Law Enforcement Management of Political Influence

Abstract

This study is comprised of three sections: a futures study to determine a model for law enforcement management of political influence by the year 2003; a model strategic plan utilizing the Police Department of the City of Patterson, California; and a transition management plan which includes methods to implement the strategic plan. High probability events that would impact law enforcement are: the formation of political deciding body sub-committees on police related issues, mandated elections of police chiefs, and public control over law enforcement political issues. Major trends developed over the ten year study period are: the use of joint public forums by political and law enforcement leaders to address public concerns, community pressure on political leaders regarding public safety, and increased use of civilian review boards to monitor political and law enforcement activity. A strategic and transition management plan are utilized to develop management structure and implementation systems. Group survey data, text graphics, references and bibliography.

WHAT WILL BE THE DESIRABLE LAW ENFORCEMENT ORGANIZATIONAL MODEL TO EFFECTIVELY MANAGE POLITICAL INFLUENCE BY THE YEAR 2003?

JOURNAL ARTICLE
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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 possisble 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).

Introduction

This study was conducted in order to examine the future state of law enforcement and how it may effectively manage political influence by the year 2003. This question began to take hold as an emerging issue as a subordinate theme to what ails civilian law enforcement organizations in the United States, brought into light by such incidents as the LAPD-Rodney King incident.

It is now clear that the status quo concerning law enforcement operations is not an acceptable route to take in the future. All across the United States people are voicing concerns over the direction that law enforcement organizations are moving toward, and demanding an accountability as to who or what is responsible for what in some instances appears to be a major breakdown of the acceptable operational practices of the organizations.[1]

Praise to our political leaders. How quickly they have distinguished this problem as one that requires immediate contemplation and analysis for future preventive courses of action. The political governing officials of law enforcement organizations are well aware that issues that are of strong public concern must also be a focal point of undertaking and interest to them.

Right or wrong, the future points to a standing where political involvement in law enforcement organizations will become much more intense then we have come to know. The line between accountability and interference may be drawn between directives

that define the problem and those that require some specific steps as solutions.[2]

In addition to these factors, law enforcement organizations must learn to adapt to the changing future political climate. Even in times of calm and prosperity, government is an ever changing and evolving entity. What is certain today may be forgotten tomorrow. Past political support from governing officials can be washed away at a moments notice. The phrase "reinventing government" is the current popular buzz word for our elected officials. What it means is that nothing is sacred, including funding and positions within law enforcement organizations. By evaluating these factors, the following issue and sub-issue questions must also be answered;

Issue Question

What will be the desirable law enforcement organizational model to effectively manage political influence by the year 2003?

Sub-Issues

1) How will law enforcement agencies determine who and what are viable political influencers?

2) How will the empowerment of front line officers influence the model?

3) How will law enforcement manage the conflicts between the desires and goals of the community vs mandated legislation?

Governing officials believe that they are expected by the public to make change, to progress, to become more involved in social issues and problems involving law enforcement.[3]

How will law enforcement organizations react to this? Will the status quo continue to be utilized within law enforcement organizations, or will law enforcement leaders recognize the reality of the issue and begin to make organizational changes? The answer is that law enforcement organizations must become the change agents from within, or find that change will be placed upon it by those who may be operating from a separate agenda.

As governmental agencies, law enforcement organizations need to be, and should be under the direction and oversight of political governing boards. This type of a system ensures that law enforcement organizations reflect the needs of the communities they serve. In some instances however, mis-guided or interpreted political influence has been detrimental to the community, whereas in other instances political involvement has proven to ensure that the best possible representation toward the community is taking place.[4]

It is requisite upon law enforcement leaders to make every attempt to safeguard strategies and systems within their organizations to provide for the best possible methods to appropriately manage political influence. Understanding that political oversight is necessary, acceptance and utilization of improper procedures to accept and direct the influence will be detrimental to the organization and community.[5]

Law enforcement leaders have the ability and knowledge to become the facilitator of change, to identify and implement a

format of political influence management that will allow their
organizations to effectively operate in a future state that will
mandate an acute understanding of the political process relative to
the governing of their law enforcement organizations.[6]

The Future of the Issue

The futures study of this issue, projected out over a ten year
period, has identified several important trends related to the
issue. The source of the trends originated from a panel forecast
group comprised of individuals who work in law enforcement
organizations, as well as in non-law enforcement fields. Those
trends are as follows;

**The use of joint public forums by both political and law
enforcement leaders will be utilized.**

Police and political leaders will be utilizing joint public
forums in an open meeting atmosphere to help ensure that the public
is heard on issues involving law enforcement. Such a public format
will facilitate an atmosphere of concern and interest on the part
of political and law enforcement leaders. Successful use of this
format will help to bring more rapid change, citizen involvement,
and political justification.

**Police and political leaders will improve the level of
communications between them.**

An interpretation of this trend statement is that the level of
communications between police and political leaders is lacking, and
that improvement is necessary. The public expects that their
politicians and the leaders of law enforcement organizations have
the ability to convey to each other all of the information that is

necessary for the organization to function properly. An
improvement in communication will serve to improve the service
delivery to the community.

**Community groups will become actively involved with monitoring
political involvement concerning law enforcement issues.**

This trend statement reflects that the community will imply
upon its governing politicians that their decisions and actions are
being scrutinized by the public. Law enforcement organizations
exist for the public, as do governing politicians. Both should
operate and conduct themselves within the expectations and needs of
the public as a primary concern. While the decision makers are
aware that what they do is monitored, they will be more inclined to
make decisions that are reflective of the needs of the public.

**Civilian review boards will be utilized to review the conduct
and actions of the law enforcement organization.**

This trend indicates that the public feels that the law
enforcement organization within their community belongs to them,
and that a process should be in place to monitor the behavior of
the police. Civilian review boards may indeed increase in numbers
and scope of authority. The actual need of civilian review boards
may be debatable, with variable factors such as department size,
history, performance, and current accountability of police conduct
being influential factors regarding their need and formation.

A panel forecast group also identified and determined critical
events that could be projected during the ten year time span of the
study, that could impact the issue.

Those events with discussion follow;

The formation of political deciding body sub-committees on police related issues will be created.

In the future, special boards will be convened in order to address particular and/or sensitive issues involving law enforcement organization. The committee may be comprised of mayoral selections, community leaders, council members, etc. for the purpose of reviewing and recommending special agenda items that may need resolution by other than a traditional city council or board of supervisors.

Police chiefs will be elected to their positions by the general public.

This is an interesting event forecast since it raises many interesting questions and problems. In California there are only two cities that elect their police chief. Police chiefs in all of the other cities are essentially appointed to the position of police chief by either the city manager, city administrator, mayor, city council, or some other type of police/political board. Is a law enforcement organization administrated by an appointed official so different then one administrated by an elected official? What problems would result if police chiefs were elected? Would an election for the police chief divide the police department?

What about accountability? If the police chief were an elected official, then he could not simply be fired. A more involved process of removal from office would need to be conducted if the chief were to be removed from office. If this were the case, then the police chief would not have to bow to unwanted

political pressure from other politicians.

Future Scenario

The early 1990's were just the beginning of the high profile
negative social-political impacting occurrences that triggered the
entire internal restructuring of law enforcement organizations.
The term "aberration" was utilized by police chiefs to describe the
on-going incidents of ruthless conduct in departments. However, the
abhorrent pattern of behavior continued, leaving in the wake civil
unrest, disrespect, economic chaos, and ineffective law enforcement
organizations. Police officers were no longer regarded as keepers
of the peace, but were now feared by those who once counted upon
them for safety.

By 1996, political and public mandates thrust themselves into
a law enforcement environment that only a few years prior was
considered a closed society. Through immense public pressure, the
political involvement that ensued included a format for community
responsibility and internship on a scale that was thought to have
never been possible.

The public was taking back the police departments, and along
the way wholesale reformation was taking place. The thorough
implementation and wide scope utilization of police civilian review
boards were common fixtures of local government by 1998. The
formation of the review boards was a forced result of the previous
years of neglect and bitterly viewed acts of coarse behavior by the
police. A spin-off of the review boards were political sub-
committees, created for the specific purpose of providing guidance

and direction for the jurisdictions law enforcement agency. Their use was wide scale and their scope of authority ranged well beyond what was actually necessary, but none the less was securely in place in order to repel unwanted behavior.

By the year 1998, another unusual occurrence evolved that helped shape and reformat law enforcement organizations. This was the education and training of governing officials in the scope of civilian law enforcement. By now the tide had already turned away, nation-wide, from the para-military style of law enforcement that had previously evolved out of fear, contempt, and misunderstanding.

Political representatives were now deeply involved in the recruitment, training, and hiring practices of law enforcement agencies. Select political figures were as well trained and educated on civilian law enforcement procedures as law enforcement administrators. This resulted in a more critical view, and offered more insight, into the formation and development of the organization by those charged with its oversight. This procedure was viewed with positive results, as law enforcement organizations were once again being perceived as being reflective of the community needs,

In 1999, police leaders themselves are receiving reciprocal training and education on political science issues and methodology. The gap between police and political officials is narrowing on all fronts as a result of this cross training and education process. Not only do the governing officials understand all aspects of the law enforcement organization in which they provide oversight for,

but police leaders are also well enlightened and literate on the political front. This particular partnership between police and political leaders has formed into a unique and advantageous bond between the two faction, which has resulted in nothing but positive outcomes.

By the year 2000 both police and political officials will have, in place, state of the art computerized communications equipment. This equipment will be able to link, compile, and formulate the needs of the community by way of in home terminals connected to government data bases. This will provide current and accurate information concerning the changes, implementation, or deletion of certain services that are needed by the public.

By the year 2002, the final plans are underway to initiate a political review board, consisting of citizens whose task it is to monitor governing politicians who in turn govern their law enforcement organizations. This is a ten year plan encompassing a format to reorganize and restructure civilian law enforcement. No longer are behind the scene deals made or strings pulled. Fair and impartial treatment is fostered and expected. Checks and balance are in place from the bottom up, and no longer are the police looked at with apprehension and question.

Strategic Planning

The organization selected for the strategic plan is the Patterson Police Department. This is an organization in a city having a population of 10,000 people, located in the central valley of the State of California. The City of Patterson has an agra-

based economy coupled with a large portion of the working population commuting to San Francisco bay area employment.

The recently adopted general plan for the City of Patterson outlines growth up to a population of approximately 21,000 people over the next ten years, and 30,000 people over the next twenty years. Much of the residential growth is a result of San Francisco bay area residents relocating to this area.

Mission Statement

The following mission statement integrates both the macro and micro statements into a clearly defined structure of operation, values, behavior and commitment toward the operation of the organization and to the issue. The intent of the mission statement is to produce in writing the organization's ability to receive, negotiate, and implement the needs and desires of the community.

Mission Statement

* As a law enforcement organization, we exist for the sole purpose of providing protection and service to our community.

* Our organization is unique and distinct in that it has the capability to adjust, conform, and place into practice new ideas, issues, guidance, and service to our community; via an exceptional model of cooperation and homogeneous interaction between our community, its political leaders, and our organization.

* There exists a unique partnership between our organization, the community, and its political leaders, fostering an ever increasing commitment and incentive to elevate our quality of service to those who we serve in our community.

* Our principle goal is to deliver to our community a sound base of public safety, coupled with a delivery system that will nurture community and political support and confidence.

* We shall allow guidance and direction to be established for our organization by the community through impassioned measures of communications and commitment from our political leaders.

* The conveyance of our methods shall be through humanitarian efforts, compassion, and solace, with an emphasis on trust and respect for all segments of the community.

* We shall only measure our success, by the success that the community as a whole enjoys; by the acceptance of our presence and participation in the community; and as an important element of the community in which we serve.

Environmental Factors

The following are internal and external environmental factors establishing the organization's potential threats, opportunities to strengths and weaknesses.

Opportunities

* Newly elected mayor
* Newly elected city council
* POA endorsement of mayor during election
* Alternative revenue sources
* Anticipated growth of city
* Growth of police department
* Public support of police department
* Political support of police
* Higher educated population

Threats

* State economy
* Loss of personnel
* Formation of police union
* Economic status of minorities
* Regionalization of police
* Political watch-dogs
* Negative press

Strengths

* Progressive police chief
* Unified police management
* Low employee turn over
* Positive public relations
* Community service programs
* Positive employee morale

* Better educated officers
* Reduction in citizen complaints
* Good report-allied agencies

Weaknesses

* Past reputation of department
* Antiquated police facility
* Bad apples (employees)
* Lack of resources

Key Stakeholders

1) **Chief of Police:** More productive relationships will evolve between the police departme : and the political factions that the police department must work with. The police department and its management will receive an increased level of support from its governing officials commensurate to the degree of positive relations that are achieved.

2) **Mayor:** The public will view the political process relative to law enforcement issues in a more positive light. An opportunity will exist for the mayor to obtain political support from the law enforcement community.

3) **City Council:** The public will expect city council members to become more actively involved in meeting with the public on issues relative to public safety. The issues at hand regarding public safety are too important to be prioritized at a low level.

4) **City Manager:** The political process regarding the running of the police department will involve new "players" (Stakeholders) Public safety must be perceived by the public as receiving high priority status by the city manager's office.

5) **Police Officers:** An opportunity exists for a broadened level of support from the public and from governing officials. Rank and file officers will be expected to offer and provide support to department management with regard to political and public relations issues and methods.

Key Strategies

A Modified Policy Delphi was utilized to determine key strategies to implement an organizational model for the management of political influence. An important strategy to initiate this

goal was for the police department to organize a course of action from within the organization to begin a process of pro-active management of political influence. This would involve special training on political science issues, political interpretation of social values impacting law enforcement methods, and an internal review of past practice in an attempt to isolate and eliminate improper methods.

Another important strategy was to initiate team building style workshops involving police management, city management, and governing officials. During this procedure successful learning practices could be instructed upon so that these individuals could begin a positive working environment between each other on law enforcement related issues needing policy management.

Strategic Plan

In order to implement the selected strategies for the strategic plan, the first order is to decide who should direct the implementation. Due to the fact the major portion of the plan involves the identification and implementation of internal organizational changes, the police chief has been selected to lead the strategic plan implementation.

At this level, and from within the organization, all impacted stakeholders will be subordinate to the police chief. The police chief will have the availability of the management staff to help coordinate the process of identifying methods of making internal improvements, and in identifying key stakeholders within the organization.

The police chief has the ability and power to envision the future of the plan, to gain the cooperation of others, and to alter the way others view the current environment and what the future of the organization should become.

Once the key stakeholders have been initiated to the process, a Nominal Group Technique would be conducted in order to generate multiple concepts to address the issue and strategy. This process should involve a representative from all levels and departments within the organization.

Once a consensus has been achieved as to what types of actions need to be taken internally, and the acceptance of these actions are realized, they can then be implemented. As the strategies only involve existing human resources and internal policy change at this level, the organization can more forward without the need for external approval of funds or policy change.

Management staff would be monitoring the results of the strategy on both internal and external level. In-put would be received by external stakeholders such as the city manager or mayor, who would realize any subtle negative or positive flux generated by the organization. This feedback will allow for additional fine tuning or wholesale modification of the strategy as needed, and at this point on an internal basis only.

Once phase one of the strategy has been successfully established and viewed in a positive light by external stake-holders, the police chief can introduce the concept of phase two of the strategy. Phase two, unlike phase one, will require the

complete cooperation of the external stakeholders.

The proposed implementation of phase two, which allows for the introduction of a professional team building organization into the environment for the purpose of identifying and implementing additional changes that will effect all stakeholders, will need approval that involves funding.

Upon completion of phase two of the strategy, on going monitoring and maintenance of the learning process would be initiate by both internal and external stakeholders. The process and what has been learned will have to be passed on to others due to elections, staff changes, and other factors that keep municipal organizations in a state of change.

Transition Management

In order to actualize the plan within the selected scenario, a critical mass analysis was necessary. The identification of the "critical mass participants" is crucial to the commitment planning stage of transition management. In addition, each critical mass participant's level of commitment must be measured and adjusted as needed in order to allow the plan to work.

As defined, the critical mass participants are only those people or groups, who actively support the change and will ensure that the change take place. The commitment plan is devised to secure support of key issues by the critical mass participants. Having the support of the critical mass participants is essential to the success of the transition management plan.

The identified critical mass participants for the transition management plan are;

* **Police Chief**

* **Police Commander**

* **City Manager**

* **Mayor**

Management Structure

For the execution of the transition management plan, it will be necessary to select an appropriate change management structure to ensure the proper leadership to guide the organization toward the change goal.

For this purpose, the selection of the "chief executive" of the organization, (police chief), has been decided upon for the management structure of the transition management plan. This selection was made for the following reasons;

* The police chief has the influence to mobilize the resources needed to promote the change.

* The police chief has the respect of the existing internal and external stakeholders.

* The police chief has the necessary interpersonal skills required of this position.

Implementation Methods

In order to provide the transition management plan with an opportunity for success, various methods and tools are necessary in order to implement, measure, and evaluate the plan and its participants in various stages. One such method is to determine the readiness and capability of key individuals or groups relative

to the plan or identified courses of action. By use of this
analysis, the transition manager may quickly identify the level of
readiness and capability of those key individuals or groups. For
the purposes of this study, the following individuals and groups
were monitored for their readiness and capabilities relative to the
plan and issue;

* Police Chief

* Police Commander

* Police Union

* City Manager

* Mayor

* City Council

Another technique utilized is to identify the responsibility
role of key individuals and groups. This is a tool which aims at
clarifying role relationships as a means of reducing ambiguity,
wasted energy, and adverse emotional reactions. Those who are
directly involved in the plan, supervise those involved in the
plan, and others who have some behavioral role concerning actions
and decisions in the plan are each rated and assigned a designated
level of responsibility relative to decision making and actions
taken in support of the plan, as follows;

    R = Responsibility (not necessarily authority)

    A = Approval (right to veto)

    S = Support (commit resources toward)

    I = Inform (to be consulted)

During the transition process, there will be a certain level of anxiety and uncertainty among individuals and groups. In many instances people will be impacted by the implementation of the plan, some of which may be viewed or felt to be a negative impact.

For those individuals and groups, it is important to include methods and tools to assist in managing the anxiety and uncertainty that will accompany the transition. Influence is a direct result of the ability to control and re-direct uncertainty.[7]

Anxiety and uncertainty may be defined as negative energy. This may interfere with and delay constructive activity by the persons or groups affected. With appropriate direction and guidance uncertainty can be managed. It is imperative that transition managers have the ability to identify and reach out to those who are vulnerable uncertainty and redirect that negative energy. Methods that can be used to manage and redirect uncertainty during the transition plan are as follows;

* Provide time and opportunity to redirect skills.
* Key leaders are visible and important role models.
* Team building exercises are utilized.
* Proactive and guidance-giving leadership is offered.
* Strategies are designed to be consistent with goals.
* Stability is built into the plan implementation process.
* Guidance training is provided to supervisors and leaders.
* Role expectations and responsibilities need to be understood.

Conclusions

Issue Question: What will be the desirable law enforcement organization model to effectively manage political influence by the year 2003?

First, law enforcement leaders must recognize and accept the fact that their organizations will be subject to political involvement on a level yet to be observed. Once this is accepted and understood, then those leaders can plan within their organizations a protocol to manage the political influence that will be focused upon them during the next ten years. It must be understood that past and current day levels of political involvement is not at issue and that standard practices will not address the future state.

In addition, the desirable model will be one that is derived by an organization having components available to process political influence in a positive and productive way. A system must be in place wherein the organization leader has the knowledge and ability to receive, react, and direct the appropriate influence through out the organization and the community being served.

Next, the internal agency personnel must be committed to accepting the direction of the organization leader, with an understanding that the direction provided has been properly channeled from the community, to the governing officials, and then to the organization for actual implementation.

In addition, and probably the most difficult subject area to deal with, is the process by which the organization interacts and

co-exists with its governing boards and officials. The focal point of this problem is that governing boards and political figures are forever changing and extremely diverse. Elections every two to four years, political appointments, special committees, advisory boards, review boards, special interest groups, non-political community leaders, political activists, special lobbies, minority leaders, etc., all operate under separate agendas and in some way have an impact upon law enforcement organizations. The organization must have in place the understanding and political savvy to channel and direct these agendas to an appropriate conclusion.

On going organizational changes within the structure of government and law enforcement organizations will necessitate a process where personnel in each group are consistently educated to address and respond to the changes that they encounter. A weak link in the process will adversely affect the performance and over-all effectiveness of either organization and the ability to apply and manage political influence appropriately.

Sub-Issues

1) **How will law enforcement agencies determine who and what are viable political influencers?**

The futures study has determined that law enforcement leaders must become extensively oriented within the field of political science and related issues. The future will not permit a successful law enforcement manager to be one that does not have an education in the political process of local and state government.

Law enforcement leaders and managers who will possess this knowledge via educational means, will have the ability to recognize those persons in the community and political arena who are viable political influencer, and the best methods to deal with them.

2) How will the empowerment of front line officers influence the model?

Futures study has determined that the empowerment of front line officers will result in a positive impact upon the model. The study has shown that the success of the program will be in part dependant upon all personnel in the organization. The officers and police officer's union are indeed important identified stake-holders in the process, and their assumptions, perceptions, and actions have the ability to influence the model.

What is desired is that the empowerment of the front line officers result in a positive influence upon the model, as opposed to a negative one. The opportunity for a positive influence upon the model by front line officers is improved by their empowerment. Being brought into the process and being considered an important component of the organization and process should help make the system function properly.

3) How will law enforcement manage the conflicts between the desires and goals of the community versus mandated legislation?

In this area, futures study has determined that there will be an increase in political maneuvering, process, and agendas from not only local governments, but also from higher levels of government

that has the ability and authority to mandate laws and programs that may be non-reflective of the local community needs.

Absent the ability of a law enforcement organization or its governing officials to simply state that they will ignore or violate the legislation that is in conflict with the desires and goals of their community, there must be a method available in order to soften or negate the impacts from said legislation.

The method to alleviate conflict in this area is that if a particular mandate offers no room for local variation and modification, then the organization and governing officials have the responsibility to educate the community of the mandate, why it was brought forth and enacted, and of what level the community can expect it to be enforced locally. In addition, methods to address those responsible for the mandate should be offered.

Additionally, if the particular mandate does afford the opportunity for a local jurisdiction to modify the requirements, diminish negative impacts for non-compliance, or to mitigate certain provisions of the legislation with less obtrusive forms of controls, then it would be important for the organization and its governing board to make every attempt to do so.

In any case, it is imperative that the law enforcement organization and its governing bodies demonstrate to their community that they have taken every possible measure to manage conflicts that arise, as opposed to implementing the mandate without regard to the impact that it may have on the community.

Author's Opinion

By resolving the issue and sub-issues, law enforcement organizations should be able to adapt and solve the political problems and concerns that they will be encountering in the future, while at the same time improving the level of service and commitment to the communities that they serve.

It appears even more evident now, that the future state of law enforcement will involve a significant level of political guidance and oversight. Some of those political governing bodies and individuals will be exceptional in their responsibilities and duties, making the management of their influence an easy task. In other instances, there most certainly will be antagonistic political officials, special interest political groups, and events and occurrences that will test the ability of law enforcement organizations and their leaders to effectively manage the political influence brought upon them.

Future Studies

It will be an important function for law enforcement leaders to begin to seriously monitor the political changes that will be occurring, and how those changes will affect their organizations. It will be imperative that those leaders continue to educate themselves in the political process so that they have the ability to recognize and develop the necessary courses of action that they need to take. It will be interesting to observe the path that politicians take as they attempt to interpret and implement what the public desires from the future state of law enforcement.

Endnotes

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Introduction

The issue that has been selected to conduct futures research on, concerns the ability of law enforcement leaders to identify and utilize the best possible organizational model to effectively manage political influence.

California law enforcement agencies are an integral component of the local political jurisdiction that they serve. As such, political influence has a way of interweaving itself into the law enforcement environment on controversial public safety issues.[1]

While there are essential areas that demand political involvement and influence, there may be a question as to the most appropriate level and format to convey the requests of the community to the law enforcement agency.

In some instances, unwarranted or misguided political involvement and interference has been detrimental to the community, whereas in other instances, political involvement has proven to ensure that the best possible representation and action is taking place.[2]

In addition, the future state of law enforcement will require that law enforcement organizations break from traditional methods and practices. "Reinventing government" is a term that political leaders utilize to describe what they feel the general public look for in how government operates. One of the most visible and important aspects of government is public safety and the operations of law enforcement organizations. Law enforcement

must become the community agents for a better living environment and mode for positive change. If not, the void will be filled by leaders who will push their own agendas, possibly at the expense of the organization and of the community.[3]

The following issue and sub-issue questions were developed by the author of this paper, Patterson Police Chief William Middleton, and POST Senior Consultant Russ Kindermann

Issue Question

What will be the desirable law enforcement organizational model to effectively manage political influence by the year 2003?

Sub-Issues

1) How will law enforcement agencies determine who and what are viable political influencers?

2) How will the empowerment of front line officers influence the model?

3) How will law enforcement manage the conflicts between the desires and goals of the community vs mandated legislation?

As governmental agencies, law enforcement organizations need to be, and should be under the direction and oversight of political governing boards. While this type of a system is necessary to ensure that individual law enforcement agencies reflect the needs of the community in which they serve, this same system offers the potential for abuse from both political factions and from law enforcement leaders.

Corruption, political favoritism, preferential treatment, non-implementation of community needs, etc., are all forms of potential detrimental activity based upon improper political influence, or

-Page 2-

lack of. Because of this, it is obligatory upon law enforcement leaders to make every effort to ensure that a system is in place within their jurisdictions to provide for the best possible method to appropriately manage political influence, both positive and negative.[4]

The mismanagement of political influence can prove detrimental to a law enforcement organization and to its personnel. The public, at one time or another, has witnessed or read about incidents occurring that involved improper law enforcement activity based upon unseemly behind the scenes political influence and or activity and unacceptable ethics.[5]

On the other side of the issue, is the desired model of law enforcement conduct. This involves personnel, policy, and procedures of the law enforcement agency that are high in integrity and above reproach in conduct and administration. How do organizations realize and maintain this standard? The answer is two-fold. First, begin with an organization that is staffed with personnel who are honest, educated, experienced, and have a desire to provide the style and model of law enforcement that the community desires. Secondly, it requires political oversight from politicians, political governing boards, and community leaders who will provide the organization with a sound base of standards, expectations, and guidance that is reflective of the community.

Once these issues have been addressed, it is then up to the law enforcement leaders to develop, define, and implement a

strategy that will enable the organization to take in, properly interpret, and place into operation the direction received from political factions whose responsibility it is to do so.[6]

What will the future comprise of concerning the issue of political influence upon law enforcement? Conventional wisdom dictates that the future of law enforcement will involve an even greater amount of political influence, pressure, persuasion, and power then is present today and has been in the past.

Because of this, this type of futures research is important to law enforcement and to the public. A significant effort must be made to identify and implement policies to guide law enforcement organizations into the future.

Law enforcement organizations have two possible courses of action. The first is to cling to the historical position of ensuring the status quo, and suppress change. The other is to become facilitators of change, and to be in a position to utilize the format to the betterment of the community.[7]

It is important to ascertain which direction that this subject matter is leading law enforcement organizations to. Then, to make a departure from what law enforcement organizations have been doing, to what they should be doing. If this is accomplished, then our police and political leaders will have realized that change is not made for change sake, but made out of necessity.

Futures Study

In order to develop, structure, and implement the futures research and analysis, it was necessary to use a group of people and to use the Nominal Group Technique procedure. In order to arrive at a non-bias listing of events and trends relative to the topic of political influence management, fifteen people, seven law enforcement professionals, and eight non-law enforcement professionals, were utilized for this exercise.

This segment of the futures study was specific to the issue and sub-issues in question. Re-stated, the issue and sub-issues are as follows;

Issue Question

What will be the desirable law enforcement organizational model to effectively manage political influence by the year 2003?

Sub-Issues

1) How will law enforcement agencies determine who and what are viable political influencers?

2) How will the empowerment of front line officers influence the model?

3) How will law enforcement manage the conflicts between the desires and goals of the community vs mandated legislation?

The Nominal Group Technique exercise began with the individual generation of ideas reduced to writing. Each group member was instructed to produce as many relevant trends and events related to the issue as they could. Once this was accomplished, each group

participant had their ideas recorded on a master chart which contained all of the group member's ideas. These ideas were then discussed, clarified, supported, or non-supported by the group. A preliminary vote was then taken on the ideas with the top ten events and trends being identified. An additional discussion was conducted on the preliminary vote with additional clarification on the ideas. At that point a final vote was taken and the results documented.

The group was then introduced to the Event Evaluation Form, and instructed to individually fill them out, scoring each event in various categories.

At this time, a conversion was made of the group's scoring into the charts that follow, with the median, low, and high mean deviation scores charted. The use of the upper and lower mean deviations from the median softens the possibility of a single individual from skewing the data that was used on all graphs, even though there may have been a close consensus on the issue.

In addition, the group scores on the positive and negative impact associated with each event were also charted, as were the probabilities for each event occurring when first exceeding zero.

Please refer to the following NGT participant list, event list, charts, and their interpretations for additional information.

Nominal Group Technique
Participant List

Name	Occupation
William D. Middleton	Chief of Police Patterson Police Department
Jeffery C. Parker	City Manager City of Patterson
Scott Warner	Sergeant Patterson Police Department
Tammy Ulibarri	City Clerk City of Patterson
David Chamberlain	Detective Patterson Police Department
Michael Petrie	Mayor Pro Tem Patterson City Council
Louis Bonacich	Sergeant Patterson Police Department
Ignacio Lopez	Director of Public Works City of Patterson
Noel Vento	Sergeant Patterson Police Department
Richard Gaiser	Fire Chief Patterson Fire Department
Bruce Baldwin	Police Officer Patterson Police Department
Edward Oborn	Finance Director City of Patterson
Elizebeth Simpson	Senior Clerk City of Patterson
Rod Simpson	Planning Director City of Patterson
Michael Alberg	Director of Parks & Recreation City of Patterson

Event List

The following is a list of the events compiled by the group, with the top ten listed in order as determined by the Nominal Group Technique;

1. The public will mandate that it (The public) will have more control over law enforcement political issues.

2. The formation of political deciding body sub-committees on police related issues will be created.

3. An administrative position within police departments will be created to exclusively deal with political factions.

4. Mandated retreat involving police managers and political officials will take place.

5. Communities will mandate that politicians provide an improved communications network to relate their needs to law enforcement.

6. The public will mandate that governing politicians become educated on police methods and operations.

7. The public will mandate that police leaders become educated on political science issues and methodology.

8. There will be standardized operations within law enforcement agencies state-wide, that will result in less involvement from political factions.

9. Police chiefs will become elected to their positions by the general public.

10. Legislation is passed which increases the political support that police leaders can officially provide to politicians and political candidates.

11. Police Chiefs are replaced by civilian managers.

12. Police department staffing levels are increased.

13. Municipal law enforcement is replaced by state wide agency.

14. Police community relations values improve.

15. Police chiefs take greater political risks.

16. A national police force is formed.

17. Police departments utilize democratic procedures internally on external issues.

18. Police chiefs are not permitted to become involved in political issues.

19. Civilian hiring panels process and hire new officers.

20. Civilian law enforcement becomes militarized.

21. Socialist ideas become rooted in local and state government.

22. Police chiefs are appointed by mayors and serve terms with the appointing mayor.

23. Recruits undergo political science instruction at academy.

24. Law enforcement becomes more enforcement oriented.

25. Communities can remove police chiefs similar to a recall.

26. Funding for specialized law enforcement community programs is made available.

27. Police chiefs receive guaranteed employment contracts.

Event One
Public Control Of Political Issues

Probability

── Low Deviation   ──+── Median   ──*── High Deviation
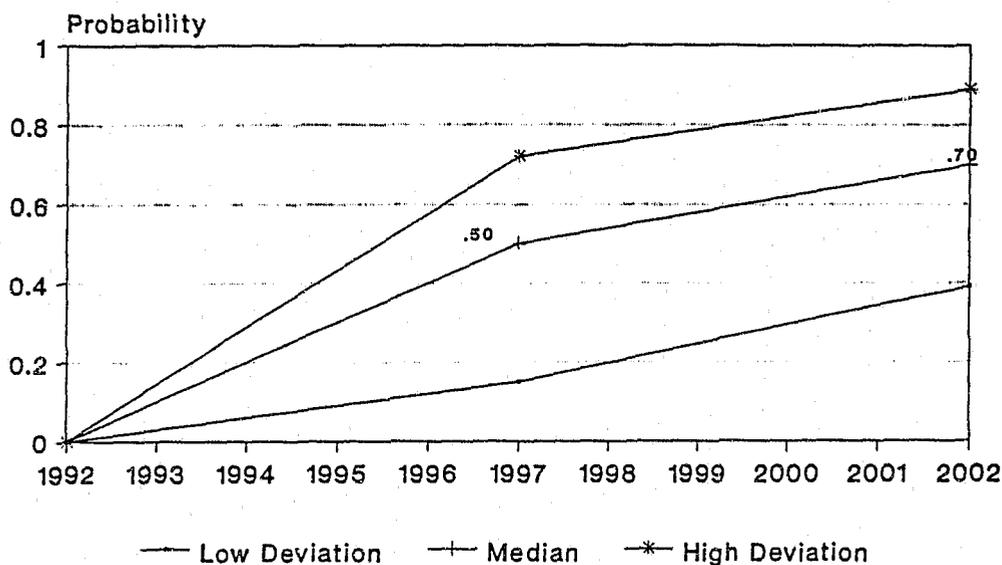
Graph #1

Event One

Event one is a mandate from the public, that provides for a protocol that will allow the public to have more control over law enforcement political issues. It appears that the public will want a program that allows it, (The public) to have more control on law enforcement political issues involving problem solving and community guidance.

As charted, the median probability factors do indicate that five years from now, 1997, will show a sharp upward increase to that time point, with another upward increase to ten years from now.

This median projection reflects that there is an upward
shift toward the desired result of the group forecast. In
addition, there appears to be a less numerical spread between the
median and the high deviation. The median at year 2002 is .70 with
the high deviation being .89, whereas the low deviation at .37 at
2002 has a greater value deviation at .33

What this appears to mean is that this future forecast
reflects numerically a higher tendency to occur then to not
occur. When contrasted with the numerical values assigned, and the
reasoning behind the selection of this particular event, it would
project that this particular event not only will have strong
meaning to the general population, but relative to the issue
question will afford the public with a means of controlling and
having some involvement on concerns facing law enforcement where
political involvement is imminent.

Event Two
Political Sub-Committees Utilized

Probability
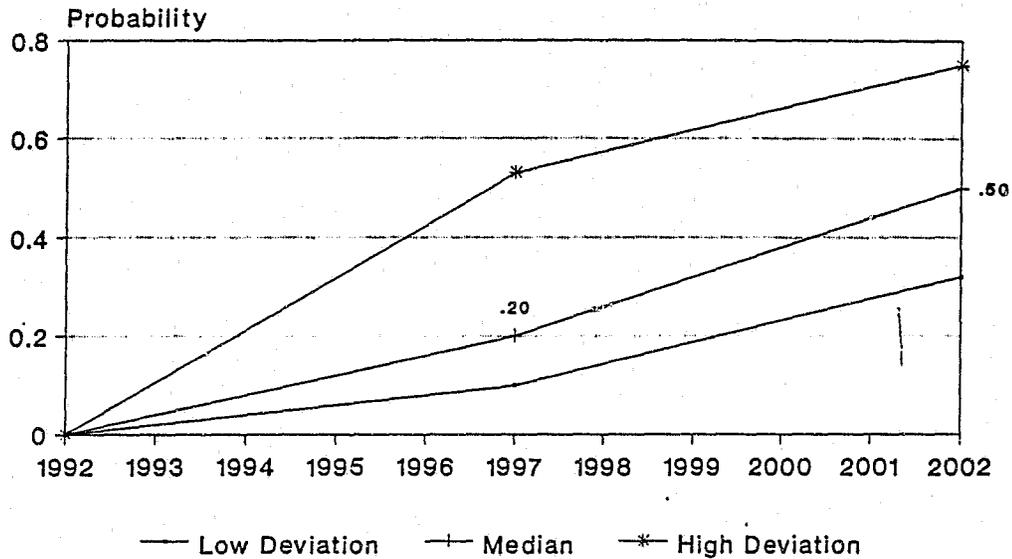
Graph #2

Event Two

Event two forecasts the formation of political deciding
body sub-committees.on police related issues. An explanation of
this event statement from the NGT group is that it is felt that in
the future, special sub-committee boards, perhaps ad-hoc
committees, will be convened in order to address particular
or sensitive issues involving law enforcement organization.

The committee may be comprised of mayoral selections,
community leaders, council members, and the like, for the purpose
of reviewing and recommending special agenda items that may need
resolution by other than a traditional city council or board of
supervisors.

In this model, the event forecast median shows an obvious upward shift, more so from 1997 to 2002, with a percentage range of .20 to .50, a difference of .30, while the range between 1992 and 1997 is .20

The high and low deviations are fairly consistent in their range relative to the median, with a high deviation of .75 and a low deviation of .32 The three values appear to indicate that the forecast of this event is indeed convincing in its inevitable development and broad scale implementation.

Event Three
Police Political Admin Position
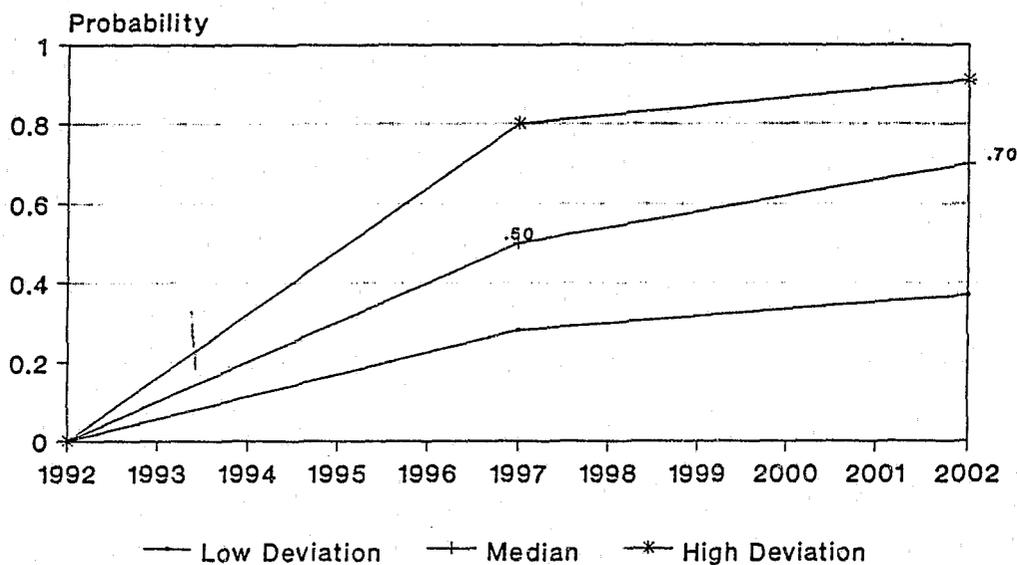
Graph #3

Event Three

Event three is a forecast which states that a special administrative position within law enforcement agencies will be created to specifically work with political factions.

The intent behind this forecast indicates that in the future, political involvement relative to law enforcement organizations will become more involved and intricate, requiring a specialized position to act as not only a liaison between top level law enforcement administration and the local political governing boards, but also as a specialized unit within the law enforcement organization being able to lobby, politic, and influence to the benefit of that law enforcement organization, political officials,

community leaders, and perhaps even politicians at the state and federal level.

The median of this forecasted event does show strong support for such a position, with a strong upward shift of .50 from 1992 1997, and another upward shift to .70 at 2002. The high and low deviations also appear consistent in their range spread, with a high deviation of .91 and a low deviation of .37, with the median being within .21 of the high deviation.

It appears that this forecast has a strong indication of being implemented in the future, with its potential value to law enforcement organizations being obviously positive, as it will surely help to bring about desirable events for law enforcement organizations.

The other issue that will arise if this forecast does come to light is the impact that will be felt should law enforcement organizations utilize this particular event to their benefit. Will there be a negative impact consequence resulting from this, by a shift of power and control from local political oversight to that of the law enforcement organization? There may be such an impact, however, if the event is properly implemented any real negative impacts should be mitigated as a result of an increase in the effectiveness of the law enforcement organization.

Event Four
Politician & Police Retreats

Probability

—— Low Deviation   —+— Median   —*— High Deviation
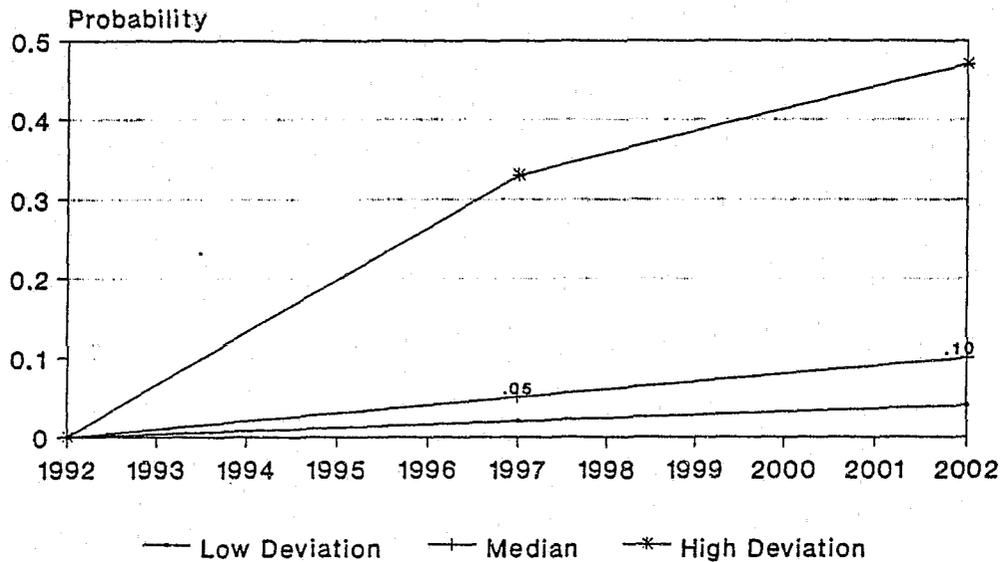
Graph #4

Event Four

Event four is a forecast that states that there will be mandatory retreats involving law enforcement leaders and the politicians that govern them.

The rational behind this particular forecast rests in the accepted assumption that communications between law enforcement leaders and their governing politicians are not what they should be.

The NGT panel felt that mandated retreats are a method to overcome any misgivings and a lack of communications between the two, and to also provide for an avenue of renewed cooperation that may have been lost due to past conflicts.

An interesting development occurred with this event forecast while as it initially ranked as the number four event, upon receiving its scores on the event evaluation forms it received quite low numbers for its future probability.

The median probability of this event at 1997 was only .05, with its highest median score occurring at 2002 at .10 A very interesting observation of the chart is that of the low and high deviations. The low deviation is very much consistent with the median score at 2002, being .04, while the high deviation is well above the median at .47 at 2002.

This forecast appears to have lost the support it had during its initial ranking, although as indicated by the high deviation there were those who felt strongly about its importance and use as a valuable method of bringing law enforcement and political leaders together.

Event Five
Public Needs Addressed

Probability


```
  1 ┤                                                    *
    │
0.8 ┤
    │                              *              .75
0.6 ┤                           .55
    │
0.4 ┤
    │
0.2 ┤
    │
  0 ┼──┬──┬──┬──┬──┬──┬──┬──┬──┬──┬──
   1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

—— Low Deviation   —+— Median   —*— High Deviation
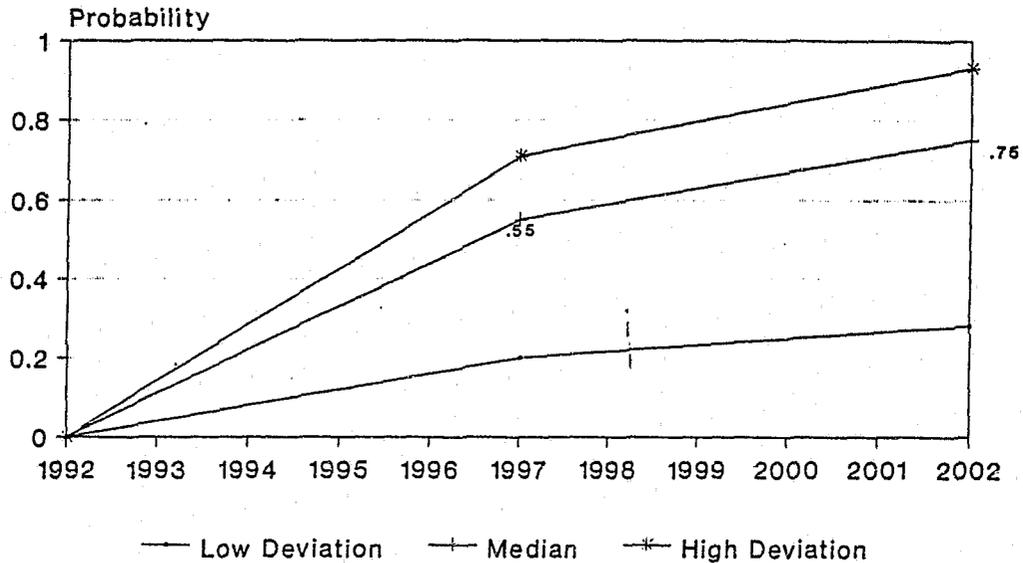
Graph #5

Event Five

Event five forecasts that a communications network will be developed to enable the public to communicate their needs to law enforcement via their political representatives.

This event forecast addresses the assumption that the community is not able to express its needs to the law enforcement organization via the political process. Perhaps the message that is being sent by the public to law enforcement, via the politicians somehow becomes misinterpreted, lost, purposely changed, or innocently altered.

In any event, it is likely that the community at large may feel that what they want is not currently being addressed, and that a change in this area in the future is important.

This very concept is evident in the chart, with a very evident and significant upward shift in the median forecast for this event. From 1992 to 1997 there is a median upward increase to .55, and at 2002 the median probability percentage increases to a high of .75

The high deviation is consistent with the median, being .93 while the low deviation shows a significant range differential, with a percentage score of .28 This forecast appears to demonstrate the high probability of this event coming about, as the median and high deviation forecasts relate, even though there is a evident disparity in the low deviation.

Event Six
Politicians Educated On Police Issues

Probability

Graph showing three lines from 1992 to 2002:
- Low Deviation
- Median
- High Deviation

Y-axis: 0, 0.2, 0.4, 0.6, 0.8

X-axis: 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002

Values labeled: .40, .50

—— Low Deviation   —+— Median   —*— High Deviation
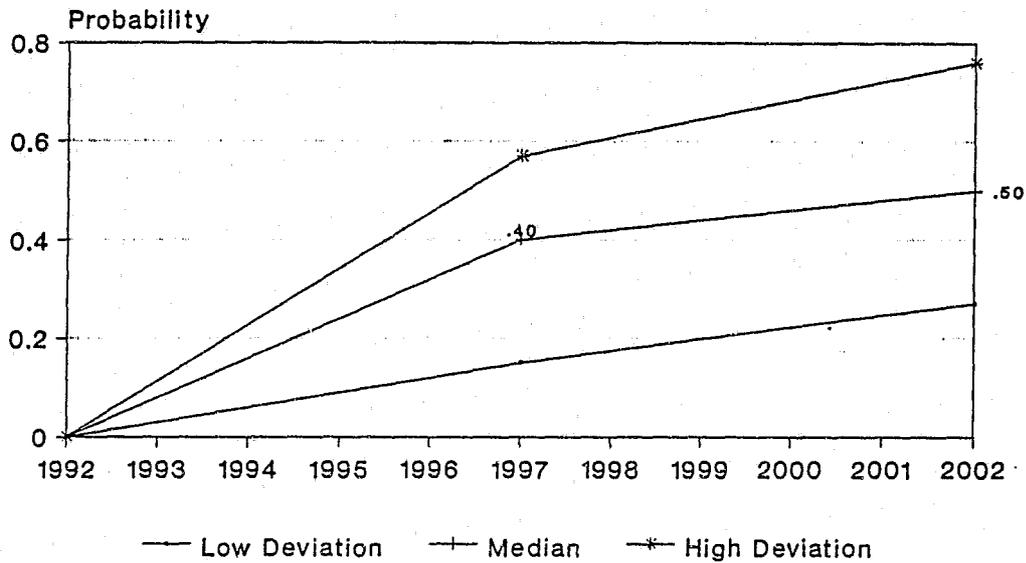
Graph #6

Event Six

Event six is a forecast that the public will mandate that governing politicians become better educated on police methods and operations.

An interpretation of this event is that the public will feel that politicians who interact and oversee law enforcement organizations, should have a better understanding and knowledge of the operations and workings of the law enforcement organizations that they govern.

An obvious outcome of this event would be that the governing politicians would have a better insight as to how and why events occur within a law enforcement organization. In addition, with

knowledgeable governing politicians, they will be better equipped to make the most appropriate decisions concerning law enforcement issues that arise which require political oversight.

This event received a strong probability forecast, with the median at 1997 being .40 and increasing to .50 at 2002 The low and high deviations remained very consistent in range to the median, with the high deviation being .76 and the low deviation being .27 at 2002.

Event Seven
Police Educated On Political Science

Probability

```
  1 ┤
    │
0.8 ┤ ·                                           ⋇
    │
0.6 ┤                        ⋇                          .70
    │                              .50
0.4 ┤
    │
0.2 ┤
    │
  0 ┤⋇
    └──┬────┬────┬────┬────┬────┬────┬────┬────┬────┬────
     1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

—— Low Deviation   —+— Median   —⋇— High Deviation
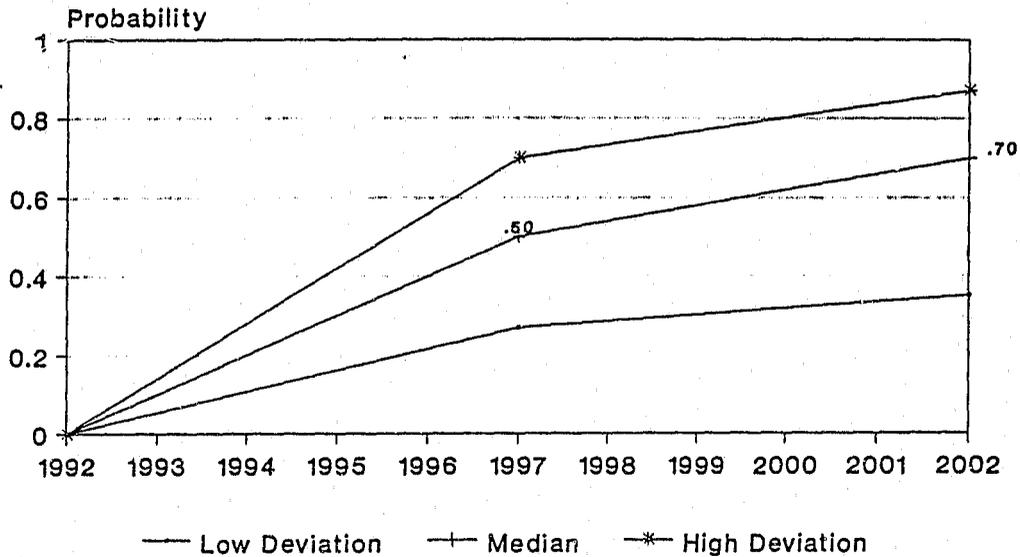
Graph #7

Event Seven

Event seven forecasts that police leaders will be mandated to receive education concerning political science issues and methodology.

An interpretation of this event is that the public will expect that police leaders become better acquainted with the political process, and learn to develop methods and procedures that will allow them to effectively maneuver in the political arena.

Police leaders must become proficient in this area if they are going to be successful in the interaction with politicians and governing boards. The ability to operate in the political arena

not only will allow police leaders to work effectively with politicians and community leaders, but it will allow police leaders more of a margin of success when lobbying for changes, personnel, equipment, etc.

This forecasted event received a high probability score, with the median at 1997 being .50 and at 2002 increasing to .70 The high and low deviations remained fairly consistent, with the high deviation being .87 and the low deviation being .35 at 2002.

It appears that this event will be an important factor relative to the success of law enforcement leaders becoming more proficient in the political field. As there is no rational way to separate politics from law enforcement, the solution is to place into practice methods that will enhance the relationship that exists. By doing so, a structured partnership is soundly built upon around reciprocal conduct and professionalism.

Event Eight
Political Involvement Reduced

Probability

[Line graph showing Probability (y-axis, 0 to 0.8) versus years 1992–2002 (x-axis), with three curves labeled Low Deviation, Median, and High Deviation. The Median curve is marked .25 near 1997 and .50 near 2002. The High Deviation curve reaches about 0.66 at 1997 and 0.72 at 2002.]

—— Low Deviation   —+— Median   —*— High Deviation
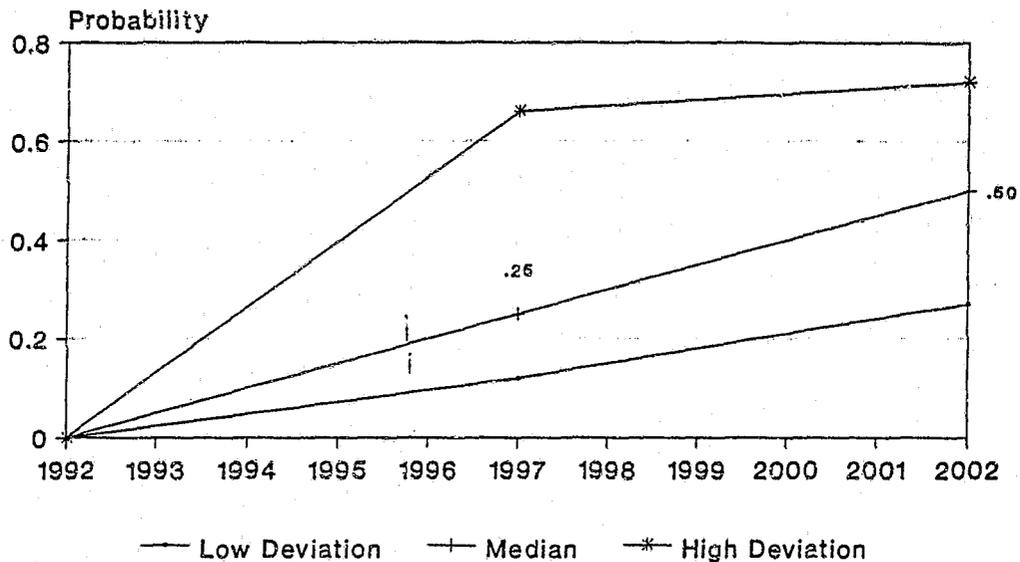
Graph #8

Event Eight

Event eight is a forecasted event that law enforcement
agencies will produce standardized operating procedures that will
in essence reduce the amount and type of political involvement that
will be necessary for a law enforcement agency to function.

As it stands now, each law enforcement organization has pretty
much its own standards regarding many areas of operations. This
allows a lot of area that can be tampered with, modified,
initiated, or eliminated.

If this event were to take place, then many areas of
operations within a law enforcement organization would be

standardized through out, which in essence, would leave little
available for political modification.

This type of concept however, is on the heels of regional
policing, or a unified state police force. Due to this, and the
implications associated with it, it may not come about. When local
jurisdictions are confronted with the decision of losing local
control and authority over their law enforcement agency, a majority
of them will balk at the decision to turn over the reigns to
standardization. After all, what is a good standard for a
community in Southern California may not be appropriate for
Northern California.

Even so, the event forecast for this topic received a fairly
high probability score, with the median at 1997 being .25 and at
2002 all the way to .50 Both the high and low deviation
probabilities were consistent in their range with the median, with
the high deviation at 2002 being .72 and the low deviation being
.27.

Event Nine
Police Chiefs Elected

Probability

[Graph showing Probability (y-axis from 0 to 0.4) versus years (x-axis from 1992 to 2002) with three lines: Low Deviation, Median, and High Deviation. The High Deviation line rises to about 0.32 at 1997 and to about 0.37 at 2002. The Median line reaches .10 at 1997 and .25 at 2002. The Low Deviation line rises to about 0.11 at 2002.]

—— Low Deviation   —+— Median   —*— High Deviation
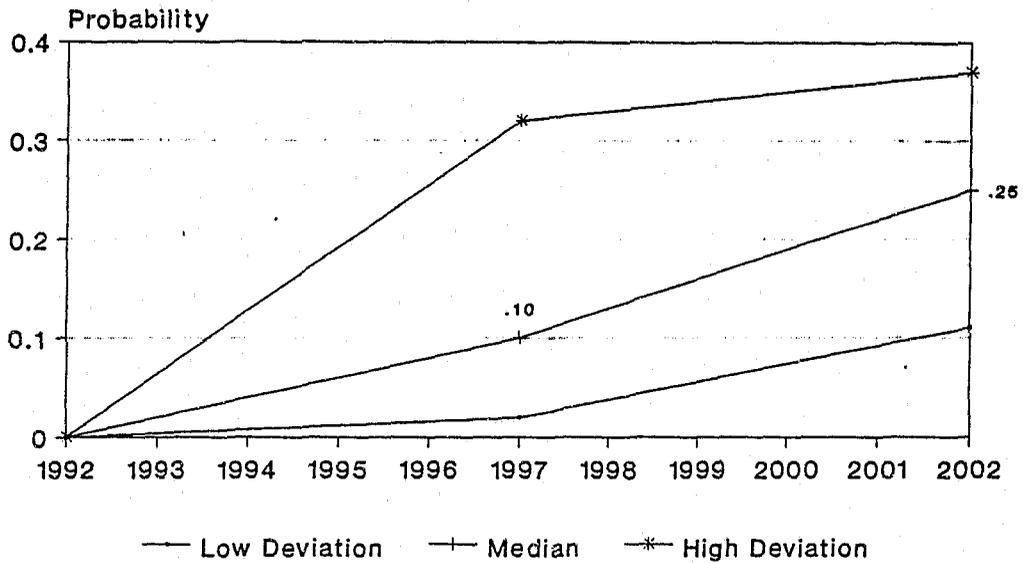
Graph #9

Event Nine

Event nine is a forecast that police chiefs will become
elected to their positions by the general public.

This is a very interesting event forecast since it raises many
engaging questions and problems.   In California, all of
the county sheriffs are elected by the population of the county in
which they serve.   Their counterparts in city police departments
are by a wide majority appointed to the position of police chief by
either the city manager, city administrator, mayor, city council,
or some other type of police/political board.   In fact, only two
cities in the State of California elect their police chiefs by
election, the cities of Albany and Santa Clara.

Does this have more to do with tradition then politics? Is a law enforcement organization administered by an elected official any better then an organization administered by an appointed official? What does the organization have to go through during an election year? Would an election for the police chief divide the police department? What about accountability? If the police chief were an elected official, then he could not be fired. If this were the case, then an elected police chief would not have to bow to unwanted political pressure from other politicians. Yes, at this point the elected police chief does become a politician!

In any event, this forecast received a relatively high probability with the median at 1997 being .10 and increasing to .25 at 2002.

Event Ten
Police Political Support Increases

Probability
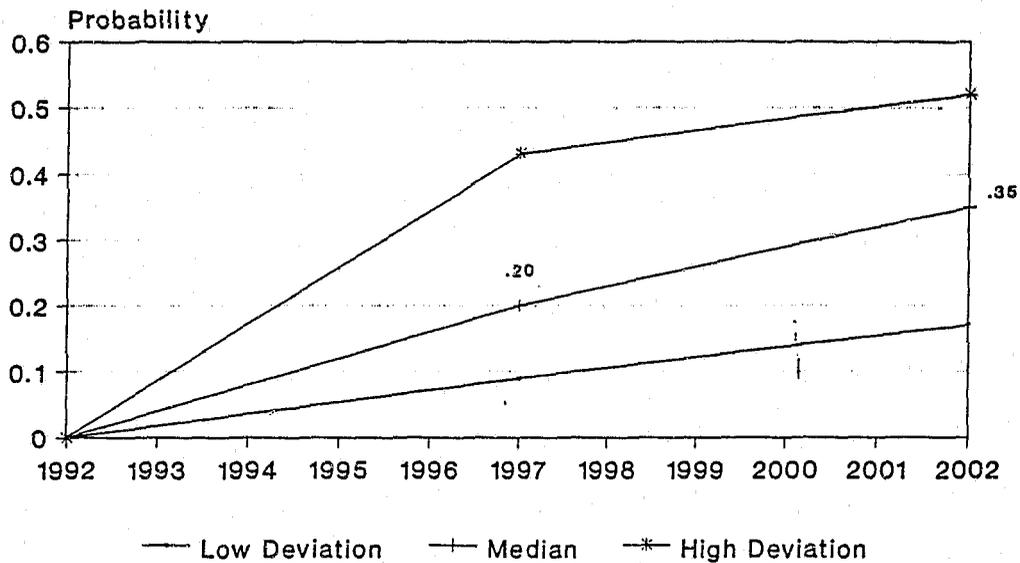
Graph #10

Event Ten

Event ten is an event forecast where legislation is passed which increases the official and publicly announced support that police leaders can provide to politicians and political candidates.

Under current regulations, the majority of police organization officials are either prohibited by policy or by good sense due to negative employment ramifications from actively participating in political elections, candidate support, or support of in-office political officials.

This goes beyond the expected support that law enforcement leaders should provide to their governing boards on legitimate

issues, but enters into the area where the support or non-support of a current political figure, or a candidate, is the norm. For this event to take place, other factors would have to be established in order for the police official to be protected from offering support to the losing candidate, or denying support to a current political figure.

How would a police chief or other top police administrator be able to politically survive this type of endorsement, or lack thereof should he make the wrong decision? If the police chief were elected, or if legislation included a provision that the support of a candidate or political figure could not be the grounds for termination, then this would not be a problem.

The event forecast on this issue is quite interesting, as there is no safe way to publicly and officially support political candidates.

Politicians come and go every two or four year or so, and because of that it is probably more important to remain somewhat neutral concerning candidates, and to offer only the support and courtesy that a current elected official should receive.

The forecast for this event showed a popular probability that this event would occur, with a probability at 1997 being .20 and at 2002 being .35 The high and low deviations remained consistent, with the high deviation being .52 and the low deviation being .17 at 2002.

Event Impact Evaluation
· Positive Vs. Negative
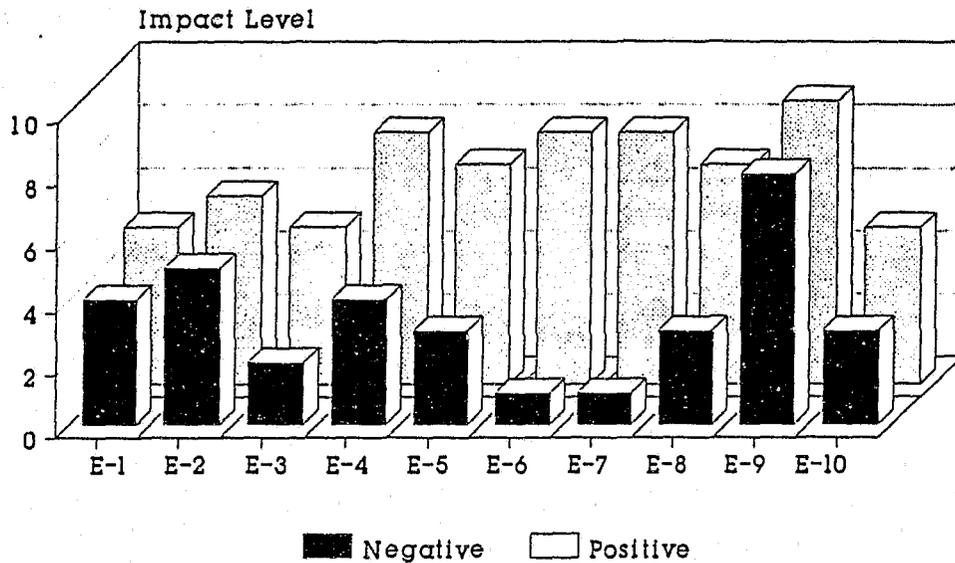
Graph #11

Event Impact Evaluation

During the NGT process, group members were asked to score each event with a positive and negative impact, from 0 to 10.

As indicated by the above chart, each event attained a higher positive impact score then negative impact score. As the chart represents the groups median score, it is apparent that some events had wide margins between positive and negative impacts, then other events.

Those events with close positive and negative scores represent events that are somewhat equal as to the benefits and problems that could arise should the event occur.

Other events disclosed wide margins between the positive and negative impacts, meaning the positive impacts or benefits far out weighed the negative impacts.

An interesting example of this are Events Six and Seven. The scores indicate that if these two events occurred, that their positive impacts are far greater then any of the negative impacts that would also derive from their implementation. Events Six and Seven both deal with police and political leaders becoming more educated about the others environment and responsibilities. This makes perfect sense and was expected.

Another interesting example is that of Event Nine. As pointed out earlier when discussing Event Nine, there are multiple issues that need to be addressed concerning police chiefs becoming elected, both positive and negative. It is apparent that this chart reflects that concept. Event Nine has a similar rating for positive and negative impacts should police chiefs become elected.

The remainder of the events have positive and negative impacts of varying degrees, with nothing out of the norm considering the event statement in review.

Event Probability
Years To Exceed Zero
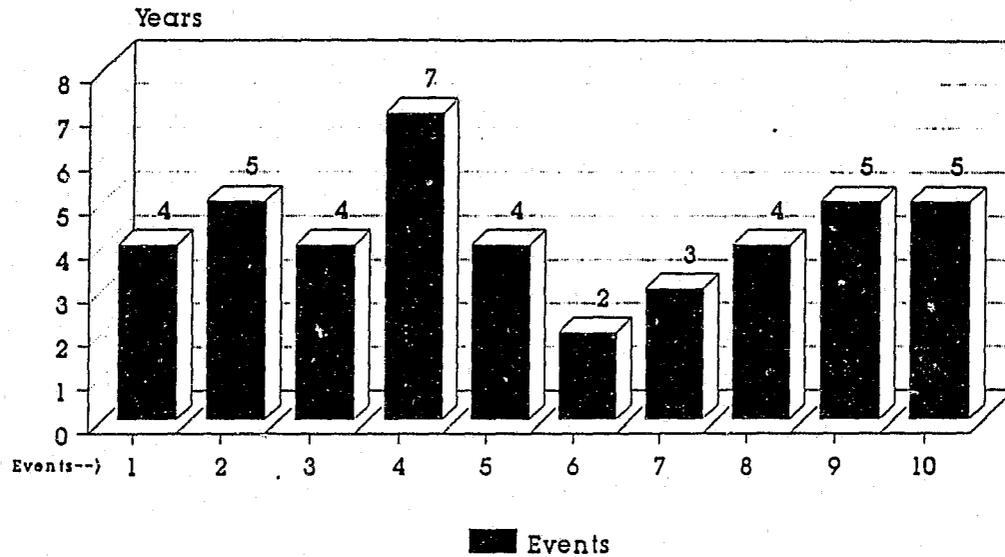
Years

Graph #12

Event Probability

On the event evaluation form is a category for each event to be scored as "Years Until Probability First Exceeds Zero".

The NGT group provided their scores and the median value for each event in this category was established and graphed.

Event Six received a two year low to exceed zero, while Event Four received a seven year high prior to exceeding zero. The remainder of the events scored within those two time frames.

Trends

The Nominal Group Technique was again utilized to identify the trends that are used in this paper, with the same participants This group provided the initial master list of trends, which were evaluated, discussed, and ranked as specified in the NGT process earlier described.

Different from the event evaluation form, the trend evaluation form recorded the NGT group scores in three different categories. Participants were requested to provide scoring for each trend in the following categories; Level of the trend: 1) Five Years Ago 2) Five Years From Now 3) Ten Years From Now

Once this was completed and all proposed adjustments were completed, the median, high, and low deviation scores were assigned for each trend.

From those scores the data was converted onto the charts that follow, with the median, high, and low deviations charted for the level of the trend five and ten years from now. Following the ten trend charts is a chart on the ten trend levels, utilizing median scores only, for the level of the trend Five Years Ago.

Please refer to the following trend list, charts, and their interpretations for additional information.

Trend List

1. The public will become involved on political issues involving law enforcement.

2. Police Officer Associations will become involved in the political arena.

3. The use of joint public forums by both political and law enforcement leaders will be utilized.

4. The community will place pressure on political leaders to have the public safety needs met.

5. Police and political leaders will improve their communications between them.

6. Police leaders will utilize public opinion surveys and polls to obtain an understanding of what the public wants.

7. Police leaders will have leverage in working with political officials due to public mandates requesting higher levels of public safety.

8. Community groups will become actively involved with monitoring political involvement concerning law enforcement issues.

9. Civilian review boards will be utilized to review both the good and bad conduct of law enforcement.

10. Public concerns will be effectively communicated through political representatives to law enforcement officials.

11. The level of public support of law enforcement.

12. Funding levels for law enforcement.

13. The level of public support of law enforcement.

14. Education levels of law enforcement officers.

15. Computers impact the efficiency of law enforcement operations.

16. Management effectiveness within law enforcement.

17. Police departments level of involvment in political issues.

18. Local law enforcement is funded totally by state and federal governments.

19. Police officers receive sensitivity training.

20. Police conduct conforms to community expectations.

21. Police become less involved in solving social issues.

22. Law enforcement receives increased direction from politicians.

23. Police departments become more community oriented.

24. Problem solving policing methods become widely used.

25. Minorities become heavily employed in law enforcement.

Trend One
Public & Political Involvement

Trend Level

Legend: —— Low Deviation   —+— Median   —*— High Deviation
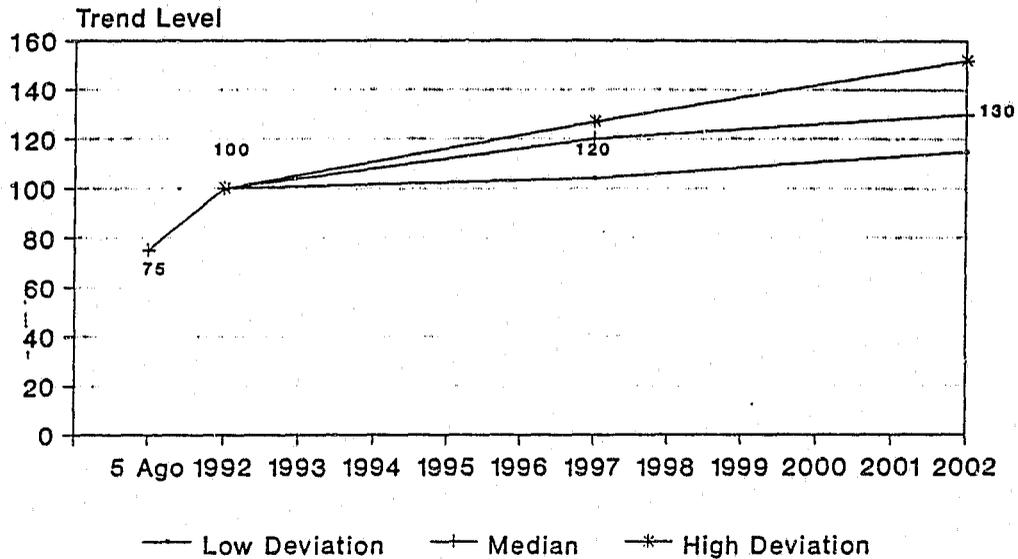
Graph #13

Trend One

Trend one is a statement that the public will have more involvement on political issues involving law enforcement.

The interpretation of this trend statement is that the current levels of public participation and involvement is less than desirable. The public is beginning to view law enforcement organizations as part of the community that they serve, and that it is possible to modify and enhance the types and levels of community service that are afforded to the community.

In addition, it is thought that the public perhaps should have more control over political influence that could effect their law

enforcement organizations. Political governing boards and or individual political figures may take it upon themselves to make wholesale changes that will effect the organization and the community, without consulting the public that will be effected.

The level of this particular trend shows a strong interest in this subject area. The median level at 1997 is 120, with an increase to 130 at 2002. The high and low deviation levels are both within consistent range, with the high deviation being 152 at 2002 and the low deviation being 115 at 2002.

This trend appears to have the support for a forecast that will establish it as a viable method to measure the level of public involvement on police political issues. If, as indicated on the chart, public involvement does increase over the next ten years, then this will play an important role in the over all picture of managing politics in law enforcement.

Trend Two
Police Association Involvement

Trend Level
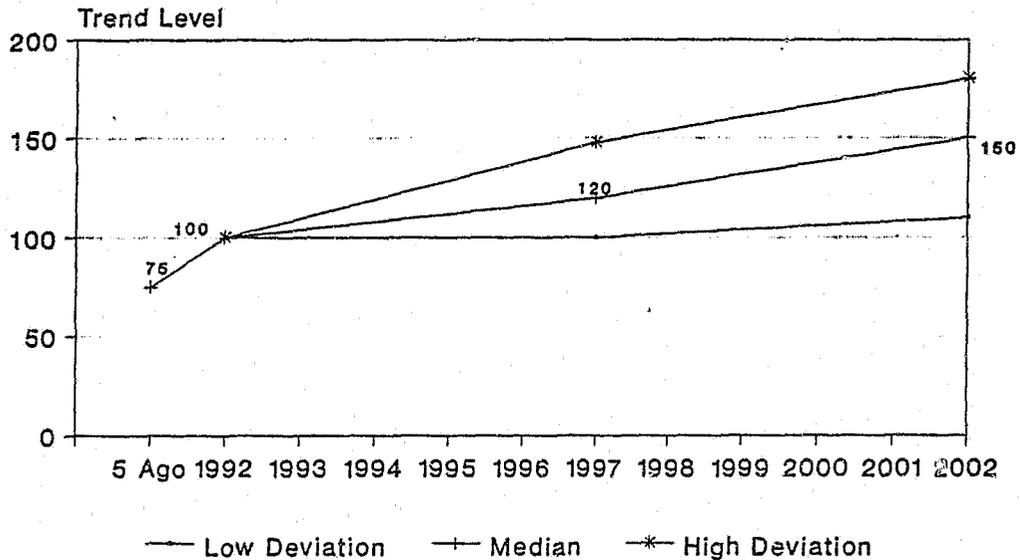
Graph #14

Trend Two

Trend two is a trend statement that police officer associations will become more involved in the political arenas that govern their agencies.

An interpretation of this statement is that while current day police officer associations have a certain level of involvement on political issues, that the level of involvement itself, as well as an increase in the subject area, will show an increase in the future.

It appears that within the next ten years it will become common place to observe police officer associations being involved

in depth in elections, measures, bonds, recalls, police chief appointments, as well as in current day activities such as in labor issues, salary, benefits, etc., but on a much greater standing.

The trend levels on this subject were supportive of those arguments, with the median level at 1997 being 120, and increasing to 150 at 2002. The high and low deviation levels were both within a consistent range, with the high deviation being 187 at 2002 and the low deviation being 112 at 2002.

This particular trend may have a tendency to interweave itself not only into the political arena, but into the organization's administrative arena. Police officer associations may gain additional control over areas that have been long since administrative domain, such as discipline, hiring, termination, assignments, etc., and it will be interesting to see how this will effect law enforcement in the future.

Trend Three
Public Forums Utilized

Trend Level

```
140 ┤                                                           *
120 ┤                                                      110
100 ┤    100  *                        *105
 80 ┤    *                          
 60 ┤
 50 ┤  50
 40 ┤
 20 ┤
  0 ┼────────────────────────────────────────────────────
    5 Ago 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

—— Low Deviation   —+— Median   —*— High Deviation
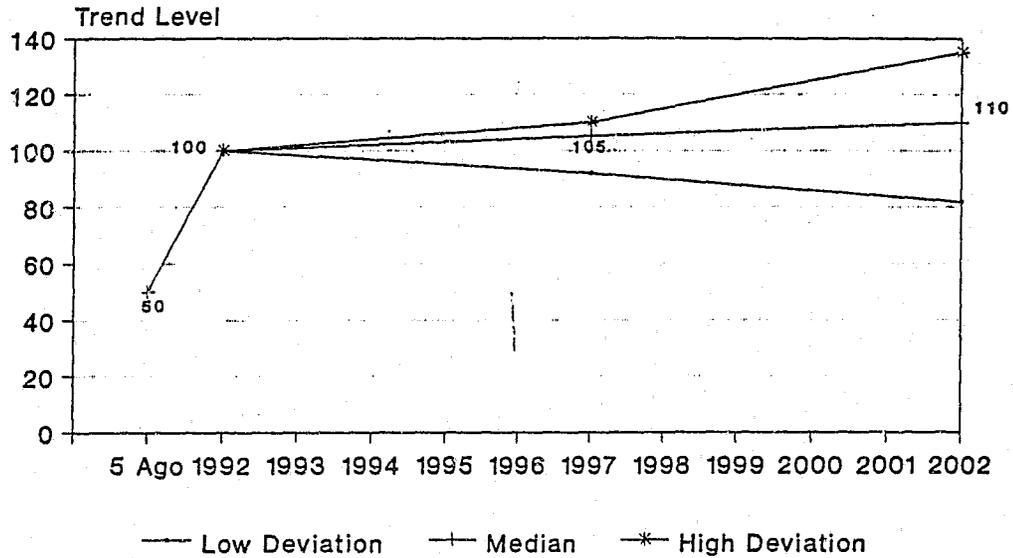
Graph #15

Trend Three

Trend three is a statement that the use of joint public forums by both political and law enforcement leaders will be utilized.

The interpretation of this trend is that both political and police leaders should utilize public forums in an open meeting atmosphere, while condoning public attendance and involvement.

Utilization of this type of format will help to ensure that the public is being heard on issues involving law enforcement, and that with both police and political leaders present, there will be less of an occurrence of misinterpretation of what is being expressed by all those who are involved.

In addition, a public format will facilitate an atmosphere of concern and interest on the part of law enforcement and the governing politicians. Successful use of this format will help to bring fourth more rapid change, citizen involvement, and political justification, i.e., the community will want to see the justification for changes made on law enforcement issues that will effect them.

Interesting were the trend level scores submitted on this subject. While the median level at 1997 was 105, a mere 5% increase over today's level, the median level at 2002 was 110. The high and low deviation levels were within consistent range of the median, however, the low deviation fell well below today's level of 100 to a low of 82 at 2002. While it is apparent that most people would prefer this type of format, there are evidently those who feel that its future level will drop off less then it is today.

Trend Four
Community Political Pressure

Trend Level
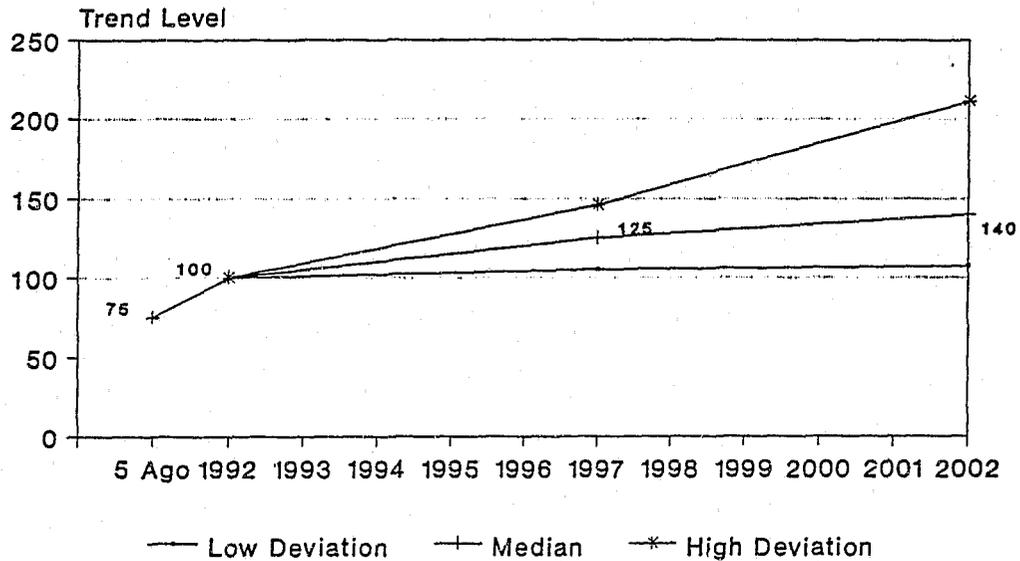
Graph #16

Trend Four

Trend four is a statement that the community will utilize political pressure to ensure that the public safety needs of the community are met.

An interpretation of this trend statement is that the community will utilize pressure tactics on the governing politicians in order to make those politicians understand that their public safety needs are a priority. In addition, the public will utilize pressure in order to ensure that once those needs are known, that action be taken in order to meet those needs.

This particular trend will have spin offs in several different directions, such as, "If you don't want us to cut public safety,

where do you want us to cut?" Though in today's society public safety is an area that the public demands a certain level of service in, the public will need to know where public safety will be on the hierarchy list of needs in the public view in the future.

Will public safety continue to traditionally be the last area to be cut? Will the public's needs change in the future? If so, where will that leave public safety? In any event, regardless of who gets what, the trend does appear that public pressure on governing officials will continue to increase.

As indicated on the chart, the median level at 1997 is 125, and increased to 140 at 2002. The high deviation has a higher degree of range at 211 with the low deviation being 107. It appears that society in general is bringing about a more expectant view of political results.

Trend Five
Political Communications

Trend Level

200

150

125

100

100

120

125

50

60

0

5 Ago 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002

—— Low Deviation   —+— Median   —*— High Deviation
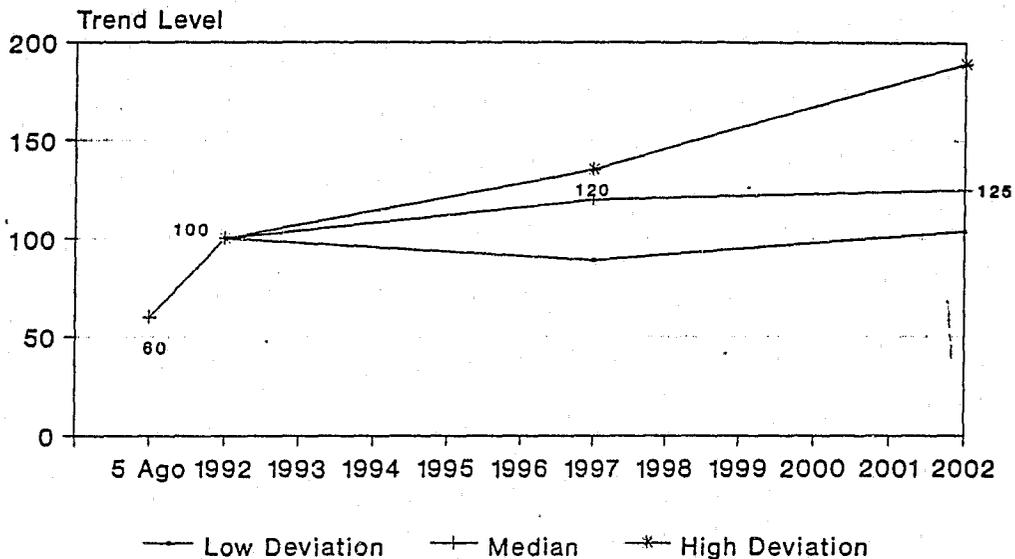
Graph #17

Trend Five

Trend five is a statement that police and political leaders
will improve the level of communications between them.

An interpretation of this trend statement is that it is felt
that the level of communications between police and political
leaders is lacking. This of course effects the public with
the level of service that they receive.

The public expects that the governing politicians and the
leaders of their law enforcement organizations have the ability to
convey to each other all of the information that is necessary for
the organization to function properly.

A breakdown in communication will only serve to isolate the community from its law enforcement agency. By and large, members of the community are law abiding and law enforcement supportive people. However, when the communication system between their political representative and their law enforcement organization fails, the result is a community that does not receive the level or type of service that it desires.

While this trend appeared to have a high level of initial support, the median trend level was not all that reflective of this assumption. The median trend level at 1997 is 120 and at 2002 is 125. The high deviation reached 189 and the low deviation is 104 at 2002.

Trend Six
Public Opinion Surveys & Polls

Trend Level
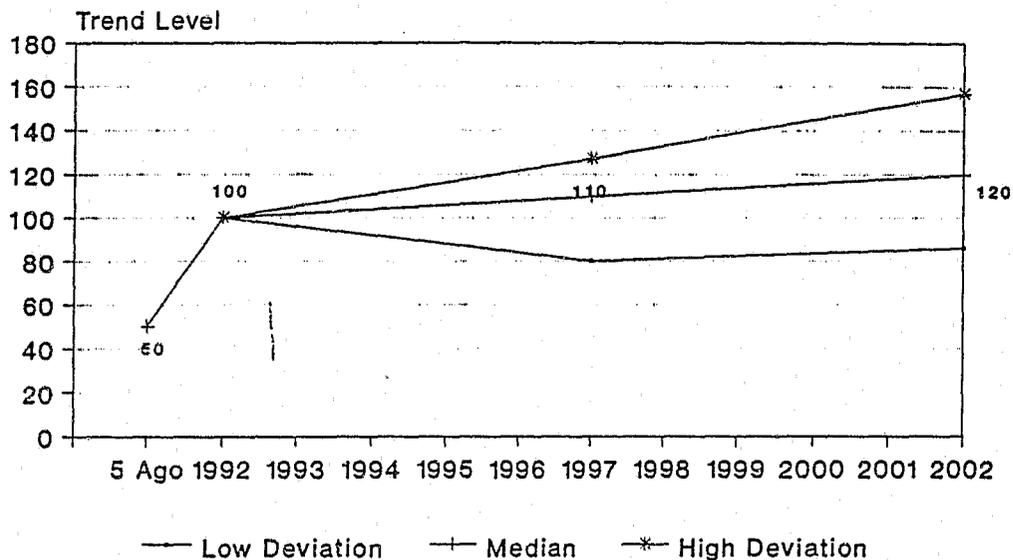
Graph #18

Trend Six

Trend six is a statement that police officials utilize public opinion surveys and polls to obtain an understanding of what the public wants from their law enforcement organization.

An interpretation of this trend statement is that police officials need to utilize various methods to allow the public to communicate their needs to their law enforcement organization. The use of public opinion surveys and polls is a method that can be effective in not only relating to the police organization what the public thinks and needs, but conveys to the public that the organization feels that the public has a right to convey those

ideas. This not only improves communications, but improves
community relations as well.

While such a format may be somewhat cumbersome to utilize on
an on going basis, it is conceivable that the use of surveys and
polls is realistic and valuable. Random polls mailed out to
a percentage of those who have had police contact, both positive
and negative, can be utilized in a data base format to discover
where there may be a need for training, or new policy on certain
issues or procedures.

The trend level values assigned to this topic were reflective
of this trend being positive in nature, with a median trend level
at 1997 being 110, and at 2002 being 120. Both the high and low
deviation trend levels were consistent with the median, with the
high deviation being 157 and the low deviation being 86 at 2002.

Trend Seven
Level Of Police Influence

Trend Level
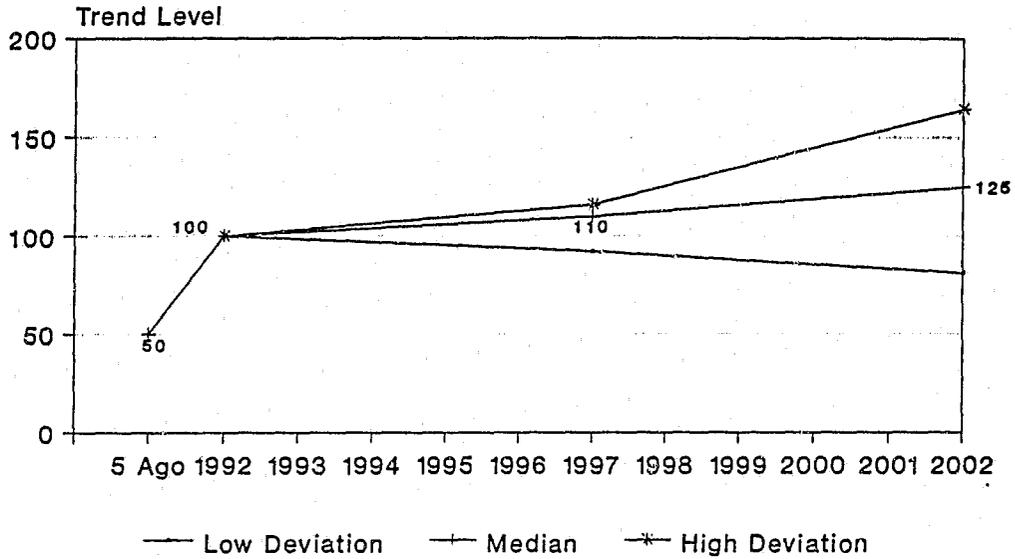
Graph #19

Trend Seven

Trend seven is a statement that police officials will have increased leverage while working with political officials on law enforcement issues due to public pressure.

The interpretation of this trend statement is that due to public pressure placed on governing politicians to provide levels of public safety that are commensurate with the population and crime levels, that law enforcement officials will have better leverage in which to negotiate due to these public mandates.

The public is going to place demands upon their governments to act decisively in providing for their public safety needs. When

the requests are heard by both police and political leaders, it will be the law enforcement officials who echo the needs of the public to the governing politicians.

The political powers must then make decisions concerning these public demands, while at the same time being influenced by law enforcement leaders that the requests are necessary and are in the best interest of the general public.

Obviously, it would be a difficult undertaking and a political risk for political figures to recommend against maintaining or increasing public safety standards that are not the will of the public. Thus, increased leverage that will result.

As indicated on the chart, the median trend level for this subject is 110 at 1997 and 125 at 2002, indicating the level of its future occurrence. Both the high and low median deviation levels are consistent with the median, with the high deviation at 2002 being 164 and the low deviation at 2002 being 81.

Trend Eight
Monitoring of Political Influence

Trend Level


```
200

150                                                                        *
                                                                          140
                                        *      125
100    100   *
       75
50

  0
       5 Ago 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

—— Low Deviation   —+— Median   —*— High Deviation
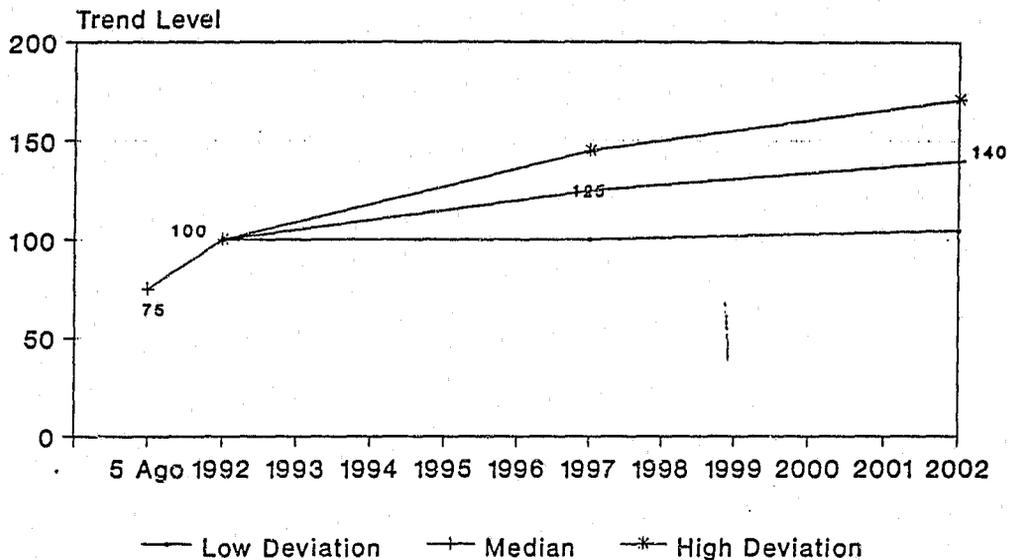
Graph #20

Trend Eight

Trend eight is a trend statement that states that community
groups will become actively involved with monitoring political
involvement with law enforcement.

An interpretation of this trend statement is that it is
important that the community, in some format, let the governing
politicians know that their decisions and actions are being
scrutinized by the public.

Law enforcement organizations exist for the public, as do
governing politicians. Both should operate and conduct themselves
within the expectations and needs of the public as a primary

factor.   This particular trend received a high level of interest
and a value score indicative of that.

When the decision makers are aware that what they do is being
monitored, they will be more inclined to make decisions that are
reflective of the needs of the public. Obviously, their jobs will
depend upon this.

The chart indicates a substantial upward median value at 1997
of 125, and another substantial value increase at 2002 of 140. The
high and low deviation levels are consistent with the median, with
the high deviation being 171 and the low deviation being 105 at
2002.

Trend Nine
Civilian Review Boards

Trend Level


```
160
140                                              *
120                              110                      120
100  100 *
 80
 60  +
     60
 40
 20
  0
     5 Ago 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

── Low Deviation   ─┼─ Median   ─*─ High Deviation
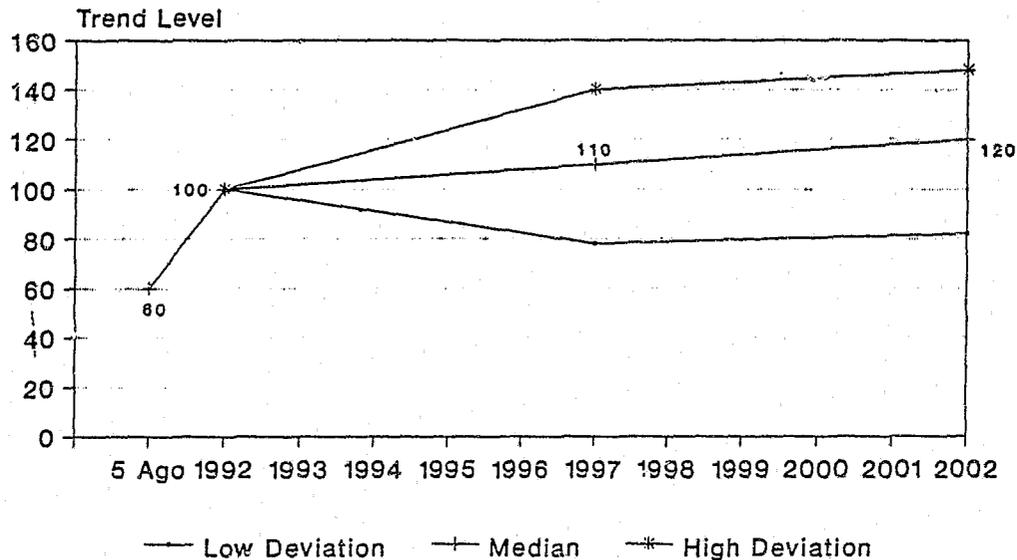
Graph #21

Trend Nine

Trend nine is a trend statement that states that civilian review boards will be utilized more frequently to review both good and bad conduct by law enforcement.

An interpretation of this trend is that the public feels that the law enforcement organization within their community belongs to them, and that a process should be in place that will allow the public a means of monitoring the behavior of the police. Another argument is voiced that police misconduct is concealed or not fully investigated.

Regardless, civilian review boards may indeed increase in number and scope of authority. The actual need of civilian review

boards may be debatable, with variable factors such as department size, history, performance, and current accountability of police conduct being influential factors regarding need and formation.

The chart for the median trend level while showing an increase was not overwhelming. The median value at 1997 is 110, and increases to 120 at 2002. While there are many good arguments for and against the formation and use of civilian review boards, it is a subject that each jurisdiction will have to decide upon based upon factors unique to their law enforcement organization.

Trend Ten
Public Concerns Communicated

Trend Level

```
140 ┬
    │
120 ┼ - - - - - - - - - - - - - - - - - - - - - - - *         *
    │                                                        110
100 ┼ - - -100 * - - - - - - - - - - - -105 - - - - - - - - - -
    │
 80 ┼   *
    │   80
 60 ┤
    │
 40 ┤
    │
 20 ┤
    │
  0 ┴────────────────────────────────────────────────────
     5 Ago 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
```

—— Low Deviation   —+— Median   —*— High Deviation
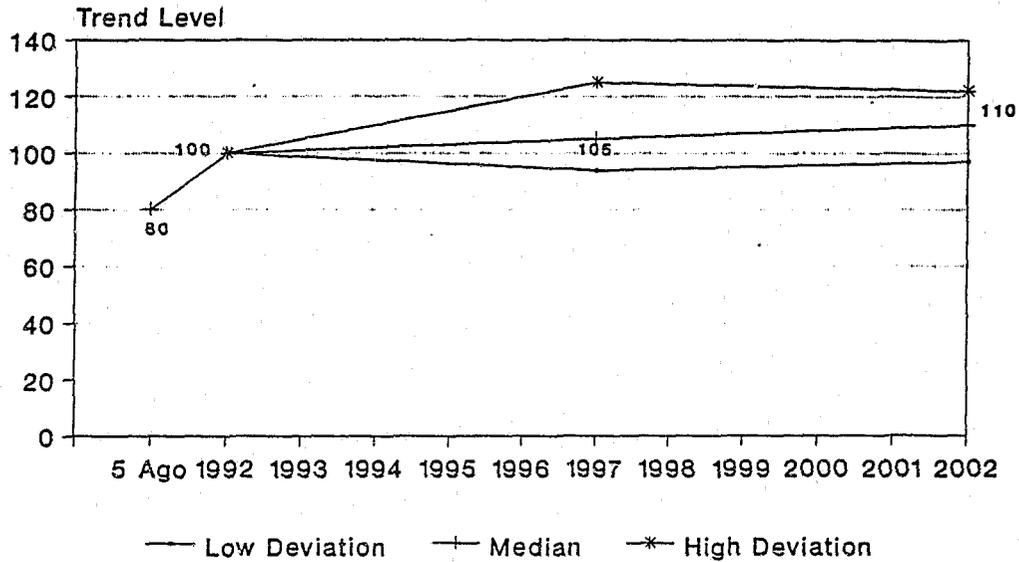
Graph #22

Trend Ten

Trend ten is a trend statement that states that public concerns will be more effectively communicated through political representatives to law enforcement.

An interpretation of this trend statement is that the community's law enforcement organization is not receiving the direction via political figures, that the community is attempting to relate.

Political representatives between law enforcement and the public is generally the city council, board of supervisor, or some other type of advisory board. Due to the diversity of the problems

that these governing boards must handle, there are potential areas that may be unknowingly neglected or not attended to as effectively as they should be.

   This particular trend, however, did not receive high trend level scores. The median trend level at 1997 was only 105, and at 2002 increased to 110. The high and low deviation levels were also consistent with the median, with the high deviation being 122 at 1997 and the low deviation being 97 at 2002.

Level Of The Trends
Five Years Ago

Median Values

Trends --> 1 2 3 4 5 6 7 8 9 10

◼️ Series 1
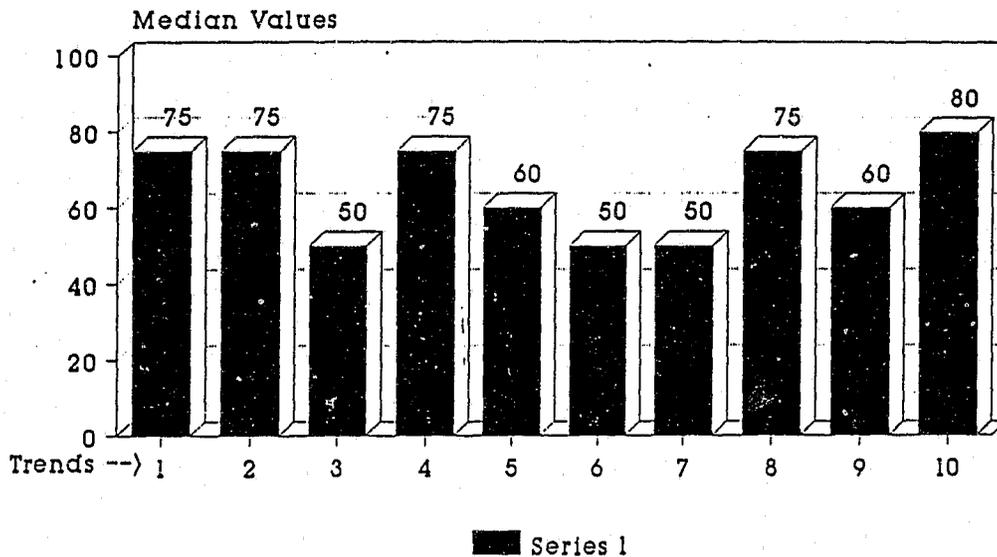
Graph #23

Level of the Trends

The above graph charts the level of each trend at they were rated by the NGT group for the period "Five Years Ago" as observed on the Trend Evaluation Form.

An interesting evaluation of each trend is that the median values for each of them for the five years ago category has been valued at less than 100, which is the assumed value for "Today"

The lowest value for this category is a value of 50, which is assigned to trends 3, 6, and 7. Trend 10 received the highest value level with a value of 80. The remainder of the trend levels were between 50 and 80. Over all, the trend values levels for this category were fairly consistent with each other.

Another interesting fact is that none of the trend levels for five years ago exceeded the value of today, at 100. It should be noted however, that trend 1 had a high deviation value of 167, meaning there were those who felt that the level of trend 1 was much greater five years ago then it is today.

Trends 9 and 10 received high deviation values of 95 and 97, meaning there were those who felt the level of those trends five years ago, were almost equal to the level of the trends today, at 100.

Cross-Impact Analysis

The use of the Event-To-Event and Event-To-Trend Cross-Impact Analysis is a method to generate alternative future scenarios for study and review. The procedure requires the utilization of event and trend statements that have been previously forecasted. This was accomplished by the NGT group earlier, where the specific ten events and trends were identified and forecasted for a ten year period.

At this point, the ten events and trends were entered into the actual cross-impact models, Event-To-Event, and Event-To-Trend. At that time two law enforcement professionals entered values for the two matrices, and discussed their differences on various cell values. Once they came to an agreement on both of the matrices concerning all of the assigned values, that data needed to be converted so that it could be utilized in the XIMPACT Computer Program.

The procedure for changing the values on the Event-To-Event matrix was to simply divide the original estimate by 100, and if the sign for the estimate was positive, add 1.00 to the new number for the result. If the sign was negative, subtract the new number from 1.00. If the cell received no value to begin with and the matrix cell was left blank, then a 1.0. is entered for that cell.

For the event to trend matrix again divide the estimates by 100. This new number is multiplied times the average for

the impacted trends in question. This value becomes the cross-impact factor. If the cell had been left blank, then a zero would be entered. Where there is an impact multiply that value by the trend value average in order to come up with the final value for the cell. Event and trend work sheets were utilized in order to calculate these values and for obtaining the average for each trend.

At this point there were two finalized cross-impact matrices, Event-To-Event, and Event-To-Trend. By utilizing the data from these matrices, alternative scenarios can be generated. The data from the matrices and from the previously forecasted events and trends were entered into the XIMPACT Computer Program which automatically converted the data into 100 alternative scenarios.

The task was to select two alternative scenarios from the 100 generated by the XIMPACT Program. The criteria utilized for the selection of the alternative scenarios was to look for futures that contained event occurrences in selected years that would have a significant impact in providing as different a future from the most likely future.

Quatro-Pro, a computerized spreadsheet program, was utilized to process and print the 100 alternative scenarios that was generated by the XIMPACT Program.

The following two pages are the actual Event-To-Event, and Event-To-Trend cross-impact matrices with the resulting values entered for each cell.

Event-To-Event Cross Impact Matrix

Chart #1

Impacting Event	Maximum Impact									
	1	2	3	4.	5	6	7	8	9	10
E1. Public mandate for more public control over political issues.		1.1	1.05	1.01	1.03	1.02	1.02	1.01	1.15	1.05
E2. Formation of political deciding body sub-committees for law enf.	1.1		1.1	1.05	1.1	1	1	1	1.05	1
E3. Administrative police position to work with political factions.	1.05	1.15		1.15	1.25	1.25	1.25	1.05	1.1	1.05
E4. Mandated retreats involving police managers & politicians.	1.05	1	1.15		1.2	1.15	1.15	1	1.1	1.15
E5. Mandated communications network between politicians and police.	1.05	1.1	1.2	1.1		1.15	1.1	1.05	1.1	1
E6. Politicians receive mandatory education on police issues.	1.05	1	1.05	1.15	1.1		1.25	1	1.1	1.05
E7. Police leaders receive mandatory education on political science.	1	1.05	1.25	1.2	1.2	1.25		1	1.25	1.05
E8. Reduction of political influence due to police standardization.	1.1	1.05	1.05	1	1.05	1.05	1		1	1
E9. Police chiefs become elected to their positions by the public.	1.25	1.1	1.15	1.2	1.15	1.15	1.25	1		1.3
E10. Political support of candidates by police becomes more prevelent.	1.05	1	1.15	1.1	1.15	1.1	1.1	1	1.3	

Chart #2

Event-To-Trend Cross Impact Matrix

Impacting Event	Maximum Impact									
	T1 Public Involv. Incr.	T2 Police Assoc. Involv.	T3 Joint Public Forums	T4 Public Pres. Felt	T5 Police Comm. Impr.	T6 Public Surveys Used	T7 Police Lev. Incr.	T8 Public Monitor Politic	T9 Public Review Boards	T10 Public Concern Heard
E1 Public Political Control	35.46	0	29.55	23.64	0	29.55	0	23.64	29.55	29.55
E2 Political Sub-Committees	6.23	0	6.23	6.23	0	18.69	0	6.23	6.23	12.46
E3 Administrative Political Position	0	5.27	21.10	0	26.37	21.10	10.55	0	0	10.55
E4 Mandated Retreats	0	0	0	0	18.67	0	6.22	0	0	12.45
E5 Communications Network	11.75	0	11.75	5.87	11.75	17.62	0	0	0	11.75
E6 Politicians Get Law Enf. Edu.	0	0	0	0	11.10	0	27.75	0	0	0
E7 Police Get Political Edu.	11.25	0	5.62	0	5.62	0	0	0	0	0
E8 Reduction of Political Inf.	6.22	0	0	6.22	0	6.22	18.67	12.45	6.22	0
E9 Police Chiefs Are Elected	27.75	27.75	11.10	5.55	5.55	22.20	5.55	11.10	5.55	11.10
E10 Political Support Increases	0	26.37	0	0	0	0	10.55	0	0	0

-Page 61-

Trend Statement	Level of the Trend (Today = 100)			
	5 Years Ago	Today	5 Years From Now	10 Years From Now
1) Public involvement on political law enforcement issues.	M=75 HD=167 LD=58	100	M=120 HD=127 LD=104	M=130 HD=152 LD=115
2) Police officer association involvement within political arena.	M=75 HD=93 LD=50	100	M=120 HD=146 LD=102	M=150 HD=187 LD=112
3) Joint public forums utilized by both police and political leaders.	M=50 HD=77 LD=25	100	M=105 HD=120 LD=92	M=110 HD=135 LD=82
4) Community pressure on political leaders regarding public safety needs.	M=75 HD=84 LD=53	100	M=125 HD=146 LD=105	M=140 HD=211 LD=107
5) Police and political communications network.	M=60 HD=77 LD=32	100	M=120 HD=135 LD=89	M=125 HD=189 LD=104
6) Police utilization of public opinion surveys and polls.	M=50 HD=70 LD=28	100	M=110 HD=127 LD=80	M=120 HD=157 LD=86
7) Police leaders level of leverage on law enforcement political issues.	M=50 HD=87 LD=27	100	M=110 HD=116 LD=92	M=125 HD=164 LD=81
8) Community groups monitoring of political conduct on law enforcement issues.	M=75 HD=95 LD=44	100	M=125 HD=145 LD=100	M=140 HD=171 LD=105
9) Civilian review boards will be utilized.	M=60 HD=95 LD=27	100	M=110 HD=140 LD=78	M=120 HD=148 LD=82
10) Public concerns communicated via political process to law enforcement organizations.	M=80 HD=97 LD=42	100	M=105 HD=125 LD=94	M=110 HD=122 LD=97

Future Scenarios

Most Likely Future

The following depiction is a scenario of the most likely future, relative to the forecasted events and trends that are previously documented in this paper.

****

The early 1990's were just the beginning of the high profile negative social-political impacting occurrences that triggered the entire internal restructuring of law enforcement organizations. The term "Aberration" was utilized by the police chiefs of Los Angeles and Chicago to describe the on-going incidents of ruthless conduct of their departments. However, the abhorrent pattern of behavior continued, leaving in its wake public distrust, civil unrest, economic chaos, and ineffective law enforcement organizations. Police officers were no longer regarded as keepers of the peace, but were now feared by those who once counted upon them for safety.

By 1996 political and public mandates thrust themselves into a law enforcement environment, that only a few years prior was considered a closed society. Through immense public pressure, the political involvement that ensued included a format for community responsibility and involvement on a scale that was thought to have never been possible.

The public was taking back their police departments, and along the way wholesale reformation was taking place. The implementation and wide scope utilization of police civilian review boards were common fixtures of local government by 1998. Their formation was a forced result of the previous years of neglect and bitterly viewed acts of coarse behavior by the police.

A spin-off of the review boards were political sub-committees, created for the specific purpose of providing guidance and direction for the jurisdictions law enforcement agency. Their use was wide scale, and their scope of authority ranged well beyond what was actually necessary, but none the less was securely in place in order to stave off unwanted behavior.

By the year 1998 another unusual occurrence evolved that helped shape and reformat law enforcement organizations. This was the education and training of governing officials in the scope of civilian law enforcement. By now the tide had already turned away, nation-wide, from the para-military style of law enforcement that had previously evolved out of fear, contempt, and misunderstanding of what the public wanted from their law enforcement organizations.

Political representatives were now deeply involved in the recruitment, training, and hiring practices of law enforcement agencies. Select political figures were as well trained and educated on civilian law enforcement procedures as law enforcement administrators were. This resulted in a more critical view, and offered more insight, into the formation and development of the organization by those charged with its oversight. This

procedure was viewed with positive results, as law enforcement organizations are once again being perceived as reflective of the community needs.

Police leaders themselves are receiving reciprocal training and education on political science issues and methodology. The gap between police and political officials is narrowing on all fronts as a result of this cross training and education process. Not only do the governing political officials understand all aspects of the law enforcement organizations in which they provide oversight for, but police leaders are also enlightened and literate on the political front. This particular partnership between police and political leaders has formed into a unique and advantageous bond between the two factions, which has resulted positive outcomes.

By the year 2000 both police and political officials will have in place state of the art computerized communications equipment that is able to link, compile, and formulate the communities needs by way of in home terminals, to government data bases, that will provide current and accurate information concerning the changes, implementation, or deletion of certain services that are needed by the public.

This type of communications network will allow the public easy access to the police and political leaders. No longer will there be the excuse that "I don't want to get involved" or "Why should I make a suggestion, they won't do it anyway". The correlation of information from the public will mandate what the community desires as a whole, and provides this information to the officials whose

responsibility it is to implement the strategy to address those needs. This system, which evolved from the previously used, crude form of mailed questionnaires and telephonic public polls and surveys, is operating at many times the efficiency of the earlier model.

By the year 2002, final plans are underway to initiate a political review board, consisting of citizens whose task it is to monitor governing politicians who in turn govern their law enforcement organizations. This is the finishing touch to a ten year plan encompassing a format to reorganize and restructure civilian law enforcement. No longer are behind the scene deals made or strings being pulled for prominent citizens or those with connections. Fair and impartial treatment is fostered and expected. Checks and balances are in place from the bottom up, and no longer are the police looked at with fear and apprehension.

Alternative Futures

A computer program, (Ximpact, VER. 1.X, Wayne I. Boucher, 1992), was used to develop alternative futures based upon the originally generated trends and events, ten each, from the NGT process. The following data was entered to provide the tables from which to develop alternative futures;

* Event-to-event cross-impact matrix results.
* Event-to-trend cross-impact matrix results.
* Cumulative event probability for ten events.
* Median forecasts of ten trends.

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to compliment the "most likely" scenario developed in the NGT process. The two scenarios were selected for their unique and interesting futures.

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Alternative Scenario #1
(Iteration #41)

Law enforcement has found itself evolving in various directions as stimulated by both external and internal factors. On the political front, development has occurred within law enforcement agencies that has enabled them to become more participatory in the political process that governs them.

Through a network of military and ex-law enforcement officials, political influence and involvement in legislation by current police officials is increasing. This movement is being

helped along by vigorous lobbying of state legislative officials by police management associations, of course at the trepidation of city and county political governing boards

By 1994, specific legislation has been enacted which not only empowers top police administrative staff to officially engage in political activity, but enacts safeguards that protects the law enforcement officials from negative repercussion.

The consequences of this particular event occurring is that police officials will have more opportunity to sway and direct the voting public toward their selected candidate.

In 1997, a requirement is enacted in police executive training standards that top police administrative officials receive education and training in political science issues and methodology. This event, coupled with the ability to actively participate in the selection of political candidates, has proven to empower top police officials regarding their specific direction and guidance. At this point the political governing boards are made up of representatives and officials who may have a partiality toward the police officials that they direct.

In essence, top police officials now not only know the system, but are actively involved in selecting the individuals who are within the system. Police agencies are finding that there are few hurdles to overcome in order to obtain what they want.

In 1998, state law is enacted which mandates that cities must now elect their law enforcement organization's chief of police. No longer are police chiefs selected by individuals or boards. There

are no term limits for police chiefs. They are elected to four year terms at the will of the voting public.

As a result, police chiefs no longer have to worry about political support. They no longer serve at the will of the governing political board. The only method of removal of a police chief is either due to conduct requiring disqualification from office, or by re-call.

The election of police chiefs, coupled with the insight and education of the political process and the legal ability to use that position for political advancement and opportunity, has now resulted in an entirely new structure for municipal law enforcement organizations as we know them.

Political direction, received in prior years from usually un-bias political governing boards, is no longer the system of operation. Insiders within the law enforcement organizations who once complained and criticized outside political influence and structure, now have the opportunity to view and voice the same concerns from within the system, as police chiefs are now in fact politicians.

In 1999, the formation of political deciding body sub-committees on police related issues will be created and utilized regionally. These committees will have broad based power to help direct and influence police departments from an internal basis. As a result, some of the power and influence that individual police chiefs once had has now been eroded.

Political appointees to these committees will possess power and influence in some areas greater then the current police management has. As a result, political maneuvering is playing an extensive role in the decision making process within the law enforcement organizations themselves, causing a certain level of mis-trust and improper deployment of resources.

In the year 2002, a process of retreats has become necessary involving police managers and political officials. This has been brought about due to the on-going problems associated between the two factions. The process was brought about to address how police and political leaders may reconcile their differences and learn how to manage and deliver the law enforcement services that their communities desire.

Trend Values for Iteration No. 41   Chart #4

	1-93	12-93	1994	1995	1996	1997	1998	1999	2000	2001	2002
T1	100	105	107.4	108.8	112.3	114.4	105.5	105.1	104.7	115.6	119.6
T2	100	105	109.8	114.4	115.3	118.8	131.1	128.8	130.2	132.5	135.8
T3	100	101	101.1	100.9	96.2	94.7	75.4	70.7	64.2	84.9	86.5
T4	100	103	105.6	109.1	110.3	113.1	114.1	111.7	113.2	115.3	124.2
T5	100	102	104.4	106.7	105.8	120.5	116.7	114.2	111.4	111.2	110.4
T6	100	103	104.3	106.3	104.1	105.2	97.8	91.4	86.3	82.3	97.2
T7	100	102	104.8	106.2	102.0	131.1	126.7	125.6	122.0	120.4	119.8
T8	100	103	105.7	109.2	110.2	113.2	106.1	108.2	108.5	121.6	131.7
T9	100	103	104.7	105.2	105.4	109.4	97.8	96.3	94.9	94.2	99.1
T10	100	101	101.3	101.4	99.1	106.9	94.3	90.7	86.7	83.4	92.9

Occurrences In Iteration No. 41

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
E1	0	0	0	0	0	0	0	0	0	0
E2	0	0	0	0	0	0	1	0	0	0
E3	0	0	0	0	0	0	0	0	0	0
E4	0	0	0	0	0	0	0	0	0	1
E5	0	0	0	0	0	0	0	0	0	0
E6	0	0	0	0	0	0	0	0	0	0
E7	0	0	0	0	1	0	0	0	0	0
E8	0	0	0	0	0	0	0	0	0	0
E9	0	0	0	0	0	1	0	0	0	0
E10	0	1	0	0	0	0	0	0	0	0

In 1993, strong community pressure was brought forth upon political leaders to provide a more structured network of communication, so that the needs of the community could be conveyed to the law enforcement organizations. At first it was thought that the most direct method was the most appropriate, with the public communicating directly to top police officials, however this had drawbacks.

On certain issues that were normally closly monitored by public officials, usually those which required funding or political decision making, it was difficult to realize a change based upon a request from the police officials to the political governing boards. In essence, the politicians were not convinced that they were getting the appropriate information, and therefore would not act upon the requests.

Non-responsiveness in this instance was the catalyst for change. The public realized that it held the power to demand change, but had to devise a method of letting its voice be heard by those who had the power to initiate the change.

In 1996, public referendum led to a definite control of political law enforcement related issues by the public, controlled and monitored by citizen advisory groups. This allowed for a more direct control of law enforcement issues by the public then was previously experienced. No more were politicians and law enforcement leaders directing the goals and enforcement levels of

the organization without direct in-put and review by the public.

In 1997, an administrative position within law enforcement organizations was created to exclusively deal with the political factions, who in turn were now receiving the appropriate direction from the public. This position allowed for a much smoother relationship between police and political leaders, a political liaison. A person who had the necessary skill and background filled this position, and provided law enforcement organizations with the ability to make real progress on the political forefront.

In addition, also occurring in 1997 was the advent of formal police/political retreats on an annual basis. This format allowed for the free exchange of ideas, problems, conflicts, and resolution of many issues that were unable to be addressed in the usual business setting. These two occurrences provide a valuable means of communications and problem solving that was received in a positive light by the public.

In the year 2001, there came to be a state wide operations standard involving all local and state law enforcement agencies. This standard made sweeping changes in the methods of operations of many agencies, while remaining consistent with model agencies that were able to stay at the cutting edge of their field. This particular enactment of legislation resulted in another impact. It left little room for local political boards to maneuver change. The intent behind this legislation was to devise and implement the best possible standards for all law enforcement organizations, while removing the availability of local political influence.

By the year 2002, the public had also mandated increased control over any proposed changes in this system by local political governing boards. Upon application for change from the local boards to the state review committee, it was necessary to confirm by public vote that the change requested was in fact the will of the people. The particular requirement resulted in infrequent requests for change.

With the conclusion of this scenario, we find a law enforcement system that allows the people to be increasingly more empowered in their control of law enforcement, while at the same time allowing for more productive relationships between police and political leaders.

Trend Values for Iteration No. 80   Chart #5

	1-93	12-93	1994	1995	1996	1997	1998	1999	2000	2001	2002
T1	100	105	107.4	108.8	112.3	114.4	140.9	140.6	140.1	151.0	148.8
T2	100	105	109.8	114.4	115.3	118.8	125.1	134.1	135.5	137.7	141.1
T3	100	101	101.1	100.9	96.2	94.7	126.1	121.4	114.8	135.5	130.9
T4	100	103	105.6	109.1	110.3	113.1	132.1	135.3	136.8	139.0	141.6
T5	100	102	104.4	106.7	105.8	109.4	132.0	129.5	126.7	126.5	125.7
T6	100	103	104.3	106.3	104.1	105.2	142.8	142.1	137.0	133.0	129.2
T7	100	102	104.8	106.2	102.0	103.3	109.5	108.4	104.8	103.2	102.6
T8	100	103	105.7	109.2	110.2	113.3	129.8	132.0	132.1	145.3	149.1
T9	100	103	104.7	105.2	105.4	106.0	123.9	122.4	124.4	123.7	122.4
T10	100	101	101.3	101.4	99.1	97.9	125.4	121.8	126.8	123.5	120.6

Occurrences In Iteration No. 80

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
E1	0	0	0	1	0	0	0	0	0	0
E2	0	0	0	0	0	0	0	0	0	1
E3	0	0	0	0	1	0	0	0	0	0
E4	0	0	0	0	1	0	0	0	0	0
E5	1	0	0	0	0	0	0	0	0	0
E6	0	0	0	0	0	0	0	0	0	0
E7	0	0	0	0	0	0	0	0	0	0
E8	0	0	0	0	0	0	0	0	1	0
E9	0	0	0	0	0	0	0	0	0	0
E10	0	0	0	0	0	0	0	0	0	0

Futures Summary

The process of futures forecasting and analysis has shown that in fact, there is a need to study political influence and management relative to law enforcement organizations.

The process allows for the development of ideas, concepts, and concerns from a group format that in and of itself is reflective of the population to a relative extent.

The forecasts derived from the process are evident that certain events and trends are going to occur, and some at a greater level or impact than others. In any event, the data collected from such a study would allow a policy maker to contour the thinking on future issues so that it allows for including projected forecasts.

To one extent or another, people think futuristically on a daily basis. When people think about making a major purchase they have to forecast and project out their financial picture. When people think about changing jobs or employers they have to forecast the opportunities that they may or may not encounter, as well as those that they may be leaving behind.

The exercise that has been completed here simply takes this concept one step further and adds additional variables and participants. By doing so, an increase in the likelihood of making a correct forecast for a particular event or trend comes about.

The information that has been derived from this exercise is important to law enforcement, in that it will help to identify that

in this particular subject area, politics and law enforcement, that there is a need for improvement and that the future will mandate change. The results from this type of forecasting will help to identify areas that may need attention, and those areas that concern is not warranted.

In the end it is the expectations of the people that have to be met, and if the expectations are not identified and addressed by the time that they surface, then it may be to late to effectively manage it.

Strategic Plan

Introduction

The issue that is being addressed in this project is to identify and develop an organizational model for law enforcement to effectively manage political influence.

Appropriately, law enforcement organizations operate under the guidance and direction of political governing bodies. Political guidance may be furnished by federal, state, and local legislation, including political influence and authority from county boards, city councils, mayors, city managers, review boards, political action groups, special interest groups, and community leaders.

Often times however, proper and improper political influence is met with an inappropriate reaction from the law enforcement organization. This, coupled with political system misuse, offers the potential for abuse from both political factions and from law enforcement.

A more appropriate system is necessary to ensure that individual law enforcement agencies reflect the needs of the community that they serve, as prescribed by the community, and fostered by political oversight and guidance. This will ensure that the law enforcement organization is provided with a sound base of standards, expectations, and guidance, that is reflective of the needs and desires of the community in which it serves.

In addition, such a model will decree that law enforcement organizations become unconstrained by political factions who aspire to take advantage of, and manipulate law enforcement organizations to their own ends.

Futures research studies on this issue has revealed that the public does expect that law enforcement organizations and the political governing bodies that regulate them, perform to the specification of the community that it serves. At the same time, the opinion of the public is that there is a lack of communication, methodology, public involvement, innovation, and monitoring of both law enforcement and their political governing bodies.

The result is a system, or model, that is currently not operating within the specifications of the public. It is therefore important that these issues become resolved, if in effect law enforcement organizations are able to retain and increase public confidence, support, and awareness of the commitment to serve and to protect.

The importance of a strategic plan is that it allows for the development of a selected scenario in order to bring an analysis of the future into focus for a specific agency. The selected scenario from the Futures Study segment of this report is the "most likely" future as determined by the Nominal Group Technique process. This selection was made due to the fact that out of the 100 alternative futures projected by the Ximpact model, none of them appeared quite as realistic and futuristic as the "most likely" future established in the NGT process.

The organization selected for the plan is the Patterson Police Department. This is an organization within a city having a population of 10,000 people, located in the central valley of the State of California. The City of Patterson has an agra-based economy coupled with a large portion of the working population commuting to San Francisco bay area employment.

The recently adopted General Plan for the City of Patterson outlines growth up to a population of approximately 21,000 people over the next ten years and 30,000 people over the next twenty years. Much of the residential growth is a result of San Francisco Bay Area residents relocating to this area.

The strategic plan process also contains a situational audit that includes an internal and external environmental assessment, critical stakeholder analysis and identification, the development of a mission statement, strategic assumption mapping, and the development of policy alternatives to influence the potential future state, strategies, and the structure of the strategic plan.

The procedure also involves a technique identified as Strategic Assumption Surfacing Technique, which allows for the identity of stakeholders and their assumptions in addition to their importance and certainty. A WOTS-UP analysis, (Weaknesses, Opportunities, Threats, Strengths) of the organization's internal and external environment is also explored.

The remainder of the plan allows for policy alternatives, execution of the choices, recommended strategies and an implementation plan. The recommended strategy is the summary outcome of the policy development process.

Mission Statement

The following mission statement integrates both the macro and micro statements into a clearly defined structure of operation, values, behavior and commitment toward the operation of the organization and to the issue. It was written by Chief William D. Middleton and Commander Tyrone R. Spencer of the Patterson Police Department. The intent of the mission statement is to document the organization's ability to receive, negotiate, and implement the needs and desires of the community.

Mission Statement

* As a law enforcement organization, we exist for the sole purpose of providing protection and service to our community.

* Our organization is unique and distinct in that it has the capability to adjust, conform, and place into practice new ideas, issues, guidance, and service to our community; Via an exceptional model of cooperation and homogeneous interaction between our community, its political leaders, and our organization.

* There exists a unique partnership between our organization, the community, and its political leaders-fostering an ever increasing commitment and incentive to elevate our quality of service to those who we serve in our community.

* Our principle goal is to deliver to our community a sound base of public safety, coupled with a delivery system that will nurture community and political support and confidence.

* We shall allow guidance and direction to be established for our organization by the community through impassioned measures of communication and commitment from our political leaders.

* The conveyance of our methods shall be through humanitarian efforts, compassion, and solace, with an emphasis on trust and respect for all segments of the community.

* We shall measure our success by the success that the community as a whole enjoys, by the acceptance of our participation and presence in the community, and by being an important element of the community in which we serve.

Situational Analysis

The Ever Changing Political Environment. What effect does the changing political environment play with regard to the operations of a law enforcement organization? Is there a direct or in-direct cause and effect relationship that can be established to demonstrate that the political environment, and its ever changing make-up, does indeed play itself as an issue?

When it is fully established, political bureaucracy is among those social structures which are difficult to alter or eliminate. Especially those which effect law enforcement organizations. It is evident that the bureaucratic organization of a social structure can and does have far-reaching consequences. Often, even under normal conditions, the power position of a fully developed bureaucracy is overwhelming to those in a less secure position, such as a police chief.[7]

While the assumption that this takes place may be true, the following situational analysis will support the theory that the political climate will tend to either support or threaten certain trends and events as related to the political make-up of the issue and based upon who or what it will impact.

Society is made up of, and consists of multi-social, ethnic, religious, economic, and political factions and organizations. Whether it be an organized political party, or a loose knit special interest group, they all are competing for the same thing, influence. Why? Because with influence comes power

and the ability to make change for the desired conditions.

Can an environment of this type prove to influence desired change based upon projected trends and events relative to the political climate? Why would this pose a threat to certain issues, and at the same time be supportive of others? Political methodology answers these questions based upon the assumption that the current environment surrounding an issue, or an organization, or anything else, will have a direct impact upon the success or failure of the issue, proposal, or concept in question.

In the current environment surrounding law enforcement organizations, a large portion of which is politically energized, there are strong indications that the environment plays a major role in determining the trends and events that are supportive or threatening of various issues.

The decisions that management makes does in fact influence the future of the organization regardless of the type of the decision under consideration. For some types of plans, such as a strategic plan, the results may be more or less permanent unless they are under frequent review. The long term strategic plan process should include what the organization should be like in the future, and allow for recent adjustments and modifications as needed.[8]

The mission at hand is to develop a model that will effectively manage political influence that is brought forth upon law enforcement organizations. This does not mean how can law enforcement side-step or circumvent the effects of political

governing bodies, but rather how can law enforcement make wanted and positive adjustments of its current practices relative to the contact, relationship, and success of its partnership with political governing bodies.

The issues on this subject arise with the identification of projected trends and events occurring within the environment that will preclude or allow certain things to occur. This of course is relative to who or what will become impacted as a result of an issue occurring or not occurring.

Figuratively speaking, it would be hard to fathom anyone taking the position as being opposed to the end result of a better model for law enforcement organizations to manage political influence. If the model is made better, will it not benefit everyone? Perhaps. Yet components of the model in and of itself may contain issues and proposals that if materialized will have an impact on certain factions.

A method to reduce, and in some instances eliminate the reasons that certain individuals or stakeholders resist the planned change is due to a lack of involvement. Implementing quality change requires involvement of key individuals in order for the plan to be successful. People tend to cling to old views and methods, requiring commitment and involvement in order to establish a new method of doing things.[9]

An example can be made of the United States deficit. All political parties and the population of the country agree that the deficit should be reduced and eliminated, yet there is little

agreement on the events that should take place to realize that goal. The analogy is that yes the deficit should be addressed, but don't place into motion any events that will have a negative impact upon certain conditions in order to achieve that goal.

An identified event that has been forecasted is the creation of an administrative political liaison officer for law enforcement organizations. A person in this position would have specialized skills and talents relative to operating effectively with politicians, political boards, special interest groups, community leaders, the press, and police officer associations, but to name a few. It would be more difficult to find adversaries to such a position from any of these groups, as they all stand to gain mutually from improved relations. Thus, the environment for such a position would tend to be supportive of this particular event.

Another interesting forecast is that of police chiefs becoming elected to their position as opposed to being appointed by the city manager, city council, or other forms of political governing boards. Why is it so rare for police chiefs in California to be elected as opposed to being appointed? Does this have more to do with tradition then politics? Is a law enforcement organization administrated by an elected official any better then an organization administrated by an appointed official? What would happen during an election year? Would an election for the police chief divide the police department? What about accountability? If the police chief were an elected official, then he could not be fired. If this were the case, then an elected police chief would

not have to bow to unwanted political pressure from other politicians as does an appointed police chief. Obviously, the environment surrounding this particular event could be an explosive one, with many stakeholders on either side providing support or making maneuvers to block the concept from becoming reality.

Los Angeles Police Department and Rodney King. Have we heard enough on this subject? No matter the outcome of this particular case, the environment that resulted from this incident is such that communities and political factions both may welcome the addition of some type of police conduct review boards. The current environment surrounding California law enforcement due to this incident offers a great deal of support toward this particular issue.

Another trend that appears to have support toward the mission is that of improved communication and education between police and political leaders. With politicians becoming better acquainted with police procedures, and police leaders learning more about political methodology, one would only expect that a positive outcome would result in the area of communication and understanding between the two. It seems that the current environment is such that this is an area that would be offered support by not only police and political leaders, but by the general public who expect that the relationship between the two continue to improve.

The current environment also appears to have support for the community as a whole, in addition to special interest groups, to have more in-put directly with police and political leaders. It is now not un-common to have a member of the general public request to

speak directly with the police chief or mayor, as opposed to a second in command. In addition, the police chiefs and mayors are listening and talking with these people in order to understand and solve their problems. The current environment would not support a police chief or mayor ignoring a citizen for reasons such there being a lack of time or commitment.

In order to successfully manage this change effectively, a systematic approach is required. Important and relevant steps must be taken to ensure that the best decisions are made and that the changes will be accepted by those involved. The first step is to determine the need or desire for the change and to develop a tentative plan. Prior to actualization it is important to analyze probable reactions to determine resistance and acceptance. Making the final decisions on the change should be completed only after a fair comparison of the plans and approaches have been evaluated. At this point it will be necessary to set up a timetable and communicate the desired plan.[10]

Based upon this analysis, it is apparent that the current environment would be supportive of a change in the model for the improvement the management of political influence upon our law enforcement organizations. It appears that the public is not only ready to see these changes, but that they have come to expect them. Various factors have come together to provide this climate, among them are incidents of police brutality, community involvement, trust, corruption, political responsiveness, and the economy.

Organization Capability

In order to determine whether the Patterson Police Department has the capability of effectively dealing with the current and projected environmental opportunities and threats, an analysis of the department was conducted to see if the mission could be achieved under the current environment relative to the issue.

In order to obtain a clear and accurate assessment of the department, a **WOTS-UP** analysis was conducted, utilizing the assistance and expertise of Patterson Police Chief William Middleton and Patterson Mayor Pro Tem Michael Petrie. Chief Middleton and Mayor Pro Tem Petrie were selected due to their familiarity with the department, and with the current political environment surrounding the department and the city.

The **WOTS-UP** analysis provides a specific method for identifying and analyzing the following conditions relevant to the environment and issue being analyzed;

1) **Opportunities:** An opportunity is any favorable external situation in the organization's environment.

2) **Threats:** A threat is any unfavorable external situation in the organization's environment that is potentially damaging to the organization and to its strategy.

3) **Strengths:** A strength is an internal environmental resource or capacity the organization can use effectively to achieve its objectives.

4) **Weaknesses:** A weakness is an internal environmental limitation, fault, or defect in the organization that can hinder or prevent the organization from achieving its objectives.

The **WOTS-UP** analysis that was conducted provided additional supporting material to show that the Patterson Police Department is operating under a current environment that would allow for numerous changes to take place that would support the implementation of the mission.

The mission, which is to develop and implement the best organizational model to effectively manage political influence, is one that deals extensively within the political environment. This can create an extensive and on-going process of rapid adaptability and political astuteness. Anything less will find the individual left behind in a political whirlwind of change and turmoil.

The **WOTS-UP** analysis has provided the determination that the current environment surrounding the department is conducive to this change, as the opportunities and strengths appear to have more importance than the identified threats and weaknesses.

As identified in on the following page, the **WOTS-UP** analysis has provided a great deal of information relative to the issue and mission at hand. The significance to these findings are that the organization has been identified as having the capability of proceeding through with the mission and issue and having a significant probability of success.

The identification of the organization's opportunities, threats, strengths, and weaknesses, will allow the strategist the ability to select a path of least resistance to implement the plan.

Opportunities

Newly elected Mayor

Newly elected council members

Mayoral endorsement by POA

Alternative revenue sources

Anticipated growth of city

Growth of police department

Public support of police

Political support of police

Higher educated population

Threats

State economy

Loss of personnel (Lay-offs)

Formation of Police Association

Economic status of minorities

Regionalization of police

Political "Watch-Dogs"

Negative press

Strengths

Progressive police chief

Unified police management

Low employee turn over

Positive public relations

Community service programs

Positive employee moral

Better educated officers

Reduction in citizen complaint

Good report-allied agencies

Weaknesses

Past reputation of department

Antiquated police facility

"Bad Apples" (Employees)

Lack of resources

Stakeholder Analysis

In order to identify stakeholders relative to the issue, and to assign assumptions based upon their importance and certainty with the issue, a Strategic Assumption Surfacing Technique (SAST), was utilized.

The Strategic Assumption Surfacing Technique, herein referred to as SAST, is a systematic procedure that will help the strategist in performing the following tasks relative to planning;

1) Generation of potential assumptions upon which policy or strategy may be based;

2) Produce alternative assumptions;

3) Assess and criticize the assumptions in light of their implications for the strategy.

In order to surface the assumptions, the stakeholders had to be identified. In order to generate a directory of stakeholders and their assumptions pertinent to the issue, the assistance of Patterson Police Chief William Middleton and Mayor Pro Tem Michael Petrie was utilized. Their assistance was requested due to their vast combined experience in the political arena and with public entities such as a police department.

In order to develop the directory of stakeholders and what their assumptions are, a thorough understanding of the issue and its relation to the organization had to be made. Stakeholders were identified as those individuals or groups who either impact what we do or are impacted by what is done relative to the issue.

Stakeholder List

The following is a listing of identified stakeholders, both internal and external. This group of stakeholders was identified based upon the existing network of interdependent relationships that they have among them, in addition to having an impact, or being impacted by the mission and issue before the organization.

1) Chief of Police

2) Mayor

3) City Council

4) City Manager

5) Police Officers

6) Police Union

7) General Public

8) Tax Payers

9) Minority Groups

10) The Press (News Media)

11) Political Activists (Designated Snail-Darter)

Stakeholder Assumptions

The following are assumptions relative to the issue that were assigned to the individual stakeholders, based upon their relationships with the organization and degree of concern toward the issue and mission. Those assumptions, two per stakeholder, were then graphed on an SAST map.

1) **Chief of Police**

    a. More productive relationships will evolve between the police department and the political factions that the police department must work with.

    b. The police department will receive an increased level of support from its governing officials commensurate to the degree of positive relations that are achieved.

2) **Mayor**

    a. The public will view the political process relative to law enforcement issues in a more positive light.

    b. An opportunity will exist for the mayor to obtain political support from the law enforcement community.

3) **City Council**

    a. The public will expect city council members to become more actively involved in meeting with the public on issues relative to public safety.

    b. The issues at hand regarding public safety are too important to be prioritized at a low level.

4) **City Manager**

    a. The political process regarding the running of the police department will involve new "players" (Stakeholders)

    b. Public safety must be perceived by the public as receiving high priority status by the City Manager's Office.

5) **Police Officers**

   a. An opportunity will exist that will allow for a broadened level of support from the public and from governing politicians.

   b. Rank and file officers will be expected to offer and provide support to department management with regard to political and public relations issues and methods.

6) **Police Union**

   a. Officer conduct non-conducive to positive political and public relations will be highly scrutinized.

   b. Union officials will need to align themselves with both political and police leaders if they, (The Union) are to be effective in this new environment.

7) **Tax Payers**

   a. Tax payers will expect that their views on public safety needs will be properly channeled via the political process to their law enforcement leaders.

   b. The political process will include more involvement from those who "Pay the bills" (Tax payers)

8) **General Public**

   a. The police department will become more community oriented and responsive to their needs.

   b. The crime rate may be reduced due to an overall increase in effectiveness and investment in the police department.

9) **Minority Groups**

   a. Cultural awareness within police department employees will be broadened and improved upon.

   b. Minority groups will have a better opportunity to voice their needs and to have those needs met.

10) **The Press**

   a. A more open and positive relationship will develop between the press and the police department.

   b. The press will play an important role in keeping the public advised of the political/law enf. environment.

11)   **Political Activists**   *(Designated Snail-Darter)

    a.   Numerous opportunities will present themselves where upheaval can be created concerning issues involving the law enforcement/political process that is not conducive to their desired outcomes.

    b.   Politicians will still be susceptible to influence based upon traditional factors that can be initiated by activists.

Snail-Darter: An unanticipated stakeholder who could radically impact the desired strategy.

Chart #6

SAST MAP
Strategic Assumption Surfacing Techinique

High Certainty

```
                                         1a
              2a                 1b                    5b
                                              2b
                              5a
   11a                                   3a
              3b                                   4b
                           4a
   6a                                        9a
                    11b            8a                       9b
(x)          6b            7a                  8b
Least                                                      Most
Important            10a                                Important

                                               7b

                              10b
```
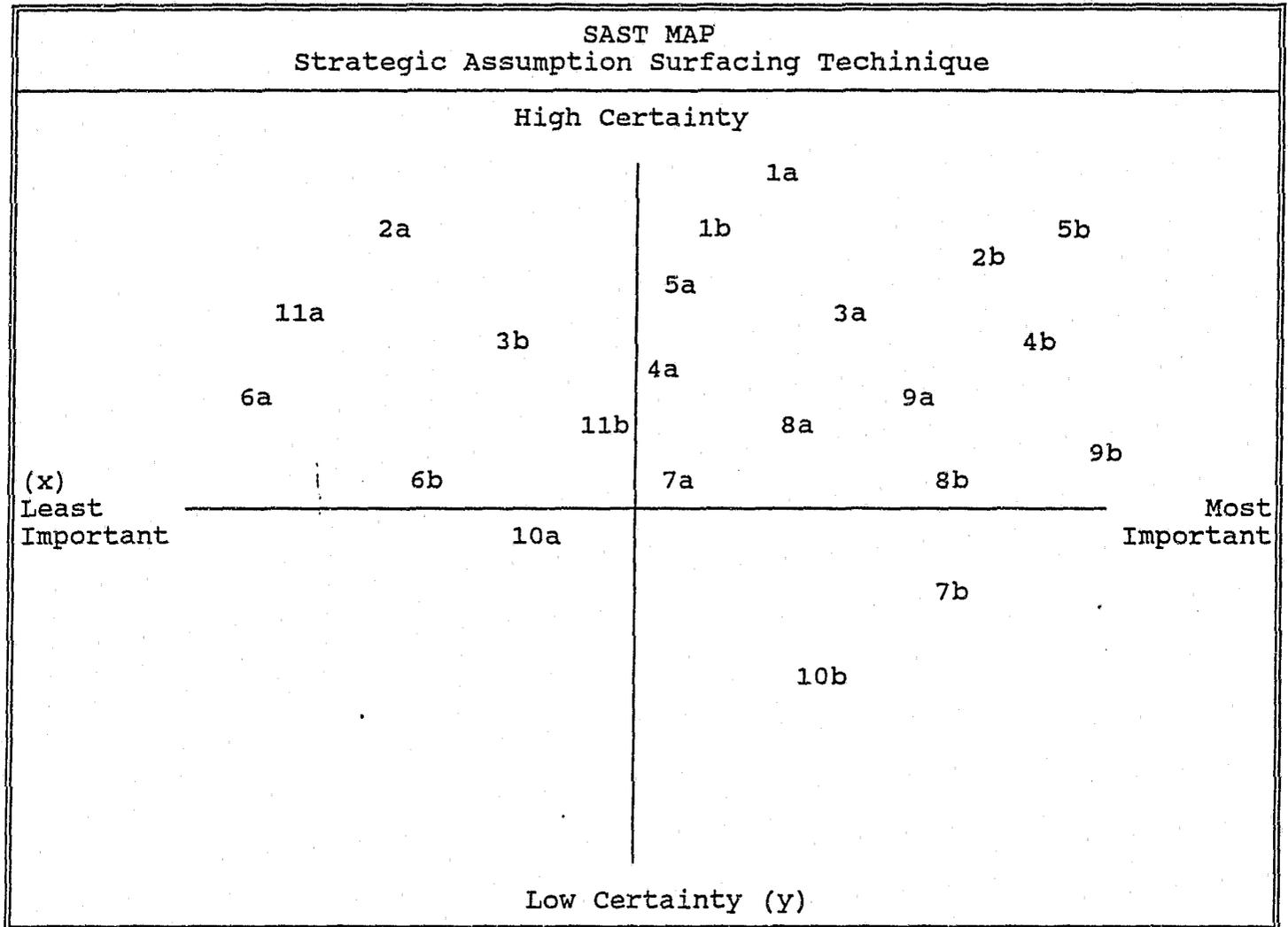
Low Certainty (y)

Legend: "x" axis–Importance of the stakeholder assumption's
          to the organization's management.

          "y" axis–Certainty/Uncertainty regarding the stakeholder's
          assumptions.

1a–Productive Relationships (Chief)	1b–Political Support (Chief)
2a–Public Support (Mayor)	2b–Law Enforcement Support (Mayor)
3a–Public Safety Meetings (Council)	3b–Public Prioritization (Council)
4a–Important Stakeholders (City Mgr)	4b–Public Safety Status (City Mgr)
5a–Level Of Support (Police Officers)	5b–Management Support (Police Off)
6a–Activities Monitored (POA)	6b–Political Alignment (POA)
7a–Political Process (Tax Payers)	7b–Process Involvement (Tax Payers)
8a–Community Oriented (Gen Public)	8b–Crime Rate (Gen Public)
9a–Cultural Awareness (Minorities)	9b–Minority Needs (Minorities)
10a–Police Relationship (The Press)	10b–Present Information (The Press)
11a–Political Upheavel (Activists)	11b–Activist Influence (Activists)

Plan Strategies

By use of a Modified Policy Delphi, policy alternatives were identified and rated in order for selection and use, based upon their relative value to the issue and their degree of success if implemented. The participants in the Modified Policy Delphi were as follows;

1) William D. Middleton   Police Chief
2) Michael Petrie   Mayor Pro Tem
3) Noel Vento   Police Sergeant
4) Aurora Lozano   Senior Clerk
5) Elizebeth Simpson   Senior Clerk
6) Bruce Baldwin   Detective

The following is an analysis of the top three strategies, and a selection of the preferred strategy.

Strategy #1

The Police Department management will organize a course of action from within the Department to begin a process of pro-active management of political influence.

Defined: Department managers will from within the Department identify key elements needed to bring about a desired change. The identification and implementation of the changes are developed from within the Department and as such are under the direct control of the Department. The changes are to be relative to internal controls and audits, not external. Due to this, freedom of ideas, ease of implementation, and lack of external bias will not prove to be a hinderance toward the goal.

Pros: Since this is an internal program, it will not have to rely on external approval. Once desired change has taken place, results will then become apparent to external stakeholders. At this point, these stakeholders will be open to exploring other alternatives that require external change and risk. It will allow for productive change to take place from within, encouraging the external environment to take notice and allow for reciprocal types of modification.

Cons: This strategy must rely on the assumption that if it is successful internally, that its external stakeholders will be willing to reciprocate. This event may not take place regardless of the success that is derived from within the organization. In addition, this strategy needs the cooperation of personnel who may have a separate agenda. The risk of failure or strife among internal stakeholders may cause the strategy to not realize its potential.

Stakeholder Perceptions: This strategy will involve internal stakeholders at the on-set, and then external stakeholders upon implementation. The over-all success of the strategy requires support from all of the stakeholders. If the internal make-up of the Department is healthy and strong, then its internal stakeholders will be supportive of the strategy and allow it to succeed from within. If this takes place, the external stakeholders will view the program as being internally successful, and be willing to not only offer support for the internal process, but to make adjustments externally in order to derive an even greater benefit.

Strategy #2

Utilizing professional resources, conduct team building type seminars involving both police and political leaders in order to identify and develop constructive relationships and methods of operating with each other.

Defined: This strategy calls for the use of a professional team building type of institution to host and conduct a series of exercises that will enable police and political leaders an opportunity to identify and implement various styles of interactive behavior that will have a positive benefit to both groups.

Pros: This strategy calls for the joint cooperation of both groups in a unique learning environment. It will allow for the development of relationships, a greater degree of understanding for each other, and a joint effort in determining the causes and solutions to problems.

Cons: This strategy requires the cooperation of both groups. If either group fails to respond or to even participate, the strategy will fail. This environment may allow for some personal feelings to be hurt, the maturity of the stakeholders will need to be stable if success is to be realized via this function.

Stakeholder Perceptions: Most stakeholders will probably view this strategy as a positive form of expression and method for improvement. The degree of support from external stakeholders, such as the mayor, may depend upon such things as past support from the police department, proximity to election dates, and the current relationship with the Chief of Police. Internal stakeholder

support should be strong, as this issue is being initiated from within, and its benefits would be realized both internally and externally.

Strategy #3

The police chief will arrange for a series of meetings with the city manager and mayor, concerning methods to identify and implement improvements to the political process involving the police department.

Defined: This strategy calls for the police chief to bring about a series of meetings with the city manager and mayor, with a goal of deriving a method of improving the political process on issues relative to law enforcement. Items such as communications, complaints, suggestions on police procedures, favors, funding, and personnel are all issues that could be addressed as needing a more productive format.

Pros: This setting may be viewed by the political powers as a workshop type environment, with less of a focus on addressing it as a problem. As such, it may receive less resistance from politicians and allow for a good exchange of information and results.

Cons: A chance exists that the whole process will be dismissed as unnecessary by the city manager and or mayor. It may also be viewed politically as accusatory in nature in attempting to find fault in the current relationship between police and political leaders.

Stakeholder Perceptions: Internal stakeholders, the police chief, management staff, etc., will view this process as productive by nature and be supportive of it. It may be however, that the external stakeholders, (Politicians) may be suspect of the process and decline to participate. It may be viewed as an admittance to a problem that they would rather not want to admit exists.

Preferred Strategy:

The preferred strategy is a combination of key elements of strategies one and two. Strategy one contains components that are beneficial because it relies primarily on internal support. In addition, if any aspect of strategy one is implemented there will be some measure of improvement that does not have to be tied to an external component. Strategy one is self sufficient and allows for internal operational changes to take place regardless of external stakeholder opinions.

Strategy two, if utilized in addition to strategy one, has the capability of carrying forward the progress and improvements that strategy one has gained. If external stakeholders view strategy one as having improved the internal order of the organization, then external stakeholders will be more willing to enter into strategy two, which combines the resources of internal and external stakeholders, and allows for an independent organization to· facilitate additional improvements.

CHART #7

Selected Strategies for Implementing Organizational Model for Management of Political Influence			
Modified Delphi Process	1st Ranking	2nd Ranking	Final Ranking
1. Police department will organize a course of action from within the dept. to begin process of pro-active management of political influence.	Second	First	First
2. Police chief to address the city council at a council meeting identifying the need for political involvement changes and methods.			
3. Conduct seminars, "Team Building" style, involving police and political leaders for development of constructive relationships.	First	Second	Second
4. Develop a mandated structure for political and law enforcement conduct of relations.			
5. Solicite the use of civilian members board to direct law enforcement and political leaders toward constructive relations.			
6. Implement the use of "Law enforcement/Political" retreats to identify a direction for each group to proceed upon.			
7. Devise a program for implementation of reciprical educational process for police and political leaders concerning the others environment.			
8. Develop political action board using members from the police department, city council, city manager, and the public, to address desired conduct.			
9. Solicit the assistance of the police officer's union to make known to the city council that improved methods of conduct are needed.			
10. Police chief to arrange for a series of discussions with the city manager and mayor concerning methods to implement desired relationships.	Third	Third	Third

Implementation Plan

In order to implement the selected strategy, the first thing is to decide who should direct the implementation. Due to the fact that the first phase of the strategy involves the identification and implementation of <u>internal</u> changes, the selection of the police chief would be the best choice to lead the implementation.

At this level, and from within the organization, all impacted stakeholders will combine to form a unified team. The police chief will have the availability of the management staff to help coordinate the process of identifying methods of making internal improvements, and in identifying key stakeholders within the organization who need to be convinced as to the success of the operation.

The police chief has the ability and power to envision the future of the plan, gain the cooperation of others, and alter the way others believe about the current environment and what the future of the organization should become. This is where leadership tasks come into the plan. After successful development of the plan, the leaders or implementor of the plan must form an organizational vision allowing others to accept the proposed changes, even though they may not comprehend the full extent of each phase of the plan.[11]

Once the key stakeholders have been initiated to the process, a Nominal Group Technique would be conducted in order to generate multiple concepts to address the issue and strategy. This process

should involve a representative from all levels and departments within the organization.

Once a consensus has been achieved as to what types of action need to be taken internally, and the acceptance of these actions are realized, they can then be implemented. As the strategies only involve existing human resources and internal policy change at this point, the organization can move forward without the need for external approval of funds or policy change.

Management staff would be monitoring the results of the strategy on both an internal and external level. In-put would be received by external stakeholders such as the city manager or mayor, who would realize any subtle negative or positive flux generated by the organization. This feedback will allow for additional fine tuning or wholesale modification of the strategy as needed, and at this point on an internal basis only.

Once phase one of the strategy has been successfully established and viewed in a positive light by external stakeholders, the Police Chief can introduce the concept of phase two of the strategy. Phase two, unlike phase one, will require the complete cooperation of the external stakeholders.

The proposed implementation of phase two, which allows for the introduction of a professional team building organization into the organization for the purpose of identifying and implementing additional changes that will effect all stakeholders, will need approval that involves funding. In addition, it will involve the presence of personnel who are not compensated for their time, such

as the mayor and council members.

If approved and utilized, an appropriate team building type of function would require approximately two to three days, and of course a fee for the organization conducting the event.

Upon completion of phase two of the strategy, an on going monitoring and maintenance of the learning process should be initiated by both internal and external stakeholders. The process and what has been learned will have to be passed on to others due to elections, staff changes, and other factors that keep municipal organizations in a state of change.

The degree of success can be measured by the positive relationships that result, and the effectiveness that develops between the meshing internal and external stakeholders that have been involved in the process.

Strategic Plan Summary

The strategic planning process, as applied, has afforded the study of the issue proposal and an opportunity to identify key elements and aspects of the environment that may impact the mission and goals relative to the issue. The process has allowed for the identification of the organization strengths and weaknesses as well as opportunities and threats.

This, coupled with an analysis of the organization's capabilities has provided a base from which the issue can grow In addition, it has provided the planning process with a system of checks and balances that allows for a more accurate selection of choices.

The strategic plan review, in order to be thorough and effective, should be completed by both the internal and external participants, as well as community members who may be involved in the process. It will be important that through-out the process that trial surveys be conducted by all parties involved in order to establish the level of success measured.[12]

Specifically, the concepts applied has allowed the planning process to narrow the scope of possible strategies to those that have the most probability of success. This has provided a more concise format for determining the method of implementation, as well as how to monitor it for success.

Transition Management Plan

Preferred Strategy

The preferred strategy for the transition management plan involves a combination of the number one and two strategies identified in the Strategic Planning portion of the technical report.

This combined strategy requires both internal and external "Critical Mass Individuals", and the success of each strategy or portion there of will determine the level of success of the transition management plan.

It is important that the plan does not overlook the repercussions of political change outside of the department and the resulting effects on the organization. Similar to internal changes in law enforcement organizations, external transitions such as in mayoral administrations, city councils, and other local governing entities can also have a significant impact on the law enforcement organization. Political change may impact the transition document almost overnight, due to elections or certain political appointments.[13]

Though it is a combination of two strategies in the Strategic Planning report, it should now be referred to as the single preferred strategy, as the two have been merged in order to form one that can be successful and used in the Transition Management Plan.

The preferred or recommended strategy requires that the police department management will organize a course of action from within

the department to begin a process of pro-active management of political influence. Department managers will from within the department identify key elements needed to bring about a desired change. The identification and implementation of the changes are developed from within the department and as such are under the direct control of the department.

The changes are to be relative to internal controls and audits, not external. Due to this, freedom of ideas, ease of implementation, and lack of external bias will not prove to be a hinderance toward the goal.

Since this in an internal program, it will not have to rely on external approval. Once desired change has taken place, results will then become apparent to external stakeholders. At this point these stakeholders will be open to exploring other alternatives that require external change and risk. It allows for productive change to take place from within, encouraging the external environment to take notice and allow for reciprocal types of modification.

At this stage, by utilization of professional resources, the department and city will conduct team building seminars involving both police and political leaders. The goal here will be to identify and develop constructive relationships and methods of operating with each other.

This will involve the joint cooperation of both groups in a unique learning environment. It will offer the development of relationships, a greater degree of understanding for each other,

and a joint effort to determine the causes and solutions to problems.

Such group forums are a important fact of organization life. They are also a frequent important component of the organizational decision-making process. Utilization of the group process will reduce the concern of the limited personal resources that an individual manager or group can bring about on any particular decision. Bringing groups together improves the power and ability to put into motion plans involving several factions. In addition, this process should improve the effectiveness of decision implementation as participants are normally more willing to accept change when they have had an active role in developing the new methods.[14]

This strategy should be viewed as a positive form of expression and method for improvement. The strategy will involve internal participants at the on set, and then external participants upon implementation of the seminars. If the internal make-up of the department is healthy and strong, then its internal stakeholders should be supportive of the strategy and allow it to succeed from within. If this takes place, then the external stakeholders will view the program as being internally successful, and be willing to participate and make adjustments externally in order to derive a benefit.

In essence, this is a two stage strategy. The first portion requires that the organization aligns itself from within, making

internal changes in the way it operates in order to facilitate the better management of external factors, and then bring into the process the external critical mass individuals and introduce them into the team building process.

Commitment Planning

The identification of the "Critical Mass Participants" is crucial to the commitment planning stage of transition management. In addition, each participants level of commitment must be measured and adjusted as needed in order to allow the plan to work.

The "Critical Mass Participants" are only those people or groups, who if actively support the change, will ensure that the change will take place. The commitment plan is devised to secure support of key issues identified as necessary to the change planned.

The identified "Critical Mass Participants" for this transition management plan is as follows;

* **Police Chief**

* **Police Commander**

* **City Manager**

* **Mayor**

Their level of commitment to the plan, and the level of commitment needed from each individual, is charted below.

Commitment Chart   Chart #8

Critical Mass Participants	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Chief			X----------	---------->0
Police Commander		X----------	-----------	---------->0
City Manager		X----------	--------->0	
Mayor		X----------	--------->0	

The critical mass participants are selectively more at issue within the transition management planning section then are the stakeholders in general. While stakeholders are those individuals or groups who either impact, or are impacted by the mission, the critical mass participants are those few key individuals who it is crucial to have their support in order to implement the plan.

As graphed in the Commitment Chart, each critical mass participant has a current position and a desired position in which it will be necessary to move that person to in order for the plan to be accepted, implemented, and successful.

The first critical mass participant is the Police Chief. In the transition management plan the Police Chief is the most important critical mass participant, as he has the most to lose or gain from the failure or success of the plan. The current position of the Police Chief is the "Help change happen" stage. As the Chief of the organization it is always his role and responsibility to promote change for the betterment of the organization.

In addition, the Police Chief must be capable of maintaining a rational decision making posture. This requires a systematic progression of steps, avoiding leaving the logical process of change due to influence generated from organization politics. This in actuality is the starting point from which effective decisions are made.[15]

In order to facilitate the plan, the Police Chief's desired position will need to be adjusted to the "Make change

happen" stage. In order for the plan to be successful, the Police Chief must actively facilitate change. Little persuasion will be necessary to move the Police Chief to the desired range, as his success as the organization's manager rests in the balance.

The next critical mass participant is the Police Commander. The current position of the Commander is at the "Let change happen" stage. The desired position of the Commander is the "Make change happen" stage. The Commander is a key player in the organization by "Pulling the internal strings" from within the organization to implement the Police Chief's desired strategies. The Commander will require minimal persuasion to move into the desired range. The Commander's future success, and value as the Police Chief's assistant will ensure his cooperation.

The next critical mass participant is the City Manager. The current position of the City Manager is at the "Let change happen" stage. As the City Manager it is also his responsibility to actively assist departments within the organization to make improvements and perform at greater levels. In order for the plan to work, the desired position of the City Manager will have to move to the "Help change happen" stage. The City Manager is a key figure operating between the Police Chief and the Mayor, and as such must actively help to make the desired change occur.

The last critical mass participant is the Mayor. The Mayor is the link between the Police Chief/City Manger and the City Council and other political players within the community. The current position of the Mayor is at the "Let change happen" stage. The

desired position of the Mayor will need to move to the "Help change happen" stage. The Mayor will have to actively work to implement the plan on the political side of the playing field, and as such the involvement from the Mayor is crucial to the success of the plan.

Management Structure

For the execution of the transition management plan, it will be necessary to select an appropriate change management structure to ensure the proper leadership to guide the organization toward the change goal.

For this purpose, the selection of the "Chief Executive" of the organization, (Police Chief), has been decided upon for the type of management structure for the transition management plan.

This selection was made for the following reasons;

* The Police Chief has the influence to mobilize the resources needed to promote the change

* The Police Chief has the respect of the existing internal and external stakeholders.

* The Police Chief has the necessary interpersonal skills required of this position.

The role of the Police Chief in the change management structure as the management facilitator will be to induce the following;

* Takes the lead in defining the needs of the organization, defines the problems, and clarifies the rationale behind the need for change.

* Identifies the constraints and parameters of the change required.

* Oversees and has the final authority over the design and selection of the desired change.

* Identifies the best strategies and individuals to manage the transition.

* Selects the transition team members.

* Balances the needs and resolves conflicts due to the demands of the transition plan during implementation.

* Oversees the progress of implementation, influencing the politics and rewards during the transition.

* Has final approval over significant changes or refinements to the plan design and timetable.

* Plays the lead role in communicating major decisions about the change, progress, and feedback to the organization.

* Manages the reward system to best influence the achievement of the plan.

* Oversees the evaluation process and identifies and communicates the transition results.

This type of change management structure is best suited for the plan and organization, as it allows for the key individual within the critical mass to essentially run the program, and allows for the perceived leadership of the organization to assume the responsibility of administrating the change. By doing so, less resistance should be encountered, and those who are reluctant to the proposed changes will be more amenable to persuasion from this key individual.

In addition, those whom we need to influence become our adversaries and allies on the basis of two dimensions: agreement and trust. We will either agree or disagree where we are headed, and we either trust or distrust each other about the way we operate in pursuit of that future. Agreement or conflict can take place over the statement of the vision or, over the project purpose, goals and requirements.[16]

Implementation Methods

In order to provide the transition management plan with an opportunity for success, various methods and tools are necessary to bring into use in order to implement, measure, and evaluate the plan and its participants in its various stages.

One such method is the Readiness/Capability Chart. Such a chart allows for the graphing of the readiness and capabilities of key individuals or groups relative to the plan or identified course of action.

By use of this tool, the transition manager may identify and rate the high, medium, and low readiness and capabilities of those key individuals. By doing so, it becomes a simple matter of practice to quickly read through the chart and locate personnel or groups with whom one may rely upon for assistance and responsibility for certain aspects of the transition management plan. As graphed below, the readiness and capability of key individuals can easily be tracked.

Readiness/Capability Chart

	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
Police Chief	X			X		
Police Commander	X				X	
Police Union		X			X	
City Manager		X		X		
Mayor		X		X		
City Council		X		X		

Chart #9

Responsibility Charting is a mechanism which aims at clarifying role relationships as a means of reducing ambiguity, wasted energy, and adverse emotional reactions. Those who are directly involved, supervise those involved, and others who have some behavioral role concerning each action or decision are listed on the RASI Chart with an indication of their potential action.

Responsibility Chart

Decision/Action	Participants						
	#1	#2	#3	#4	#5	#6	#7
Designate Guidelines for Change Plan	R	S	S	S	A	A	A
Develop Mission Statement	R	R	S	I	I	I	I
Develop Organizational Structure	R	R	I	I	A	S	S
Depict Future State of Organization	R	S	I	I	I	I	I
Develop Team Building Workshops	R	R	I	I	S	S	S
Establish Commitment of Personnel	R	R	S	S	A	A	A
Prepare Informational Reports	A	R	I	I	I	I	I
Assign Iternal Organizational Roles	R	R	S	S	A	S	S.
Training of New Methods	A	R	S	S	A	I	I
Evaluation of Process	A	R	I	I	A	A	S

Chart #10

RASI Participants

1) Police Chief
2) Police Commander
3) Police Officers
4) Police Union
5) City Manager
6) Mayor
7) City Council

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (commit resources toward)
I = Inform (to be consulted)

During the transition process, there will be a certain level of anxiety and uncertainty among individuals and groups. In many instances people will be impacted by the implementation of the plan, and some of which may be viewed or felt to be a negative impact. For those individuals and groups, it is important to include methods and tools to assist in managing the anxiety and uncertainty that will accompany the transition.

Uncertainty is part of every manager's job to deal with. It involves lack of information not only about future events, but actions, decisions, or behaviors that will be successful. Uncertainty itself is not a determinant of power, the ability to cope with and control uncertainty is. The lifeblood of any organization is the effectiveness with which inputs and resources can be transformed into goods and services. These organizations and individuals that can control and re-direct uncertainty best are given the most power and influence.[17]

Anxiety and uncertainty may be defined as negative energy, in that they may interfere with and delay constructive activity by the persons or groups affected. With appropriate direction and guidance, however, anxiety and uncertainty can be managed and redirected. It is imperative that transition managers have the ability to identify and reach out to those in the organization who are most vulnerable to forms of anxiety, frustration, and uncertainty and provide methods for them to cope with, and redirect that negative energy.

Methods that can be used to manage and redirect anxiety, frustration, and uncertainty during the transition plan are as follows;

* Team building exercises are utilized.
* Sensitivity and guidance training is offered to leaders.
* Building stability into the plan implementation process.
* Providing time and opportunity to redirect skills.
* Role expectations and responsibilities need to be understood.
* The change management structure must be trusted and respected.
* Confidence in the transition plan must be evident.
* Strategies and methods must be viewed as consistent with goals.
* Pro-active and guidance-giving leadership is needed and offered.
* Key leaders are visible and important role models.

Implementation Outline

I. Planning and Organization

   A. Decision to proceed:

      1. Announcement of "Future State" of organization.
      2. Inform individuals of reasons and need for change.
      3. Design guidelines for change plan.
      4. Identify critical mass participants.

   B. Establish commitment of personnel:

      1. Conduct management information meetings.
      2. Conduct employee information meetings.
      3. Conduct political information meetings.
      4. Analyze organizations ability and readiness to change.

   C. Publish plan and strategy:

      1. Involve internal and external stakeholders.
      2. Commitment of key individuals. (Critical Mass)
      3. Allow for methods of feedback/modifications.
      4. Adjust and allowances for critical mass changes.

   D. Organizational assignments:

      1. Development of new tasks and personnel requirements.
      2. Modification of organizational structure.
      3. Establish guidelines/results of non-compliance.
      4. Assign internal roles for implementation.

II. Implementation

   A. Begin internal change process:

      1. Publish guidelines and new methods of conduct.
      2. Conduct training on new methods being used.
      3. Internal critical mass utilized for internal change.
      4. Document and share results of internal change.

   B. Begin external change process:

      1. Indoctrinate City Manager/Mayor to process.
      2. Share benefits of positive results from change.
      3. Organization of team building workshop.
      4. Conduct team building workshop. (Police/Political)

III **Establish new model**

    A.   Formal agreement on police/political contact:

        1.   Acceptance of terms/conditions learned in workshop.
        2.   Modes of communications established and linked.
        3. Utilization of new methods by all parties.
   4.   Meet/review procedures, adjust as needed.

IV. **Evaluation**

    A.   Formal evaluation of the process

        1. Joint meeting of parties, express results.
        2.   Recommendation of additional methods/adjustments.
        3. Establish method and responsibility for monitoring
           of new model.
        4. Establish method for maintenance of new model.

V. **Time-line**

Time Line
Implementation In Years

Phase I — 1995

Phase II — 1997

Phase III — 2000

Phase IV — 2002

0   500   1000 1500 2000 2500

▮ Year Implimented
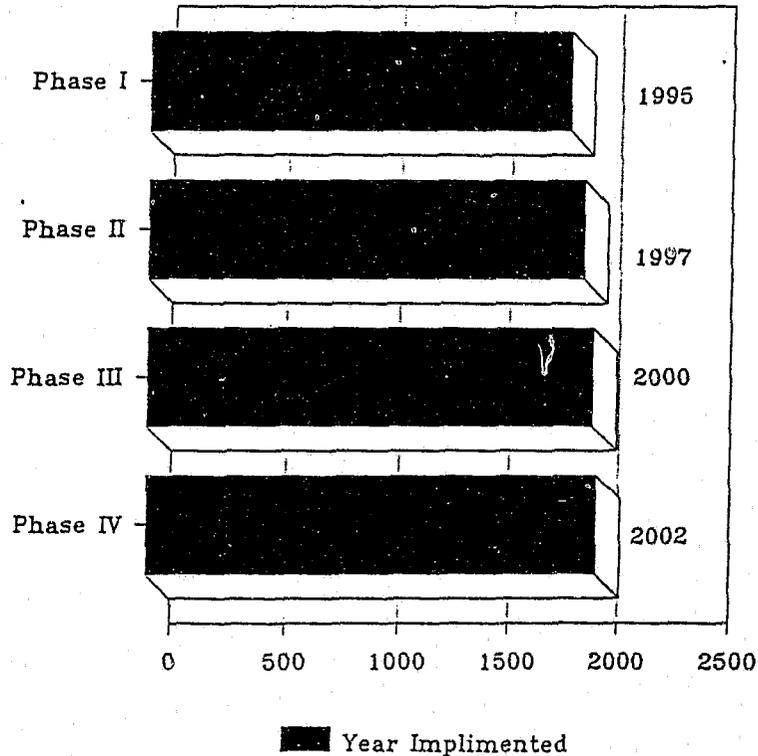
Graph #24

Anticipated Obstacles

The obstacle that would be most evident and difficult to overcome would be the lack of cooperation from the political members involved in the transition. Without the full cooperation of the Mayor and City Manager, the transition will not be able to go forward. A major focal point of the plan is the use of a joint team building workshop involving police management and its governing politicians and City Manager. Without their involvement and acceptance and utilization of what is learned in the process the plan will not succeed.

It is important to identify local constituents. The first thing to do is to make a list of all of the individuals or groups of individuals that you want to enlist in the new vision of the future. The support from organizational superiors, subordinates, peers, and the citizenry are essential. It will also be necessary to find some common ground between the groups and individual stakeholders. An identification of stakeholder aspirations, goals, interests and needs must be made and accounted for if they are to be successfully brought into the transition process.[18]

The best way to proceed is to prevent this lack of cooperation. The method that should be used to secure the full cooperation of the participants and critical mass individuals is full disclosure during the early transition period. By convincing the individuals of the need for the future state, and by encouraging them to participate in the decision making, planning,

methods, tools, etc., they will have more then likely learned to accept the plan and offer their cooperation during the transition and utilization of the new model.

Conclusion

The futures study conducted herein explores and details the possible future state regarding how law enforcement organizations effectively manage political influence by the year 2003. The importance of this issue can easily be identified by not only those within law enforcement organizations, but also by those who govern them and have a general understanding of how law enforcement organizations are regulated and governed.

Government is forever changing, as frequently as elected officials come and go, with the passages of mandated legislation, and in changes in the political climate brought upon by external factors creating sweeping changes in how the public expects government to work.

How will these changes effect law enforcement in the future? In all probability the future of law enforcement will be impacted significantly by future political changes over the next ten years. Law enforcement organizations can not stand by and operate at the status quo during this transition phase. Politicians and political scientists are already using the phrase "reinventing government", as a term to describe the wholesale need for a complete change on how government and governmental agencies operate in the future.

From this, it can be concluded that over the next ten years that law enforcement organizations, still one of the most noted and recognized fixtures of government, will have to undergo appropriate change in order to meet the expectations of the public and those

who govern those agencies. Political influence upon law enforcement organizations is not going to be reduced or stay at its current level. Trends indicate that in fact political involvement in law enforcement organizations will increase substantially. The reason behind this is obvious. Politicians and governing bodies are obligated to respond to what the public perceives as the most important and critical issues facing them, which has historically involved public safety as one of the top issues. This then leads directly to the issue and sub-issues of the study;

Issue Question: What will be the desirable law enforcement organization model to effectively manage political influence by the year 2003?

First, law enforcement leaders must recognize and accept the fact that their organizations will be the subject for political involvement on a level yet to be observed. Once this is accepted and understood, then those leaders can plan within their organizations a protocol of sorts to manage the political influence that will be borne upon them during the next ten years. It must be understood that past and current day levels of political involvement is not at issue and that standard practices will not address the future state.

In addition, the desirable model will be one that is placed forth by an organization having components available to process political influence in a positive and productive way. A system must be in place wherein the organization leader has the knowledge and ability to receive, react, and direct the appropriate influence through out the organization and the community being served.

Next, the internal agency personnel must be committed to accepting the direction of the organization leader, with an understanding that the direction provided has been properly channeled from the community, to the governing officials, and then to the organization for actual implementation.

In addition, and probably the most difficult subject area to deal with, is the process by which the organization interacts and co-exists with its governing boards and officials. The focal point of this problem is that governing boards and political figures are forever changing and extremely diverse. With elections every two to four years, political appointments, special committees, advisory boards, review boards, special interest groups, non-political community leaders, political activists, special lobbies, minority leaders, etc.. All of these operate under a separate agenda and in some way have an impact upon law enforcement organizations. The organization must have in place the understanding and political savvy to channel and direct these agendas to an appropriate conclusion.

On going organizational changes within the structure of government and law enforcement organizations will necessitate an evolution process whereby personnel in each group are consistently educated and trained to specifically address and respond appropriately to the changes that they encounter. A weak link in the process will adversely affect the performance and over-all effectiveness of either organization and the ability to apply and manage political influence appropriately.

Sub-Issues

1) How will law enforcement agencies determine who and what are viable political influencers?

The futures study has determined that law enforcement leaders must become extensively oriented within the filed of political science and related issues. The future will not permit a successful law enforcement manger to be one that does not have an education in the political process of local and state government. Law enforcement leaders and managers who will possess this knowledge via educational means, will have the ability to recognize those persons in the community and political arena who are viable political influencers, and the best methods to deal with them.

2) How will the empowerment of front line officers influence the model?

Futures study has determined that the empowerment of front line officers will result in a positive impact upon the model. The study has shown that the success of the program will be in part dependant upon all personnel in the organization. The officers and police officer's union are indeed important identified stake-holders in the process, and their assumptions, perceptions, and actions have the ability to influence the model.

What is desired is that the empowerment of the front line officers result is a positive influence upon the model, as opposed to a negative one. The opportunity for a positive influence upon the model by front line officers is improved by their empowerment, as being brought into the process and being considered an important

component of the organization and process should help make the system function properly.

3) **How will law enforcement manage the conflicts between the desires and goals of the community versus mandated legislation?**

In this area, futures study has determined that there will be an increase in political maneuvering, process, and agendas from not only local governments, but also from higher levels of government that has the ability and authority to mandate laws and programs that may be non-reflective of the local community needs.

Absent the ability of a law enforcement organization or its governing officials to simply state that they will ignore or violate the legislation that is in conflict with the desires and goals of their community, there must be a method available in order to soften or negate the impacts from said legislation.

The method to alleviate conflict in this area is that if a particular mandate offers no room for any local variation and modification, then the organization and its governing officials have the responsibility to educate the community of the mandate, why it was brought forth and enacted, and of what level the community can expect it to be enforced locally. Also, methods to address those responsible for the mandate should be offered. Additionally, if the particular mandate does afford the opportunity for a local jurisdiction to modify the requirements, diminish negative impacts for non-compliance, or to mitigate certain provisions of the legislation with a less obtrusive form of

controls, then it would be important for the organization and its governing board to make every attempt to do so.

It is imperative that the law enforcement organization and its governing bodies demonstrate to their community that they have taken every possible measure to manage conflicts that arise as opposed to implementing the mandate without regard to the impact that it may have on the community. By resolving these issues, law enforcement organizations should be able to adapt and solve the political problems and concerns that they will be encountering in the future, while at the same time improving the level of service and commitment to the communities that they serve.

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