

157059

157059

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

California Commission on Peace
Officer Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

STATE OF CALIFORNIA
DEPARTMENT OF JUSTICE
COMMISSION ON PEACE OFFICER STANDARDS
AND TRAINING
COMMAND COLLEGE CLASS XX

*"What will be the strategies
for enhancing the image of law enforcement
agencies by the year 2004?"*

By

Larry Gibbs
Sacramento Police Department
May 1995

20-0406

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

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

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

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

**©1995 by the
California Commission on Peace Officer
Standards and Training**

WHAT WILL BE THE STRATEGIES FOR ENHANCING THE IMAGE OF LAW ENFORCEMENT IN THE YEAR 2004?

Larry Gibbs Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1995. 125 pp.

Availability: Commission on POST, Center for Executive Development. 1601 Alhambra Blvd, Sacramento, CA. 95816-7053

Single copies free; Order number 20-0406.

National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, Maryland 20850.

Microfiche fee. Microfiche number NCJ 158059

Abstract

The research project examines future strategies that will enhance the image of law enforcement agencies by the year 2004. Described are strategies which address law enforcement's interaction with ethnically diverse communities, the role of technology in enhancing law enforcement's image and methods to improve public confidence. Community neighborhood associations, minority leaders, elected officials and police department staff are principal members of the strategic and transitional management plan. The creation of a professional marketing plan, community advisory board, technology innovations and project specialist are strategic components. In a futures study, a list of trends and events were developed by a panel of experts. The trends and events were used to create three futures scenarios. One "most likely" scenario describes the future state of the Sacramento Police Department.

STATE OF CALIFORNIA
DEPARTMENT OF JUSTICE
COMMISSION ON PEACE OFFICER STANDARDS
AND TRAINING
COMMAND COLLEGE CLASS XX

*"What will be the strategies
for enhancing the image of law enforcement
agencies by the year 2004?"*

JOURNAL ARTICLE

By

Larry Gibbs
May 1995
Sacramento Police Department

20-0406

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

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

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

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

**©1995 by the
California Commission on Peace Officer
Standards and Training**

JOURNAL ARTICLE

There are two driving forces which will increasingly influence law enforcement's public relations efforts. First, the fear of escalating crime rates, especially violent crime, will continue to raise doubt as to police effectiveness in providing adequate protection to its citizens. This condition will be exacerbated by current economic instability and future uncertainty in receiving necessary fiscal resources to keep pace with community needs. Second, rapid changes in the ethnic composition of California residents will further challenge the ability of law enforcement to meet the needs and expectations of an increasingly diverse population.

Essential to effective police/community interaction is the perception the public has toward its law enforcement agency. A community sense of security and well-being are inseparably connected to this perception. The study addresses the social, economic, and, in part, political issues which have the potential of impacting the future of law enforcement. The central theme of this report is not public perception, per se. Rather, the focus is to identify *what the strategies will be for enhancing the image of law enforcement agencies by the year 2004*. The issue was developed through extensive review of literature. Local

and national newspapers, trade journals, and selected books were the principal sources used to establish the issue statement.

As a related sub-issue, it will be necessary to explore *what management strategies will be used to influence public confidence toward law enforcement*. Regarding the topic of crime, law enforcement agencies throughout the State of California continue to experience seemingly uncontrollable levels of gangs, drugs and violent crime.

Sacramento, for example, reported a record number of homicides occurring within its city limits for the year ending 1993. ¹ Like other cities throughout the state and nation, Sacramento is plagued with a wave of violence that appears to show no signs of abating. Professor James Alan Fox, dean of the College of Criminal Justice at Northeastern University in Boston, attributes family dysfunction, violence in the media, availability of guns, and alienation from society as the principal causes. ²

According to F.B.I. statistics, there were 23,760 homicides throughout the United States in 1992. This number is expected to remain about the same for 1993. However, the rate of homicides for 1992 is more than double that of 1965. It has been reported that 1.7 million arrests were recorded in 1992, up from 1.6 million in 1982.³ There is a clear indication that those arrested are becoming increasingly violent. As noted in one report "The adult felony arrest rate rose 37.1 percent between 1982 and 1992."⁴ As noted by Professor Fox, "The really bad news is this is nothing compared to what we will see in the years ahead. It's going to be a lot worse." ⁵

Will record levels of crime and its damaging effect on people's lives become the foremost concern that society must face in the future? Moreover, has fear become the

prevailing public attitude toward the issue^o of crime? In a report released by California Attorney General Dan Lungren, sales of guns in the state reached record numbers for 1993. A total of 665,229 guns were purchased legally during the year, which reflect an 18.9 percent increase over the previous twelve month period. "Clearly, many thousands of Californians feel they are not adequately protected by law enforcement and need a firearm for security in their homes and businesses," Lungren said. ⁶

Is the need for citizens to arm themselves a reflection of their growing intolerance to accept the escalating rate of crime? Or, is it symbolic of a greater statement of their diminishing confidence in the ability of law enforcement to adequately protect them from the violence of everyday life? The riots in Los Angeles in the spring of 1992 and the more recent kidnap and murder of Polly Klaas in the small town of Petaluma has no doubt contributed to a greater sense of apprehension in the public's perception of law enforcement capabilities.

The economy and its effect on the ability of law enforcement to protect and serve has also influenced public attitude. California's economy has been hit particularly hard by the current recession. The day-to-day media reports of budget reductions in state and local government have added to the already heightened concern of fewer police officers and more crime. It could be argued that such thoughts lend themselves to the rationale that citizens will be compelled to take the matter of law enforcement into their own hands.

A second and equally important sub-issue is *how law enforcement will interface with diverse populations to enhance its image*. The future of California will be challenged with the dynamics of cultural diversity. The Immigration and Naturalization Service reports that

two years after Congress enacted the 1990 landmark Immigration Act, the United States admitted 810,635 legal immigrants, representing one of the largest one-year increases since the turn of the century. ⁷ The State of California was the recipient of 336,663 of the newcomers, or 41 percent. *USA Today* reports that there are an "...estimated 1.3 million undocumented immigrants living in California, flooding the state at a phenomenal rate of 100,000 a year." ⁸ California has emerged as an ethnically diverse population never before experienced in the United States. In the decade ahead, law enforcement must prepare itself to serve a community that is in a state of unremitting cultural evolution.

A third sub-issue will address *what will be the role of technology in enhancing the image of law enforcement*. The degree and effectiveness in which traditional police services are maintained, as well as technological approaches to address emerging problems, will continue to develop as critical issues for law enforcement. Public reaction to the real and perceived effectiveness of police operations, in light of dwindling resources, will continue to be an emerging issue for law enforcement. Technology may serve to be the principal means in effectively responding to these issues.

As evident in this introduction, the changing face of America and, particularly California, will add a new and dynamic dimension to the public perception of law enforcement. Each emerging culture within California brings its own expectation of police service, as well as its perspective of the role of law enforcement in its community. Police issues which are significant to the Vietnamese community may have much less relevance to the African-American community -- i.e., the need to recruit police officers who speak Vietnamese. The research indicates that multiple cultures within a given community will

require individualized responses to their needs and expectations.

In looking to the future, law enforcement must be prepared to respond to a changing diversity of ideas, beliefs and feelings from the communities they serve. The issue is what interactions between police and public result in the greatest damage to an agency's credibility with its citizens. Second, it must be asked in any future's orientation, what does the next decade hold for law enforcement as it relates to potential public exposure to negative perception? Last, what, if anything, must police agencies do to prepare for future social and economic conditions which may challenge their ability to attain high levels of credibility with their communities?

Public image is an essential component of any successful enterprise. The luxury of exclusive domain over law enforcement services does not relieve police departments from the need to responsibly market those services. As Robert D. Hisrich wrote in his book Marketing: "Marketing is a central and integrated part of society, and to some extent affects the lives of everyone... marketing is not an isolated function within a firm, but rather begins and ends in the changing external environment, starting with the idea for a product or service and finishing only when the consumer has had sufficient time for evaluation."⁹ To this end, law enforcement must look to the future to analyze and evaluate its relationship with the community it serves.

The strategies which police agencies use to promote their services will be an essential and integral component of any department's future. In an effort to determine the effect those strategies will have on shaping the future image of law enforcement there must be an exhaustive examination of this subject. The process used in this analysis involved a futures

study, strategic plan and transition management plan. The following is a discussion of that research.

THE FUTURE OF THE ISSUE

In an effort to further explore the trends and events related to the issue of enhancing the image of law enforcement, the Nominal Group Technique process (NGT) was utilized. A group of twelve panel members were asked to "brainstorm" the issue of **what the strategies will be for enhancing the image of law enforcement agencies by the year 2004.** They were selected based on one or more of the following criteria: expertise in the area of marketing, diversity of opinion, cultural perspective, and experience in innovative law enforcement programs. They ranged in profession from a prominent media executive to marketing specialists. Each panel member was chosen for their expertise in their respective fields with an emphasis on diversity of opinion.

The panel ultimately selected the following ten critical events which they identified as most likely to affect the future of the issue:

1. Development of "grass roots" community advisory board.
2. Watershed-massive civil unrest with widespread violence.
3. High level of negative media coverage involving a police incident/investigation (i.e. Dorothea Puente murder investigation).
4. Consolidation of all city/county government services.
5. Sensational crime occurs equal to the Polly Klaas homicide --results in mobilizing

local, state, and national attention toward addressing the crime issue.

6. A major incident occurs in which several police officers are slain in the line of duty.
7. A 3.2% growth rate occurs in the Sacramento area – infrastructure reaches capacity.
8. A local initiative passes that enables the city council to enact a benefit assessment district which will provide for additional police personnel and services.
9. A major media program that focuses on positive community interaction with the police.
10. Sacramento is recognized as a model for community oriented policing.

Trends - The panel developed an independent list of ten trends which they identified as having the greatest effect on the issue. The trends selected by the panel are as follows:

1. California will experience a level of cultural diversity. The senior population will be affected.
2. There will be access to information and communication through the use of interactive video.
3. There will be a level of polarization of the "have and have nots".
4. The public will depend on the visual media as their principal source of information.
5. Level/amount of law enforcement agency participation in youth initiatives. Law Enforcement will assume a leadership role in youth related activities.
6. Tensions emerge between minority groups with a level of factionalization. There will be a general lack of communication between the police and these groups.

7. Change in the family structure. Family values will be affected.
8. Law enforcement's acceptance that the community can "engineer" the policies and "culture" of police agencies.
9. Gangs and their related crimes, as well as physical blight, will be an issue (i.e. graffiti).
10. The issue of crime and its impact on society will become a problem.

Scenario - In the next phase of the research, the trends and events identified by the panel were used to create an alternative future scenario. The purpose of the scenario was to expand upon the causes and consequences of major developments and offer insight into probable futures. In analyzing the logical interaction of the identified events and trends a "most likely" scenario was produced. What follows is a "history" written from the perspective of the year 2004:

The Sacramento Police Department, under the leadership of a new police chief, had gained national recognition for its community oriented policing (COP) initiatives. In March of 1996 (event 10) the department received a national award presented by the U.S. Attorney General for its outstanding achievement in this area. The California Commission on Peace Officers Standards and Training (POST) adopted the Sacramento Police Department's model as a training standard for all agencies within the state. Of particular importance to POST was the positive contributions and leadership role the department had made toward youth outreach over the past several years (trend 5).

As with all good things there inevitably comes the bad. In July of 1999 (event 3) the

department also experienced one of their worst community relations incidents. A high ranking member of the department is arrested for embezzling a large sum of money from the narcotic fund. The police official had been a member of the department for nearly twenty years and was highly regarded by the agency. The visual media, which is now the principal media source used by the public (trend 4), presented a series of special reports featuring the department's failure to recognize and act on early indications of the police official's misconduct.

It was only through the positive efforts previously achieved through community oriented policing that this public relations nightmare was effectively halted in its early stages. Community outreach efforts were immediately set into action. The community advisory committee (event 1) that had been previously organized served a vital function in networking with their respective groups. The use of interactive technology that had been identified and developed through the department's technology committee was extensively used to provide the community with current status reports of the police department's response to these incidents.

Largely due to the aggressive efforts of the department's newly assigned marketing manager, a prime-time television drama featuring the Sacramento Police Department (event 9) aired in December 1999. The program had a very positive effect on influencing the public's perception of the department. It provided the agency with welcome national recognition with virtually no effort on the part of staff. More importantly, however, it required absolutely no investment of department resources in such fiscally conservative times.

In July of 2001 a new challenge confronted the police department – highways throughout the city reached their traffic volume capacity (event 7). The time needed for an officer to respond to priority calls was unacceptably high. Citizens and officers alike were delayed for hours in traffic jams. The department looked again to the technology committee as the only viable solution to the problem (trend 2).

Through the use of state of the art interactive video technology the department was able to provide immediate service to the public that was previously available only when officers were dispatched to the homes of citizens. The interactive video offered residents the opportunity to communicate with police officers and handle their service needs for all matters except emergency situations. The efficiency of this technology allowed field officers to be deployed throughout the city and available to respond only to emergency incidents.

It was two years later, in January 2003, that the most sensitive and emotional of all crimes hit Sacramento (event 5). A young child was kidnapped and brutally assaulted. The child survived the beating but had been injured so severely that she would never regain consciousness. The investigation lead to the arrest of a suspect who had been previously incarcerated three times for the same offense.

Community outrage over the senseless violence that had become part of everyone's daily life had reached a climax. Public confidence in law enforcement's ability to protect its citizens was again threatened. The citizens themselves began to take an active role in addressing their personal safety. Unlike previous years, this was not a token effort of a few, but rather a dramatic change in the "culture" of the community (trend 10).

Intolerance to crime became a community value that spread throughout every

neighborhood in the city. By November of that year community advisory boards (event 1) working in concert with the department's marketing project manager mobilized citizen action teams to patrol neighborhoods throughout the city. The result was significant reductions in crime and an enhanced quality of life for the residents of Sacramento.

It was the momentum and energy of this movement that led to an improved level of open communication between neighborhoods. The political special interest groups that had previously prevented alliances from developing between the community and the police were also overshadowed by a greater prevailing urgency to effectively deal with crime. As individuals became increasingly involved in their neighborhoods, they developed a heightened sensitivity and understanding of the problems faced by law enforcement. Through this partnership, the police and community established a foundation from which they would continue to work together with a shared purpose and understanding.

Strategic Planning

The organization used as the focus of this study is the Sacramento Police Department. It is an agency which has a total of over one-thousand employees, of which there are nearly six-hundred sworn police officers. The department is organized into four major divisions: Office of Operation, Office of Administrative Services, Office of Investigations, and Office of the Chief. The city of Sacramento is the capitol of California and has a resident population of nearly 400,000. It is a very ethnically diverse community with minority groups currently comprising 48 percent of the total population.

As the Sacramento community changes, so will the needs and priorities of its police department. Critical to this process will be the fundamental need to develop strategic initiatives which effectively market a positive law enforcement image. It is necessary to first analyze the dynamic inter-relationship of these issues and formulate from that analysis an implementation plan.

The process first begins with a mission statement which reads as follows:

The Sacramento Police Department is dedicated to fostering a high level of community confidence. Regardless if the community perceives crime as real or threatened, it is our goal that the community hold the police and their abilities in high regard. In fulfilling this mission, the Sacramento Police Department will strive to become the foremost leader in the State in technological innovation. The application of technology in the enhancement of communication between the police and the community will serve as a national model. Technology will facilitate greater police/community relations by creating new avenues of communication in which shared concerns, ideas, and solutions can be effectively managed.

The Sacramento Police Department will endeavor to promote a positive image with the minority community. It will be the goal of the Department to develop confidence within the minority community that the service they receive will be responsive and equitable. The Sacramento Police Department will be committed to serving the unique needs and concerns of the city's ethnically diverse population. It will be the goal of the Department to gain the public trust of the minority communities which will be equal that

expressed by the general population. The Department will strive to create a mutual sense of trust, support and common purpose that will prevail throughout the Sacramento community.

Environmental Analysis

To place into action the goals of the mission statement it was necessary to first analyze the environment which will directly affect its implementation. In conducting the analysis it was necessary to explore opportunities that support and promote the goals of the mission statement. Conversely, threats that impede or prevent its implementation were also examined. The process for identifying significant opportunities and threats principally focused on social, technological, and economic issues.

Threats:

Crime is reported to be the foremost concern of the American public. The overwhelming fear of becoming a crime victim seemingly crosses all socio-economic boundaries and has correspondingly raised anxiety levels throughout the Sacramento community.

It is also inevitable that our society will become increasingly reliant on technology. The proficiency levels necessary to fully utilize these systems will become difficult, if not impossible, to achieve for large segments of our community. Predictability, immigrant populations, as well as significant numbers of economically disadvantaged will experience greater difficulty in adapting to the complex world of technology.

From the economic perspective, the Sacramento Police Department has sustained

significant reductions in its base budget during the 1993-94 budget year. Shortfalls in city revenue have resulted in a 5.5 million dollar budget cut and the subsequent loss of 72 police officer positions.

Opportunities:

The response to these "threats" can be answered through a number of existing, as well as, future opportunities. With respect to the crime issue, the Sacramento Police Department has taken an aggressive posture in implementing the community oriented policing (COP) philosophy. For example, the success of the neighborhood beat officer program has drawn the attention of the media and has provided the department with much needed positive coverage. Technology will also afford the Police Department with the opportunity to provide greater service to the community through enhanced communication with limitless public relations potential. Technology of the future will be instrumental in delivering and promoting strategies which enhance law enforcement's image, as well as, providing immediate access to police services.

Lastly, the economic impact of budget reductions has compelled the Police Department's management staff to creatively identify new and more efficient programs for accomplishing goals. The restructuring of department resources has allowed officers and civilian personnel opportunities to attack neighborhood policing with new strategic approaches. The loss of fiscal resources has also created an environment in which there exists a tremendous potential to form new partnerships between the public and private sector.

Key Stakeholders - An implementation strategy requires the identification of key individuals or groups (stakeholders) that will have a principal role in plan development. The stakeholders include: the Chief of Police, Mayor and Council, rank and file officers, business community, City Manager, minority community, neighborhood associations, minority police officers associations, and the media.

Various assumptions were made with respect to each of the stakeholders. The Chief of Police, City Manager, rank and file officers, Mayor/Council, business community, and neighborhood associations, were identified as committed to the development of a long term marketing plan. They were viewed as unquestionably supportive of improving police/community relations and enhancing the public's perception of the police. The business community, minority police officer's association, and minority community were also supportive of the plan. There was, however, an assumption that specific strategies must be developed which provide resources that focus within these communities. The media stood alone as the only organization which would be seen as inconsistent in their support of police programs, and therefore unpredictable in their characterization of the department's strategic efforts.

Key Strategies Considered - To successfully adopt the goals identified in the Mission Statement, two essential strategies were examined. Both strategies were evaluated based on the following criteria: Desirability - short and long term, implementation feasibility, cost, community involvement, stakeholder support and public acceptance. The first was to *produce a ten-year strategic marketing plan which provides a detailed analysis and*

implementation model for the Sacramento Police Department. The second was to invest into technology which will enable the department to communicate with large segments of the population. It is evident that both strategies are interconnected and will be the basis for the development of an implementation plan.

Implementation Plan

In order to initiate a long-term strategic marketing plan several key concerns need to be addressed. In an era of competing priorities, support will need to be gained from both inside and outside the department. The public as well as the sworn and civilian staff of the department will need to endorse the plan. To support the program they must understand the need and often unrealized value of a marketing plan.

The marketing of the plan itself may be the first step in successful implementation. Fiscal concerns will also be an obstacle which must be addressed in gaining approval. The commitment to dedicate staff to develop the plan will also need to be decided in the early stages. Input related to plan implementation should be solicited throughout the community as well as within the department. Lastly, it is essential that the plan have a component which measures the relative success of the various strategies.

TRANSITION MANAGEMENT

The strategic plan was created for the purpose of identifying strategies used to enhance the image of law enforcement in the year 2004. The transition management plan is the process in which key strategies will be implemented over the course of the next

decade. It is the mechanism in which the Sacramento Police Department will transition from its current state to the future as envisioned in the previously described "most likely" scenario.

The strategic plan also identified several stakeholders who would have a significant role in influencing the adoption of identified strategies. The transition management plan identifies within those stakeholder's component of "critical mass". A "critical mass" is defined as those individuals or groups, who if they support the change it will be successful. Conversely, if they resist the change it will fail. For Sacramento this includes: Chief of Police, Mayor, police labor union president, City Manager, media, minority community, and neighborhood associations.

To simply identify stakeholders will not provide sufficient insight into the complex process which produces significant organizational change. To effectively address this concern it will be necessary to identify the individuals whose relationship, and often times personal commitment, will be vital to the outcome and direction of the plan. The analysis must take into consideration the dynamics of each stakeholder's interaction with other key members of the critical mass. It will also be necessary to evaluate the collective commitment of the stakeholders to achieve the desired results. The analysis of the stakeholder's ability to make change happen or prevent change from occurring will be essential to the evaluation process.

Critical Mass

First, there is the Chief of Police who is widely known in the community for his aggressive leadership role in the development of enhanced police/community interaction.

To make change happen the Chief of Police must assume an active role in advocating the urgent need for the development and implementation of a marketing plan. The Chief will, in fact, support credible efforts that may further develop police/community partnerships once he has been presented with logical and persuasive arguments as to his role in the process.

Next, the Mayor would be viewed as allowing change to occur. As the most powerful elected official within the City of Sacramento, his support for the plan would be critical to its success. The Mayor's endorsement to the city council and city manager's office would ensure a viable future for plan. If presented with a comprehensive analysis of the plan's community relations value and reasonably assured that the plan would, in fact, create a positive atmosphere between the police and the community, it would clearly gain his support.

The president of the Sacramento Police Officer's Association is identified in the category of blocking change. The police department, under the leadership of a new Chief has experienced significant change during the past year. The Police Association has been critical of many of the policies related to the various changes. However, once rank and file members of the department recognize that the plan would benefit labor goals, either directly or indirectly, they would take a relatively passive position. It is, therefore, necessary that the association president become an active participant in the early phases of program development to ensure that labor is appropriately represented.

The City Manager has taken a very aggressive leadership role in the reorganization of City services and would clearly endorse any department plan which serves to create

enhanced service to city residents. The Manager's role would also be critical in obtaining approval for resources necessary to effect change. To ensure acceptance the plan would need to be presented by the Chief and "project manager" as a continuation, or augmentation, of the already existing community oriented policing policy.

The local media, particularly the print media, often features stories related to organizational and management issues of the Sacramento Police Department. A significant change in operational styles, as would be the case in the marketing plan, would result in prominent coverage by the local media. Controversial elements of the plan would potentially be the focus of news reports. Therefore, media participation and support will be vital to its successful implementation. Ongoing dialogue between media representatives and police staff will be essential in providing them with accurate details related to program design.

There are numerous minority organizations throughout the greater Sacramento area. To achieve maximum results, it will be necessary to move the minority population of the city to become active participants in support of transition strategies. Significant elements of the plan specifically target the minority community and the active involvement of this population will be critical in realizing the plan's optimum benefits. Therefore, key representatives of the minority community should be encouraged by the Chief of Police to become participants in the early developmental stages of the plan. The perspective and needs of the minority community should be introduced as the basic methodology applied in program development. Early buy in from the minority leaders will be necessary if the plan is to move forward toward full implementation.

The neighborhood associations will generally allow change to occur. Although there are numerous associations throughout the City, their political influence is often compromised due to their lack of cohesiveness. A concern is that they often become adversarial following the implementation of significant change of police service. To address this issue and move neighborhood associations toward more active involvement in the early stages of the plan, it will be necessary for the Chief of Police to encourage representatives to provide input into the development of public relations strategies. The creation of community advisory groups would also serve to facilitate and foster ongoing communication.

TRANSITION MANAGEMENT STRUCTURE

In order to provide for a well planned and successful program to enhance law enforcement's image, it is necessary to first develop a transitional management structure. It will be the responsibility of the department's management team to identify and develop a process to move the Sacramento Police Department from its current state of a limited community relations effort to a strategic plan that evolves over the course of the next decade. A ten-year marketing plan will demand a significant commitment from the management staff of the police department. It will also require that the Chief of Police appoint a project manager.

The project manager may be either a civilian or sworn officer, but in either case must be equal to the rank of division manager. Within the Sacramento Police Department, the Captain responsible for the Planning and Research Division would be the appropriate position to assume the project manager role.

The Planning and Research Captain will also have sufficient authority to make change happen. He will be introduced as the Police Chief's representative in all matters related to the implementation of the marketing plan. He will essentially have the ability to direct policy on behalf of the Chief of Police.

The Chief of Police must also provide the project manager access to executive management meetings throughout the department. He must also have direct and immediate access to the Chief as well as to the Deputy Chiefs. Equally important, the project manager must be given the authority to freely interact with the Mayor, Council and City Manager's Office. The neighborhoods, business and minority communities should all be given a status of high priority by the project manager.

TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

During the early phase of the program the project manager and key members of his support staff must receive training in the technical skills necessary to begin the process of implementation. The project manager must be specifically introduced to a comprehensive educational program that provides him with an academic basis from which he will begin developing a marketing plan.

A commitment to consultation services will also be an essential element of the initial phase of this process. Consultants who have a demonstrated history of developing successful marketing plans will assist the project manager in areas where expertise is absent within the department's staff.

Early attention must also be directed toward addressing the apprehension and anxiety

which will predictably occur both in the community and within the department. The individuals and groups previously identified as "critical mass" must be the focus of an educational campaign at the onset of the program. An ongoing communication mechanism must be developed which affords members of the "critical mass" access to information pertaining to the marketing program.

Lastly, a technology committee would be formed to research existing and future technologies which will be used to achieve identified goals. The committee would be chaired by the project manager and comprised of selected department representatives, as well as technical experts from the private sector. The group will be tasked with developing the technological component of the marketing plan. It will ensure that available technological resources are redirected to support implementation goals. It would also offer a future scenario of technologies that will support the long-term objectives.

CONCLUSION

The development of a positive relationship with the community should not be left to chance. Essential to effective police/community interaction is the perception the public has toward its law enforcement agency. A community's sense of security and well-being are inseparably connected to this perception. To effectively respond to the changing forces within the Sacramento community, the department must be pro-active in its approach to community relations. The public's increasing fear of crime, the uncertainty of the economy and the changing face of America are critical issues of today that will inevitably shape the future of the next decade.

The "most likely" scenario demonstrated the variety of interesting futures that would significantly effect the direction in which the Sacramento Police Department approaches its use of strategies. It provided an opportunity to envision a logical scenario that emanates from the interaction of diverse outside influences. In doing so, it painted a picture from which a series of anticipated events and trends may be effectively managed. It also demonstrated the value for fostering close relationships with the public, as well as creating mechanisms to ensure communication networks exist between the police and the minority community.

Several strategies were identified in which, if implemented, will have a positive effect on influencing the public's current and future perception of service delivery:

- A project manager will be appointed that will have an instrumental role in providing community members, civilian and sworn personnel, and city staff with accurate and immediate responses to program developments.
- Development of a mission statement which identifies attaining a high level of public confidence as an essential goal for the year 2004. It would be the foundation for ensuring the success of community oriented policing and serve to promote a greater sense of well being throughout an increasingly diverse community.
- The creation of a ten year strategic plan which will serve as a road map in defining the future state of the Sacramento Police Department. The active participation of key members of the community, Police Department, and local government in the development of the strategic plan will be crucial to its success.
- Key Stakeholders are critical to the implementation of the strategic plan and will be

the focus of an educational and promotional campaign at the onset of the program. Special attention will be directed at the media who has a key role in the delivery of vital information to the community.

- Technology will have an ever-expanding role in achieving the Police Department's desired goals. It will afford the Department opportunities to deliver the public relations strategies to the often difficult to reach populations. Existing technologies may be immediately incorporated in the marketing plan while developing technologies will be essential in deciding future strategies.

It was also revealed that there is a need to produce a foundation from which further analysis may be conducted in identifying future law enforcement strategies. In preparing for the future it will be necessary to continue to examine the role of technology in the delivery of components within the marketing plan. Opportunities in the areas of telecommunication and automation may prove to be valuable assets in addressing future communication and service delivery needs. Finally, police agencies must respond to the challenge and demands of their communities as populations continue to change. The demographic forecasts of today will continue to be affected by the social and political climate of tomorrow. Future events and trends will undoubtedly change the composition of populations in the years ahead. With this change will come the need to further explore the police service needs of the future.

END NOTES

1. Hubert, Cynthia, "Homicides; City's Deadliest Year", Sacramento Bee, January 2, 1994, Metro Section, page 1.
2. Furillo, Andy, "As Capitol Tops Slaying Record, Experts See Bloodier Future", Sacramento Bee, December 17, 1993, Front Section, page A1.
3. Kinsells, Kathleen, Public Safety: Regional Crime Rates: Trends Emerging in the Sacramento Region, 1994, page 86.
4. Ibid.
5. Ibid., page 1.
6. Furillo, Andy, "Californians Arming Selves at Record Rate", Sacramento Bee, January 7, 1994, Front Section, page A1.
7. "Big Surge in 1992 Legal Immigration", Sacramento Bee, December 14, 1993, Front Section, page A3.
8. El Nasser, Haya, 'High Tide of Immigration Overwhelms USA', USA Today, July 15, 1993, Front Section, page 8A.
9. Hisrich, Robert D., Marketing, New York: Barron's, 1990.

TABLE OF CONTENTS

LIST OF ILLUSTRATIONS	iv
-----------------------------	----

SECTION I – PROJECT BACKGROUND

Introduction	1
The Issue and Sub-issues	9

SECTION II - FUTURES STUDY, DEFINING THE FUTURE

Preparation and design	12
Defining the Issue and Sub-issues	14
Trend and Event Development	15
Nominal Group Technique - Panel Participants	15
Nominal Group Technique - Exercise Activities	19
Event Nomination and Evaluation Work by Panel Members	20
Event Evaluation	23
Trend Nomination and Evaluation Work by Panel Members	34
Trend Evaluation	36
Cross Impact	47
Scenarios	51
Conclusion of Futures Study	62

SECTION III - STRATEGIC PLANNING AND MANAGEMENT

Introduction	64
Organizational Description	65
Mission Statement	65
Situational Audit	67
Environmental Assessment	67
Organizational Analysis	73
Organizational Structure	74
Workforce Diversity	75
Public Relations	76
Technology	78
Stakeholder Analysis and Identification	79
Developing Alternative Strategies	83
Analysis Criteria	85
Implementation Plan	97

SECTION IV - TRANSITION MANAGEMENT

Introduction	101
Key Player Identification	103
Commitment Analysis and Plan	105
Transition Management Structure	115

Technologies/Techniques to Support Implementation	116
Transition Management Plan	119
 <u>CONCLUSION</u>	 122
 <u>APPENDICES</u>	
A - N.G.T. Panelist Information Packet	128
B - N.G.T. Panel Proposed Events	131
C - N.G.T. Panel Proposed Trends	135
D - SIGMA Computer Generated Scenario	139
 <u>BIBLIOGRAPHY</u>	 141
 <u>ENDNOTES</u>	 143

LIST OF ILLUSTRATIONS

TABLES

1. Event to Event Cross Impact 47

GRAPHS

1. Event 1 24
2. Event 2 25
3. Event 3 26
4. Event 4 27
5. Event 5 28
6. Event 6 29
7. Event 7 30
8. Event 8 31
9. Event 9 32
10. Event 10 33
11. Trend 1 37
12. Trend 2 38
13. Trend 3 39
14. Trend 4 40

15.	Trend 5	41
16.	Trend 6	42
17.	Trend 7	43
18.	Trend 8	44
19.	Trend 9	45
20.	Trend 10	46

CHARTS

I.	Futures Wheel	11
II.	Flow Chart	13
III.	Final Cross Impact Probability	48
IV.	Assumption Mapping	100
V.	Commitment Planning Chart	106

Section I: INTRODUCTION

There are two driving forces which will increasingly influence the public relations efforts of law enforcement. First, the fear of escalating crime rates, especially violent crime, will continue to raise doubt as to police effectiveness in providing adequate protection to its citizens. This condition will be exacerbated by current economic instability and future uncertainty in receiving necessary fiscal resources to keep pace with community needs. Second, rapid changes in the ethnic composition of California residents will further challenge law enforcement ability to meet the needs and expectations of an increasingly diverse population.

Essential to effective police/community interaction is the perception the public has toward its law enforcement agency. A community sense of security and well being are inseparably connected to this perception. The following pages relate to the social, economic, and, in part, political issues which will affect law enforcement's future. The central theme, however, of this report is not public perception, per se. Rather, the focus is to identify *what the strategies will be for enhancing the image of law enforcement agencies by the year 2004.*

As a related sub-issue it will be necessary to explore *what management strategies will be used to influence public confidence toward law enforcement.* Regarding the topic of crime, law enforcement agencies throughout the state of California continue

to experience seemingly uncontrollable levels of gangs, drugs and violent crime.

Sacramento, for example, reported a record number of homicides occurring within its city limits for the year ending 1993.¹ Like other cities throughout the state and nation, Sacramento is plagued with a wave of violence that appears to show no signs of abating. Professor James Alan Fox, dean of the College of Criminal Justice at Northeastern University in Boston, attributes family dysfunction, violence in the media, availability of guns, and alienation from society as the principal causes.²

According to F.B.I. statistics, there were 23,760 homicides throughout the United States in 1992. This number is expected to remain about the same for 1993. However, the rate of homicides for 1992 is more than double that of 1965. It has been reported that 1.7 million arrests were recorded in 1992, up from 1.6 million in 1982.³ There is a clear indication that those arrested are becoming increasingly violent. As noted in one report "The adult felony arrest rate rose 37.1 percent between 1982 and 1992."⁴ As stated by Professor Fox, "The really bad news is this is nothing compared to what we will see in the years ahead. It's going to be a lot worse."⁵

Will record levels of crime and its damaging effect on people's lives be the foremost concern that we as a society must face in the future? Moreover, has fear become the prevailing public attitude toward the issue of crime? In a report released by California Attorney General Dan Lungren, sales of guns in the state reached record numbers for 1993. A total of 665,229 guns were purchased legally during the year,

which reflects an 18.9 percent increase over the previous twelve-month period. "Clearly, many thousands of Californians feel they are not adequately protected by law enforcement and need a firearm for security in their homes and business." Lungren said. ⁶

Is the need for citizens to arm themselves a reflection of their growing intolerance for the escalating rate of crime in their communities? Or, is it symbolic of a greater statement of their diminishing confidence in law enforcement ability to adequately protect them from the violence of everyday life? The riots in Los Angeles in the spring of 1992 and the more recent kidnap and murder of Polly Klaas in the small town of Petaluma has no doubt contributed to a greater sense of apprehension in the public perception of law enforcement capabilities.

The economy and its affect on law enforcement's ability to protect and serve are directly related. As was the case with the Sacramento Police Department, budget reductions during 1994 resulted in the loss of seventy-three sworn police officers. California's economy has been hit particularly hard by the current recession. The day-to-day media reports of budget reductions in state and local government have added to the already heightened concern of fewer police officers and more crime. It could be argued that such thoughts lend themselves to the rationale that citizens will be compelled to take the enforcement of laws into their own hands.

California again faces another year of predicted revenue shortfall. For the fourth straight year, the state will be confronted with a budget deficit. The

Commission on State Finance reports that the 1994-95 budget is estimated to be \$3.8 billion short of necessary revenue. The commission predicts that the deficit could potentially swell to over \$5.6 billion if the economy doesn't begin recovery during the latter half of the year. There are also critical court cases contesting school budgeting methods and tax policies which could adversely affect the already existing shortfall. The state forecasters expect an even greater deficit for the 1995-96 budget year.⁷ This will be largely the result of increased demand for public services and the need to respond to deferred cost from previous budgets.

In Governor Pete Wilson's State of the State address on January 5, 1994, he spoke of future priorities in light of budget restraint and rising social disorder. Wilson cited "new jobs and safe streets are the twin pillars on which we must build California's future", and "...we must first reclaim our communities from violent crime - house by house, street by street, in each neighborhood of every town and city of California."⁸ As a demonstration of public outrage or perhaps due to the growing fear of crime, there has been recent success in replenishing funds lost to recent budget cuts. As a measure to preserve their quality of life, California voters approved Proposition 172, which extended the statewide half-cent sales tax to pay for public safety.

A second and equally important sub-issue is *how will law enforcement interface with diverse populations to enhance its image*. The future of California will be challenged with the dynamics of cultural diversity. The Immigration and

Naturalization Service reports that two years after Congress enacted the 1990 landmark Immigration Act, the United States admitted 810,635 legal immigrants, representing one of the largest one-year increases since the turn of the century.⁹ The state of California was the recipient of 336,663 of the newcomers, or 41 percent. *USA Today* reports that there are an "...estimated 1.3 million undocumented immigrants living in California, flooding the state at a phenomenal rate of 100,000 a year."¹⁰

Communities that are rich in cultural diversity bring with them the issue of a multi-language society. From 1987 to 1992 the number of students in California of Spanish heritage who were identified as having difficulty speaking English rose 84 percent. Vietnamese-American students during the same period of time rose 46 percent.¹¹ The U.S. Census Bureau reports that in California, 8.6 million people - approximately one-third of the state's population - communicates in a non-English language while at home. Americans are increasingly conversing in a broad range of languages with the greatest increases in Spanish, Chinese, Tagalog, Korean and Vietnamese.¹²

California has emerged as an ethnically diverse population never before experienced in the United States. In the decade ahead, law enforcement must prepare itself to serve a community that is in a state of unremitting cultural evolution. To effectively communicate and serve a community with diverse values, customs, and beliefs will be a formidable challenge for police agencies in the next decade.

A third sub-issue will address *what will be the role of technology in enhancing the image of law enforcement*. The degree and effectiveness in which traditional police services are maintained, as well as technological approaches to address emerging problems, will continue to develop as critical issues for law enforcement. Public reaction to the real and perceived effectiveness of police operations, in light of dwindling resources, will continue to be an emerging issue for law enforcement. The future of technological advances will provide police agencies the opportunity to effectively respond to these issues.

As evident in this introduction, the changing face of America and particularly California will add a new and dynamic dimension to the public perception of law enforcement. Each emerging culture within California brings its own expectation of police service, as well as their perspective of law enforcement's role in their community. Police issues which are significant to the Vietnamese community may have much less relevance to the African-American community – i.e. the need to recruit police officers who speak Vietnamese. The research indicates that multiple cultures within a given community will require individualized responses to their needs and expectations. As we look to the future, law enforcement must be prepared to respond to a changing diversity of ideas, beliefs and feelings from the communities they serve.

The uncertainty of future economic conditions further complicate and frustrate law enforcement ability to effectively respond to service delivery expectations. As

previously stated in this report, economic conditions in California will continue to be a critical issue for law enforcement agencies in the years ahead.

It could be said that by virtue of law enforcement role in society, there will always be a high propensity for negative public perception. As a case in point, the homeless population has emerged as a serious police issue. Currently there is an estimated 300,000 homeless persons living in California. In Sacramento County alone, there are reported to be 3,000 homeless men, women and children.¹³ Police departments have increasingly found themselves enforcing unpopular laws against homeless persons. Often following the mandate of local ordinances prohibiting make-shift camps, as well as public health violations, the police find themselves the target of public anger and hostility.

The homeless issue, as an example, demonstrates the "dammed if you do – dammed if you don't" dilemma that is intrinsic to police agencies. The greater issue is not whether adverse public perception exists, but to what degree it exists, and what interactions between police and public result in the greatest damage to the agency credibility with its citizens. Second, it must be asked in any future orientation, what does the next decade hold for law enforcement as it relates to potential public exposure to negative perception? Last, what, if anything, must police agencies do to prepare for future social and economic conditions which may challenge their ability to attain high levels of credibility with their communities?

At a more local level, Sacramento has experienced increased levels of community

concern and dissatisfaction with law enforcement. In 1993, one of the first actions of the newly elected City Council was to create a Neighborhood and Public Safety Issues Committee. One of the principal roles of the committee was review the administrative and operational functions of the local police department. During 1995 the committee was very active in conducting a series of meeting in which they questioned the police department's effectiveness in their community oriented policing efforts. Other areas of concern to the committee included community outreach, service to citizens, and personnel deployment strategies.

At the direction of newly appointed Police Chief Arturo Venegas, a series of eleven community forums were held at locations throughout Sacramento. The forums were well attended with over 1500 citizens participating at the various locations. At each meeting police officers asked community members what their principal concerns were as residents of the City. A prevailing concern over lawlessness emerged throughout the discussions. The problem most identified by those in attendance was the fear of increasing levels of crime in their neighborhoods. Gangs, drugs, and violent crime were all listed as chief concerns. The community reiterated throughout the sessions that the current standard of police protection was clearly inadequate.

Since 1971, the Sacramento Police Department's Internal Affairs Section has investigated citizen complaints regarding police department personnel or policies. Statistical information is collected each year by this unit to determine the number citizen complaints received annually. It was noted in the 1994 data that citizen

complaints increased over 23% from the previous year. Although it may be difficult to identify the exact cause of the increase, it does suggest that citizens are expressing increased concern over police service.

In a continued effort to foster improved communication between the police and the community, the Sacramento Police Department recently formed the Sacramento Police Advisory Council. The council was created as a mechanism to advise and consult police officials on matters related to police/community relations. It was recognized by the police department that there was a need to obtain input from the community and that existing communication was insufficient.

THE ISSUE AND SUB-ISSUES

In addressing these questions the following principal issue will be examined: What will be the strategies for enhancing the image of law enforcement agencies by the year 2004? Additionally, the following three sub-issues will also be explored in this study:

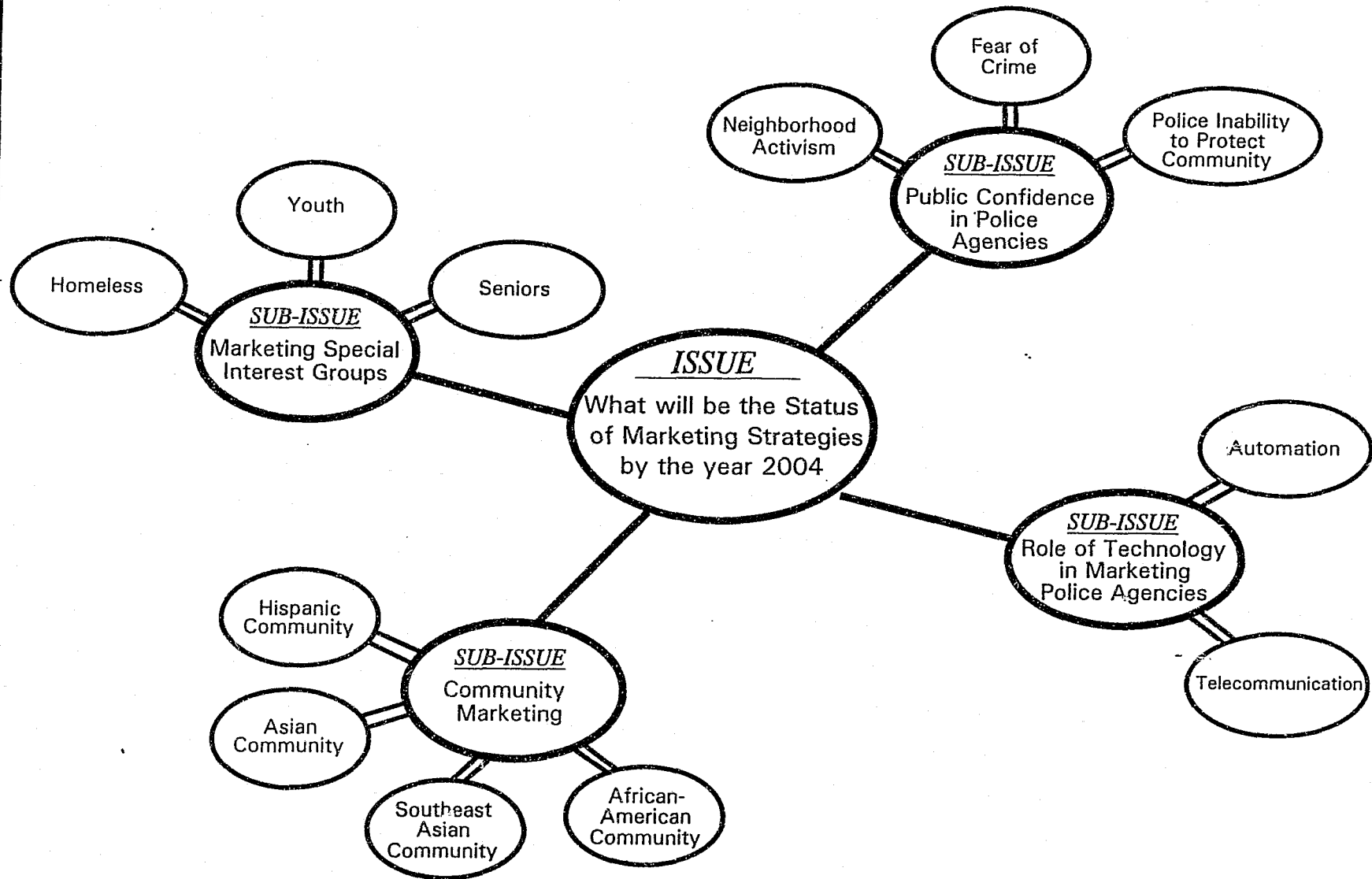
1. What management strategies will be used to influence public confidence toward law enforcement?
2. How will law enforcement interface with diverse populations to enhance its image?
3. What will be the role of technology in enhancing the image of law enforcement?

The issue and sub-issues were developed through extensive review of literature. Local and national newspapers, trade journals, interviews with persons involved with these issues and selected books were the principal sources used to establish these statements. The attached futures wheel illustrates the main issue and related sub-issues which will be considered for this study. (Figure 1)

Enhancing the image of an organization is an essential component of any successful enterprise. The luxury of exclusive domain over law enforcement services does not relieve police departments from the need to responsibly develop and promote those services. To this end, law enforcement must look to the future to analyze and evaluate its relationship with the community it serves.

It will be necessary to explore what effect, if any, strategies adopted by police agencies may have on enhancing their image and marketing their services. It is the purpose of this study to research strategies which may enhance the image of law enforcement in the years ahead. The Nominal Group Technique (NGT) process, cross impact analysis, and scenario analysis will be used to further explore this issue.

FUTURES WHEEL



Futures Wheel (Figure 1)

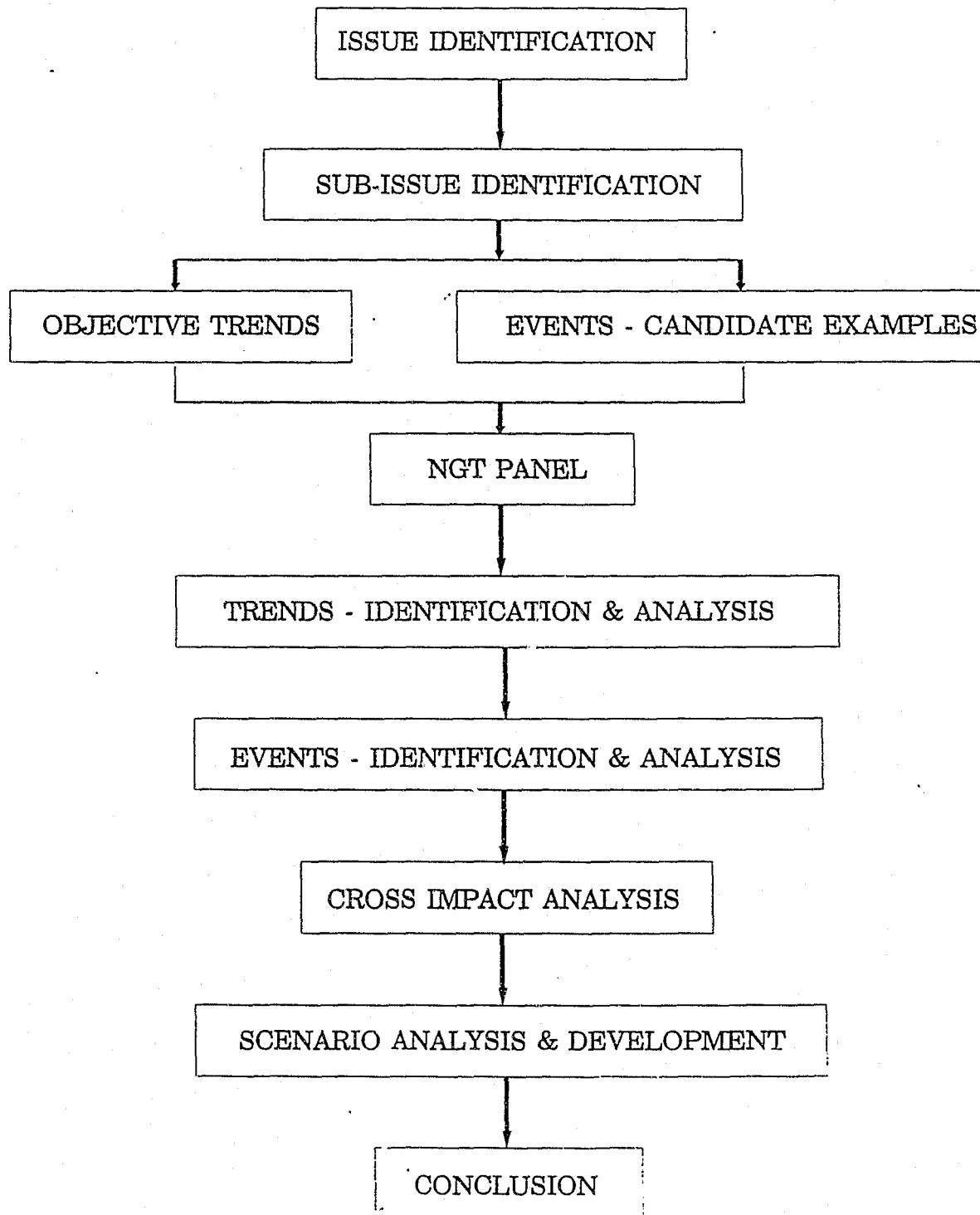
SECTION II - FUTURES STUDY

PREPARATION AND DESIGN

To further analyze the issue and sub-issues identified in the introduction, the following futures study was prepared. The principal method used in conducting the study involved the Nominal Group Technique (NGT) and modified delphi process. It was through these processes that a list of trends and events were identified for further analysis.

To clarify the interconnecting activities utilized throughout the study, a flow chart was developed. It is the function of the flow chart to illustrate the process necessary in obtaining and evaluating data related to the issue of "what will be the strategies for enhancing the image of law enforcement agencies by the year 2004". The arrows indicate the progression of the futures study report, beginning with issue identification and ending with a conclusion. (Figure 2)

FLOW CHART (Figure 2)



DEFINING THE ISSUES AND SUB-ISSUES

The sub-issues are inter-connected to the central theme of this study. Each has a direct relationship to the issue of strategies that may enhance the image of law enforcement. The sub-issues focus on three related topics which largely influence the image of police agencies: cultural diversity, public confidence and technology.

As previously noted, there exists a rapid escalation in the ethnic diversity of our nation. This change in demographics is especially evident in the State of California. The reports also indicate that communities are increasingly losing confidence in law enforcement's ability to effectively protect its citizens. This was dramatically depicted in news accounts of armed Korean merchants defending their stores during the Los Angeles riots, emanating from the Rodney King incident.

As we look to the decade ahead, technology will emerge as another potential problem which law enforcement must address in accomplishing its public safety mission. Yet, it may also serve to resolve many of the concerns of today, as well as those of the future. Thus, it is the purpose of this study to add further understanding of the above issue and sub-issues.

TREND AND EVENT DEVELOPMENT

The Nominal Group Technique (NGT) was selected for its advantages in providing a process which is extremely efficient in producing ideas, ensuring opportunities for all members of the group to equally participate, and is well received by the participants. The objective of the NGT was to forecast trends and events relative to the subject of enhancing law enforcement image, as well as collect data needed for further study using the delphi process and cross impact analysis.

Information was provided to each member including a list of other participants, as well as definitions of the terms "events" and "trends" as described in the literature produced by The Policy Analysis Company. (Appendix A)

Included with these definitions were examples of a law enforcement trend and event. The trend example described excessive force complaints against police officers, more than doubling over a two-year period of time. Identified as an event, the Sacramento Police Department implements a non-pursuit policy from which officers are no longer authorized to engage in vehicle pursuits. The panel members were also requested to develop their own list of trends and events, and to bring this information to the NGT exercise.

NOMINAL GROUP TECHNIQUE - PANEL PARTICIPANTS

The panel members were selected based on one or more of the following criteria: expertise in the area of marketing, wide range of opinions concerning

police service, and experience in innovative law enforcement programs. Each participant had demonstrated the ability to be creative in the development of policies and programs within their respective fields. Special attention was given to selecting panel members who would offer a wide range of diverse opinions. An effort was made to ensure that a variety of cultural perspectives was represented in the group.

Finally, the private sector participants also consisted of individuals who had a demonstrated history of success within their respective areas. They were all intimately knowledgeable of contemporary strategies and had employed these strategies successful throughout their professional careers.

Linda Birner is the founder and publisher of Mom Guess What, a gay and lesbian newspaper which has a circulation of over 100,000 readers. Ms. Birner has also served on the Sacramento Fair Housing and Human Rights Commission. She is active in numerous local organizations, including the River City Democratic Club and the National Organization of Women (NOW). Ms. Birner attended the Sacramento Police Department's first citizens academy, which is a 13-week program that familiarizes citizens with police issues and services.

Ron Carrera is a Captain with the Sacramento Police Department. He is a former Command College graduate who is currently in command of the Staff Services Division within the Office of Administrative Services. He has extensive experience in strategic planning, community oriented policing, the nominal group technique

process, and crime prevention. Captain Carrera chairs a variety of committees related to staff functions, including the technology committee. This committee is responsible for developing the strategic plan for all technological needs for the Department.

Michael Heenan is the Public Information Officer for the Sacramento Police Department. He functions as the Police Department's liaison with the media. He interacts daily with the print and visual media, providing timely information in response to their inquiries. In this capacity, he has the responsibility for ensuring that a positive image is conveyed to the various sources. Prior to his tenure with the police department, Mr. Heenan was employed as an editor and a reporter for the Sacramento Union.

Jon Kelly is a prominent local businessman who has ownership in a local bank, as well as Kelly Broadcasting (KCRA-TV). KCRA has the largest audience of any television station within the greater Sacramento area. Mr. Kelly is the founder of the Safe Streets Program which is a partnership of the public and private sectors in collaboration with neighborhoods against crime. Mr. Kelly has a prominent leadership role within the business community in mobilizing efforts to combat crime.

Virginia Kidd is a professor of Communications Studies at California State University, Sacramento. Professor Kidd became actively involved with the Sacramento Police Department in the summer of 1993 when she conducted a series of focus groups based on the police department's community forums. In her study she examined the perceptions and insight of both police and community participants

of the forums. Her analysis revealed several key recommendations which were later adopted for future forums.

Hung Le was employed for eight years as a field representative for State Assemblyman Phil Isenberg. He is also a member of the Safe Streets Program. Mr. Le is actively involved in the Southeast Asian community and has been instrumental in organizing numerous activities supporting Southeast Asian interest. He is well known and respected throughout the Sacramento area for his expertise and knowledge of the various Southeast Asian cultures.

Joe Marsalla is a Sacramento business executive currently employed by the Sacramento Sports Association. His position within this organization is Vice-President of sales for the Sacramento Kings Basketball team. He also manages matters related to sales for other events which occur at Arco arena. Formerly, Mr. Marsalla assumed the task of Vice-President for the Sports Association.

Scott Rose is an account representative for Runyon, Saltzman, and Einhorn, Inc., which is one of the largest and most influential public relations firms in the Sacramento area. Mr. Rose specializes in the area of government affairs, state associations, and land use issues. Prior to his employment with Runyon, Saltzman, and Einhorn, Mr. Rose worked as staff support for the California State Legislature.

Steve Segura is a captain with the Sacramento Police Department. He has worked in the development of the police role in the revitalization of drug and gang infested neighborhoods. He spearheaded the development of the Police Departments

problem oriented policing program. Captain Segura has been recognized for this effort by the national Police Executive Research Forum, and he has been an instructor at the National Problem Oriented Policing Conference. His experience includes a one-year fellowship with the California Department of Justice, Crime Prevention Center, and he is a training advisor to the California Commission on Police Officer Standards and Training (POST).

Richard Shiraishi is a lieutenant with the Sacramento Police Department. He is the section commander of the newly created Youth and Community Services Section, which provides programs and services for youths. By involving the neighborhoods and business community in partnerships, he has been successful in establishing neighborhood police resource centers. Lieutenant Shiraishi is an active participant in asian issues throughout the Sacramento area and is the president of the Northern California Asian Police Officers Association (Sacramento Chapter).

NOMINAL GROUP TECHNIQUE EXERCISE ACTIVITIES

The writer of this paper was assisted by three people in administering the NGT exercise. They included Deputy Chief Matt Powers (facilitator) and Lieutenant Jeff Gibson, both of the Sacramento Police Department and current students of the Peace Officers Standards and Training Command College. Administrative Analyst Glenda Lee, supervisor of the Program Development Unit of the Sacramento Police Department, also provided critical support to the process.

The NGT began with the author providing a general overview of the issue and a statement emphasizing the importance of the subject. Deputy Chief Powers followed by describing the sequence of events which would occur throughout the session. Each panelist was asked to introduce themselves and provide a brief history of their professional experience. They were then asked to review the materials that had been placed at their seating locations. Each person had been given forms provided by The Policy Analysis Co. which would later be used to evaluate trends and events.

EVENT NOMINATION AND EVALUATION WORK BY PANEL MEMBERS

Following further discussion and a brief reiteration of the definition of an event, the group was asked to independently identify a list of events. To begin the work the panel was asked the following question:

What events will effect the status of strategies for enhancing the image of law enforcement agencies by the year 2004?

Once the participants had completed recording their events, they were asked to present their nominations to the group. Each event identified by the group was numbered and displayed on easel paper for everyone to view. If there was a need for clarification, the participants were asked to provide further explanation. This exercise resulted in generating a total of 38 nominated events. (Appendix B)

The panel was instructed to evaluate the nominated events and vote on the ten most important events which would have an effect on the proposed issue. To ensure

that the votes of the panel were anonymous, all of the participants were asked to record their votes on 3X5 cards. The cards were later collected and used to tally the ten events with the largest number of votes. The voting resulted in the selection of the following top ten events:

1. Development of "grass roots" community advisory board.
2. Watershed-massive civil unrest with widespread violence.
3. Negative media coverage involving a police incident/investigation (i.e. Dorothea Puente murder investigation).
4. Consolidation of all city/county government services.
5. Sensational crime occurs (equal to the Polly Klaas homicide) and results in mobilizing local, state, and national attention toward the crime issue.
6. A major incident occurs in which several police officers are slain in the line of duty.
7. A 3.2% growth rate occurs in the Sacramento area – infrastructure reaches capacity.
8. A local initiative passes that enables the city council to enact a benefit assessment district which will provide for additional police personnel and services.
9. A major media program that focuses on positive community interaction with the police.
10. Sacramento is recognized as a model for community oriented policing.

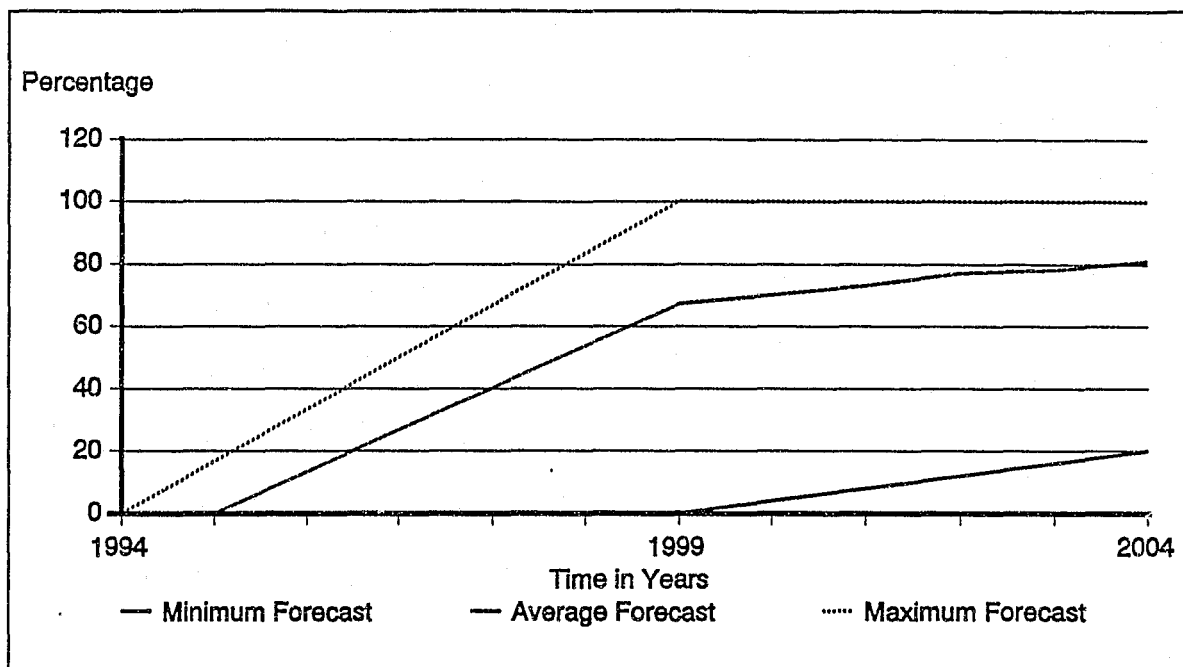
Using The Policy Analysis Co. "Event Evaluation Form" the panel was instructed to individually complete the form and provide the following information:

- 1) The probability of the event occurring ten years from now.
- 2) The probability of the event occurring five years from now.
- 3) The number of years until the event probability first exceeds zero.
- 4) Rank the negative and/or positive impact of the event on the issue using a range of 0 to 10 (with ten described as the most impact).

EVENT EVALUATION

The following is an analysis of the ten events selected by the NGT panel. A graph illustrating the probability of each event at five and ten years was prepared with narrative explanation. Also included is the average projected year that the probability of the event first exceeded zero. The data provided by the panel reflected a wide range of equally diverse responses. Since the responses did not reflect extremes, a statistical average was employed to identify results. A range of 0 (low) to 10 (high) was depicted as the average positive or negative impact of each event. The use of upper and lower mean deviation from the median value softens the possibility of a single individual, or small group on the delphi panel, from skewing the data. This process was used on all graphs even though there may have been a close consensus on the issue. Again, the significance of the results is explained in the discussion below each graph.

EVENT 1: Development of "grass roots" community advisory boards.



Negative Impact: 2.8

Positive Impact: 7.0

Average year of event exceeding zero - 1.0

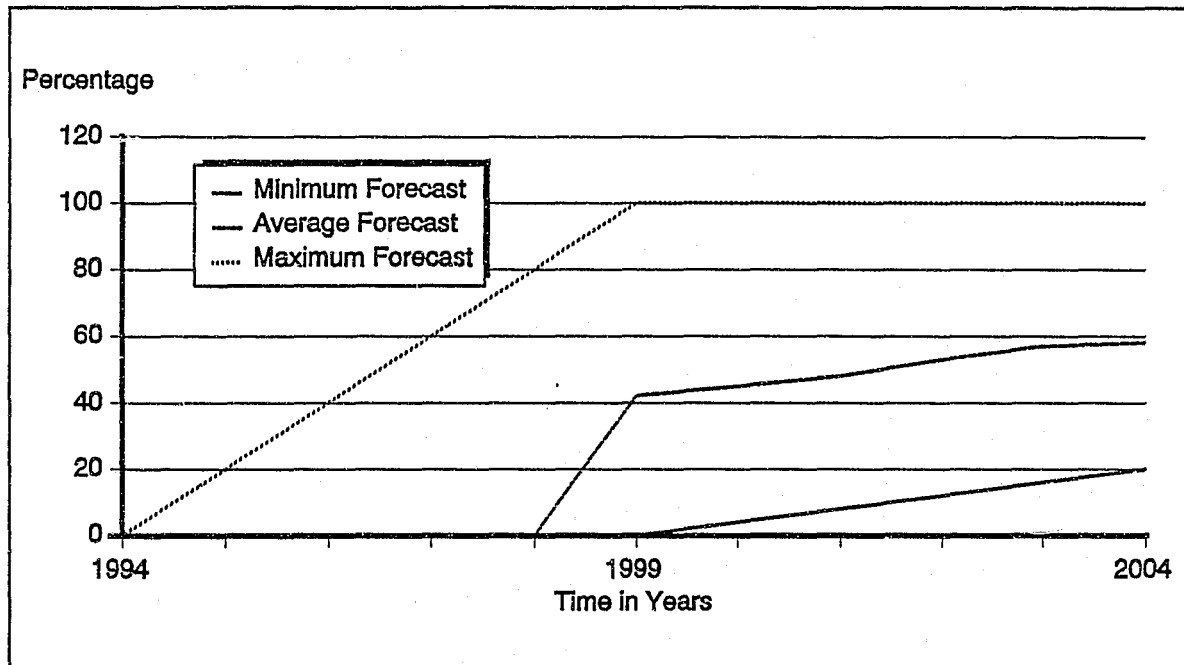
Average projected probability in 5 years - 67%

Average projected probability in 10 years - 81%

EVENT 1

The panel agreed that law enforcement advisory boards are a very positive approach for police community interaction. It was discussed that in the evolution of the advisory boards there will develop an increased presence of community or "grass roots" boards. It was discussed that communities with diverse populations will have an even greater need for committees that address neighborhood issues. As reflected in the average forecast the panel projected that within the next ten years "grass roots" boards will develop in the vast majority of law enforcement agencies. It was the opinion of those that deviated from the majority that departments who were not heavily invested in community oriented policing would not have as great a desire to create community advisory boards.

EVENT 2: Watershed - massive civil unrest with widespread violence.

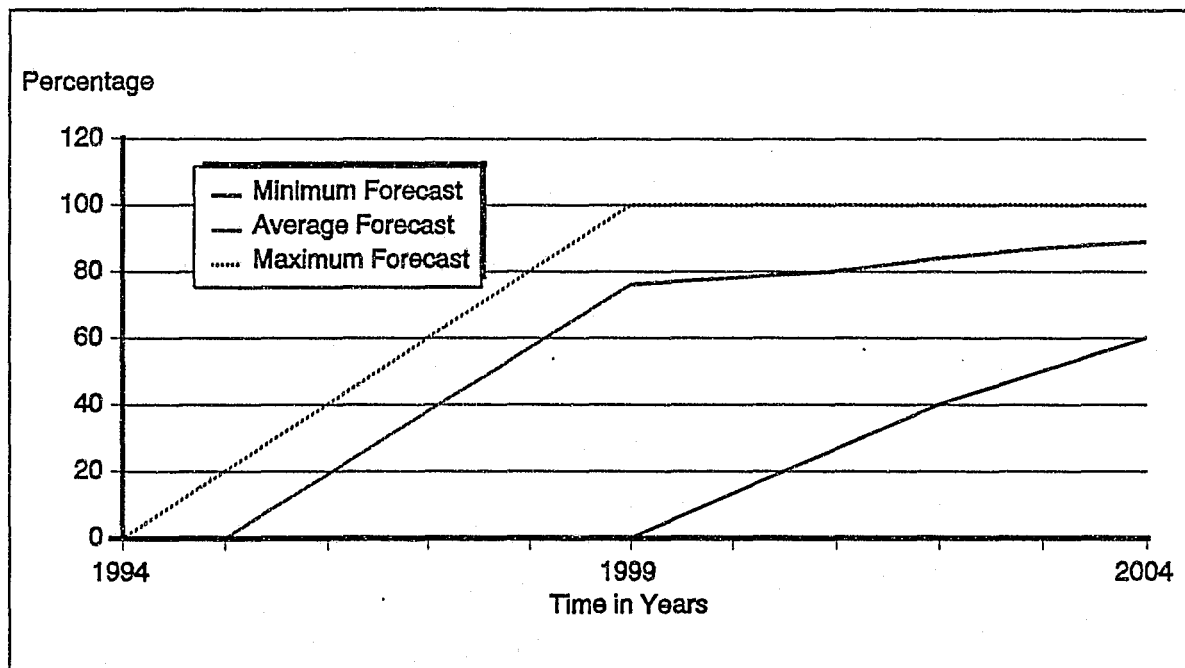


Negative Impact:	7.7	Average year of event exceeding zero -	4.2
Positive Impact:	2.1	Average projected probability in 5 yrs. -	42.5%
		Average projected probability in 10 yrs. -	58.5%

EVENT 2

The panel identified a growing concern that America is on a collision course of civil unrest which will produce large scale violence.. With the Los Angeles riots relatively fresh in the minds of the group, they related that the prevailing mood of the nation appears to suggest a strong possibility that a major event of this nature will occur. There was obviously a very significant negative impact on law enforcement's ability given this event occurring. Perhaps a positive signal was the panel's less than majority opinion that this event would occur in the next five years and only a 58.5% probability of occurring in ten years.

EVENT 3: High level of negative media coverage involving a police incident/investigation (i.e. Dorthea Puente Murder).

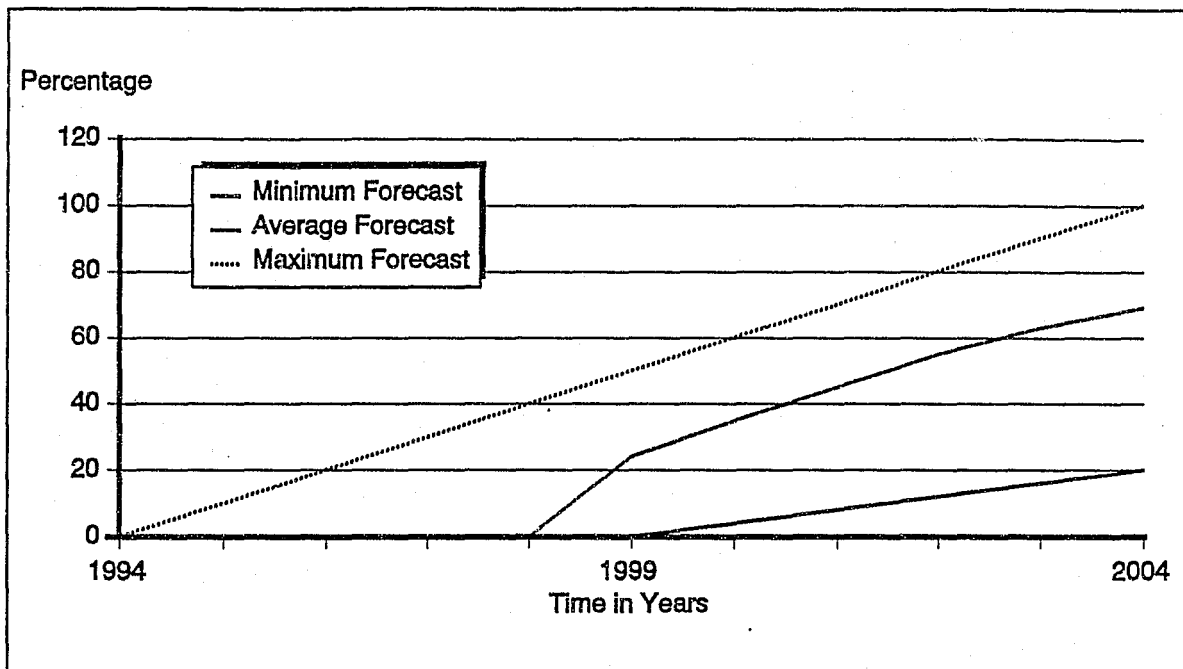


Negative Impact:	7.9	Average year of event exceeding zero -	.9
Positive Impact:	1.6	Average projected probability in 5 yrs. -	76%
		Average projected probability in 10 yrs. -	89.5%

EVENT 3

The panel agreed that if a major incident or crime was managed with gross inadequacy the involved police agency would sustain irreparable damage to its public image. There was further discussion that an incident of this nature would receive national attention and result in a significant loss of public trust and confidence. The panel made specific reference to a local murder investigation in which the suspect (Dorthea Puente) was permitted to leave the crime scene following the discovery of several bodies buried in her backyard. Given a ten year time frame the group forecast reflected a high probability of this event occurring.

EVENT 4: Consolidation of all City/County government services.



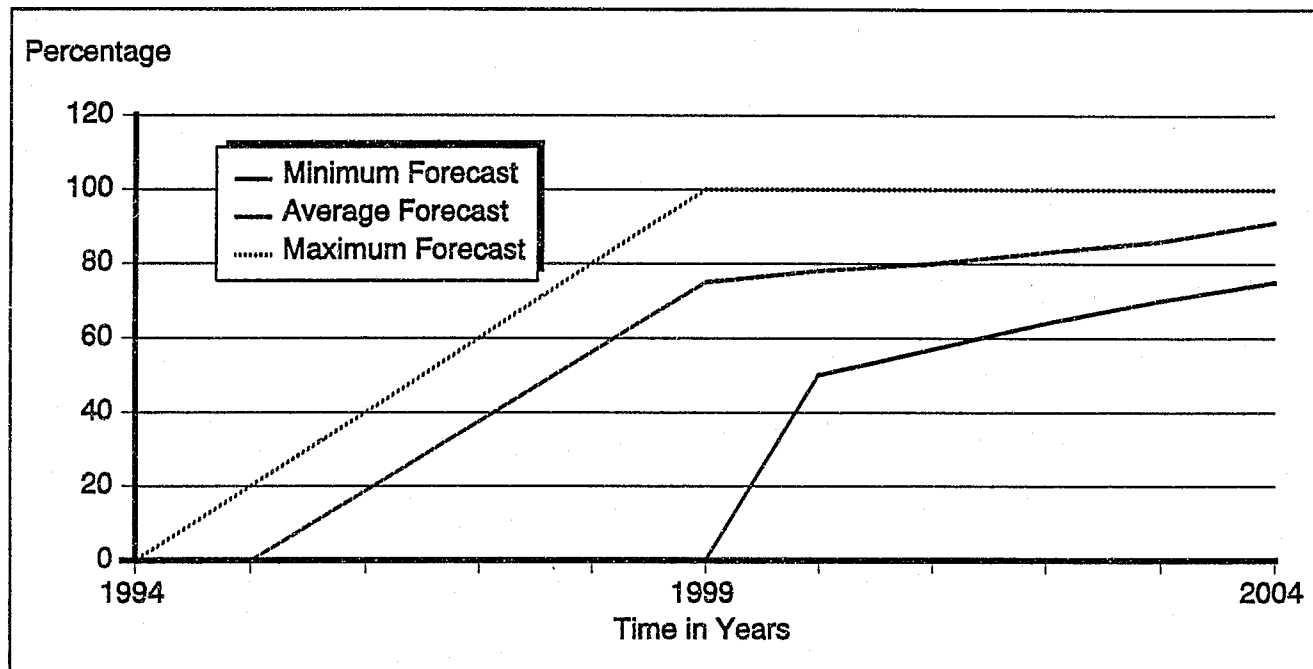
Negative Impact 3.8
Positive Impact: 5.9

Average year of event exceeding zero - 4.8
Average projected probability in 5 yrs. - 24.5%
Average projected probability in 10 yrs. - 69.5%

EVENT 4

The panel identified the consolidation of all city/county services as a possible future scenario. However, there was not a consensus of opinion that this would likely occur. Only one-fourth of the group believed that the event would happen in the next five years. Yet, when evaluated in the ten year time frame, the panel markedly increased their opinion to nearly 70%. Again, local experience may have influenced the group's attitude toward this issue. A Sacramento city/county consolidation ballot was defeated in recent years and still weighs heavy on the public's mind. Although the panel recognized perhaps the need for more efficient government services, via consolidation, there would appear to be inadequate public support at this time.

EVENT 5: Sensational crime occurs equal to the Polly Klaas homicide - results in mobilizing local, state, and national attention toward effectively addressing the crime issue.



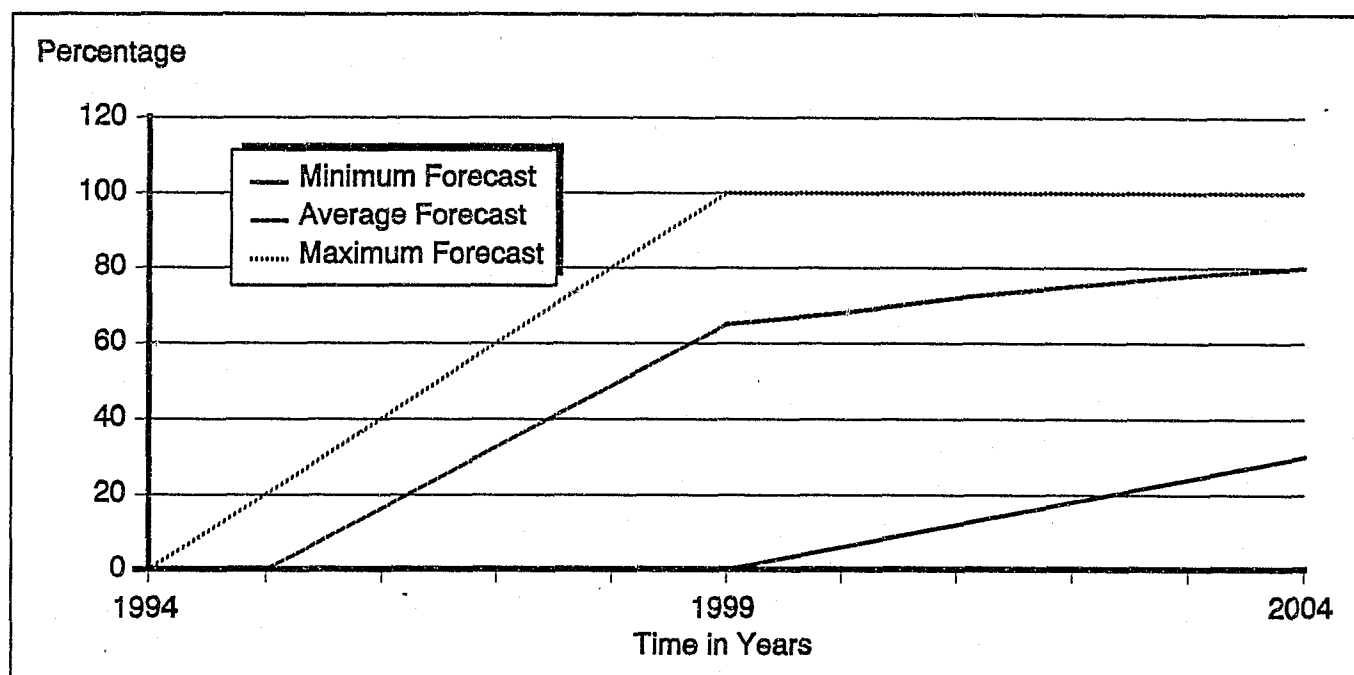
Negative Impact: 4.1
Positive Impact: 7.2

Average year of event exceeding zero - .9
Average projected probability in 5 yrs. - 75.5%
Average projected probability in 10 yrs. - 91 %

EVENT 5

A California kidnap/murder case involving a 12 year child (Polly Klaas) was presented as a example of a sensational crime that would be the catalyst for community mobilization. It was the consensus of the group that an incident of this nature would likely occur within the local Sacramento area. The average forecast of this event occurring in five years was a very high 75.5%. This tends to suggest that the panel has a credible belief that a sensational crime will be an inevitable part of Sacramento's future. It also makes a statement as to the public's unwillingness to continue to accept violent crime with the apathetic posture of business as usual.

EVENT 6: A major incident occurs in which several Police Officers are slain in the line of duty.

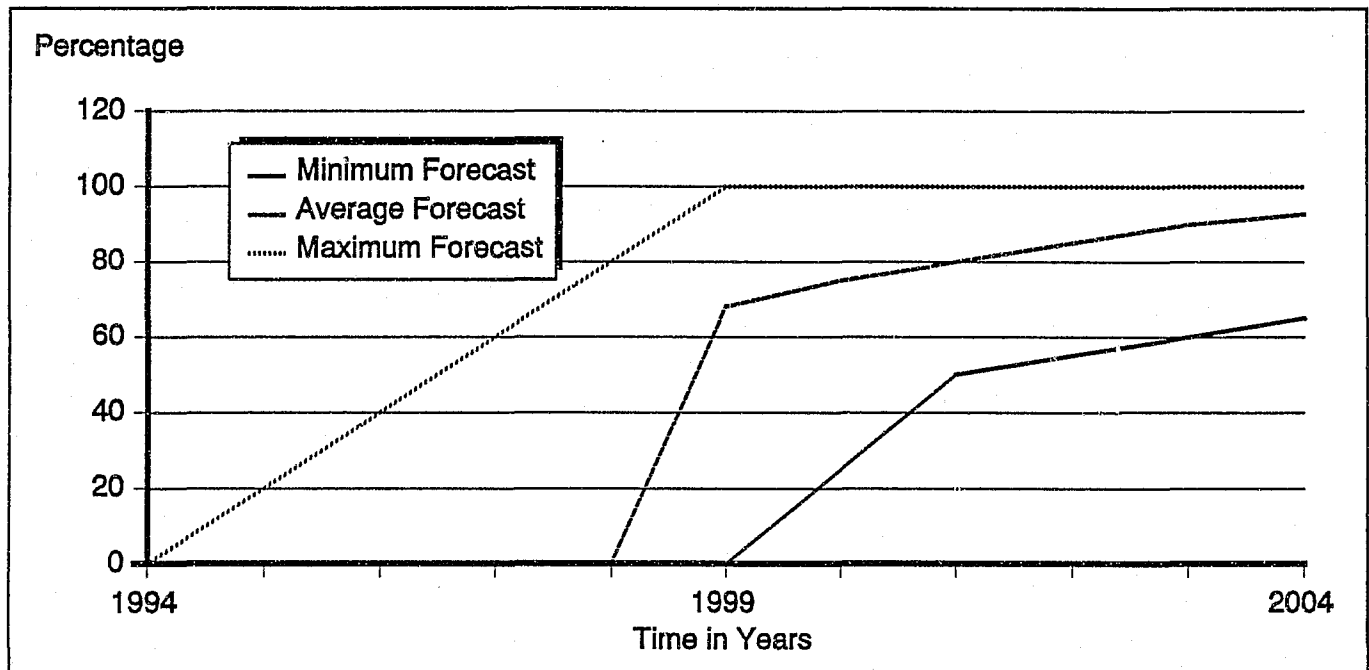


Negative Impact:	4.5	Average year of event exceeding zero -	1.
Positive Impact:	5.0	Average projected probability in 5 yrs. -	65.7%
		Average projected probability in 10 yrs. -	80 %

EVENT 6

The panel discussed an incident in which several police officers are slain in the line of duty. The group agreed that with the continued escalation of violent crime throughout the nation, the number of officers killed each year would increase. It was interesting that the panel rated this event as having a 5.0 positive impact. However, the observation was made during the discussions that an incident of this nature would have the effect of "shocking" a community into being more responsive to the issue of violent crime.

EVENT 7: A 3.2% growth rate occurs in the Sacramento area - infrastructure reaches capacity



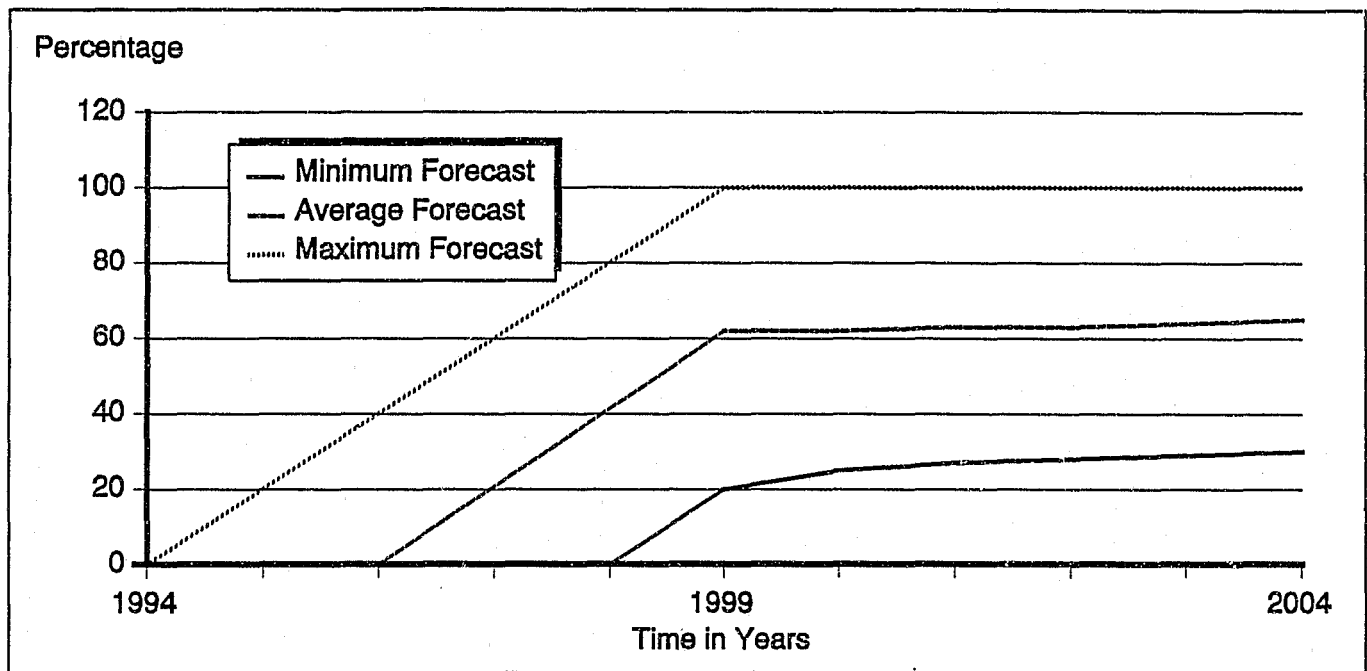
Negative Impact: 6.2
Positive Impact: 3.1

Average year of event exceeding zero - 4.5
Average projected probability in 5 yrs. - 68%
Average projected probability in 10 yrs. - 93%

EVENT 7

There was a clear consensus that the infrastructure in Sacramento would reach capacity within the next ten years (average forecast 93% in 10 years). It was argued that without necessary resources to address crime, dams to provide water and new highways to meet transportation needs, the infrastructure will reach capacity. The issue of cultural diversity and immigration into California would significantly impact the future demands on an already strained infrastructure. Depleted resources necessary to keep pace with escalating police service levels was also discussed as a critical issue of the future.

EVENT 8: A local initiative passes that enables the City Council to enact a benefit assessment district which will provide for additional police personnel and services.



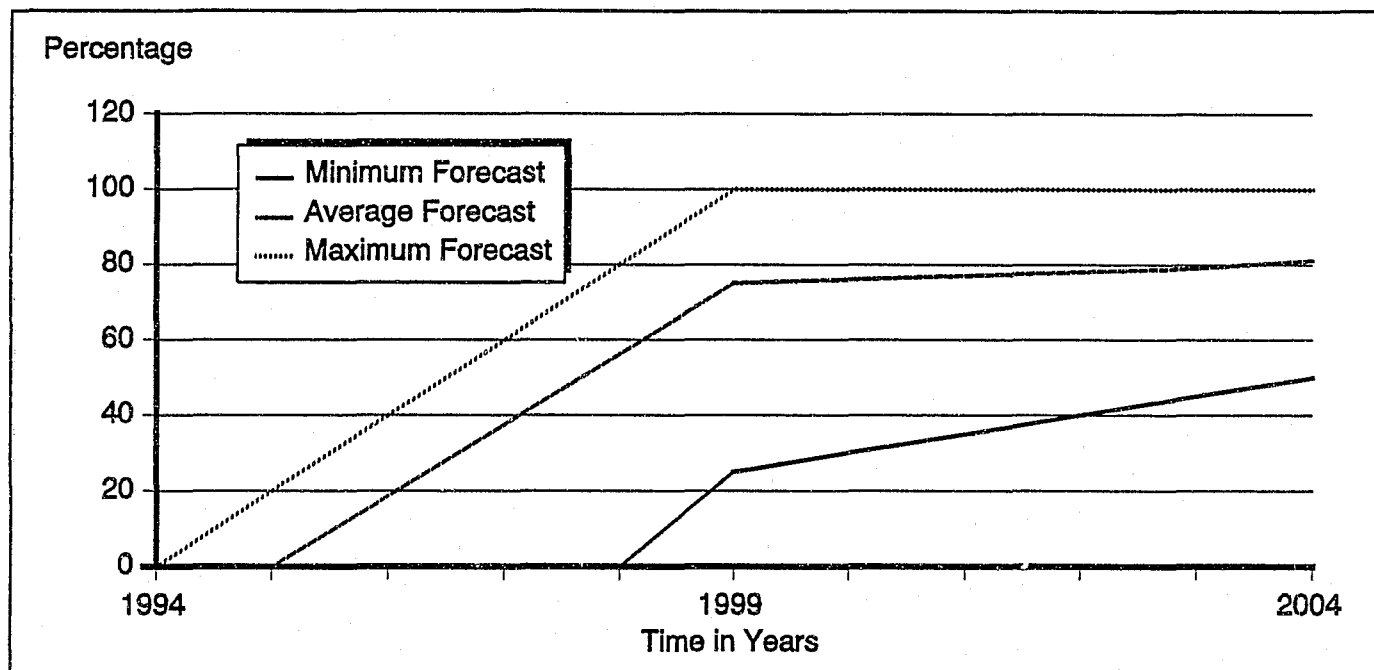
Negative Impact: 1.4
Positive Impact: 7.3

Average year of event exceeding zero - 2.4
Average projected probability in 5 yrs. - 62.5%
Average projected probability in 10 yrs. - 65.5%

EVENT 8

A benefit assessment district initiative was presented as an event which would provide for additional police services. The idea was obviously taken from a currently proposed initiative that would increase the Sacramento Police Department by over 80 new personnel. The proposed event speaks to the priority the panel places on a community's need to offer support for its law enforcement agency. Although this initiative is scheduled to soon go before the voters, the average forecast for this event occurring in the next five years was only 62.5%. Perhaps this is indicative of the public's confidence and support of the assessment approach to the crime issue.

EVENT 9: A major media program that focuses on positive community interaction with the police.

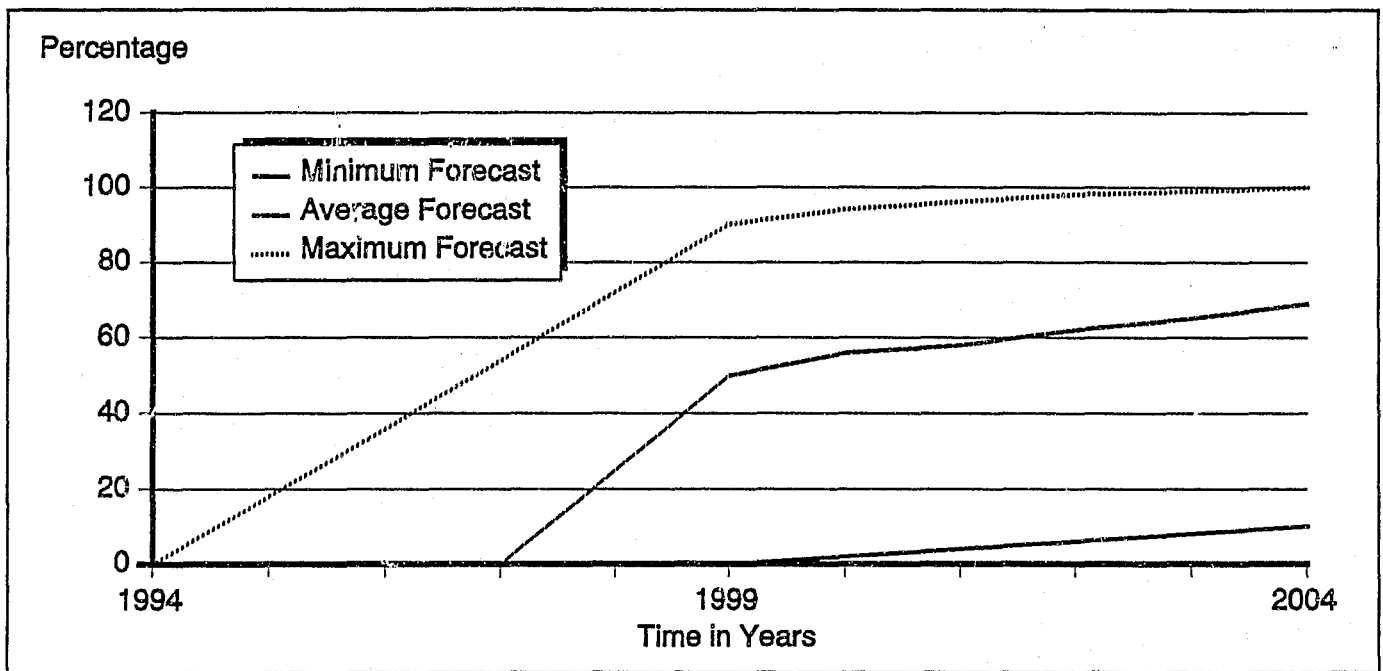


Negative Impact:	.2	Average year of event exceeding zero -	1.1
Positive Impact:	9.1	Average projected probability in 5 yrs. -	75.5%
		Average projected probability in 10 yrs. -	81.5%

EVENT 9

The panel discussed the role of prime time television in creating the popular image the public has of the police. Many of the programs, it was argued, offer the public a negative view of police and the service they provide. It was suggested that a prime time television program that portrays law enforcement in a realistic positive light would have a significant influence on enhancing the image of the police. Predictably, the positive impact of this event was exceptionally high (9.1).

EVENT 10: Sacramento is recognized as a model for Community Oriented Policing.



Negative Impact:	.7	Average year of event exceeding zero -	2.7
Positive Impact:	8.2	Average projected probability in 5 yrs. -	50.5%
		Average projected probability in 10 yrs. -	69%

EVENT 10

The Sacramento Police Department is committed to the community oriented policing (COP) philosophy. During the past year the department has aggressively pursued the adoption of several highly successful programs related to COP. It was suggested by the panel, that given the success of COP in the Sacramento community, it will/should be recognized as a national model. Perhaps a more noteworthy statement being made by the panel is their belief in and support of the COP philosophy. This also reflects their consensus opinion that public support of police partnerships is of paramount importance.

TREND NOMINATION AND EVALUATION BY PANEL MEMBERS

The panel was given a brief definition of a trend and then instructed to develop independently a list of trends. Again, to begin the work the panel was asked the following question:

What trends will effect the status of strategies for enhancing the image of law enforcement agencies by the year 2004?

Once the panel had recorded their trends, they were asked to present them to the group. Each trend was numbered and displayed on easel paper. At points where there was a need for clarification, panel members were asked to explain further. This component of the exercise resulted in producing a total of 35 trends. (Appendix C).

The panel was instructed to review the nominated trends and vote on the ten most important trends which would have an effect on the proposed issue. To allow for anonymity each participant was given 3X5 cards and asked to list their votes on the cards. The cards were collected and used to tally the ten trends with the largest number of votes. The voting resulted in the selection of the following top ten trends:

1. California will experience a level of cultural diversity - the senior population will be affected.
2. There will be communication through the use of interactive video.
3. There will be a level of polarization of the "have and have nots".
4. The public will depend largely on the visual media as their principal source of information.

5. Level/amount of law enforcement agency participation in youth initiatives. They assume a leadership role in youth related activities.
6. There will be tension between minority groups/level of factionalization.
7. Change in the family structure - family values will be affected.
8. Law enforcement's acceptance that the community can "engineer" the policies and "culture" of police agencies.
9. Gangs and their related crimes, as well as physical blight will be an issue (i.e. graffiti).
10. The issue of crime and its impact on society will change.

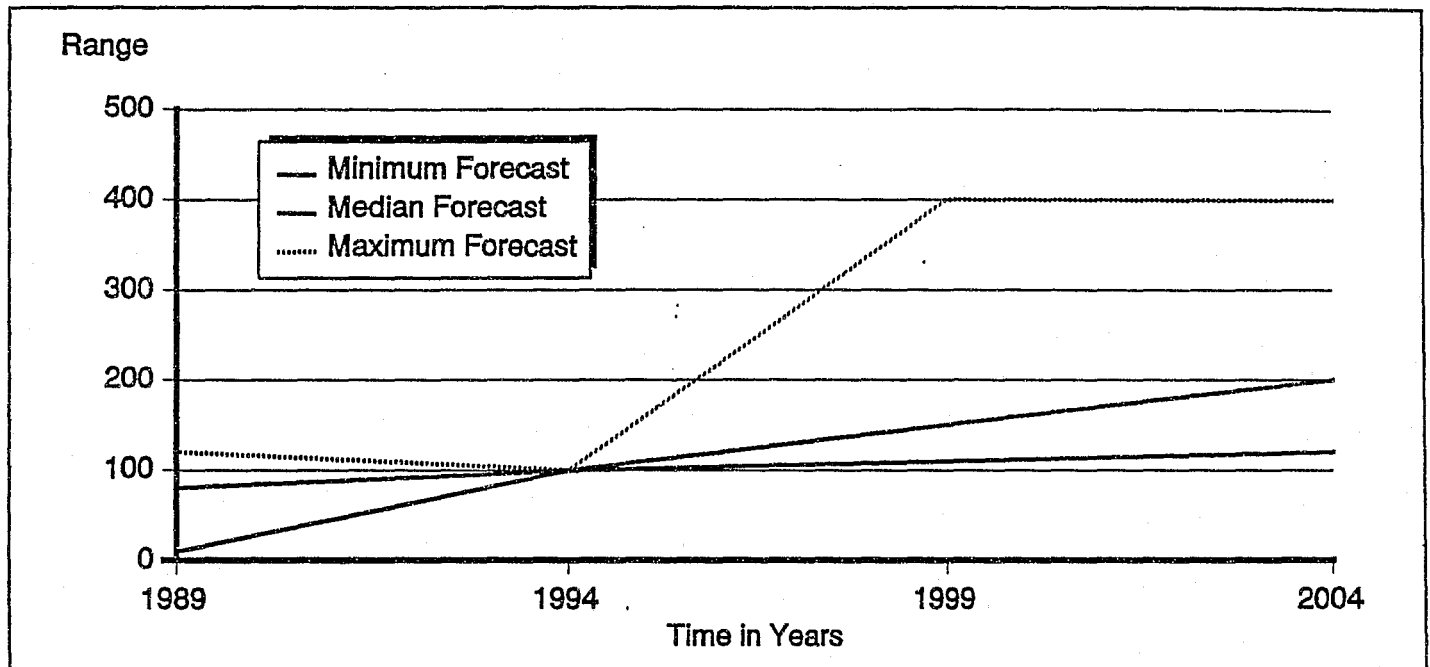
At this point the panelists were instructed to use The Policy Analysis Co. "Trend Evaluation Form". The group was asked to assume that 100 represents the status of each of the top ten trends "today". The panelist were requested to assign a numerical value to the status of this trend five years ago, five years into the future and ten years into the future.

Once completed, the information was collected from each panel participant. The NGT process was concluded from beginning to end in three hours and forty-five minutes. All of the panel members remained at the NGT location for catered lunch. This included two members who had previously indicated they would not be able to stay for lunch. During the next forty-five minutes the group was asked to informally offer ideas related to the subject of police public relations. The discussion was very informative and focused on: the need for law enforcement to employ professional agencies.

TREND EVALUATION

The following is an analysis of the ten trends selected by the NGT panel. A graph illustrates at what level the trend was five years ago, where it is today (1994), where it will be five years from today and where it will be ten years from today. Also included within these time lines are the minimum and maximum forecast as well as the upper and lower quartile forecast. The NGT panel was instructed to assume that the 1994 forecast would be pre-established at 100, and from that bench mark they would forecast the trend. A narrative explanation of the NGT panel's discussion follows each graph.

TREND 1: California will experience cultural diversity. The senior population will be affected.

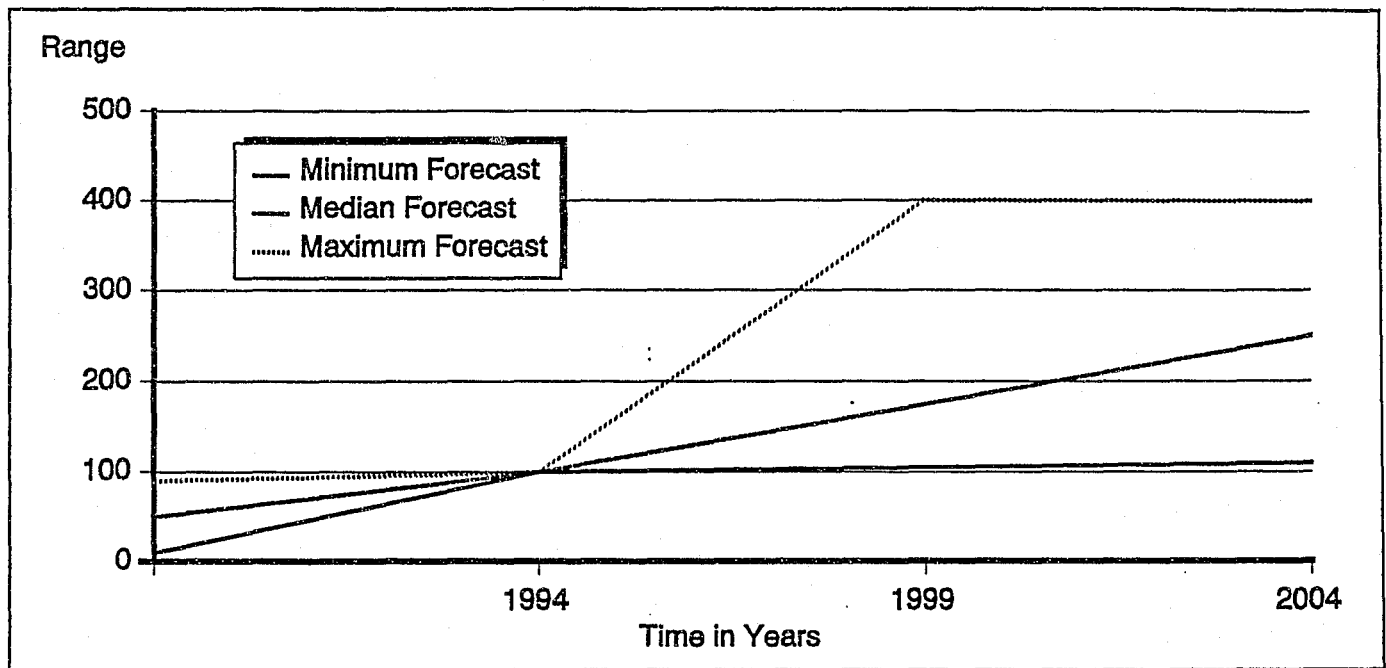


Projected median trend 5 years ago	-	80
Projected median trend in 1999	-	150
Projected median trend in 2004	-	200

TREND 1

The panel agreed that California will experience continued cultural diversity throughout the state. The group also noted that the senior population, as well, would also increase in numbers and represent a viable political body. The immigration across the Mexican/United States border was thought to have the greatest impact on the future and law enforcement specifically. The median line represents the importance the group attaches to the significance cultural diversity will have on enhancing the police image.

TREND 2: There will be access to information and improved communication through interactive video.

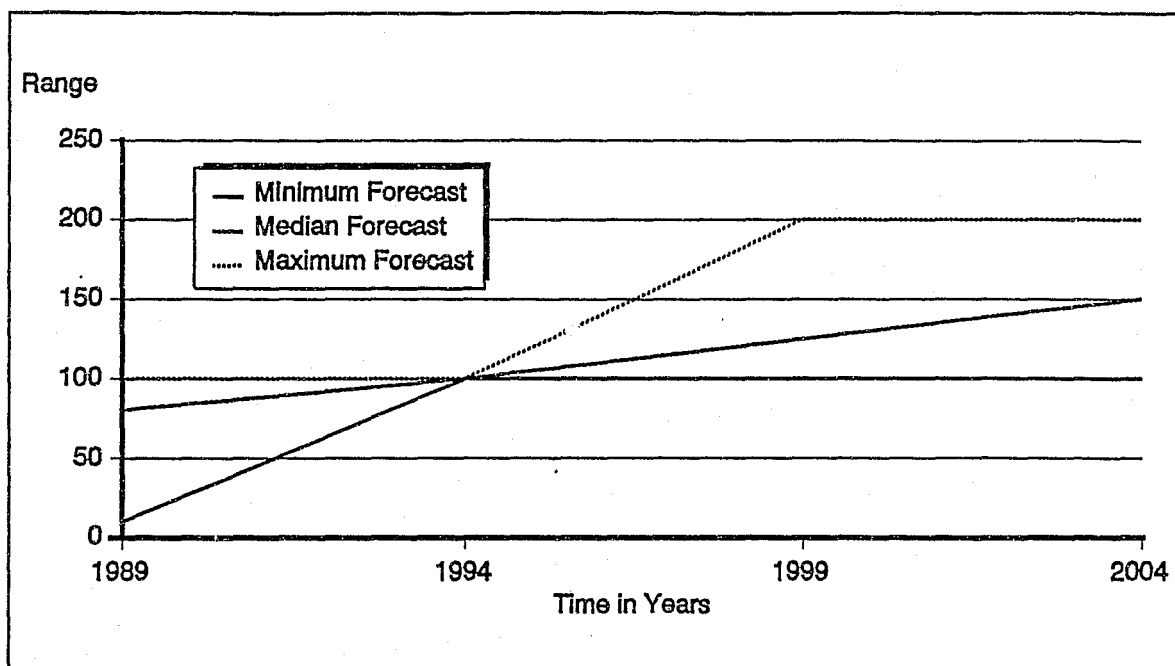


Projected median trend 5 years ago	-	50
Projected median trend in 1999	-	175
Projected median trend in 2004	-	250

TREND 2

There was lengthy dialogue concerning the role of technology in enhancing the public image of law enforcement. It was suggested that as interactive video becomes widely available to the public, it will provide police departments with a broad range of public relations opportunities. There was, however, a divided opinion as to when this technology would be available for use. This sentiment was reflected in the lower deviation numbers. The median line demonstrates the majority opinion that video will have a significant role in law enforcement's future.

TREND 3: There will be a polarization of the "have and have nots."

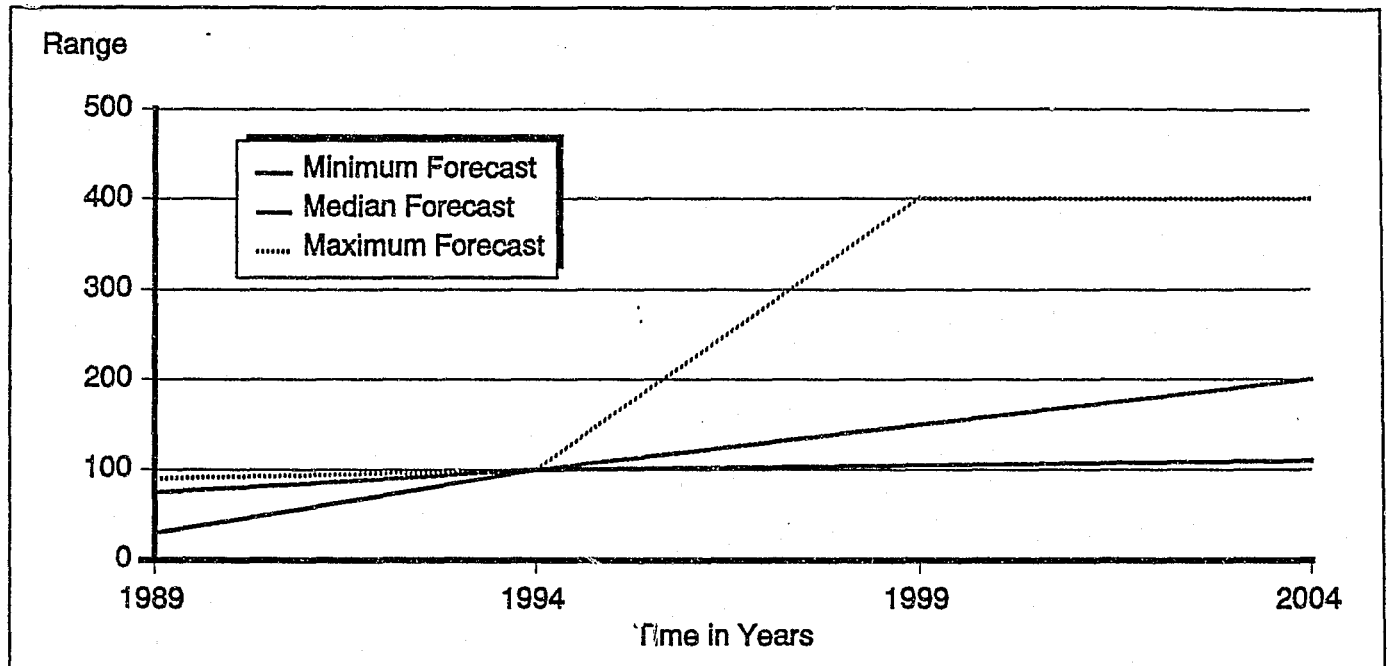


Projected median trend 5 years ago	-	80
Projected median trend in 1999	-	125
Projected median trend in 2004	-	150

TREND 3

Focusing on the issue of technology the panel identified a trend in which a polarization will develop between members of the public who have skills to survive in an increasingly technical world and those who do not. This was noted as particularly important for law enforcement whose clientele is often a culturally diverse population who may have recently immigrated to the United States and lacks the technical knowledge or resources to fully use available technology. The higher deviation numbers represent those members who argued that this trend will be a serious barrier to law enforcement's ability to interact successfully with culturally diverse groups.

TREND 4: The public will depend largely on the visual media as their principal source of information.

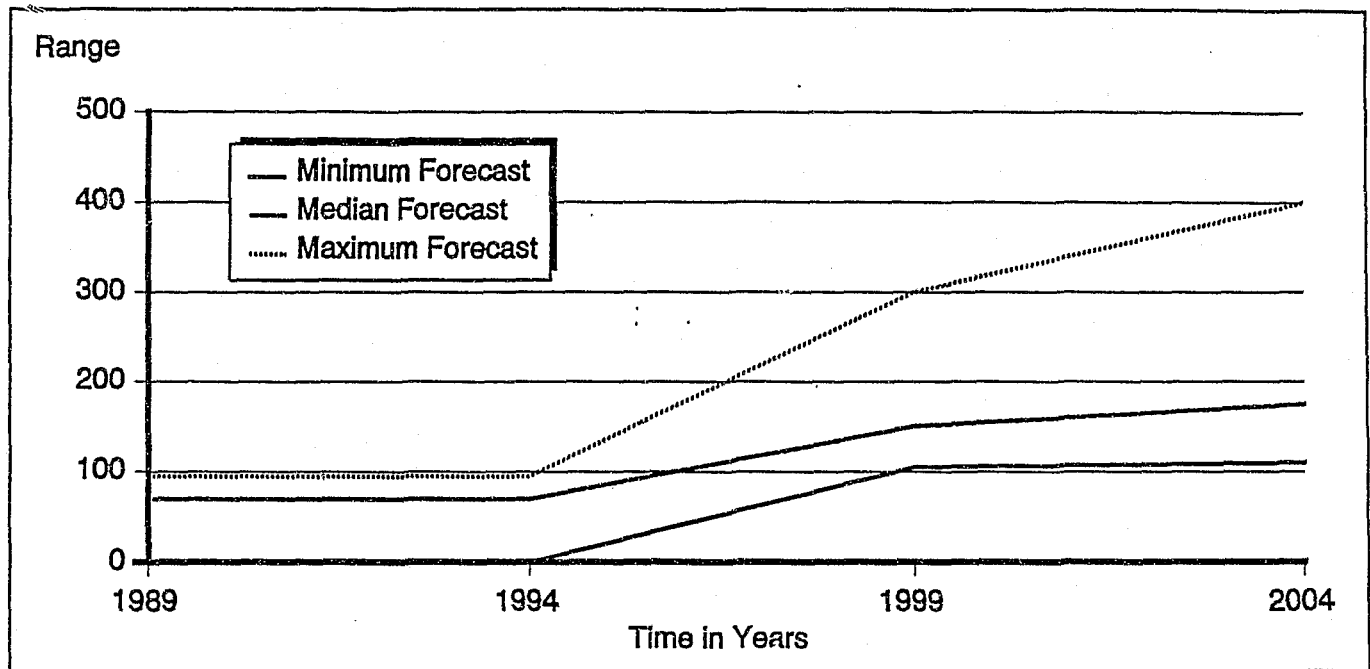


Projected median trend 5 years ago	-	75
Projected median trend in 1999	-	150
Projected median trend in 2004	-	200

TREND 4

The observation was made that a future trend will involve a limited use of the print media by the public. It was stated that in the fast paced world of tomorrow the public will increasingly rely on visual media as their principal source of information. It was pointed out that as daily schedules become burdened with time restraints the public will find the visual media as the most efficient mode of information delivery. In the context of public relations strategies, discussion focused on the need for police agencies to capitalize on the use of the visual media in achieving their goal of a positive public image.

TREND 5: Law Enforcement agencies are active participants in youth initiatives. They assume a leadership role in youth related activities.

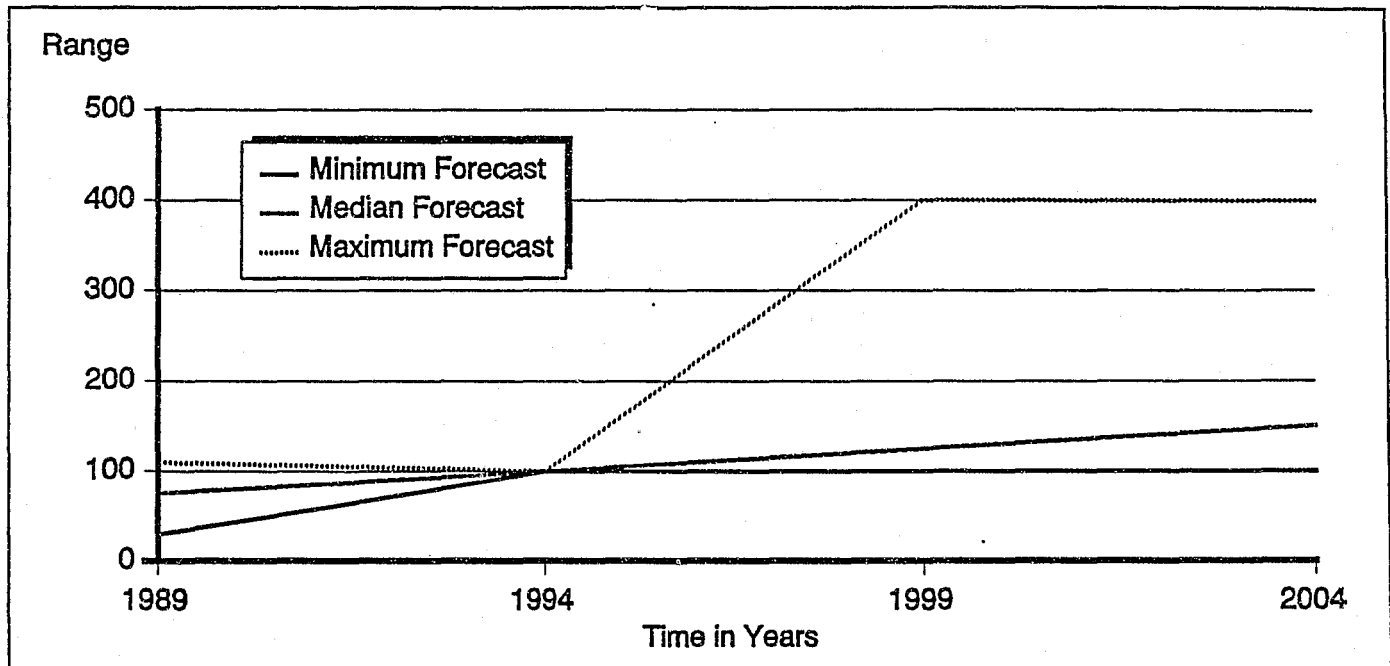


Projected median trend 5 years ago	-	70
Projected median trend in 1999	-	150
Projected median trend in 2004	-	175

TREND 5

The panel recognized that law enforcement would assume a leadership role in working with our youth. The traditional role of enforcement would be expanded to include active participation in a variety of youth initiatives. Diversity again became a central issue relative to what police agencies must consider in planning for this future trend. The median trend line suggest minimal change during the last five years of the evaluation periods (1999-2004). Panel discussion indicated that this trend is fast emerging and would reach its predicted peak within the first five years (1994-1999).

TREND 6: Tensions will emerge between minority groups (Factionalization). There will be general lack of communication between the police and these groups.

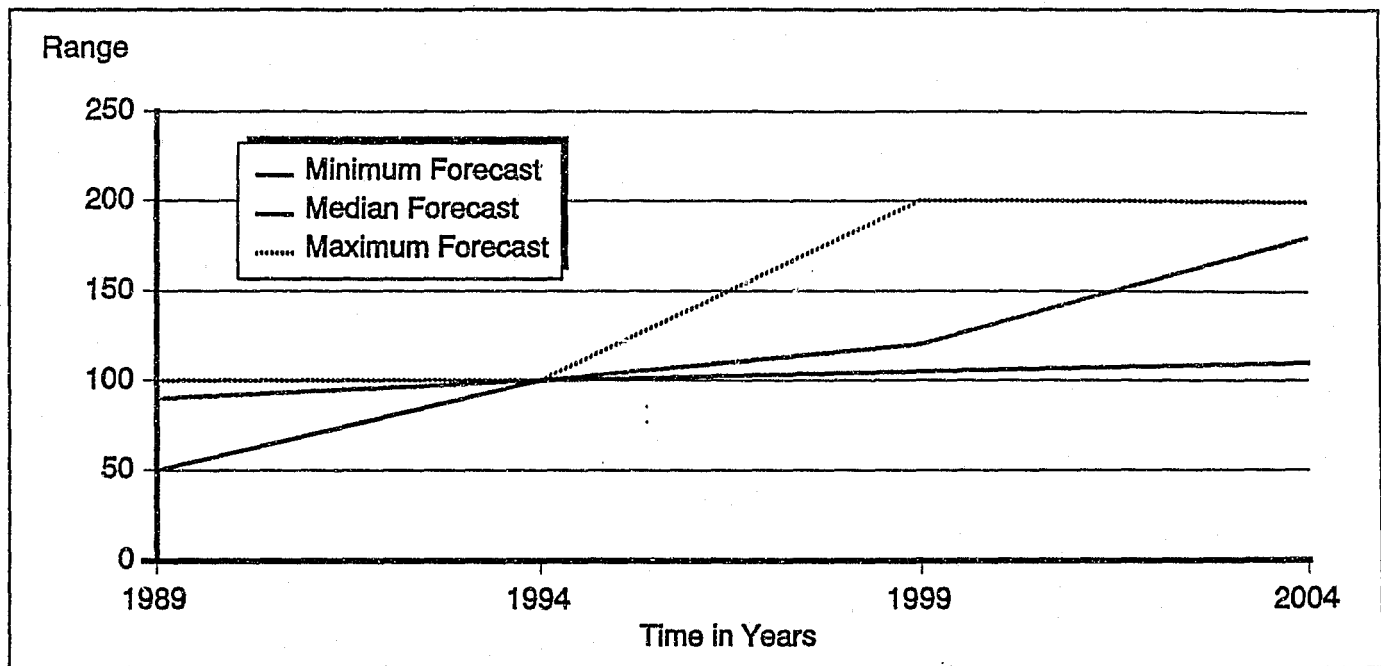


Projected median trend 5 years ago	-	75
Projected median trend in 1999	-	125
Projected median trend in 2004	-	150

TREND 6

The panel agreed that a trend is developing in which minority groups will become increasingly hostile toward each other. It was pointed out that the competition for limited economic and social resources will exacerbate this condition. Law enforcement will also be targeted by minority group as generally unresponsive and insensitive to their needs. The median trend line did not, however, indicate that there was a strong level of confidence in this issue materializing as a problem of great magnitude.

TREND 7: There will be a change in the family structure. Family values will be affected.

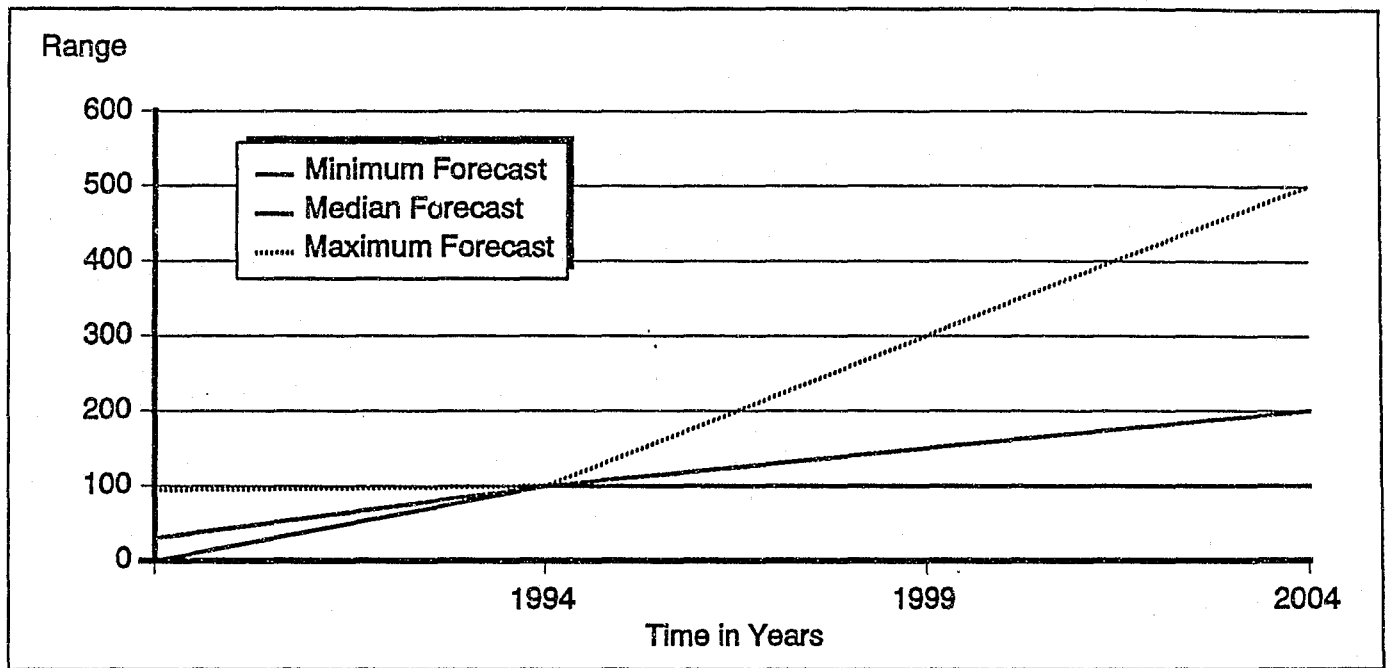


Projected median trend 5 years ago	-	90
Projected median trend in 1999	-	120
Projected median trend in 2004	-	180

TREND 7

There was a consensus among the group that the decline of family values had no signs of abating. It was discussed that the dysfunctional family inevitably brings large numbers of youth into the crime culture. Once more, the panel identified cultural diversity as a key concern for law enforcement's future. As first and second generation cultures collide, police agencies will be tasked with the responsibility of dealing with the consequences.

TREND 8: Law Enforcement's acceptance that the community can "engineer" the policies and "culture" of police agencies.

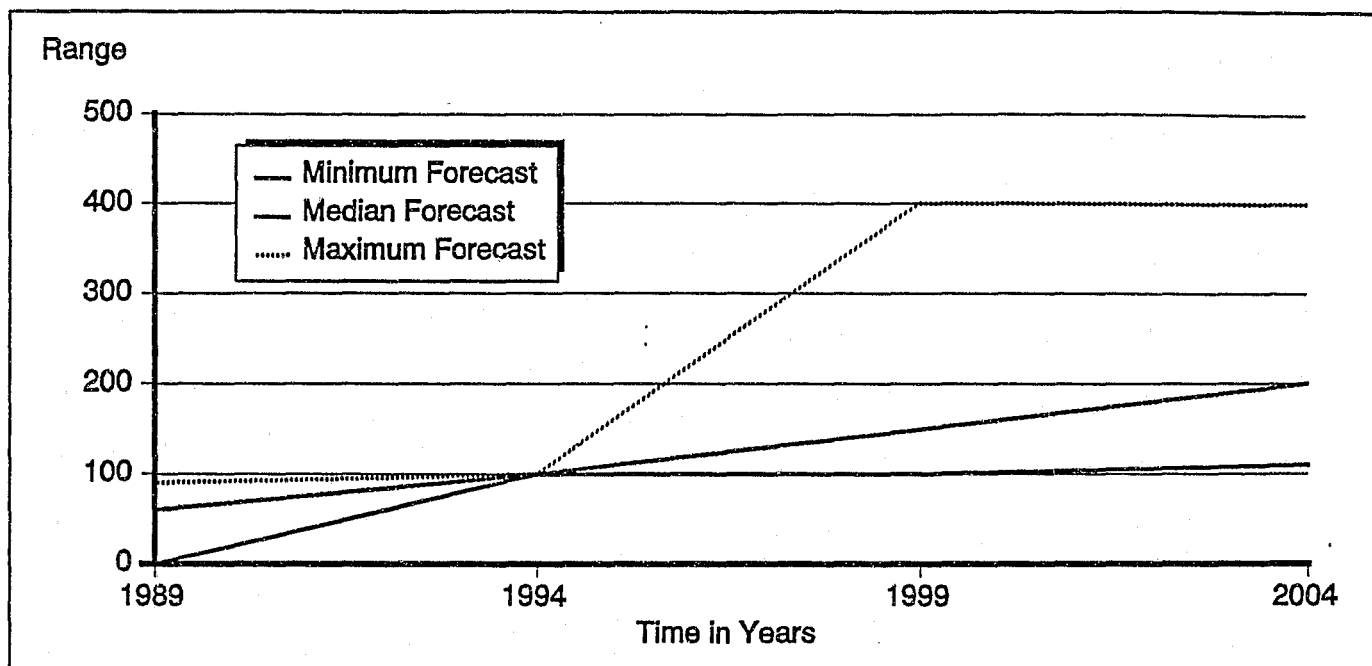


Projected median trend 5 years ago	-	30
Projected median trend in 1999	-	150
Projected median trend in 2004	-	200

TREND 8

The panel agreed that the community will continue to assume an active role in developing the "culture" of law enforcement. Police agencies will no longer operate independently of the neighborhoods they serve. Rather, the group discussed a growing trend toward a shared responsibility in deciding the management priorities of police service. The median line represents the argument made by several members of the panel that the concept of police/community partnership was relatively non-existent five years ago but will be well entrenched over the next ten years.

TREND 9: Proliferation of gangs and related crime. Physical blight will be an issue (i.e. grafitti).

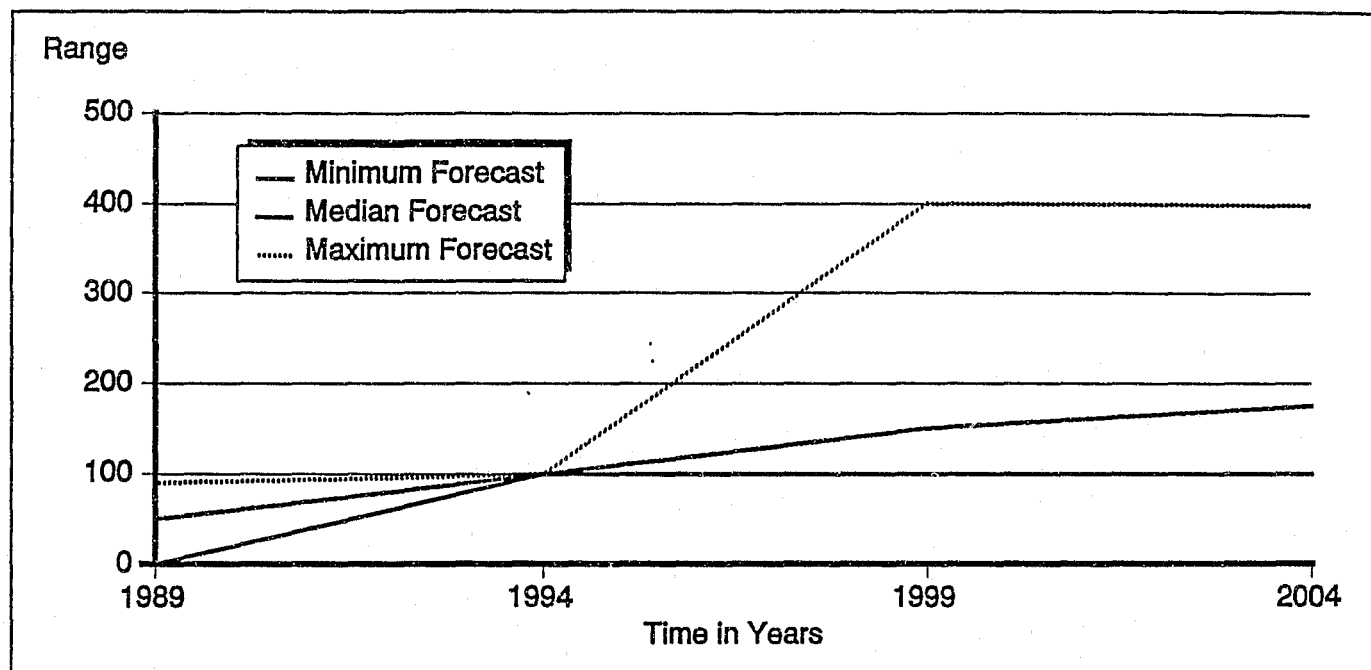


Projected median trend 5 years ago	-	60
Projected median trend in 1999	-	150
Projected median trend in 2004	-	200

TREND 9

Predictably, the group identified gangs and related crime as a trend which will continue over the next decade. The physical deterioration of neighborhoods was noted as a problem that would increasingly affect our communities. The trend lines suggest a moderate, but consistent increase in this crime issue over the next ten years. Violent crime was also discussed as perhaps the most critical concern law enforcement will address in enhancing its public image.

TREND 10: The issue of crime and its impact on society will become a problem.



Projected median trend 5 years ago	-	50
Projected median trend in 1999	-	150
Projected median trend in 2004	-	175

TREND 10

The panel discussed the report of a recent public opinion poll in which crime was identified as the highest concern of the American people, surpassing the budget worries. This conversation lead to the assertion that crime will ultimately become so pervasive in society that everyone will become adversely affected by its impact. While some perceived crime as the most serious threat facing society, others were less concerned.

CROSS IMPACT ANALYSIS

The cross impact matrix is an analytical technique for identifying the various impacts of specific events. It provides an analysis of the effect one event may have on another. It explores whether the occurrence of one event may potentially inhibit, enhance or have no effect on the occurrence of another event.

Following a review of the NGT panel results, the cross impact analysis was used to determine the individual and cumulative change events would have on the average probability of other events. Each square represents the projected cross impact change of each event. E1 through E10 are the top ten events identified by the NGT panel and P1 through P10 represent the mean probabilities of the group. The results of this analysis are illustrated in the following graph:

	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	TOTAL CHANGE	FINAL PROBABILITY
E1	X	$\Delta -20$ $P_{12}\Delta = -11.6$	$\Delta -15$ $P_{13}\Delta = -13.35$	$\Delta +5$ $P_{14}\Delta = 3.45$	$\Delta +5$ $P_{15}\Delta = 4.55$	$\Delta 0$ $P_{16}\Delta = 0$	$\Delta 0$ $P_{17}\Delta = 0$	$\Delta +5$ $P_{18}\Delta = 3.25$	$\Delta +5$ $P_{19}\Delta = 4.85$	$\Delta +5$ $P_{10}\Delta = 3.45$	-6.2	74.6
E2	$\Delta -10$ $P_{21}\Delta = -8.1$	X	$\Delta +5$ $P_{23}\Delta = 4.55$	$\Delta -20$ $P_{24}\Delta = -13.6$	$\Delta -10$ $P_{25}\Delta = -9.1$	$\Delta +5$ $P_{26}\Delta = 4$	$\Delta +10$ $P_{27}\Delta = 9.3$	$\Delta +2.5$ $P_{28}\Delta = 1.625$	$\Delta +15$ $P_{29}\Delta = 12.15$	$\Delta +10$ $P_{20}\Delta = 6.9$	7.72	65.72
E3	$\Delta -5$ $P_{31}\Delta = -4.85$	$\Delta +10$ $P_{32}\Delta = 5.5$	X	$\Delta -15$ $P_{34}\Delta = -18.35$	$\Delta -10$ $P_{35}\Delta = -9.1$	$\Delta 0$ $P_{36}\Delta = 0$	$\Delta +15$ $P_{37}\Delta = 13.95$	$\Delta -5$ $P_{38}\Delta = 3.25$	$\Delta +5$ $P_{39}\Delta = 4.85$	$\Delta +5$ $P_{30}\Delta = 3.45$	7.8	96
E4	$\Delta +5$ $P_{41}\Delta = 4.85$	$\Delta -5$ $P_{42}\Delta = -2.9$	$\Delta 0$ $P_{43}\Delta = 0$	X	$\Delta -10$ $P_{45}\Delta = -9.1$	$\Delta 0$ $P_{46}\Delta = 0$	$\Delta +5$ $P_{47}\Delta = 4.65$	$\Delta +5$ $P_{48}\Delta = 3.25$	$\Delta +5$ $P_{49}\Delta = 4.85$	$\Delta +5$ $P_{40}\Delta = 3.45$	7.45	76.45
E5	$\Delta -10$ $P_{51}\Delta = -8.1$	$\Delta -15$ $P_{52}\Delta = -8.7$	$\Delta -15$ $P_{53}\Delta = -13.35$	$\Delta +5$ $P_{54}\Delta = 3.45$	X	$\Delta -15$ $P_{56}\Delta = -12$	$\Delta 2.5$ $P_{57}\Delta = 2.32$	$\Delta -10$ $P_{58}\Delta = -6.5$	$\Delta 2.5$ $P_{59}\Delta = 2.82$	$\Delta 5$ $P_{50}\Delta = 3.45$	-21.21	69.79
E6	$\Delta 20$ $P_{61}\Delta = 16.2$	$\Delta 15$ $P_{62}\Delta = 8.7$	$\Delta 0$ $P_{63}\Delta = 0$	$\Delta -10$ $P_{64}\Delta = -6.9$	$\Delta +5$ $P_{65}\Delta = 4.55$	X	$\Delta -10$ $P_{67}\Delta = -9.3$	$\Delta +7.5$ $P_{68}\Delta = 4.87$	$\Delta -10$ $P_{69}\Delta = -8.1$	$\Delta -5$ $P_{60}\Delta = -3.45$	6.57	86.57
E7	$\Delta +2.5$ $P_{71}\Delta = 2.82$	$\Delta +15$ $P_{72}\Delta = 8.7$	$\Delta 0$ $P_{73}\Delta = 0$	$\Delta +12.5$ $P_{74}\Delta = 8.62$	$\Delta +5$ $P_{75}\Delta = 4.55$	$\Delta -15$ $P_{76}\Delta = -12$	X	$\Delta +5$ $P_{78}\Delta = 3.25$	$\Delta -15$ $P_{79}\Delta = -12.15$	$\Delta -20$ $P_{70}\Delta = -13.8$	-18.81	82.19
E8	$\Delta +10$ $P_{81}\Delta = 8.1$	$\Delta -20$ $P_{82}\Delta = -11.6$	$\Delta -5$ $P_{83}\Delta = -4.45$	$\Delta +7.5$ $P_{84}\Delta = 5.17$	$\Delta +5$ $P_{85}\Delta = 4.55$	$\Delta -10$ $P_{86}\Delta = -9.8$	$\Delta +5$ $P_{87}\Delta = 4.65$	X	$\Delta +5$ $P_{89}\Delta = 4.85$	$\Delta +5$ $P_{80}\Delta = 3.45$	5.92	70.72
E9	$\Delta 10$ $P_{91}\Delta = 8.1$	$\Delta -15$ $P_{92}\Delta = -8.7$	$\Delta 0$ $P_{93}\Delta = 0$	$\Delta +5$ $P_{94}\Delta = 3.45$	$\Delta +7.5$ $P_{95}\Delta = 6.82$	$\Delta -10$ $P_{96}\Delta = -8.8$	$\Delta 2.5$ $P_{97}\Delta = 2.32$	$\Delta +10$ $P_{98}\Delta = 6.5$	X	$\Delta 2.5$ $P_{90}\Delta = 1.725$	12.22	93.21
E10	$\Delta +5$ $P_{101}\Delta = 4.85$	$\Delta -15$ $P_{102}\Delta = -8.7$	$\Delta -5$ $P_{103}\Delta = -4.45$	$\Delta +10$ $P_{104}\Delta = 6.9$	$\Delta +5$ $P_{105}\Delta = 4.55$	$\Delta 0$ $P_{106}\Delta = 0$	$\Delta 0$ $P_{107}\Delta = 0$	$\Delta +20$ $P_{108}\Delta = 13$	$\Delta +10$ $P_{109}\Delta = 8.1$	X	24.05	97.05

$$E1 = \frac{81\%}{P_1} \quad E2 = \frac{58\%}{P_2} \quad E3 = \frac{89\%}{P_3} \quad E4 = \frac{69\%}{P_4} \quad E5 = \frac{91\%}{P_5} \quad E6 = \frac{80\%}{P_6} \quad E7 = \frac{93\%}{P_7} \quad E8 = \frac{65\%}{P_8} \quad E9 = \frac{81\%}{P_9} \quad E10 = \frac{69\%}{P_{10}}$$

The following chart illustrates the top ten events showing the original probabilities and the new probabilities resulting from the cross impact analysis.

FINAL CROSS IMPACT PROBABILITY		
EVENT	NET MEAN PROBABILITY	FINAL CROSS IMPACT PROBABILITY
1. Development of "grass roots" community advisory board.	81%	74.80%
2. Watershed-massive civil unrest with widespread violence.	58%	65.72%
3. Level of negative media coverage involving a police incident/investigation.	89%	96.00%
4. Consolidation of all city/county government services.	69%	76.45%
5. Sensational crime occurs equal to the Polly Klass homicide-results in mobilizing local, state, and national attention toward effectively addressing the crime issue.	91%	69.79%
6. A major incident occurs in which several police officers are slain in the line of duty.	80%	86.57%
7. A 3.2% growth rate occurs in the Sacramento area-infrastructure reaches capacity.	93%	82.19%
8. A local initiative passes that enables the city council to enact a benefit assessment district which will provide for additional police personnel and services.	65%	70.92%
9. A major media program that focuses on positive community interaction with the police.	81%	93.21%
10. Sacramento is recognized as a model for community oriented policing.	69%	93.05%

The following are examples of the effect one event may have on another:

1. Event #5 resulted in the largest point reduction in final cross impact probability. In this event, which stated: "Sensational crime occurs equal to the Polly Klass homicide – results in mobilizing local, state, and national attention toward effectively addressing the crime issue", the probability of this occurring decreased from a 91% net mean probability to a 69.79% final impact. Two events which had a significant influence were "...negative media coverage involving a police incident/investigation" and "a major incident occurs in which several police officers are slain...". It can be logically assumed that two very negative police events would result in a reduced probability of a positive effort directed toward addressing crime.
2. Event #10 had the greatest increase of 24.05 points of total change. Event #10 describes Sacramento as being "...recognized as a model for community oriented policing". The event which had the most effect on this change was Event #8 which forecasts the passage of a benefit assessment district that provides for additional police personnel. The increase in change can logically be attributed to the cumulative cross impacts of several events which draw public attention to Sacramento.
3. The event with the least degree of change was Event #8. As previously stated,

this event dealt with the passage of a benefit assessment district. Event #8 resulted in an increase change of only 5.92 points. Although Event #2, "massive civil unrest" was projected to reduce the probability by 11.6 points it was offset by the majority of other events which increased the likelihood. Other than Event #2 there was no significant high or low probabilities. Excluding #8, the cross impact of these events would appear to have very little effect on the passage of the benefit assessment district.

The cross impact analysis reveals the cumulative effect that events have on each other. The positive and negative influence of one or more event on a single event is illustrated in this analysis. It represents the dynamics in which change will be inevitably affected by outside influences.

SCENARIOS

Three scenarios have been created that describe uniquely different alternative futures. Each scenario was produced through the use of forecasted trends and events identified by the NGT panel. The purpose of the scenarios is to expand upon the causes and consequences of major developments and offer insight into possible futures. All three scenarios will focus on the central issue of "what will be the status of strategies for enhancing the image of law enforcement agencies by the year 2004". The process will also facilitate the recognition and understanding of related policies and provide information useful to future planning activities.

The alternative scenarios were generated through the use of the SIGMA software program. The program was obtained from Mr. William Renfro of the Policy Analysis Company. Mr. Renfro is an instructor for the California Peace Officers Standards and Training Command College. The SIGMA program produced forty calendars of alternative events. The sequence of events were extended over a ten-year time frame from 1995 through 2004.

The ten events identified by the NGT panel were entered by their title. The final probability and the positive and negative impact of each event was input as well. Of the forty calendars of alternative events one was selected by this author as the "most likely" scenario to occur. Two additional calendars were chosen as alternative scenarios. The first scenario written is the "most likely" followed by the two alternatives.

SCENARIO ONE

The Sacramento Police Department, under the leadership of a new police chief, had gained national recognition for its Community Oriented Policing (COP) initiatives. In March of 1996 (event 10) the department received a national award presented by the U.S. Attorney General for its outstanding achievement in this area. The California Commission on Peace Officers Standards and Training (POST) adopted the Sacramento Police Department's model as a training standard for all agencies within the state. Of particular importance to POST was the positive contributions and leadership role the department had made toward youth outreach over the past several years (trend 5).

As with all good things there inevitably comes the bad. In July of 1999 (event 3) the department also experienced one of their worst public relations incidents. A high ranking member of the department is arrested for embezzling a large sum of money from the narcotic fund. The police official had been a member of the department for nearly twenty years and was highly regarded by the agency. The visual media, which is now the principal media source used by the public (trend 4), presented a series of special reports featuring the department's failure to recognize and act on early indications of the police official's misconduct.

It was only through the positive efforts previously achieved through community oriented policing that this community relations nightmare was effectively halted in its early stages. Community outreach efforts were immediately set into action. The

Community Advisory Committee (event 1) that had been previously organized served a vital function in networking with their respective groups. The use of interactive technology that had been identified and developed through the department's technology committee was extensively used to provide the community with current status reports of the police department's response to these incidents.

Largely due to the aggressive efforts of the department's newly assigned manager, a prime-time television drama featuring the Sacramento Police Department (event 9) aired in December 1999. The program had a very positive effect on influencing the public's perception of the department. It provided the agency with welcome national recognition with virtually no effort on the part of staff. More importantly, it required absolutely no investment of department resources in such fiscally conservative times.

In July of 2001 a new challenge confronted the police department. Highways throughout the city reached their traffic volume capacity (event 7). The time needed for an officer to respond to priority calls was unacceptably high. Citizens and officers alike were delayed for hours in traffic jams. The department looked again to the technology committee as the only viable solution to the problem (trend 2).

Through the use of state of the art interactive video technology the department was able to provide immediate service to the public that was previously available only when officers were dispatched to the homes of citizens. The interactive video offered residents the opportunity to communicate with police officers and handle

their service needs for all matters except emergency situations. The efficiency of this technology allowed field officers to be deployed throughout the city and available to respond only to emergency incidents.

It was two years later, in January 2003, that the most sensitive and emotional of all crimes hit Sacramento (event 5). A young child was kidnapped and brutally assaulted. The child survived the beating but had been injured so severely that she would never regain consciousness. The investigation lead to the arrest of a suspect who had been incarcerated three times previously for the same offense.

Community outrage over the senseless violence that had become part of everyone's daily life had reached a climax. Public confidence in law enforcement ability to protect its citizens was again threatened. The citizens themselves began to take an active role in addressing their personal safety. Unlike previous years, this was not a token effort of a few, but rather a dramatic change in the "culture" of the community (trend 10).

Intolerance to crime became a community value that spread throughout every neighborhood in the city. By November of that year, community advisory boards (event 1) working in concert with the department's project manager mobilized citizen action teams to patrol neighborhoods throughout the city. The result was significant reductions in crime and an enhanced quality of life for the residents of Sacramento.

It was the momentum and energy of this movement that led to an improved level of open communication between neighborhoods. The political special interest groups that had previously prevented alliances from developing between the community and the police were also overshadowed by a greater prevailing urgency to effectively deal with crime. As individuals became increasingly involved in their neighborhoods, they developed a heightened sensitivity and understanding of the problems faced by law enforcement. Through this partnership, the police and community established a foundation from which they would continue to work together with a shared purpose and understanding.

Scenario #2

It was November of 1995, and Sacramento had the statewide reputation of being a model for community oriented policing (event #10). The local police department had adopted several innovative programs that brought the community and law enforcement closely together. Never before had the Sacramento Police Department had such a positive public image. Quite obviously, the dividends of an aggressive community oriented policing philosophy paid off. The issue of crime and its impact on a community had been accepted as everyone's problem (trend 10).

The success experienced by the city lead to a city/county consolidation effort. The crime problems of the city were largely displaced to the unincorporated area of the county and it is now hoped that consolidation will relieve the county of a disproportionately high crime rate. In September of the year 2000 the voters overwhelmingly approved the consolidation initiative.

A charter provision mandated that the local law enforcement agency create community advisory boards (event 1) to facilitate communication with minority groups. Over the past five years the State of California experienced a rapid increase in its cultural diversity (trend #1). The state now led the nation with the majority of its population represented by minority groups. Sacramento, which mirrored the state in its ethnic representation, saw a dramatic rise in the proliferation of gangs (trend #9). To address the higher crime rate in the unincorporated area, resources from the former city area were reallocated. This strategy seemed to have some immediate

effect, but as predicted by many, crime began to re-emerge throughout the old city jurisdiction.

A national television drama featuring the Sacramento Metropolitan Police was released in August 2001 (event #9). Local officials hoped this would have a positive influence on changing public opinion toward the police, which by all accounts, was spiralling downward each day. Although the program reinforced a positive image of the police, the reality of deteriorating police community relations carried a much heavier weight.

The social conditions which result in dysfunctional families with a continuing decline of family values (trend #7) was viewed by community leaders as one of the principal causes of escalating crime rates. Equally at fault was the polarization of what many call the "have and have nots" (trend #3). This was a condition in which the affluent and well educated continued to succeed in society while a growing number of disadvantaged poor were unable to realize the same opportunities. The most urgent problem, however, was the factionalization which occurred between rival minority groups (trend #6). Tensions had developed to the boiling point and there was a total absence of communication between the police and the leaders of these communities.

In December 2002, a male hispanic youth was mistaken for a robbery suspect and was shot and killed by the police. Within hours of this incident, civil unrest (event #2) occurred throughout Sacramento. Without the pre-established lines of

communication the police were unable to effectively work with the community. The problem was further exacerbated by the negative image and poor public relations that developed over the years between the police and the community. The riots continued for two days and resulted in over two million dollars in damage to property.

Two years later, the department was still perceived by the community as unresponsive to their needs. The department frequently received negative media coverage (event #3) and suffered from an inadequate budget to effectively implement needed programs. In an effort to improve their fiscal requirements a benefit assessment district was formed to provide additional revenue to the police department (event #8). Although this did offer some relief, the infrastructure throughout the area had reached capacity (event #7). Roadways were frequently at a standstill even during the late hours, water rationing occurred year-round, and crime rates exceeded even the most pessimistic predictions. There did not appear to be any decided plan for the future and local officials had conceded that the existing conditions were irreversible.

Scenario #3

By February 1996, the Sacramento Police Department received more than its deserved share of adverse media attention (event #3). The local media had focused on every negative aspect of the department and seldom featured the positive accomplishments of the agency. The police management team had not been able to identify why the media was so critical but they knew something must be done to enhance their public image. The Sacramento area was comprised of a very culturally diverse population (trend #1) and the department leaders realized that they had not developed positive lines of communication.

To address this concern, the department organized several community advisory boards in March of 1996 (event #1). Each board had a diverse number of members who had been recruited from throughout the minority community. The advisory committees were immediately successful in establishing a dialogue between the police and the community. It demonstrated to citizens that the department was genuinely concerned about public relations and was actively soliciting their ideas and suggestions. Once the media recognized that the police department had begun to foster community support, their news reports became less critical of the department.

Everything went well for the department until one cold rainy night in November 1996, when four young police officers died in the line of duty. They were in two different police vehicles, responding with their red lights and sirens to a burglary in progress, when they tragically collided with each other in a downtown

intersection (event #6). All but one of the officers were married and two had left behind young children. The Sacramento community had never before experienced a loss of this magnitude. The community rallied together and immediately raised a large sum of money to support a memorial fund for the surviving family members. Newly constructed buildings and parks were named in the officers' honor.

It was nearly a year later when tragedy again struck Sacramento. In February 1997, an eight year-old boy was abducted. Following a massive manhunt, he was found three days later in the trunk of an abandoned car, savagely beaten to death (event #5). Although the culprit was never identified and arrested, the community, again, rallied together for the common cause of fighting crime. The number of neighborhood watch groups tripled within a month and anti-crime assemblies were held throughout the community.

The public confidence of the local police, ironically, was at an all time high. The citizens throughout Sacramento had come to believe that the issue of crime was truly a shared responsibility between the neighborhoods and the police.

In the next year, however, a new challenge was facing local officials. For the past ten years Sacramento had experienced a 3.2% growth rate every twelve months (event #5). There had been inadequate planning for the future and the infrastructure had reached its capacity. The condition of deteriorating social services, inadequate public works, and a generally inefficient local government had manifested into a community overwhelmed with hostility.

The inevitable occurred in October of 2000 – civil unrest (event #2). Riots plagued the streets of Sacramento for nearly a week. The community was fragmented and seemingly had nowhere to go but into further spiralling decline.

This shocked local officials and by April 2001 a benefit assessment tax (event #8) was implemented as the first positive effort toward re-building a crumbling city. Although it was a long two years, the police department was able to successfully restore its relationship with the community. Using the assessment money wisely, the department implemented several innovative youth programs (trend #5), and in January 2003 was nationally recognized as a community oriented policing model (event #10).

The success of the police department was undoubtedly the driving force which lead to yet another community initiative to consolidate city/county services (event #4). In March 2003, the initiative received an impressive 68% voter approval and the new Metropolitan Police Department became a reality in Sacramento. Perhaps the most symbolic indication of Sacramento's national prominence is when Hollywood took notice and created a prime time television drama featuring the Sacramento Metropolitan Police Department (event #9). Although it was fictional, it portrayed the department in a very positive light and greatly enhanced the public image of the agency for years to come.

CONCLUSION OF FUTURES STUDY

This study provided valuable insight into the issue of **what will be the strategies for enhancing the image of law enforcement agencies by the year 2004.**

The nominal group panel was comprised of a diverse group of law enforcement professionals as well as experts in the field of marketing. The input from this panel established a foundation from which this study could be pursued. The events and trends identified by the group reflected a variety of social, economic, political, and technological issues which were directly related to the topic of public relations. The ensuing discussion that surrounded each event and trend also offered valuable insight into the issues. The diversity of the panel and their sometimes conflicting views contributed greatly to the development of the final ten trends and events.

The data obtained from the cross impact analysis revealed the significance of one event interacting with another. It illustrated the positive and negative effect that seemingly unrelated issues had on influencing the direction of others. From the analytical perspective, the dynamics of this interaction was beneficial in understanding the value of public relations and its relationship to law enforcement image.

The scenarios written in this study demonstrated the variety of interesting futures that would significantly effect the direction in which law enforcement approaches their use of public relations strategies. They offered insight into the vast

number of alternative futures that may potentially evolve in the years ahead. It provided an opportunity to envision a logical scenario of events that emanate from the interaction of diverse outside influences.

In preparing for the future, it is necessary to explore what occurrences may affect strategic planning initiatives. This study produced a basis from which further analysis can be conducted in the identification of future strategies.

SECTION III - STRATEGIC PLANNING AND MANAGEMENT

INTRODUCTION

Will the perception the public has toward its police department, in light of continued reports of violent crime, continue to be threatened in the years ahead? Perhaps more than in previous years, there will be the urgent need to develop strategies which facilitate improved communication between law enforcement and the rapidly changing diverse communities they serve. Thus, as populations change so will the needs and priorities of their respective police agencies. In effectively serving the unique needs of our mosaic society there will be the demand to develop well-defined and thoughtful strategies for addressing these issues in the future.

It will also be necessary to prepare to meet this challenge by examining present and future opportunities that technology offers. Trends and events related to telecommunication and automation may prove to be valuable assets in addressing public needs.

Directly related to both of these issues is the desire to develop strategic initiatives which effectively produce a positive law enforcement image. It is the goal and purpose of the strategic plan to analyze the dynamic inter-relationship of these issues and formulate from that analysis an implementation plan. Scenario One, described in the previous chapter, was selected as the model in developing the strategic plan.

ORGANIZATIONAL DESCRIPTION

The organization used as the focus of this study is the Sacramento Police Department. It is an agency which has a total of over one-thousand employees, of which, there are nearly six hundred sworn police officers. The department is organized in four major divisions: Office of Operations, Office of Administrative Services, Office of Investigations, and Office of the Chief.

The City of Sacramento is the capitol of California and has a resident population of nearly 400,000. It is an ethnically diverse community with minority groups currently comprising 48 percent of the total population. The City also recently experienced a staggering \$47.5 million deficit. The deficit was addressed through a combination of expenditure reductions, organizational restructuring and the use of one-time reserves. The Police Department alone lost a total of 72 sworn police officers.

In 1994 the city council formally adopted the following six priorities: economic development, neighborhood revitalization and enhancement, public safety, positive youth alternatives, city-wide inclusiveness of diverse populations, and fiscal viability and reinventing city government. These six priorities will be the central focus for the investment of existing and future city resources.

MISSION STATEMENT

A mission statement is necessary in providing a foundation from which further

planning strategies may be developed. The mission statement was produced after reviewing the significant elements of the futures study, as well as, examining information contained in selected scenarios. Thus, the mission statement which follows addresses the essence of what will ultimately become the strategic plan.

By the year 2004 the Sacramento Police Department will foster a high level of community confidence. Regardless of the real or perceived threat of crime, the community will retain a high regard for the police department's ability to protect its citizens. The department will be viewed by its residents as a highly respected agency whose professionalism and commitment to service are enviable to law enforcement agencies throughout the state. A mutual sense of trust, support and common purpose will prevail throughout the Sacramento community.

The department will be the state's foremost leader in technological innovation. The application of technology in the enhancement of communication between the police and the community will serve as a national model. Technology will facilitate greater police/community relations by creating new avenues of communication in which shared concerns, ideas, and solutions can be effectively managed.

The Sacramento Police Department will endeavor to promote a positive image with the minority community. It will be the goal of the Department to develop confidence within the minority community that the service they receive will be responsive and equitable. The Sacramento Police Department will be committed to serving the unique needs and concerns of the city's ethnically diverse population.

It will be the goal of the department to gain the public trust of the minority communities which will be equal to that expressed by the general population. The Department will strive to create a mutual sense of trust, support and common purpose that will prevail throughout the Sacramento community.

SITUATIONAL AUDIT

To effectively examine the issue of "What will be the status of strategies for enhancing the image of law enforcement agencies by the year 2004" it will be necessary to study environmental issues as they relate to the mission statement. In conducting this analysis it will be necessary to explore opportunities that support and promote the goals of the mission statement. Conversely, threats that impede or prevent its implementation must also be examined.

The process for identifying significant opportunities and threats will principally focus on social, technological, economic, environmental and political issues. Research previously conducted in the futures study will be used as a basis for this process. Specifically, trends and events produced by the NGT panel will be used as a reference and resource in the development of this report.

External Environmental Analysis

Social:

Threats: Crime is reported to be the foremost concern of the American public.

Sacramento is no exception where the murder rate reached a record high in 1993. Perhaps as evidence of increased apprehension over this issue, handgun sales soared in the same year to reach an all time high.

The overwhelming concern of becoming a crime victim seemingly crosses all socio-economic boundaries and has correspondingly raised anxiety levels throughout the Sacramento community. Residents express the need to defend themselves as media reports continue to draw attention to the apparent endless accounts of violent crime. As the residents of these neighborhoods become acutely aware of their vulnerability, the confidence they have in law enforcement's ability commensurately diminishes. Gated communities with private security become increasingly popular while disadvantaged neighborhoods become more entrenched with crime.

Opportunities: The philosophy of Community Oriented Policing (COP) has emerged throughout the nation as the foremost approach in attacking neighborhood blight. The Sacramento Police Department has taken an aggressive posture in implementing the COP philosophy. The success of neighborhood police officer programs has gained the attention of media and has provided the department with much needed positive coverage. Each neighborhood revitalization project has built on the success of its predecessors and has become the foundation for promoting community oriented policing.

New innovative partnerships have been formed with Housing and Urban Development (HUD) through the local Sacramento Housing and Redevelopment Area

(SHRA). In these programs, neighborhood police officers are assigned exclusively to public housing areas. Schools, churches, neighborhood alliances and allied city services all work in collaboration toward the common goal of neighborhood improvement.

Technology:

Threats: As our society becomes inevitably reliant on technology, the proficiency levels necessary to fully utilize these systems will become increasingly difficult to achieve for large segments of our community. Immigrant populations have historically lacked educational levels equal to that of the general population. These groups, as well as significant numbers of economically disadvantaged will experience greater difficulty in adapting to the complex world of technology.

As police agencies employ technology to more effectively and efficiently interact with the public there will be a dire need to reach those populations that are technologically illiterate.

Opportunities: Technology will afford the Sacramento Police Department the opportunity to provide greater service to the community through enhanced communication with limitless public relations potential. With the advent of automation, competitive dollars once dedicated to labor intensive functions can be re-channeled toward more responsive service priorities.

Telecommunication, as an example, will provide a venue in which the public

can quickly access police personnel. It could be envisioned that many of the traditional calls for service which required police response could be effectively managed via tele-conference. These same systems could also be employed to deliver and promote public relations strategies of the police department. Messages featuring positive police programs, services, and accomplishments could be introduced through a variety of automated processes.

Environmental:

Threats: Sacramento is a very environmentally conscientious community. Delivery of police service is always under the watchful eye of the public and an often very aggressive media. The Police Department's actions will always be subjected to a critical standard of performance with respect to its policies and procedures associated with the enforcement of environmental concerns. The approach taken toward the enforcement of the homeless, abandoned tires, chemical spills, illegal drug labs, disposal of narcotic contraband, and a host of other related issues will continue to be a potential threat to the department's public image.

Opportunities: The public perception of the Sacramento Police Department's responsiveness to environmental concerns will be largely influenced by the attention it gives to public relations opportunities. As a department dedicated to the community oriented policing philosophy, there will be numerous opportunities to capitalize on the accomplishments realized during neighborhood revitalization projects.

A well structured and thoughtful public relations campaign would serve to educate the public as to the department's achievements in reducing environmentally hazardous sites throughout the city. Similarly, greater attention could be directed toward ensuring that the public is informed as to the police department's policies related to its enforcement and preventative efforts at a level appropriate to meet the community's priority.

Political:

Threats: The Sacramento community has become increasingly diverse in recent years. It is forecast by the year 2000 the majority of city residents will be represented by ethnic minorities. The current composition of elected representatives also reflects a wide range of minorities and women. The police department has failed to meet council mandated affirmative action goals. The department is also reported to have the second worst record in the nation in hiring African-American police officers. In as much, there has been growing attention critical of the police department's apparent unresponsiveness to the problem. The need to diversify the work force will be further exacerbated as Sacramento's ethnic population accelerates at a record pace in the decade ahead.

Opportunities: Given the dismal success in achieving past affirmative action goals, there does, however, exist opportunities in which the department can capitalize on existing accomplishments. Many prominent programs within the police department are staffed by ethnically diverse officers.

Promoting these programs would expose the community to segments of the agency which represent its ethnic diversity goals. Literature published by the department pertaining to crime prevention programs, recruitment, special events, as well as a variety of other materials produced could be used to prominently feature the diversity of the agency.

Developing close liaison with community leaders, community based organizations and elected officials will be essential to maintaining strong community support. Informing them of department affirmative action efforts, perhaps even to the point of saturation, will help foster much needed community support.

Economic:

Threats: The Sacramento Police Department has sustained significant reductions in its base budget during the 1993-94 budget year. Shortfalls in city revenue has resulted in a 5.5 million dollar budget cut and the subsequent loss of 72 police officer positions. The 1994/95 fiscal budget remained the same as the previous year with predictions that the year following will also reflect no growth. The general economy throughout the Sacramento area appears to have stabilized, but there are no clear indications that substantial improvement in economic conditions is likely to occur in the immediate future.

The contract with the Sacramento Police Officers Association (SPOA) will expire in July of 1994 and the city has publicly stated that there are no funds for

salary or benefit increases. The SPOA leadership has announced to its members that they will take a determined stand and without concession to obtain a new pay package.

Opportunities: The economic impact of budget reductions has compelled the department management staff to creatively identify new and more efficient programs and processes for accomplishing goals. Organizational plans to restructure department resources will allow officers and civilian personnel opportunities to attack neighborhood policing with new strategic approaches.

There will also exist tremendous potential to form new partnerships between organizations. To effectively serve community policing needs the department will be able to collaborate services with other city departments, community based organizations, and the private sector. Using the concept of shared resources, the police department in conjunction with parks and recreation has solicited private donations which support several summer youth recreation programs. This example serves to illustrate the limitless potential for developing innovative programs which more efficiently meet the public service needs in light of diminishing resources.

Organizational Analysis

The success or failure of developing positive public relations relies largely upon the organizational functions designed to pro-actively address this need. Four subject areas have been identified in this report which directly support or substantively

influence the Sacramento Police Department's public relations efforts. The four subject areas are organizational structure, work force diversity, public relations, and technology.

Organizational Structure

Strengths: The Sacramento Police Department experienced significant reorganization of its patrol operations within the past year. Command structure within the patrol division was decentralized to four relatively independent zones. Each zone, or sector, as they are referred, has responsibility to respond to general police service needs as well as foster positive police community interaction.

The concept of dividing the city into smaller geographical areas ensures a greater sense of commitment, loyalty and accountability to the communities they serve. Under this configuration, the community and police are encouraged, by virtue of organizational design, to foster close working partnerships. As these associations continue to mature and expand, a reciprocal trust and understanding logically ensues. The level of confidence the public has in the police department's ability to perform essential law enforcement duties will correspondingly improve.

Weaknesses: With the decentralization of police services has come the predictable problems related to communication. There are two independent command stations which are located several miles from the central headquarters building. The command staff of each of the sectors occasionally reports to the

downtown station; however, the majority of their time is spent at their respective buildings.

The empowerment of sector personnel to creatively respond to neighborhood crime has further exacerbated the communication flow which traditionally mandates that direction and policy follow traditional chains of command. The efforts by the department's police executives to direct the agency toward an improved public perception is potentially hindered by ineffective lines of communication.

Workforce Diversity

Strengths: The Sacramento Police Department is publicly committed to achieving an ethnically diverse work force. The city council has established affirmative action hiring goals which the department has actively endorsed. For the first time in the agency's history, an ethnic minority police chief was appointed to the position in 1993. Other key promotions have also occurred during the past year. The highest ranking African-American officer was promoted from lieutenant to captain. An Hispanic commander was recently promoted to deputy chief of police. A total of four of the eleven sworn managers represent protected classes.

The change in management's ethnic representation clearly reflects the department's commitment to mirror the community. Positive gains toward affirmative action goals will strengthen community ties and serve to reinforce public confidence within the minority community.

Weaknesses: Although there has been notable achievement in some areas of affirmative action, there still exist tremendous needs yet to be accomplished. The Sacramento Police Department has failed to meet its identified objectives. Strategies such as focused recruitment have failed to successfully recruit large numbers of qualified minority candidates.

The adoption of programs specifically designed to broaden the work force will undoubtedly be successful, but they are relatively new and will take time before the department realizes their full benefit. Local economic conditions resulting in hiring freezes have also prevented Sacramento from hiring new employees who would have provided the opportunity to improve ethnic representation.

Public Relations

Strengths: The police department has assumed a very aggressive posture in promoting its community oriented policing programs. A number of strategic public relations strategies were used to deliver the COP philosophy throughout the Sacramento community. The first in a series of community forums were held in 1993. A total of thirteen meetings were conducted throughout Sacramento for the purpose of obtaining community input into the strategic planning goals for the police department. The forums were extremely well-attended and resulted in a very positive response from the participants, as well as the public at large. The nominal group technique (NGT) employed at the meetings served to provide the public with a

perceived and real sense of active participation into the department's decision making process.

The local media was also an essential component of the public relations efforts of the police department. With a long standing adversarial relationship with the media, it was paramount that the problem be expeditiously dealt with. The first approach taken by the department was to open lines of communication with all the local media sources. Direct access to the police chief and his immediate command staff, as well as providing media request with information previously withheld, communicated a sincere spirit of cooperation. The department's association with the media has quickly developed into a professional relationship of mutual respect.

Weaknesses: The police department recognizes the critical role public relations has in promoting positive police/community relations. However, in light of this fact, the agency has not, as yet, developed a plan. Nor, does there exist personnel dedicated to the purpose of devising public relations strategies. With demographic changes projected to occur in Sacramento over the next ten years it is incumbent upon the police department to identify public relations strategies which address changing public attitudes. The current approach in promoting the image of the department has been effective, but it does not account for, nor plan for, future issues which will impact our changing community.

Technology

Strengths: The Sacramento Police Department's vision of the future is entrenched with ideas of technological utilization. Nearly all of the department's capital improvement plans include significant expenditures related to technological enhancements. Research is continuously being conducted by police staff regarding communications systems which can be purchased and employed to improve community relations.

Whether it be police/community interactive networks or optical imaging systems, the police department is poised to exploit available technology. There has emerged a heightened awareness throughout the agency surrounding the significance of technology and its expanded role in meeting law enforcement needs.

Weaknesses: In an era of diminishing fiscal resources it will be increasingly difficult to persuade elected officials to prioritize the funding of technology rather than police officers. However rational the justification, the fiscal commitment to technology will be a challenging endeavor. There is also concern that technology will not equally serve all segments of the Sacramento community. The public which does not have the personal resources to purchase the technology necessary to interact with future police systems may never benefit from its services.

The populations of poorly educated and economically disadvantaged citizens may be the people whom the police department need most to reach with positive public relations. Yet, without the skills necessary to capitalize on the opportunities

that technology offers, they are in jeopardy of being further alienated from law enforcement. Equally of concern, is the cultural and language barriers of an ever increasing number of newly arrived immigrants. It is these groups which have high levels of police service needs and traditionally have been most difficult to reach in fostering positive community relations.

Critical Stakeholder Analysis and Identification

Using the WOTS-UP group, eleven stakeholders were selected which the panel identified as having a significant and direct impact on enhancing the Sacramento Police Department's public image with the utilization of identified strategies. Using the modified delphi process, the panel developed a list of assumptions both negative and positive which influenced this issue. Also included in this study is an assumption map (figure 3) which illustrates the range of predictions related to the stakeholders.

Stakeholder #1: Chief of Police

1. The chief executive is committed to the development of a plan for improving police/community relations.
2. He will support an aggressive public relations effort by department personnel to promote a positive public perception.
3. The Chief will dedicate fiscal and personnel resources necessary to achieve the desired results.

Stakeholder #2: Mayor and City Council

1. The local elected officials have a vested interest in supporting a strong police-community relationship.
2. If politically ill advised, they may not actively support police issues in the aftermath of controversial incidents.
3. Competitive funding priorities may prevent them from allocating necessary resources to effectively meet police public relations goals.

Stakeholder #3: Police Officers, Sergeants, and Lieutenants

1. Sworn operational personnel believe that the positive or negative reputation of the police department has a direct relationship to their performance.
2. The officers will not support some of the public relations strategies used to enhance the department image.
3. Line level supervisors are critical of the implementation of public relations strategies that directly reach out to the community. First line supervisors are essential to the operational success of plans.

Stakeholder #4: Chamber of Commerce/Business Community

1. The local business community will support and actively participate in the police department's public relations efforts.
2. Economic growth in the city is directly dependent upon law enforcement real and perceived ability to effectively address crime.
3. Minority business owners will assume a role as civic leaders in promoting a positive relationship between the police and their respective communities.

Stakeholder #5: City Manager

1. The chief administrative officer for the city will recognize the value and significance of a strategic plan for the police department.
2. The manager will dedicate sufficient resources necessary to fully implement identified public relations ideas.
3. The city manager will work closely with the city council to promote the police department efforts. He will serve to facilitate a positive communication between the police and elected officials.

Stakeholder #6: Minority Community

1. Public relations strategies will be effective in enhancing the police department image within the minority community.
2. The minority community will work in partnership with the police department in developing strong linkages of communication and mutual support.
3. Ethnic minorities will receive a heightened level of the resources and will be one of the most challenging populations to effectively reach.

Stakeholder #7: Neighborhood Associations

1. Organized groups of neighborhoods will actively participate in efforts directly or indirectly designed to enhance the police department public image.
2. The majority of neighborhood associations will be a potentially powerful coalition of police advocates.
3. Neighborhood groups have well established networks of communication and can be targeted with public relations strategies in large numbers.

Stakeholder #8: Youth and Community Services Section

1. Personnel within this section will be an essential force in the development, implementation, and delivery of public relations strategies.
2. Members of this unit will have the resources, skills, and commitment to the plan to be effective.
3. The personnel of this section will be successful in gaining the trust and respect of all segments of the Sacramento community.

Stakeholder #9: Deputy Chief of Administrative Services

1. As the chief officer of support service he will actively endorse as a priority the need to enhance the police department image.
2. He will dedicate resources necessary to accomplish the goals identified in the strategic plan.
3. He will facilitate communication between other city departments, offices within the police department and community based organizations.

Stakeholder #10: Minority Police Officer Associations

1. The various minority police officers associations will actively embrace the concepts identified as public relations goals.
2. They will be instrumental in facilitating communication between the police department and the minority community. They will serve the critical role of police ambassador to their respective communities.
3. They will be received by the community in a very positive light and will have credibility with civic leaders.

Stakeholder #11: Media (SNAILDARTER)

1. The media will sensationalize incidents related to police service which will not accurately reflect a true factual description.
2. The media will be inconsistent in their support of police programs and therefore unpredictable in their characterization of the department's public relations efforts.
3. The positive gains produced as a result of a successful plan can be quickly eroded as a result of negative news coverage.

Developing Alternative Strategies

Using the WOTS-UP GROUP, the modified delphi process was used to identify and analyze alternative strategies that the police department could use to achieve the mission statement. The panel produced a total of 22 alternative strategies. The alternative strategies identified are as follows:

1. Employ a professional marketing agency that specializes in developing strategies for government agencies.
2. Produce a ten-year strategic plan which provides a detailed analysis and implementation model for the Sacramento Police Department.
3. Invest in technology which will enable the department to communicate with large segments of the population.
4. Use police/youth programs as a public relations tool for developing a positive image with the minority community, i.e. Police Athletic League.

5. Create advisory boards consisting of leaders in the minority community to assist in developing strategies.
6. Request funding from state and federal grants to support the fiscal needs for implementing strategies.
7. Establish a partnership with the local media in which they frequently portray positive news events involving police programs and activities.
8. Appoint a female police chief to serve as a role model for minorities and women.
9. Produce a weekly television program featuring Sacramento Police Officers similar to the nationally televised COPS program.
10. Make substantial increases in the number of women and minority police officers represented in the force.
11. Assign minority police officers in positions which are highly visible to the public.
12. Collaborate with minority police officer associations to form mutually agreed upon strategies to be employed throughout the city.
13. Enlist the financial support of the business community to fund public relations efforts.
14. Use technology to keep the public informed as to recent criminal events occurring in their neighborhoods.
15. Solicit in-kind donations of public relations services from directors of major firms.

16. Share resources and create agreements to interface with corporate strategies.
17. Identify and develop public relations strategies that benefits and support city-wide goals.
18. Dedicate a full-time position to the department public relations needs.
19. Hold department personnel accountable for promoting a positive public image and provide an incentive program for outstanding performance.
20. Develop a mechanism to accurately evaluate public confidence in the police department. Information received would be followed by responses to identified deficiencies.
21. Promote Sacramento's community oriented policing efforts as a national model.
22. Enlist a cadre of volunteers dedicated exclusively to a department public relations campaign.

Analysis Criteria

In the analysis of alternatives, the following seven criteria were identified and included on a rating form which was used by the panel. The criteria are as follows:

Desirability - Short-Term

Implementation Feasibility

Cost

Desirability - Long-Term

Community Involvement

Stakeholder Support

Public Acceptance

The rating form allowed participants to list strategies 1 through 22 and then measure them against this criteria using a 1 to 4 range with 1 being low and 4 being high.

Analysis of Strategy No.2

Using the above criteria, the delphi panel selected the following two alternatives.

Highest Rated Alternative: Number 2: "Produce a ten-year strategic plan which provides a detailed analysis and implementation model for the Sacramento Police Department.

Arguments

Pro's:

- Would offer direction to the department with respect to future image enhancement goals.
- An implementation plan would stimulate ideas and would lead the department pro-actively and not reactively.
- The plan would result in a department-wide commitment to a decided image enhancement strategy.

Con's:

- Once developed, strategic plans are difficult to change and may lead the department in the wrong direction.
- Resources dedicated to the implementation of the plan would potentially jeopardize other department priorities.
- The driving force behind the structuring of the plan will be politically based and it will fail to serve the greater needs of the department.

Stakeholder Analysis of Strategy No. 2:

Stakeholder No.1 Chief of Police

The Police Chief would be in a position to influence the direction of the plan as well as approve it as a final document. His position would give him control over major issues and allow him to achieve his department's goals.

Stakeholder No.2 Mayor and City Council

The Mayor and Council will have divided opinions as to the strategies identified in the plan. The assessment given by Mayor and Council will be directly related to the specific needs of their respective districts.

Stakeholder No.3 Police Officers, Sergeants, and Lieutenants

The initial response of rank-and-file personnel will generally be in opposition to the plan. Resources re-directed to public relations efforts will not be viewed as a priority with department personnel in these ranks.

Stakeholder No.4

Chamber of Commerce and Business Community

The business community will support the department's efforts to enhance its image within the community. They will identify the department's relationship with the community as directly related to an environment which is conducive to economic growth.

Stakeholder No.5

City Manager

The manager will endorse the plan as process for ensuring positive police/community relations. In his relationship with the mayor and council this will be given a high priority.

Stakeholder No.6

Minority Community

The minority community will not embrace the concept without significant focus on addressing needs within their respective communities. They will be uncertain of its value without proven results.

Stakeholder No.7

Neighborhood Associations

Organized groups of neighborhoods will generally support efforts that bring them in closer contact with the police. Provided that programs exist within the plan that enhance communication with city residents it will be viewed favorably by these groups.

Stakeholder No.8

Youth and Community Services Section

This unit would be largely responsible for program implementation. The success and support of the plan would depend entirely upon the caliber of personnel

selected in this unit. Motivated employees with appropriate resources would be the greatest advocates of the plan.

Stakeholder No.9

Deputy Chief of Administrative Services

As an administrative support function, this office would have conflicting and often competing priorities. If necessary resources were provided to meet the implementation needs of the plan, the Deputy Chief would support its goals.

Stakeholder No.10

Minority Police Officers Association

If minority police officers were assigned significant roles in its design and implementation, they would overwhelmingly endorse its strategies. They would view its effectiveness in direct proportion to their involvement.

Stakeholder No.11

Media

The media will take an active interest in the specific public relations strategies. Initial news accounts will be generally favorable. Follow-up stories will attempt to identify weaknesses in the plan or focus on failed attempts to reach certain populations within the city.

Second Highest Rated Alternative No. 3: Invest into technology which will enable the department to communicate with large segments of the population.

Arguments

Pro's

- Technology will allow the department to efficiently respond to the needs of large numbers of the population.

- Communication systems can be used to enhance the image of the department with minority communities.
- Technology will assist the department in prioritizing strategies needed to improve community relations.

Con's

- Cost associated with advanced technological systems may be difficult to justify in light of competing priorities.
- Strategies developed to improve police public image which may be perceived as artificial and without substantive quality.
- Advancements in technology are always changing and major investments may be outdated in relatively short time periods.

Stakeholder Analysis of Strategy No.3:

Stakeholder No.1 Chief of Police

The Police Chief will support efforts to improve technology within the department provided they logically and efficiently serve the needs of the community.

Stakeholder No.2 Mayor and City Council

The elected officials may challenge major expenditures in technology and view the funding as a politically unpopular position. They will be directed by their constituents who demand more street cops and not capitol improvements.

Stakeholder No.3

Police Officers, Sergeants, and Lieutenants

The officers will take a position similar to the mayor and council. They will prioritize the need to hire more officers over expending money to develop technology which has no immediate relationship to their day-to-day operations.

Stakeholder No.4

Chamber of Commerce and Business Community

The business community will support investment in technology if it can be demonstrated that it will serve a direct benefit to their needs. They will expect greater opportunities for communication between police and business with introduction of new technologies.

Stakeholder No.5

City Manager

The manager's office will make deliberate and logical assessments of capital improvement priorities. If presented with sufficient justification, the city manager's office will authorize a prudent investment plan.

Stakeholder No.6

Minority Community

Representatives of the minority community will welcome technology which opens lines of communication. They will, however, expect to be an integral part of the initial planning process.

Stakeholder No.7

Neighborhood Associations

Neighborhood groups will support investment in technology provided it does not adversely affect district officer staffing levels. Improved communication with the department will be well-received by this group.

Stakeholder No.8

Youth and Community Services

Personnel of this unit will support technology as a medium to more effectively reach their goals. Support will be largely dependent upon necessary and appropriate training to fully utilize available systems.

Stakeholder No.9

Deputy Chief of Administrative Services

The Deputy Chief will promote efforts to improve the department's technological needs. The Deputy Chief's commitment to technology will be heavily dependent upon the Police Chief's dedication to similar goals.

Stakeholder No.10

Minority Police Officers Association

The minority police officers will view technology with a relatively neutral position. Their perception of technology will seemingly have no direct connection to their organization's political agenda.

Stakeholder No.11

Media

The media will look at the department's changes in technology as potential feature stories. They will not, however, threaten or necessarily promote efforts to meet technology needs within the department.

Alternative with Greatest Diversity: No.19: Hold department personnel accountable for promoting a positive public image and provide an incentive program for outstanding performance.

Arguments

Pro's

- The greatest opportunity for the department to improve its public image is through the accountability of its personnel.
- Realistic incentive programs will provide management with a mechanism to motivate rank and file members of the department to reach new customer service goals.
- By ensuring accountability, the department will be able to more effectively implement its community oriented policing initiatives.

Con's

- The incentives necessary to increase accountability may be costly and potentially have a negative influence on other department operations.
- It will be difficult to measure the effectiveness of accountability between the organization's members. This, by itself, may be cause for further demoralization.
- Civil services protection, as well as the police officer's bill of rights may impede efforts by management to hold personnel accountable to identified standards of performance.

Stakeholder No.1

Chief of Police

The Police Chief will aggressively endorse fair and reasonable policies which fix accountability. However, incentive programs would, as well, have to be reasonable and directly correlate to a standard of measurable accountability.

Stakeholder No.2

Mayor and City Council

The council would not take issue with efforts to improve accountability, but they would need a justifiable explanation of incentive programs which may be perceived by the public as needless rewards in times of fiscal restraint.

Stakeholder No.3

Police Officers, Sergeants, and Lieutenants

Rank and file members of the departments would generally oppose management attempts to further impose accountability beyond past practice. Incentive packages, negotiated by union representatives may be viewed as a means to compromise related issues.

Stakeholder No.4

Chamber of Commerce and Business Community

If measures to improve accountability directly relate to increased service levels in the business community, they would clearly support this effort.

Stakeholder No.5

City Manager

The manager would offer the police chief overwhelming support in any endeavor which improves customer service. Incentive programs would be authorized only if they have a relatively insignificant impact on competing fiscal priorities.

Stakeholder No.6

Minority Community

The minority community would advocate the need for greater accountability, specifically of sworn officers. If policy changes dealt effectively with the minority community members' needs, they would be strong allies of proposed change.

Stakeholder No.7

Neighborhood Associations

Neighborhood groups would embrace department efforts to hold district police officers more responsible in working directly with their members. The beat officer concept has been widely proclaimed by neighborhood associations.

Stakeholder No.8

Youth and Community Services

The caliber of personnel selected for this unit would determine the degree in which accountability would be an issue. Personnel dedicated to the goals of this section would strongly advocate peer accountability.

Stakeholder No.9

Deputy Chief of Administrative Services

The Deputy Chief would assume a similar position to that of the Chief of Police. Police managers, throughout the department support improved accountability and, if necessary, incentives to achieve results.

Stakeholder No.10

Minority Police Officers Association

The minority officers would be critical of policy changes that would adversely impact their members. If procedural changes affected units with larger numbers of minority officers they may perceive such changes as unfairly harmful to their members.

Stakeholder No.11

Media

The media will seek opportunities to report controversial issues related to policy changes. This will be especially true in scenarios in which intense emotional issues emerge.

Preferred Strategy:

Following this analysis, it was the consensus of the panel that the highest and second highest alternatives were directly linked and should be combined. This conclusion was reached by re-visiting the following seven criteria: desirability - short-term, implementation feasibility, cost, desirability - long-term, community involvement, stakeholder support, and public acceptance. The justification is as follows:

Desirability - short-term: Investment in technology could offer immediate benefit to opening lines of communication with targeted community members. Additional opportunities would exist in enhancing the department's image.

Implementation feasibility: The preparation and design of a ten-year plan could be accomplished with an appropriate commitment of staff. Throughout the civilian and sworn ranks, there exist a pool of expertise capable of developing a strategic plan.

Cost: An organization as large as the Sacramento Police Department could effectively re-assign personnel to the project without significantly impacting staffing levels. Funding for consultant services may be of greater issue, but would not preclude implementation if reasonably presented to decision makers.

Desirability - long-term: A ten-year plan would strategically map out future public relations issues and goals for the department. It will provide the agency with a strategic blueprint into the future and a commitment to a decided plan of action.

Community involvement: An essential component of the plan would be community participation in its development and design. The community's involvement in preparing and committing to the goals of the plan would, in itself, serve as an image enhancement strategy.

Stakeholder support: As a police department dedicated to the community oriented policing, the implementation of a plan which reinforces this philosophy would be widely accepted. Stakeholders would generally view the adoption of strategies as a positive effort by the police to meet the communities needs.

Public Acceptance: The department's investment in technology would be perceived by the general public as a constructive and beneficial step toward improving lines of communication. Access to police services is a fundamental and often critical concern of the public. Technology used to provide increased service to the public will be widely accepted.

IMPLEMENTATION PLAN

In order to initiate a long-term strategic plan, several key concerns need to be addressed. In an era of competing priorities, the importance a community places on the image of the police department must be elevated to a high level. The public, as well as the sworn and civilian staff of the department, will need to embrace the concept that a police department image is an essential component of police service. There must exist a total understanding for the need and often unrealized value for enhancing the image of the department.

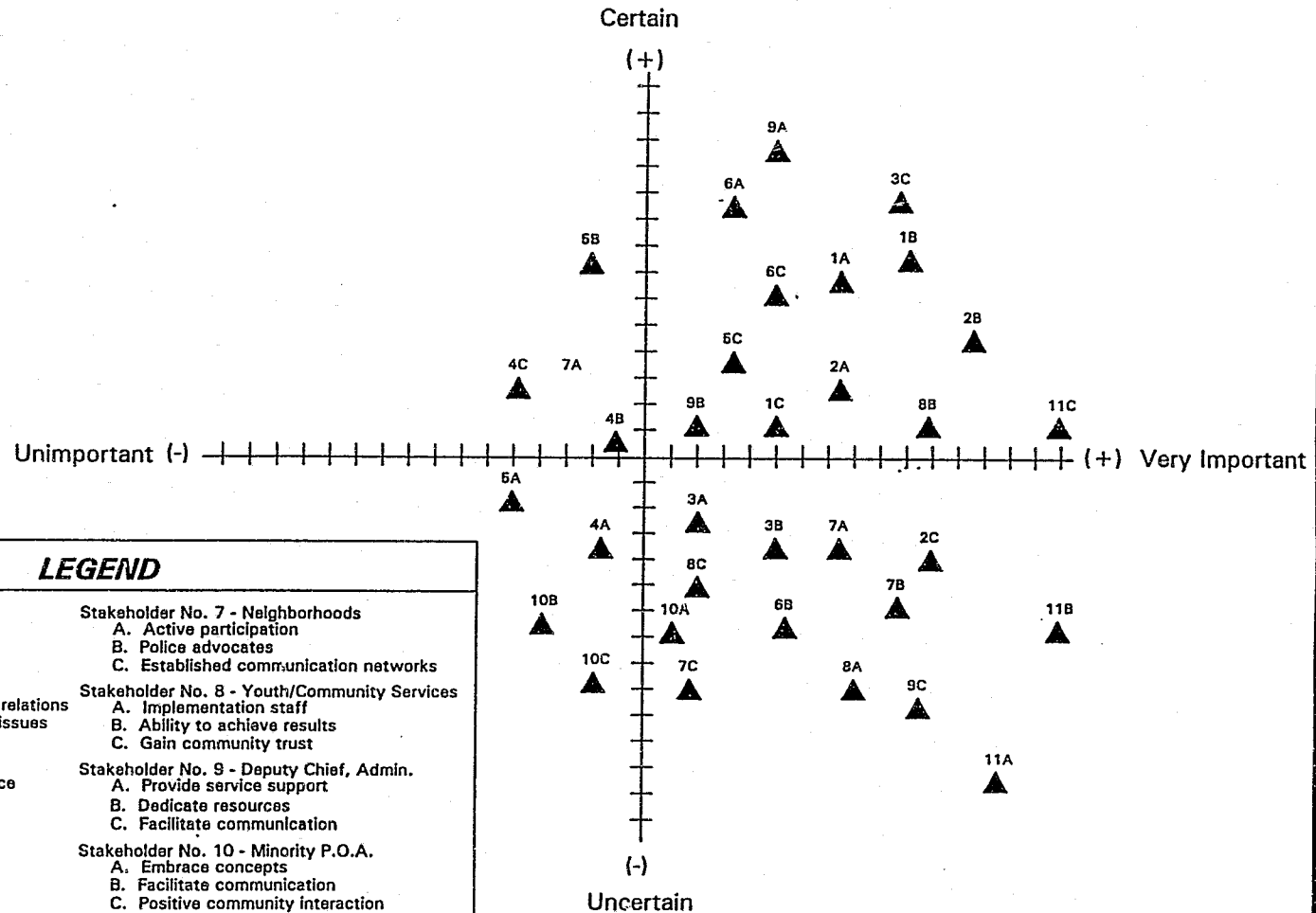
The following is a sequence of issues that are essential elements to achieve implementation:

1. Fiscal concerns will be the first obstacle which must be addressed. The commitment to dedicate staff to enhance the image of the department will need to be decided in the early phases of the process.
2. Existing programs and perhaps even staff may be in jeopardy as a consequence of the reallocation of money necessary to fund identified public relations strategies. The loss of staff has the potential of becoming a volatile union issue. The elimination of programs may develop as a serious morale concern and possibly have political ramifications in the community.
3. The success in improving a department image will depend largely upon the creativity and skill of personnel assigned to the task. The union contract permits the department to select the "most qualified" member for special assignment. It is essential that only highly qualified members of the department be selected to develop and administer the program.
4. It will also be necessary to measure the relative success of the various public relations strategies. Basic survey methodology should be employed as a pre/post assessment of public confidence in the police department.
5. Open lines of communication should be developed that facilitate the flow of information between police personnel and the community. Advisory groups representing the community and department should be formed and have "buy-in" to the key strategies.

6. Elements of the plan may be perceived as non-traditional and unacceptable by some members of the department. To effectively deal with criticism which may emerge from the ranks, there will be a need to develop an internal public relations campaign which informs department personnel of the often unrealized benefits of enhancing the police image. Annual Advanced Officer Training would be an appropriate setting to begin the educational process.

To fully implement the strategic plan will require approximately seven to ten years. Essential elements of the plan, however, will occur within the first and second year. The third year will principally expand upon the effort of the first two years. The remaining four to seven years will assess on going activities, as well as, redefine program needs. There will also be a continuous effort to enhance existing program successes.

ASSUMPTION MAPPING



LEGEND

Stakeholder No. 1 - Chief of Police

- A. Commitment for plan
- B. Support for employees
- C. Fiscal support

Stakeholder No. 2 - Mayor/Council

- A. Support police & community relations
- B. Non-support of controversial issues
- C. Allocate resources

Stakeholder No. 3 - Rank and File

- A. Police department/performance interconnected
- B. Will not have total support
- C. Critical of implementation

Stakeholder No. 4 - Business

- A. Support & participate
- B. Economic growth
- C. Minority business support

Stakeholder No. 5 - City Manager

- A. Recognize plan's value
- B. Resource commitment
- C. Facilitate council communication

Stakeholder No. 6 - Minority Community

- A. Enhance police image
- B. Work in partnership
- C. Difficult to impact

Stakeholder No. 7 - Neighborhoods

- A. Active participation
- B. Police advocates
- C. Established communication networks

Stakeholder No. 8 - Youth/Community Services

- A. Implementation staff
- B. Ability to achieve results
- C. Gain community trust

Stakeholder No. 9 - Deputy Chief, Admin.

- A. Provide service support
- B. Dedicate resources
- C. Facilitate communication

Stakeholder No. 10 - Minority P.O.A.

- A. Embrace concepts
- B. Facilitate communication
- C. Positive community interaction

Stakeholder No. 11 - Media

- A. Sensationalize incidents
- B. Inconsistent support
- C. Loss of positive results

SECTION IV - TRANSITION MANAGEMENT

INTRODUCTION

In the prior section, a strategic plan was prepared to further analyze strategies designed to enhance the image of law enforcement in the year 2004. Included was a mission statement which defined the future state of the Sacramento Police Department over the course of the next decade. Specific attention was directed toward the analysis of the external environment of the department, as well as an indept examination of the organization internally. The principle strategies produced from this plan are described as follows:

An essential component of implementation will be the creation of a strategic plan. A strategic road map to the future will be necessary in the development and implementation of a systematic strategy which will be used to execute identified goals. The plan will provide a foundation in which each component of the program will be based. It will contain an analysis of the present state of the Sacramento Police Department and establish essential criteria needed to ensure a planned approach to achieve the desired future.

To ensure success, there must be a well planned effort to solicit and receive support from within the ranks of the police department. The often neglected civilian ranks of the agency must be given equal attention in this effort. The sworn personnel, particularly in the uniform patrol division, must be considered a high

priority in this endeavor. To be effective, department staff must fully understand the significance of public relations as a community relations tool. The often unrealized value of short and long-term strategies will need to be part and parcel to this initiative.

Community buy-in will also be necessary to achieve a desired level of commitment. Expenditure of taxpayer dollars have always been subject to critical review. Fiscal resources redirected toward new programs, however seemingly innovative, will predictably have a significant element of community resistance. Competing priorities within the community will be an issue which must be considered in gaining up-front support for the implementation of new ideas. The formation of neighborhood advisory committees would be the first approach toward enlisting community support. Community surveys and community meetings would be additional strategies employed to generate ideas and gain support for the plan.

Technology will have a critical role in the delivery of public relations strategies. Existing technologies may be immediately incorporated into the plan while developing technologies will be essential in deciding future strategies over the course of the ten-year strategic plan. Technology will provide the Sacramento Police Department with the mechanism to effectively communicate with large populations of city residents. It will also allow for police services to be directed at targeted groups within the city which have been traditionally difficult to reach.

A feedback process must also be implemented that will objectively measure each of the adopted strategies. Feedback should occur following the first six months of implementation and every twelve months thereafter. Adjustments to this schedule may vary depending upon the individual needs of each strategy.

KEY PLAYER IDENTIFICATION

The Strategic Plan section identified several stakeholders who would have a significant role in influencing the adoption of public relations strategies for the Sacramento Police Department during the next ten years. Also, included in this section were the assumptions related to each of the identified stakeholders. The "critical mass" component of this paper will establish a list of key stakeholders who will have a principal role in either advancing the plan or restricting its development. "Critical Mass" is defined as those individuals, or groups, who if they support the change, will be successful or if they resist the change, will be unsuccessful.

The stakeholder list is as follows:

- | | |
|----------------|-------------------------------------------|
| Stakeholder #1 | Chief of Police |
| Stakeholder #2 | Mayor and City Council |
| Stakeholder #3 | Police Officers, Sergeants and Lieutenant |
| Stakeholder #4 | Chamber of Commerce/Business Community |
| Stakeholder #5 | City Manager |

- Stakeholder #6 Minority Community
- Stakeholder #7 Neighborhood Associations
- Stakeholder #8 Minority Police Officer Associations
- Stakeholder #9 Media (snaildarter)

To simply identify stakeholders will not provide sufficient insight into the complex process which produces significant organizational change. To effectively address this concern, it will be necessary to identify the individuals whose relationship, and often times personal commitment, will be vital to the outcome and direction of the plan.

As described in "Organizational Transitions," by Beckhard and Harris:

"...in any complex change process, there is a critical mass of individuals or groups whose active commitment is necessary to provide the energy for the change to occur."¹⁴

The analysis must take into consideration the dynamics of each stakeholder's interaction with other key members of the critical mass.

It will also be necessary to evaluate the collective commitment of the stakeholders to achieve the desired results. The analysis of the stakeholder's ability to make change happen or prevent change from occurring will be essential to the evaluation process.

The following individuals and groups have been identified by the author as the "critical mass":

Arturo Venegas, Jr., Chief of Police, City of Sacramento

Mayor Joe Serna, City of Sacramento

Jim Jorgenson, President, Sacramento Police Officer's Association

Bill Edgar, City Manager, City of Sacramento

Visual and Print Media

Minority Community

Neighborhood Associations

COMMITMENT ANALYSIS AND PLAN

The following chart is used to illustrate the level of commitment of each individual or group within the "critical mass". Commitment refers to the ability and willingness to support the implementation of the plan which is described in this paper. The chart first depicts the current level of commitment of each component of the "critical mass". The current level of commitment is identified by an "X". If a commitment position needs to change in order to facilitate successful implementation the level of commitment is identified by an "O".

COMMITMENT PLANNING CHART (Chart 5)

INDIVIDUALS COMPRISING THE "CRITICAL MASS"	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGES HAPPEN
CHIEF OF POLICE			X----->	0
MAYOR		X----	----->0	
POLICE ASSOCIATION	X-----	----->0		
CITY MANAGER		X----	----->	0
VISUAL AND PRINT MEDIA	X-----	----->0		
MINORITY COMMUNITY		X-----	----->0	
NEIGHBORHOOD ASSOCIATIONS		X--	----->0	

"X" IS THE CURRENT LEVEL OF COMMITMENT
 "0" IS WHERE THE INDIVIDUAL NEEDS ARE

The following is an analysis of each individual or group identified as comprising the "critical mass". Each section will identify the current level of commitment to the plan, as well as, the required commitment necessary to ensure successful implementation. There will also be a brief discussion of tactics that may be employed to facilitate a positive commitment change.

Arturo Venegas, Jr., Chief of Police, Sacramento Police Department

Current Level of Commitment:

The Police Chief is currently in the help change happen category. Chief Venegas has taken an aggressive leadership role in the development of enhanced police/community interaction. Efforts which serve to foster greater communication between the police and the community would be consistent with the Chief's goals.

Minimal Level of Commitment:

The Chief of Police must assume an active role in advocating the urgent need for the development and implementation of public relations strategies. As the chief executive of the agency he would have the opportunity and influence to solicit support from key members of city government. The excellent rapport he has developed in the community, particularly among minority groups, will be needed to enlist community support for the plan.

Approach

As previously noted, the Chief will support credible efforts that may further develop police/community partnerships. However, he will not champion this plan

without first being presented with a logical argument as to his role in the process. There must be a persuasive explanation by a "project manager" as to the need for the Police Chief to actively lobby the community and city officials. It must be explained that by virtue of his position as the department head, his active support for the plan is vital in developing a consensus among the "critical mass".

Joe Serna, Mayor

Current Level of Commitment:

Mayor Serna is presently identified in the let change happen category. The Mayor would not resist the implementation of the plan, in as much, as it would serve to enhance the community's image of the Sacramento Police Department.

Minimal Level of Commitment

The Mayor is the most powerful elected official within the City of Sacramento. His support for this plan would be critical to its success. Conversely, any level of opposition from the Mayor's office would certainly cause its immediate demise. The Mayor's endorsement to the city council and city manager's office would ensure a viable future for plan.

Approach

The Mayor would not take an active interest in the plan in light of greater priorities in city government. However, if he was presented with a comprehensive analysis of the plan's community relations value he would likely find interest in its development. If reasonably assured that the plan would create a positive atmosphere

between the police and the community it would clearly gain his support. Once the Police Chief and "project manager" have persuaded the mayor that the community would favorably receive the final results of the plan he would become an active partner in presenting the plan to the public.

Jim Jorgenson, President, Police Officers Association

Current Level of Support

The president of the Sacramento Police Officer's Association is listed in the category block change. The police department, under the leadership of Chief Venegas, has experienced significant change during the past year. The Police Association has been critical of many of the policies related to the various changes. They have consistently argued that officer safety and traditional police service has unnecessarily suffered in light of these changes.

Minimal Level of Commitment

The Association president and his members need to be oriented in the position of let change happen. Once rank and file members of the department recognize that the plan would benefit labor goals, either directly or indirectly, they would take a relatively passive position.

Approach

The association president or members of his board would need to become active participants in the early phases of program development. It would be necessary to enlist their support in the conceptual development of the plan. Special

attention must be given by the "project manager" to inform association members of the direct benefit a plan would have on their membership.

Bill Edgar, City Manager

Current Level of Support

The City Manager is currently classified in the let change happen group. Mr. Edgar has taken a very aggressive leadership role in the reorganization of the City. He has focused specific attention on the delivery of City services with a strong emphasis on customer service. He would endorse any department plan which serves to create enhanced service to City residents.

Minimal Level of Commitment

The City Manager will need to move from a let change happen position to a posture of make change happen. The Manager's role is critical in obtaining approval for resources necessary to effect change. He will also have an essential part in gaining support from the Mayor and City Council. As the chief administrative officer for the City, Mr. Edgar will decide what level of support will be given to the implementation of the plan.

Approach

The City Manager is a vocal advocate of the police department's community oriented policing efforts. He has adopted many of the COP strategies and applied them to City government. The plan would need to be presented by the Chief and "project manager" to Mr. Edgar as a continuation, or augmentation, of the already

existing community oriented policing policy. The success of existing COP programs would place the plan on a solid foundation. A program model would need to be presented to the Manager which provides a detailed benefit analysis.

Visual and Print Media

Current Level of Support

The media is currently listed as block change. The local media, particularly the print media, often features stories related to organizational and management issues of the Sacramento Police Department. A significant change in operational styles, as would be the case in the plan, would result in significant coverage by the local media. Controversial elements of the plan would potentially be the focus of news reports.

Minimal Level of Support

To effectively implement change it will be necessary for the local media to move from the block change category to the let change happen group. The media will have a critical role in communicating a positive message to the larger population of Sacramento. Accounts of the plan will need to be delivered fairly and factually without editorial bias or sensationalism.

Approach

The Police Chief and "project manager" will need to introduce the plan to the visual and print media in its early phases. Media participation and support will be vital to its successful implementation. On going dialogue with media representatives

will be necessary to provide them with accurate details related to program design. Police staff will be instructed to be accessible to media inquiries and provide responsive answers to their concerns.

Minority Community

Current Level of Support

The minority community is currently classified in the let change happen category. There are numerous minority organizations throughout the greater Sacramento area. Typically, each group will represent the interests of their respective organization. Action taken by the Police Department is generally perceived with passive interest provided it has no direct adverse effect on the minority population of the City.

Minimal Level of Commitment

To achieve maximum results, it will be necessary to move the minority population of the City to the help change happen category. Significant elements of the plan specifically target the minority community and the active involvement of this population will be critical in realizing the plan's optimum benefits. Without their active participation, the strategies will fail to gain the desired credibility necessary to be successful.

Approach

Key representatives of the minority community should be encouraged by the Chief of Police to become participants in the early developmental stages of the plan.

The perspective and needs of the minority community should be introduced as the basic methodology applied in program development. Early "buy-in" from the minority leaders will be necessary if the plan is to move forward toward full implementation. The involvement of community leaders will facilitate the commitment to support the plan from the larger minority population.

Neighborhood Associations

Current Level of Support

The neighborhood associations are identified in the let change happen group. Although there are numerous associations throughout the City they tend to focus on individual neighborhood concerns and not larger City-wide issues. The political influence of the associations is often compromised due to their lack of cohesiveness. For this reason, neighborhood associations are in a political position of allowing the plan to occur without interference.

Minimal Level of Commitment

A concern with neighborhood associations, is that they often become adversarial following the implementation of change. Once this occurs, outspoken neighborhood leaders may present opposing arguments which obstruct the plan's implementation. It is, therefore, necessary to move neighborhood associations from passive observers of the plan to the category of help change happen. This will ensure support from these groups and develop a position which discourages individual leaders from assuming contradictory opinions from the larger group.

Approach

Neighborhood associations will also need to be involved in providing input into the development of the plan. The associations should be invited by the Police Chief to participate in the early discussions of the program. During these sessions they will be encouraged to represent their neighborhood's perspective and interest. The creation of community advisory groups would be comprised of community leaders who would also facilitate this process. Fostering ongoing communication between the police department and the community will be the responsibility of the "project manager". The advisory groups would continue throughout the ten-year plan and provide a mechanism for ongoing dialogue between the police department and community.

TRANSITION MANAGEMENT STRUCTURE

In order to provide for a comprehensive program that will enhance law enforcement image well into the future it is necessary to first develop a transitional management structure. First, it will be the responsibility of the Department management team to identify and develop a process to move the Sacramento Police Department from its current state of limited community outreach to an aggressive outreach plan that evolves over the course of the next decade. A ten-year plan will demand a significant commitment from the management staff of the police department. It will also require that the Chief of Police appoint the "project manager".

The project manager may be either a civilian or sworn officer. But, in either case must be equal to the rank of division manager. Within the Sacramento Police Department the Captain responsible for the Planning and Research Division would be the appropriate position to assume to the project manager role. The staff support currently in this division can adequately provide necessary resources to successfully achieve the desired change.

The Planning and Research Captain will also have sufficient authority to make change happen. He will be introduced as the Police Chief's representative in all matters related to the implementation of the plan. He will essentially have the ability to direct policy on behalf of the Chief of Police.

Personal attributes of the project manager must include strong interpersonal skills along with the ability to remain objective in his daily interactions with other members of the organization. He should be a natural leader who will be persuasive in his presentation of the plan and be able to gain the trust of key stakeholders. The selection must involve a person whose career has a solid foundation with the Police Department for the next several years. It would be beneficial for him to have already fostered a close relationship with leaders within the Police Officers Association.

The Chief of Police must provide the project manager access to executive management meeting throughout the department. He must also have direct and immediate access to the Chief as well as to the Deputy Chiefs. Equally important, the project manager must be given the authority to freely interact with the Mayor, Council and City Manager's Office. The neighborhoods, business and minority communities should all be given a status of high priority by the project manager. Early attention must be given to these groups to ensure necessary "buy-in" for the program.

TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

During the early phase of the program the project manager and key members of his support staff must receive training in the technical skills necessary to begin the process of implementation. The project manager must be specifically introduced to a comprehensive educational program that provides him with an academic basis from which he will begin developing public relations strategies.

A commitment to consultation services will also be an essential element of the initial phase of this process. Consultants who have a demonstrated history of developing successful plans will assist the project manager in areas where expertise is absent within the department's staff.

Early attention must be directed toward addressing the apprehension and anxiety which will predictably occur both in the community and within the department. The individuals and groups previously identified as "critical mass" must be the focus of an educational campaign at the onset of the program. An ongoing communication mechanism must be developed which affords members of the "critical mass" access to information pertaining to the program.

First, within the Sacramento Police Department, the Nominal Group Technique (NGT) should be employed to begin the communication process. The NGT would serve to provide a forum for open communication between department managers and line personnel. It would assist the project manager in gaining much needed insight into the ideas and concerns of department personnel. The NGT process will also offer rank and file the opportunity to develop a sense of commitment to the plan, in as much, as they have contributed to its creation.

Secondly, the neighborhood associations, the business community, and minority leaders must also be contributors to the early phases of the plan. By forming an advisory committee comprised of representatives of these groups the department will be able to develop a mechanism which will provide both short and long-term

communication. The advisory committee would provide much of the same information as the department NGT process. The active involvement of the advisory committee would also offer the plan the same positive features as the NGT.

Responsibility charting could also be used as a technique to address implementation needs. The responsibility chart would basically provide a graphic display of the inter-relationships of the roles of key participants in the plan. It would identify the impact of actions, decisions, and activities of individuals or groups and how they effect the implementation process. As a analytical tool, this could offer the project manager valuable insight into his planning needs.

Lastly, a technology committee would be formed to research existing and future technologies which will be used to achieve identified goals. The committee would be chaired by the project manager and comprised of selected department representatives, as well as, technical experts from the private sector. The group will be tasked with developing the technological component of the plan. It will ensure that available technological resources are redirected to support implementation goals. It would also offer a future scenario of technologies that will support the long term objectives.

TRANSITION MANAGEMENT PLAN (OUTLINE)

First Year

1st quarter activities:

- Discuss program overview with department managers
- Announce the Strategic Plan department-wide
- Select private consultant and finalize contract
- Select the Project Manager
- Develop support for the plan from management staff

2nd quarter activities:

- Begin the early phase of developing community support
- Initiate educational team building program to solicit rank and file support
- Provide specialized training for the project manager and his staff.
- Identify members and/or groups of the "critical mass"

3rd quarter activities:

- Develop defined lines of communication between project manager/staff and members of the "critical mass"
- Enlist the support of the media to present feature stories related to the plan
- Re-assess and identify potential "block change" individuals or groups
- Begin department NGT process

4th quarter activities:

- Create a community advisory group

- Reinforce the partnership concept between the department's goals and police association's rank and file needs
- Re-examine and evaluate the need to improve communication with "critical mass" ... identify weaknesses
- Begin to implement public relations strategies
- Assemble members of the technology committee

Second Year

1st and 2nd quarter activities:

- Implement new strategies in response to community assessment/feedback
- Identify funds to acquire technology needed to employ public relations strategies
- Present progress report to members of the department
- Create a survey instrument/feedback which will measure community satisfaction with the Sacramento Police Department.
- Compare NGT results against the implementation process

3rd and 4th quarter activities:

- Analyze community survey results
- Continue to implement public relations strategies
- Introduce technology to enhance strategies
- Present progress report to Mayor and Council
- Solicit support from media to provide coverage of the positive features of the

plan's results

Third Year

- Reinforce the concept that the plan is a "living document" which must inevitably change from its original design
- Continue to employ technology to achieve desired future
- Develop an on going process to assess "critical mass" response to the plan.
- Provide quarterly status reports to department staff and annual reports to Mayor and Council
- Seek to transition new staff into the program to offer new ideas, creativity and enthusiasm to the plan

Fourth and Succeeding Years

- Same as year three

CONCLUSION

We have a cadre of professional police officers who are trained to enforce the laws of our nation. However, laws alone will not ensure compliance nor will the law enforcers ever have absolute support from those who they are sworn to serve. When laws exist yet citizens fail to acknowledge their existence, we experience lawlessness in various forms. Whether it be increases in violent crime or a communities tolerance for social conditions that were once the intolerable.

As was noted earlier in this study, during the Los Angeles riots, merchants were forced to arm themselves in protection of their property. It was reported that members of the community had lost confidence in local law enforcement ability to effectively perform their basic role of protection of life and property. Following the riots, the sales of firearms rose dramatically throughout the state of California. Had the image of law enforcement eroded to the point that citizens considered it necessary to protect themselves?

A positive relationship with community should not be left to chance. To effectively respond to the changing forces within the community, the police department must be visionary and pro-active in defining its public image. The communities' increasing fear of crime, the uncertainty of the economy and the changing face of America are critical issues of today that will inevitably shape the future of the next decade.

To enhance the image of the Sacramento Police Department during the next ten years will require a deliberate well planned effort to ensure that the perception the public has of the agency is carefully crafted through an aggressive plan of action. A well calculated plan will need to be developed which will strategically lead the department through the years ahead.

"What management strategies will be used to influence public confidence toward law enforcement?"

Several strategies were identified in this study which, if implemented, will have a positive effect on influencing the public's current and future perception of service delivery:

. A project manager will be appointed that will have an instrumental role in providing community members, civilian and sworn personnel, and city staff with accurate and immediate responses to program developments.

- Development of a mission statement which identifies attaining a high level of public confidence as an essential goal for the 2004. It would be the foundation for ensuring the success of community oriented policing and serve to promote a greater sense of well being throughout an increasingly diverse community.

- The creation of a ten year strategic plan which will serve as a road map in defining the future state of the Sacramento Police Department. The active participation of key members of the community, Police Department, and local government in the development of the strategic plan will be crucial to its success.

- Key Stakeholders are critical to the implementation of the strategic plan and will be the focus of an educational and promotional campaign at the onset of the program. Special attention will be directed at the media who have a key role in the delivery of vital information to the community.

- Technology will have an ever expanding role in achieving the Police Department's desired goals. It will afford the Department opportunities to deliver the public relations strategies to the often difficult to reach populations. Existing technologies may be immediately incorporated in the strategic plan while developing technologies will be essential in deciding future strategies.

"How will law enforcement interface with diverse populations to enhance its image?"

The mission statement, again, addresses the department's priority for establishing and maintaining a positive relationship with the minority community. It directs the department toward a greater understanding and responsiveness to the unique needs of an ethnically diverse community.

The strategic plan identifies the need to actively involve key members of the minority community in the early phases of the plan. Throughout the strategic effort there is a critical focus and sensitivity toward the role of the minority community in plan development and implementation. Early buy in from the minority leaders is identified as an essential element in achieving full implementation.

The transitional management plan specifically addresses the need for the Chief of Police to encourage key representatives within the minority community to become active participants in the early developmental stages of the plan. Enlisting the support of community leaders, the minority police officers association and the creation of minority advisory boards would all serve to meet the goals of the transition management plan.

"What will be the role of technology in enhancing the image of law enforcement?"

In examining the future it was found that technology will have an ever expanding role in achieving the police department's desired goals. It will afford the department opportunities to deliver identified strategies to the often difficult to reach populations. Existing technologies may be immediately incorporated in the marketing plan while developing technologies will be essential in deciding future strategies over the course of the ten-year strategic plan.

Finally, technological innovation will also allow for increased opportunities to meet the demands of the City's overburdened infrastructure. As streets become impassable due to high volumes of traffic and demands for police service increasingly burden existing resource; technology will prevail as an effective response to these future concerns. It will also afford the department opportunity to enhance the image of the Police Department to targeted population throughout the city.

Finally, the main issue of this study: **"What will be the strategies for enhancing the image of law enforcement agencies by the year 2004?"** This study provided a

valuable insight into the issue and its related sub-issues. The research demonstrated the need for the development of a mission statement followed by a strategic plan. Essentially, the creation of a road map that will serve, in part, to define the future state of the Sacramento Police Department. It would be the foundation for ensuring the success of community oriented policing and serve to promote a greater sense of well being throughout an increasingly diverse community.

The transition management plan would be the process from which the strategic plan will be implemented during the next ten years. It will describe and define the mechanism in which the Sacramento Police Department will transition from its current state to the future as envisioned in the previously described "most likely" scenario.

The study also produced a foundation from which further analysis may be conducted in identifying future law enforcement strategies. In preparing for the future it will be necessary to continue to examine the role of technology in the delivery of strategies. Opportunities in the areas of telecommunication and automation may prove to be valuable assets in addressing future communication and service delivery needs.

Finally, police agencies must respond to the challenge and demands of their communities as populations continue to evolve. The demographic forecasts of today will continue to be affected by the social and political climate of tomorrow. Future events and trends will undoubtedly change the population forecasts as we now

believe them to be. With this change will come the demand to further explore strategies necessary to meet the police service needs of the future.

APPENDIX A

NOMINAL GROUP TECHNIQUE PARTICIPANTS
MARCH 4, 1994

Linda Birner, Publisher, Mom Guess What, 1725 L Street, Sacramento, CA 95814

Ron Carrera, Captain, Office of Administrative Services, Sacramento Police Department, 813 Sixth Street, Sacramento, CA 95814

Michael Heenan, Public Information Officer, Sacramento Police Department, 813 Sixth Street, Sacramento, CA 95814

Jon Kelly, Kelly Broadcasting, 2485 Natomas Park Drive, Sacramento, CA 95833

Virginia Kidd, Phd., Professor, Communications Studies Dept., CSUS, P.O. Box 19169, Sacramento, CA 95819

Hung Le, former Field Representative for Assemblyman Phil Isenberg, 770 L Street Suite 850, Sacramento, CA 95814

Joe Marsalla, Vice President, Sacramento Sports Association, One Sports Parkway, Sacramento, CA 95834

Scott Rose, Acct. Rep., Runyon, Saltzman, & Einhorn, Inc. 2503 K Street, Sacramento, CA 95814

Steve Segura, Lieutenant, Sacramento Police Department, 813 Sixth Street, Sacramento, CA 95814

Richard Shiraishi, Lieutenant, Sacramento Police Department, 813 Sixth Street, Sacramento, CA 95814

EVENTS AND TRENDS

Please develop your own list of events and trends and bring this with you to our meeting on March 4th.

EVENTS An event can be described as "a discrete, one-time occurrence, in other words, an event is a one time occurrence that can have an impact on an issue."

1. (Example) The Sacramento Police Department adopts a non-pursuit policy. Officers will no longer be authorized to engage in vehicle pursuits of fleeing suspects.

TRENDS A trend can be described as "a series of events by which change is measured over time, in other words, a trend is a series of events that are related or occur over time and can be forecasted."

1. (Example) Over the past two years the number of excessive force complaints against police officers have more than doubled. Early indications of current year reflect a continuing escalation of complaints.

APPENDIX B

EVENTS

List of Events

1. Development of "grass roots" community advisory boards.
2. Watershed-massive civil unrest with widespread violence.
3. High level of negative media coverage involving a police incident/investigation (i.e. Dorthea Puente)
4. Consolidation of all city/county government services.
5. Sacramento selected as a model city for Federal funding.
6. The Chief of Police and all of the officers share a mutual respect for each other and work in harmony.
7. Major flooding occurs to the magnitude of a 200 year flood.
8. The Police Department and Sheriff's Department merge as the sole provider of law enforcement service.
9. Passage of sweeping gun control legislation.
10. The election of a minority or woman President of the United States.
11. Sensational crime occurs equal to the Polly Klaas homicide-results in mobilizing local, state and national attention toward effectively addressing the crime issue.
12. Republican majority elected to the legislature.
13. A sensational crime occurs in which the local law enforcement agency brings the case to a successful conclusion. The agency is viewed as hero's in the eyes of the public.
14. A major incident occurs in which several police officers are slain in the line of duty.
15. The state of California declares bankruptcy.

16. A new police administration building is constructed which is conducive to serving public needs.
17. Policies or state laws will be adopted in which police officers are prohibited from carrying firearms.
18. A female is elected as the sheriff or appointed as the Chief of Police.
19. Legislation is enacted which requires religious institutions to pay taxes.
20. A professional football (Raiders) franchise moves to Sacramento.
21. A 3.2% growth rate occurs in the Sacramento area - infrastructure reaches capacity.
22. Reports of crime are responded to quickly and efficiently. Response times improve significantly.
23. A "boot camp" is instituted as an alternative to traditional incarceration.
24. A massive escape of inmates from a local jail occurs.
25. A major increase in the number of minority police officers in Law Enforcement. The police department is represented by a multi-lingual labor force.
26. Tele-communication is adopted by law enforcement.
27. The State lottery establishes a maximum pay-out for all lottery winners. The balance above the winner's entitlement is used to pay for government services.
28. Local charter changes requires Sacramento city council members and the mayor to discharge their duties on a full-time basis. Note: The current charter identifies their responsibilities as part-time and they receive no compensation for their services.
29. A local initiative passes that enables the city council to enact a benefit assessment district which will provide for additional police personnel and services.
30. A local initiative fails that would have enabled the city council to enact a benefit assessment district which would have provided for additional police personnel and services.
31. The election of all new members of the city council. With new members comes a change in policy and leadership styles.
32. A major media program that focuses on positive community interaction with the police.

33. A major employer comes to Sacramento which provides for an employment base of 20,000.
34. Sacramento is recognized as a model for community oriented policing.
35. Completion of the convention center which attracts national conventions.
36. Sacramento is successful in becoming the next site for the world's fair.
37. McClellan Air Force Base closes resulting in economic loss to the area.
38. Minority Police Officers Associations merge as a single bargaining unit.

APPENDIX C

TRENDS

List of Trends

1. We will continue to experience cultural diversity. The senior population will also reach record numbers.
2. There will be access to information and improved communication through interactive video.
3. Residential and commercial construction will be centered around neighborhoods. Business services will be provided within the residential community.
4. There will be a growing lack of accountability for one's action. Examples given were the Menendez brother's homicide trial involving the death of their parents, Lorranna Bobbit's mutilation of her husband and the Tonya Harding alleged assault of a fellow Olympic skater.
5. The far right will continue to organize. Hate crimes will have marked increases and white supremacist groups will grow in numbers.
6. There will be a polarization of the "have and have nots". The need for technological skills to effectively survive in society will exacerbate this condition.
7. The public will depend largely on the visual media as their principal source of information. The print media will increasingly lose popularity.
8. Law enforcement services will become increasingly privatized.
9. The criminal justice system will be adversely affected by economic constraint.
10. The crime rate of both property crimes and violent crimes reflects an unprecedented upward trend.

27. More civil disobedience and public demonstration of angry citizens.
28. Regionalization of law enforcement agencies.
29. Neighborhood patrols working in concert with law enforcement.
30. Proliferation of gangs and related crimes. Physical blight will increase (i.e. graffiti).
31. Social workers will be employed by law enforcement to coordinate community functions.
32. Civilianization of law enforcement functions.
33. National research laboratories will shift their research emphasis from national defense to law enforcement.
34. The issue of crime and its impact on society will become everyone's problem.
35. Substance abuse will continue as a prevailing social and criminal justice concern.

11. Public relations agencies are commonly employed by law enforcement to develop marketing strategies.
12. Law enforcement agencies are active participants in youth initiatives. They assume a leadership role in youth related activities.
13. The image of the police will be portrayed in prime time television. The image conveyed will dominate public perception of the role of the police.
14. Tensions will emerge between minority groups (factionalization). There will be a general lack of communication between the police and these groups.
15. There will be a change in the family structure. Family values will continue to deteriorate.
16. Recruitment will principally occur from within the neighborhoods in which the officers will later work.
17. There will develop a longing for community.
18. Law enforcement will compete with other social services for available funds and public support i.e. libraries.
19. Neighborhood resource centers will be the primary location for administering police services.
20. The criminal justice system will become dysfunctional due to its incapacity to manage the volume of activity.
21. Individuals will become isolated from society. The public will have a sense of safety in their homes and become unwilling to venture outside.
22. Technology will allow for the miniaturization of video equipment. This technology will be prevalent in law enforcement. (i.e. officers will carry live video cameras with them filming their daily encounters).
23. Tele-communication will be used for law enforcement training.
24. Internally police departments will focus more resources toward the management of its image.
25. The United States will experience economic deterioration. This will result in infrastructure collapse, families in fiscal crisis, social services strained and more reliance on the individual of government.
26. Law enforcement's acceptance that the community can "engineer" the policies and "culture" of police agencies.

APPENDIX D

A FAMILY OF SCENARIOS
from
SIGMA: The Probabilistic Scenario Generator
Command College

09:20:51

04-04-1994
Class 20

Scenario number 2 out of a FAMILY of 40 follows:
(A 10 year SCENARIO using the 'larry5' data.)

SEED = 2645395

Run # 2 of 40 THIS IS WHAT HAPPENS !!

1. Jun. 1996 E- 3. Negative Media Coverage
T = 93.7
2. Aug. 1996 E- 10. Sac. Recognized COP Model
T = 101.2
3. Jun. 1997 E- 9. Positive Media Program
T = 110.1
4. Jan. 1998 E- 5. Sensational Crime Polly
T = 113.2
5. Jul. 1998 E- 2. Civil Unrest
T = 107.6
6. Apr. 2000 E- 1. Community Advisory Boards
T = 111.8
7. Sep. 2001 E- 8. Benefit Assessment Tax
T = 117.7
8. Nov. 2003 E- 7. 3.2 Growth Rate
T = 114.6

The EVENTS which do NOT Happen are:

1. E- 4. City/Co. Consolidation
2. E- 6. Police Officer Slain

End of Scenario number 2 in a FAMILY of 40 : Seed used was 2645395

-- < << <<< @ >>> >> > --

A FAMILY OF SCENARIOS
from
SIGMA: The Probabilistic Scenario Generator
Command College

09:21:01

04-04-1994
Class 20

Scenario number 3 out of a FAMILY of 40 follows:
(A 10 year SCENARIO using the 'larry5' data.)

SEED = 2645480

Run # 3 of 40 THIS IS WHAT HAPPENS !!

1. Jan. 2000 E- 2. Civil Unrest
T = 94.4
2. Apr. 2000 E- 3. Negative Media Coverage

BIBLIOGRAPHY

Beckhard, Richard, and Rueben Harris, Organizational Transitions, Managing Complex Change, Second Edition, 1987, Addison-Wesley Publishing

California Forecasts: The Mega-state and its Mega-economy, Kiplinger California Letter, 1992

Cole, Allen, "Better Customer Focus: TQM & Law Enforcement", The Police Chief, December 1993

Crackdown On Gangs, Crime Prevention Center, Office of the Attorney General, 1992

"Crime and Embellishment – The Recent Hysteria Over Fear and Crime and Manipulation of the True Danger" Los Angeles Times Magazine, April 10, 1994

Crime In California, Legislative Analysts' Office, State of California, 1993

Drugs and Gangs In Sacramento – Blueprint For the Future, prepared by EMT Associates, Inc., November 1990

Duck, Jeanie, "Managing Change: The Art of Balancing", Harvard Business Review, Nov-Dec 1993.

Fisher, Roger, and William Ury, Getting to Yes, Negotiating Agreement Without Giving In, Penguin Books, 1991.

"Government Technology's In-depth Look At Electronic Services Delivery", Government Technology, Volume 7, Number 9, September 1994

Mahoney, Tom, "Listening to the Community", Western City, January 1994

Mahtesian, Charles, "How States Get People to Love Them", Governing, January 1994

Marquand, Barbara, "How Are We Doing", Law and Order, December 1994

Morrison, James, William Renfre, and Woye Boucher, Futures Research and the

Strategic Planning Process, Report 9, ASHE, 1984

Sill, Richard, Will There Be A Need For A Marketing Strategy For Crime Prevention Programs In California law Enforcement By The Year 2000?, Command College ISP, An Independent Study, California Command College Commission Peace Officers Standards and Training, January 25, 1991

"Strategic Restructuring", Comstocks, February 1995, pg. 28

"Telemarketing Biggie Hunts For Site", The Business Journal, Volume II, Number 44, Week of January 23, 1995.

Weaver, Gary, "Law Enforcement In a Culturally Diverse Society" Law Enforcement Bulletin, September 1992

ENDNOTES

1. Cynthia Hubert, "Homicides: City's Deadliest Year," Sacramento Bee, January 2, 1994, Metro Section p.1.
2. Andy Furillo, "As Capital Tops Slaying Record, Experts See Bloodier Future," Sacramento Bee, December 17, 1993, Front Section p.A1 .
3. Trends and Emerging Issues in the Sacramento Region 1994-95, Community Services Planning Council, Nancy Findeisen, Executive Director, p. 88, 1994
4. Ibid., p.88
5. Andy Furillo, "California Arming Selves at Record Rate," Sacramento Bee, January 7, 1994, Front Section, p.A1
6. Ibid.
7. John Matthews, "New Wave of Red Ink Predicted for State," Sacramento Bee, December 22, 1993, Front Section p.A1
8. Ken Chavez, "Wilson: Safer Streets Are Key to Prosperity," Sacramento Bee, January 6, 1994, Front Section p.A1
9. "Big Surge in '92 Legal Immigration," Sacramento Bee, December 14, 1993, Front Section p.A3
10. Haya El Nasser, "High Tide of Immigration Overwhelms USA," USA Today, July 15, 1993, Front Section p.8A
11. "Growth in Non-English Speaking Students," USA Today, May 18, 1993, Front Section. p.A1
12. Ibid.
13. Mike McCarthy, "Homeless in Sacramento," The Business Journal, December 13, 1993, p.1
14. Robert D. Hisrich, Marketing, New York: Barron's. 1990
15. Richard Beckard, and Rueben Harris, Organizational Transitions (Addison-Wesley, 1987)