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WHAT WILL THE ROLE OF MUNICIPAL LAW ENFORCEMENT BE IN THE COMMUNITY BY THE YEAR 2003?

TECHNICAL REPORT

N C J R S

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ACQUISITIONS

by

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COMMAND COLLEGE CLASS XVIII
PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CA

JULY 1994

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Managing the future means influencing the future--
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The views and conclusions expressed in the Com-
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THE ROLE OF MUNICIPAL LAW ENFORCEMENT IN THE COMMUNITY BY THE YEAR 2003

ABSTRACT

The study examines the role of municipal law enforcement and what role changes will be needed by the year 2003. Through the use of futures methodology, trends and events of the future were identified and probability forecast. Methods including a futures wheel, modified Delphi, brainstorming, nominal group technique (NGT), trend and event graphing, cross-impact analysis, and situational analysis were used to create a basis for the strategic plan. Scenarios were written depicting the least favorable, most likely, and most desirable futures based on the previous forecasts. The study revealed that: (1) the role of law enforcement is going to be in a constant state of evolution; (2) fiscal constraints are going to eliminate business as usual; (3) a move toward community-oriented policing will help to facilitate the partnerships that will be needed in the communities of the future; (4) civilianization will become more wide-spread, and this will support job-specific hiring and job-matching. These suggestions were encouraged and supported through policy recommendations to facilitate a symbiotic relationship between law enforcement and the community. Law enforcement will become the facilitator for services in the community of the future. Includes tables, graphs, illustrations, references, and bibliography.

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JOURNAL ARTICLE

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INTRODUCTION

The structure of the law enforcement agency in the future will depend on the style of law enforcement that becomes their chosen method. Law enforcement agencies are going through a metamorphous—from the old beat system and strictly answering radio calls, to something new. This new structure will most likely be some type of community-oriented policing. The name given to it is not as important as the function that it will perform for the community. What are the desires of the community, what are the expectations of the community from law enforcement, and what services does the community expect from its law enforcement? On the other side, what are law enforcement's expectations from the community, of itself, and what are it's current abilities to deliver any of these expectations?

This writer felt that these were all valid questions that had to be answered before an agency jumped into any change of style or approach to their present mission statement. This writer felt that an agency had to know where it was going and what it expected to do when it got there before it could realistically make a change of direction or philosophy. Therefore, this writer conducted an in-depth study into the question of:

WHAT WILL THE ROLE OF MUNICIPAL LAW ENFORCEMENT
BE IN THE COMMUNITY BY THE YEAR 2003 ?

The following scenario is a result of that futures research effort. It offers much more than a utopian wish list of a possible future. It portrays a desirable future that is, in fact, attainable for law enforcement .

Chief Valerie Mendez leaned forward in her high-backed leather chair and picked up the bound, heavy document from the middle of her desk blotter. She looked at the embossed title and smiled as she quickly reflected back on what the title implied.

"LAW ENFORCEMENT - THE PAST 10 YEARS"
CALIFORNIA ATTORNEY GENERAL'S
WHITE PAPER
JULY, 2003

Mendez flipped past the Table of Contents and started skimming through the chapters.

LAW ENFORCEMENT AND EDUCATION

Law enforcement has taken a very active role in the education system in the past ten (10) years. There have been many changes since the D.A.R.E. programs of the early nineties first put officers into the classroom. Today we'see officers carrying a regular instructional class load and being involved in the coaching of students. While initially this was viewed by many as an expensive experiment, the results that can now be quantified establish this as a very cost-effective and productive program. The officers have been able to establish themselves as role models and mentors through the classroom environment. While coaching, these relationships are fostered and nurtured in an informal setting.

This program was developed to try to proactively attack the problems of youth crime and is reflecting good results. The number of juvenile enforcement contacts is down, juvenile arrests are down, and the population in the juvenile detention centers is at an all-time low.

The success of this program is especially significant as it was created from the void of the collapse of the juvenile justice system in January 1997. The law enforcement community is to be commended for its vision, implementation, and support of this project. Once again action has proven to be more effective than reaction.

CIVILIANIZATION OF LAW ENFORCEMENT

What was thought to be a cost-saving experiment in the mid-nineties has truly proven to be a boon to law enforcement in the twenty-first century. Today we show most staffs to be 60 percent civilian The advent of career paths and supervisorial positions has led to recruiting better candidates who are career-minded. The advent of job-matching has also greatly contributed to happier, more productive employees. Law enforcement capitalized on the layoffs in the computer industry and brought in civilians to assist in computer fraud investigation. This model was then used to match college-educated individuals through aptitude testing to areas matched in law enforcement. This job-matching has resulted not only in happier employees but also much more productive ones.

This start in computer-related crime has lead to the majority of the investigative services being civilianized. This originally freed up sworn officers to be returned to the street as emergency responders. As crime had steadily declined since the turn of the century, due in part to the sophistication of community-oriented policing, fewer officers were able to be more productive. This created fiscal efficiency, budgetary savings, and alternatives for spending in law enforcement.

One alternative that was developed came about through the professionalism of the private security industry. They have taken over many of the duties previously handled by sworn law enforcement. The projection for the end of 2003 is that private security will be patrolling 90 percent of all businesses and responding to all burglar alarm activations.

The advent of the National Police Corps also assisted in the recruiting and placement of qualified individuals from the college ranks. While originally designed to be a Peace Corps-style volunteer program, the Police Corps has grown into a campus recruiting vehicle that allows individuals to experience law enforcement prior to making a career commitment.

INCARCERATION SYSTEMS

This area may possibly be the single area most affected by technology. We now have prison facilities that encompass heretofore blighted inner-city areas through partnerships with electronic firms and city government. A global-positioning system was developed to monitor prisoners while they work to renovate the inner cities. This has negated the cost of simply warehousing prisoners and allowed governments to tap the work force available in the incarceration system. This prison-without-walls reality was not even a thought ten years ago. Coupled to the system is the advent of educational and trade requirements being a part of release mandates. Each inmate must have a diploma or college degree and a viable trade before being released back to society.

MEDICAL

Though not exactly tied to law enforcement, a medical breakthrough came in February 2003 with the discovery of a new time-release drug which virtually eliminates drug addition. It is administered at the time of the first drug-related arrest, and its effects are said to last for twenty-five years. This drug has already greatly reduced drug-related crime. Property crime rates are decreasing dramatically as are drug-related homicides and overdoses. While still in the early stages of application, this appears to be a major breakthrough for the new century.

CIVILIAN OVERSIGHT

This is another metamorphous of an early nineties idea. Then, the Civilian Review Board was an entity that reviewed officers actions and judged as to their appropriateness. Now the Civilian Oversight Committee looks at what could possibly happen and then works with agencies to prevent or mitigate the incident. This has had the side affect of making law enforcement much more accountable as they are working in concert with the board, not at odds with it. It has been proven that the prevention of the incident is far more successful than trying to take action after the fact.

This approach led to the cooperative development of nonlethal weapons for law enforcement. The committee identified the use of deadly force as a major liability and commissioned the research for nonlethal weapons.

The committee was also instrumental in the unification of all government information systems in July 2003. This was a refinement of the SMARTCARD technology developed in the nineties. It allows the public to conduct all of their business at the newly opened government services and law enforcement building. The individual can conduct anything from receiving social security benefits to paying traffic fines.

The consolidation of law enforcement services was also born in the Oversight Committee. This has resulted in the implementation of a POST, Command College project where the California Highway Patrol assumed responsibilities for all traffic enforcement in the state. This allowed other agencies to disband their traffic divisions and reassign those resources to community-oriented tasks.

EMPLOYEE BENEFITS

This area, as usual, has been the victim of the economy. There has been a steady increase since the governmental bankruptcy of 1994. The officers, having bottomed out, then realized that their employers were not just cash cows that could be tapped each year for pay raises. The negotiating bodies for both sides began sitting down and talking in real terms and honestly with each other in an

effort to rebuilt the financial structure for all concerned. While affordable housing still remains a problem for many, agencies are making efforts to alleviate family strain through increased benefit plans. One of these is work-site day care financed by the employer and free to all shift workers or single parents.

IMAGE OF LAW ENFORCEMENT

In the mid-nineties, law enforcement was struggling with their image and their role in society. Their infusion into the education system greatly enhanced their image with the kids. Then, building on several pilot programs, agencies developed citizen academies. These were designed to help educate the public as to what law enforcement's job really is, as opposed to what they see on television. This has contributed tremendously to a better understanding of law enforcement and through this understanding, more support from the public. This image change and the infusion of more civilians into agencies has brought the public and law enforcement closer together.

One of the best examples of the public and the law enforcement community working more closely is the reaction to the opening of the United States and Mexican border in June 2000. This experimental event has been met with a renewed alliance between the two countries and the people developing working relationships that are truly benefiting both countries.

DISASTER MANAGEMENT

One thing that has really improved over the past ten years is the law enforcement response to disasters. Starting with the riot in Los Angeles in 1993, law enforcement became all to aware that it was not prepared for major responses to disasters. The leaders then embarked upon a massive training and education program in an effort to be better prepared.

Technology was also brought into the disaster planning model with the use of global positioning and photo-recon satellites that had previously reserved for military use.

The usefulness of this system was tested and proven during the 8.3 San Bernardino earthquake in February 2000. The satellite photos were able to quickly pinpoint the most heavily damaged areas and to show where individuals were trapped. The global positioning was used to track relief efforts and to maintain communication among the coordinated relief effort.

This system was undergoing some minor refinements when the San Onofre nuclear power plan accident happened in September 2000. It was widely believed that the earthquake had quite possibly instigated the demise of the No. 3 reactor that caused the accident. An investigation is still underway, but the reaction by law enforcement was again a well orchestrated and successful operation. The ability to track the outfall from the plant enabled incident commanders to deploy individuals without putting them in the path of radiation.

These technologies have many more applications for law enforcement, and this report recommends further study in this area.

ROLL OF LAW ENFORCEMENT

The roll of law enforcement has changed tremendously over the past ten years. Gone are the theories of throwing money and manpower at problems. Gone are the "enforcement only" types of problem solving. Management by caretaking and keeping things "status quo" have long since died out. As it may be noted, so have several of the agencies that futilely tried to hang onto those archaic principles.

> Today there are finely tuned and functioning, community-oriented applications to law enforcement being applied. There are officers in the classrooms and civilians in the police agencies.
>
> Law enforcement agencies have taken on many of the tasks previously provided by other city departments that were victims of budget cuts or downsizing. Partnerships have been established that allow the law enforcement community to work in ways and with resources not previously available.
>
> In short, today's law enforcement agency is the umbrella for all municipal services. They take the place of many city agencies, and they coordinate the cities response to all types of problems and concerns.

Mendez closed the report and sat back. As she stared out the large picture window, she could see the breeze ruffling the trees; the sparkle of the afternoon sun on the Pacific Ocean; and she thought, "Yes, law enforcement has come a long way in ten years." But she remembered retired New York City Chief Lee Brown's challenge to law enforcement leaders to not leave the profession in the same condition it was when we inherited it from those before us. "I will start to examine this agency's merits against the attorney general's report immediately," she vowed. "In fact, I'll put together a focus group and then maybe a nominal group to evaluate where we are."

Law enforcement has come full circle from the eighteenth century when Sir Robert Peel first organized his "bobbies" in England. The goal for these early officers was "to keep peace by peaceful means."[1] Law enforcement has evolved through being brought to the United States where it bifurcated into the municipal and sheriff systems. These were created by necessity to keep peace in the metropolitan cities of the east and the exploding population moving west.

These agencies still function today with some minor changes through time. There have been several changes brought about by the advancement of technology. This has included the mechanization of officers and the creation of the beat system of deployment by O.W. Wilson in the mid 1930s.[2] This was the beginning of the end for the neighborhood "beat cop". This began the depersonalization between officers and the community they were supposed to serving. After World War II, patrol cars and two-way radios came into wider use. Police became a mobile force, cruising anonymously through neighborhoods they knew mostly as the staging ground for each night's disturbances.[3]

The ability to move around the city or county rapidly was perceived as a more efficient way to fight crime. Early thoughts were that officers could respond rapidly enough to catch many more criminals in the act than previously. They would also be able to respond to the citizens requests for assistance much more rapidly. This was believed to be better customer service. As law enforcement continued to evolve, the 911 phone system came of age. This allowed citizens direct access to "their" police agency, which enabled them to request an officer immediately. This then became the public's expectation: call law

enforcement and an officer will immediately appear at your door. The officers were expected to be all things to all people, often without any more than basic academy training.

There was a two-pronged outfall from this evolution. First, the officers began to suffer from the "tyranny of 911."[4] They found themselves running from call to call. Many agencies found themselves in an almost completely reactive or defensive mode. They were unable to adequately deal with the volume of incoming calls and therefore were unable to proactively work in their communities. This caused an increase in the stress level of officers and the communities. The citizens perception was that the officers were doing very little to protect them or their property. This feeling, strangely enough, was echoed by many officers.

The second outfall was a byproduct of mobilization and the aforementioned activity level. The agencies depersonalized themselves from the citizens. This was characterized by Jack Webb in his portrayal of a police detective in the TV series, DRAGNET. His famous statement to citizens was, "just the facts ma'am." He wanted to stay impersonal and uninvolved with anything other than just the specific crime he was investigating. This trend was characterized by Washington, D.C., Police Chief Isaac Fulmer when he stated, "Police lost the most valuable thing we had, which is contact with people."[5]

Through the seventies and into the eighties, agencies tried to combat crime by throwing money and manpower at problems. However, for the most part, the same methods were used with just more people. As is now known, this time period was not particularly successful in reducing crime or interaction with citizens. Then in California, the realities of Proposition 13 (tax reform) and what it meant fiscally started to surface. There were budget cutbacks, program cutting, and the approach to fighting crime by going back to the basics, putting the most officers possible in patrol cars. This has now been compounded by the fiscal deficit of the nineties. This article is not about returning to the basics and cutting programs, it is about looking ahead. This is not the time to go back to business as usual, cut what appears to be superfluous programs, and retreat to "call-chasing" police work.

LEADERSHIP

This is the key to the direction an agency will take. Is the agency going to strictly be in a caretaker mode and only deal with what happens to it and try to survive? Law enforcement can't ignore the observation of futurist Burt Nanus:

> **As natural limits fall, the necessity for social choice increases. Once it becomes possible to design key aspects of the human future, it becomes necessary to decide whether and to what extent to do so. Even the decision to take no action has important consequences, so that once an**

organization becomes capable of shaping its own future, it cannot avoid deciding to do so. The only question is whether futures will be created carefully and well, with due attention to all the consequences of choice, or allowed to happen by default and dealt with after the fact.[6]

The maintenance of status quo in today's society is, in effect, falling behind. Police executives of today have the opportunity, and responsibility, to formulate and implement strategies that will be the basis for law enforcement well into the next century. There must be an air of activity and experimentation. Risk-taking has to not only be encouraged but also required.

The composition of law enforcement leadership is also going to undergo a transition. There will be much more diversity in the future. This will not only be ethnically to better mirror the community served, but also there will be more gender balance in middle and executive leadership. There will be a continuance of the current trend toward civilian managers. There is no need to have a sworn manager overseeing a division when a civilian expert could be brought in and will stay in the position rather than being transferred or promoted to another assignment. Some of these positions will have to be civilianized to accommodate having the best, most-qualified individual filling the spot. It will be up to the agency head to have the staff create a tool to evaluate each position and whether or not a civilian could more efficiently and cost-effectively fill it. After the positions have all been evaluated, the leader (agency head) must evaluate the readiness of staff and organization to make the move. This will create an opportunity to use job-matching—drawing from a larger pool of already-trained experts rather than just looking in-house or settling for whoever is up for rotation and hoping they will do an adequate job for their time period.

Leadership is also going to be charged with creating a new system for how officers' performance is evaluated. As Chief David McBride of Oklahoma City stated, "We must quit measuring the success of officers based on the number of tickets, number of answered calls, and number of arrests. Instead they should be evaluated on their submission of ideas on how we can stop things from happening."[7] As leaders take their agencies into new ways of doing business, the internal infrastructure must be created to adequately support and evaluate individuals and programs. When officers don't feel their work is fairly evaluated or properly recognized, they become less or even counter-productive, especially with regard to new and different programs. There are going to be many challenges to the leader of the future, not the least of which will be in personnel development and management.

FISCAL

The fiscal state of California is very bleak. The state government is cutting every possible source of funding to city and county governments in an effort to balance the state budget. This is causing a statewide tightening of the fiscal belt. Programs are being evaluated and cost effectiveness is becoming a by-word for management.

Many agencies have already gone into the cost-recovery business. The program initiated in the late eighties for fee recovery from drivers under the influence involved in accidents was not a one-time thought but a precursor of programs to come. There are now a myriad of services that agencies charge for: false alarm response, copies of reports, multiple response to loud noise and parties, and vehicle impound paperwork fees are only some of the innovations to offset the cost of doing business. The fees are not always directed to the public as is evidenced by the advent of booking fees to assist the counties with the cost of processing prisoners.

Law enforcement needs to look at the services provided, not just what they can charge fees for. This should include a critical look at differential responses. Law enforcement can no longer be everything to everyone. The public needs to be educated that a call to their law enforcement agency will not always produce an officer at their door. The City of Portland, in conjunction with their community policing, established a five-point method of evaluating calls from the public for service.

- Immediate uniform response
- Delayed uniform response
- Referral to a telephonic report writing unit
- Dual dispatching
- Referral to a more appropriate agency

In Portland, more than 15 percent of the calls are now handled by the Telephonic Report Unit (TRU). Reports are either taken over the phone or mailed in by citizens. An officer dispatched to a burglary call, for example, would determine upon arrival if there was physical evidence or suspect information. If not, the officer would refer the call to TRU. TRU officers would write a report and provide the victim with crime prevention information to prevent a recurrence.[8] This system is not being offered as a panacea to all agencies, but as an example to stimulate all to look at how business is and could be conducted in your own agency. The need to be fiscally responsible and creative has never been greater.

CIVILIANIZATION

This is an employment pool who's surface law enforcement has barely scratched. The traditional thinking of it taking a badge and a gun to do police work has long since outlived any application. Especially with the current state of cutbacks in the private sector, there is a wealth of trained, educated, and competent individuals available in a variety of applicable fields. One area that is going to become more and more difficult to investigate is computer crime. However, very few agencies have true computer experts in their investigative divisions. So law enforcement should look to job-specific hiring of a civilian, laid off in the private sector cutbacks from the computer field.

The previously mentioned use of a Telephone Report Unit is another area that could be looked into for civilianization. There is nothing magical to teaching individuals what the statutes are they will be taking reports for and how to fill out forms. There is no reason to finance that spot with the cost of a sworn officer.

The advent of the community service officer—a nonsworn (responder) to handle cold crimes, do evidence collection, assist investigators, and run programs such as crime prevention units—has proven the viability of these individuals in the work force. Their work product is not only equal to that of sworn officers but also in many instances surpasses their sworn counterparts.

Today's and especially tomorrow's law enforcement agencies must critically evaluate all positions to determine if they should be sworn or civilian. Then there needs to be career paths and opportunities for promotion or, minimally, recognition or remuneration for quality work and longevity. As the role of law enforcement changes, there will be more and more opportunities to tap into the wealth of civilian expertise. Civilians should be looked upon as a resource that will enable law enforcement to continue to provide its desired service to the community by using a less-expensive delivery vehicle. The stakes in the future are too high to continue the sworn vs. nonsworn controversy.

CULTURAL DIVERSITY

The state of California has become and will continue to be a multi-ethnic mosaic community. The level of cultural diversity will continue to rise, and law enforcement must not lag in mirroring the makeup of the society it services. While it is true that some cultures are adverse to law enforcement as a career because of experiences in their home countries, there can be ways to effectively use these individuals. This is an area where aggressive civilianization of an agency may provide areas of employment that wouldn't have been available five or ten years ago.

This diversity will increase the need for training within the agency. The customs of different cultures must be taught to individuals so that they can respond accordingly to citizens. There may need to be special language classes or interpreters identified who are willing to bridge the gap from law enforcement to the community. Law enforcement must also work to understand the community and to help the community understand law enforcement. One way of facilitating this could be through the creation of a multicultural roundtable discussion group. This group would contain city and civic leaders and members of the general community. The purpose would be to have a safe playing field to discuss problems, perceptions, and to formulate plans and facilitate partnerships within the community.

The law enforcement manager of the future must have knowledge and awareness of this cultural diversity. There can no longer be one standard response, either verbal or in reaction to a problem, for the entire community. The "one size fits all" definitely does not apply to the future of law enforcement. Law enforcement needs to be critically aware of the potential for conflict within the culturally diverse community. The days of law enforcement expecting the community to mold and flow with their response are gone. Today law enforcement must proactively mold its response to the community.

TECHNOLOGY

Technology will have an ever-expanding role in the future of law enforcement. Micro-chip development has led to several breakthroughs. This, coupled with the global-positioning system has currently given law enforcement a tool for tracking vehicles, property, and people. The global-positioning system (GPS) has made it possible to instantly locate tractor-trailer rigs, if equipped, anywhere to within a few feet. This GPS could be used in the "park systems" by providing each person who enters the park with an encoded bracelet. Then in the event of becoming lost, the individual could quickly be electronically located without the enormous cost of a search-and-rescue operation.

There are now systems available in response to the epidemic of carjacking and auto theft that allow the owner to dial a specific number on the phone which will disable the vehicle. There is a variation of this in testing that would then have the car computer announce that the thief has ten seconds to exit the vehicle before receiving a 50,000 volt, nonlethal charge.[9]

The proliferation of mobile data terminals, visual disk records management systems, and the whole telecommunications revolution will impact and change law enforcement. This

10

article is not designed to be a dissertation on technology, but rather to alert law enforcement to look to technology as a fiscal means of problem solving.

EDUCATION

This is a multifaceted area including the agency internally and the community. The community needs to be educated about the law enforcement function and what to expect from those who serve them . This should include how and why the agency does business. How to access the system in the event of a differential response other than emergency is also an integral part of the training. Several methods should be employed in the training to get the message to as many individuals as possible. These methods could include use of the media—both printed and electronic, town hall-type meetings where law enforcement and city officials would explain the new plan and citizen awareness academies. The academy concept brings the citizens into a learning environment where they are exposed to all facets of law enforcement. This includes lectures, demonstrations, and hands-on training. Topics would include legal training, policy and procedure, liability, use of force, and the criminal justice system.. This method would help the citizens to understand the system that is available to them and why it works the way it does. They, in turn, would be able to explain it to those they come in contact or have interaction with.

The officers and nonsworn civilians must also be more educated. The officer of the future is going to have to be a technocrat with excellent interpersonal and problem-solving skills. The officer, by virtue of the direction most agencies are taking to community-oriented styles, must have a variety of knowledge and problem-solving skills to be able to function efficiently. The better the officer is trained, the better job he/she will do and the less likely the individual will be to either ignore a problem or to act improperly in a situation. This is critical as the officer, either sworn or non, will not only be expected to be proactive but also will be required to be proactive as a means of everyday business. This educational experience must also include formal college education. This is important not only for the knowledge but also for the learning experience gained. Networking between agencies and other city departments will become a mainstay for being able to provide the proper service for the problem encountered. As previously mentioned, it is imperative that a list of differential responses and how to access them are provided to both the agency employees and the public. This will assist everyone in getting to the proper problem solver as soon as possible . This will make the system function more efficiently; and the more successes each party has, the more they will utilize the system. The educational portion of implementation must include the establishment of goals and a clear mission statement for the agency.

AGENCY STRUCTURE

The advent and proliferation of the community-oriented policing model that is currently sweeping law enforcement is only an indication of how things are going to change in the future. The cooperative efforts by the communities and law enforcement and the partnerships that are now being formed will be the basis for an era that is or has not been envisioned at this time. The agency of the future will truly be a partner in the community. The continued fiscal tightening will cause all cities and law enforcement agencies to continually examine how they do business. Community-oriented policing may represent a new paradigm for law enforcement, suggested Ronald E. Lowenberg, chief of the Huntington Beach (California) Police Department. This approach goes beyond merely responding to crimes; rather, it involves helping the community identify and resolve the community problems that lead to crime. Community-oriented policing, he said, could lead to a better relationship between the police and the general public.[10]

The agency of the future will have a much higher percentage of nonsworn individuals. These individuals can be drawn from the civilian market through job-matching and will be able to provide more job-specific skills. The agency itself, by nature of being a twenty-four-hour operation, may find itself absorbing many programs and functions that are now under other city departments. The cooperative city government will look to see where programs can be combined to still be able to provide them for the citizens while cutting operating cost.

The agency of the future will be proactive in a social service and public mode with a much smaller cadre of enforcement individuals. This writer believes that the future agency will act as the umbrella under which the rest of the city is organized. As the community-based policing takes hold and ingrains itself into the fiber of the community, there will be a myriad of other functions that the officers will be able to branch out into.

One example of this would be the officer in a teaching mode in the school system. This would be beyond the D.A.R.E. program. This will be similar to a pilot program that was started for the spring 1994 semester at Orange Glen High School, Escondido, California. This was put together by one specific teacher who thought the students could benefit from a broadening of their career choices by having individuals from the public safety fields come in and instruct in a wide variety of classes. The idea was to give the students more career choices and to show them how the decisions they make now can and will effect their lives for a long time. The officers taught by bringing everyday life experiences to the classroom to show how what the students were currently learning could be applied to real life scenarios. One example of this was taking the math class out of the classroom to demonstrate the skid from a traffic accident. The class was then shown how to apply their book knowledge of

mathematics to figure speed for skid and accident reconstruction. These same principles were applied to other classes and fields of study. This program was well received by both the students and the officers who participated. This program could be expanded in the future to have officers as coaches, counselors, and actual classroom instructors carrying a full class load. This would be another opportunity for the officers to interact with the public and accomplish problem resolution and prevention before it became problem enforcement. The agency of the future will have to form these types of partnerships, that seem distant now, to be able to address the needs of the community and to proactively prevent crime.

CONCLUSIONS

This writer believes that the law enforcement agency of the future will have very little in common with the agency of today. There will, by necessity, be an enforcement side of the agency; but this will be smaller and more job-specific than today. There will be smaller stations as telecommunication expands the ability to sign in via mobile terminal. This will create less overhead as there won't need to be a desk for everyone and workstations will move to vehicles and other buildings in the community. The continued development of visual disk records management systems will facilitate the reduction in records staff and the ability to use these salaries for other employees in more job-specific areas. The further development of a paperless system through telecommunicating and visual disk will allow the officer to write investigations, have them approved by the supervisor via mobile data terminal, and send them to the station for storage or the district attorney's office for evaluation for filing charges. This same system could enable investigators to work from their vehicles as they would be able to access all record systems, case files, and criminal history data. This would enable them to be more time-efficient and to have less "down time" in transit to and from investigations and talking to suspects and victims. This decreases the need to come to the station for case review, assignment, and paperwork. By decreasing the amount of room needed in a station for office space, the overhead and building-maintenance cost could be reduced. This would facilitate a reduction in station size which equates to fewer dollars being spent on inanimate facilities. Those dollars can then be applied to technologically superior systems and people programs. This should lead to a new era of stations being built smaller and more technologically advanced. Today's trend of building larger and larger stations in an effort to house people and facilitate paper storage systems would be reversed.

The law enforcement agency of the future will have the role of bringing the community and the civil service aspects of their jurisdiction together for a cohesive and coordinated

effort to make the community a safer and better place to live and work. The agency will be the catalyst for the formation of the symbiotic relationship between the community and all civil services provided. The future agency will have to change drastically from what is now considered the norm for an enforcement agency. The bottom line is that all agencies will have to change for the future. Those that choose to meet the challenge of the future head-on and try to anticipate it and change in advance will be successful. Those agencies that chose to remain with "business as usual" or in a caretaker mode for the present will find themselves lagging far behind; and in fact, the future will change them, although possibly not positively.

As former New York City Police Commissioner Lee Brown stated, "The challenge of today's leaders is not to leave policing in America in the same condition we inherited it, but to improve it by exercising leadership that makes a difference."[11]

END NOTES

[1] Geller, William A. and others, *Local Government Police Management*, Washington, D.C., 1991, 4.

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[3] Lacayo, Richard, "Back to the Beat," *Time*, April 1, 1991, 23.

[4] Witkin, Gordon, "Beyond Just the Facts, Ma'am," *U. S. News & World Report*, August 29, 1993, 29.

[5] Lacayo, 23.

[6] Nanus, Burt, "Futures—Creative Leadership," *The Futurist*, May–June 1990, 13.

[7] Thompson, Stephanie, "Community Policing Comes Full Circle," *American City/County*, February 1991, 36.

[8] Austin, David, "Community Policing: The Critical Partnership," *Public Management*, July 1992, 6-7.

[9] "Outlook 94: Environment and Resources," *The Futurist*, Nov.–Dec.1993, 7.

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ACKNOWLEDGMENTS

OVERVIEW

Chapter One: INTRODUCTION

Through the aid of an extensive literature search, this chapter provides the reader with a brief history of where law enforcement has been and introduces the need for the study of where it is going or could go.

Chapter Two: FUTURES STUDY

The methodology and technique used to study the question of "What will the role of municipal law enforcement be in the community in the year 2003?"

Chapter Three: STRATEGIC MANAGEMENT

A strategic plan for introducing a new role for law enforcement to the community.

Chapter Four: TRANSITION MANAGEMENT

An analysis of the critical mass, techniques to support change, and choice of structure.

Chapter Five: IMPLEMENTATION PLAN

A step-by-step method to reach the strategies mentioned above.

Chapter Six: CONCLUSIONS AND RECOMMENDATIONS

The findings as a result of this study and recommendations for future study.

TABLE OF CONTENTS

CHAPTER ONE

INTRODUCTION

The role of law enforcement has undergone many evolutionary stages since its formal inception in the eighteenth century in England. Sir Robert Peel created the basis for modern police agencies with his development of a municipal police department. His officers came to be known as "bobbies" and their mission was to "keep the peace by peaceful means."[1]

This role evolved in the United States to the marshal, who was a court officer and enforced federal law, the sheriff and deputy sheriff who were the law enforcement for local law and peacekeeping. The bureaucratic and municipal police departments began their spread through the United States in the 1840s.[2]

These officers had the primary duty of enforcing the laws, and the communities generally regarded the officer's responsibility as that of keeping the town peaceful and safe. This early view of law enforcement as peacekeepers was the first indication of peace being a major function of their job. They were expected to be enforcement-oriented. The communities, however, generally regarded the officer's responsibility as that of a peacekeeper. This theme was even reflected in one of their most favored weapons, the Colt *"Peacemaker"* revolver.

The early twentieth century was the end of the western era of law enforcement and began the mechanization of society. This evolution led to the 1930s when police began to desert foot beats and to patrol in vehicles and on motorcycles. O. W. Wilson, a strong advocate of motorized patrol, also developed a beat distribution theory during this time.[3]

After World War II, patrol cars and two-way radios came into wider use. Police became a mobile force, cruising anonymously through neighborhoods they knew mostly as the staging grounds for each night's disturbances.[4] This led to the depersonalization of law enforcement and started an estrangement from the community. Officers were beginning to be viewed impersonally as figures or symbols rather than actual individuals. In turn, the officers began to regard the public as a totality rather than as individuals. As stated by Washington, D.C., Police Chief Isaac Fulwood,

"Police lost the most valuable thing we had, which is contact with the people."[5] This result was typified in the old Dragnet police series with Jack Webb's usual and widely accepted line of "just the facts, ma'am." He personified the officer who didn't want to get caught up in the emotional problems of or interactions with the citizens. This was a nationally broadcast television series; and hundreds of thousands of people came to accept this curt, business-like approach as what law enforcement was and should be. Even law enforcement agencies used the Dragnet videos for training and evidently adopted this style of policing.

During those days of the late 1950s and into the 1960s, law enforcement changed very little and continued to focus on enforcement of the law as the prime objective. Toward the late 1960s and early 1970s, there was state and federal money available through grant programs; and many agencies used these to seed new programs, obtain equipment, and to add additional officers.

There were two programs that were integral to the growth of law enforcement during this time period. First, in the decade of the sixties, the federal government provided money for the improvement of police agencies. This was first done through the Office of Law Enforcement Assistance. The office evolved into the Law Enforcement Assistance Administration which was the predecessor of the National Institute of Justice. The mission of the first two agencies was to encourage educational development in law enforcement. This was done through grants to educational institutions to develop programs and to officers to facilitate their going to college. The assumption was that higher education would lead to improved police performance.[6]

The second program that generated money for law enforcement was the Omnibus Crime Control and Safe Streets Act of 1968. This bill authorized appropriations of $100 million in 1969 and $300 million in fiscal 1970.[7] The bill provided for a wide variety of grants to law enforcement for training, equipment, program development, and loans to colleges and universities to defray the cost of ongoing education for law enforcement officers. The loans could then be canceled at a rate of 25 percent for each year the recipient continued working as a police officer.

This brought law enforcement into the mentality of problem solving by throwing money and manpower at problems. Through this economically sound era, law enforcement insisted on trying to problem solve based on how things had been done in the past. There were very few agencies or people looking to the future to innovatively design proactive solutions as opposed to reactive responses.

As law enforcement progressed through the eighties, officers became more and more busy. The 911 system allowed easier access for the public to their police agencies. While this was good for emergency response, it also created the belief in the public that if they dialed 911, they could immediately get an officer at their door—no matter what the request was for. This caused a greater burden on calls for service and response times. It also made officers slaves to the radio and created the "tyranny of 911."[8] This was one factor in officers becoming more and more reactive and less and less proactive. There became the feeling that all they had time to do was answer the radio or "chase" radio calls.

As the fiscal restraints of the late eighties become the reality of the 1990s, agencies more and more are looking at how they do business. They are realizing that they can no longer be everything to everybody. There just isn't enough time, money, or officers available. This reality has led to many theories and to two previous Command College projects which explored the area of law enforcement in the community.

Lieutenant Albert Lehman Jr., Command College Class II (April 1986), observed that historically, law enforcement has been reactionary and either unable or unwilling to look to the future to see what's coming or where the profession is headed in fifteen to twenty years. As he was determining future tasks to be performed, Lehman subsequently identified a developing "gap" between civilians and police. Lehman concluded: "Law enforcement, by the year 2000, will have to recognize that the sworn officer's duties will change and the services provided by each agency will have to be scrutinized to be cost-effective."[9]

Lieutenant Earl Callander, Command College Class IV (May 1987), addressed the issue of public input into the future of nonenforcement services in law enforcement. He concluded that the future of law enforcement is being reformed and that it is foolhardy to proceed with policies and roles that may be contrary to public sentiment or desires. Callander concluded through his study that there will be more public input into policymaking. He indicated that police administrators are perhaps underestimating the public's concern in the area of nonenforcement services. Finally, Callander related in the study findings that the majority of police work is service-oriented, not enforcement-oriented.[10]

As a police lieutenant in a medium-size (150 sworn) municipal law enforcement agency, this researcher's concern is to look to the future proactively in an attempt to draw the public's need, and law enforcement's ability to deliver, ever closer together. This researcher believes that the economic future of California will greatly effect not

only the demand for services, but also law enforcement's ability to adequately deliver the desired services.

There is currently another evolution taking place in law enforcement, the advent of *community-oriented policing*. There are several definitions of community-oriented policing; however, the common thread is that it is a philosophy of policing that creates partnerships between the community and law enforcement and recognizes the interdependence the two have with each other. Community-oriented policing recognizes the value of participation, problem solving, accountability, and involvement in decision making. There are several different labels applied to this revelation, which in effect has brought law enforcement full circle to Sir Robert Peel. Peel's principle of a police/citizen relationship is:

> **Maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen, in the interests of community welfare and existence.**[11]

This researcher, in deference to both Lehman and Callander, feels that a clear picture of what it is that law enforcement is expected to do is a must before proceeding forth. To be able to accurately and concisely develop a plan or a response, law enforcement, in conjunction with the community, must decide what it is they want—individually and collectively.

CHAPTER TWO

FUTURES STUDY

The motivation and focus of this research is to identify what the community expectations and needs of law enforcement will be in the near future. The research will attempt to define the role expectation of law enforcement with other municipal departments and all facets of the community. The "community," as defined by *Webster's New World Dictionary*, is "any group living in the same area or having interests, work, etc., in common, the general public, a sharing in common." The use of "community" in this research will refer to the populace that the municipal law enforcement agency serves.

This researcher recognizes any foray into the future, especially by a lone individual, is subjective at best. Therefore, this researcher used a *futures wheel* (Illustration #1) in conjunction with literature scanning to assist in identifying the parameters of this research and to focus on one specific issue question. The futures wheel is a method to encourage and track the brainstorming process. It facilitates the linking of information and the grouping of similar ideas or programs. This leads to identifying the most relevant points and creates a map of ideas. It also promotes the narrowing of information into a workable and concise area for study.

Issue Question:

WHAT WILL THE ROLE OF MUNICIPAL LAW ENFORCEMENT BE IN THE COMMUNITY BY THE YEAR 2003?

The futures wheel is the final product of several revisions and the exclusion of some data to attempt to focus as succinctly as possible on the issue question. Realizing that no one individual has all the answers or all the perspectives to an issue, this researcher convened the following panel of experts to assist in

condensing the subjectivity of just one individual. This panel was presented with the issue question. They then worked to define three subsequent subissue questions.

PANEL MEMBER	BACKGROUND
Jesse Longacre	Retired, Hispanic community leader, board member to many cultural groups, Crisis Team member for Escondido Youth Encounter and Escondido Community Services Commission
Mike Mistrot	Assistant City Manager of San Marcos, California
Luna Odland	Retired businesswoman, community activist, board member of Escondido Community Safety Committee
Elmer Cameron	Retired educator, Escondido City Councilman, Hispanic community advocate
Jerry Van Leeuwen	Community Services Director, City of Escondido
Theresa Ramirez-Paez	Community Services Officer and member of Chief's Cultural Round-table, City of Escondido
Earl Callander	Captain, Escondido Police Department Class 7 Command College graduate
Lee Wagner	Captain, Riverside Police Department, Class 18 Command College
John Trumbull	Lieutenant, San Bernardino Sheriff's Office Class 18 Command College
Greg Clark	Lieutenant, San Diego Police Department Class 18 Command College

Subissues:

1. What effect will decreased funding from the state level have on local law enforcement?

2. What will be the impact of privatization of services upon the municipal law enforcement role in the community?

3. What contribution will advanced technology make to the delivery of law enforcement services?

This chapter reflects and explains the process the panel went through to identify trends and events that will either shape or affect the issue question. There was then the scientific application of the cross-impact analysis to the trends and events to enhance the future forecasting. These forecasts were then placed into scenarios to enable the reader to picture possible future outcomes based on the data in this project.

FUTURES WHEEL

Towed Vehicles

Parking Cites

Reports

Cost Recovery

Civilian

Swom

Parking

Contract with CHP

Traffic

Photo Radar

Motorcycle

Local

Drugs

Task Force

Enforcement

Combined Agency

High School

School System

College Police Corps

D.A.R.E

Education

Officers

School

Tech

Promotion

Civilianization

Internally

Job Matching

Role of Law Enforcement in Year 2003

Technological Advances

Theft Deterrents

Nonlethal Weapons

GPS

Telecommunications

Tracking

KIDS

Mobile Data

Visual Disk

Incarceration

Fiscal

Assessment Districts

State Funding

Service & Education

Community-Oriented Policing

Services Provided

Expectation Increase

Fee Program

Partnerships

Other City Departments

Forced Cutbacks

Charge for Response

In Communities

Fiscal Reduction

False Alarms

Service Calls

Other Law Enforcement Agencies

Nominal Group Technique Panel

Realizing that by nature, this topic is interwoven through all segments of society, this researcher believed it was imperative to have a diverse panel. In addition, the panel should reflect all facets from law enforcement, the government, special interest groups and the public.

After some preparatory conversations and scheduling, ten (10) experts were solidified to participate in the group process.

NOMINAL GROUP TECHNIQUE PANEL MEMBERS

Jesse Longacre	Theresa Ramirez-Paez
Mike Mistrot	Earl Callander
Luna Odland	Lee Wagner
Elmer Cameron	John Trumbull
Jerry Van Leeuwen	Greg Clark

A formal letter of appreciation for their participation which contained some necessary term definitions and an outline for the day was mailed to each participant. (Appendix A)

To maximize participation and production, the day was outlined and refreshments were provided. To allow for maximum time usage and to prevent taking these busy people away for an entire day, a working deli-lunch was also provided. This format allowed for continual participation by panel members while providing a user friendly atmosphere. Each panel member, upon arrival, was given an individualized notebook containing the day's outline, definitions, explanations, and examples of the type of work the panel would be performing.

This format was very successful, leading to the gathering of quality information and the completion of the panel process within a half hour of the projected time frame. A scribe was used to record all ideas on butcher paper posted so all participants could track the group's thoughts. Additionally this researcher had a scribe with a laptop computer recording all items as developed. This was extremely beneficial as it eliminated the time required to transcribe notes from the butcher paper after the process was completed.

Trend Development

This researcher chose to start the group exercise with the development of trends impacting the issue question over the next ten years. The definition of a trend was given to the group as were some examples of trend statements. The participants were then given fifteen (15) minutes to privately list their individual statements. This was followed by a verbal round robin where each member gave one (1) statement each time around. The group instructions included the ability of a member to "pass" their turn if they had exhausted their list and the caution that no "value" comments were to be made as trend statements were voiced. This process was continued until all trend statements from participants were recorded. The list was composed of sixty-four (64) individual statements. (Appendix B) A free discussion was then held to clarify and, in some cases, combine statements into similar groupings. The group was then led through the process of combining similar thoughts and topics to narrow the focus of the original sixty-four (64) trends. This assisted in focusing the group toward specific thoughts and made the trends more concise and was general in nature. This also helped to clarify the trends for the voting process. The following is the combination of panel-generated trends. These trends were grouped together by the panel in an effort to clarify topics and to not exclude similar thoughts.

PANEL-GENERATED TREND TOPICS	TRENDS COMBINED
• Diversity in Law Enforcement Leadership	Originally 41
• Fiscal Responsibilities and Alternatives for Law Enforcement	2, 4, 12, 16, 29, 31, 35, 49, 52
• High-Technology Law Enforcement	9, 26, 40, 58
• Hispanic/Latino Groups Support Prevention of Illegal Border Crossings	33, 37, 42
• Knowledge and Awareness of Cultural Diversity by Law Enforcement Managers	17, 46
• Law Enforcement Accountability	10, 11, 18
• Law Enforcement Involvement in Education	1, 5, 6, 7, 34
• Level of Cultural Diversity	27, 44, 51
• Period of Conflict Between Anglo and Hispanic Communities	14, 24
• Restructuring the Incarceration System	20, 22, 25

The panel was then given fifteen (15) minutes of private time to vote for their top ten (10) trend statements. This was done by 3x5 card listing. This researcher then collected, tabulated, and posted the results for the group's review. This process was repeated three (3) times to get a consensus on the final top ten (10). The ten (10) overall results were then discussed with the panel. The trend evaluation form was then explained and circulated for individual completion by panel members.

TOP 10 TRENDS

1. Level of Law Enforcement Involvement in Education

2. Need for Fiscal Alternatives for Law Enforcement

3. Level of Law Enforcement Accountability in the Community

4. Conflict Between Anglo and Hispanic Communities

5. Importance of High Technology to Law Enforcement

6. Level of Cultural Diversity

7. Level of Knowledge and Awareness of Cultural Diversity by Law Enforcement

8. Level of Hispanic/Latino Groups' Support for Prevention of Illegal Border Crossings

9. Degree of Diversity in Law Enforcement Leadership

10. Amount of Restructuring in the Incarceration System

These results were then tabulated and graphed using a high, median, and low for each trend. There is a brief narrative below each graph to aid in clarification of the trend and to relate specific discussion by the panel in regards to that trend. A common thread through the graphs is that the greater the distance between measurements, the more disparity there was in the panel's consensus on that trend.

TREND EVALUATION RESULTS (Delphi Scores)

TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
	Five Years Ago	Today	Five Years From Now	Ten Years From Now
T1 Level of Law Enforcement Involvement in Education	200 60 5	100	400 150 100	500 300 100
T2 Need for Fiscal Alternatives for Law Enforcement	120 50 30	100	400 200 90	500 300 80
T3 Level of Law Enforcement Accountability in the Community	100 50 10	100	300 175 100	300 200 100
T4 Conflict Between Anglo and Hispanic Communities	100 70 15	100	300 200 75	400 190 50
T5 Importance of High Technology to Law Enforcement	100 50 30	100	300 225 175	500 450 200
T6 Level of Cultural Diversity	100 55 10	100	400 200 150	500 300 175
T7 Level of Knowledge and Awareness of Cultural Diversity by Law Enforcement	100 50 40	100	200 175 120	400 200 125
T8 Level of Hispanic/Latino Groups' Support for Prevention of Illegal Border Crossings	200 50 50	100	400 150 100	500 200 100
T9 Degree of Diversity in Law Enforcement Leadership	100 50 10	100	300 150 100	400 200 175
T10 Amount of Restructuring in the Incarceration System	100 80 50	100	400 200 100	500 225 100

TREND 1:

LEVEL OF LAW ENFORCEMENT INVOLVEMENT IN EDUCATION
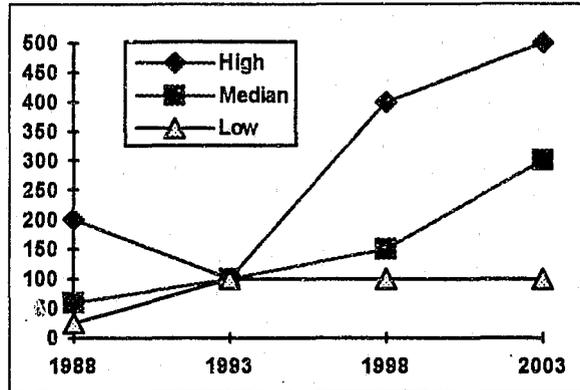
	T-5	T	T+5	T+10
High	200	100	400	500
Median	60	100	150	300
Low	5	100	100	100

The panel agreed that this was the most important trend. This trend is significant to the overall issue as it provides a vehicle for officers to become involved in the fundamental process. It also represents a tremendous role change for law enforcement. In the past, these efforts have been mainly directed to Crime Prevention and D.A.R.E. programs. The panel felt that a concerted effort needed to be put forth to educate the citizens through "ride-alongs" and citizen academies. These would serve to better inform the public about law enforcement's mission, constraints, and ability to deal with crime and the criminal justice system.

The panel also felt that the extensive coverage given to violent crime by the media has had a two-pronged effect. First, it has educated the public on the violence in society. Second, it has desensitized the public to violence, so they are no longer shocked and, in many cases, now accept violence as a way of life. The panel felt this last effect was detrimental to the education trend.

The wide disparity of forecasts can be attributed to having educators on the panel. They saw more importance in this trend.

TREND 2:

NEED FOR FISCAL ALTERNATIVES FOR LAW ENFORCEMENT
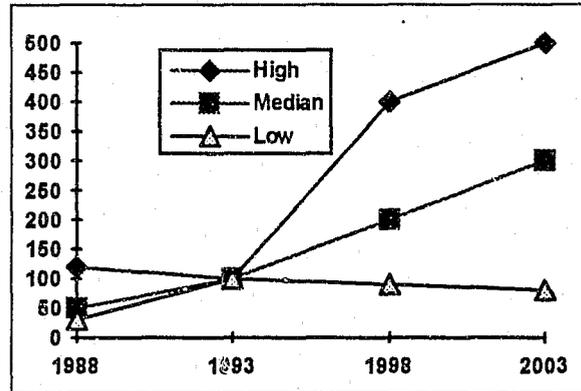
	T-5	T	T+5	T+10
High	120	100	400	500
Median	50	100	200	300
Low	30	100	90	80

The panel recognized that the state is going to continue to reduce funding to cities and counties which will have an effect on law enforcement funding.

To combat society's inability to pay for services, the panel felt that agencies need to operate like private sector businesses. This would include forming partnerships with private industry. The panel also discussed the need to explore alternate levels of funding and prioritizing services provided. They also felt programs should be developed for collecting outstanding fees such as fines and parking tickets. The prospect of charging for law enforcement services and the expansion of cost recovery programs was also brought forward.

The panel agreed that all of these items needed to be explored and instituted, to some degree or another, to keep law enforcement at an acceptable level. The panel felt that as the role of law enforcement changes, the need for alternative funding will become more important. The panel realized that current sources of funding will not continue in the future.

TREND 3:
LEVEL OF LAW ENFORCEMENT ACCOUNTABILITY
IN THE COMMUNITY
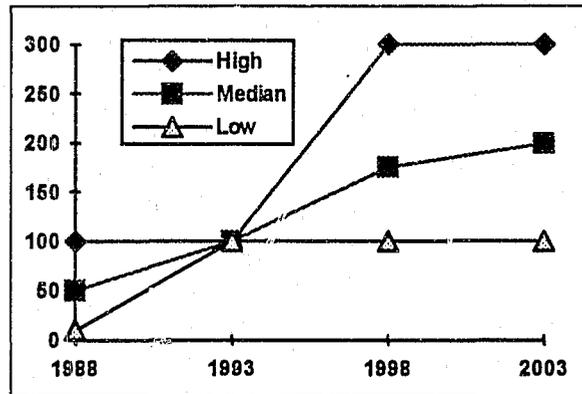
	T-5	T	T+5	T+10
High	100	100	300	300
Median	50	100	175	200
Low	10	100	100	100

The group felt very strongly that auditing and accountability are going to become a part of law enforcement future. They saw the current fiscal recession as an indicator that public funds need to be closely monitored and that those who are entrusted to manage these funds be held accountable not only for the spending, but for fiscal efficiency. The days of public expenditures not being overseen by those contributing are viewed as a time of the past. Additionally, the group foresaw an increase in civilian review and oversight of law enforcement operations. The group envisioned a major difference in the boards of the future from the 1990s in that the future boards will have the power and authority to implement change over agencies. A caveat to this trend could possibly be the advent of civilian management of law enforcement agencies if current managers do not evolve to what is becoming expected.

The panel felt that civilian overview would be a natural outgrowth of this trend and the movement toward community-oriented policing. The panel felt that this overview would be a cooperative effort and in the nature of a steering committee rather than the review boards of the 1990s. The wide range may be a result of having city officials and members of the public on the panel. This created a wider view of this trend.

TREND 4:

CONFLICT BETWEEN ANGLO AND HISPANIC COMMUNITIES
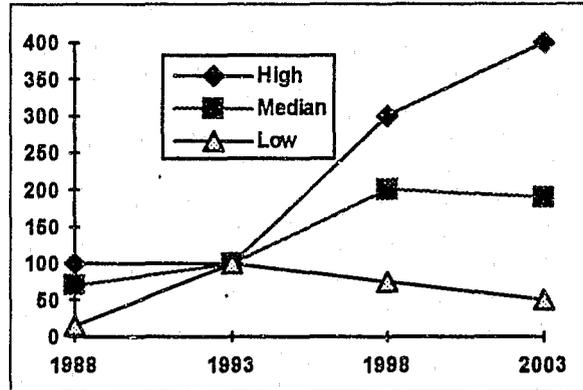
	T-5	T	T+5	T+10
High	100	100	300	400
Median	70	100	200	190
Low	15	100	75	50

The panel saw a greater rift developing between these two groups based mainly on the Anglo community blaming the ever-increasing Hispanic community for the economic downturn of society. In addition, the group felt that the Anglo community would blame the Hispanic for the rising crime rate. The impetus driving this trend is the ever-increasing Hispanic population into a state that currently has a depressed economy. This puts an excess of workers competing for a dwindling number of jobs. This, in turn, puts a higher drain on public services and programs. The group felt there would be an increased societal frustration with the economic stability and delay and that the Anglo population would view the Hispanic immigrants as a drain on the economy without contributing what would be perceived as their fair share.

The panel was split on this trend. The Low trend line indicates the conflict has already peaked and will now decrease. The Median line indicates a peak of conflict. The wide range of this trend may be attributed to the racial diversity on the panel.

TREND 5:

IMPORTANCE OF HIGH TECHNOLOGY TO LAW ENFORCEMENT
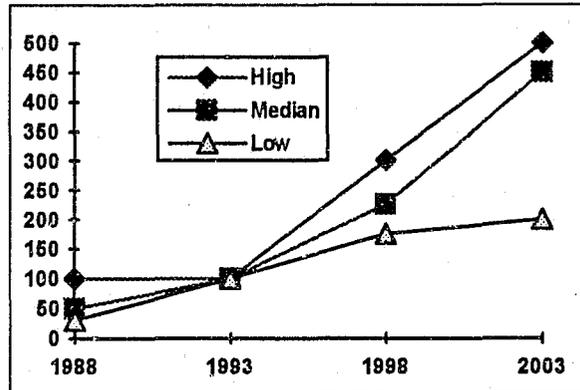
	T-5	T	T+5	T+10
High	100	100	300	500
Median	50	100	225	450
Low	30	100	175	200

The group felt very strongly that the trend of working smarter, more efficiently, and more cost-effectively was undeniably tied to technology. As can be seen from the above graph, even the low line indicates a doubling of importance in ten years of technology over today's usage.

The group felt some of the areas of development would be computers and video cameras in patrol units to record violators and subsequently reduce court time and expensive trials. They also felt there needed to be a greater partnership between law enforcement and the producers and suppliers of technological services.

They also felt that the proper application of technology could lead to targeting enforcement through specific information thereby becoming more cost-effective and less manpower intensive. This could lead to smaller staffs doing a more effective job for less money.

The bottom line in this trend is that those individuals who do not maintain technological expertise and growth will not be effective and successful in the future.

-16-

TREND 6:

LEVEL OF CULTURAL DIVERSITY
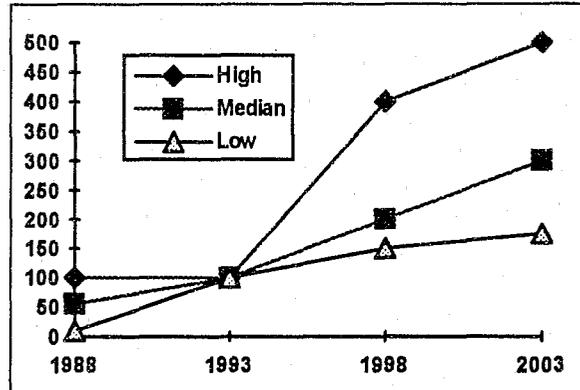
	T-5	T	T+5	T+10
High	100	100	400	500
Median	55	100	200	300
Low	10	100	150	175

The panel saw the increase in immigration to California as the major factor in developing a mosaic population. This change in society is being exacerbated by the high number of the Anglo population migrating out of California. As the population becomes more diversified, the individuals become more educated about each other's cultures and the acceptance of difference is more widespread. This will lead to an understanding of one another and, the panel feels, a greater increase in multicultural families. As can be seen in the graph, the panel members see this as a rapidly-expanding trend that five years ago was of major importance and will greatly impact the future.

The role of law enforcement will be greatly impacted by this changing culture. There will be a need for more training, recruitment changes, and program changes to better serve the community.

TREND 7:

LEVEL OF KNOWLEDGE AND AWARENESS OF CULTURAL DIVERSITY BY LAW ENFORCEMENT MANAGERS
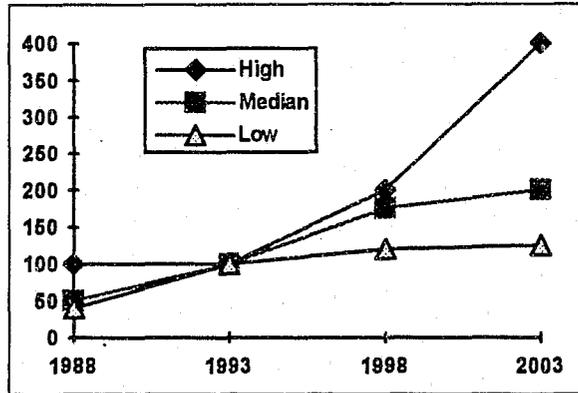
	T-5	T	T+5	T+10
High	100	100	200	400
Median	50	100	175	200
Low	40	100	120	125

The panel sees a strong increase in management's awareness and acknowledgment of cultural diversity. They recognized that there are currently some agencies that are supporting cultural training, but they felt that statewide management needs to address the cultural training needs of law enforcement. As the community becomes more diverse, law enforcement needs to educate its members so that it can effectively serve the community. The panel also saw the lack of education and understanding of cultural differences leading to strife between the community and law enforcement.

There are currently several diversity training programs throughout California. The sponsors include but are not limited to the Department of Justice and the Commission on Peace Officer Standards and Training.

TREND 8:

LEVEL OF HISPANIC/LATINO GROUPS' SUPPORT FOR PREVENTION OF ILLEGAL BORDER CROSSINGS
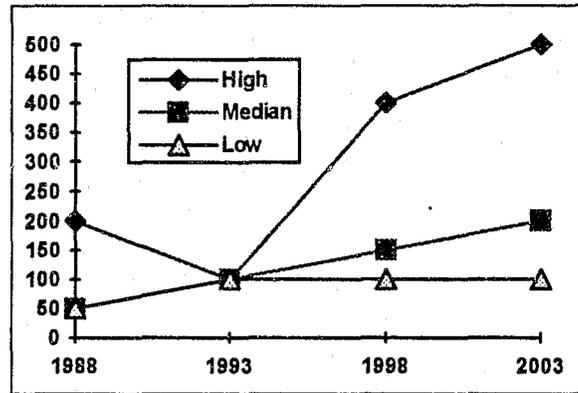
	T-5	T	T+5	T+10
High	200	100	400	500
Median	50	100	150	200
Low	50	100	100	100

The panel felt that there is going to be a much more organized effort by the Hispanic community to self police. The feeling is that neighborhoods will organize to act against the criminal element and to pressure that faction out of their neighborhood. This will spread to support control of the border and prevention of illegal border crossings. There was some feeling that this would be rooted in the belief that because some Hispanics are causing trouble or in the country illegally, the whole community is painted with the same brush as far as image in the community. Also, the Hispanic community realizes that illegal entry into the country is not appropriate.

The significance of this trend is that the panel felt the Hispanic community is going to join in the fight against illegal immigration. They also felt this would effect the role of law enforcement as it would assist in directing the attention now spent on illegal immigration to other areas in the community.

TREND 9:

DEGREE OF DIVERSITY IN LAW ENFORCEMENT LEADERSHIP
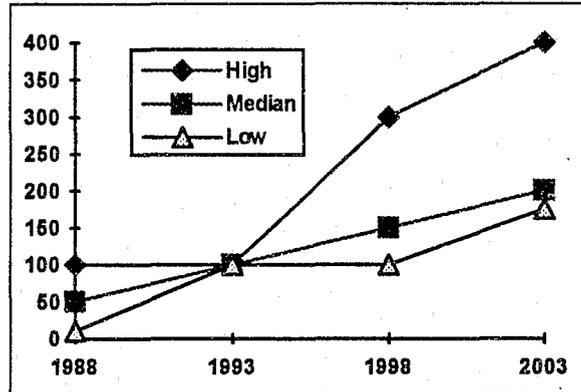
	T-5	T	T+5	T+10
High	100	100	300	400
Median	50	100	150	200
Low	10	100	100	175

This trend reflects the panel's belief that there definitely needs to be a change in the leadership of law enforcement. This change is not because current leaders are not functioning effectively but because all members' of society and the work force need to be represented. There needs to be an infusion of women and minorities into leadership positions. The panel felt a mentoring program needed to be in place so that qualified minorities could be brought along and earn their promotions rather than just being selected to fill quotas. This type of comprehensive program to train individuals would be consistent with the 14th Amendment of the United States Constitution. The group felt that only qualified individuals should be promoted as it does more damage to any group and the organization to promote just because the individual is a member of a minority. The community and work force are changing and so should leadership.

As the role of law enforcement changes, so must the leadership change to be effective in the community. Law enforcement leadership must start to mirror the makeup of the community.

TREND 10:

AMOUNT OF RESTRUCTURING IN THE INCARCERATION SYSTEM
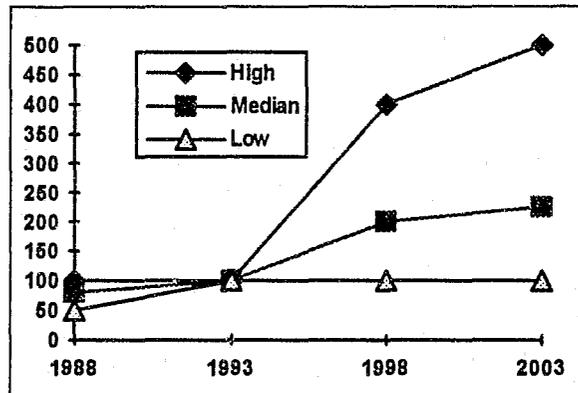
	T-5	T	T+5	T+10
High	100	100	400	500
Median	80	100	200	225
Low	50	100	100	100

The panel recognized that the current system of warehousing criminals is not only extremely expensive, but also is not effective in rehabilitation. The panel felt that with the current economic recession, there needs to be more effective use of the prison labor force. The panel felt that the public would be willing to return to the chain gang-style of labor.

In addition, the panel felt that there needed to be a concerted effort placed on training and education. This program would be tied to sentencing and release, in that no one would be released until they completed their high school diploma and/or learned a trade. These requirements would be mandatory, and classes would be held in conjunction with the inmate participating in the prison labor force.

As the incarceration system changes, the role of law enforcement will be affected. The manner in which law enforcement interacts with the incarceration components will have to change. The more effective the incarceration system—whether as a deterrent or as retraining centers—the less law enforcement will have to deal with recidivism. This will allow law enforcement to refocus that time and effort toward preventive programs.

Event Development

The next exercise for the panel was development of specific, significant events that they thought could occur and impact the issue over a ten-year period. As with the trend development exercise, the panel was given the definition of an event and several examples. The same process of private listing, round robin sharing, discussion and clarification was followed. As before, this researcher reminded the panel there was to be no judgment voiced on each others events, only clarification questions and discussion for probabilities and knowledge sharing. The initial phase of this exercise resulted in forty (40) events being listed (Appendix C). After the discussion period and private voting, further discussion developed a list of the top ten (10) events. The events were then renumbered in order of importance 1 through 10.

TOP 10 EVENTS

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1. **Taxpayer Revolt**

   [This would be a result of the public's dissatisfaction with how the government is using and abusing the tax dollars.]

2. **Catastrophic Nuclear Accident in Southern California**

   [This would be caused by an accident at the San Onofre generating plant and was viewed as similar to the accident at Chernobyl.]

3. **Government Claims Bankruptcy**

   [The panel felt this would be the result of years of deficit spending and the inability of the government to turn the economy in a positive direction.]

4. **Revolution in America**

   [This would be the backlash of the public's concern about the way the country is being run including the economy, unemployment, taxes, the crime rate, and immigration.]

5. **Juvenile Justice System Collapses**

   [This is a result of poor management, legal battles over juvenile rights, and too many individuals in the system. The panel thought the system would have to fail completely before positive rebuilding would take place.]

6. All Government Information Systems Unified

[The panel saw the use of emerging technology as being put to use to link all governmental agencies' information and records systems. This could lead to "one-stop shopping" for business like taxes, DMV, social security, welfare, unemployment, and a myriad of other services.]

7. County Governments Dissolved Into Special Districts

[The panel saw this as the result of continued economic recession, more money being withheld by the state, and the constant fighting between county government and municipalities. Local assessment districts would be established so that citizens could "pay as you go" for the services they deemed necessary in their area.]

8. Scientific Breakthrough Curbs Drug Addition

[The panel felt that with emerging scientific technology, there will be the discovery of a substance that will break the addictive forces of drugs.]

9. Earthquake Greater Than 8.0 in Southern California

[The panel felt that "the big one" would, in fact, happen in Southern California.]

10. United States/Mexican Border Opened

[The panel saw this event coming to pass after the North American Free Trade Agreement (NAFTA) was successful between the two countries and the American public realized that stopping illegal immigration was not possible.]

There was no combination of events as there was with the trend results since the panel viewed each of these as a stand-alone occurrence. The panel was then asked to privately rank the importance of each event on the event evaluation form. In this rating phase the panel was asked to give a time frame for when, in years, the probability for the event first taking place would be, with today as zero. They were then asked to give the probability from 0-100 for 1993 plus 5 years (T + 5) and 1993 plus 10 years (T + 10). In addition, they were asked to rate the event as positive or negative on the issue on a scale of 0-10. The results of these ratings and a brief summary of the group's discussion is on the event graphs.

EVENT EVALUATION RESULTS (Delphi Scores)

EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years From Now (o-100%)	Ten Years From Now (0-100%)	* POSITIVE (O-10 scale)	* NEGATIVE (0-10 scale)
E1 Taxpayer Revolt	10.00 4.50 0.50	85.00 27.50 0.00	100.00 50.00 0.00		
E2 Catastrophic Nuclear Accident in Southern California	20.00 10.00 0.00	30.00 5.50 0.00	60.00 12.50 0.00		
E3 Government Declares Bankruptcy	25.00 10.00 1.00	40.00 0.00 0.00	80.00 10.00 0.00		
E4 Revolution in America	40.00 10.00 1.00	0.00 0.00 0.00	0.00 10.00 0.00		
E5 Juvenile Justice System Collapses	20.00 7.50 1.00	100.00 20.00 0.00	100.00 37.50 10.00		
E6 All Government Information Systems Unified	15.00 8.50 5.00	75.00 20.00 0.00	100.00 75.00 5.00		
E7 County Governments Dissolved into Special Districts	20.00 5.00 3.00	70.00 22.50 0.00	85.00 35.00 0.00		
E8 Scientific Breakthrough Curbs Drug Addiction	40.00 5.00 1.00	40.00 22.50 0.00	90.00 50.00 0.00		
E9 Earthquake Greater Than 8.0 in Southern California	15.00 3.75 0.00	80.00 22.50 0.00	100.00 37.50 0.00		
E10 United States/Mexican Border Opened	25.00 10.00 4.00	75.00 5.00 0.00	100.00 20.00 0.00		

EVENT 1:

TAXPAYER REVOLT
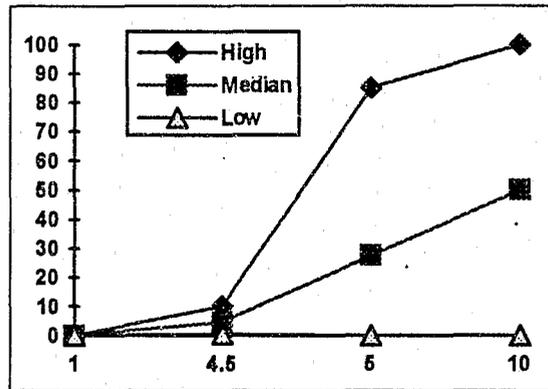
	1st Exceeds Zero	T+5	T+10
High	10	85	100
Median	4.5	·27.5	50
Low	0.5	0	0

The panel felt there was a very good chance of taxpayers revolting as a means of showing their dissatisfaction with the way the government is managing current tax revenues. The earliest expectation of this event was six months and the longest was shared by three members at ten years.

There was one individual who did not feel this event would happen in the ten-year time frame. If this event does, in fact, occur, it would significantly impact law enforcement as it would remove the primary source of funding. This would negatively impact the role of law enforcement as agencies would have to assume basic survival postures and cut extra programs and possibly all services except emergency response.

EVENT 2:

CATASTROPHIC NUCLEAR ACCIDENT IN SOUTHERN CALIFORNIA
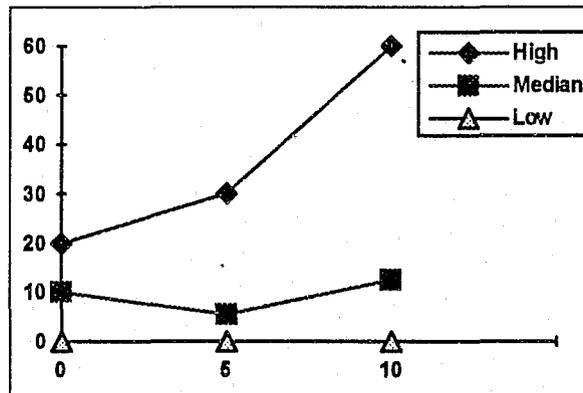
	1st Exceeds Zero	T+5	T+10
High	20	30	60
Median	10	5.5	12.5
Low	0	0	0

The panel reviewed this event as a possibility because of the nuclear generating at San Onofre. There have been minor problems there, but nothing of any danger to the public previously. While the panel viewed the accident as a possibility, the time estimates indicate that the panel did not foresee a high probability in the near future. There was consensus, however, that if the accident did, in fact, happen, there would be an absolute negative impact.

The significance of this event is that a nuclear accident of this magnitude would change life in Southern California and, in fact, wipe out life in many areas. This would place most agencies in a survival mode rather than a proactive and innovative mode.

EVENT 3:

GOVERNMENT DECLARES BANKRUPTCY
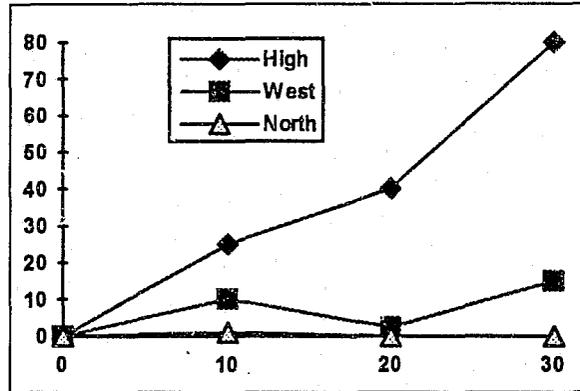
	1st Exceeds Zero	T+5	T+10
High	25	40	80
Median	10	0	10
Low	1	0	0

The panel felt this is a possibility based on the current recession and the county and state's inability to show signs of turning the economy around. As can be seen from the graph, 60 percent of the panel did not believe this event would occur during the span of this project. They also felt that this would have a tremendously negative impact on society.

The fact that the high and median numbers are either at the end of this project's ten-year time frame or beyond indicates that the panel didn't feel there was a high likelihood this event would occur. If, however, it does occur, it would seriously impact law enforcement financially. Again, this would cause agencies to revert to basic emergency service only.

EVENT 4:

REVOLUTION IN AMERICA
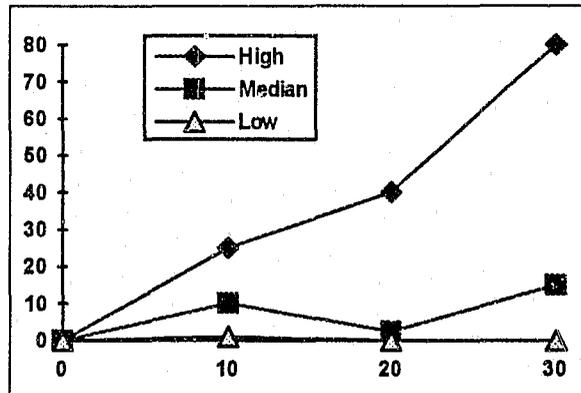
	1st Exceeds Zero	T+5	T+10
High	40	0	0
Median	10	0	10
Low	1	0	0

The panel viewed this event as a sign of frustration by the public with the state of the economy, taxes, unemployment, and the rising crime rate. While 70 percent of the panel felt this event, if it happened, would occur more than ten years from now, they agreed that it would have a large negative impact if it did happen.

The significance to law enforcement if this were to happen would be the plunging of municipal agencies into a militaristic role.

EVENT 5:

JUVENILE JUSTICE SYSTEM COLLAPSES
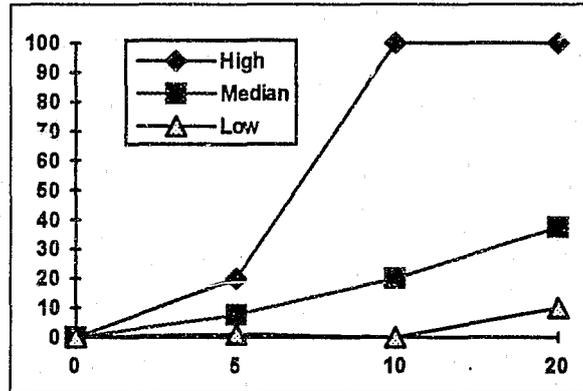
	1st Exceeds Zero	T+5	T+10
High	20	100	100
Median	7.5	20	37.5
Low	1	0	10

The panel foresaw the juvenile justice system collapsing as it became a victim of lack of revenue and funding. The lack of ability to incarcerate offenders or to spend money for rehabilitation will also contribute to this collapse. The panel saw very little, if any, positive effects of this event and viewed the negative impact as high. The panel was split on when this event might happen, but 50 percent thought it would be within the next five years.

The significance to law enforcement of not having a juvenile justice system is hard to measure. It would certainly lead to higher crime rates and more lawlessness. It would also necessitate municipal agencies providing custodial management within their own jurisdictions.

EVENT 6:

ALL GOVERNMENT INFORMATION SYSTEMS UNIFIED
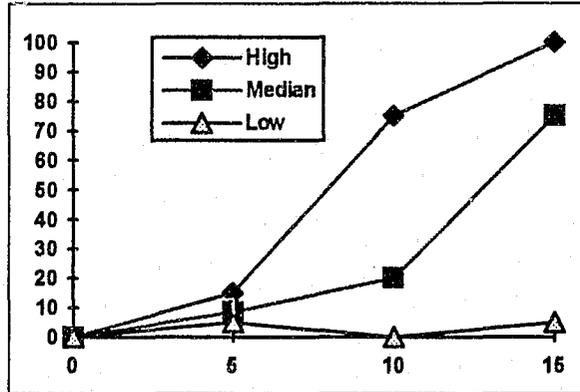
	1st Exceeds Zero	T+5	T+10
High	15	75	100
Median	8.5	20	75
Low	5	0	5

The panel viewed this as a tremendously important event that could lead to downsizing and streamlining the government system. This could lead to drastic reductions in paperwork and the numerous duplications of effort that currently take place. The panel felt this would have an overall positive effect but cautioned that there could be some negative impact because of the "Big Brother" aspect.

The impact on the role of law enforcement would be a simplification of obtaining information and an ease of tracking individuals through the system. This would also assist in locating wanted individuals and system violators such as welfare fraud.

EVENT 7:

COUNTY GOVERNMENTS DISSOLVED INTO SPECIAL DISTRICTS
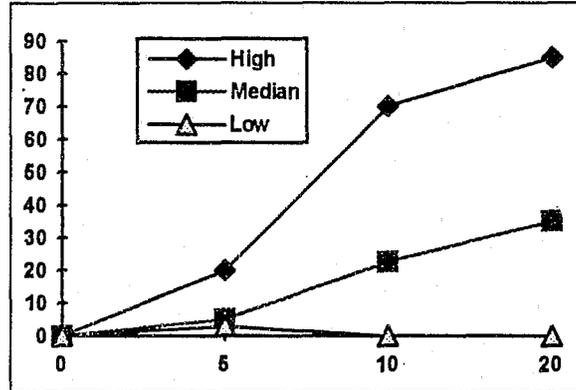
	1st Exceeds Zero	T+5	T+10
High	20	70	85
Median	5	22.5	35
Low	3	0	0

The panel saw this event as a result of the economic recession. Since the state government is withholding more and more funds from local government, the panel believed formulating special districts which could generate revenue in ways current counties can't, there would be a slightly higher positive impact than negative. They felt that this might be a vehicle for better and more economical delivery service.

It is hard to predict the significance of this event on law enforcement. However, the panel saw a slightly more positive impact to more local control, and this could translate into more funding and support for local agencies.

EVENT 8:

SCIENTIFIC BREAKTHROUGH CURBS DRUG ADDICTION
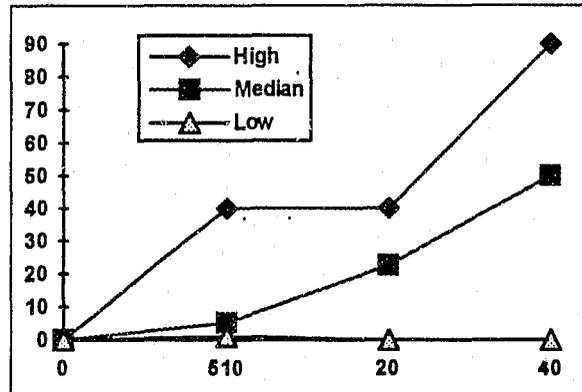
	1st Exceeds Zero	T+5	T+10
High	40	40	90
Median	5	22.5	50
Low	1	0	0

The panel saw this event as being one of tremendous positive impact. They felt that with the emerging technology, this was something that the country is capable of doing. The implications would be widespread from the reduction of crime to the lessening of needle-transmitted diseases such as AIDS. This would also be a cost-effective event as there are millions and millions of dollars currently being spent on those addicted to drugs.

The significance of this event to law enforcement is tremendous. Drug-related crime now takes considerable time and resources from all agencies. To be able to redirect those resources to positive programs would be extremely beneficial.

EVENT 9:

EARTHQUAKE GREATER THAN 8.0 IN SOUTHERN CALIFORNIA
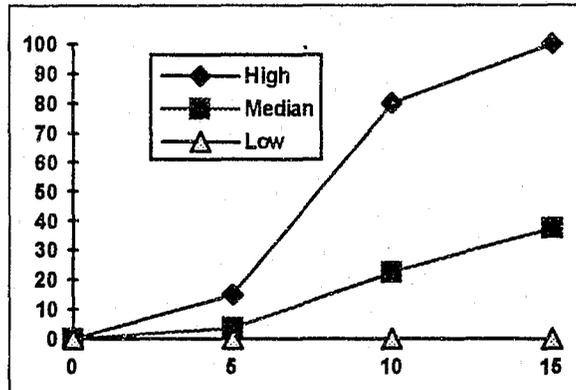
	1st Exceeds Zero	T+5	T+10
High	15	80	100
Median	3.75	22.5	37.5
Low	0	0	0

The panel saw this event as a reaction to the current earthquake activity in the Asian countries. California sits on the opposite end of the Pacific plates that have been experiencing increased activity and force recently. The panel felt this event would have a tremendously negative impact. There would be loss of life, disruption of services, property damage, disease potential, and—if L.A. was an example—widespread looting. The panel felt that because of the potential for a large earthquake and its potential destruction, planning and contingencies need to be put into place.

The significance of this event is that it would cause agencies to abandon programs and return to emergency service only.

EVENT 10:

UNITED STATES/MEXICAN BORDER OPENED
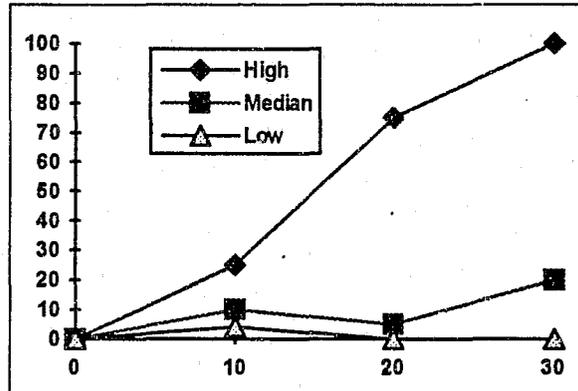
	1st Exceeds Zero	T+5	T+10
High	25	75	100
Median	10	5	20
Low	4	0	0

The panel saw this event as having a slightly more positive than negative impact. They saw this event as a result of better relations between the U.S. and Mexico and possibly as a result of the North American free trade agreement (NAFTA) being successful. The panel recognized that neither country is currently managing the border effectively so something has to be done. The panel did, however, feel that the time frame for this event is somewhat extended.

This event would impact law enforcement as they could redirect resources now involved with illegal immigration to more positive programs and training.

Cross-Impact Analysis

This researcher believes that an important part of any futures research is to make an assessment of what impact the identified trends and events will have. This scrutiny of impacts should help to provide a clearer picture of what the future may look like. To assist in the assessment, this researcher had the panel rate the probability of each of the top ten trends and events happening. This was done during the nominal group panel process. The panel members were asked to rate the probability of each of the top ten trends and events happening from the first time the probability first exceeded zero and then at five years and then again at ten years from 1993. Some panel members felt some of the identified trends and events would not occur during the time frame of this research project. This data was then used in conjunction with the SIGMA Cross-Impact Computer Program. This process enabled this researcher to analyze the impact of selected events with other events and trends.

This was done because nothing happens in a vacuum. Although all ten trends and events most probably will not happen in this project's time frame, there is the possibility that one can trigger another; or if one occurs, it may prevent something else from happening. The cross impact also showed that there can be positive, negative, and no impacts as the items are interacted with each other.

Table #1 represents the cross impact of the top ten events against each other. This cross impact then creates a value for the two impacted events which is reflected in the box correlating to the horizontal and vertical intersection of the two events. The reader can see an example of this by reviewing the impact of Event #2 (Catastrophic Nuclear Accident in Southern California) against Event #7 (County Governments Dissolved into Special Districts. The table shows that Event #2 will have a negative impact on Event #7. The reader can also see that when cross impacted, not all events have an impact on each other. This is reflected in the table by the corresponding box having a zero in it.

The value of these impacts is that as events occur, their impact on future events can be forecast. By knowing what will affect a specific event or trend, certain scenarios may either be avoided or created. This enables individuals to plan for the future.

The cross-impact data was then entered into the SIGMA Scenario Generator Computer Program. This program analyzes several fields of data:

- Probabilities
- Positive and negative impact
- Confidence and consensus

By changing the seven-digit seed number, twenty-five (25) scenarios were generated. This researcher then selected the three scenarios found to be the most interesting and created future scenarios depicting the least desirable, the most likely, and the most desirable.

Another important aspect of this futures study was to project what affect specific events will have on identified trends. Table #2 depicts the cross-impact matrix for the top ten events and the top ten trends. As with impacting events against events, there are three possible outcomes. The event can affect the trend positively, negatively, or have no affect at all. These results are reflected by the numbers corresponding to the intersection of the event and trend. An example of this is impacting Event #1 (Taxpayer Revolt) against Trend #2 (Fiscal Responsibilities and Alternatives for Law Enforcement). The corresponding number is a negative twenty-five (-25) indicating that this event would have a negative 25 percent impact on this trend.

The following scenarios are the result of this SIGMA and cross-impact procedure.

TABLE #1

EVENT-TO-EVENT CROSS-IMPACT MATRIX

Initial Probabilities ▼		E-1 41	E-2 18	E-3 17	E-4 14	E-5 41	E-6 44	E-7 31	E-8 36	E-9 37	E-10 24	Final Probabilities ▼	
E-1	41	X	-20	20	50	25	-25	.30	0	50	20	E-1	80
E-2	18	0	X	30	0	0	25	-25	0	50	-15	E-2	41
E-3	17	30	30	X	25	10	0	30	0	30	10	E-3	66
E-4	14	40	-20	30	X	0	20	20	0	40	30	E-4	69
E-5	41	15	0	20	0	X	10	30	0	0	10	E-5	67
E-6	44	10	20	-30	-10	0	X	-10	0	20	20	E-6	54
E-7	31	15	30	30	-20	30	20	X	10	-20	-20	E-7	67
E-8	36	0	0	-10	0	0	20	10	X	0	-15	E-8	43
E-9	37	-10	50	-20	-10	0	10	-20	0	X	10	E-9	38
E-10	24	-10	0	-10	-15	20	25	-20	0	-20	X	E-10	22

LEGEND

E-1 Taxpayer Revolt	E-6 All Government Information Systems Unified
E-2 Catastrophic Nuclear Accident in Southern California	E-7 County Governments Dissolved Into Special Districts
E-3 Government Claims Bankruptcy	E-8 Scientific Breakthrough Curbs Drug Addiction
E-4 Revolution in America	E-9 Earthquake Greater Than 8.0 in Southern California
E-5 Juvenile Justice System Collapses	E-10 United States/Mexican Border Opened

TABLE #2

EVENT-TO-TREND CROSS-IMPACT MATRIX

Initial Probabilities		T-1 60	T-2 70	T-3 50	T-4 35	T-5 50	T-6 45	T-7 40	T-8 15	T-9 35	T-10 35	Final Probabilities	
E-1	41	-20	-25	-10	-15	-10	25	-5	30	-30	0	E-1	12
E-2	18	20	-15	-30	-10	-15	25	15	30	-20	-10	E-2	16
E-3	17	-10	-20	-20	-10	-5	30	10	0	-15	0	E-3	3
E-4	14	10	0	-10	-30	0	10	30	10	0	-30	E-4	23
E-5	41	-10	-15	-20	0	10	35	-10	15	0	0	E-5	29
E-6	44	0	0	0	-15	0	15	10	10	0	40	E-6	58
E-7	31	0	0	0	-20	0	20	25	10	0	30	E-7	45
E-8	36	0	0	0	-15	0	20	30	10	0	-30	E-8	41
E-9	37	0	0	0	-15	0	20	20	0	0	40	E-9	63
E-10	24	-15	0	-20	10	20	20	10	25	0	0	E-10	35

LEGEND

EVENTS

E-1 Taxpayer Revolt
E-2 Catastrophic Nuclear Accident in Southern California
E-3 Government Claims Bankruptcy
E-4 Revolution in America
E-5 Juvenile Justice System Collapses
E-6 All Government Information Systems Unified
E-7 County Governments Dissolved Into Special Districts
E-8 Scientific Breakthrough Curbs Drug Addiction
E-9 Earthquake Greater Than 8.0 in Southern California
E-10 United States/Mexican Border Opened

TRENDS

T-1 Law Enforcement Involved in Education
T-2 Fiscal Responsibilities & Alternatives for Law Enforcement
T-3 Law Enforcement Accountability
T-4 Period of Conflict Between Anglo & Hispanic Communities
T-5 High Technology Law Enforcement
T-6 Level of Cultural Diversity
T-7 Knowledge & Awareness of Cultural Diversity by Law Enforcement Managers
T-8 Hispanic/Latino Groups Support Prevention of Illegal Border Crossings
T-9 Diversity in Law Enforcement Leadership
T-10 Restructuring the Incarceration System

MOST DESIRABLE SCENARIO EVENTS

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For — Seed No. > 7414714 < and the 1 data —
in a 10-year SCENARIO that begins in 1994,
THIS IS WHAT HAPPENS!!

1.   Nov. 1994   E-3   GOVERNMENT CLAIMS BANKRUPTCY
     $T = 6$ $P = 57 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

2   Jan. 1994   E-5   JUVENILE JUSTICE SYSTEM COLLAPSES
     $T = 3$ $P = 57 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

3.   Feb. 2000   E-9   EARTHQUAKE GREATER THAN 8.0 IN SOUTHERN CALIFORNIA
     $T = 0$ $P = 38 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

4.   Jun. 2000   E-10 UNITED STATES/MEXICAN BORDER OPENED
     $T = -3$ $P = 22 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

5.   Sep. 2000   E-2   CATASTROPHIC NUCLEAR ACCIDENT IN SOUTHERN CALIFORNIA
     $T = -6$ $P = 57 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

6.   Feb. 2003   E-8   SCIENTIFIC BREAKTHROUGH CURBS DRUG ADDICTION
     $T = -4$ $P = 43 + I = 6 \& -I = 4$ $Cnfd = 0$ $Cnsn = 0$

7.   Jul. 2003   E-6   ALL GOVERNMENT INFORMATION SYSTEMS UNIFIED
     $T = -2$ $P = 43 + I = 6 \& -I = 4$ $Cnfd = 0$ $Cnsn = 0$

The EVENTS which do NOT happen are:

1.   E-1   TAXPAYER REVOLT

2.   E-4   REVOLUTION IN AMERICA

3.   E-7   COUNTY GOVERNMENTS DISSOLVED INTO SPECIAL DISTRICTS

MOST LIKELY SCENARIO EVENTS

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The Policy Analysis Co., Inc. SIGMA Scenario Generator

For — Seed No. > 7414703 < and the 1 data —
in a 10-year SCENARIO that begins in 1994,
THIS IS WHAT HAPPENS!!

1. Jan. 1994 E-5   JUVENILE JUSTICE SYSTEM COLLAPSES
    $T = 80$ $P = 43 + I = 3 \& -I = 4$ $Cnfd = 0$ $Cnsn = 0$

2   May 1995 E-10   UNITED STATES/MEXICAN BORDER OPENED
    $T = 77$ $P = 22 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

3. Jan. 1997 E-6   ALL GOVERNMENT INFORMATION SYSTEMS UNIFIED
    $T = 79$ $P = 43 + I = 6 \& -I = 4$ $Cnfd = 0$ $Cnsn = 0$

4. May 1997 E-3   GOVERNMENT CLAIMS BANKRUPTCY
    $T = 81$ $P = 43 + I = 6 \& -I = 4$ $Cnfd = 0$ $Cnsn = 0$

5. Jan. 1998 E-2   CATASTROPHIC NUCLEAR ACCIDENT IN SOUTHERN CALIFORNIA
    $T = 78$ $P = 22 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

6. Dec. 2001 E-9   EARTHQUAKE GREATER THAN 8.0 IN SOUTHERN CALIFORNIA
    $T = 75$ $P = 38 + I = 3 \& -I = 6$ $Cnfd = 0$ $Cnsn = 0$

The EVENTS which do NOT happen are:

1. E-1   TAXPAYER REVOLT

2. E-4   REVOLUTION IN AMERICA

3. E-7   COUNTY GOVERNMENTS DISSOLVED INTO SPECIAL DISTRICTS

4. E-8   SCIENTIFIC BREAKTHROUGH CURBS DRUG ADDICTION

LEAST DESIRABLE SCENARIO EVENTS

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For — Seed No. > 7414700 < and the 1 data —
in a 10-year SCENARIO that begins in 1994,
THIS IS WHAT HAPPENS!!

1.   Mar. 1994   E-4   REVOLUTION IN AMERICA
     $T = 97$ $P = 43 + I = 6 \,\&\, {-}I = 4$ $Cnfd = 0$ $Cnsn = 0$

2   May 1997   E-2   CATASTROPHIC NUCLEAR ACCIDENT IN SOUTHERN CALIFORNIA
     $T = 94$ $P = 57 + I = 3 \,\&\, {-}I = 6$ $Cnfd = 0$ $Cnsn = 0$

3.   Jul. 1997   E-8   SCIENTIFIC BREAKTHROUGH CURBS DRUG ADDICTION
     $T = 96$ $P = 43 + I = 6 \,\&\, {-}I = 4$ $Cnfd = 0$ $Cnsn = 0$

4.   Jul. 1997   E-9   EARTHQUAKE GREATER THAN 8.0 IN SOUTHERN CALIFORNIA
     $T = 93$ $P = 382 + I = 3 \,\&\, {-}I = 6$ $Cnfd = 0$ $Cnsn = 0$

5.   Nov. 1999   E-6   ALL GOVERNMENT INFORMATION SYSTEMS UNIFIED
     $T = 95$ $P = 43 + I = 6 \,\&\, {-}I = 4$ $Cnfd = 0$ $Cnsn = 0$

6.   Jul. 2001   E-5   JUVENILE JUSTICE SYSTEM COLLAPSES
     $T = 97$ $P = 43 + I = 6 \,\&\, {-}I = 4$ $Cnfd = 0$ $Cnsn = 0$

7.   Feb. 2002   E-7   COUNTY GOVERNMENTS DISSOLVED INTO SPECIAL DISTRICTS
     $T = 94$ $P = 57 + I = 3 \,\&\, {-}I = 6$ $Cnfd = 0$ $Cnsn = 0$

The EVENTS which do NOT happen are:

1.   E-1   TAXPAYER REVOLT

2.   E-3   GOVERNMENT CLAIMS BANKRUPTCY

3.   E-10   UNITED STATES/MEXICAN BORDER OPENED

Least Desirable Scenario

Chief Harvey Tune rolls over and swats the snooze button as the alarm shatters the quiet of his second floor bedroom. Tune slowly surfaces from his slumber and stares at the luminous face of his tormentor—*4:30 a.m.,* calculating the number of times he can reset the nine-minute snooze alert. Tune reflects that this behavior over the last ten years as a police chief are exactly why he must now force himself out of bed and into his exercise program. As Tune lies there he reflects, this is September 9, 2003; and he will have been chief ten years this December.

As Harvey drags himself out of bed and struggles into his sweats, he thinks back to 1993 when the city manager had offered the chief's job to him with the caveat of changing the way business was being done. "NO PROBLEM!" Harvey had thought at the time. He was young and energetic and had just finished the prestigious Command College. He had numerous plans and ideas that would enable him to carry out this mandate from the manager. In fact, he had a whole new idea of how the role of law enforcement should change to better serve the community in the years to come. As Tune came back to reality and prepared to lace on his running shoes, he thought he better check the air-quality station on the status of the current smog alert. As he flips on the television, he notes that the Stage III smog alert is still in effect. This marked the seventieth day of this alert and elevated it past the deadly five-day alert back in July 1998.

Tune changed shoes and went down to his stationary bicycle. At least with the air conditioning on he could still continue his much needed fitness program.

Tune again allowed himself the reflection of where his career had taken him as he pedaled the mechanical tormentor. Shortly after being sworn in, he had assembled a small committee to study the aspects of applying a community-oriented policing model to his city. The committee had developed several ideas and were in the phase of starting to draw up a strategic plan when the American people stated that enough was enough from the Clinton government and the riots and revolution started in May 1994 (E-4). This had taken all of his officers into a reactionary and protective mode and removed the chance to implement any new programs at the time.

This revolution was exacerbated by the continued period of conflict between the Hispanic and Anglo communities (T-4) that was a fallout response from 1993. As the revolution subsided and life started to become manageable once again, Tune reflected that he was still unable to implement new plans until society quieted down and governmental agencies once again established their viability.

One face this rebuilding of faith by the public had taken was the increased accountability of law enforcement (T-3)—this was not only in the area of fiscal planning and expenditures but in the policing of their individual jurisdictions and the way in which they interacted with the public. Tune had used this increased desire by the public to have input into the policing of their communities to reignite his community-based policing theories.

Reflecting back to his previous attempt at installing a new model of policing, Harvey this time brought together a panel of individuals who represented the wide diversity of the community and the department. This, Tune had hoped, would get better buy-in from the broad spectrum of people the plan would affect. Tune had also learned that to rush the implementation stage just to have a program was a grave mistake that often preceded failure. Also, Tune wanted to create a program that would, in fact, last his community into the future and not just be a politically correct lip service program. He had seen some of these implemented where they were just political reactions so the community could be told that they, too, had this new animal called *community-oriented policing.* There was a price to be paid in these organizations when the reality of *nothing changed* and *business as usual* became a stark reality to their communities. That price was a loss of public support, distrust of government, and usually the changing of administrations. Harvey, in fact, had tried to warn one of his colleagues about this peril but to no avail. This individual was no longer in law enforcement.

Mercifully, the little computer on the bike beeped, and the screen went blank indicating an end to Tune's suffering.

As Chief Tune languished under the stream of hot water in his shower, he continued his reverie about the past. The community-based experiment (he laughed to himself over that term "experiment") had been his attempt to influence the role of law enforcement in the future. The plan had gone well in fact. The committee had been highly successful in the planning and implementation stages. The public had received the program with enthusiasm, and the officers had actually responded to the challenge of doing business in a new manner.

Chief Tune had even managed to implement one of his pet projects and that was to get officers involved on the junior and senior high school campuses. They were there teaching classes and assisting with counseling and coaching athletic teams (T-1). Tune had felt this would be a good way to influence the teenagers by allowing them to interact with law enforcement on their territory in a nonenforcement atmosphere. This program became more of a success than even Harvey had hoped and was, even now, an integral part of his agency.

Harvey ended his shower and toweled off as he prepared for the day ahead.

As Harvey drove into work after logging on via his mobile data terminal and receiving his phone and verbal messages, he once again thought of how far law enforcement had come in the past ten years. Just the technical aspect alone (T-5) had been a boon to the industry and to truly working smarter not harder.

"Why," he asked himself, "had this technology not been put to better use?" If it had been properly applied, maybe it could have prevented the nuclear accident at San Onofre in May 1997 that obliterated much of the Orange and San Diego County coastlines (E-2). This "mishap" (as it was quaintly referred to by the scientific community) was largely blamed for the reactivation of the San Andreas fault the following September (E-9). This quake had been 8.3 on the scale and had laid waste to most of the area that had not been blighted by the nuclear accident. It seemed to Harvey that each time he got his innovative programs up and functioning, some unforeseen thing popped up and canceled out what he had accomplished. "Snaildarter"—that was the term they had used back at the Command College. "Boy!" Harvey thought, "They sure had a cute name for something that was continually wreaking havoc in his career."

"Oh, well," thought Harvey. The status quo was always boring to him anyway. However, Harvey mused, even good can be retrieved from bad events. This was evident by the fact that he was able to drive by the beach on his was to work. If the earthquake had not claimed so much of the coast, he would still be chief in an inland community rather than having a beachfront marina with the sound of the breaking surf just outside his office. "Oh well. Make the best out of the hand that you draw," Harvey had always thought.

That theory also applied to the breakthrough in the drug industry during the turmoil of the earthquake. Luckily the pharmaceutical companies of the East had continued to work and had, in fact, in 1997 developed a scientific solution to drug addiction (E-8). This had a tremendous affect on law enforcement in that it removed a large area of enforcement concentration. The drug was administered at the time of the first drug-related arrest and was effective for a period of twenty-five years. Therefore, the drug problem had essentially been removed from society for the past several years.

This reduction in enforcement dollars had allowed the agencies to become more fiscally responsible and to attempt to develop alternative funding sources (T-2). These sources, while new, didn't make up for the loss of dollars from the two devastating disasters of the nineties. In fact, Harvey thought, he was still trying to bring his community-oriented role for law enforcement back on line and functioning.

As Harvey entered the station, he saw the smiling face of the computer-created receptionist. The computer age had greatly affected the work force. In fact, Harvey no longer had to worry about the customer service of his receptionist because it was now a

computer. The computer was interfaced with the agencies optical disk records system and was able to supply the public with any type of report that was legal for them to obtain. This was accomplished by having the critical release points built into the system which then evaluated whether or not the report was releasable. The citizen then only had to insert their personalized SMARTCARD into the computer. The computer verified who the individual was, debited the cost of the report from their account, printed out the report, and returned their SMARTCARD.

Harvey placed his hand on the live-scan handprint reader, and the door was automatically opened by the computer running the station security and identification systems. These computers were enhanced by the unification of all government information systems which had occurred back in September 1999 (E-6). This also enabled the individual in the lobby with their SMARTCARD to be able to conduct any government-oriented business function from receiving social security benefits to completing their taxes and receiving an instant return credit to their SMARTCARD account.

Harvey continued upstairs to his office, glad that he at least still had a human secretary. She greeted him and handed him the stack of computer disks that now comprised the reports from his command staff. This, he told himself, was a tremendous improvement on the reams of paperwork that he used to have to leaf through to get to the real issues he needed to know about.

As Harvey fed the first disk into his terminal, he noticed the flashing light in the top left corner indicating a calendar item for this morning. Harvey checked the item and found it to be the speech by Chief Probation Officer Charley Byrd. Undoubtedly, Charley was going to rehash the collapse of the juvenile justice system that had occurred in July 2001 (E-5). Harvey was tired of hearing about this in a historical sense and hoped that this would be the day that Charley would actually present a new idea on what to do with the system in ruin.

Harvey paged down his calendar and found that he also had an appointment with John Davidson, his political advisor. This meeting was to strategize support and direction with the new assessment district that would be taking over control of this end of the state. This new type of district was created when the citizens became terminally weary of the state abuses of the previous system. The taxpayers had voted out the old system and created assessment districts (E-7). This plan was to take affect in January 2004. John was an integral part in the liaison between Harvey's agency and the new district. Besides being extremely bright, John was very well liked by the new volunteer board that would be running the district during its initial phases. This was a "must" meeting.

Harvey signed off his modem and rose to leave for the first meeting. "Well," he thought, I had hoped to have changed the role of law enforcement more by the time I retired

and, in fact, had made some tremendous runs at it; but there were always those snaildarters."

Harvey had, in fact, changed the role for a brief period of time; but the officers were now back to the beat system and to responding to crime rather than proactively attacking it. Harvey truly hoped that this was not the precursor to becoming slaves to the "911" systems as had happened earlier in his career. As he started his car and headed to the meeting, Harvey mulled over the thought of not retiring and of taking one more stab at changing the role of law enforcement, this time maybe finding the snaildarter before it found him. Well, he would talk it over with his wife tonight at the opening of the Arts Center.

LEAST DESIRABLE SCENARIO

— EVENTS —

E-2 — Catastrophic Nuclear Accident in Southern California
E-4 — Revolution in America
E-5 — Juvenile Justice System Collapses
E-6 — All Government Information Systems Unified
E-7 — County Governments Dissolved into Special Districts
E-8 — Scientific Breakthrough Curbs Drug Addiction
E-9 — Earthquake Greater than 8.0 in Southern California

— TRENDS —

T-1 - Law Enforcement Involvement in Education
T-2 - Fiscal Responsibilities and Alternatives for Law Enforcement
T-3 - Law Enforcement Accountability
T-4 - Period of Conflict Between Anglo and Hispanic Communities
T-5 - High Technology Law Enforcement

Most Likely Scenario

Chief Valerie Mendez sat starring at the small pool of light created in her dark study by the hooded desk lamp. She was sequestered in her study, away from her sleeping family, trying to put together her inaugural speech for the California Law Enforcement Manager's Association. She had not even pictured where she would be this date, May 2003, when five years ago she had accepted her nomination to the executive board that led to her becoming president this year.

Valerie was thinking back to visions and plans of past presidents, looking for the thread to bring from the nineties to bind it to the future of the new century. There had been the cultural diversity panel of 1992-93 that had been the framework for creating cultural and racial diversity training for all levels of law enforcement (T-7). This had led to a broader perspective by those in the field and the understanding of the mosaic society that California had become and was continuing to be. This basic tenant had become crucial to California as immigration continued to expand and more and more native Californians were moving to other states. It was true that some of those moving out were, in fact, culturally diverse; however, their numbers were inconsequential compared to the diversity of those immigrating.

Valerie then reminisced about the advent and proliferation of the community-oriented policing model that swept California. This immersion into the community by law enforcement was seen as the method to bring the community and law enforcement together to combat the rising concern about crime. Valerie could now see, in retrospect, that the agencies which truly approached this style as a new way of doing business were the successful ones. They had, in fact, made some viable changes in the role of law enforcement in their communities. Unfortunately, many agencies had chosen to only provide lip service to the role change; and they had suffered the consequence of lack of public support and reduced trust and funding. Some of these agencies had actually been disbanded by their governmental bodies in favor of contracting with agencies that were actually practicing community-oriented policing. The message that Valerie intended to impart to the audience about this was the need to be innovative and honest with the public. There was and is no longer room for *business as usual* or *status quo management*. In addition, managers must not attempt to color programs lightly to make it appear they are creating an image or program that in reality is only superficial and designed to react to a political or social problem or concern.

Regrettably, as progressive as these individuals and agencies were trying to be, they could not prevent the collapse of the juvenile justice system in January 1994. This, however, then led to the consolidation of the entire correctional system. This system was then put under the direction of Bill Beardsley. He was given the mission of restructuring the incarceration system (T-10).

What Bill had accomplished was nothing short of phenomenal. He had removed all jail responsibilities from local agencies and the county sheriffs. He created a partnership with the private security firm of Ecdahl. This partnership led to the civilianization of the corrections system. The plan, however, included job matching, career paths, and a training

program for those employees who wished to cross over from the correctional side to street, sworn law enforcement.

Beardsley created a juvenile system using social workers and peer counselors. He felt very strongly that the keys to preventing juveniles from establishing the patterns of violence and lawlessness were not through incarceration. He had first observed the peer counseling in the public school system when the districts had taken junior high students and had them teach and mentor elementary students. The results in the target schools had been impressive. The absenteeism dropped, grade-point averages rose, and more of the target group matriculated to junior and senior high schools and graduation. Beardsley's pilot program of reformed gang members counseling first-time offenders was showing very positive affects and a lack of recidivism.

Beardsley had not stopped there though. He had reviewed the paper from a Command College alumni on the use of global positioning and its ability to monitor and, in fact, track individuals. Beardsley contacted several manufacturers and was able to create a system in which prisoners were braceleted and then monitored from a central command center (T-5). Then Beardsley began a trial program of taking the braceleted prisoners to the inner city, housing them there, and renovating the area through the use of prison labor. The prisoners were allowed free access anywhere within the designated area. This prison without walls was enforced by the nonremovable titanium bracelets and the global-positioning tracking. To insure compliance, the penalty for escape was simply established as solitary confinement at Pelican Bay. There were no trials and no appeals. You were either within the area you were assigned or you were located and sent to Pelican Bay.

Now that he had a productive area for prisoners, Beardsley instituted the final phase of his reorganization. This consisted of education of all inmates. It became a requirement to obtain a diploma or college degree prior to release, regardless of the length of sentence. To further enhance his program, Beardsley instituted vocational training; and each inmate was additionally required to have a trade prior to release. This facilitated the release of educated and marketable individuals from the system who could then assimilate into society.

Mendez pushed back from her desk rubbing her temples; yes, Bill Beardsley would definitely be mentioned in her speech for his contributions to the changing role of law enforcement. A glance at the clock revealed that it was 1:30 a.m. Where had the time gone? Time, like technology and the world, was racing ahead almost faster than could be imagined. Mendez clicked off the light. She had to get some sleep before her meeting in the morning with District Administrator Victoria Price for a review of the opening of the United States and Mexican national border.

As Mendez laid out the papers from her briefcase for the morning meeting, she thought back to May 1995. That was the month the president had made a last-ditch effort to swing the Hispanic vote in his favor for the upcoming election by opening the border between the United States and Mexico (E-10). He used his perceived success of his North American Free Trade Agreement as the foundation for this unprecedented move. Most political observers though had seen the move for what it really was— a cheap attempt to buy votes from a struggling candidate.

Valerie was pleased to report that the unexpected off-shoot of this plan was that the period of conflict between the Hispanic and Anglo communities had, in fact, lessened the past few years. This was the message she was prepared to deliver to Administrator Price this morning. It would be up to the federal government to make decisions about whether to leave the border open.

As Mendez drove leisurely back to her office, her video display phone quietly beeped. Inserting her personalized SMARTCARD, the phone came to life and the image of her secretary came into her vehicle. As she was discussing her afternoon schedule with her secretary, she was reminded that the technology which made this video phone possible and, in fact, the SMARTCARD access to it were also rooted in the middle nineties. "Another topic for my speech," she mused as the secretary faded from the confines of her car.

Mendez was once again alone in the study as she attempted to put the finishing touches on her speech. She was now up to January 1997 when all the government information systems had been unified (E-6). This had been a tremendous step at eliminating the bureaucratic process and truly worked toward streamlining individual's dealings with the government. It had been based on SMARTCARD technology with each person having their own card and identity with the government. The cards were personalized with fingerprints and contained all pertinent information about the individual. This included all identifying information including D.N.A. typing. What really amazed Valerie was the timing of getting the info system and the SMARTCARD technology on line.

The SMARTCARD had been the saving grace for the federal government when in May of 1997 the banking system suffered another of its failures due to the CEO's financially planning for themselves and not for the institutions they were managing. The government had made a feeble attempt at bailing them out in the beginning but eventually had to declare bankruptcy. This had the positive effect of restructuring the entire system based on SMARTCARD technology. One centralized bank was developed, and all transactions were then carried out through electronic transactions with the United States no longer being a cash-driven society. There were many benefits to this; but for law enforcement, this made a tremendous impact on crime. There were no longer robberies, and the stolen property

crimes had been eliminated because there was no longer a way to pawn them for cash (T-5). "So," Valerie thought, "good could be salvaged out of what appeared on the surface to be a catastrophe."

This had also then influenced the financial reform in the law enforcement community. There had been talk and some very successful attempts at community-oriented policing and at downsizing and rightsizing in the early nineties. But, for many, these were only lip service responses to keep the politicians and the public happy as they heard these terms becoming commonplace in the media. Now, with the centralized banking system and individuals operating from SMARTCARDS, law enforcement truly had to look at the way it was doing business. Valerie was proud of the overall effort of law enforcement as she looked back. As a group, they had finally learned that throwing money and manpower at problems was poor and ineffective problem solving. In fact, it had proven to be not problem solving but problem relocation at best.

Just as the progress of a role change was blossoming, the nuclear accident at San Onofre in January 1998 (E-2) hit and returned law enforcement to a reactive state. Valerie intended to mention this era in her speech because it showed the resiliency of those in law enforcement dedicated to changing its role. There had been a setback with the nuclear accident, but those who had been focused and truly wanted to make change had started over as soon as the crisis-management phase was completed. These were the visionary leaders that Valerie wanted to single out as professionals in the field.

These same individuals were again taxed in their beliefs when the earthquake of December 2001 (E-9) struck the Southern California area. The only bright spot was that the previous nuclear accident had brought all agencies up to a unified readiness for disaster. The radio systems, responses, and mutual aid all went as flawlessly as could be expected. As before, the true leaders in law enforcement then went back to building a new model and role from which to work in their communities.

At this point, Valerie stopped her trip through the past with the thought that she wanted to have some time for the present and for a quick foray into the future of law enforcement.

Valerie decided to look at her own department as she evaluated if and how the role of law enforcement had changed the past ten (10) years. She decided that she was very fortunate in what the agency had accomplished. They had expanded the school liaison officer of the past into four full-time officers assigned as instructors, coaches, and counselors at the two city high schools. The private high school in the city had submitted a proposal to share funding if she would make an officer available to them next term. The "Riverside Plan" of community-oriented policing had taken root and was embraced by both the public and the officers. The district plan with a lieutenant in charge and responsible for

running it like his/her own mini city had become very effective. It also allowed the command staff for each district to rotate personnel throughout assignments for the best use of abilities and to improve officer expertise.

The partnerships that had been developed with the community had enabled law enforcement to become more fiscally responsible and to find alternatives to funding sources that were no longer available (T-2). They had also found ways to get things accomplished that previously were not options because the working relationship had not been there.

Valerie wanted to close with the positive outlook that what lay ahead for law enforcement was truly up to the leaders of today. Yes, there would still be some of the old school caretaker-type of agencies and agency heads; but thankfully, these were truly becoming dinosaurs. Valerie wanted to open her year as president on the upbeat that the future was ours for the taking and that there was truly every opportunity for the younger, hard-working, educated officer of today to rise through the ranks and to make a difference in their chosen profession.

MOST LIKELY SCENARIO

— EVENTS —

E-2 — Catastrophic Nuclear Accident in Southern California
E-3 — Government Claims Bankruptcy
E-5 — Juvenile Justice System Collapses
E-6 — All Government Information Systems Unified
E-9 — Earthquake Greater Than 8.0 in Southern California
E-10 — United States / Mexican Border Opened

— TRENDS—

T-2 — Fiscal Responsibility and Alternatives for Law Enforcement
T-4 — Period of Conflict Between Anglo/Hispanic Communities
T-5 — High Technology in Law Enforcement
T-7 — Knowledge and Awareness of Cultural Diversity by Law Enforcement Managers
T-10 — Restructuring the Incarceration System

Most Desirable Scenario

Chief Valerie Mendez leaned forward in her high-backed leather chair and picked up the bound, heavy document from the middle of her desk blotter. She looked at the embossed title and smiled as she quickly reflected back on what the title implied.

"LAW ENFORCEMENT — THE PAST 10 YEARS"
CALIFORNIA ATTORNEY GENERAL'S
WHITE PAPER
JULY 2003

Mendez flipped past the Table of Contents and started skimming through the chapters.

LAW ENFORCEMENT AND EDUCATION

Law Enforcement has taken a very active role in the education system in the past ten (10) years (T-1). There have been many changes since the D.A.R.E. programs of the early nineties first put officers into the classroom. Today we see officers carrying a regular instructional class load and being involved in the coaching and counseling of students. While initially this was viewed by many as an expensive experiment, the results that can now be quantified establish this as a very cost-effective and productive program. The officers have been able to establish themselves as role models and mentors through the classroom environment. While coaching, these relationships are fostered and nurtured in an informal setting.

This program was developed to try and proactively attack the problems of youth crime and is reflecting good results. The number of juvenile enforcement contacts is down, juvenile arrests are down, and the population in the juvenile detention centers is at an all-time low.

The success of this program is especially significant as it was created from the void of the collapse of the juvenile justice system in January 1997 (E-5). The law enforcement community is to be commended for its vision, implementation and support of this project. Once again action has proven to be more effective than reaction.

CIVILIANIZATION OF LAW ENFORCEMENT

What was thought to be a cost-saving experiment in the mid-nineties has truly proven to be a boon to law enforcement in the twenty-first century. Today

we show most staffs to be 60 percent civilian. The advent of career paths and supervisorial positions has led to recruiting better candidates who are career-minded. The advent of job matching has also greatly contributed to happier, more productive employees. Law enforcement capitalized on the layoffs in the computer industry and brought in civilians to assist in computer fraud investigation. This model was then used to match college-educated individuals through aptitude testing to areas matched in law enforcement. This job matching has resulted not only in happier employees but also much more productive ones.

This start in computer-related crime has lead to the majority of the investigative services being civilianized. This originally freed up sworn officers to be returned to the street as emergency responders. As crime had steadily declined since the turn of the century due in part to the sophistication of community-oriented policing, fewer officers were able to be more productive. This created fiscal efficiency, budgetary savings, and alternatives for spending in law enforcement (T-2).

One alternative that was developed came about through the professionalization of the private security industry. They have taken over many of the duties previously handled by sworn law enforcement. The projection for the end of 2003 is that private security will be patrolling 90 percent of all businesses and responding to all burglar alarm activations.

The advent of the National Police Corps also assisted in the recruiting and placement of qualified individuals from the college ranks. While originally designed to be a Peace Corps-style volunteer program, the Police Corps has grown into a campus recruiting vehicle that allows individuals to experience law enforcement prior to making a career commitment.

INCARCERATION SYSTEMS

This area may possibly be the single area most affected by technology. We now have prison facilities that encompass heretofore blighted inner-city areas through partnerships with electronic firms and city government. A global positioning system was developed to monitor prisoners while they work to renovate the inner cities. This has negated the cost of simply warehousing prisoners and allowed governments to tap the work force available in the incarceration system. This prison-without-walls reality was not even a thought ten years ago. Coupled to this system is the advent of educational and trade

requirements being a part of release mandates. Each inmate must have a diploma or college degree and a viable trade before being released back to society.

MEDICAL

Though not exactly tied to law enforcement, a medical breakthrough came in February 2003 with the discovery of a new time-release drug which virtually eliminates drug addition. It is administered at the time of the first drug-related arrest and its effects are said to last for twenty-five years. This drug has already greatly reduced drug-related crime. Property crime rates are decreasing dramatically as are drug-related homicides and overdoses. While still in the early stages of application, this appears to be a major breakthrough for the new century.

CIVILIAN OVERSIGHT

This is another metamorphous of an early nineties idea. Then the Civilian Review Board was an entity that reviewed officers' actions and judged as to their appropriateness. Now the Civilian Oversight Committee looks at what could possibly happen and then works with agencies to prevent or mitigate the incident. This has had the side affect of making law enforcement much more accountable as they are working in concert with the board, not at odds with it (T-3). It has been proven that the prevention of the incident is far more successful than trying to take action after the fact.

This approach led to the cooperative development of nonlethal weapons for law enforcement. The committee identified the use of deadly force as a major liability and commissioned the research for nonlethal weapons.

The committee was also instrumental in the unification of all government information systems in July 2003 (E-65). This was a refinement of the SMARTCARD technology developed in the nineties. It allows the public to conduct all of their business at the newly opened government services and law enforcement building. The individual can conduct anything from receiving social security benefits to paying traffic fines.

The consolidation of law enforcement services was also born in the Oversight Committee. This has resulted in the implementation of a POST, Command College project where the California Highway Patrol assumed responsibilities for all traffic enforcement in the state. This allowed other agencies to disband their traffic divisions and reassign those resources to community-oriented tasks.

EMPLOYEE BENEFITS

This area, as usual, has been the victim of the economy. There has been a steady increase since the governmental bankruptcy of November 1994. The officers, having bottomed out, then realized that their employers were not just cash cows that could be tapped each year for pay raises. The negotiating bodies for both sides began sitting down and talking in real terms and honestly with each other in an effort to rebuild the financial structure for all concerned. While affordable housing still remains a problem for many, agencies are making efforts to alleviate family strain through increased benefit plans. One of these is work-site day care financed by the employer and free to all shift workers or single parents.

IMAGE OF LAW ENFORCEMENT

In the mid-nineties, law enforcement was struggling with their image and their role in society. Their infusion into the education system greatly enhanced their image with the kids. Then, building on several pilot programs, agencies developed citizen academies. These were designed to help educate the public as to what law enforcement's job really is, as opposed to what they see on television. This has contributed tremendously to a better understanding of law enforcement and, through this understanding, more support from the public. This image change and infusion of more civilians into agencies has brought the public and law enforcement closer together.

One of the best examples of the public and the law enforcement community working more closely is the reaction to the opening of the United States and Mexican border in June 2000 (E-10). This experimental event has been met with a renewed alliance between the two countries and the people developing working relationships that are truly benefiting both countries.

DISASTER MANAGEMENT

One thing that has really improved over the past ten years is the law enforcement response to disasters. Starting with the riot in Los Angeles in 1993, law enforcement became all to aware that it was not prepared for major responses to disasters. The leaders then embarked upon a massive training and education program in an effort to be better prepared.

Technology was also brought into the disaster planning model with the use of global positioning and photo-recon satellites that had previously reserved for military use.

The usefulness of this system was tested and proven during the 8.3 San Bernardino earthquake in February 2000 (E-9). The satellite photos were able to quickly pinpoint the most heavily damaged areas and to show where individuals were trapped. The global positioning was used to track relief efforts and to maintain communication among the coordinated relief effort.

This system was undergoing some minor refinements when the San Onofre nuclear power plant accident happened in September 2000 (E-2). It was widely believed that the earthquake had quite possibly instigated the demise of the No. 3 reactor that caused the accident. An investigation is still underway, but the reaction by law enforcement was again a well orchestrated and successful operation. The ability to track the outfall from the plant enabled incident commanders to deploy individuals without putting them in the path of radiation.

These technologies have many more applications for law enforcement, and this report recommends further study in this area.

ROLE OF LAW ENFORCEMENT

The role of law enforcement has changed tremendously over the past ten years. Gone are the theories of throwing money and manpower at problems. Gone are the "enforcement only" types of problem solving. Management by caretaking and keeping things "status quo" have long since died out. As it may be noted, so have several of the agencies that futilely tried to hang onto those archaic principles.

Today there are finely tuned and functioning, community-oriented applications to law enforcement being applied. There are officers in the class-rooms and civilians in the police agencies.

Law enforcement agencies have taken on many of the tasks previously provided by other city departments that were victims of budget cuts or down-sizing. Partnerships have been established that allow the law enforcement community to work in ways and with resources not previously available.

In short, today's law enforcement agency is the umbrella for all municipal services. They take the place of many city agencies, and they coordinate the cities response to all types of problems and concernS.

Mendez closed the report and sat back. As she stared out the large picture window, she could see the breeze ruffling the trees, the sparkle of the afternoon sun on the Pacific Ocean, and she thought, "Yes, law enforcement has come a long way in ten years." But she remembered retired New York City Chief Lee Brown's challenge to law enforcement leaders to not leave the profession in the same condition it was when we inherited it from those before us. "I will start to examine this agencies merits against the attorney general's report immediately," she vowed. "In fact, I'll put together a focus group and then maybe a nominal group to evaluate where we are."

MOST DESIRABLE SCENARIO

— EVENTS —

E-2 — Catastrophic Nuclear Accident in Southern California
E-3 — Government Declares Bankruptcy
E-5 — Juvenile Justice System Collapses.
E-6 — All Government Information Systems Unified
E-8 — Scientific Breakthrough Curbs Drug Abuse
E-9 — Earthquake Greater Than 8.0 in Southern California
E-10 — United States / Mexican Border Opened

— TRENDS —

T-1 - Law Enforcement Involved in Education
T-2 - Fiscal Responsibilities and Alternatives for Law Enforcement
T-3 - Law Enforcement Accountability
T-10- Restructuring the Incarceration System

CHAPTER THREE

STRATEGIC MANAGEMENT

The role of the law enforcement officer has changed drastically in the United States. There has been an evolution from night watchman to modern-day, highly technical enforcement. Some agencies are on the cutting edge of technology and customer service while others are in an urban or rural survival mode due to budgetary constraints. The economy has also become a large, if not driving factor for this evolutionary process.

This researcher conducted a futures research study that dealt with the question, "What will the role of municipal law enforcement be in the community by 2003?" The research indicates there will be a change from just enforcement and peacekeeping to a multifaceted, multidirectional approach to law enforcement in the future. This role change will be in response to several stimuli. They include but are not limited to economical recession, changing ethnicity of society, available work force, emerging technology, and the desires and demands of the community served. Therefore, for an agency to change and/or keep pace with the role as perceived by their community, they must be aware of current trends and events that will affect them.

Through study, this researcher has identified several trends that will affect the role of law enforcement in the future. As previously stated, cultural diversity will play an important role as will technological advances, fiscal responsibility and accountability, restructuring of the incarceration system, and the expansion of law enforcement into the educational system.

This researcher also found that specific events such as county governments declaring bankruptcy, a major Southern California earthquake, and the cutting back or dissolution of currently provided city and county services will greatly impact law enforcement's role. The need and impetus for a role change has been identified. Now, law enforcement must work toward actively changing their role through a clear mission statement and a strategic plan.

STRATEGIC PLAN

In an effort to develop a clear and functional mission statement, the Chief of the Escondido Police Department, Vincent Jimno, convened a modified nominal group panel. This group consisted of the supervisory and management personnel. The following mission statement is the result of several sessions that included brainstorming, discussion, and integration of general and specific ideas into one distilled statement.

Mission Statement

The Escondido Police Department continually strives to be a culturally diverse, highly motivated, professional law enforcement organization representative of and respected by the community we serve. We are dedicated to a philosophy of community policing which commits us to a working partnership in our community, through which we will continue to provide innovative, effective, and efficient service with pride and dedication. Meanwhile we proactively address those issues which will enhance the community's quality of life.

We are further dedicated to excellence in customer service and to providing for the needs of our community. We recognize the need to fill the gaps created in other agencies and city departments by budgetary cuts and willingly strive to create solutions to these needs. We energetically endeavor to match our role to the needs and desires of the community. We recognize and accept the challenge of the future to do business in new and different ways. We are interested, dedicated, responsive, and creative.

Situational Analysis

An analyzation of the external environment of the Escondido Police Department is critical for the achievement of a strategical plan. This analysis is divided into two parts. First, the environmental opportunities for the Escondido Police Department to achieve the desired future and the threats to accomplishing the desired result. Secondly, the internal strengths and weaknesses of the agency must be analyzed to determine the impacts that will occur. This analysis process is known as a "WOTS-UP" analysis and ideally is performed through the group process. This creates the diverse atmosphere of multiple minds and creativity. Since this process was conducted after the disbanding of the nominal

group panel, this process was conducted via telephone and in-person interviews of experts. After these interviews, this researcher created the WOTS-UP analysis. The interviewees consisted of selected members of the researchers nominal group panel, law enforcement professionals, and citizens in the community.

The information gleaned from these interviews was used in the WOTS-UP analysis. Stakeholders were then identified and strategic alternatives developed. The strategic alternatives were discussed with selected experts. These alternatives were modified, refined, and massaged until one was selected for the implementation plan. This chapter will describe the analysis, stakeholder identification, strategic alternative development, and implementation plan.

WOTS UP

GREATER WORLD (NOT TOO INVOLVED)

FEDERAL AGENCIES

COUNTY BOARD OF SUPERVISORS

STATE GOVERNMENT

EXTERNAL ENVIRONMENT

City Manager
Budget
DOJ
School Districts
CPOA
Public Opinion
Special Interest Groups
Citizens of Escondido
Media
Perceptions
Roundtable Groups
City Council
Business Community
Tradition

INTERNAL
Staff
Expertise
Civilianization
Training
Morale
Desire to Change
Technology

<u>Environmental Opportunities</u>. In analyzing the Escondido Police Department environment, there are several factors that will be supportive in the attainment of the objectives of the mission statement. The partnerships already formed with other city departments such as the code enforcement division and the ones in place with the school districts will be foundations to build upon. The sharing of police investigators with the city attorney's office to fill a need for them is another partnership already formed. The partnerships with the schools include school liaison officers (2) and D.A.R.E. officers already in the school system. These will be the precursors to the officer in the classroom strategy.

Cultural diversity is undergoing a change in Escondido. Previously, Escondido was primarily an Anglo and Hispanic community. Now the community is becoming much more mosaic and is beginning to reflect a much broader ethnic and cultural diversity. To encourage dialogue and understanding between this varied community and law enforcement, the police chief established a community-based roundtable discussion group to facilitate the exchange of knowledge and expectations between the community and law enforcement. These discussions center around what the individual's expectations of law enforcement are and what their perception is of the service they are now receiving from law enforcement in their community. This forum could be used in the future to analyze the question, "What will the role of law enforcement be in the community by the year 2003?" There are other opportunities already in place. These include an eight-week citizen awareness academy for the community and a forty-hour in-house cultural diversity training program for the officers.

The law enforcement community is currently being swept by the community or problem-solving policing theory. This creates a timing and correctness to facilitate a change in the way the Escondido police do business in their community. This also is preparing the citizens for change in their law enforcement. These changes are not all external or visible. The Escondido police have already moved into the technological arena by implementing a computer-driven report-writing system and a computer-aided dispatch system. A computerized records-management system is due to go on-line in the very near future. While these are small forays into the technological world, they are preparatory to more involvement; and they prepare the employees for further advances in the future. This paves the path for more advanced technology as it is developed or identified as a viable alternative.

The expanded use of civilians in the police department is also paving the way for a more diverse work force. It enhances the theory of job matching and of job-specific hiring. The time-worn theory of *it takes a badge and gun to do all facets of police work* has already

been struck down. This creates a better work environment and allows for better fiscal management of employees. This cross section of civilians and sworn officers increases expertise and knowledge.

The Escondido police have very good relations with the media, both print and electronic. The elected officials are supportive of the department. While they are judicious with budgetary funds, they are responsive to demonstrated needs and are dedicated to having the citizens feel safe in the community. This helps to create an atmosphere politically where innovative change and the improvement of service delivery is the right move at the right time.

This environment coupled with emerging technology and the application of risk taking and innovation will facilitate the changing of the role of law enforcement from what it used to be to what it needs to be. However, the maintenance of dialogue with the community and the responsiveness to their desires is essential.

Environmental Threats. There are several obstacles to be hurdled for the attainment of the mission statement and the role change of law enforcement to become a reality. While conducting the futures study, this researcher identified several areas that could endanger the success of the plan.

The first is technology and the inherent fear of it by those who don't understand or trust it. Several members of the community have voiced concern over spending money on computerizing the dispatch and record-keeping systems. They feel that this is wasted money and that the money should be spent on putting officers on the street. There are also city employees who feel the money could be better allocated to other projects within the city. These are natural feelings and concerns in these fiscally tight times. However, they must be dealt with through communication and education. These individuals need to be shown that time saved through technology does equate to officers on the street having more time to be proactive and working to improve the community.

In the current fiscal state, it is very difficult for some people to look to the future and envision that spending money today will, in fact, save money in the future. This lack of vision also infects other law enforcement agencies who view themselves as only being able to hold the line as opposed to looking forward and forming partnerships that will be mutually beneficial.

Another threat comes from those who are afraid to take risks because they feel the result may not be positive and they'll be held responsible. This fear is fed by the feeling that there is no need to "reinvent the wheel."

The fiscal state of the city, county, and state governments is also a factor. The advent of a new program will incur costs in the beginning because of needed training, publicity, meetings, and structural setup. There are other factors that must also be considered and dealt with. The school district must be met with and the benefits and structure of the program (which school to start it in and which instructors to use) must be worked out. The special interest groups that a role change might affect have to be met with, educated, and brought aboard. The Parent Teachers Association is one that will need to be brought into the planning process as the atmosphere at the schools where their children attend will be changing. The general public must be educated and encouraged to participate in the change through community meetings and forums.

On a broader scale, the federal statutes must be reviewed to be sure there are no conflicts. There are state agencies that can be either a threat or a resource. These would include but not be limited to the Department of Justice, the State Board of Education, and other regulatory agencies.

To be successful in a change in the role of law enforcement, the politicians must be considered and convinced of the merits of the program. They must be able to see the fiscal benefits and the intrinsic benefit to the community and to other city departments. There may be some trepidation, especially with the allocation of funds toward embarking on a new way of doing business in the law enforcement arena. These concerns need to be offset by showing how it will improve service to the community, be more cost-effective, and allow for the continuance of some programs that have or will be cut through budgetary cutbacks. The benefits must be clearly presented and explained.

To assist in neutralizing these threats, education is very important. Also, there must be a good, understandable plan laid out so everyone, internally and externally, can understand the risks and the benefits so that the plan can keep moving forward.

Organizational Strengths. To be better able to dissect and examine an agency's ability to meet the objective of this mission, this researcher is going to use the Escondido Police Department as a model. This department is well respected in their community and already enjoys a good working relationship with other city departments.

The agency has been recognized for several of its current programs including cultural diversity training, Police Athletic League, and multicultural roundtable groups started by the chief of police. The agency is currently working toward civilianization of nonenforcement positions to be more efficient and cost-effective in the delivery of service to the public.

The chief recognizes that not only is the role of the police officer changing but also that the agency needs to be open with the public and to educate them to what and who the

police officer is. In a step toward that, he has established a citizen's academy in which members of the community attend to learn how and why the police department functions as it does. The chief is also very supportive of individuals getting outside the department and participating in professional organizations—networking and continuing educational experiences. These experiences enable individuals to establish a broader perspective for problem identification and solution.

The Escondido police are currently in the position of having funding available if the need is demonstrated and the solution viable. They also have the support of the chief to reach out and try to do things differently. The old adage "we have always done things that way" is not an acceptable response in problem-solving. He supports innovation and risk-taking, and there is no fear of failure as that is an anticipated part of being innovative.

Organizational Weaknesses. In light of the aforementioned positive attributes, the negative side must also be identified. There are several obstacles to be hurdled for the mission of role change to become a reality. While conducting the futures study, this researcher identified several pockets of resistance to forward-thinking and implementation of this role change. There are the old-school individuals who are dedicated to not taking chances and to resisting change. They are the supporters of the "good ole boy" system.

This group is also very resistant to technological change as they have not kept current and have a tendency to not trust what they don't understand. Further, this group does not desire to learn or expand their technological expertise as they are looking toward maintaining status quo rather than facilitating change for the future. There must be a certain amount of caution with this group as they may scuttle plans and innovation either through willful action or inaction or the inability to competently manage change. Although the Escondido police are viewed as being innovative and progressive, there are still those individuals who resist change. They are not willing or possibly able to be creative and innovative. They have never operated in that arena, and they are not currently motivated to work their way into that mode of doing business. Therefore, innovation and change are threatened because these individuals are not safe and comfortable in their presence. They prefer things remain status quo as that modality takes less work and effort. These individuals must be recognized and either motivated to positive action or eliminated from positions where they can negatively impact the overall agency.

As is inherent in most law enforcement agencies, Escondido is somewhat resistant to change. Therefore, it is extremely important that communication take place. All members of the agency must have a clear understanding not only of what changes are being made but also why. Those individuals who do not understand why something is changing have a

tendency not to buy into the change, and this can derail even the best plan. Education is essential when implementing a role change, as in this mission. In addition, input must be gathered from all levels to best address all functions and to have the employees feel that the mission is of their design.

Technology is going to have a dramatic influence on the role of law enforcement in the future. However, not all individuals are technologically current. These individuals must be trained to be efficient or retrained for other careers. The area of technology is another budgetary land mine which must be addressed and explained to the elected officials (i.e., what the technology will do and how it will save money and improve service) so that they can make informed, intelligent decisions about financial allocations.

This researcher's interest in the issue is based on recognizing that law enforcement must take the next evolutionary step if it is going to survive. The lack of current budgetary dollars, that in the past has led to problem-solving by throwing money and manpower at an issue, is a reality that is going to be with law enforcement for at least a decade. Therefore, in this researcher's opinion, law enforcement needs to take a hard look at itself, analyzing what it is today and what it wants to be in the future. Then it must formulate a plan of action and implementation. This researcher believes that each agency, in conjunction with the community it serves, must formulate its own plan. Those agencies that do not look to the future to ascertain what they need to do today to be ready for tomorrow will not be ready and may face extinction.

Stakeholder Analysis

The identification and analyzation of stakeholders is critical during the preparation of a strategic plan. The stakeholders are individuals or groups who have an interest in the plan or who may be positively or negatively impacted by the implementation and accomplishment of the mission statement. The stakeholder analysis has an assessment of each one's assumptions relating to the stated mission. To make these assumptions more easily recognized, the assumptions were plotted on a stakeholders' assumption map. The stakeholders and their assumptions were identified through interviews with the previously mentioned experts. Their observations were then distilled into the following statements. Through the process of identifying stakeholders, the researcher must be aware of the presence of "snaildarters." These are stakeholders who can unexpectedly damage the success of the mission by raising issues or concerns. While the stakeholder analysis

attempts to identify or anticipate all snaildarters, there is always the potential for an unseen or unplanned-for snaildarter. The following is a list of stakeholders who have an interest in or impact on the implementation of this mission and strategic plan.

1. **City Council**
   A. Believes a more efficient police department should create a safer city.
   B. Believes in running the police department like a business—cost-effective.
   C. Will expect a viable return for budget expenditures.
   D. Is concerned that citizens are happy with new direction.

2. **City Manager**
   A. Feels future planning is inhibited by current fiscal realities.
   B. Must manage all departments.
   C. May feel loss of control over police department.
   D. Is concerned with public and city council response to new direction of police department.

3. **Chief of Police**
   A. Should control direction of agency.
   B. Must act as change agent.
   C. Must establish climate/environment within agency.
   D. Must involve everyone with input and change.
   E. Must have cost-effective change.

4. **Citizens of Community**
   A. Want to feel safe.
   B. Feel agency is responsive to their needs/desires.
   C. Feel agency is cost-effective.
   D. Must understand what agency does and why.

5. **District Attorney**
   A. Must keep current with technology.
   B. Must understand how new role will affect their case load and prosecution.

6. **Insurance Agencies**

   A. May not receive certain reports they currently are given.

   B. May experience change in statistical reporting methods.

   C. May find that more burden is placed on their investigators.

   D. Must create opportunity for partnerships with law enforcement

7. **County Sheriff**

   A. May have increased or decreased bookings.

   B. May have more technical expertise expected from their lab.

   C. May lose contract services to other municipal agencies.

8. **Police Department Employees**

   A. May find that duties and responsibilities change.

   B. Can experience the excitement of innovation.

   C. May suffer from the fear of change.

   D. Must grow with technological advances.

9. **Hispanic Action Groups**

   A. Want bilingual officers.

   B. Need culturally aware law enforcement.

   C. Want Hispanics in management.

10. **American Civil Liberties Union (ACLU)**

    A. May experience invasion of privacy through technology.

    B. Fight innovative incarceration.

    C. May have concern about education and a trade being required prior to release from incarceration.

11. **Fire Department**

    A. May feel concern as to where they will fit into new method of business.

    B. May see law enforcement as taking some of their budgetary dollars.

    C. May feel the pressure of comparison to the law enforcement agency moving toward future if they stagnate.

12. **Other City Departments**

    A. Need partnerships to get jobs accomplished.

    B. May have to share personnel and resources.

    C. May have to combine budgetary requests.

13. **Chamber of Commerce**

    A. May view better law enforcement as equaling a safer city.

    B. Feels a safer city may increase the number of businesses moving in.

    C. Realizes that better law enforcement equals better city reputation.

14. **Downtown Business Association**

    A. May be skeptical of change in law enforcement response.

    B. May have to contract with private security.

    C. May decide that a better image may revitalized the downtown area and create a safer atmosphere.

15. **School Districts**

    A. Programs may be affected.

    B. Will find that increased officer presence in schools will be positive.

    C. Will see officers teaching and coaching as positive role models.

16. **Private Security**

    A. Is interested in forming partnerships with law enforcement.

    B. Believes declining public dollars will increase need for private security.

    C. Is interested in expanding into areas where law enforcement is unable to provide service levels.

Stakeholder Summary. This list of stakeholders, while identifying some of which this researcher feels are most important, is by no means a complete listing of all stakeholders. In addition, there are at least two stakeholders that can be positively affected while portions of their components have the ability to negatively affect the plan. The first of these comes from the police department itself. The fear of change (8C) and the lack of desire or inability to grow with technology (8D) can both—either individually or together—scuttle the success of the plan. The other group is the American Civil Liberties Union and their attempts to litigate everything and to block anything they perceive as more control by law enforcement. There are also hidden "snaildarters." These are individuals or groups who are not planned for or expected who surface and negatively affect the plan.

STAKEHOLDER ASSUMPTION MAP

```
                              CERTAIN

(MONITOR)                                              (MANAGE)

                              8A              3A

                          9A          3D

                    1A          9B                  2D

                       1C          9C   8D

                16B          2B   13C

                               13B

                            4C                  3C

              7B       12A  14C              3D

              15A      11A   8C   3B          8B

LEAST                                                      MOST
IMPORTANT                                              IMPORTANT

        5A          1D         14B  4A          1B    4D

            10B     10A        12B     6D        13A   14A

        6A          6C         4B         16A    1E    15C

            6B      10C               12C              15B

    7A              5B          2A         7C

        11B         2C

    16C             11C

(SNAILDARTER)                                          (RESEARCH)

                             UNCERTAIN
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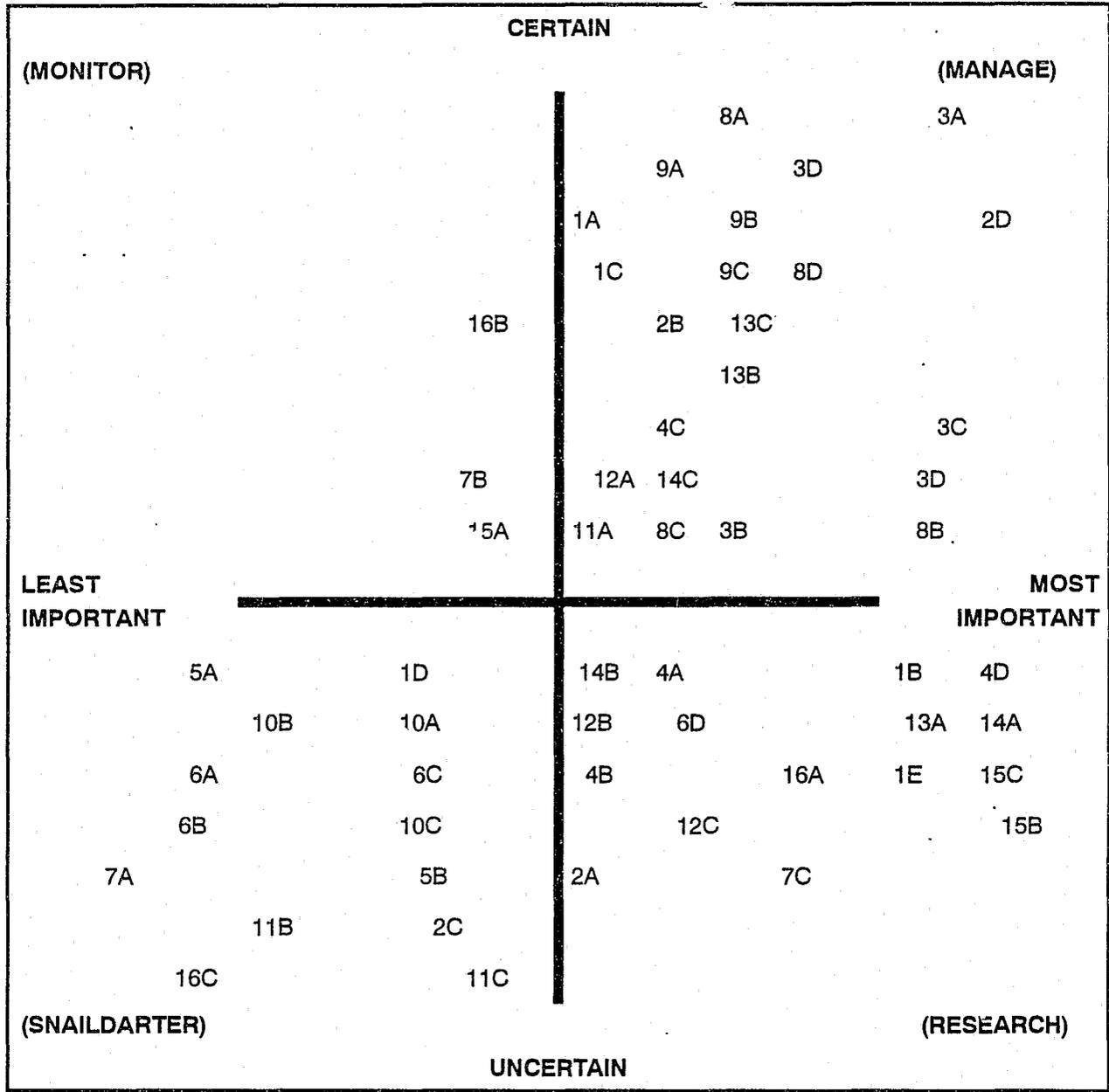
STAKEHOLDER ASSUMPTION MAP LEGEND OF STAKEHOLDERS

1. City Council	5. District Attorney	9. Hispanic Action Groups	13. Chamber of Commerce
2. City Manager	6. Insurance Agencies	10. American Civil Liberties Union	14. Downtown Business Association
3. Chief of Police	7. County Sheriff	11. Fire Department	15. School Districts
4. Citizens of Community	8. Police Department Employees	12. Other City Departme' -s	16. Private Security

Developing Alternative Strategies. As previously discussed, a select group of experts were recontacted by phone and in person to assist this researcher in developing and focusing strategies. Through this discussion and then a rating process, the following three strategies were selected for development.

All three are subplans for the overall role of changing the role of law enforcement as it evolves for the future.

Strategy I: Create a program to immerse the agency as completely and efficiently as possible in technological advances with the goal being to reduce the human work force to a minimum level thereby lowering the cost of operation.

Advantages:
- Lowering overall payroll
- More reliability from machines than people
- Keep agency on leading edge of technical efficiency
- Allow those still employed more time to perform directed tasks/enforcement
- Easier to supervise machines than people

Disadvantages:
- Depersonalizing agency rather than interacting with the community
- High start-up cost
- Need for experts to run/maintain systems
- Does not enhance the role of officer in the community
- Creates cold business approach—not role modeling

Stakeholders Perceptions:

This strategy, while appearing to be a good, future-oriented idea, causes some valid concerns among the majority of the stakeholders. The council and city manager would initially support lowering the cost of business. However, it is believed neither would support the depersonalization to the extent this strategy suggests. There are others who would oppose this strategy even more vigorously. The citizens of the community, the Hispanic action groups, chamber of commerce, and the school district would view this as a step backward in the evolutionary process for the role of law enforcement in the community as it distances officers from the community. The agency employees would resist technological replacement to this level because of the negative affect it would have on employment. While this strategy has some merit, the

extent to which technology is used to replace humans would probably be the measure of resistance from the stakeholders.

Strategy II: A pilot program for the establishment of specific employment criteria to enhance job-matching to demonstrated skills. The infusion of civilian experts laid off from private-sector employment to fill specific job needs in law enforcement in conjunction with college-level, certified training programs for nonsworn positions. This would allow for the more judicious assignment of sworn personnel to community and enforcement positions.

Advantages:
- More expertise in specific fields
- Use of individuals trained for a position rather than the constant retraining of sworn officers
- Job stability for civilians in agency
- Allow for creation of special assignments (i.e., collections, community services director, Police Athletic League coordinator, volunteer coordinator, etc.)
- Creates employment opportunity for talented and trained individuals who don't desire to be sworn officers
- Creates more cost-effective position-filling
- Allows for utilization of those already trained at no expense to the agency (i.e., computer and technical expertise)
- Allows job-specific recruiting and hiring
- Allows specific hiring to attack specific problems

Disadvantages:
- Removes some assignments currently filled by sworn employees
- May create nonsworn-supervising-sworn controversy
- Will reduce number of sworn officers
- Will remove some positions from sworn officer career path

Stakeholders Perceptions:
This program will probably be met with support from all the stakeholders. It will allow for better fiscal management as it creates hiring from a group of people who are already trained rather than hiring someone who meets general criteria and attempting to train them into a position. The citizens will view this as an attempt to not only give

them better service for their dollar, but also as a way to keep more sworn officers on the street so that the public will feel safer. This will also allow the chief of police to create a staff of experts rather than generalists, and this will then lead to more cost-effective and efficient functioning of the agency. This plan should gain the support of other city departments as it could facilitate the use of shared employees thereby spreading the cost of an employee over two budgets and allowing two departments to benefit from an individual who may otherwise have been lost in budget reductions. This program would also facilitate hiring a more culturally diverse work force to better mirror the mosaic community. The benefit to hiring job-specific individuals can be demonstrated by hiring a collection specialist for outstanding fines, bills, and claims. The City of Escondido, in parking fines alone, has $100,000 outstanding. In this time of fiscal constraint these sources of lost revenue must be actively pursued.

This plan would eventually encompass the education system as certified programs are established. This, too, would be a benefit as it could enhance college registration, increase the need for teachers, and revitalize the declining campus populations. This would also create an arena for partnerships between law enforcement, education, and the business community to establish criteria, instructors, and on-the-job training sites.

As with the other strategies, there are snaildarters. One of these would be the officers themselves who might feel threatened by having civilians fill what have traditionally been sworn positions. This researcher believes that through involvement in the process and input, these fears can be negated.

Strategy III: Form a partnership with the educational system that would create a model program to infuse sworn officers into the daily activities of the school campus. The officers would act as counselors, coaches, instructors, and role models to the students.

Advantages:
- Creates positive atmosphere for students to meet and interact with officers
- Allows officers to be exposed to concerns of students
- Creates an arena for dialogue and understanding
- Positive image with the community
- Gets officers out of the enforcement-only mentality

Disadvantages:

- Takes sworn officers off the street
- Resistance from some parents to having officers on campus
- May be viewed as attempt to take enforcement to campuses
- Schools may expect officers to take action on things that are actually the school's problems

Stakeholder Perceptions:

This strategy, while containing tremendous opportunity to enhance communication between officers and school age adolescents, also has the highest rate of controversy. The ACLU would be expected to fight this as an invasion of the student's privacy and rights. Some of the citizen groups would advocate that the officers should be on the street to enhance the citizens feeling that more officers on the street makes them safer.

However, this strategy has the ability to be a truly nontraditional vehicle to breach the gap between elementary school where officers are admired and high school where the feelings range from ambivalence to hatred. This researcher believes we are entering a time when nontraditional methods must be explored and implemented. The traditional methods have led to where law enforcement is today—both rolewise and fiscally. The stakeholders, while not all are supportive of this specific strategy, feel there needs to be a role change and a better partnership between community and law enforcement. ·

This plan would put officers on campus as teachers, coaches, and counselors. They would be law enforcement officers second. They would establish themselves as individuals, not stereotypes in uniforms and marked vehicles. Once established as individuals, they could create dialogue with reference to the officer's perceptions and role in society while obtaining feedback from the students.

Preferred Strategy. The preferred strategy for the implementation of this plan is a synthesis of the three strategies discussed. The framework and major substance will be drawn from Strategy II. This will provide the vehicle to which this researcher will attach segments from Strategies I and III to augment and enhance the final strategy. This strategy, while including parts of I and III, should not be considered a mere compilation of the three strategies. ·

The technological advances referred to in Strategy I will enable the agency to work smarter, not harder. The implementation of technology will, however, be with the thought of

freeing individuals to perform other tasks as related to the community, not to replace individuals. The time and fiscal savings will be redirected to enhance law enforcement's role in the community.

The theory from Strategy III to infuse officers in the educational process will become a subfeature of the final strategy. This theory is an important component of changing law enforcement's role in society; but it is not a stand-alone method of doing this. In fact, this strategy, or parts thereof, will only be possible by the implementation of the final strategy which will then provide the availability of officers to carry out this element.

The selected strategy will encompass a broad base of partnerships. The educational system and law enforcement must devise a curriculum for certification. The most favored site would be the local community college. The police department must work in conjunction with the city's human resources department as they have the ultimate recruiting and hiring process responsibility. Further, a partnership must be formed with the business industry and employment development department so that contact can be made with those individuals about to be laid off or currently out of work.

The proper synthesis of these strategies into one well-structured, planned strategy should create an environment that will positively lead to the success of the strategy and the success of this plan.

Application of technology to reduce staffing in certain areas will allow a more judicious application of the work force. Coupled with this will be a vigorous program to insert civilian employees into positions by job-specific hiring. This is to be accomplished through job matching with the current unemployed work force. Additionally, a partnership with the education system will be formed to infuse officers into the daily activities of the high school campus.

Implementation Plan. To effectively implement any strategy there needs to be a clear definition of the salient points to be included. These points form the groundwork from which the strategy can be brought into reality. The following is a list of those points necessary for the implementation of the synthesized strategy for the plan:

- Method to establish what the community desires from law enforcement
- Public, town hall-type meetings to explain the direction the police department is taking and why
- Critical review of all positions in agency to ascertain where civilianization would be appropriate

- Establishment of individual job criteria to assist in recruitment and job-matching to applicants
- Creation of a transition team within the department to help manage the change
- Liaison to work with city personnel department to establish pay scales, benefits, etc.
- Identification of those individuals who will be trained as trainers to facilitate change
- Technical liaison to assist in the identification and acquisition of desired technology
- Identify key individuals from the community to assist with plan implementation
- Liaison with school district to establish target school for officer immersion program
- Cost analysis contrasting sworn vs. nonsworn
- Develop plan to effectively use sworn officers made available through technology or nonsworn hiring
- Develop conceptual plan for law enforcement in the community

As with all lists, these thirteen points are only a framework upon which to build an implementation plan. There are other points that will be identified throughout the process that by necessity must be added. The key is to maintain a flexible framework that is grounded in the attainment of the overall strategy.

STEP #1 .... The chief needs to meet with his management staff (retreat style) and establish a unified strategy.

STEP #2 .... The chief needs to identify any and all individuals who may act as snaildarters to the plan.

STEP #3 .... From the staff, a project coordinator needs to be selected.

STEP #4 .... Project coordinator needs to select key individuals to be responsible in each division.

STEP #5 .... Chief, project coordinator, and key individuals need to have meetings with employee group representatives to gather input on plan, add possible revisions, and to deal with any concerns from these groups.

STEP #6 .... Establish town hall meetings and a survey form to facilitate input from the community.

STEP #7 .... Establish review of all department positions which could be civilianized and what job criteria would best assist in filling those positions.

STEP #8 .... Have the steering committee collate all information received from internal and external sources to establish a concise, workable strategy.
- Define specific objectives.
- Identify those positions labeled as moveable from sworn to nonsworn

- Identify key contact people in affected agencies, businesses, city departments, and schools.
- Identify those individuals to be used as trainers.
- Establish a system for evaluating the strategies implementation and progress.

STEP #9 .... Set up training classes for those individuals who will be infused into schools.

STEP #10 ..... Establish liaisons with other city departments to ascertain possibilities of job sharing.

STEP #11 ..... Hire civilians to replace sworn officers.

STEP #12 ..... Bring on line technical means to work better.
- Paperless report systems
- Photo-radar ticket system
- Other identified technology

STEP #13 ..... Set the implementation in progress

STEP #14 ..... Monitor and evaluate strategy as it progresses.
- Project coordinator should prepare status report.

This process—while broken down to specific steps—will take time, hard work, and forethought. This is proposed as the implementation of an overall strategy; but as can be seen, several of these items are, in and of themselves, strategies.

The time line for implementation of this strategy is dependent on several factors. Realizing that if there is no schedule, plans usually don't get accomplished, it must also be remembered that time frames must be flexible enough to allow for adjustment without jeopardizing the implementation. Some of the conceptual points mentioned will be going on concurrently with each other. An example of this is the critical review of all positions to ascertain if civilianization would be appropriate and the establishment of individual job criteria to assist in matching and recruiting. The other variable the project coordinator must take into consideration is dealing with outside entities such as the city human resources department. These groups, while they may be sympathetic and even supportive of the strategy, may have their own time frame and agenda.

This researcher suggests a one-year time line. This is based on the gathering of information and establishment of the transition team at the front end to the hiring criteria and process needed to complete this strategy. The project coordinator should maintain weekly contact with committee members and hold monthly update and planning sessions with the

steering committee. The coordinator should also ensure that biweekly updates are published and posted so all stakeholders are kept informed.

IMPLEMENTATION TIME LINE

TASK	TIME

1. Chief holds retreat.
    A. Select management team.
    B. Identify stakeholder.
    C. Select project coordinator.
	1st month

2. Project coordinator
    A. Select key individuals.
    B. Meet with chief/key individuals.
    C. Gather input.
	1–2 months

3. Town hall meetings	3–4 months
4. Media coverage	3–4 months

5. Steering committee
    A. Refine goals.
    B. Identify trainers.
    C. Develop evaluation process for implementation strategies.
	4–6 months

6. Begin training classes.	6–7 months
7. Establish liaison with human resources department.	6–7 months
8. Develop civilian job criteria.	6–7 months
9. Start civilian hiring process.	7–9 months

10. Identify technology available
    A. Locate sources.
    B. Bring on-line.
	7–10 months

11. Set implementation in progress.	11–12 months
12. Monitor and evaluate strategy and prepare status report.	13 months

This strategy is aimed at bringing together current and future technology in cooperation with who best fits each job description. The theory of civilianization has been whispered throughout law enforcement for several years. However, now is the time to actively pursue the best individual for each job. There are many fiscal restraints on city and county governments, and this strategy is an example of how to address cost-effectiveness and get the most return for each dollar spent.

Summary

The loss of revenue to cities and counties in California is a fact and is a condition that appears to be here for several years. The recession may, in fact, end; but the funding for public service will never recover.

It is imperative to the survival of agencies that they realize that business as usual is now business in the past. This researcher believes that those agencies that are going to survive are those agencies that actively seek to find new, better, and more cost-effective ways to do business. Partnerships must be formed. The available work force needs to be tapped into through job-matching. The mystique surrounding the belief that *only a sworn officer can do the job* must be forgotten. In addition, each agency, in concert with elected officials and the community they serve, needs to establish a means of dialogue and a strategic plan for the future.

CHAPTER FOUR

TRANSITION MANAGEMENT

This strategy is a means of beginning to identify what the role of law enforcement will be and a possible path to get there. The implementation, while not easy, is possible. The future must be considered and planned for before it becomes a directionless reality.

Critical Mass

This is the most important group to properly define and successfully manage transition. This group is the minimum number of people who, if they support the change, guarantee it will succeed. However, if they oppose the transition, the plan will fail. The critical-mass members are also individuals who network to the stakeholders. It is necessary to understand the difference between the members of the critical mass and stakeholders. The stakeholders are those individuals who have a vested interest in the plan, will be affected by the results of the plan, and may have some impact on the plan. The critical-mass members are the action people who will either make the plan happen or keep it from happening. This is a small group of people who are the force for change.

It is extremely important to properly identify the members of the critical mass and to assess their readiness for change. All members of the critical mass must be at least at the *let it happen* stage. There must also be at least one member of the critical mass that is at the *make it happen* stage. This individual will usually be the change manager. If an individual has been identified as a member of the critical mass but is currently in a blocking position, they must be moved from that position to facilitate the plan's success. To better assess the members of the critical mass, this researcher consulted with members of the previously outlined expert panel. A list of critical mass actors was compiled and a commitment planning chart was completed. The following individuals were identified as members of the critical mass. (They are not listed in order of importance).

COMMITMENT PLANNING

ACTORS IN MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Police Chief			★	
Mayor	★————————— ★ - - - - - - - - - - ★			
Chamber of Commerce Director			★	
President of DBA			★	
Police Captain				★
Uniform Division Lieutenant	★————————————★			
Investigations Lieutenant			★————————— - - - - ★	
Police Officers Assoc. President			★	
High School Principal			★————————— - - - - ★	
Uniform Division Sergeant		★ - - - - - - - - - - - ★		
High School Student	★————————————————— ★			

————————— = definite movement   - - - - - - - - - - - - = possible movement

- <u>Police Chief</u>: The chief is currently in the *help it happen* stage. He is very supportive and, in fact, has been instrumental in designing parts of the plan and in bringing together members of the critical mass. Currently there is no need to move chief to a *make it happen* position as it then may cause the group to feel this is a dictated plan rather than a group-driven process.

- <u>Mayor</u>: The mayor is strong, influential, and can sway the city council (stakeholders). He is also vocal in the community (stakeholders) and considers himself responsive to their needs and desires. He is currently in a *block change* mode

as he doesn't completely understand the plan and is concerned with the perception of taking officers off the street to do special projects and the community then not feeling as safe. Concentrated effort and explanation of plan will move mayor to the *let change happen* position (see chart). The mayor may be moved to *help it happen* as he sees progress of plan, but he is cautious at this time.

- Director of the Chamber of Commerce: The director has ties to the business community (stakeholders) and can be a liaison to provide technological assistance to facilitate the plan.. The director's current position is *help change happen.*

- President of the Downtown Business Association: The president is very supportive of law enforcement; would like the image of the downtown district to change to one of a safer, revitalized area; and can assist with funding and public support. The president's current position is to *help change happen.*

- Captain of the Uniform Division: The captain is a strong member of the police executive staff, well-liked and respected by staff and line officers, has personal as well as position power in the agency and is forward-thinking and future-oriented. The captain's position is that of *make change happen.*

- Senior Lieutenant of the Uniform Division (included in critical mass because of position): The senior lieutenant is not future-oriented, prefers status quo and caretaker-type of management, is looking toward retirement, and is not in favor of learning new methods of operation. The senior lieutenant is currently at the *block change* position because of his style and his daily contact with the field officers. The senior lieutenant could be moved to *help change* but most likely will only be moved to *let change happen.*

- Lieutenant of Investigations: A forward-thinking, risk taker, this lieutenant encourages new thinking and problem solving, has the personal and position power to bring his division on line with plan and transition, and has already given up a sworn detective position through reorganization for a civilian to assist budget process. The lieutenant likes change, is at *help change happen,* and will move to *make change happen* when transition starts.

- President of the Police Officers Association: This is a two-term president who has the ability to coerce and direct the members, has been active in community groups, is looking forward to trying new ways of policing, and is a current position of *help make change happen*.

- High School Principal: The principal is very interested in changing the culture of the school campus, feels there is a need for role models on campus and for the school to take a more influential role in molding the students and broadening their life experiences. The principal's overall position is *help change happen* with a specific, on-campus position of *make change happen*.

- Sergeant of Uniform Division: This sergeant is Hispanic, well liked and respected by subordinates and peers, grew up in the community, is still very active with youth sports, and has the ability to be a link from administration to line level when believes in the project. This lieutenant is not convinced yet but is open-minded; is in a *let change happen* position but with more information and knowledge can be moved to *help change happen*.

- High School Student: This individual was selected to be a part of the group to keep a channel of communication open to those students who will be affected by the plan. This will also give the critical-mass group a means of receiving feedback to assist them in their decision making and plan implementation. This student is at a *block change* position currently. However, this student will be moved to *help change happen* through information, education, and exposure to the plan and its positive effect on the school campus.

- Community College President: This individual is constantly looking for ways to improve the curriculum, is interested in forming partnerships throughout the community, has no direct experience with law enforcement but is willing to listen and be open to plans. The college is an integral part of making the educational side of the plan a reality. This president is currently at the *let change happen*.

Commitment Planning

This is a critical stage as it is essential to know where the members of the critical mass are to begin with so that a plan can be developed for implementation. It should be

remembered that all members of the critical mass must be moved to at least the *let it happen* stage. The mass leader should be selected by the mass and should be someone who is in the *make it happen* stage of readiness. The individual who is to be moved predicates the action and style required to attain the desired degree of movement.

The mayor can be moved at least to the *let change happen* through education and demonstration of the strategy (plan). The mayor will also be getting positive feedback from constituents (stakeholders), urging a move from the currently held position as they see the strategy and understand its importance to the community. This commitment switch will be facilitated through the announcement and team-building phases.

The lieutenant of the uniform division may be more difficult to move. Being a master of status quo and looking toward retirement, this individual sees nothing but a personal workload in change, so therefore will continue to quietly subvert the strategy on the sidelines but won't take any open, adverse action. The uniform lieutenant's change will be facilitated in the team-building phase when confronted by peers and supervisors and the threat of personal danger emerges through the highlighting of the *block change* position currently maintained. The lieutenant will subsequently be neutralized and moved to a *let change happen* position by virtue of group pressure. The lieutenant may then perceive this new position as being one that prevents being personally identified as the reason the strategy failed while eliminating the need to put out any effort or go through any philosophical transformation—a way to avoid becoming involved or having to take the blame if the idea doesn't work.

Transition Management Structure

This researcher has chosen a combination of management structures to facilitate the transition. Due to the broad spectrum of the community that this plan will affect, several types of management structures will be employed. This first group formed was "representatives of constituencies." This group was used to bring together the diverse group that will be involved in this change process. The second group formed is the one that will carry the plan through to fruition. This group is a "diagonal slice" which represents individuals from all layers. This will create input from all levels and encourage those members of the critical mass to communicate and network with the stakeholders in their work groups. This writer believes this method will be the most effective as a means of getting buy-in from participants and a vehicle to keep two-way communication open.

The diagonal slice group will be formulated to include those individuals identified previously in the commitment planning chart. The initial review of the group might indicate other than a diagonal slice. However, upon review, there are members from all levels that will be affected by this plan. The advantage to this method is one of the overall group feeling that they have had input through a representative from their level. This will be critical to the acceptance of the plan and to individuals not feeling this was a top down or autocratic policy implementation. The feeling of ownership thus instilled, should positively assist in the group members working together to support the final success.

This group will be allowed to self-pick their leader. They will convene to plan strategy, identify resources, and meet with the chief executive to establish a time table to put the plan in motion with a formal announcement.

Technology/Techniques

- Responsibility Charting — This is a method used to clarify role relationships to reduce stress, wasted energy and adverse emotional reactions. This process is used by members of the same working group or by managers of groups that will be interacting on the plan. Those factors to be included are:
  ★ Responsibility (R) — to see that directions or actions occur
  ★ Approval (A) — of actions or decisions with right to veto
  ★ Support (S) — of actions or decisions by provision of resources with no right to veto
  ★ Informed (I) — action or decisions but no right to veto

  To create a responsibility chart, each member of the committee is asked to complete personal "RASI" charts. These individual charts can then be combined into a group chart. The committee should review this chart and resolve areas where agreement wasn't initially reached. As this chart is completed, there should only be one **(R)** assigned per task. This facilitates the **(R)** being able to break a stalemate and keep the program on the time line. The **(R)** makes the decision if the committee can't.

  Based upon the knowledge and expertise developed from this project, this researcher has developed a responsibility chart. This is an example but reflects what the actual committee should end up with. It can also be used by the committee as a framework for their chart.

RESPONSIBILITY CHART

DECISION OR ACTION	ACTORS										
	1	2	3	4	5	6	7	8	9	10	11
Establish what community desires.	A	R	S	S	S	I	I	S	S	I	S
Design town hall meeting plan.	A	S	S	S	R	I	I	I	S	I	I
Critically review agency positions.	A	I	I	I	R	S	S	S	I	S	I
Create transition team to manage change.	A	S	I	I	S	S	R	S	S	I	I
Establish liaison with human resources department.	S	I	I	I	S	R	S	S	I	S	I
Identify those to be trained as trainers.	S	I	I	I	A	S	R	S	S	S	S
Develop technical liaison.	S	I	A	R	S	I	S	S	I	I	I
Analyze cost.	A	I	I	I	R	S	S	I	I	S	I
Select test school.	A	S	I	I	S	I	I	I	R	I	S
Refine mission statement.	A	I	I	I	S	S	R	S	I	S	I
Select project coordinator.	R	I	I	I	S	S	S	S	S	S	I
Design evaluation system.	S	S	S	S	A	R	S	S	S	S	S
Monitor progress of implemented changes.	I	I	I	I	A	S	R	S	S	S	S
Compile progress reports.	A	I	I	I	S	I	R	S	I	S	I

LEGEND

CRITICAL MASS ACTORS		SYMBOLS
1. Police Chief	7. Investigations Lieutenant	R = Responsibility to see directions/actions occur
2. Mayor	8. POA President	A = Approval of actions/responsibility right to veto
3. Chamber Director	9. High School Principal	S = Support of actions/decisions
4. DBA President	10. Uniform Sergeant	I = Informed of actions or decisions
5. Police Captain	11. High School Student	
6. Uniform Lieutenant		

- Team Building — This is a facilitated meeting to focus the group on a mission and to clarify each individual's role and the role of the group. This can be done in the affected groups and also with the critical-mass group.
- Confrontation Meeting — Allows a large number of people to be involved, nature of problem requires large input/buy-in. The C.E.O. starts by stating the problem, asks for point of view and commitment, and sets climate and agenda. Broken into smaller work groups, each has a facilitator and a recorder. Breakout meetings then report back to the general group for consensus. If possible, this meeting should involve all those who are going to participate in the

change process. As this will not be possible in terms of the entire community, there needs to be a large cross-section with as many varied individuals and viewpoints represented. This will facilitate better subgroupings for breakouts and committee work. This group will establish priorities, select action items, and compile action plans. They will also recommend priorities to top management and plan communication. This will lead to the decision-making process by the managers for actual implementation.

• Readiness Assessment — The agency, group, or community must be ready to change. This method is used by the transition management team to assist them in determining the level of readiness for those they are about to interact with.

• Readiness Assessment Chart — This researcher has filled one out as an example of how the visual chart can assist in assessing the actors' status. It must be remembered that not all actors within the critical mass are ready for or capable of change. Additionally, there are varying degrees of adaptability to change. These degrees will range from low to high.

In analyzing the chart, the areas rating low must be examined. There may be reasons for the low rating that can easily be overcome or there may be a deep-seated problem that has to be corrected. In the case of the "low" capability estimate for the high school student, this is because of lack of exposure and education about the plan. This can be easily overcome through education and exposure. This individual is moderately ready to change but needs to be educated to bring that level up also. The uniform sergeant presents another problem by being "low" in both readiness and capability. This individual is one nearing the end of a career that has not kept pace with change. To raise his capability level to "medium" is probably the only realistic expectation. Hopefully, through education, exposure, and inclusion in the process, his readiness for change can be elevated as his enthusiasm increases. The chart can be used as a means to determine which individuals the committee may have to work on first to raise their readiness and capability levels.

READINESS ASSESSMENT CHART

CRITICAL MASS ACTORS	LEVEL OF READINESS			LEVEL OF CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
Police Chief	X			X		
Mayor		X			X	
Chamber Director			X		X	
President of DBA		X			X	
Police Captain	X			X		
Uniform Lieutenant			X		X	
Investigations Lieutenant	X			X		
POA President		X		X		
High School Principal		X		X		
Uniform Sergeant			X			X
High School Student		X				X

- Communications — Need to have an overall statement of philosophy. Also need to identify tools available.
    - ★ Newsletter — Sent out to all those involved on a regular basis to keep them informed of what has and is going to happen
    - ★ Special Announcements — Highlight special or landmark steps in the process
    - ★ Bulletin Board Postings — Used to make sure all information is available
    - ★ Public Meetings — To gain initial information and data from the public and to give updated briefings and continue the feedback process
    - ★ Television — Allows access to a large visual audience to explain the plan, program, and progress
    - ★ Print Media (i.e., local newspapers) — This again facilitates access to a large audience and allows for a request for input and for individuals to express feelings about plan
    - ★ Videotape Messages (from critical mass to group) — This establishes communication between the groups and helps to buy everyone into the process
- Computers — Used for database, calculations, table formation, recording of information

- Training — Members must be skilled in communication. They will also have to be instructed in teaching techniques, counseling, coaching, and interpersonal communication.
- Surveys — Instruments to measure the feeling of affected parties before implementation, during, and at the completion of implementation must be developed. This will include department members, community members, politicians (local), school officials, and the media.

Activities Prior to Transition
- Identify strategy desired
- Measure agency or group readiness
- Decide method to be used
- Announce – C.E.O. message
  - ★ Press, if applicable
  - ★ All affected individuals
- Team-building
- Buy or provide needed technology

Status Reporting. For a project to be successful, there must be a continual evaluation of how it is progressing. This report should be a critical look exposing both positive and negative aspects as they are identified. This evaluation should be published and made available to all those involved. It is discouraging to be involved in a project or a portion of one and not know how or if progress toward the ultimate goal is being made. These reports may also subtly motivate those individuals who procrastinate in getting their assignments completed. This can also be used as a historical record-keeping system for the project.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

· The focus of this research project has been to explore and answer the question . . . **What will the role of municipal law enforcement be in the community by the year 2003?**

This researcher has determined that the role will be much different than it is today. Agencies will have to have a much more symbiotic relationship with their community and each other. Through the Nominal Group Panel and the other study, this researcher has identified several emerging trends. Some of these trends are already starting to come into the law enforcement arena. The immersion of law enforcement into the education system as a vehicle to provide students with career and life choices has started in a pilot program in Escondido.

A teacher at Orange Glen High School has put together a program in conjunction with the police department to provide officers as instructors for various classes. The impetus behind this is to show the students the value of education and how it can be applied to career choices in their future. The officers relate skills such as math to the real life job opportunity and demonstrate application in examples like accident reconstruction. The same real life experiences are brought forth in other classes like psychology, biology, other sciences, English, history, and general education. This program met with excellent comments from the students and their teachers. It also enabled the students to broaden their outlook for career opportunities. The program was run on a one-semester trial this year and will be repeated and most likely expanded next year.

The budgetary cutbacks that were once thought to be short-term occurrences have also been discovered to be trends of the future rather than one-time cutbacks. Law enforcement is going to have to learn to adapt to smaller budgets and working more efficiently. The agency of the future will also have more civilianization. This is in response to the budgetary constraints and as this researcher found, to job-matching and hiring individuals who already have the needed skills. This will be in contrast to the current mode of doing business where law enforcement hires people to be sworn officers and then tries to

train them into specialized assignments. A good example of this is computer crime. There are very few agencies that have qualified computer experts who are able to do complicated computer-fraud investigations. Rather than try to educate these individuals further, agencies should look to the large number of layoffs in the computer field. This person could then be hired and trained to investigate using the knowledge and tools they already possess.

Another trend that is sweeping law enforcement is community-oriented policing. The name is changed depending on the location, but the theory and basic application is the same all over. Law enforcement must get out into the community and develop working relationships and partnerships with those they serve. Law enforcement is no longer just throwing criminals in jail. There must be interaction at all levels with the community, and there must be programs to assist in deterrence. Agencies have proven that as just enforcers, they are not enough of a deterrent to stop crime. There must be a concerted effort by the law enforcement agency, the community, and all city or county agencies to make the community a safer and better place to live.

Through research and interaction on the above topic, this researcher also developed three subissues which are integral to the main focus of this project :

- •• What effect will decreased funding from the state level have on local law enforcement?
- •• What will be the impact of privatization of services upon the municipal police role in the community?
- •• What contribution will advanced technology make to the delivery of law enforcement services?

As previously stated, budget cutbacks are a real world fact now. There also doesn't appear to be any relief in sight. Governor Pete Wilson, is predicting another lean year budgetarily; and even though he is trying to give law enforcement a priority, he has stated that the money just isn't there like it used to be. In a recent speech to the California Peace Officers Association, Governor Wilson predicted the possibility of a $20 billion budget deficit by the year 2000.

This research project amply demonstrated that law enforcement must become more efficient and cost-effective since law enforcement no longer has the luxury of access to seemingly unending grants or funding. This will be the driving force that will push law enforcement into reevaluating how business is conducted and to being more fiscally

responsible. Law enforcement is going to have to be run like a business with a bottom-line and cost-effectiveness.

There has to be a reevaluation of partnerships and the duplication of effort that now takes place in many locations. The reduction in crime labs is an example where agencies by virtue of cutbacks are learning to share and to form partnerships to accomplish their mission. The turf and regional wars must be brought to an end, and all agencies must work together to maximize resources. The community-oriented policing model that is taking the communities by storm must also be applied to law enforcement internally. Law enforcement is working to form partnerships with other city or county agencies and the public. That same style must be applied to working with other law enforcement agencies. By not duplicating effort, law enforcement can become more efficient.

This leads to the second subissue of privatization of services. There are several areas that have traditionally been law enforcement territory that now can and should be relinquished to the private sector. Many agencies are civilianizing internally, and this same approach can be used to evaluate services that the private sector can perform. This has already been instituted in the area of corrections and detentions for some areas of the state. Other areas have private security responding to burglar alarms; and they, in turn, call law enforcement if there was a valid break-in. The community's desire to participate in these programs is demonstrated by the advent of gated communities with armed patrols and the establishment, in some areas, of police assessment districts to fund law enforcement.

This research project revealed that privatization is an avenue that should be further explored by law enforcement as a fiscally responsible way to get the job accomplished. Again, old methods of doing business and the jealousies of domain must be put aside to facilitate a safer and cost-effective community.

The advancement of technology is one of the fastest-growing opportunities for law enforcement to change the way it does business. There are systems developed in response to the onslaught of carjackings that allow a driver to dial a phone number after relinquishing the vehicle that will shut the vehicle off completely. One remote-controlled device gives an electric shock to a thief trying to drive off in a stolen car. The device first immobilizes the car then warns the thief to get out of the car or face a 50,000-volt, nonlethal shock. After the thief gets out of the car, a burst of thick, brightly colored smoke attracts further attention to the attempted theft. This is an example of technology being able to respond to a problem that enforcement couldn't cure. The global-positioning systems that are currently being developed and marketed are another example of civilian technology having a law enforcement application.

The systems could be incorporated into wristbands which would be assigned to each entrant in the state and federal park system. Then in the event of a lost hiker or medical emergency, the individual could be quickly and precisely located. This would not only save lives but would also negate the need for expensive and time-consuming search-and-rescue operations.

This same technology could be applied to tracking prisoners. This would help facilitate the panel-identified trend of putting prisoners back into the work-gang system. They could be identified and tracked via global-positioning systems thereby making escape a short-lived thing. It could also facilitate the prison-without-walls theory thereby making incarceration much less expensive to the public. These are only a few technological advances this researcher explored during this project. There are numerous other applications that will change the way business is conducted. The advent of visual disk storage for reports and information will facilitate the shrinking of file systems and create a manageability factor that will enable fewer people to do more. The mobile data terminals provide the officer with the ability to sign in to work from home. This decreases the need to come to the station and makes them available sooner. This can also be applied to investigators thus reducing the amount of office space needed in a station. This reduction in station size equates to fewer dollars having to be spent to maintain a facility. Those dollars can then be applied to other systems or programs. This should lead to a new era of stations being built smaller and more technologically advanced than the current trend to keep building larger and larger stations in an effort to house everyone and to facilitate paper storage systems. This researcher suggests further study in this area.

All research indicates that, in fact, the role of law enforcement is evolving from what it used to be. Some of the evolution is driven by the fiscal situation of many agencies, but much of the change is being implemented by visionary individuals who have identified the need for change in the law enforcement community. This change translates into a role modification for most agencies. As with all changes, this will be a slow process and in some cases, painful for individuals and agencies. However, it is mandatory for survival. As previously stated, the maintenance of status quo in today's world is actually falling behind.

As stated by the International City Management Association: There is evidence that comprehensive programs are more likely to affect crime problems than single-strategy interventions are.

The results of this project developed the conclusion that the role of law enforcement is changing, that cooperative efforts and symbiotic relationships are a must for law enforcement and community survival, and that technological advancement is a must.

The information derived from this project serves to confirm that the role of law enforcement in the future will have the reactive and enforcement mode it currently contains but will be enhanced and driven by the new role as the facilitator for the community to create a better, safer, and more fiscally sound lifestyle for whatever community it operates within.

LETTER TO PARTICIPANTS

June 20, 1993

Participant
123 Street Address
City, State Zip Code

Dear Participant:

First, let me express my appreciation for you agreeing to be part of my project. This exercise is part of my Command College Independent Study Project. The Command college is a two year management program for California law enforcement. It is sponsored by *Peace Officers Standards and Training (POST)*. The Independent Study Project is comparable to a Master's thesis and the course is academically coordinated by Cal Poly Pomona.

The process I will be guiding you through is called a Nominal Group Technique (NGT) and resembles a formal brainstorming session. There will be individual and group thinking and decision making.

We will be convening on Tuesday, June 29, 1993 at 9:00 A.M. Please allow approximately four hours for the exercise. I will have rolls, coffee, tea and juice in the morning and will provide a deli-style lunch for all participants.

LOCATION:

Escondido Police Department
700 W. Grand Avenue
Second Floor - Emergency Operations Center

MY ISSUE:

What will the role of municipal law enforcement be in the community by the year 2003?

DEFINITIONS:

As we work through the NGT process, there will be two terms that will be used extensively.

EVENT   A single occurrence or episode that can be traced to a specific point in time. (Several like events over time create a trend). Example: Misdemeanor prisoners are no longer accepted for booking in county jails.

TREND   A series of events that are related, occur over time and can be forecasted. Example: Police are becoming more involved in community-oriented projects than specific enforcement activity.

Again, thank you for your participation and contribution to my project. If, for some reason, you will be unable to attend, or have any questions, please call me, 619-741-4700. I look forward to this being an exciting exchange of ideas and a productive exercise.

Sincerely,

Paul A. Stotesbury
Lieutenant, Investigations Division
Escondido Police Department

AGENDA

What will the role of municipal law enforcement be in the community by the year 2003?

NOMINAL GROUP TECHNIQUE

Paul A. Stotesbury
June 29, 1993

I.   Welcome

    a. Explanation of Command College

    b. Project description and examples

II. Introductions

III. Today's Exercise

    a. NGT

    b. Trends

    c. Events

IV. NGT Session - Trends

V.   Lunch

VI. NGT Session - Events

VII. Closing Remarks

WHAT IS THE NOMINAL GROUP TECHNIQUE (NGT)?

The Nominal Group Technique (NGT) is a small-group technique for achieving acceptable consensus on the answer to a single, usually two-part, question by a process that alternates private (individual) work and open discussion.

TREND

"A SERIES OF EVENTS BY WHICH CHANGE IS MEASURED OVER TIME"

In other words, a trend is a series of events that are related, occur over time and can be forecasted.

The trend should not include a predetermined measurement.

EVENT

"A DISCRETE, ONE-TIME OCCURRENCE"

In other words, an event is a one-time occurrence that can have an impact on the issue.

SOCIOLOGICAL

TECHNOLOGICAL

ENVIRONMENTAL

ECONOMICAL

POLITICAL

APPENDIX B

PANEL-GENERATED TRENDS

1. Law enforcement becoming involved in education (i.e., DARE, DUI)
2. Law enforcement charging for services (i.e., cost recovery for DUI report fees)
3. Law enforcement becoming more civilized
4. State reducing funding to cities and counties
5. Changing negative image of law enforcement to encourage public support and participation (i.e., through education)
6. Educate the press (i.e., ride-alongs)
7. Public perception of law enforcement's ability to deal with crime
8. The level of altruism in law enforcement
9. Technology for on-line computers/video in each unit
10. Government audit corps given increased authority
11. Increase level of civilian oversight of law enforcement and authority associated with that
12. Running law enforcement and government more like a business than a government
13. Demographics — aging population and crime changes
14. Period of great conflict of Hispanics and Whites
15. Transition of enforcement authority re: federal issues to state or local task force units
16. Method of collecting outstanding fees
17. Knowledge and awareness of cultural diversity by law enforcement managers
18. The level of accountability to the public and city government
19. Make better use of volunteers to interface with bicultural issues
20. Increase acceptance of prison labor (i.e., chain gangs)
21. Level of consolidation of principle law enforcement services
22. Revamp prison system (i.e. mandatory education, trade skills)
23. Gun control
24. The Anglo community will blame Latinos for economic turndown and increased crime
25. Limited sentence for incarceration — no jail space
26. High-tech partnerships
27. Level of cultural diversity in the area
28. Have downtown patrol walk part of their beat
29. Economic collapse of some major California county government
30. Increase level of firearms related violence (i.e., drive-bys, workplace, school)

31. Continue decrease of services provided
32. Increased selection process of new hires (i.e., matching requirements to desired outcome)
33. Hispanic/Latino groups will actively support prevention of illegal border crossing
34. Media exposing citizens to violence — desensitizes citizens
35. Society's inability to pay for services
36. Impact of community interest groups on law enforcement
37. Encourage and support the formation of self-policing groups in the Latino community
38. Computer/video linked education at home expands to elementary and secondary levels
39. Level of technology based property crime and the ability of municipal law enforcement to deal with it
40. Targeting enforcement/deploy through technology
41. Changes in leadership — more women and minorities in management
42. More neighborhoods will unite to rid their area of crime
43. The litigious nature and detrimental effect on individual involvement
44. Immigration to California
45. Changing social values
46. Cultural diversity training for law enforcement
47. New housing remains unaffordable for most
48. Level of terrorism . . . increase or decrease
49. Partnerships between business and law enforcement
50. Alternatives to bookings and prisons without walls
51. More mixed/multicultural families
52. Levels of/or alternate funding to law enforcement
53. Communities input re: law enforcement weapons
54. Suburban/urban violence for economic reasons
55. Criminal/decriminalize of present illegal drugs
56. Greater proportion of criminals will be from minority (i.e., Hispanic)
57. Day care at work sites increase
58. Video phones become common
59. Environmental restrictions cause major industry closure
60. Political assassination in USA
61. Redevelopment agencies applied to schools rather than businesses
62. Great gaps in education between Hispanic and Anglo groups
63. Level of unemployment
64. Changing education system

APPENDIX C

PANEL-GENERATED EVENTS

1. Rodney King
2. Earthquake greater 8.0 in Southern California
3. Mandatory use of non-lethal weapons only for law enforcement
4. Revolution in America
5. Federal Immigration Act 2000 (specific limitations on all immigration)
6. United States attacked by outside country
7. Federal government predominately liberal — police services restricted
8. Racial mix: 60% Hispanic, 30% Asian, 10% Other
9. Open United States/Mexico border
10. Government claims bankruptcy
11. Clinton resigns
12. National Peace Corps
13. Taxpayer revolt
14. County government dissolves into special districts
15. Road/Air vehicle used for workplace commute
16. Proposition process removed
17. Currency declared worthless
18. Regionalized government mandated by legislation
19. Directed enforcement prohibited
20. President assassinated
21. United States President with nonwhite or minority
22. United States troops deployed in Columbia
23. Catastrophic nuclear accident in Southern California
24. Social Security system collapses
25. One-week Stage 3 smog alert
26. Scientific breakthrough in drug addiction curbs
27. Cars declared illegal
28. Privatization of all police services
29. 90% of businesses patrolled by private security
30. Mexico revolution (in Mexico)
31. Civilian investigators increased

32. FBI dissolved

33. Cure for AIDS

34. Miramar selected as regional civilian airbase

35. All government info system unified

36. LAPD Assoc. splits along gender line

37. Juvenile justice system collapses

38. California splits N/S two states

39. Inexpensive desalinization process developed

40. Intro of nonlethal weapon for immediate disabling

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