosen by the Department Head)

City Council
City Manager
Chief of Police
Police Managers
Police Officers Association *SD
Minority Groups
California State University Chico Faculty
California State University Chico Students
Chamber of Commerce *SD
Chico Area Recreational District
Gay/Lesbian Community
Taxpayers *SD
Chico Unified School District
Butte Community College
Hispanic Resource Council *SD
Hate Crimes Committee *SD
Review Board Advocates *SD
Fraternities/Sororities
Ethnic Greek Fraternities *SD

*SD denotes a Snaildarter

CRITICAL STAKEHOLDERS/SNAILDARTERS AND THEIR ASSUMPTIONS

In order to fully understand the positions of the critical stakeholders and snaildarters, it is necessary to predict their assumptions. This was developed through discussions between the Chief of Police and other officials including the City Manager, City Attorney, police department employees and other knowledgeable community members.

1. City Council:

- a. The issue of further democratizing the police department is not a desired political issue to deal with by the majority.
- b. Willingness to work with the community and leadership in this direction by the police department would be appreciated and supported.

2. City Manager:

- a. Would like to see this issue result in a win/win scenario for the city as an organization.
- b. Is interested in improvements, but not in change for the sake of change.
- c. Does not wish to infringe upon any management prerogatives.

3. Chief of Police:

- a. Is interested in developing a positive partnership/relationship with as many facets of the community as are interested or possible.
- b. Wants to allow the Police Officers Association opportunity to participate with input into the operation of the department.
- c. Is concerned about the Police Officers Association ability to respond in a manner that benefits the organization as opposed to the individual.

4. Police Managers:
 - a. Are concerned about having to do more work and aren't really comfortable with people "outside the department" critiquing it.
 - b. Do not want to lose any authority.
 - c. Recognize that some change is going to happen. Either they facilitate it, or they have it done to them. Overall they want to facilitate it.
 - d. Like the idea of being committed and in tune to the community.
5. Police Officers Association:
 - a. Is concerned about the Chief leaving them out of any public process.
 - b. Is concerned that attorneys will manipulate the system.
 - c. Is worried about civilians being involved with discipline decisions.
 - d. Is worried about civilians telling them what to do.
 - e. Does not trust department management to take their needs into consideration.
 - f. Is more worried about individual members than the department or the community.
6. Minority Groups:
 - a. Distrustful of the police department, but interested in working with the department as opposed to fighting with it.
7. California State University, Chico Faculty:
 - a. Two categories seem to exist. One is supportive of the police department and interested in working cooperatively with it. The other seems to operate with a "sixties mentality" or disobedient attitude in terms of authority figures. Overall, would want to be a part of working with the police department.
8. California State University, Chico Students:
 - a. Are in town to experience freedom from their parents (often for the first time.)
 - b. Tend to resent authority and require a different type of

- law enforcement approach.
 - c. React emotionally rather than rationally to conflict with law enforcement.
 - d. Select responsive and mature leaders capable of interacting very positively with the police department.
9. Chamber of Commerce:
- a. Desire a strong law enforcement presence with a meaningful law enforcement posture to provide the perception of a safe community.
 - b. Will help the police department in any reasonable manner possible.
10. Chico Area Recreational District (CARD)
- a. Wants the community to perceive parks and other recreational areas as safe places and is willing to work with the police department in every extent possible to make that perception a reality.
11. Gay/Lesbian Community:
- a. Wants to be considered an important part of the community and wishes to have input into the operation of government to the degree that it can have a positive impact upon their lifestyle.
12. Taxpayers:
- a. As a majority are rather conservative and do not want their police department to "coddle" to special interest groups.
 - b. Respect local law enforcement and desires a strong law enforcement presence in their community.
13. Chico Unified School District:
- a. Desires a close working relationship with the police department and is interested in working together on reducing problems of common interest, i.e., Gangs, Substance Abuse, weapons on campus, etc....
14. Butte Community College:
- a. Serves as the local law enforcement training facility and desires to provide services which are needed and appreciated.

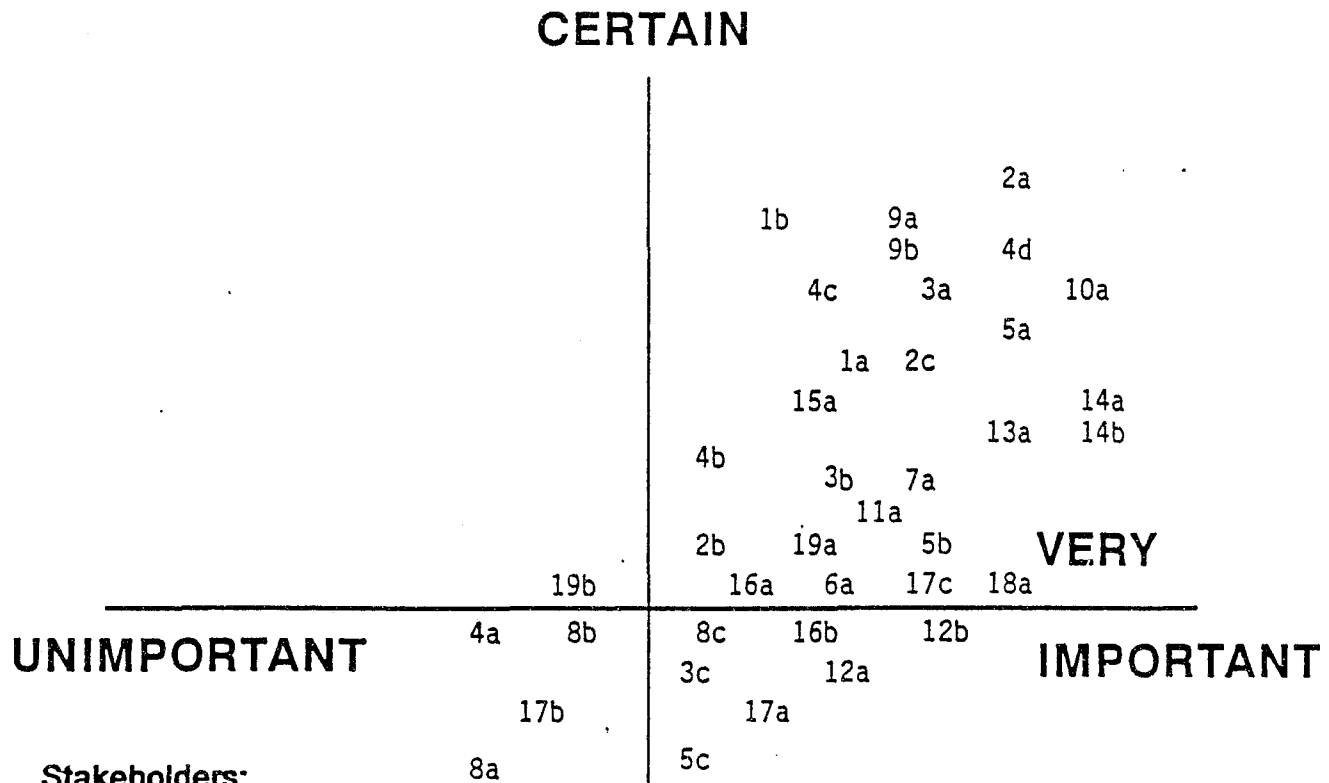
- b. Wishes to work with the police department in the same manner that they work with other institutions in the community in regards to curriculum development and offerings.
15. Hispanic Resource Council:
- a. Wants to ensure that all government organizations, but particularly the police department, considers the needs of the Hispanic community and works to represent and help the Hispanic community.
16. Hate Crimes Prevention Committee:
- a. Questions whether law enforcement really cares about victims of hate crime.
 - b. Prioritizes the special interest concern of Hate violence above any other issues and expects everyone else to do the same thing.
17. Review Board Advocates:
- a. Will not trust the police department, the City Manager or the City Council.
 - b. Consider themselves to represent true democracy at work and cannot understand why everyone does not agree with them.
 - c. Want to have personal involvement, or experience others who share their ideologies to have personal involvement, or experience others who share their ideologies to have personal involvement in the operation of the police department.
18. Fraternities/Sororities:
- a. Desire to socialize and be free from restrictive contact from law enforcement, however, they are also willing to work with law enforcement to produce a relationship which solves problems in a non-confrontational manner.
19. Ethnic Greek Fraternities:
- a. Willing to work with the police department, but very cautious about committing themselves. Concerned about being viewed as law enforcement supportive when they would probably prefer to be seen as "questioning

authority."

- b. Have a difficult time believing that police officers are actually interested in having their help. Have a built-in bias about police officers and have a difficult time seeing past the uniform to the human being inside.

These assumptions are shown on the next page with an assessment of their importance, unimportance, certainty and uncertainty as prepared by the Chief of Police.

ASSUMPTION MAPPING



Stakeholders:

1. City Council
2. City Manager
3. Chief of Police
4. Police Managers
5. Police Officer's Assoc.
6. Minority Groups
7. CSU, Chico, Faculty
8. CSU, Chico, Students
9. Chamber of Commerce
10. Chico Area Recreation Dist. (CARD)
11. Gay/Lesbian Community
12. Taxpayers
13. Chico Unified School District
14. Butte Community College
15. Hispanic Resource Council
16. Hate Crimes Committee
17. Review Board Advocates
18. Fraternities/Sororities
19. Ethnic Greek Fraternities

*Snaildarter is an unanticipated stakeholder who can radically impact strategy.

PREFERRED STRATEGY

The preferred strategy as developed by Chico Police Department upon consideration of all of the prior information is the implementation of the Chief's Community Advisory Board as an arm of the Office of the Chief of Police. Melded into this strategy is language in the organization's mission statement that addresses law enforcement services and community involvement in the operation of the police department. Initially, responsibilities for the Chief's Community Advisory Board will include: policy and procedure concept, development, review and recommendation; budget review and assistance; community outreach assistance; organization goal and objective identifying and setting assistance. However, based upon community needs and political realities, Advisory Board responsibilities can change.

Beyond the seemingly simple development of a Community Advisory Board, is the need to fully integrate all organizational efforts at seeking input into the operation of the department. This should occur in a manner that involves as much of the organization and as many in the community (Stakeholders) as possible.

MISSION STATEMENT (Macro)

The mission of every person in this law enforcement organization is to provide professional law enforcement services that epitomize honesty, integrity, generosity, intelligence, open communication, and respect for all people while operating in a manner conducive to a community-oriented approach.

MISSION STATEMENT (Micro)

The Mission of the Chico Police Department is to provide professional law enforcement and related services to all who live, work, study in and travel through our community. In conjunction with and as part of our mission, the role of every member of the Chico Police Department is to protect the public and safeguard the rights guaranteed to all persons by the Constitutions and laws of the United States and the State of California.

We will seek to exemplify the ideals of integrity, professionalism and compassion in providing service, while demonstrating respect to all persons.

We endeavor to treat all people in the same custom that we wish to be treated, and enforce the law in a fair and impartial manner.

We will work, as a team, in partnership with the various segments of our community to attain our goals.

We recognize that our performance in the active education of our community and the enforcement of laws will be judged in balance with our ability to involve and assist our community in facing issues of today and tomorrow.

We accept our Mission and its challenges with enthusiasm, understanding that the constant display of our positive attitude will allow us to participate in a leadership role with our community.

Members of the Police Department will always strive to provide excellent service to the public, with the knowledge that an open door, accompanied by open-minded communication is directly related to the quality of our community and Police Department relationship.

PRELIMINARY IMPLEMENTATION PLAN

A preliminary implementation plan is necessary in order to reduce the possibility of risking (wasting) valuable time and resources by not having a plan to follow. This plan was prepared by the author after consideration was given to all available information.

The Chief of Police must be the driving force behind the implementation of this strategy. It must also be done very carefully with full attention paid to those identified as critical stakeholders.

Of foremost concern, as critical stakeholders, are the City Manager and the Police Officers Association. Satisfying their two concerns and being able to meet their needs are two definites for the Chief of Police.

A lot of "behind the scenes" work will have to be completed on this matter before it goes anywhere. Specifically, the Chief will want to speak with those individuals from each segment of the community from which representation could be chosen for involvement on the Chief's Community Advisory Board. A constructive approach is crucial. While making these contacts, it will be necessary to extract and impart some of the ground rules for the operation of the Board. This is a very informal stage so there is no expectation at this time that these rules will be immediately formalized. However, prior to actual implementation, formalization of the rules which the Board will follow will be necessary. As an opportunity, the Chief cannot afford to pass up the chance to allow

these different segments to provide their ideas of what the ground-rules should be prior to actually accepting and documenting them.

The physical perimeters under which this Board would operate must be discovered and diagramed. For example, a workable size is as much an issue as is broad representation. Accomplishing both might be quite challenging. This issue must be resolved before selection and implementation. Not just in the mind of the Chief, but more importantly, in the mind of those segments of the community interested in involvement. Someone is bound to be left out. Preparations must be laid for dealing with this so that, hopefully, all parties involved win.

A department policy and procedure describing the Chief's Community Advisory Board must be developed (See Appendix "F" draft attached). In the process, the City Attorney and City Manager must both have input and feel comfortable with the product. It must delineate clearly what areas the Board will be able to access, i.e., its powers, responsibilities and authority. How it will be staffed. Any fiscal impacts or requirements must be examined closely. Who the participants are, how they are selected and for what time-frame are other basic decisions which must be made by the Chief. Members of the City Council are crucial to this process. Although they will be the first to publicly support community involvement in government, they will also resent the Chief of Police if it becomes apparent that this concept is being used for power purposes. This could also become a risk for the City Manager.

The issue of citizen's complaints and whether this Board

should be used in the review process of those complaints is an issue best left for the City Council, after input from the Chief and City Manager, to provide direction on. It is just one option they would have with which to address this issue. The Chief of Police should be sensitive to any appearance that the Chief's Community Advisory Board is an effort to circumvent citizen complaint review issues. If Council would like this Board used in that manner and the Police Officer's Association is involved in a meet and confer session on it, then it may be a viable option. However, other options continue to exist which can be used to address this specific topic and caution is necessary so that conflict does not occur between the issue of citizen complaint review versus the use of a community advisory board.

Internally, both the police managers and the police officers association are key stakeholders. For that reason, they should both be represented on the Board. Externally, key stakeholders must be identified by the Chief and City Manager. Initial commitments obtained and decisions made on how to select. While the Chief is working with members in the community to prepare and implement the advisory board, the departments management team must work to instill the Mission Statement in the minds of all employees. It is not just a slogan that hangs on the wall, but is the philosophy by which all employees do their jobs. Any performance outside of that philosophy must be explained and held accountable.

Various measurements will be used to determine the success or failure of the planned strategy. Community feed-back over time,

through contacts by department members, will be primary in evaluating and as necessary - modifying the strategy. Feedback from community stakeholders, both on the Board and not initially on the Board will be sought and considered. Media perception, and the perception of the Board that the media chooses to present to the community will be very important. It will be necessary and wise to pay close attention to this. If at all possible, the Chief should spend time educating local media about the Community Advisory Board prior to implementation. This might assist in deterring erroneous information about the Advisory Board. In an ongoing capacity, the department should be surveying portions of the community for feedback about their perception of the services provided by the department. Doing this prior to Board implementation (baseline) and following implementation could be helpful. Obtaining impressions and opinions from community members who attend Board meetings will also assist the Chief in evaluating the perception of how the Board is working.

Within the Chico environment, the implementation is feasible without impacting the budget or requiring additional resources. The organization is flexible enough to adjust, as necessary, to accommodate the accompanying workload.

PART III

TRANSITION MANAGEMENT

PLAN

A description of a management structure and approach for a planned transition from a community, potentially at odds over law enforcement services, to a community that works together towards common goals and objectives in relationship to law enforcement services.

TRANSITION MANAGEMENT PLAN

A law enforcement agency cannot be separate and distinct from its community in a democratic society and operate anywhere close to maximum efficiency. Community and law enforcement must become one and the same in every sense possible. In order for this to have the greatest likelihood of occurring by the year 2000, many things must happen during the next eight years. This transition management plan provides a method by which this can be achieved. Whether it is a "team" approach or one based on "partnership" or some other variety of coexistence is not as important as the end result.

Enlightened managers, willing to go beyond the status quo and take risks to develop a broad network of community contacts, public and private communication networks, will stand a better chance of assimilating their organizations into the mainstream of their communities than will those managers who rest in the somewhat isolated comfort of what has always been. An open and objective attitude is important to have, prior to traveling the roadway built by this transition management plan.

This transition management plan provides a blueprint for developing a network of programs and people which will serve as an integrated review mechanism for the law enforcement executive. Its core element is the Community Advisory Board.

How law enforcement interacts with the community it serves determines the perception that the community has of its law enforcement people. Too often, perceptions are based upon

information which is not whole, or is biased. The outcome frequently develops in a gap growing between the community and their law enforcement organization. Strong leadership and mature communication skills are necessary to depersonalize the matter and bring it back into a reasonable perspective from which the community may operate. This entire scenario begs for a simple mechanism by which a community and its law enforcement organization (people) may routinely communicate, share ideas and work together.

As its name implies, the Community Advisory Board should be a body comprised of community members. The Board must be built in a manner that does not create burdensome bureaucracy, unnecessarily delay the delivery of services, or give the appearance of jeopardizing funding, morale or management prerogatives and employee rights.

Each community, because of their own idiosyncracies, may require a customized manner of reviewing law enforcement services. Consequently, there is no expectation that each Community Advisory Board would be identical to any other.

Supplementary to the Community Advisory Board will be other programs and efforts designed to increase the level of communication between the law enforcement organization and the community. These include, but are not limited to such concepts as:

- Service Feedback Contacts
- Program Feedback Polls
- Community Surveys (service and/or perception oriented)
- Volunteer Pools with scheduled critique of experience
- Law Enforcement/Community Partnerships
- Educational Outreach Program Meeting Community Needs
- Citizen's Orientation Program (Mini-Academy)

- Mission Statement Incorporating Community Outreach Philosophy
- Community Outreach Unit
- Community Oriented/Problem Oriented Policing
- Periodic Neighborhood Meetings
- Occasional Community Forums on Common Issues (Drugs, Gangs, Hate Crimes, Racism, etc...)

The plan is to build a Community Advisory Board and to select additional community compatible programs and outreach efforts which will supplement and increase community participation and communication efforts between the law enforcement agency and the community. This integrated set of programs, people, philosophy and mode of operation will be ready to work and exist as the "community review mechanism for law enforcement services in a mid-size law enforcement agency by the year 2000."

LIST #7

CRITICAL MASS

The first step in the transition process is the identification of the "critical mass." Critical mass are those individuals or groups whose commitment is required to provide the energy necessary for the integrated community review mechanism strategic management plan to be successfully implemented and for the desired future state to be reached. These individuals will provide the influence to gain the support of others needed for a successful change process.

The critical mass for this project environment has been identified by the Chief of Police as:

1. City Manager
2. Chief of Police
3. Police Officer's Association
4. Police Management
5. City Council
6. General Manager, Chico Area Recreation District
7. Director, Chico Chamber of Commerce
8. President, Butte Community College
9. President, California State University, Chico
10. Superintendent, Chico Unified School District

TABLE #5

READINESS & CAPABILITIES OF THE CRITICAL MASS

The assessment of each actor's readiness and capability assists in focusing attention on those areas which need to be developed in order to create the interest and desire to effect the change.

Willingness, motives, needs, personal agendas and bias are the attributes examined to measure a critical mass actor's readiness towards change. Power, influence, authority to allocate resources, possession of information and skills required to complete necessary tasks are considered in measuring an actors capability to change or influence change.

The chart below was used to plot the readiness/capability of each actor in the critical mass. Input was obtained from both members of the community and the police department by the Chief of Police. Where any conflict existed, the final determination was made by the Chief as he is the one who must utilize the below information for the advantage of the community.

READINESS/CAPABILITY CHART

Actors in the Critical Mass	<u>Readiness</u>			<u>Capability</u>		
	High	Medium	Low	High	Medium	Low
1. City Manager		X		X		
2. Chief of Police	X			X		
3. POA		X			X	
4. Police Management		X			X	
5. City Council	X			X		
6. CARD		X			X	
7. Chamber of Commerce		X			X	
8. Butte Comnty. College		X			X	
9. CSU, Chico	X			X		
10. Chico Unified S.D.		X			X	

TABLE #6

COMMITMENT PLAN

The Commitment plan portrays each actor's current level of commitment and the actor's needed level of commitment for the change process to work. Also, strategies that allow each actor in the critical mass to achieve the needed level of commitment are discussed. This chart was prepared by the Chief with input from various department management.

COMMITMENT CHART

(0) = Current commitment level

(X) = Commitment level needed

Actors in the Critical Mass	No Commitment	Let it Happen	Help it Happen	Make it Happen
1. City Manager			OX	
2. Chief of Police				OX
3. POA		O		X
4. Police Management			O	X
5. City Council		O	X	
6. CARD		O	X	
7. Chamber of Commerce		O	X	
8. Butte Comnty. College		O	X	
9. Calif. State Univ., Chico		O	X	
10. Chico Unified S.D.			OX	

COMMITMENT STRATEGIES

The following is a brief analysis of the strategies which will

be necessary to create the needed level of commitment from each actor in the critical mass.

1. City Manager: The City Manager is ready for proactive steps to be taken by the Police Department to work with the community on issues of mutual concern. He is very willing to "help it happen" and would probably move into the area of "make it happen" if he felt it was necessary. The City Manager has a strong commitment for community involvement in government and appreciates the concept of developing a positive atmosphere for it to occur within.
2. Chief of Police: The Chief of Police wants to make this happen. He is interested in developing many different lines of communication into and out-of the community. He is thinking long-term and wishes to build community-police partnerships that will benefit the community during periods of emotional, political or traumatic stress. The Chief sees the proposed strategy as one more manner of communication and community involvement in the operation of their police department.
3. Police Officer's Association: The Police Officer's Association is concerned that it not be left out. The community thinks highly of the POA and supports many of their ventures. The POA has community credibility. They are ready and want to participate, but are also wary of some of the risks involved. A percentage of the members feel threatened by this concept. They need support and assurance from the Chief that he is sincere in his desire to involve them and

that they will play an integral advisory role. They need to move from "let it happen" to "make it happen" to demonstrate their positive leadership abilities and to maintain their position within the community.

4. Police Management: Police Management is supportive of the Chief and understands the pressures currently in existence and the likely negative outcome if no change occurs. They are willing to help it occur and consequently will follow the Chief. However, on this issue, they need to believe and to lead, not merely follow. To demonstrate their leadership qualities and to solidify the proposed strategy, it is necessary for them to "make it happen." Support, education and direction from the Chief and the City Manager is viewed as all that is necessary for this transition to occur.
5. City Council: The City Council has a high degree of readiness and capability. They have given the Chief a window of opportunity for performance. Should the Chief not avail himself of it, then at some point Council may determine for the Police Department, the direction that it will go in communicating with the community. They are willing, given current political risks and realities, to "let it happen." For a firm foundation to exist, they need to commit to "helping it happen." All that is necessary is a statement of support for the effort. To cause this, the Chief must work with council members to educate them regarding their police department and to seek their assistance and support. If the POA, the City Manager, the Chief of Police and police

management are all in support of the concept of an advisory board with associated and supplemental programs, then Council will most likely desire to appear supportive of these outreach efforts too.

6. Chico Area Recreation District (CARD): The Chico Area Recreation District provides facilities and programs so that people of all ages may participate in recreational activities. They share many issues with the Police Department, i.e., vandalism, safety concerns, positive programs for youth, etc. A close working relationship with CARD and the Police is highly desirable for these reasons. They are willing to "let this happen" and could move into a "help it happen" mode simply by participating or being asked to by the Chief.
7. Chamber of Commerce: The Chamber of Commerce shares many issues of mutual concern with the Police Department, many of which are based upon perception. "Perception" is a very important word/reality to the business community too. If the business community is financially successful, then City government is funded. Conversely, if the Police Department has a positive, proactive reputation, then the business community prospers from the perception of a safe and friendly environment for its customers. For the chamber to move from "let it happen" to "help it happen," they simply have to commit to a sincere involvement. The Chief of Police and the City Manager are both in positions of influence with the Chamber of Commerce. The Police Department, City and Chamber each have missions which hinge on the same basic principal,

i.e. a safe, healthy and prosperous community. With that in mind, any concept which aids these goals is worthy of support from all three entities. The Police Chief and the City Manager must both use their influence to gain a commitment for active support and involvement from the Chamber.

9. California State University, Chico: CSUC brings over 14,000 students into the City of Chico each school year. There are always issues with the Police Department, and it is extremely important that the University and the Police Department work well together. Their participation will demonstrate a change from "let it happen" to "help it happen."
10. Chico Unified School District: Issues abound with Junior High School and High School students. A strong working relationship should exist, for the communities benefit, between the Police and City Schools. Fortunately, these relationships do exist and no change will be required to attain the desired commitment level from City Schools.

TRANSITION MANAGEMENT STRUCTURE

A changing environment can be a very difficult experience for people to walk themselves through. Implementing change in a manner that portrays stability and takes into consideration long-term needs is always a challenge. It is very helpful, to everyone involved, if change can occur in a planned and efficient manner. To facilitate this, a temporary structure will be identified, with associated responsibilities, to guide the change process during the implementation of the policies and procedures necessary to implement a Chief's Community Advisory Board. Key individuals in the transition management structure for the Chico Police Department will be:

1. Chief of Police: The Chief is responsible for the successful implementation of the strategic management plan. It will be his responsibility, more than any other persons, to win support, commitment and involvement from community members.
2. Police Manager: The Operation's Division Captain will, initially, sit as a member of the Advisory Board. This Captain will have several roles. Primary responsibility will be to listen to ideas and feedback. Secondary will be to add balance to the Board with real experience. Third, this Captain plays a leadership role for all other police management to mirror. It is also quite likely that this manager will be responsible for implementing any adopted suggestions. As such, he will have the requisite authority to act.
3. POA Representative: Generally, the labor force has been purposely left out of any involvement in a police review or

advisory body. This Advisory Body will want them to participate as an important part of the community. However, this should also be a two-way road. The POA Representative will be expected to share information with their Association to enhance communications within the department. It is important to the organization and the Chief, that the POA Representative make a good impression on the public and other Advisory Board members. The Chief and Police Manager should work with this individual (mentor) to assist this to occur.

4. Administrative Assistance: The Administrative Technician for the Chief of Police will serve as staff to the Chief's Community Advisory Board. This pre-existing position will be responsible for the additional workload required to coordinate and disseminate information to and for the Advisory Board. Keeping the Advisory Board informed and involved will be a shared responsibility with the Chief of Police.
5. The Chief's Community Advisory Board: The philosophy behind this whole concept is one of flexibility and communication. The Advisory Board should be a part of the transition state as soon as possible. Their ideas and suggestions are important and deserving of consideration. Even if it means unofficial "pre-meetings" with some of the Advisory Board participants, the idea of working together and thinking about issues from an external perspective merits serious attention.

The Police Department will utilize the Chief's Community Advisory Board for the purpose of evaluating and making recommendation to the Chief of Police on matters pertinent to the operation of the Police Department. Areas such as policy

and procedure, budget review and assistance, program review and recommendations, organizational goals and objectives review and recommendation and community outreach assistance are all within the Board's realm of responsibility. (Refer to Appendix "F" for a sample General Order on the Chief's Community Advisory Board.) Additionally, if a community had a desire to work the review of citizen complaints into the responsibilities of this Board, it could do so. However, this is not the focus of this study.

SUPPORTING METHODS

The following list represents methods which can be employed to support the preferred strategy implementation, while at the same time serving to manage the anxiety and uncertainty that generally occurs during the transition process:

1. Organization Chart and Responsibilities: The Advisory Board must be placed in the organization scheme in such a manner that its importance is immediately understood. For example, by associating it directly with the Office of the Chief of Police, those within the organization will understand its place within the hierarchy. The old saying, "A picture is worth a thousand words," holds true here as well. The organizational chart is a tool, similar to the Mission Statement, which when used appropriately, can demonstrate and accentuate functions and responsibilities within the organization. (See Appendix "F" for an example of an Organizational Chart depicting the Chief's Community Advisory Board.)
2. Mission Statement: The organization's mission must be clearly understood by all employees and should incorporate those values which the community supports and desires from its law enforcement agency. In this instance, it should be certain to incorporate a basic philosophy which acknowledges public involvement in the operation of the police department as desired and important. Not intended to become something that simply takes up space or sits on the shelf as a completed project, the Mission Statement must be demonstrated by the manner in which all employees conduct themselves on a daily

basis and by the conduct of the organization. In essence, it must be lived not just by the Chief, but by all employees. It should be clear to the community from the combined Mission Statement and the organization's conduct that "we practice what we preach."

3. Department Education and Team Building: The Chief needs to take a leadership role and help the organization understand the need for public involvement and their role in that. History of police review issues and the manner in which other communities have previously addressed them is helpful as an educational foundation. The potential for improvement in the area of police/community relations should be discussed with employee ideas being sought and considered. A thorough understanding of the organization plan is necessary. Team Building should be worked into this effort. This helps eliminate any of the perception that a particular segment of the organization stands to become the "sacrificial lamb" in the event that conflict occurs. It also supports total agency commitment. In other words, "we're all in this together."
4. Responsibility Charting (RASI): This is an excellent instrument for assisting the transition manager in clarifying the behavioral roles needed for change to occur. This procedure utilizes anonymous group consensus to plot the various actions or decisions necessary to accomplish a given step in the change process with the required behavior needed from each actor or participant. The behaviors plotted include: (R) the actor has the Responsibility for a particular action, (A) the actor must Approve the particular action (has veto power), (S) the actor must Support or provide resources for the action (but not necessarily agree with it), and (I)

the actor must be informed or consulted prior to the action,
but cannot veto the action.

TABLE #7

The following responsibility chart for the Chief's Community Advisory Board demonstrates how this tool may be used. It was developed by the Chief of Police with input from the Administrative Assistant and City Manager.

CHIEF'S COMMUNITY ADVISORY BOARD (CCAB)

ACTORS

	COP	ADMIN.ASST.	CM	CCAB
<u>Decisions/Acts</u>				
Manager's Project	R	S	A	I
Develops Policy	R	S	A	I
Informs Community	R	S	S	I
Develops Agendas	A	R	I	I
Informs CCAB	A	R	I	S

R = Responsibility (Not necessarily authority)

A = Approval (Right to vote)

S = Support (Put resources toward)

I - Inform (To be consulted before action)

5. Advisory Board "Pre-Meetings:" Several pre-meetings with any of the soon-to-be members of the Advisory Board are desirable. This allows the members of the Advisory Board an opportunity to begin suggesting ideas during the implementation phase. Such assistance could aid the Chief of Police in sidestepping areas of community conflict that are avoidable. The insight of more than one can often be quite helpful. Also, it is an

opportunity for those involved to get to know one another a little bit. Such familiarity is healthy providing an expectation of open and constructive thinking/speaking is practiced by all.

6. Communication Intervention: It is customary for people to think the worst when they do not actually know what is transpiring or has occurred. When this results in misperception, it demands immediate communication intervention. Expressing factually correct information via any of the available mediums is very important. The Chief of Police and his staff must be prepared to intervene with any misperception, particularly those in reference to the Advisory Board, and offer clarifying information immediately.
7. Periodic Reviews: The habit of periodic reviews should be implemented by the Chief. This includes receiving input from Councilmembers, the City Manager, Police Department rank and file as well as significant stakeholders and community members. Such review will allow the Chief to understand the perceptions which exist and provide an opportunity to influence those perceptions if necessary.

SURVEY

A random survey of over forty, medium size, municipal law enforcement organizations in the State of California revealed that each had one or more of the programs mentioned in this document already in place and working. It also revealed that none of the organizations had formed a systems approach by combining all of their community outreach, review and communications efforts into one recognized integrated approach. All of their efforts were, in a sense, fragmented because of this.

More than half of the organizations were relying upon the concept of community oriented policing or problem solving policing to "glue their efforts together." This approach is reminiscent of law enforcement use of crime prevention programs in the 1960's and 1970's. There seems to exist an unspoken hope that community oriented policing will work as a panacea for solving existing police/community issues that are conflict oriented.

There is little question that law enforcement, indeed every business, is in a constant state of change. Consequently, flexibility is an important quality for every successful organization to possess. Perhaps even more particularly, for those organizations that deliver human related services. It is important then, that an integrated approach to the review of law enforcement services be flexible also. But just as meaningful, is the efficient and maximum utilization of those resources already at law enforcement disposal. Especially, with fiscal restraints impacting government in the manner that they are. As stated, currently law

enforcement appears fragmented in their approach to issues of review and are not efficient.

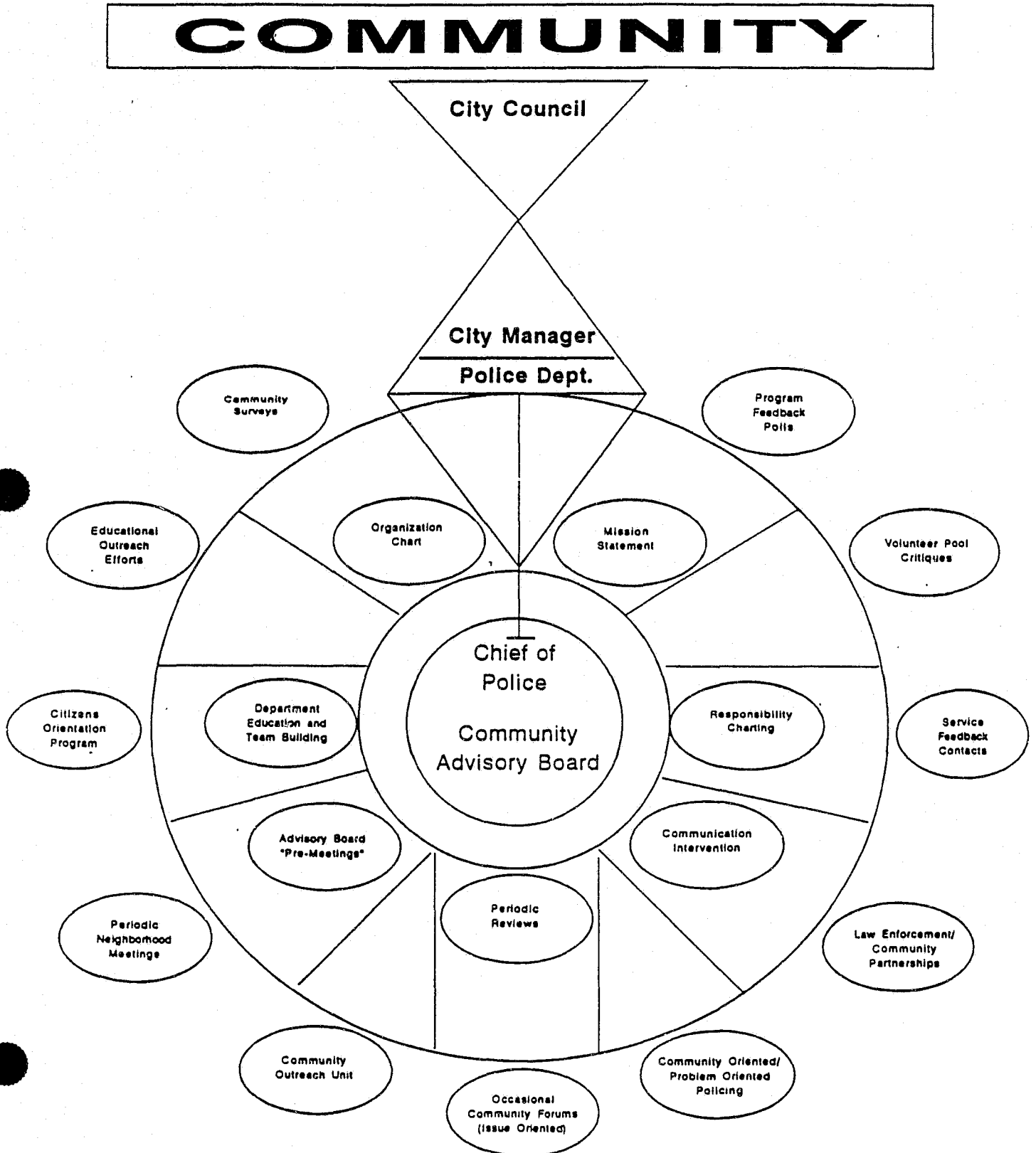
To effectively generate a systems approach to the review of law enforcement services, utilizing all identified and obtainable resources available, is not a short-term project of a couple of years. Management must visualize their potential opportunities, involve the community in the development of those opportunities and lead their agency into the use of those opportunities. All of this occurring in a manner that is clear, understood by all within the law enforcement organization and comprehended by as many in the community as is feasible.

Illustration #13, "Law Enforcement Services Integrated Community Review Mechanism," is a picture explanation of a systems approach to the review of law enforcement services as developed by the author. It is flexible to allow adaptation as time, events, and efforts require. This illustration can be used to aid the organization and the community in understanding their efforts at integrating the review of law enforcement services and in modifying, deleting or adding facets based upon information emanating from all of the different review mechanism in place. Essentially, it summarizes the brainstorming and other information collection efforts associated with this project issue. All of the internal organizational necessities are identified as limited only by one's imagination in concert with community and organizational needs. The external possibilities are also listed. The potential for more is endless and requires constant solicitation of information from community members as well as individuals within

the organization.

Finally, the constant review and re-evaluation of the Integrated Review Mechanism Chart should facilitate a law enforcement organization's ability to maintain timely and systematic review of review-oriented programs, policies and endeavors.

Law Enforcement Services
Integrated Community Review Mechanism Chart
(with supporting methods)



APPENDIX A

MODIFIED CONVENTIONAL DELPHI PROCESS DOCUMENTATION

MODIFIED CONVENTIONAL DELPHI PANEL

1. Chief of Police, medium size agency (Santa Cruz)
2. Mayor, medium size community (Chico)
3. City Manager, medium size community (Chico)
4. Deputy Chief of Police, medium size community (Santa Cruz)
5. Assistant City Manager, medium size community (Chico)
6. County Sheriff, medium size agency (Butte)
7. Assistant City Schools Superintendent, medium size community (Chico)
8. Newspaper Reporter, medium size community (Chico)
9. University Professor, medium size university (California State University-Chico)
10. Community College Vice-President, large community college (Butte Community College)



 POLICE DEPARTMENT

1460 Humboldt Road
 P.O. Box 3420
 Chico, CA 95927



January 13, 1993

(Panel Member's Name and Address)

Dear Panel Member:

Thank you again for agreeing to participate in the futures forecasting section of my command College paper addressing:

"What will be the community review mechanism for law enforcement services in a mid-size law enforcement agency by the year 2000?," with sub-issues of:

1. What will community expectations regarding review of law enforcement services require in the future that is different from today?
2. Can non-law enforcement trained people understand law enforcement concerns and issues well enough to provide direction to law enforcement?
3. Will any improvement in community perceptions regarding law enforcement services occur by including some part of the community in the review process of law enforcement services.
4. Can law enforcement concerns over confidentiality of personnel information be adequately addressed to allow for the existence of a community mechanism for input and review of law enforcement services?

NOTE: This study is limited to agencies with a total staffing of between 100 and 500 sworn and non-sworn.

I have compiled a list of trends and events that could influence those trends which might impact the issue or sub-issues. This list is a result of research and interviews of experts like yourself and others. I selected a group of trends and events that, 1) will directly influence management development methods and strategies, 2) can be addressed when formulating a strategic plan and 3) local agency policies or practices can impact. I have included an explanation that attempts to explain the idea behind the trend or event. If you do not understand the explanation, please call me at (916) 895-4905.

The Modified Delphi process has been chosen for my futures forecasting methodology rounds. Each should only take a few minutes to forecast. Please complete the forms as quickly as possible and mail them back or FAX them to me at (916) 895-4994. I will tabulate the data and send you the results. That will constitute the second round of the Modified Delphi. You will be asked to examine the data and determined if you wish to modify your original response.

In this current round, please evaluate the lists of trends and events using your knowledge, background and opinions. Keep in mind that the analysis should be in relation to my project issue and sub-issues.

TREND EVALUATION (instructions for process)

In futures research, a trend is a series of events. It is ongoing, and the way the statement is presented is non-directional (that is, it does not imply increases, decreased, or a set opinion). The enclosed trend evaluation form contains - trends. The trend evaluation form call for you to make estimates on each trend, using the base of 100 for today. The estimates asked for are five years ago, five years from now, and ten years from now. Additionally, on the five and ten years from now forecasts, a diagonal; line is provided. The upper part of the diagonal is for your forecast on what the trend will be. The bottom half is for your forecast on what you think it should be, or, stated another way, what you would like it to be. An example of trend forecasting is:

Trend		Five Years Ago	Today	Five Years from now	Ten Years from now	
1	Cost of Housing	80	100	130 120	190 150	Will be Should be

In the case of this trend, the forecast was that five years ago costs were at a level 80 compared to the 100 of today's cost. It could also be expressed as 80% of todays cost. Five years from now, the forecaster feels that the cost of housing will be 130% of todays cost, or an increase of 30% over today's cost and that it should be 120% or an increase of 20% over todays cost. the forecaster feels that ten years from now the cost will be 90% higher than now, but that it should be 50% higher. NOTE: The trend can go up and down. In the above example, it could go from 130 to 100 between the five and ten year forecast.

TREND DEFINITIONS (ATTACHED)

EVENT EVALUATION (Instructions for process)

The second evaluation asked of you, is an evaluation of events. Unlike trends, which are a series of ongoing events, events are things that can or have happened. They are incidents which can be said to have occurred at a certain place or time. For example, the number of earthquakes occurring in California per year is a trend. The Loma Prieta earthquake of 1989 is an event.

The attached Event Evaluation sheet contains a list of - events related to my study issue. For each event you are asked to forecast three things:

- * Years until the probability first exceeds zero
This is your opinion as to when, in years from now, the probability the event could occur exceeds zero. Fractions of years are acceptable.
- * Probability-Five years from now and ten years from now
This is your forecast as to the probability the event will occur within five years from now and ten years from now. the probability is based on a percentage. Thus, 50 means it is as likely to occur as not occur, 90 means it has a very good possibility of occurring, etc.
CAUTION: The probability can only increase from five to ten years, it cannot decrease. It is cumulative. If it is 50 within five years it cannot be 20 within ten years.
- * Impact on the issue area if the event occurred.
This is your opinion as to the impact on the issue studied if the event occurred. Positive and impacts may or may not be linked. Please consider them separately and rank them on a 0 to 10 scale, with 10 being the greatest impact possible.

An example of event forecasting is:

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	Recycled paper house marketed	2.5	25	50	0	-5

In this case, the forecaster felt that the probability a recycled paper house would be marketed would not exceed zero (it won't happen at all) until 2.45 years from now. There is a 245% probability it will occur within five years and a 50% probability it will happen within 10 years. If the event does occur it will have a moderate negative impact on the issue.

EVENT DEFINITIONS (ATTACHED)

Thank you,

Mike

MICHAEL A. DUNBAUGH



POLICE DEPARTMENT

1460 Humboldt Road
P O Box 3420
Chico, CA 95927



February 1, 1993

(Panel Member's Name and Address)

Dear Panel Member:

Once more I would like to thank you for taking time from your busy schedule to assist as a participant in a Command College project. The first round of the Modified Delphi Process was very interesting. Copies of the Trends and Events as predicted collectively and summarized by me are enclosed for you to review. I am asking that you evaluate each forecast and if you have a strong opinion which differs, write your forecast in. If you agree or can accept the forecast, then there is no need to write your agreement/acceptance in.

Please return your copy to me as soon as possible. By receiving all copies, with or without comments, I will be able to track total returns. A self-addressed, stamped envelope is enclosed for your convenience.

While examining all of the returns, I discovered some very interesting occurrences. First, in relationship to the **EVENTS**, the similarities between all of the involved parties was striking in most areas, particularly in the area of "Years Until Probability First Exceeds 0." The largest separation of agreement was in the category of "A Statewide System of Police Review Commissions Enacted," for the "Ten Years from Now" probability forecast. The range was literally 0 to 100. Please scrutinize this forecast closely.

The **TRENDS** were even more interesting. Several people thought that in the "should be" category of the trend, "Public Scrutiny of Law Enforcement" that it should go down. In the area of "Violent Crime" in general, rather high expectations were prevalent in the "Should Be" category. This might be a good reflection of the high expectations (and later disappointment?) that the general public feels. Such a large separation between a "Will Be" category and a "Should Be" category probably signifies an issue which is or will become a significant public issue as time goes on. Particularly since demographics indicate a high probability for violent crime to grown commensurate with the increase in 19 to 25 year old males during the next ten years.

Page 2

Overall, there was the appearance of optimism for the "National Economy" with the consensus being that in five years it will be and should be better than today. This could be a reflection of the public's general mood (hopefulness?) following the recent election. It was also pleasing to not that most everyone felt that Minority Representation in Law Enforcement was going up, albeit, not quickly enough. Finally, on the basis of your input, it seems that Civil Disobedience is more or less a constant, however, most thought it should be less. This may simply be an expected part of our manner of government. No doubt it is a reflection of our First Amendment expectation and what we have come to accept.

Your assistance with this project has already proven invaluable to me and I really want to emphasize my appreciation.

Sincerely,

MICHAEL A. DUNBAUGH
Chief of Police

MAD:gaf

BASIC CROSS-IMPACT EVALUATION MATRIX

PROBABILITY/TREND LEVEL

IMPACTING POLICY	IMPACTED EVENT						IMPACTED TRENDS					REACTOR
	E2	E3	E4				T1	T2	T3	T4	T5	
A. CHIEF OF POLICE MAY ESTABLISH AN ADVISORY COMMITTEE.	+10//3	+10/4	0				+50/2	0	0	0	+15/2	4
B. ADVISORY COMMITTEE SHOULD BE COMPOSED OF COMMUNITY MEMBERS	+10/3	+10/5	+10/2				+40/1	0	0	+20/1	+20/2	6
C. MEMBERS OF THE POLICE DEPARTMENT WORK FORCE SHOULD BE INCLUDED	0	-10/1	0				0	0	0	0	+15/2	2
D. ADVISORY COMMITTEE MEETINGS WILL BE OPEN TO THE PUBLIC	+10/3	-10/6	-10/2				+30/1	+10/3	0	+25/2	-5/1	7
ACTOR	3	3	2				3	1	0	2	4	

EVENTS:

E2: POST IS ELIMINATED
 E3: ANOTHER RODNEY KING INCIDENT OCCURS
 E4: A RASH OF HATE CRIMES OCCURS

TRENDS:

T1: PUBLIC SCRUTINY OF LAW ENFORCEMENT
 T2: VIOLENT CRIME
 T3: NATIONAL ECONOMY
 T4: CIVIL DISOBEDIENCE
 T5: MINORITY REPRESENTATION IN LAW ENFORCEMENT

APPENDIX D

BRAINSTORMING SESSION PARTICIPANTS

1. Operations Division Captain
2. Executive Lieutenant
3. Investigation Lieutenant
4. A Team Patrol Lieutenant
5. B Team Patrol Lieutenant
6. Administrative Assistant
7. Records/Communications Manager
8. Administrative Coordinator/Animal Control Supervisor

CAPABILITY ANALYSIS - RATING ONE

Panel Median Results

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

- I. Superior. Better than anyone else. Beyond present need.
- II. Better than average. Suitable performance. No problems.
- III. Average. Acceptable. Equal to competition. Not good, not bad.
- IV. Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V. Real cause for concern. Situation bad. Crisis. Must take action.

Category:

	I	II	III	IV	V
Manpower	_____	_____	X _____	_____	_____
Technology	_____	X _____	_____	_____	_____
Equipment	_____	_____	X _____	_____	_____
Facility	_____	X _____	_____	_____	_____
Money	_____	_____	X _____	_____	_____
Calls for Service	_____	_____	X _____	_____	_____
Supplies	_____	_____	X _____	_____	_____
Management Skills	_____	_____	X _____	_____	_____
P.O. Skills	_____	_____	X _____	_____	_____
Supervisory Skills	_____	_____	X _____	_____	_____
Training	_____	X _____	_____	_____	_____
Attitudes	_____	_____	X _____	_____	_____
Image	_____	X _____	_____	_____	_____
Council Support	_____	X _____	_____	_____	_____
City Mgr. Support	_____	_____	X _____	_____	_____
Specialties	_____	_____	X _____	_____	_____
Mgmt. Flexibility	_____	_____	X _____	_____	_____
Sworn/Non-Sworn Ratio	_____	_____	X _____	_____	_____
Pay Scale	_____	_____	X _____	_____	_____
Benefits	_____	_____	X _____	_____	_____
Turnover	_____	X _____	_____	_____	_____
Community Support	_____	X _____	_____	_____	_____
Complaints Received	_____	_____	X _____	_____	_____
Enforcement Index	_____	_____	X _____	_____	_____
Traffic Index	_____	_____	_____	X _____	_____
Sick Leave Rates	_____	_____	_____	X _____	_____
Morale	_____	_____	X _____	_____	_____

CAPABILITY ANALYSIS - RATING TWO

Panel Median Results

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

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

Category:

I II III IV V

TOP MANAGERS

Mentality/Personality	X			
Skills/Talents		X		
Knowledge/Education		X		

ORGANIZATIONAL CLIMATE:

Culture/Norms	X			
Rewards/Incentives	X			
Power Structure		X		

ORGANIZATION/COMPETENCE:

Structure	X			
Resources		X		
Middle Management		X		
Line Personnel	X			

APPENDIX F

CHICO POLICE DEPARTMENT

General Order Information Summary

- Topic: Chief's Community Advisory Board
1. Performance Responsibility: Management
Supervisory: Chief of Police or Designated Division Commander
General: N/A
 2. Use Requirement: Review of policy and procedures, budget review and assistance, program review and recommendation, organizational goals and objectives, community outreach and assistance.
 3. Outside Impact: None
 4. Training Requirements: Roll Call - Annually
FTO Program
 5. Internal Review: Annually by City Manager and by Chief's Community Advisory Board.
 6. Special Distribution Requirements: City Manager
City Council
City Attorney
 7. How Indexed: Chief's Community Advisory Board
Advisory Board
Policy and Procedure Review
 8. Effective Date: DRAFT
a. Revised:
 9. Document Status:
 10. Signature: _____
Chief of Police

I. PURPOSE

To explain the duties of the Chief's Community Advisory Board and to provide an understanding of its operation.

The Chief's Community Advisory Board is designed so that it does not represent another layer of government bureaucracy. Nor is it intended to be the only link between the community and its Police Department. Rather, it is a simple mechanism to facilitate and enhance communication between the Police Department and its community. The Chief's Community Advisory Board will allow, on a consistent basis, for a non-law enforcement or broader community mentality to influence local law enforcement services.

II. POLICY

The Chico Police Department will utilize the Chief's Community Advisory Board for the purpose of evaluating and making recommendations to the Chief of Police on matters pertinent to the operation of the Police Department. Areas such as policy and procedure, budget review and assistance, program review and recommendations, organizational goals and objectives review and recommendation and community outreach assistance are all within the Board's realm of responsibility. Additionally, the Chief's Community Advisory Board will examine all investigations of citizen complaints and make recommendations to the Chief of Police as to a finding or disposition. Discipline is a matter that will not fall under the purview of the Chief's Community Advisory Board and remains the sole responsibility and discretion of the Chief of Police.

III. DEFINITIONS

A. Personnel Defined

1. All employees, sworn and nonsworn, under the control of the Chief of Police.

B. Complaint Defined

1. A complaint is an allegation of misconduct committed by any person described under the definition of personnel. A complaint may be any form of communication that is an inquiry, concerns a procedure, conduct or unlawful actions and may be made by any person.

C. Misconduct Defined

1. Commission of a criminal offense.
2. Violation of City or departmental policies, rules, regulations, procedures or orders.
3. Negligence in the performance of duty.
4. Conduct which reflects unfavorably upon the department or its personnel.
5. Omission of performing any duty required by department policies, rules, regulations, procedures or orders.

D. Category of Complaints Defined

1. Inquiry

This involves a complaint that is minor in nature over why an employee did not perform in a manner that was appropriate from the complaining party's perspective, but may be resolved to the complaining party's satisfaction upon explanation by another employee or supervisor.

2. Procedural

This involves a complaint that centers on a question that involves a procedure, whether the particular procedure was correctly followed and whether the procedure at issue should be examined for modification.

3. Conduct

This involves a complaint that centers on the conduct of the employee. It may be simple conduct concerning attitude or it may be a more serious allegation such as excessive use of force that has not reached a level of unlawful action.

4. Unlawful Action

This involves a complaint of an action that, if proven, would be unlawful, i.e., contrary to law or unauthorized by law.

E. Statement of Findings Defined

1. Unfounded

Where the investigation shows that the act or acts of which complained did not occur or were misconstrued.

2. Exonerated

Where the acts which provide the basis for the complaint occurred but the investigation shows such acts to be justified, lawful and proper.

3. Not Sustained

Where the investigation fails to disclose sufficient facts to prove or disprove the allegation made in the complaint.

4. Sustained

Where the investigation discloses sufficient facts to prove the allegations made in the complaint.

5. No Finding

The complainant failed to disclose promised information to further the investigation; the investigation revealed that another agency was involved, and the complaint or complainant has been referred to that agency, the complainant wished to withdraw the complaint, the complainant is no longer available for clarification.

F. Discipline Defined

1. Discipline Action shall mean written reprimand, suspension, demotion, disciplinary reduction in salary, transfer for discipline or discharge.

G. Administrative Investigation Defined

1. An official department investigation (step by step patient inquiry) into a complaint that is non-criminal and complies with the employee's administrative rights under the law.

H. Policy Defined

1. The general principles by which the Police Department is guided in its management of its affairs.

I. Procedure Defined

1. A customary methods of conducting some business.

J. Recommend Defined

1. To advise or counsel.

IV. PROCEDURE

A. Appointment

1. The Chief's Community Advisory Board will be comprised of nine (9) members. Membership will consist of staff representatives from:
 - a. (1) CSU Chico - To be selected by CSUC President or designee.
 - b. (1) Chico Unified School District - To be selected by Superintendent.
 - c. (1) Chamber of Commerce - To be selected by Executive Director.
 - d. (1) Butte Community College - To be selected by President or designee.
 - e. (1) Chico Police Officers' Association - To be selected by President.
 - f. (1) Chico Police Manager - A Division Commander.
 - g. (1) At Large Minority Group Representative - To be selected by Chief of Police and City Manager.
 - h. (1) At Large Community Member - To be selected by Chief of Police and City Manager.
 - i. (1) Chico Area Recreation District - To be selected by General Manager.
2. Members will be selected from the staff of their respective organizations by the Chief Executive Officer (President, Superintendent, etc.) of each organization.
 - a. The At Large Minority Group Representative as well as the At Large Community Member will be selected by the Chief of Police and approved by the City Manager.
3. Selected representatives should be either residents within the Chico area Sphere of Influence or employed at a location within the Chico area Sphere of Influence.

4. The intent of this section is to allow a diverse group of people of a manageable size who represent stakeholders in the community to evaluate and influence the operation of the Police Department through the Chief of Police.

- a. Non-selected members of the community may participate by involvement at publicly held Board meetings.

B. Terms

1. The term of each member shall be for a period of three (3) years.
 - a. The term will be tied to the individual so that any replacement individual will serve a three (3) year term.
 - b. Terms will be staggered to allow for stability and consistency during change in membership.
 - c. Initial terms and their length will be determined by the Chief of Police.
 - d. A member, as appointed by the C.E.O. of their organization, may serve more than one (1) term. However, in no case may they serve more than two (2) consecutive terms.
 - e. Should a member discontinue their affiliation with the organization they represent, then their membership on the Chief's Community Advisory Board will automatically expire and the C.E.O. of that organization may appoint another representative.

C. Duties

1. The Chief's Community Advisory Board will evaluate policy and procedure as it exists and as it is developed.
 - a. The Chief's Community Advisory Board will evaluate and may make recommendations regarding issues of policy or procedure to the Chief of Police.
2. The Chief's Community Advisory Board will evaluate all administrative investigations of citizen complaints upon their completion.
 - a. Findings or dispositions should be recommended by the Chief's Community Advisory Board by a majority of the Board to the Chief of Police.
 - b. Discipline will not be recommended by the Chief's Community Advisory Board as this is the total purview of the Chief of Police.
 - c. The Chief's Community Advisory Board may request that further specific investigation occur on any administrative investigation if it will aid their ability to recommend a finding/disposition. The Chief of Police may order such if the Chief concurs with the request.
3. The Chief's Community Advisory Board may assist with the budget process through review and prioritization. This may include program review, evaluation and recommendation.
4. Organization selection and adoption of goals and objectives is an area of review and recommendation within the purview of the Board.

In tune with organizational goals and objectives, members of the Chief's Community Advisory Board may assist in community outreach efforts.
5. The Chief's Community Advisory Board is advisory only.
 - a. Any recommendation the Board makes is not binding on the Chief of Police who must still answer to the City Manager and who is held accountable by the City Manager, City Council and the community for the operation of the Police Department.

D. Organization

1. The Chief's Community Advisory Board is a branch of the Office of the Chief of Police as depicted by the attached organizational chart (Attachment A).
 - a. Staffing and clerical support for the Chief's Community Advisory Board will be assigned by the Chief of Police.

E. Powers

1. The Chief's Community Advisory Board must be sensitive to the needs of employees and comply with all pertinent provisions of the Government Code, Penal Code, Evidence Code, City Rules & Regulations and any relevant Memorandums of Understanding (MOU's).
2. The Chief's Community Advisory Board will have equal review authority in matters relevant to sworn employees and non-sworn employees of the Police Department.
3. The Chief's Community Advisory Board relies upon the authority of the Chief of Police to derive any powers used.

F. Meetings

1. The Chief's Community Advisory Board will meet at a time and place as agreed upon by a majority of the Board. This is to allow flexibility and ease in meeting community needs as well as organizational needs.
 - a. Meetings will be open to the public on all non-confidential matters such as policy and procedure, programs, etc.
 - b. Four (4) unexcused absences by a member of the Chief's Community Advisory Board during any one (1) calendar year will result in the removal of that member from the Board.
 - c. At least one (1) meeting will occur each calendar month.

G. Officers

1. The Chief's Community Advisory Board shall elect a chairperson and a vice-chairperson who shall serve in such capacity for one (1) year each.
 - a. In case of a vacancy in either of these positions, the Chief's Community Advisory Board shall elect a successor who shall serve the unexpired balance of the predecessor's term.

H. Compensation

1. Public members selected to the Chief's Community Advisory Board will serve without compensation from the City of Chico.

I. Orientation

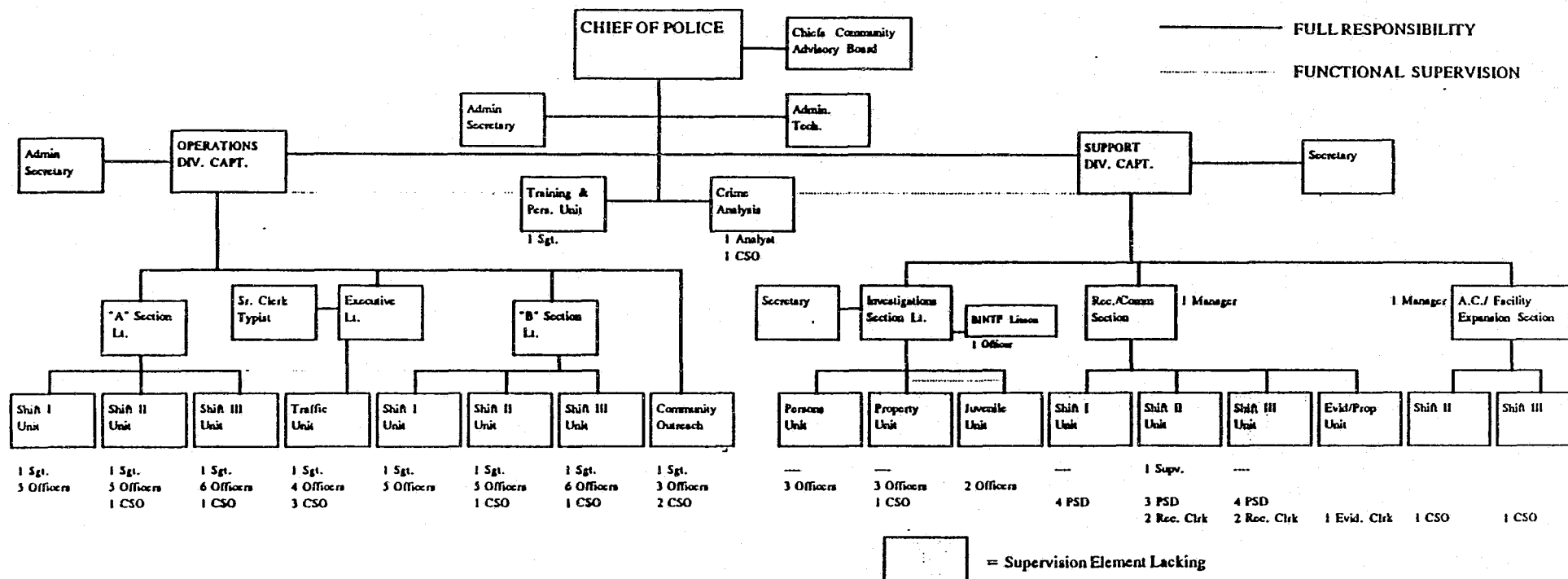
1. Each new member of the Chief's Community Advisory Board is encouraged to complete a department orientation course on aspects concerning the operation of a law enforcement agency and on matters of significant legal interest to the City of Chico which relate to law enforcement operations. This orientation course will be coordinated by Police Department staff.
2. The intent behind the orientation course is to provide some basic understanding of liability concerns, accepted police practices and organizational operation so that Board members have a true foundation from which to begin as opposed to a perspective based upon possible misperception.

J. Confidentiality

1. Matters relating to personnel issues are governed by various laws of the State of California and the City of Chico as well as various labor contracts. Personnel matters are generally confidential. No member of the Chief's Community Advisory Board may divulge any information regarding a personnel matter that has been deemed confidential by the Chief of Police.
2. Every new member of the Chief's Community Advisory Board, prior to hearing any personnel matter, must sign an agreement, as prepared by the City Attorney, agreeing and promising to maintain the confidentiality of any personnel matter (Attachment B).
3. Only the Chief of Police or City Manager (or City Manager's representative) with the advice of the City Attorney has the authority to determine what information related to any personnel matter may be made public.

K. Transitional Management

1. Nothing in this policy shall preclude the Chief of Police to modify, or the Chief's Community Advisory Board to recommend modification, to any portion of this policy and procedure.



1 Police Chief
2 Police Captains
4 Police Lieutenants
9 Police Sergeants
48 Police Officers

64 Sworn

1 Admin Tech
2 Admin Secretaries
2 Secretaries
1 Senior Clerk Typist
11 Community Service Officers
1 Crime Analyst
1 Animal Control Supv./Admin. Coordinator
2 Animal Control CSO's
1 Comm./Recs. Manager
1 Comm./Recs. Supervisor
11 Public Safety Dispatchers
4 Records Clerk I/II
1 Evidence Clerk

39 Non-Sworn

103 Full Time Employees

1992/93 CHICO POLICE DEPARTMENT ORGANIZATIONAL CHART

Chico Police Department - Information Source Guide

EMERGENCY - 911

POLICE CHIEF
M. Dunbaugh (895-4905)

SUPPORT DIV. CAPT.
Vacant (To be filled 6-1-93)
All Support Functions
Support Budget Prep.

OPERATIONS DIV. CAPT.
J. Massie (895-4904)
All Uniform Functions
Operations Budget Prep.

INVESTIGATIONS LT.
R. Reed (895-4921)
Property Crimes
Person Crimes
Paper Crimes
BINTF Liaison
Youth Services
Juvenile Diversion
Probation Liaison

RECORDS/ COMMUNICATIONS
D. Fuchs (895-4919)
Dispatch
Records
Lobby
Evidence/Property

FACILITY/ANIMAL CONTROL
L. Massie (895-4926)
Animal Control Issues
Facility Issues

"A" SECTION LT.
T. Acilla (895-4631)
3 Patrol Teams
4 days/24 hours each

"B" SECTION LT.
R. Gurrola (895-4605)
3 Patrol Teams
4 days/24 hours each

EXEC. OFFICER LT.
B. Bragdon (895-4902)
Detention Facility
Special Projects
Major Patrol Equip.

COMMUNITY OUTREACH SGT.
M. Weber (895-4916)
Crime Prevention
Neighborhood Watch
Downtown Foot Patrol
University Liaison
Fraternity/Sorority Liaison
Patrol/Comm. Liaison
Special Field Problems

CRIME ANALYSIS
J. Lightbody (895-4646)
Crime Analysis
Automation Hardware
Automation Software
Dept. Newsletter
Disperse Crime Info.

TRAINING/ PERSONNEL SGT.
M. Lambrix (895-4639)
In-House Training
POST Training
Firearms Training
Field Training
Reserve Program
CSO Reserve Program

TRAFFIC SERGEANT
D. Fry (895-4995)
Traffic
Parking
DUI Cost Recovery

ADMIN. TECH.
P. Robertson (895-4924)
Budget Review & Maint.
Uniforms
Special Projects
Quarterly Reports
Annual Report
Advisory Board Asst.

All citizen complaints are directed to the Chief of Police and then assigned to a supervisor or manager for investigation, after which the Division Commander reviews and makes recommendations to the Chief of Police.

CONFIDENTIALITY AGREEMENT
CHIEF'S ADVISORY BOARD

I, _____, have been selected to be a member of the Police Chief's Community Advisory Board.

I understand that in that capacity I may have access to information or materials which are not generally available to the public and which may be required by law to remain confidential or which the Department seeks to preserve as confidential in accordance with the provisions of applicable laws. I further understand that disclosure of such information may subject me to civil or criminal liability or may jeopardize the security of members of the Chico Police Department engaged in law enforcement activities.

I hereby agree to keep all such information and materials confidential both while I am on the Board and after my term on the Board has terminated.

I acknowledge that if I disclose any confidential information in violation of this agreement my membership on the Board will be terminated immediately.

Date

APPROVED AS TO FORM:
ROBERT G. BOEHM, CITY ATTORNEY

By: _____

Lori J. Barker
Assistant City Attorney

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