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**"What will be the impact of community policing  
on criminal investigations in a large police department  
by the year 2004?"**

**by**

**Albert Najera  
Sacramento Police Department  
January 1995**

19-0393



**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).**

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WHAT WILL BE THE IMPACT OF COMMUNITY POLICING ON CRIMINAL  
INVESTIGATIONS IN A LARGE POLICE DEPARTMENT BY THE YEAR 2004?

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ABSTRACT

This research paper addresses the issue question of: What will be the impact of community policing on criminal investigations in a large police department by the year 2004? Also described is the role of the investigator in supporting community policing and whether decentralization of investigations will enhance community policing. Alternative future scenarios are developed and one is selected for a strategic plan based on the Sacramento Police Department. A transition management plan is also presented for the Sacramento Police Department linked to the future scenario through the strategic plan. Key points developed include: events and trends that will impact the issue in the future; a mission statement to guide the planning toward the desired future; stakeholder and alternative strategy analysis; an implementation plan; identification of the key players relevant to the success of the strategic plan; description of technologies that will support the strategic and transition management plans.



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## **INTRODUCTION**

**"Community policing has made the transition from being a promising experiment to becoming the wave of the future. Recent research conducted by the National Center for Community Policing in cooperation with the FBI Academy's Behavioral Science Unit verified earlier findings that the majority of police departments in major jurisdictions have already adopted some form of community policing or they plan to do so in the near future."**<sup>1</sup>

**In a 1991 interview, former New York City Police Commissioner and current U.S. Drug Czar, Lee P. Brown, said that, "The professional model of policing that is intentionally detached from the community is simply not working. It's the old, "Dragnet" mentality that used to be on television: "All we want are the facts ma'am, just the facts." We don't want to know anything about you. We just pull up in our cars and all we want to know are just the facts."**<sup>2</sup>

**As headlined in the U.S. News and World Report, August 2, 1993, it is time that the police get Beyond Just the Facts Ma'am, Only the Facts. Community policing is law enforcement's hottest new idea and therein lies a problem. Despite it's allure on paper, turning theory into practice on the unforgiving streets of urban America, is proving complicated. According to the U.S. News and World Report, "if community policing can't deliver quantifiable results quickly, it could end up on the scrap heap of innovation."**<sup>3</sup>

**Policing agencies in the United States face a formidable challenge. In order to embrace community policing, police agencies must change the very core of their culture.**

Community policing is a philosophy, management style, and organizational style that promotes proactive problem solving and police community partnerships to address the causes of crime and fear, as well as other community issues. Community policing is not, a "program of the month" as it was described by one Sacramento Police Department Lieutenant. In his opinion, "community policing will go away in a couple of years like everything else we've tried. Team policing, management by objectives, crime prevention, MPO, TQM, it's all the same. That stuff didn't work before, and community policing won't work now."<sup>4</sup>

A literature scan for information on the implementation of community policing revealed many timely and scholarly works on this topic. Most of the writings describe changes in management, training, decentralization and patrol tactics, and performance evaluation and reward structures for patrol officers, needed to implement community policing in an organization. However, the all inclusive thread in these works was that community policing is thought to be a uniformed police patrol function only. Any reference to criminal investigation by police detective in the community policing philosophy was noticeably absent.

In order to further explore the issue of the investigators role in community policing the author traveled to four large California cities in order to review how their investigative units implemented the community policing philosophy. The cities chosen were: Long Beach, Los Angeles, San Diego, and Santa Ana. The following is a synopsis of the major points developed during the visits with these agencies:

- The assignment of investigators to neighborhoods rather than to specific types of



crimes. This had the effect of making some investigators generalists rather than specialists.

- The decentralization of investigators to area substations in the same geographical area where they were assigned.
- The alignment of investigative areas to mirror those of patrol district boundaries.
- Encouraging investigators to get out into the street to interact with the community patrol officers and criminal suspects. This policy discouraged the use of telephone interviews and other impersonal contacts.
- Aggressive case screening to help reduce investigators case load and to provide feedback to the victims on solvability factors.
- Flexibility on hours of work for the investigators to provide more opportunity to communicate with the community and the patrol officer.
- An emphasis on getting current information to the appropriate patrol officers for assistance on solving crimes.
- Movement toward a three tier system of handling cases: A decentralized generalist investigator to handle most crimes; a specialized and centralized investigator to handle crimes that would require specific abilities such as homicide, sex assaults, child abuse, and forgery cases; and task forces to handle regional crime problems with multiple law enforcement agencies.

In order to investigate the current status of training for police detectives in the philosophy of community policing, the author interviewed Sgt. Jim Hyde of the

**Sacramento Police Department. Sgt. Hyde is currently the instructor for Community Oriented Policing and Problem Oriented Policing at the POST Institute for Criminal Investigations(I.C.I.). Sgt. Hyde indicated that most investigators from throughout the State of California, had received no training in Community policing philosophies. Hyde indicated that the majority of these detectives felt that:**

- Community policing was a patrol function.**
- There were not enough detectives to do community policing.**
- Management does not support detectives' involvement in community policing.**
- Detectives do not have time to get out and meet with the community.**
- Detectives were too specialized to become involved in community policing.**
- Community input would interfere with their investigations.**

**Sgt. Hyde felt that a change to a community policing philosophy is absolutely necessary for criminal investigations. He indicated that the investigative function will fall behind in community expectations and lose community support. A loss of community support would create even more frustrations for detectives that currently feel they are second class citizens in relation to patrol officers. Sgt. Hyde added that even some of his fellow instructors in the Institute for Criminal Investigations do not think that community policing as a subject area belongs as a course being taught in the I.C.I.**

**Clearly, there is an issue here. On one side community policing seems to be sweeping the nation as a way for the police to deal with the rising tide of crime. Internally, however, police investigators do not see themselves as a part of this future wave.**

**Therefore, as a currently evolving issue, the purpose of this paper will be to explore the**

**following: What will be the impact of community policing on criminal investigations in a large police department by the year 2004? Other closely related issues were also investigated: How will community policing be implemented in a traditional investigative unit? What will be the role of criminal investigations in supporting community policing? Will the centralization of criminal investigations enhance community policing?**

### **The Future of the Issue**

**In order to determine the future impact of community policing on criminal investigations, it is necessary to forecast the effect various trends and events could have on the issue. In order to develop these future trends and events, the author used a brainstorming technique known as a nominal group technique. In this process, a group of subject matter experts were brought together to brainstorm the issue statement.**

**Twelve panel members were selected from various interrelated fields, i.e. law enforcement officers, a district attorney, school teacher, a police union labor relations specialist, a city finance expert, a community activist, and a political analyst. These panel members were asked to participate using NGT processes in identifying which trends and events would bear on the issue of the impact of community policing on criminal investigations by the year 2004.**

**The panel identified the following as the top ten events likely to impact the issue:**

- 1. Drugs are decriminalized in the state of California.**
- 2. The District Attorney in Sacramento County starts a program of criminal**

prosecution based on geographical areas.

3. New trade agreements are secured for Northern California.
4. The state requires community policing for all agencies in the state of California.
5. Criminal penalties for juveniles are made similar to criminal penalties for adults.
6. Welfare funding in the state of California is eliminated.
7. A tax bill specifically for the police is passed in the state of California.
8. The city and county of Sacramento are consolidated into one government agency and one law enforcement agency.
9. Gun control is implemented in the state of California.
10. New technologies enhance the capabilities of home detention and probationer control for inmates of the criminal justice system.

The panel also developed the following ten trends as those which would likely impact the issue statement:

1. An increase in the number of police and community partnerships.
2. An increase in gang mentality and predatory behavior.
3. A decentralization of police functions.
4. An increase in the number of young, unskilled, single parent families.
5. An increase in the efficiency of police investigations as a result of intelligence information from the community.
6. An increase in the number of police sponsored youth mentoring programs.
7. An increase in the level of community involvement and mobilization in reaction to the perception of crime and disorder.

8. An increase in the number of non-English speaking neighborhoods.
9. Majority support for strict gun control.
10. An increase in the access to police investigators by the community.

### **Future Scenario**

Using these trends and events, as well as information from Literature scans and interviews described in the introduction to this paper, the author developed the following alternative future scenario. What follows is a look back through time from the year 2004 to 1994.

Ten years ago in 1994, Northern California was struggling in the midst of what was then described as a sluggish economy. In 1994, the nation was dismantling its military industrial complex. The outbreak of peace was having a frightful effect on the economy of Northern California. The response to this changing economy was varied. On one hand our leaders were attempting to secure new trade agreements with countries on the Pacific Rim and attempting to develop peacetime uses for our defense industries. On the other hand, society was becoming more frugal with its dollar. Funding for state and federal welfare programs was not supported by any political party and government was being driven towards new efficiency as evidenced by the consolidation of the city and county of Sacramento in order to save money on what the voters saw as redundant and wasteful government bureaucracy.

Expectations for law enforcement were changing rapidly as well. In order to reduce bureaucracy and increase efficiency, the legislature in the state of California passed a

requirement for community policing for every police department in California. The District Attorney in the county of Sacramento implemented a program of basing criminal prosecutions on geographical areas. That is, Deputy District Attorneys were assigned to specific areas so that they could develop a rapport and communications with the community they serve. The numbers of police and community partnerships increased and there was a corresponding increase in the decentralization of the police function. The decentralization allowed the police to become closer, both in proximity and in interaction, to the public. This closer interaction resulted in an increase of efficiency of police investigations as a result of criminal intelligence information from the community.

The demographics of California changed significantly during this period as well. There was a large increase in the number of non-English speaking neighborhoods throughout the state. There was also an increase in the number of young unskilled single parent families. Both groups required special services from law enforcement.

The voters of the state of California continued their distrust of political leaders. A tax bill specifically for law enforcement was enacted in California. Additional legislation that was passed banned firearms in California and decriminalized the possession of most drugs as well. Also in an effort to assist law enforcement the voters of California changed juvenile criminal laws to make penalties similar to those of the adult penal system.

In summary, the ten years between 1994 and 2004 have brought increased support to law enforcement in the state of California. But this support is tempered by a rise in

expectations of the police and their ability to provide services in a manner desired by the community.

This scenario was selected for the basis for strategic planning.

### **Strategic Plan**

The organization selected for strategic planning is the Sacramento Police Department.

This department has approximately 1,000 employees. Of these employees, approximately 600 are sworn police officers. The remainder are civilian employees. The City of

Sacramento, California's capital, has approximately 395,000 residents. The city of Sacramento is situated in a statistical metropolitan area of approximately 1.2 million people. Many state government offices are located in downtown Sacramento and the

workday population increases the city by over 100,000 workers and visitors everyday.

The city's population is extremely diverse and has a growing population of immigrants from Asia, Mexico, and Central America and Eastern European nations. The

Sacramento Police Department has a mission statement that was adopted in 1993: "The mission of the Sacramento Police Department is to work in partnership with the

community to protect life and property, solve neighborhood problems, and to enhance

the quality of life in our city." A micro mission statement was developed to guide the

strategic planning toward the issues of the future. This micro mission statement follows:

"The Office of Criminal Investigations of the Sacramento Police Department will use its human and technical resources and multi-disciplinary partnerships to work with the

community to identify and eliminate crime, the perception of crime, and social disorder within the neighborhoods of Sacramento.

Investigators in the Office of Criminal Investigations will nurture and maintain direct personal contact with all segments of the residential and business community in order to prevent crime, identify the perpetrators of crime, and to create an atmosphere where business can prosper and mutually beneficial partnerships can develop.

The management of the Office of Criminal Investigations will provide policy direction and organizational structure that facilitates and encourages direct citizen to investigator contact. Partnerships with the business and educational community will be sought out that will help the Police Department identify and purchase high technology equipment to support demands for information by the police and citizens alike.

It is only through a close, respectful, continually evolving, working relationship with the people of our city, that the Sacramento Police Department, Office of Criminal Investigations, can provide public safety services of the type and quality that our citizens demand."

### **External Environment**

In order to plan for the success of this mission, the external and internal environments of the Sacramento Police Department must be evaluated.

There is significant public and political support for the philosophy of community policing in the city of Sacramento. The Sacramento Police Department has been involved in community policing since 1989 and in the limited areas where community



policing efforts have been concentrated there has been a significant decrease in actual crime and a very significant increase in the sense of community ownership, empowerment, and well being. The successes of these community policing efforts within the patrol division have been widely chronicled in the media and heralded by local politicians. These community policing efforts have been made possible largely through limited grant funding.

The Sacramento Police Officers Association (SPOA), that represents police officers in labor negotiations, feels that in order for community policing to be expanded to other areas of the department, i.e. criminal investigations, additional officers must be funded by the City of Sacramento. It is the opinion of the Sacramento Police Department that without additional funding, community policing cannot and should not be expanded.

#### **Internal Environment**

Uniformed patrol officers have seen the benefits of community policing. There has been a commensurate drop in calls for service and reports that must be written in those areas where community policing has been implemented. However, there is much skepticism within the Office of Criminal Investigations regarding the applicability of community policing to investigations. Concerns range from do we have enough detectives to take on additional duties, to a refusal to change roles from a specialized investigator, working out of a centralized facility, to a generalist, working out of a decentralized substation. There are also many investigators that feel that community and political support

(funding) is going only to the patrol officer because of their involvement in community policing. Many investigators want to be similiarly involved.

### **Key Stakeholders**

It is necessary to identify the key stakeholders that relate specifically to the issue of the impact of community policing on criminal investigations. For the Sacramento Police Department, these stakeholders include the following: Detectives in the Office of Criminal Investigation; the Sacramento Police Officers Association; the Mayor, and members of the City Council; the Chief of Police; the District Attorney's Office; Victims Rights Groups; business and community groups; public school administrators; and allied law enforcement agencies.

Because of the successes of community policing in the uniform patrol divisions, there would be some support for community policing in criminal investigations from the law enforcement stakeholders. That would include the Sacramento Police Officers Association, the District Attorney's Office, the Chief of Police, Detectives in the Office of Criminal Investigations, and allied law enforcement agencies. Their support is critical.

In some cases that support may be somewhat measured and circumspect, , however, these groups would not oppose the implementation of the mission statement.

Political support from the Mayor and City Council and business and community groups would also be expected. Again, somewhat measured in terms of funding and impact on other services. There generally would be support for the mission of this plan.

The most uncertain support for this plan would come from Victims Rights Groups. This

group has significant political and public support. If this group was to see community policing as soft on crime, they could cause significant difficulties for the implementation of the community policing philosophy.

### **Key Strategies Considered**

In order to achieve the micro mission statement proposed, several alternative strategies were developed. Those alternative strategies were analyzed using the following criteria: community support, criminal justice system support, fiscal impact, and marketability. After analyzing the alternative strategies developed by the aforementioned criteria, one strategy was considered for implementation. That strategy was to assign investigators based on geographical areas, not crime type and to decentralize investigators into the various substations of the Sacramento Police Department. In order to realize the key strategy selected, an implementation plan was developed.

### **Implementation Plan**

The following implementation plan would operate over a period of nine to ten years. The primary purpose of this implementation plan would be to secure appropriate support to begin the implementation of the strategy and to ensure that there is commensurate funding and continual evolution of the strategy so that it will continue to meet the needs of the community through the year 2004. The key elements of the implementation plan are as follows. The Chief of Police will name a project director, in this case, the police Captain assigned to the Office of Criminal Investigations. The

Chief of Police appoint an advisory board comprised of key people from each investigative unit. It will be critical that the people selected for this board be held in esteem by their fellow investigators, represent various ethnic groups, have formal ties to the Police Association. This advisory board should have direct access to the Chief of Police in order to make efficient and educated policy decisions quickly. It will be necessary to train the advisory board on the tenets of community policing. The training would ideally be accomplished by outside consultants that have been involved in community policing. Externally a driver must be established for this plan. A community policing commission appointed by the Chief of Police, approved by the City Manager, and recognized by the City Council, would be developed. This commission comprised of business leaders interested in promoting public safety, leaders of the clergy, minority group leaders and neighborhood association representatives. The commission would be charged with the responsibility of marketing the investigative community policing philosophy, directing the evolution necessary for the philosophy to stay current and meaningful, and to develop a financing strategy to expand this policing effort over the ten year time span. It would be incumbent upon the Police Department to work in conjunction with this commission to provide regular reports to the City Council in evaluation of the community policing process.

### **Transition Management**

Change in any organization will bring about stress, chaos and unproductive employee activity. Similarly, change in an organization can cause stress and chaos to external

stakeholders and customers. Management of this disorder and minimizing the stress and chaos caused by the change as the Office of Criminal Investigation moves toward a desired future is the purpose for the transition management plan. The first step in this process is the identification and analysis of those persons that are defined as the, "critical mass". Critical mass is defined as those people or entities most likely to advance or restrict the pursuit a the proposed mission: Those people or entities and an analysis of their current level of commitment is as follows:

- Chief of Police, Sacramento Police Department

The Chief of Police will assist in the implementation of community policing in the Office of Criminal Investigations. His overall philosophy for the police department is one of commitment to community policing. The Chief of Police needs to become one of the "cheerleaders" for developing the community policing philosophy. He needs to publicly announce his support for this change and lobby with the city manager and individual city councilmembers for their support.

- Mayor, City of Sacramento

The mayor will allow this change to happen in the Office of Criminal Investigations. The mayor's support would assist in delivering political support from virtually the entire City Council and from political entities of the Democratic Party. The mayor enjoys being cast as a change agent in any new and successful development within the city. Because of the successes enjoyed by community policing in the Patrol Division, the mayor's support during the early stages of this implementation plan is virtually certain.

- District Attorney, County of Sacramento

**The District Attorney needs to assist in this change of mission for the Office of Criminal Investigations. The DA is in a unique situation, in that much of his success can be directly linked to the quality of investigations conducted by the Police Department. If the quality of investigations from the Police Department results in a lower conviction rate, the District Attorney may be negatively impacted at election time. Conversely, if the public feels that investigations of criminal conduct and their ultimate prosecution is responsive to the community, can result in votes for the incumbent District Attorney.**

- **President, Sacramento Police Officers Association**

**The union president feels that the philosophy of community policing needs to be combined with additional police officers in order to be successful in the police department and to meet his goals as the president of the bargaining unit for police officers in the city. His support is critical in the success of the proposed mission. In order to successfully move the president from his position, the internal advisory board of the Office of Criminal Investigations must lobby both the president and members of the Board of Directors of the Police Officers Association. Making board members part of the detective advisory board will also assist in swaying the union president.**

- **Captain, Office of Criminal Investigations. Sacramento Police Department**

**The captain is in a critical position for the success of this plan. Without his enthusiastic support, this plan is very much in jeopardy. By making the captain the program manager of this proposed implementation plan, the captain has a personal stake in the success of the program. It is imperative that the Chief of Police and the Executive staff of the Sacramento Police Department give public recognition and**

accolades for the captain during the infancy of the program and ensure that there are small initial successes that can encourage the captain.

- City Manager, City of Sacramento.

The city manager will allow and support the changes proposed for the Office of Criminal Investigations. It is imperative, however, that he direct that other city services and department heads also support this move. Personnel from the city bureaucracy that he can deliver include the director of Data Management for technological support, the Deputy City Manager in charge of Neighborhood Services for support from Code Enforcement, Building Inspection, Fire Prevention, City Attorney and the Planning Department. The city manager is very pleased with the success of community policing in the Patrol Division so that he too should provide support at least in the infancy of this implementation plan.

- Executive Director, Victim's Rights Advocacy of Sacramento County.

At this time the Victim's Rights Advocacy (VRA) group has seen community policing as being, "soft on crime". The VRA has substantial influence over the District Attorney. It is imperative that members of the Community Policing Commission and detectives from the advisory board meet with the VRA and educate him on the community policing philosophy. Objective data needs to be supplied to the VRA so that they can see that crime rates, arrest rates and clearance rates are positively effected by community policing.

#### **Change Management Structure**

In order to make a smooth transition from the traditional method of criminal investigations to one of a community policing philosophy, a transitional management structure will need to be developed within the Sacramento Police Department. This transition management group will continually attempt to move the organization from current state to the articulated and desired future for community policing. The transition will need to be completed over a two to three years so that a significant amount of training and experimentation can take place. For that reason it will be necessary for a project manager to be named and supported by the Chief of Police. The manager described earlier as the Captain in charge of the Office of Criminal Investigations will be selected. Natural leaders selected from the various units of the Office of Investigations will provide the manager with a group that can deliver most of the detectives assigned to the Office of Investigations. These individuals will comprise the internal advisory board to the program manager.

Training and education for the program manager and the advisory board is extremely important. The training selected should not only include the tenets and philosophy of community policing, but also training and transition management, developing healthy interpersonal relationships, and crisis intervention. Also highly recommended by the author, are training classes such as those by the Carnegie Institute that involved salesmanship and public speaking.

### **Technologies and Intervention Methods**

Various technologies and methods will be utilized to minimize the high anxiety and low



stability that occurs during organizational change. The technologies proposed will be mainly used for communications to individual employees or to groups of employees as the situation requires.

1. An electronic voice mail system wherein each employee has his or her own "mailbox" for audio messages. Voice mail systems can be programmed so that groups of employees can receive the same messages simultaneously and confidentially.
2. Closed circuit video information. Due to the proposed decentralization of the Office of Criminal Investigation, it may be necessary to employ an existing system of closed circuit video to send, "real time" meetings and conferences on the implementation of the strategic plan to off site locations and to offices located in other parts of the main police building.
3. E-Mail Systems using computer technology will enable the program manager and the advisory group to send messages in text form to individual employees of the Office of Criminal Investigations. Updates on changes within the office and rumor control for inquiries by employees will be immeasurably affected in reducing the chaos that will occur during this organizational change.
4. Television, radio and the print media will also be used to market the investigative community policing philosophy outside the organization. The program director and the advisory group will be in charge with the responsibility to develop stories for the print media and angles for the electronic media to build on.

### **Problem Finding**

The program manager should train facilitator in the nominal group technique process. These trained personnel will conduct NGT meetings with small groups of effected personnel from the Office of Investigations. The central item of discussion would be the impact of the transition on the office. Participants in the NGT process would be asked to list potential problems and their corresponding solutions in a priority fashion. This highly formalized process would allow the Chief of Police and the program manager to identify early on what the most significant problems in implementation are starting to evolve.

### **Education and Training**

Formal instruction on community policing would be used for certain stakeholders. It is critical that this training be given to employees as well. Training classes, especially those combined with internal and external stakeholders will be a powerful instrument in developing consensus among the involved personnel. The better understanding that all people within the organization have of the philosophies, the plans, and the organizational changes that are proposed, the better the chances for success of this program. As described by Richard Beckhard and Reuben Harris in their book Organizational Transition, "The resistance to change is often rooted in confusion and uncertainty amongst managers as to how and whether or not they could fit into a rapidly growing or changing organization." Again, drawing from Beckhard and Harris, "Employees become uncertain and anxious and as a result work against achieving a

desired end state when they are uncertain as to what will happen. A natural human reaction to uncertainty is to tighten up and seek answers frequently from within narrow circles of uninformed, but also anxious colleagues. Rumors abound, fueled by speculation and largely erroneous information about future plans."<sup>5</sup> Education, training, and allowing employees to become part of the planning process will reduce both employee uncertainty and resistance to change. It is the author's opinion that an organization cannot overtrain, nor over-communicate to its employees during a time of organizational change.

### **Conclusion**

The days of Detective Sergeant Joe Friday and his policing style of "Just the facts ma'am, only the facts" is rapidly drawing to a close. In his time and place Detective Sergeant Friday was the right person and philosophy for the job. Friday's reform style policing and his ramrod straight approach to dealing with crime and victims brought policing to a new level of professionalism. Community policing philosophies are continuing to change the way police services are delivered in the United States. The communities expectations of the police are decidedly more than just gathering facts and making arrests. The community wants the police to solve problems, to listen to their complaints and to work in partnership with multi-disciplinary service providers to improve the quality of life in their neighborhoods. There is every indication that these neighborhood demands will continue and even accelerate into the future.

How then will community policing be implemented in a traditional investigative unit?

Implementation of community policing strategies in the Office of Criminal Investigations

will require most effort in changing internal values within the Police Department. The executive management of the Police Department must make a strong commitment to the new investigative philosophy. A strong program manager and an influential advisory group to drive the internal to change must be developed. Additionally, marketing and a high degree of internal communication must take place within the organization in order to calm the fears of anxious employees.

What will be the role of criminal investigations in supporting community policing? One of the keys to the community policing philosophy is the interaction between the public and its police. Police investigators are in a very good position to be able to interact with the community. Their caseloads can be controlled and prioritized through the use of crime analysis and community input. The police investigator is also in a position to bring other resources to bear on neighborhood problems. The holistic approach that criminal investigators can bring to neighborhood problems is the type of efficiency and customer focus that taxpayers are demanding from government.

Will the decentralization of criminal investigations enhance community policing? This study has determined that decentralization will be the key in the impact of community policing on the investigative function. Mirroring the uniform practice of area responsibility, the detective will be responsible for investigation of all crimes occurring within a geographical area. The police detective, along with the patrol officer, will become part of the community. Easily accessible to receive and disseminate information on criminal activity, the police investigator will serve as a central point for information for the community and the patrol officers alike. The decentralization of the detective

will greatly facilitate and enhance this interchange of information.

What will be the impact of community policing on criminal investigations in a large police department by the year 2004? The way detective work is done has changed very little in large police departments in modern police history and just as community policing has changed the way patrol officers do their jobs, community policing will force criminal investigations to evolve or else lose political and community support. The culture of this tradition bound institution of the police detective will be forced to shed its mystique and open itself up to the community. As the year 2004 draws closer, American society will see increased diversity in its population and even more dynamic growth and change. It is my opinion that the only way modern criminal investigations will be able to cope with the changes forecast is through increased interaction with the people of the community in an atmosphere of understanding, accessibility, and mutual respect.

## ENDNOTES

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## **INTRODUCTION**

**Community policing has made the transition from being a promising experiment to becoming the wave of the future. Recent research conducted by the National Center for Community Policing in cooperation with the FBI Academy's Behavioral Science Unit verified earlier findings that the majority of police departments in major jurisdictions have already adopted some form of community policing reform, or they plan to do so in the near future.<sup>1</sup>**

**In a 1989 survey by the National Center for Community Policing at Michigan State University, 50% of the top police executives serving cities with populations of more than 50,000 people said that they were following the community based approach to policing. An additional 20% of these police executives plan to begin community policing within the year 1990.<sup>2</sup> President Clinton has authorized the Bureau of Justice Administration to release \$150 million to fund 100,000 new police officer positions for community policing throughout the nation.<sup>3</sup> In a 1991 interview, former New York City Police Commissioner and current U.S. drug czar Lee P. Brown, said that,**

**The professional model of policing that is intentionally detached from the community is simply not working. It's the old 'Dragnet' mentality that used to be on television: 'All we want are the facts ma'am, just the facts.' We don't want to know anything about you. We just pulled up in our cars and all we want to know are just the facts.<sup>4</sup>**

**This paper is a futures study based on the following issue: What will be the impact of community policing on criminal investigations? This paper will also propose a strategic**

plan and transition management plan for the development and implementation of community policing in criminal investigations through the year 2004.

In a Treatise on the Police of the Metropolis, written in 1806, Patrick Colquhoun wrote a treatise that outlined the basic strategy of uniform civilians patrolling the streets of London.<sup>5</sup> That strategy was to deter crime by threat of arrest via random patrol. Since that time, the police have attempted to apply that strategy to all manner of crime. For those crimes that the perpetrator was not immediately captured, a strategy of investigations by detectives was employed. For almost 100 years the police in the United States have followed these two approaches to solve the problem of crime. Traditional police work has tried to make the crime problem fit the strategies of the police, rather than making a custom fit of the police strategies to the crime problem and the particular needs of the community.

In A New Study of Police History, Charles Glover quotes an often repeated theme,

Police machinery in the United States has not kept pace with modern demands. It has developed no effective technique to master the burden which social and industrial conditions impose. Clinging to old traditions, bound by old practices which business and industry long ago discarded, employing some personnel poorly adapted to its purpose, it grinds away on its perfunctory task without self criticism, without imagination, and with little initiative.<sup>6</sup>



**This statement reads much like some of the criticism levied at some present day police agencies. In reality, it is part of a 1912 study conducted by the Cleveland Foundation of the police in Cleveland and in other parts of the country.**

**Fifty-five years later, in 1967 the President's Commission on Law Enforcement reported similar findings.**

**Many police agencies are resistant to change. Police organizations frequently fail to determine the shortcomings of existing practices through research and analysis. They are reluctant to experiment with alternative methods of solving problems. The police service must encourage, indeed put forth a premium, on innovative research and analysis, self-criticism, experimentation and business management.<sup>7</sup>**

**According to a study from the FBI,**

**Community involvement and self-help in local policing will become common practice in more than seventy percent of the nations' cities by the year 2000. With increasing and overwhelming demands being placed on the existing police agencies, the people are realizing that they must take an active role in policing themselves.<sup>8</sup>**

**As headlined in the U.S. News and World Report, August 2, 1993, it is time that police get "Beyond 'Just the Facts, Ma'am'." Community policing is law enforcement's hottest new idea. And therein lies a problem. Despite its allure on paper, turning the theory into practice on the unforgiving streets of urban America is proving complicated. If community policing can't deliver quantifiable results quickly, it could end up on the scrap heap of innovation.<sup>9</sup>**

**Former New York City Police Commissioner Lee P. Brown predicts that "as urban conditions worsen, there will be mounting pressure to abandon community policing and use the police as a temporary occupying force, there to put down disturbances."**

**Rather, Brown says,**

**We should do just the opposite. That is, we should make police officers permanent, highly visible fixtures in the neighborhood, known personally to the people who live and work there.<sup>10</sup>**

**The community policing philosophy may change the future for most police agencies in the United States. It is imperative that successful police leaders accept that notion and be prepared to deal with future events not merely as observers, but as active participants in the change process. Whether or not local police officials actually implement the community policing strategies is, in reality, unimportant. What is important is that police leaders must recognize "the evolution taking place in policing strategy in the United States."<sup>11</sup>**

**Policing agencies in the United States face a formidable challenge. In order to embrace community policing, police agencies must change the very core of their culture.**

**Community policing is a philosophy, management style, and organizational style that promotes pro-active problem solving and police-community partnerships to address the causes of crime and fear, as well as other community issues.<sup>12</sup> Community policing is not a "program of the month" as it was described by one Sacramento Police Lieutenant. In his opinion,**

**Community policing will go away in a couple of years like everything else we've tried. Team policing, management by objectives, crime prevention, MPO, TQM, it's all the same. That stuff didn't work before and community policing won't work now.<sup>13</sup>**

**In two very opinionated sentences, this police lieutenant has thrown down a gauntlet for police executives.**

**A literature scan for information on the implementation of community policing revealed several timely and scholarly works on this topic. In Implementing Community Policing, Malcom K. Sparrow (1989) writes that among the foremost changes necessary to introduce community policing are: structural changes to the organization, behavior changes for the beat officer, recruitment and hiring a different type of police officer, and a change in the way police communicate with the community.<sup>14</sup>**

**In Corporate Strategies for Policing, Mark Moore and Robert Trojanowicz indicate that many different organizational devices are needed to open the department to community policing. Direct contact with police executives and the community in their area of responsibility, foot patrols for beat officers, a decentralized restructuring of the department into neighborhood stations, community consultative groups and community surveys to evaluate the effectiveness of the police.<sup>15</sup>**

**Peter K. Manning, author of Community Policing, approaches the integration of community policing into a department from an organizational point of view. He indicates that changes include,**

**structural and legal change, changes in habits of dispute settlement and definition, in performance evaluation and in reward structures. New definitions of crime control and crime prevention will be needed.<sup>16</sup>**

**A similar position is taken by Harry W. More in Special Topics in Policing. He writes that changes needed in an organization to support community policing are management style in performance evaluation criteria, in the training system, and in the structure of patrol (decentralization).<sup>17</sup>**

**The commonalities through these works, and others, are many. Most of the writings describe changes in management, training, decentralization and patrol tactics (problem solving) needed to implement community policing in an organization. However, the all inclusive thread in all of the works researched was that community policing is thought to be a uniformed police patrol function only. Any reference to criminal investigation by police detectives in the community policing philosophy was noticeably absent. It is almost as if the authors of these many works had somehow overlooked a sizeable number, 17.3% of the average police force are detectives, of the police officers across the United States simply because they are not the beat officer addressed in the works cited above.<sup>18</sup>**

The genesis of the issue regarding the criminal investigator's role in community policing came during a rare and candid conversation I had with the former Director of the Federal Bureau of Investigation, William S. Sessions. In February of 1993, I had an opportunity to represent the Sacramento Police Department at the Federal Bureau of Investigation's Second Symposium Addressing Violent Crime Through Community Involvement at Quantico, VA. At this symposium I took the opportunity to speak informally with Director Sessions about community policing in local jurisdictions. The Director made the comment that literature on community policing did not speak to the role of police detectives. He added that perhaps this role was yet to evolve.<sup>19</sup> The author's personal experience with community policing completely supported former Director Sessions' observation.

A literature search on the impact of community policing on criminal investigations revealed painfully few contemporary references. A futures file review revealed many references to community policing and related topics in all areas of the STEEP (Social, Technological, Economic, Environmental, and Political) format. Again, however, no direct references to the role of the criminal investigator in community policing were found. The lack of written information on this topic and my experience in criminal investigations was a key factor in the development of the issue question for this paper. The most often cited research involving police detectives is the 1975 Rand Corporation Study of Detectives. This controversial study concluded that detectives are very inefficient in solving crimes where the suspect is unknown and that most "detective"

functions are very routine and perfunctory in nature.<sup>20</sup> In 1983 the Police Executive Research Forum published a new look at the detective role:

Changes have occurred in investigative management as a result of the earlier studies. Five years have elapsed since the publication of the last of those studies; all of them had a profound influence on investigative management today. For instance, there has been a greater emphasis on case screening and on improving the role of patrol officers in investigations; policy changes that were recommended by earlier studies.<sup>21</sup>

There was no reference made to the role of detectives in patrol functions or in community policing specifically.

Ironically, one of the few references to detectives and community policing was found in a New York Times article that was highly critical of community policing efforts in Manhattan, New York. Adding to the irony, the author is the Manhattan District Attorney Robert M. Morgenthau.

Our new respect for the patrolman on the beat must not result in the denigration of detectives. Regrettably, the burgeoning literature on community policing pays almost no attention to detection work...To be successful, any policing must include a strong investigative component. Nothing breeds fear like unsolved crime, and nothing encourages recidivists more than past success. Focusing detective resources on career criminals is not merely retrospective: It is a proved crime prevention strategy...I do not mean to disparage the concept of community policing but only to sound a cautionary note. The difficulties facing many communities are too intractable for a monolithic solution. Where drugs and gangs are entrenched and automatic weapons are everywhere, it is romantic to believe that a cop on the beat by himself can make a difference.<sup>22</sup>

**The contemporary police agency in the United States is under siege. With the "tyranny of 911 calls" to be serviced, ever higher expectations, fears, and demands, an upwardly spiraling violent crime rate, coupled with a tightening budget, it is difficult to imagine how the chief executive of a police department would not involve the investigative function of the department in community policing. Is there a place for detectives in community policing? Will investigators resist this change? Will the community accept and assist community involvement by detectives?**

**In order to better understand the state of criminal investigations in light of community policing, myself and three members of the Sacramento Police Department Detective Division and two members of the Sacramento Police Officers' Association Board of Directors, traveled to four large California cities. The cities were selected because they function with decentralized investigative units and are involved in community policing efforts. The cities chosen were: Long Beach, Los Angeles, San Diego, and Santa Ana. The following is a synopsis of the major points developed during the visits with these agencies:**

- The assignment of investigators to areas rather than to specific types of crime, making some investigators generalists rather than specialists.**
- The alignment of investigative areas to mirror those of patrol district boundaries.**
- Encouraging investigators to get out into the street. To interact with the community, patrol officers and criminal suspects.**

- **Aggressive case screening to help reduce an investigator's caseload and to provide feedback to the victims on solvability factors.**
- **Flexibility on hours of work for the investigators to provide more opportunity to communicate with the community and the patrol officer.**
- **An emphasis on getting information on current cases to the appropriate patrol officers.**
- **Training investigators on problem solving techniques that can assist them on getting to the root of neighborhood problems rather than just dealing with superficial symptoms.**
- **The use of volunteers and civilian employees to handle telephone follow-up with victims and witnesses. There was also some movement toward having civilian employees handle much of the investigators' clerical function.**
- **Movement toward a three tier system of handling cases: a decentralized generalist investigator to handle most crimes; a specialized and centralized investigator to handle crimes that require specific abilities such as homicide, sex assault and child abuse and forgery cases; and task forces to handle regional crime problems with multiple law enforcement agencies.**

**Not all of these strategies were used in any one agency. Nor would they all be successful in any one agency. However, these strategies are part of a community policing philosophy that is beginning to envelop the investigative function.**



## **ISSUES AND SUBISSUES**

**As a currently evolving issue, the purpose of this paper will be to explore the following:**

**What will be the impact of community policing on criminal investigations in a large police department by the year 2004? As sub-issues, this paper will investigate the following:**

- **How will community policing be implemented in a traditional investigative unit?**
- **What will be the role of criminal investigations in supporting community policing?**
- **Will the decentralization of criminal investigations enhance community policing?**

**These sub-issues and the futures wheel were formulated by gathering information from three separate sources. Group discussions took place with the following Command College members: Captain Steven Krull, East Bay Regional Park District; Lieutenant Mark Gantt, Stockton Police Department; Commander Ed Piceno, Santa Barbara Sheriffs Department and Captain Del Hanson, Woodland Police Department. There were discussions with an advisory group of police investigators from the Sacramento Police Department; Sgt. Sean Padovan, Detective Greg Stewart and Detective Keith Faust. Finally information was obtained from the futures file, and research completed while focusing the issue question from a general emerging law enforcement concern.**

For the purpose of this study, the following is the operational definition of community policing. Community Policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and the community must work together to identify, prioritize and solve contemporary problems such as crime, fear of crime, and social and physical disorder, with the goal of improving the overall quality of life in the area.

Detectives and investigative units seem to be the last sizable bastion of traditional law enforcement left in contemporary police agencies. The differences between detectives and their colleagues, the patrol officers, have deep roots in police organizations. The long ignored reality is that, in many instances, the emphasis that community policing has placed on patrol activities, the technological advances in communications and image processing has greatly improved the effectiveness of the patrol officer. "In many police departments promotions are given to officers that have extensive field experience, an assignment to detectives is often considered a deadend for purposes of career development."<sup>23</sup>

The "mystique" of the detective is wearing thin. More and more budget strapped city councils are looking at the efficiency, viability and perhaps most important, community support for sworn police detectives. The long held traditions of police detectives are being eroded by the realities of the times. Putting the same "bad guy" in the same overcrowded jail, over and over again, is the answer to public safety concerns.

**Neighborhood demands for police/community partnerships are growing. Contemporary police criminal investigations must get beyond the Detective Sergeant Joe Friday syndrome of, "Just the facts ma'am, only the facts."**

## **SECTION II**

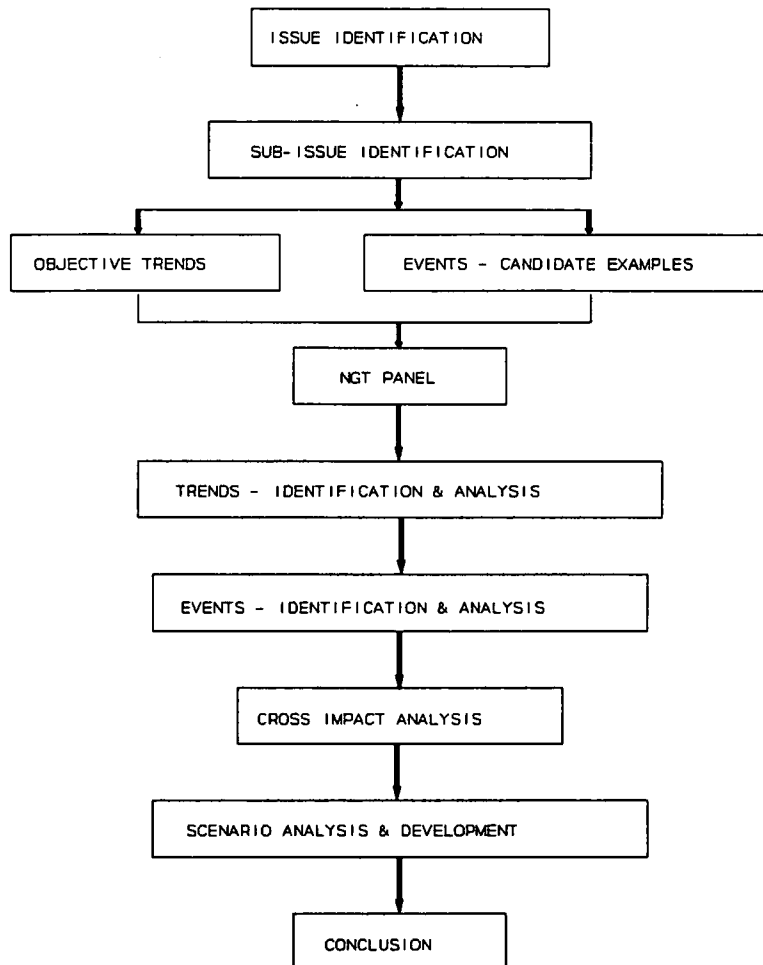
### **FUTURES STUDY METHODOLOGY - DEFINING THE FUTURE**

#### **Preparation and Design**

**In order to better understand and plan for the future management of the issue and sub-issues identified in the introduction, the following futures study was prepared. The futures study relies heavily on the use of a nominal group technique and modified policy delphi to identify and analyze trends and events that may impact the issue and sub-issues. Scenarios generated from these activities will assist the author in studying the issue question: What will be the impact of community policing on criminal investigations in a large police department by the year 2004?**

The basic steps followed in the futures study is depicted in the following table:

ILLUSTRATION 1

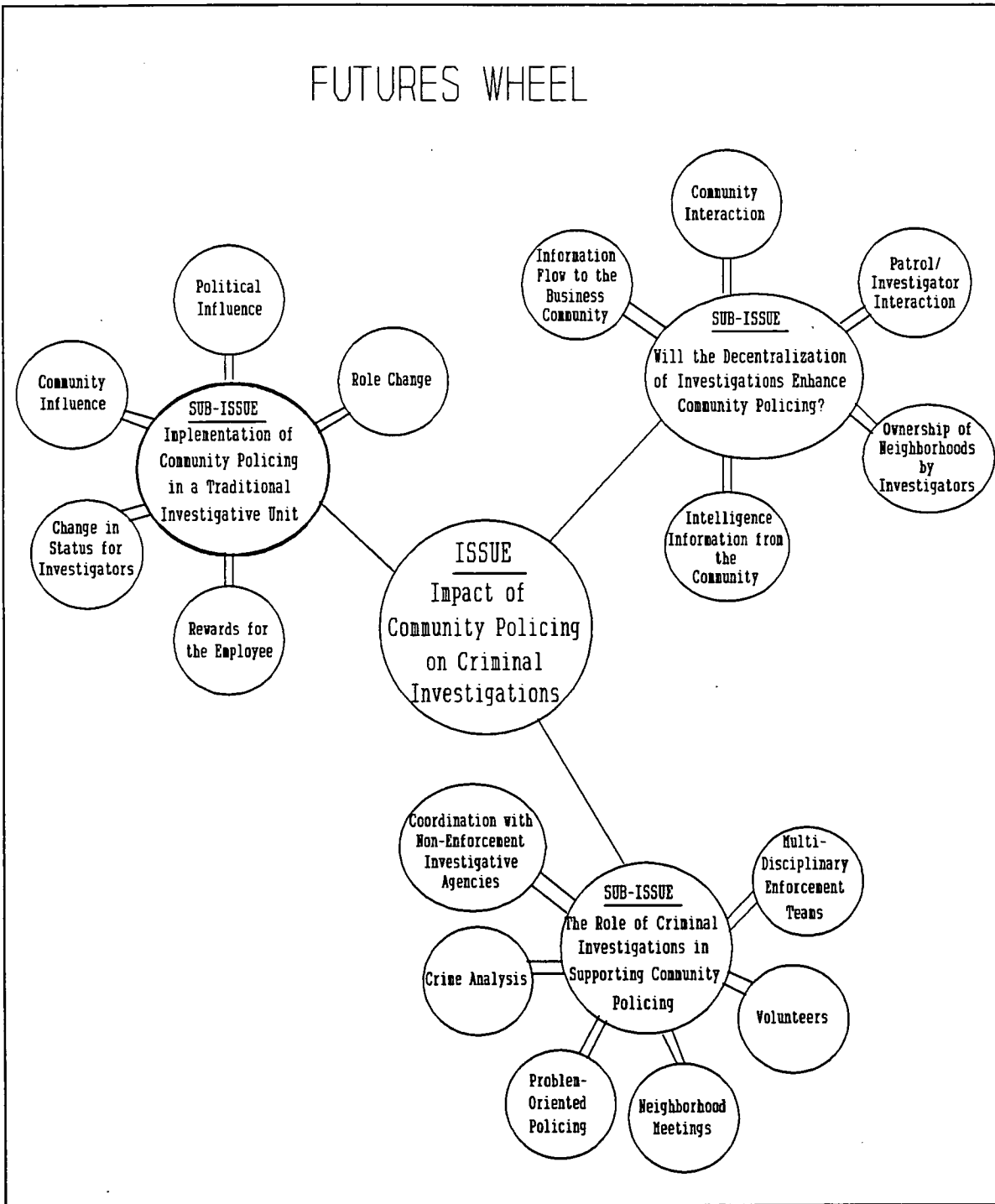


The process begins at the top of the table with issue, identification and proceeds downward through the table following the arrows through sub-issue identification and on through to the conclusion of the study. As previously discussed, sub-issues to be discussed are:

- **How will community policing be implemented in a traditional investigative unit?**
- **What will be the role of criminal investigations in supporting community policing?**
- **Will the decentralization of criminal investigators enhance Community Policing?**

**A futures wheel, Illustration 2, was used to assist in the identification and focus of the issues and sub-issues.**

**Several objective trends were also identified which would impact the issue during the study period. Those trends included population figures and their relationship to the number of law enforcement employees. Law enforcement salary, technological abilities of various law enforcement agencies in the State of California, the types and nature of various programs maintained by law enforcement agencies in the State of California, special units operated by law enforcement agencies in California, California Crime Index, the numbers of violent crimes per 100,000 population in the State of California from 1987 through 1992, homicide rates from 1987 to 1992, arrests and rates from 1987 to 1992 for adults and juveniles and for felony and other violent offenses. Also included was demographic information for the State of California for the last five years and information on the number of employees of criminal justice agencies such as courts, probation and district attorney's offices in the State of California.**



**The Nominal Group Technique (NGT) was selected as the basic process for the futures study. The NGT panel produced a list of trends and events. Using a modified delphi technique the group forecasted each trend and event. What resulted from this portion of the session was a ranking of each trend and event for later analysis by the author.**

**Information from the NGT panel was further analyzed utilizing a cross impact evaluation matrix procedure. This matrix changes the probability of occurrence for each event by adjusting the probability in relation to the impact of one event upon another.**

**Information taken from the cross impact analysis program was then used in conjunction with a scenario generator called "Sigma". Information from the cross impact analysis program was entered into Sigma. The program generated different scenarios based upon a random selection of events and encompassing the probability entered from the cross impact analysis. Three future scenarios were generated using the information from Sigma. The scenarios formulated from this information constitute a basis on which the conclusions of this futures study was based.**

### **NGT PANEL DESIGN**

**By consulting the futures wheel, the author was able to determine the areas of expertise needed by the NGT panel members to best forecast the possible futures of the issue**



question. After contacting approximately 20 candidates, a list of twelve panelists was derived. The final composition of the group consisted of the following people:

**Steve Harold.** Mr. Harold is a Deputy District Attorney with the County of Sacramento. His expertise lies in the area of gang and career criminal prosecution. He has been a Deputy District Attorney for 15 years and has had extensive experience in not only felony court trails but also federal court and death penalty cases. Mr. Harold also has extensive experience in dealing with gang members and has written several articles on the gang mentality and the gang culture.

**Catherine Camacho.** Ms. Camacho is very involved in neighborhood revitalization. She has been instrumental in mobilizing one of Sacramento's gang infested neighborhoods. She is the founder and elected representative of a Neighborhood Reclamation and Protection Plan, Community Action Team. Ms. Camacho has not always been a supporter of law enforcement activities, however she has always been extremely active in community grass roots empowerment and working with local government to help her neighborhood.

**Carol Bly.** Ms. Bly is the principal of an elementary school located immediately adjacent to one of the most infamous housing projects in the City of Sacramento. This housing project has most recently has become a reclamation project for the City of Sacramento. Ms. Bly has been instrumental in joining forces with the reclamation

project in the housing project and in effect bringing the reclamation project to her elementary school. Ms. Bly is extremely active not only in educational but also in the recreational activities of her elementary school students. Ms. Bly also represents the Sacramento Unified School District at coordinating meetings with the Sacramento Police Department.

Steve Segura. Mr. Segura is a lieutenant with the Sacramento Police Department that is currently on loan to the Commission on Peace Officers Standards in Training (POST) of California. Mr. Segura is an expert in areas of police officer training and problem oriented policing. He is also a former instructor in the POST Institute for Criminal Investigations. While Mr. Segura was on loan to the office of the Attorney General of the State of California, he authored several articles on problem oriented policing and on the implementation of problem oriented policing in a police department. Mr. Segura is also a police officer with twelve years of experience.

Sean Padovan. Mr. Padovan is a Detective Sergeant with the Sacramento Police Department. Mr. Padovan has been an investigator for approximately 20 years. He is currently in charge of the Sex Assaults Child Abuse Unit of the Sacramento Police Department. Mr. Padovan is considered one of the foremost experts in areas of sexual assault and child abuse. He has had experience not only in that area but also has many years of expertise in homicide investigations and in internal affairs investigation. Mr. Padovan has received statewide recognition for his efforts in child abuse investigations

and the innovative programs that have been instituted by his unit, in conjunction with many resource agencies within the County of Sacramento.

**Sally Hencken.** Ms. Hencken is an Analyst with the Anti-Drug and Gang Programs Division of the Neighborhood Services Department of the City of Sacramento. She has served with the City of Sacramento for many years, involved mainly in community mobilization and community organizing. She is the former Administrative Assistant to the Mayor of the City of Sacramento and has had many years of experience in dealing with political issues within local politics and in the State Democratic Party.

**Ken Nishimoto.** Mr. Nishimoto is the Director of Finance for the City of Sacramento. Mr. Nishimoto has been with the Finance Department of the City of Sacramento for approximately ten years. His expertise lies in public safety financing in particular, and municipal financing in general. He was recently promoted to the position, Financing Director for the City of Sacramento.

**Harold Bickel.** Mr. Bickel is police officer with the City of Sacramento. He along with the next panelist, Greg Dieckman are police officers assigned to a Neighborhood Policing Project in an area known as River Oaks and New Helvetia. For the past year these two officers have used the community policing philosophy and dealing with the overwhelming gang, drug and crime problems of this housing project. In the last year these officers, with the assistance of various units from the Sacramento Police

Department, have had what can best be described as incredible success in the reduction of actual crime, and perhaps more importantly, the fear of crime within this housing project. Both officers are relatively new police officers with approximately three years experience respectively. However, both officers have significant prior experience and education. Officer Dieckman has a masters degree in Public Administration and Officer Bickel was a practicing attorney in the State of California before becoming a police officer.

Jeffrey Gibson. Mr. Gibson is a lieutenant with the Sacramento Police Department. He has been employed with the Sacramento Police Department for approximately 25 years and has a wide range of experience throughout the department, including criminal investigations, patrol and personnel. Mr. Gibson is also the department expert in terms of manpower deployment in response to calls for service and in developing response tactics to crimes in progress for the police department. Mr. Gibson is currently assigned as an Executive Lieutenant in the Patrol Division in the south portion of Sacramento.

Ricky Jones. Mr. Jones is a sergeant with the Sacramento Police Department. Mr. Jones has approximately 22 years of experience with the Sacramento Police Department, including an extensive amount of time involved in narcotics enforcement. Mr. Jones was selected as Narcotics Officer of the Year on several different occasions and has most recently just returned to the police department from an extensive assignment working in

the office of the Attorney General for the State of California. His assignments with the Attorney General's Office included crime prevention and development of several statewide crime prevention programs that dealt with community oriented policing. He is the author of several articles on problem oriented policing and assisted in the development and editing of a book, recently published by the office of the Attorney General, titled: Community Oriented Policing and Problem Solving or C.O.P.P.S. In addition, Mr. Jones is the immediate past President of the Black Police Officers Association of the Sacramento Police Department.

Dee Contreras. Ms. Contreras is a Senior Employee Relations Representative. As an Employee Relations Representative Ms. Contreras represents the City of Sacramento in dealings with employee unions, and associations and their relationship with the various departments of the city. Ms. Contreras specializes in representing the City of Sacramento with the employees of the Sacramento Police Department. Ms. Contreras has extensive experience as a union representative as well as having spent more than ten years representing the Teamsters Union. Ms. Contreras is also a practicing attorney, specializing in women rights issues.

#### **NGT PANEL PROCEDURES**

Each of the panel members were telephoned to confirm their ability and interest in participating. Each panel member was sent a letter that briefly described the NGT method, as well as information on the selection and formulation of the issue question

and the objective trend data described earlier (Appendices A and C). Each panel member was asked to review this data prior to the NGT exercise.

The NGT exercise was held at the Joseph E. Rooney Police Facility community meeting room in Sacramento, California. The NGT exercise was conducted by myself with assistance from Captain Matt Powers and Supervising Police Clerk Kathy Gupton of the Sacramento Police Department. The panel members were asked to review the background data as well as to make themselves comfortable for what was anticipated to be a four hour meeting. During the next thirty minutes the author facilitated a discussion of the NGT outline and the objective data that had been provided in their original letter. A packet of information was then given to each panel member for use during the NGT exercise. This information included forms provided by the Policy Analysis Company used to evaluate events and trends, the group participants also discussed the term "event" and several minutes were used in defining exactly what single discrete event is. The issue statement was written prominently across a white board available in the meeting room. The group participants were then asked to keep the issue statement in mind throughout the NGT process.

#### **Event Nomination and Evaluation**

**Step One - Silent generation of ideas in writing.** The panel members were asked to take approximately 15 minutes and write down possible events that would impact the issue statement. The group was asked to do this portion of the exercise in silence and to

**feel free to be as creative as they felt reasonable, without asking for unnecessary direction or clarification.**

**Step Two - Round robin recording of ideas. Each panel member was then asked to read out loud one of his or her events. Each event was written on the flip chart in large letters for all of the panel members to see as the event statement was read by the panel member. This process was continued until all events were exhausted from the panel. A total of thirty-nine events (Appendix B) were recorded.**

**Step Three - If there were events that were similar at the conclusion of the recording of ideas, they were consolidated at this time. Also, any events needing clarification were clarified.**

**Step Four - The panel was then asked to review the nominated events and to vote using three-by-five cards, which of the ten events, in their opinion, would be most important in impacting the issue statement. Anonymity of the voters was assured by using cards for voting. After each panel member completed the voting procedure, the results were tabulated. At the conclusion of the first round of voting there were several ties. Five events were voted into the top ten ranking, and an additional five had to be clarified and discussed, and a second vote taken. Upon completion of the second vote, consensus was reached as to the composition of the top ten events. The following is a list of those ten events:**

## **TEN MAJOR EVENTS**

1. **Drugs are decriminalized in the State of California.**

**The removal of criminal sanctions for the possession and use of controlled substances such as narcotics, marijuana, cocaine and manufactured intoxicants.**

2. **The District Attorney of Sacramento County implements a program of criminal prosecution based on geographical areas.**

**One of the tenants of community policing is the philosophy of "ownership" and a police/community partnership in a geographical area. This event would continue this philosophy through the prosecution part of the criminal justice system.**

3. **New trade agreements with Japan heads an economic boom in Northern California.**

**The City of Sacramento is aggressively seeking relationships with Pacific Rim countries in order to stimulate economic development. This event portrays huge success in that area.**

4. **State legislature passes a requirement for Community Oriented Policing throughout California.**

**In this event a law is passed that in order to receive state funding or grants local law enforcement agencies must adopt a community policing philosophy.**



- 5. The California legislature changes juvenile criminal law, making penalties similar to the adult penal system.**

**Criminal sanctions against juveniles, that are considered too lenient, are changed to be comparable to criminal penalties for adults.**

- 6. State and Federal welfare funding is not supported by any organized political party.**

**The elimination or the threat of elimination of welfare funding becomes eminent due to lack of political support.**

- 7. A tax bill specifically for law enforcement passes in California.**

**Such a tax bill would guarantee funding for law enforcement agencies and would keep discretionary spending out of the hands of the political process.**

- 8. City and County of Sacramento consolidate.**

**The functions of local government in the City and County of Sacramento consolidate into one municipal government for the entire county.**

- 9. Legislation banning most firearms is adopted in California.**

**State law is passed in California banning the private possession of most firearms.**

- 10. Technological advances enhance probationer control and home detention capabilities.**

**New technology is becoming available that will allow off-site monitoring of probationers at work, school, or home and allow for home detention without the limited capabilities of today's equipment.**

**The panelists individually completed the event evaluation form Table 1. Evaluating each event independently the panelists estimated the following: 1) the number of years until the probability of occurrence first exceeds zero, 2) the probability of occurrence, on a scale of 0-100, both five and ten years from November, 1993, 3) the impact, both positive and negative, on the issue, rated on a 0-10 scale.**

## EVENT EVALUATION

| EVENT STATEMENT  | Years Until<br>Probability<br>First<br>Exceeds<br>Zero | PROBABILITY                     |                                | IMPACT ON THE<br>ISSUE AREA IF<br>THE EVENT<br>OCCURRED |                    |
|--|--|---------------------------------|--------------------------------|---|--------------------|
|  |  | 10 Years<br>from Now<br>(0-100) | 5 Years<br>from Now<br>(0-100) | Positive<br>(0-10)                                      | Negative<br>(0-10) |
| 1. Drugs Decriminalized in the State of California                       | 8.9  | 0                               | 10                             | 6.2   | 7.0                |
| 2. Sacramento D.A. starts criminal prosecution based on geographic areas | 2.9  | 95                              | 80                             | 6.9   | 0                  |
| 3. Trade agreements with Japan   | 3.4  | 75                              | 35                             | 7.8   | 0                  |
| 4. State requires COP for all of California                              | 3.3  | 75                              | 40                             | 6.4   | 0                  |
| 5. Juvenile penalties like adults  | 2.9  | 75                              | 40                             | 4.8   | 3.0                |
| 6. No funding for welfare  | 3.4  | 75                              | 60                             | 5.6   | 6.0                |
| 7. Tax bill for police   | 2.6  | 75                              | 50                             | 6.0   | 0                  |
| 8. Consolidation City/County   | 4.8  | 50                              | 30                             | 4.0   | 3.8                |
| 9. Gun control   | 3.0  | 75                              | 40                             | 6.1   | 5.0                |
| 10. Probation Control/Home Detention                                     | 2.6  | 90                              | 75                             | 6.5   | 3.0                |

TABLE 1

### **Trend Evaluation and Nomination**

The NGT panel was then asked to consider trends in much of the same fashion as the events was considered in the earlier exercise. The definition of a trend (Appendix A) was given to each panel member. This definition was taken from information written by the Policy Analysis Company. For this exercise a trend was described as a series of events by which change is measured. In other words, a trend is a series of events that are related, over time and can be forecasted. The trend should not include a predetermined measurement. The panel was asked to recall the objective trends that had been provided by the author for consideration. The panel was asked to keep foremost in their minds, the issue statement that was prominently displayed at the front of the room. Time was taken to describe the difference between a trend and an event and to ensure that each panel member had that clarification well in mind before the beginning of the exercise. The panel members worked individually and in silence to develop their list of trends. Each panel member in a round robin fashion was asked to read out loud their trend and the trend statement was written on a flip chart as it was being read and posted for other panel members to see. This round robin recording of trends continued until all trends from the group were exhausted. Forty-two trends (Appendix D) were recorded in this fashion.

The following ten trends were identified as most impacting the issue question:

## **TOP 10 TRENDS**

**1. Number of police/community partnerships.**

**The number of established relationships between local neighborhoods or business communities and the agency that provides law enforcement services to their area.**

**2. Level of gang mentality and predatory violence.**

**The predisposition of people to join in criminal gangs and to participate in violence that is often seemingly random and enhanced by opportunity rather than any sort of criminal plan.**

**3. Level of decentralization of police investigative units.**

**Decentralized investigative units work in close physical proximity to the geographical area that they service. The physical proximity also enhances their ability to interact with the people in that area.**

**4. Number of young, unskilled, single parent families.**

**People who, at an early age, chose to have children without the benefit of advanced education or work skills and who are unmarried and without the benefit of a permanent partner to assist in parenting or financial support.**

**5. Degree of efficiency of police investigations as a result of criminal intelligence information from the community.**

**Information from the community is a major contributor to the success of most criminal investigations. The ability of the criminal investigator to get**

information from various sources in the community is critical to solving crimes.

**6. Number of police sponsored youth mentoring programs.**

Many police agencies are formally or informally involved in youth mentoring programs. These programs are designed to bring youth needing direction or role models into contact with police officers trained in mentoring programs. The goal of these programs is to ultimately keep youth out of the criminal justice system and into productive lives.

**7. Level of community involvement and mobilization in reaction to the perception of crime and disorder.**

A perception of crime and disorder (not necessarily actual crime or disorder) in a neighborhood often results in community involvement and mobilization by the people in the affected community.

**8. Number of non-english speaking neighborhoods.**

Non-english speaking people tend to move into neighborhoods where there are other people that speak the same language. This tendency often results in communities where english is not the predominate language spoken even in businesses and schools.

**9. Level of support for strict gun control.**

The number of people that are willing to advocate for legislation for strict gun control. Advocacy would include financial support and personal involvement in an effort to legislate control of firearms.

**10. Degree of access to police investigators by the community.**

**The ability of the community to get information from and to criminal investigators. The technology, hours of work, department policy and physical proximity of investigators all affect communication between investigators and the people they serve.**

**The panelists completed the trend evaluation form (Table 2) provided by the Policy Analysis Company.**

**As in the event evaluations the panelist were asked to work individually to complete the trend evaluation form, Table 2. The panel was told to assume that 100 represents the status of each top ten trend today. In the following order panelists were requested to assign a numeric value to the status of this trend five years ago and a numeric value for the trend five years from 1994 and ten years from 1994.**

## TREND EVALUATION

| TREND STATEMENT                  | LEVEL OF THE TREND<br>(TODAY = 100) |       |                     |                      |
|----------------------------------|-------------------------------------|-------|---------------------|----------------------|
|                                  | 5<br>Years<br>Ago                   | Today | 5 Years<br>From Now | 10 Years<br>From Now |
| 1. Police Community Partnerships | 30                                  | 100   | 200                 | 300                  |
| 2. Gang Mentality                | 70                                  | 100   | 150                 | 175                  |
| 3. Decentralization              | 20                                  | 100   | 200                 | 300                  |
| 4. Families                      | 85                                  | 100   | 115                 | 125                  |
| 5. Information from Community    | 30                                  | 100   | 150                 | 200                  |
| 6. Mentoring                     | 50                                  | 100   | 200                 | 200                  |
| 7. Mobilization                  | 50                                  | 100   | 200                 | 210                  |
| 8. Non-English                   | 50                                  | 100   | 150                 | 200                  |
| 9. Gun Control                   | 50                                  | 100   | 125                 | 180                  |
| 10. Access                       | 50                                  | 100   | 150                 | 200                  |

TABLE 2

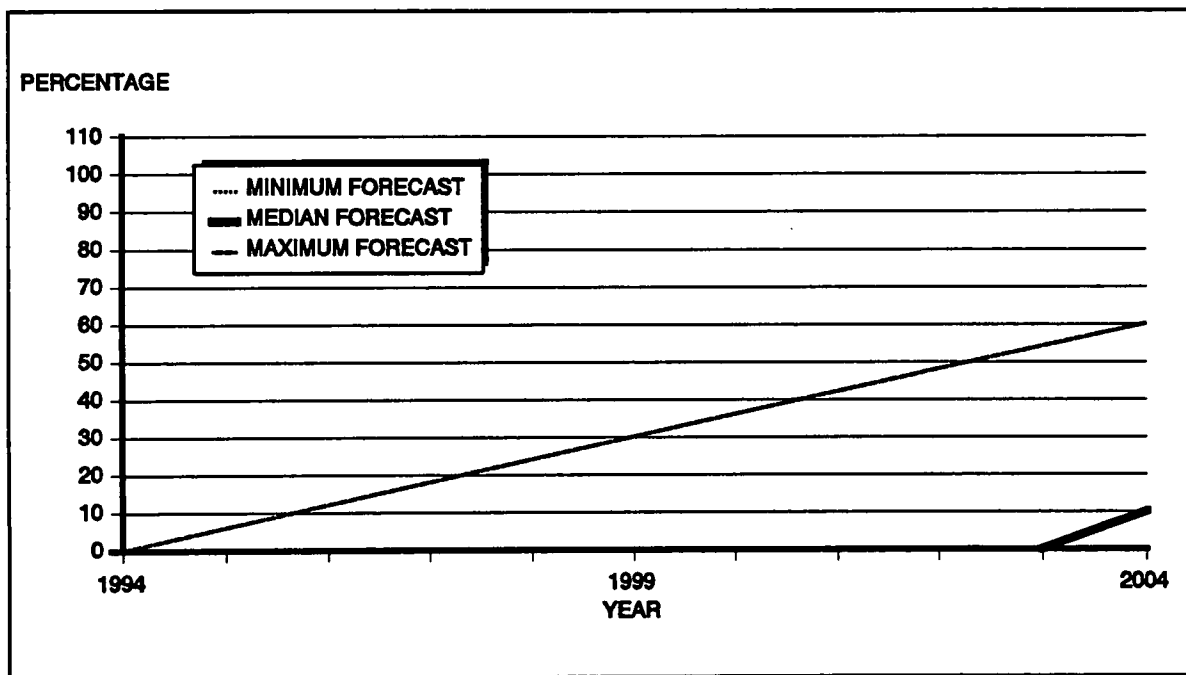


## **EVENT ANALYSIS**

The results of the event evaluations were compiled to produce minimum, medium and maximum scores in the following areas. The year in which the probability of the event first exceeds zero, the probability of the event occurring in 1999 and the probability of the event occurring in 2004. The medium was also calculated for positive and negative impact on the issue question. The following is a graphic representation of each event in terms of the medium forecast, the maximum forecast and minimum forecast. The positive and negative impact of the event is not reflected in the following tables.

### **EVENTS**

#### **1. Drugs are decriminalized in the State of California.**

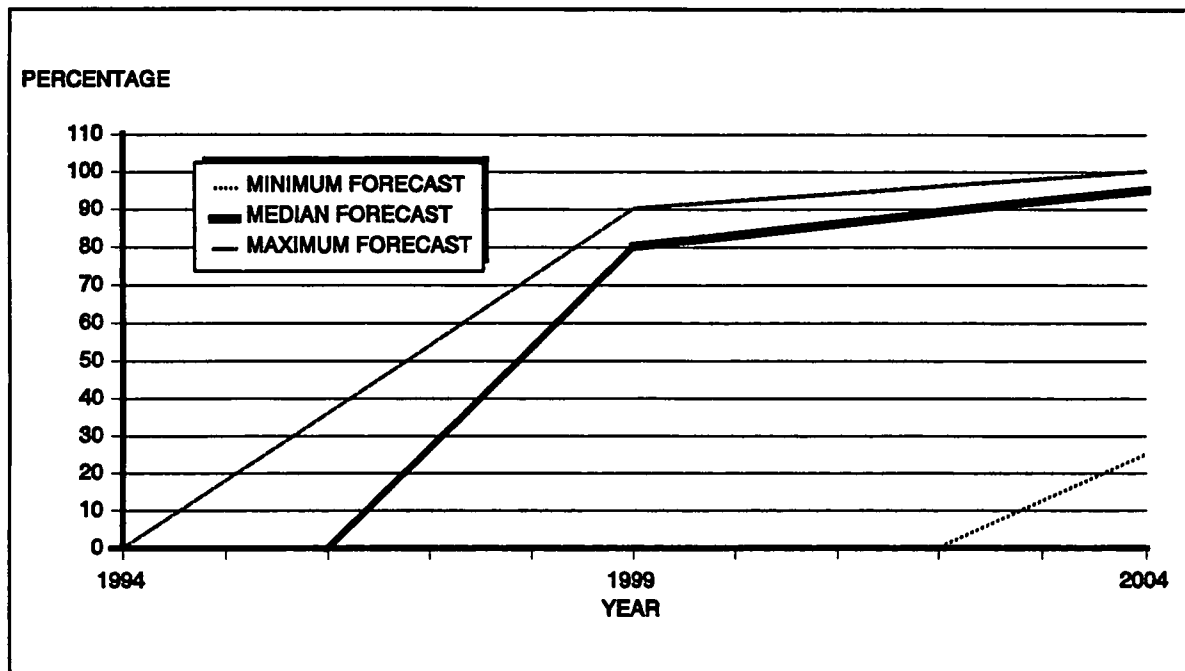


- a. The median projected year that the probability of this event occurring and exceeding zero was 9 years.

- b. The median projected probability of this event occurring in five years was 0%.**
- c. The median projected probability for this event occurring in ten years was 10%.**
- d. The median positive impact number assigned if this event were to occur was 6.2 (range 0-10).**
- e. The median negative impact number assigned if the event were to occur was 7.0 (range 0-10).**

**The panel felt that the decriminalization of drugs would allow police departments to use personnel resources on problems the neighborhoods may find more pressing than narcotics enforcement efforts. Problems such as truancy, reckless driving, vandalism, and noisy parties were cited examples of issues that could be more important to a neighborhood than drug usage.**

2. The District Attorney in Sacramento implements a program of criminal prosecution based on geographical areas.

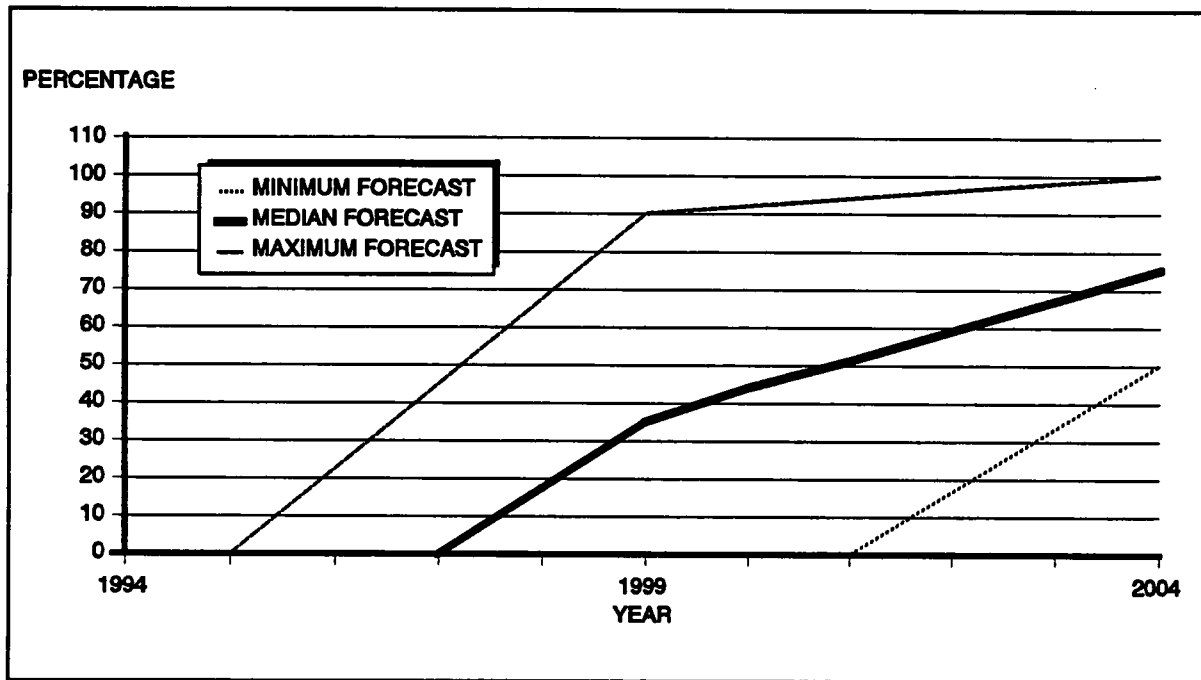


- a. The median projected year that the probability of this event occurring and exceeding zero was 2 years.
- b. The median projected probability of this event occurring in five years was 80%.
- c. The median projected probability for this event occurring in ten years was 95%.
- d. The median positive impact number assigned if this event were to occur was 6.9 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 0 (range 0-10).

The decentralization of police services and other municipal services are extremely attractive to neighborhoods. If law enforcement can provide services based on

neighborhood needs, the elected district attorney will come under significant pressure to provide the same type of service.

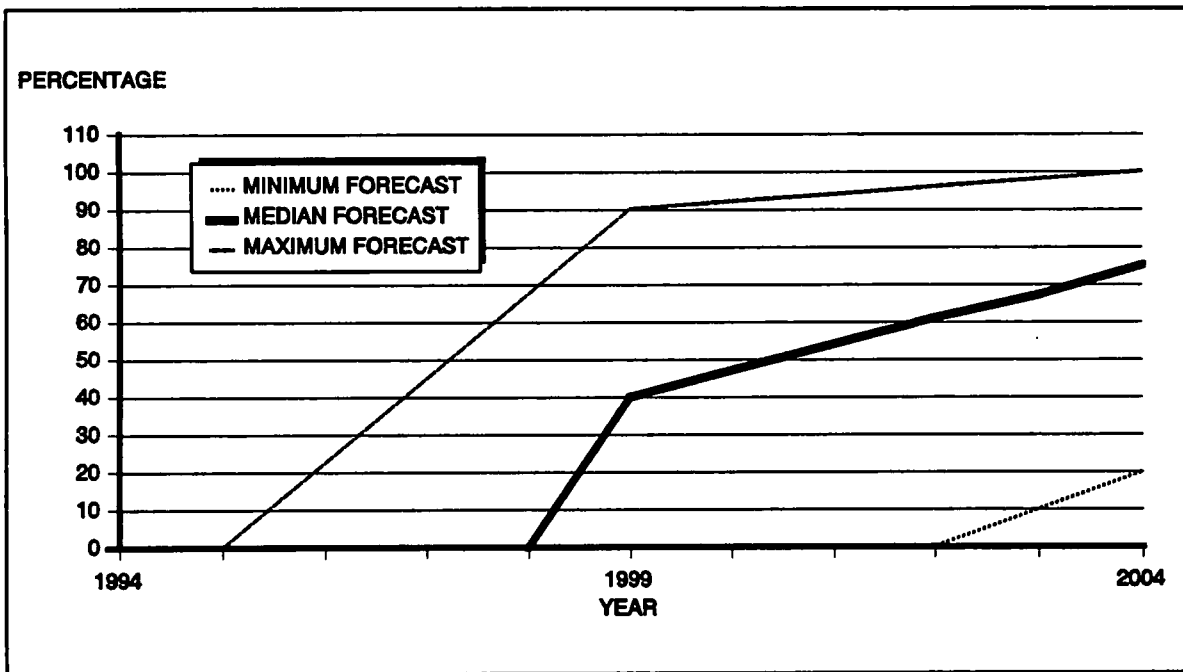
**3. A package of new trade agreements with Japan heads an economic boom in Northern California.**



- a. The median projected year that the probability of this event occurring and exceeding zero was 3 years.
- b. The median projected probability of this event occurring in five years was 35%.
- c. The median projected probability for this event occurring in ten years was 75%.
- d. The median positive impact number assigned if this event were to occur was 7.8 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 0 (range 0-10).

A major concern of the panel was the lack of discretionary funding available to police departments for the implementation of community policing. The panel felt that new trade agreements with Japan were a possibility and that Northern California would benefit highly from this event. Ensuing tax dollars would be ostensibly directed toward community policing efforts.

4. The legislature passes a requirement for Community Oriented Policing throughout every police department in California.

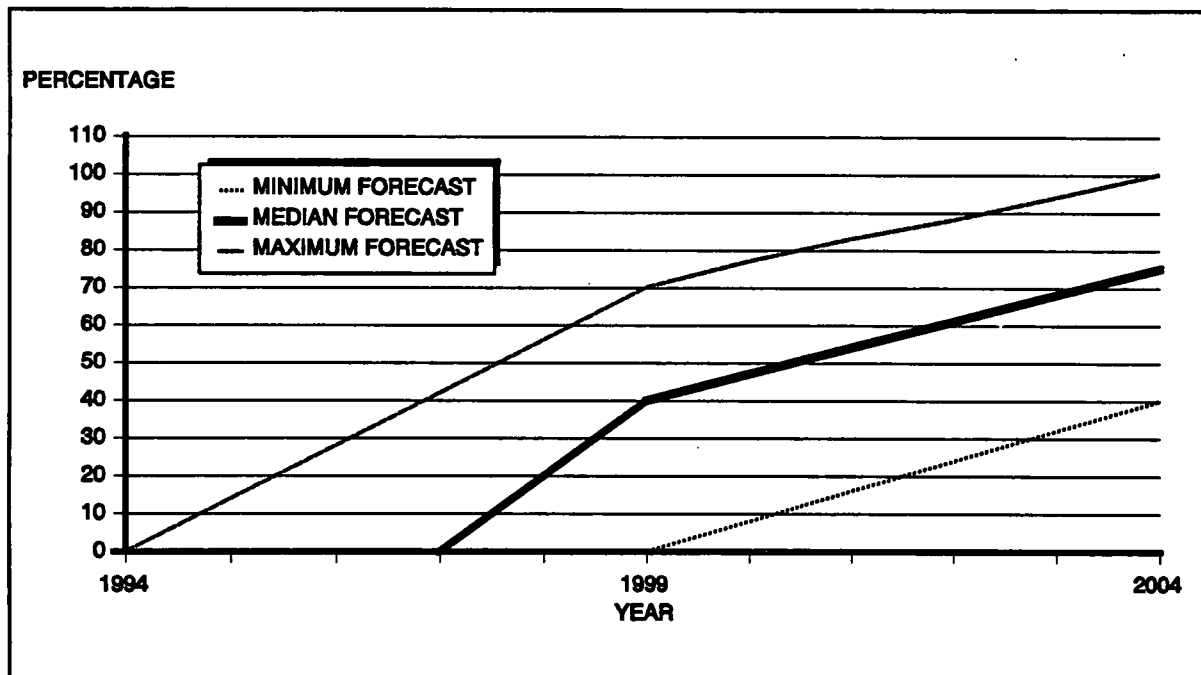


- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- b. The median projected probability of this event occurring in five years was 40%.
- c. The median projected probability for this event occurring in ten years was 75%.

- d. The median positive impact number assigned if this event were to occur was 6.4 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 0 (range 0-10).

This event could have a major impact on the issue statement. As community policing gains in popularity, the panel felt that some state agency (POST) could be mandated to enforce a requirement for COP in all California agencies.

- 5. The California legislature changes juvenile criminal law, making penalties similar to the adult penal system.

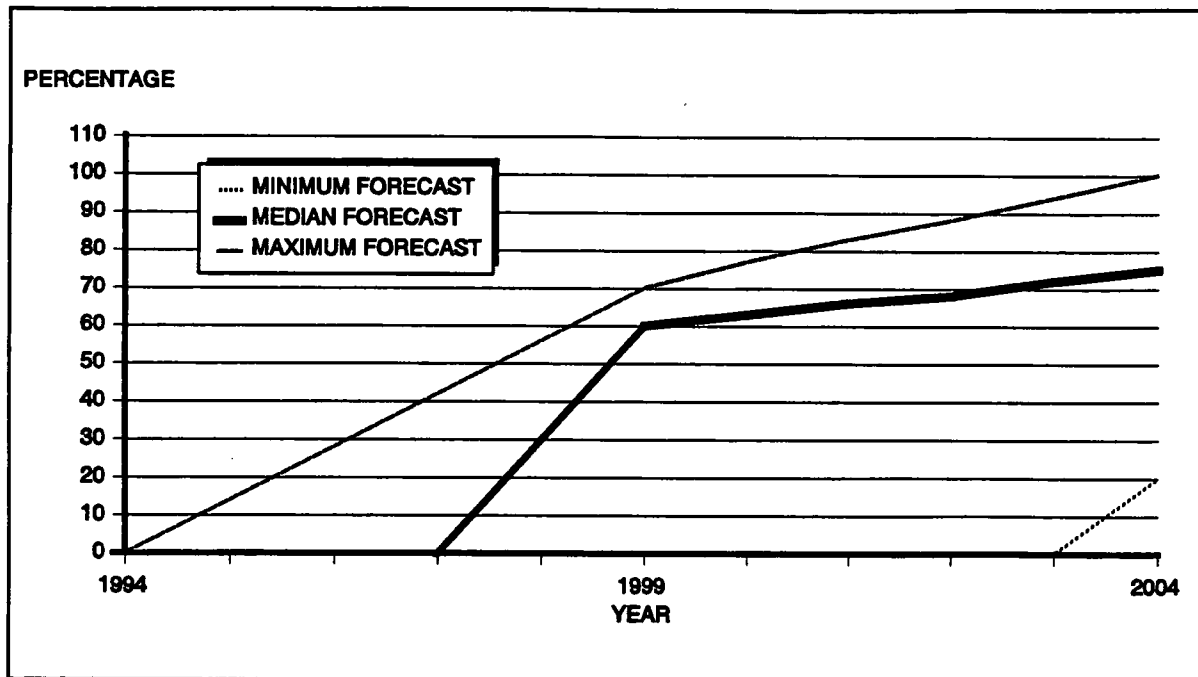


- a. The median projected year that the probability of this event occurring and exceeding zero was 3 years.
- b. The median projected probability of this event occurring in five years was 40%.

- c. The median projected probability for this event occurring in ten years was 75%.
- d. The median positive impact number assigned if this event were to occur was 4.8 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 3 (range 0-10).

Panel discussion on this event revolved around the increasing fear and frustration of the public regarding juvenile crime. There was a distinct emphasis on violent and/or predatory crime that is increasing in occurrence. The lack of control and the perceived lack of penalties in the current juvenile system led to much discussion on this event.

- 6. Funding for State and Federal welfare programs is not supported by any organized political party.

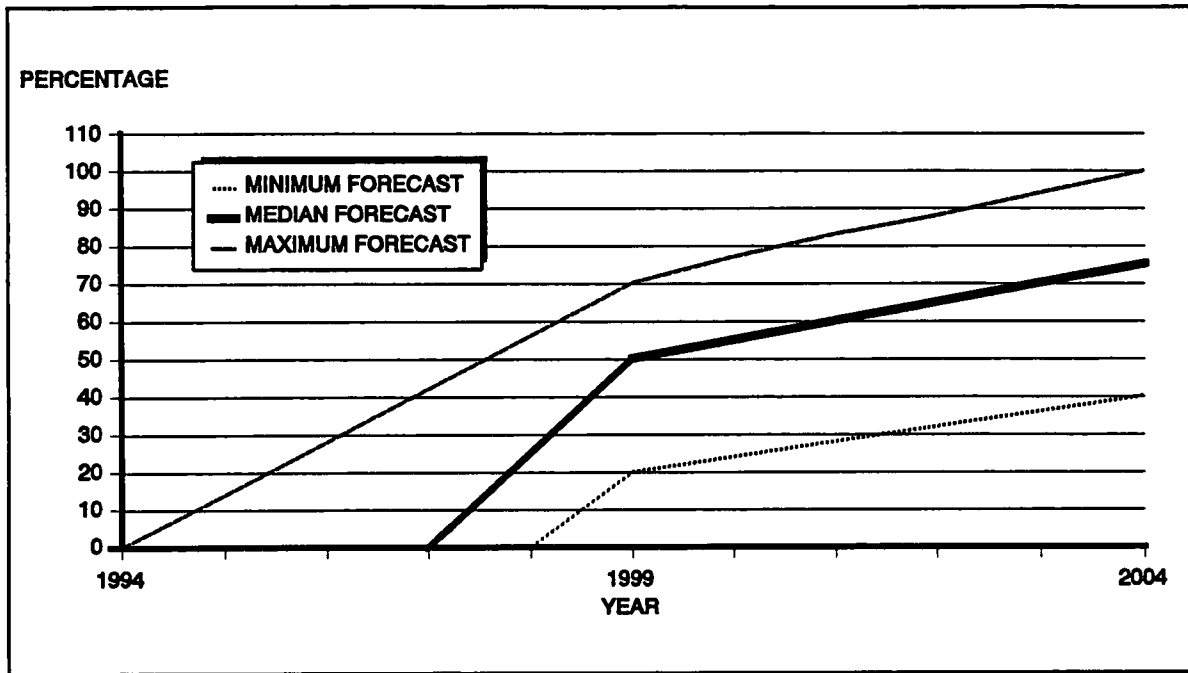


- a. The median projected year that the probability of this event occurring and exceeding zero was 3 years.
- b. The median projected probability of this event occurring in five years was 60%.
- c. The median projected probability for this event occurring in ten years was 75%.
- d. The median positive impact number assigned if this event were to occur was 5.6 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 6 (range 0-10). Funding for community policing efforts drew much discussion.

There was a feeling within the panel that the growing dissatisfaction and distrust of government was going to have an impact on welfare programs. In this event, the panel saw neighborhood groups lobbying heavily for police funding as opposed to welfare funding.



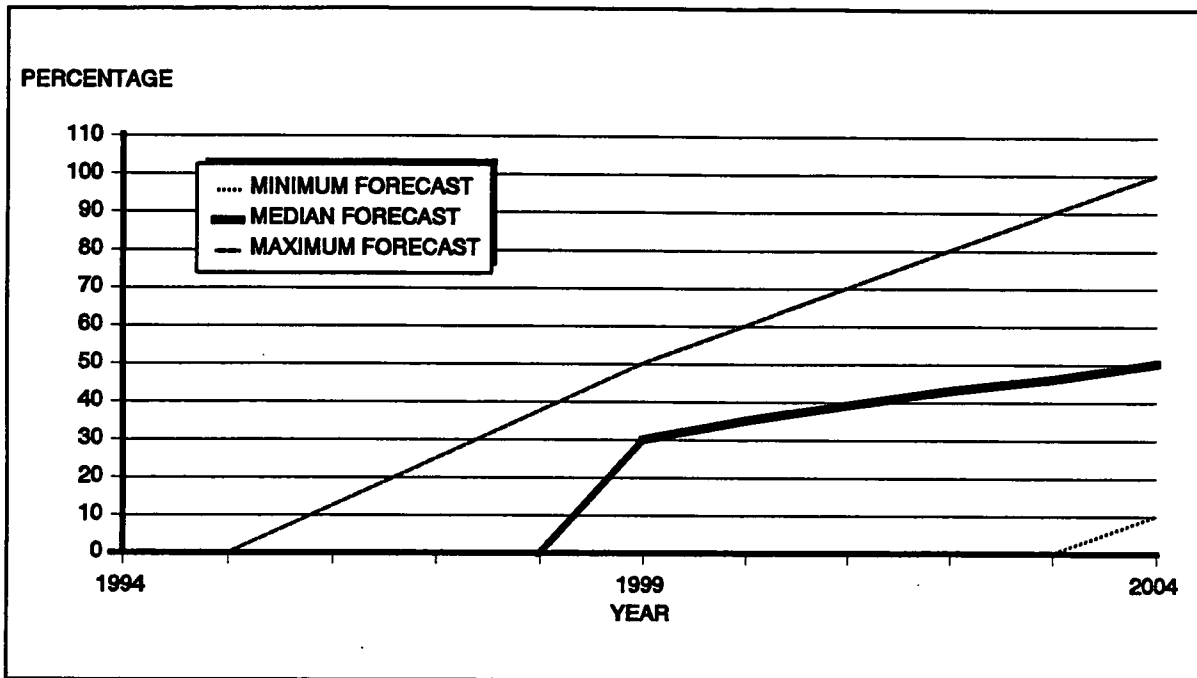
**7. A tax bill specifically for law enforcement passes in California.**



- a. The median projected year that the probability of this event occurring and exceeding zero was 3 years.
- b. The median projected probability of this event occurring in five years was 50%.
- c. The median projected probability for this event occurring in ten years was 75%.
- d. The median positive impact number assigned if this event were to occur was 6 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 0 (range 0-10).

A fairly high probability (75% median within ten years) was ascribed to this event. That is especially high for tax bills in California. The panel felt that if the bill was written so as to prevent politicians from diverting the money to other projects, a tax bill could be successful.

**8. The City and County of Sacramento consolidate.**

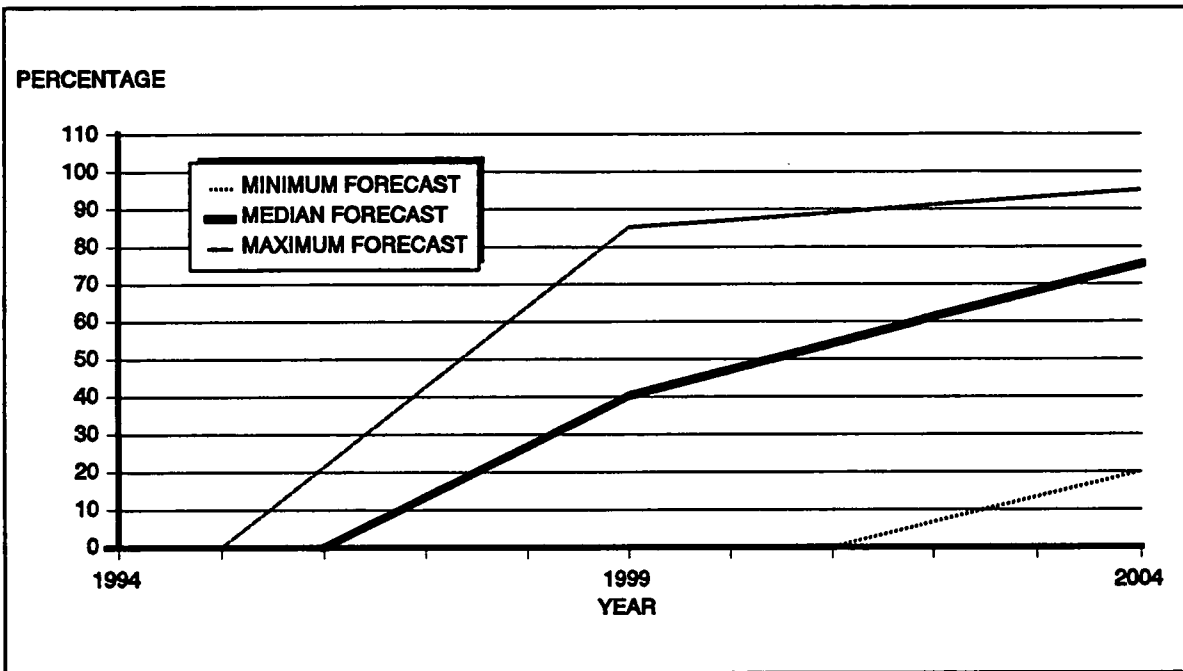


- a. The median projected year that the probability of this event occurring and exceeding zero was 4 years.
- b. The median projected probability of this event occurring in five years was 30%.
- c. The median projected probability for this event occurring in ten years was 50%.
- d. The median positive impact number assigned if this event were to occur was 4 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 3.8 (range 0-10).

An effort to downsize and streamline government may be made in the future. Along with the current fad to "reinvent government," the panel discussed other ways to make government more efficient and smaller. Consolidation in this context was meant to be a

gradual combination of city and county administration, law enforcement, fire protection and public works operations to form a single local government agency in the county.

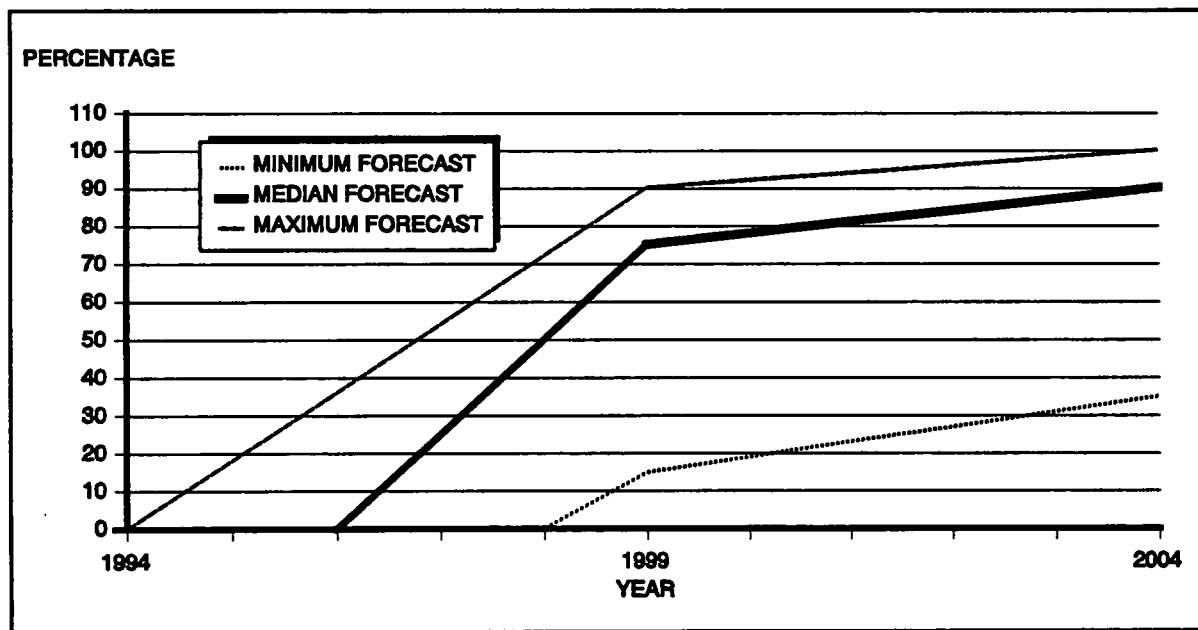
**9. Legislation banning most firearms is adopted in California.**



- a. The median projected year that the probability of this event occurring and exceeding zero was 2 years.
- b. The median projected probability of this event occurring in five years was 40%.
- c. The median projected probability for this event occurring in ten years was 75%.
- d. The median positive impact number assigned if this event were to occur was 6.1 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 5 (range 0-10).

This event was the source of much debate within the panel. Although the event was given a relatively high probability, the panel was very much divided as to whether the event was positive or negative in regard to the issue. There was also a substantial division in terms of ideological support for this event. An interesting comment was made by a panelist, "you don't see a lot of NRA members in the ghetto." The poor people wish we could get rid of all the guns so that they could have peace in their neighborhoods.

**10. Technological advances enhance probationer control and home detention capabilities.**



- a. The median projected year that the probability of this event occurring and exceeding zero was 2 years.
- b. The median projected probability of this event occurring in five years was 75%.

- c. The median projected probability for this event occurring in ten years was 90%.
- d. The median positive impact number assigned if this event were to occur was 6.5 (range 0-10).
- e. The median negative impact number assigned if the event were to occur was 3 (range 0-10).

The panel discussed the effect that this event would have on jail over-crowding. There is a great need for additional jail space for the violent offender. The panel felt that this event will occur, driven by the need for jail space and the expense of building and staffing new jails. Advocates of this technology may be seen as soft on criminals, however, the panel felt confident that technology would provide a reliable way of ensuring positive controls on both probationers and persons on home detention.

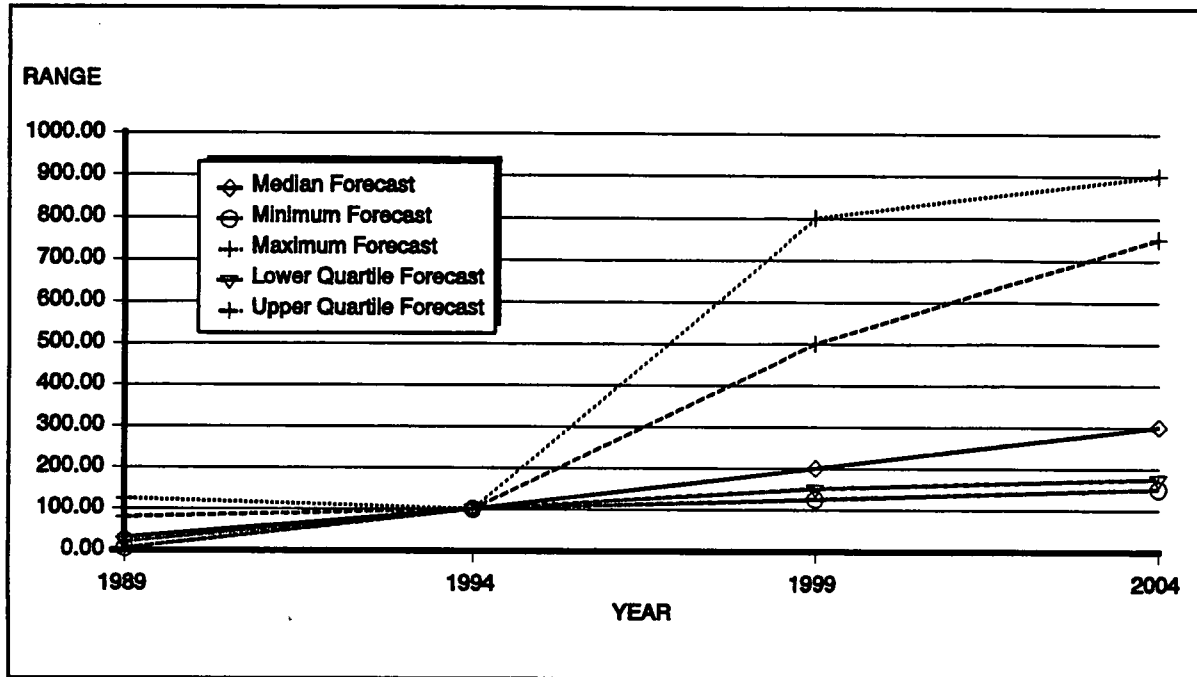
#### **TREND ANALYSIS**

The information on trend evaluation from the NGT panel was analyzed to produce the following information. The medium forecast for each event was calculated, the minimum and maximum forecast for each event was listed and then additional calculations were made to develop upper and lower quartile forecast for each event.

The following graphic representations of each trend evaluation assigns a numerical value of 100 to each trend in 1994. The forecast of each trend is plotted in relationship to this arbitrarily selected number of 100.

## TRENDS

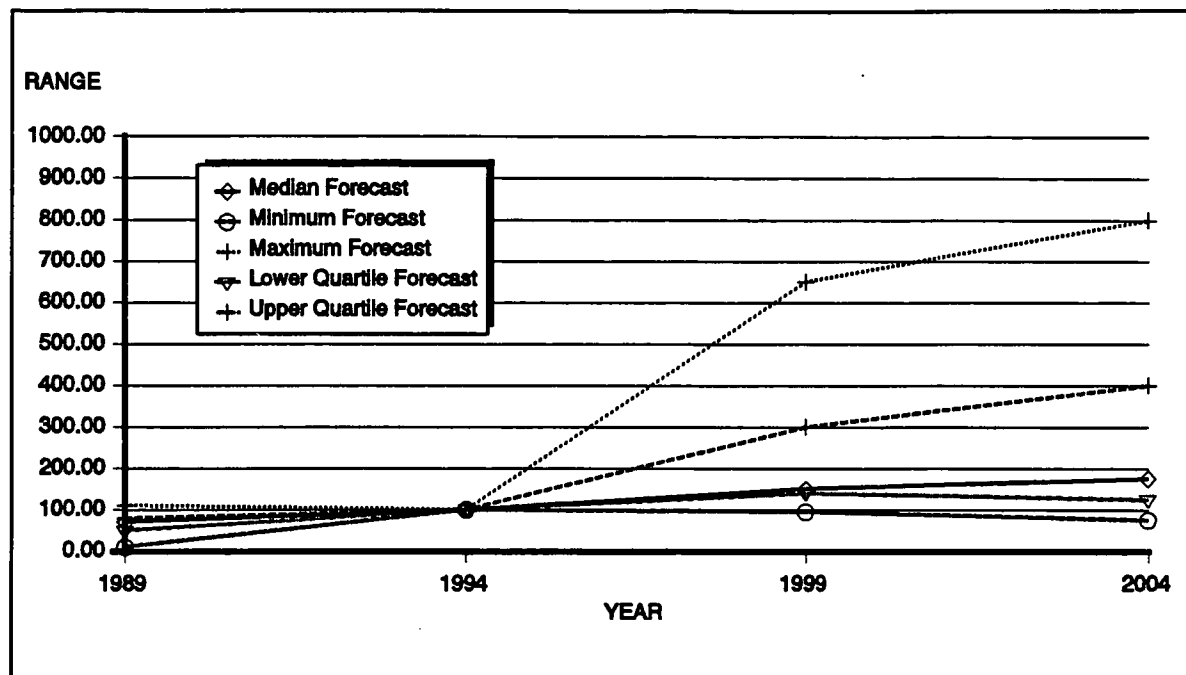
### 1. Police/Community partnerships.



- With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 30 as a median.
- In 1999 the median was projected to be 200.
- In 2004 the median was projected to be 300.

The evaluation of this trend mirrors what is occurring nationwide. The community policing philosophy of establishing police community partnerships is taking root everywhere. The panel felt that this trend will accelerate in the future.

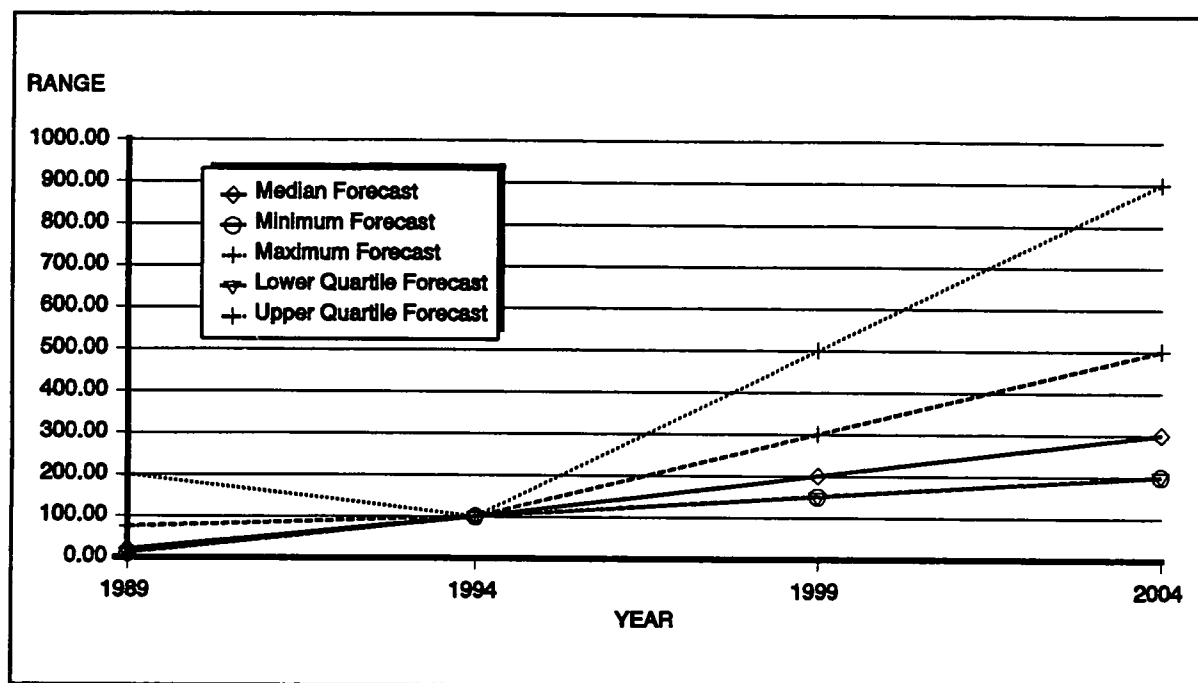
## 2. Gang mentality and predatory violence.



- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 70 as a median.
- b. In 1999 the median was projected to be 150.
- c. In 2004 the median was projected to be 175.

The panel was widely divided on this issue. It appears that the panel members employed in law enforcement were much more pessimistic about the future of this trend. One member of the panel predicted an eight-fold increase by the year 2004. Other members of the panel forecast a reduction in gang mentality and predatory violence by 2004.

### 3. Decentralization of police investigative units.



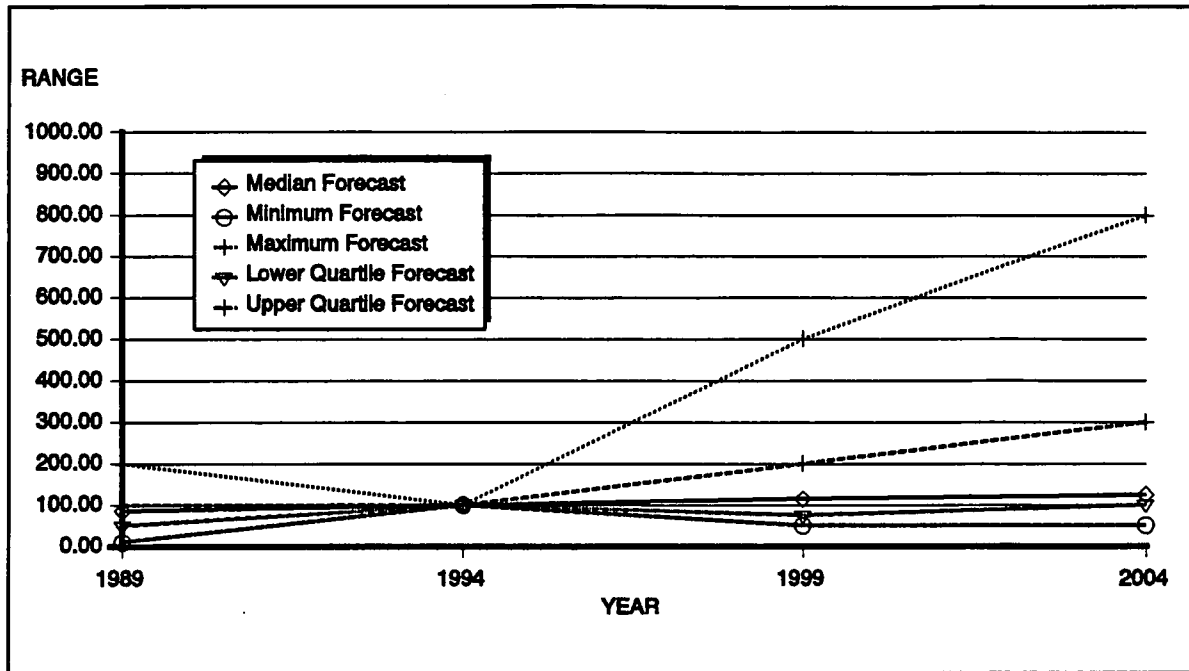
- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 20 as a median.
- b. In 1999 the median was projected to be 200.
- c. In 2004 the median was projected to be 300.

All of the panelists felt that the decentralization of police investigative units would occur in the future. There were some widely high forecasts in terms of the range of the increase but even the minimum forecast projects and one hundred percent increase in this trend. This trend had the highest median forecast. The panel was convinced that this trend was going to be "the wave of the future for police agencies."

Discussion of this issue led the panel to conclude that the natural extension of community policing into investigative units required the decentralization of detectives into the community.



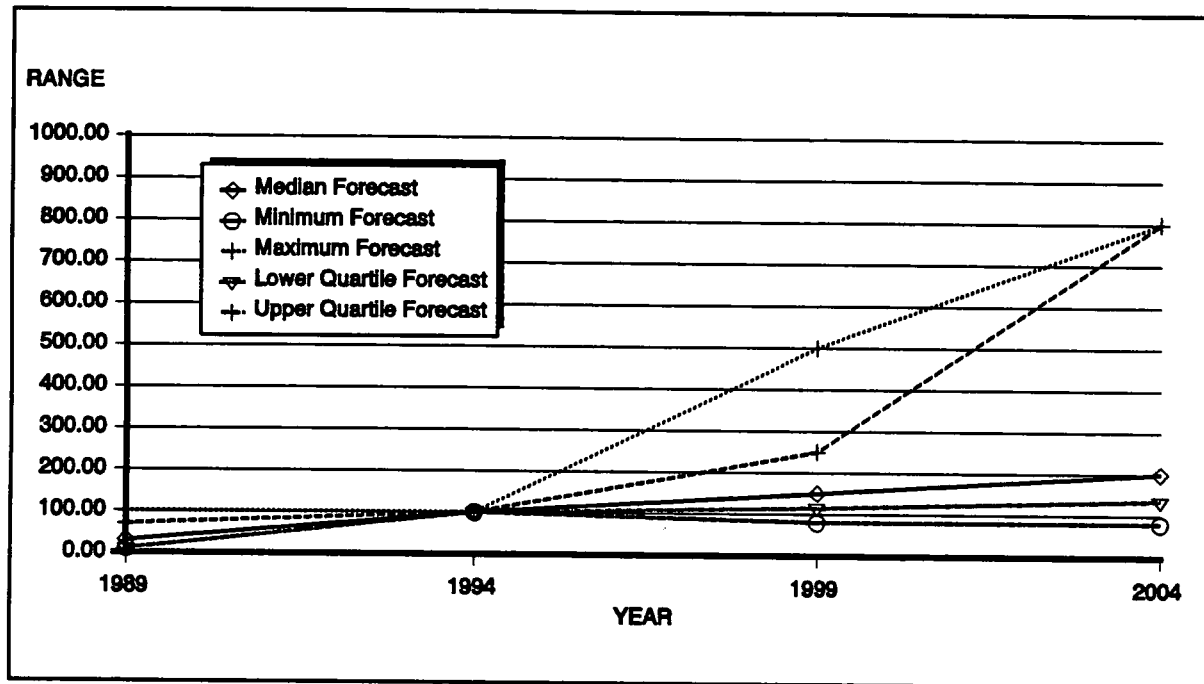
**4. Young, unskilled, single parent families.**



- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 85 as a median.
- b. In 1999 the median was projected to be 115.
- c. In 2004 the median was projected to be 125.

The panel felt that this trend was very significant because of the high incidence of victimization from these families and the overwhelming number of criminal suspects that come from poor, single parent families. While the forecast for increases in this trend were not as high as some of the other trends, the panel felt that any increase in this population would have a significant impact on criminal investigations.

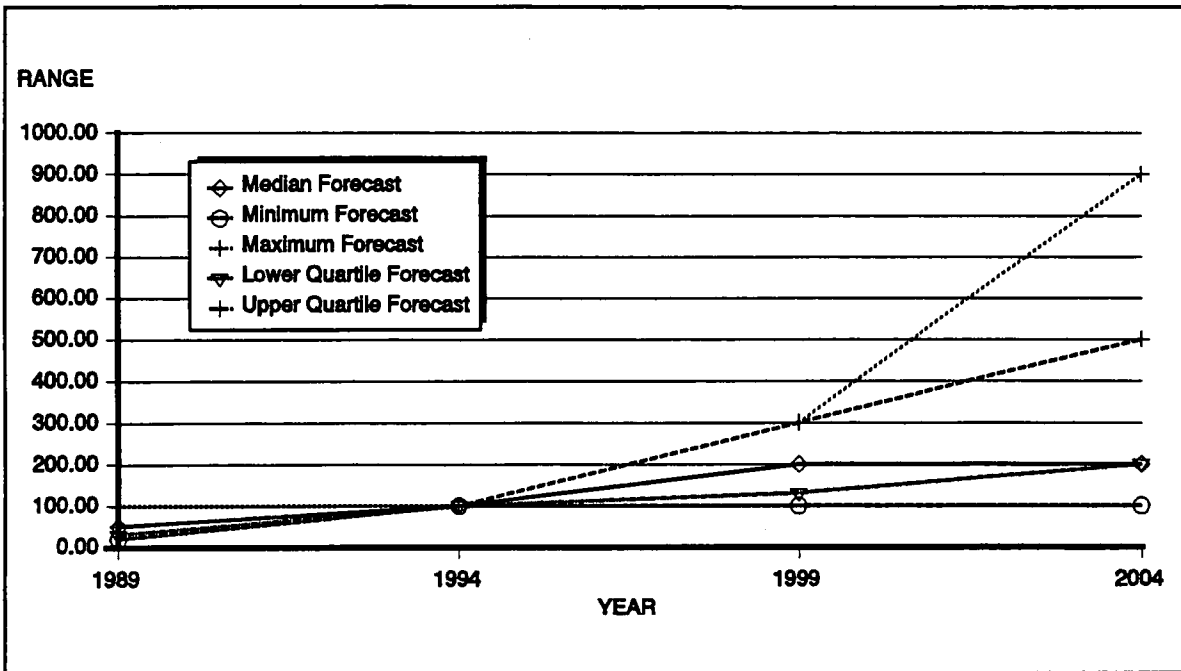
**5. Degree of efficiency of police investigations as a result of intelligence information from the community.**



- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 30 as a median.
- b. In 1999 the median was projected to be 150.
- c. In 2004 the median was projected to be 200.

There was much discussion of this trend. The entire panel agreed that the closer an investigative unit is to the community, the more intelligence information will be received by that unit. The discussion was, "is that good?" The majority of the panel felt that the more information possessed by the police, the better. A minority opinion was that the safeguards to police abuse would be lessened if the police was able to infiltrate neighborhoods with informants and undercover officers.

**6. Police sponsored youth mentoring programs.**

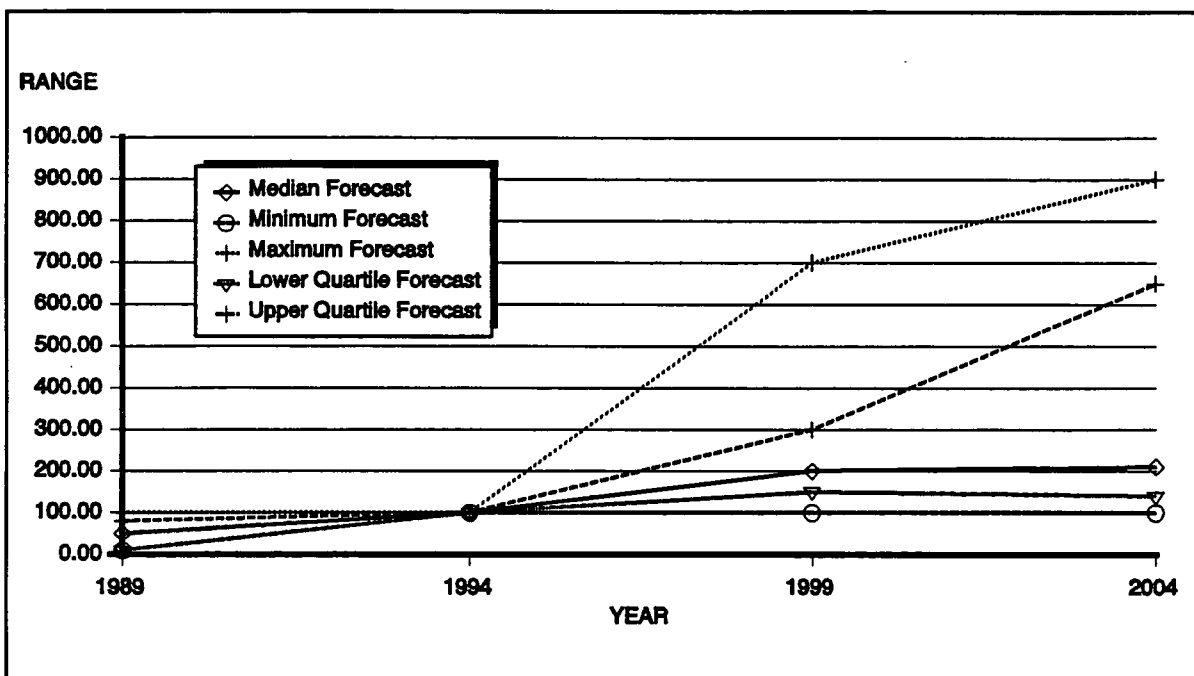


- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 50 as a median.
- b. In 1999 the median was projected to be 200.
- c. In 2004 the median was projected to be 200.

The panelists were divided on the issue of whether the police ought be involved in a mentoring program. Is such a program worth the expensive time of an officer?

Should the police department be involved in social programs or should this type of programming be left to other municipal departments such as parks and recreation or private entities such as the Boys Club or the YMCA? The majority of the panelists felt that the police have a legitimate place in mentoring programs. The majority opinion also forecasted a significant increase in police involvement in mentoring programs.

**7. The level of community involvement and mobilization in reaction to the perception of crime and disorder.**

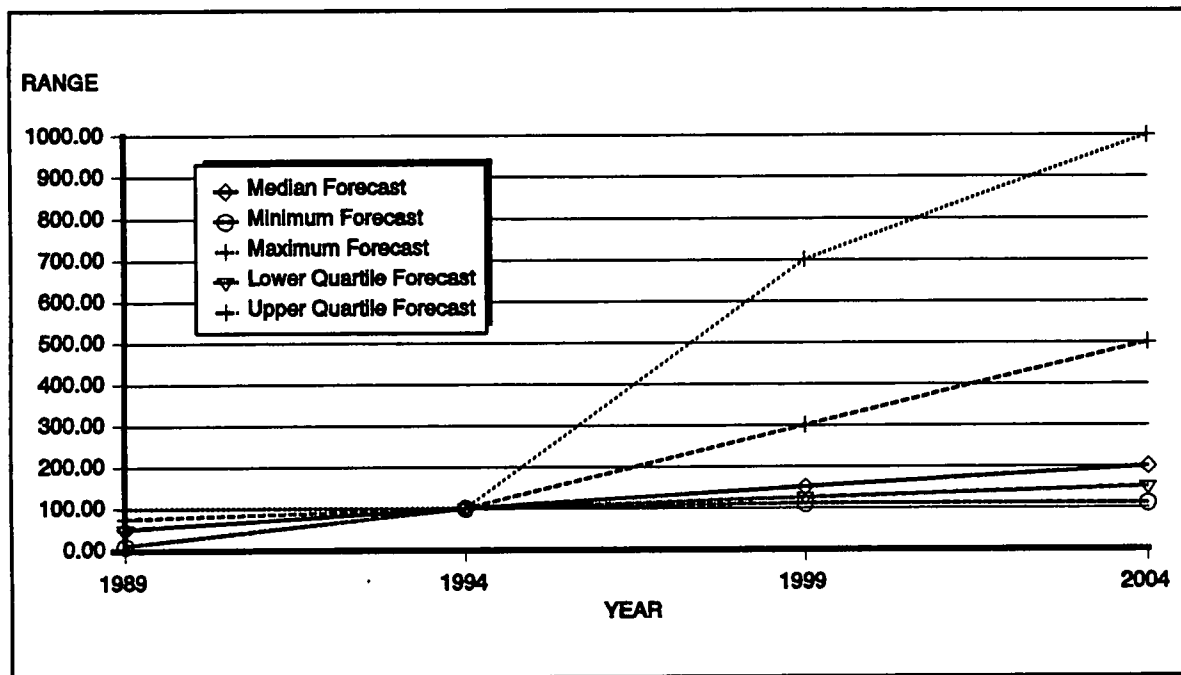


- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 50 as a median.
- b. In 1999 the median was projected to be 200.
- c. In 2004 the median was projected to be 210.

Most of the panel forecast a rapid increase in community involvement based on the perception of crime. However, that increase was limited to the time period between 1994 and 1999. After that the level of involvement would remain relatively flat. This forecast is consistent with the forecasting of the panel on other trends and their general perception of the social environment between 1994 and 2004. That is that we will continue to see an increase of crime, gang activity, social disorder and fear until

1999. At the turn of the century, this panel forecasts a gradual decrease in these areas.

**8. Non-English speaking neighborhoods.**

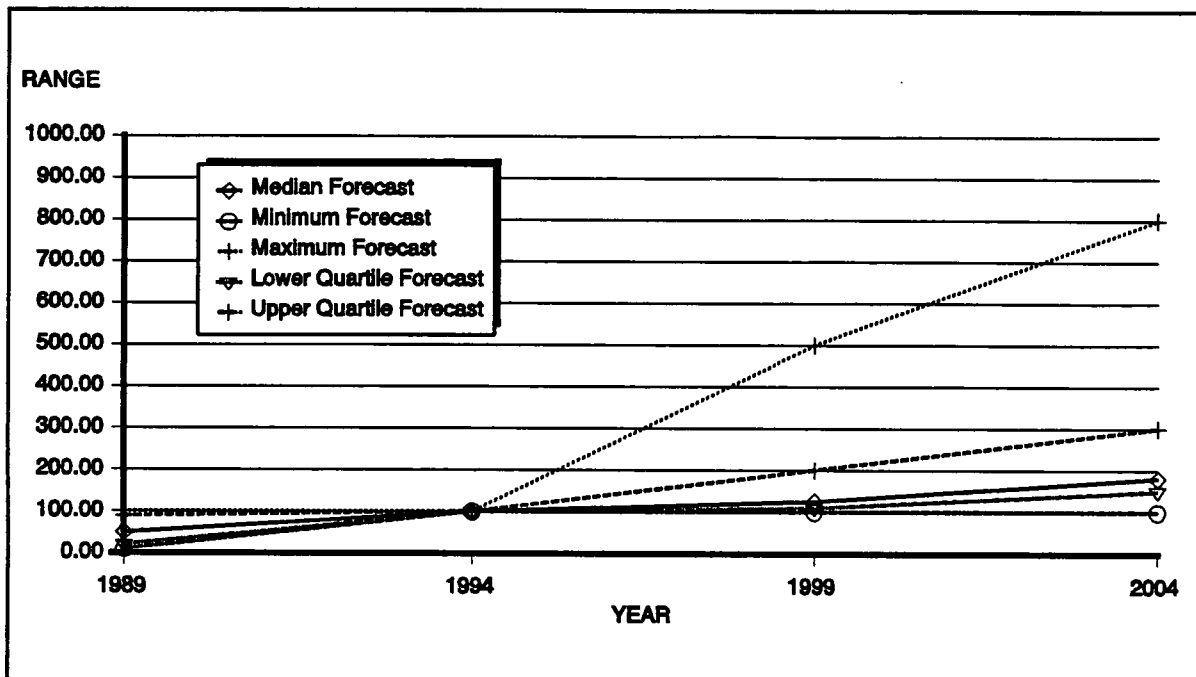


- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 50 as a median.
- b. In 1999 the median was projected to be 150.
- c. In 2004 the median was projected to be 200.

The panel forecast a two-fold increase in the number of non-English speaking neighborhoods between 1994 and 2004. This trend will have a significant impact on the investigative unit of a law enforcement agency. The ability to investigate a crime is based on the ability of the investigator to communicate. Getting, sorting, and distributing information is the key to solving crimes. Clearly, it will be of paramount

importance to a law enforcement agency to have detectives or other personnel available to assist in communicating in languages other than English.

**9. Majority support for strict gun control.**

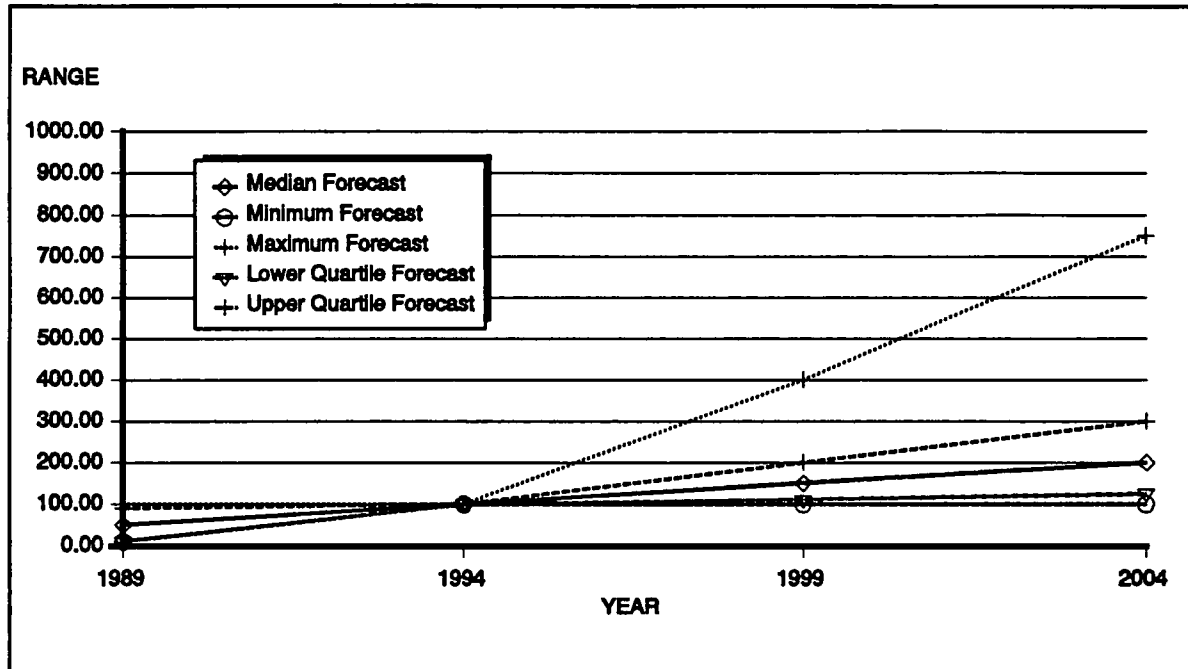


- a. With 1994 plotted at a 100 and using a range of 0-1000, five years ago this trend was estimated to have been 50 as a median.
- b. In 1999 the median was projected to be 125.
- c. In 2004 the median was projected to be 180.

Gun control is always an emotional issue and its discussion usually provides a spirited interchange. This panel was no different. The median forecast shows a gradual but consistent increase in the trend toward majority support for gun control. Although widely varying in perspective, the members of the panel, with the exception of one member, forecast an increase in the trend toward gun control. The effect of gun

control on crime, its effect on victimization, and its effect on efforts to reduce gang mentality were all discussed but no conclusions were attempted.

**10. Access to police investigators by the community.**



- a. With 1994 plotted at 100 and using a range of 0-1000, five years ago this trend was estimated to have been 50 as a median.
- b. In 1999 the median was projected to be 150.
- c. In 2004 the median was projected to be 200.

The reform era of policing brought with it, not only a professionalization of the police, but also a withdrawal of personal contact between the police and the citizenry. Police strive toward making all contacts as factual and concise as possible. Investigators began to use the telephone for contacting witnesses and victims alike in an effort to increase the efficiency of handling an increasing caseload. This lack of community

**contact has been magnified by the use of voice mail, fax machines and cellular phones. Police investigators are becoming almost invisible to the community. Without personal contact, many cases, especially crimes against people, will go unsolved. This panel forecast a trend toward increased accessibility to police investigators by the community.**



## CROSS IMPACT ANALYSIS

A cross impact analysis was conducted on the event information provided by the NGT panel. The purpose of the cross impact analysis is an attempt to improve the accuracy of the forecasting by factoring in the impact of each independent event with each other. In order to determine the impact of the change for each event (if any) a numerical value is placed on the change ( $\Delta$ ). The author used the advisory group described earlier in this paper to assist in determining the change factor. For each event, this group and the author made a subjective judgement and entered this factor into the cross impact matrix. The following is an example of the cross impact analysis matrix provided by The Policy Analysis Co.:

TABLE 3

**SAMPLE CROSS IMPACT MATRIX (3 ISSUES)**

| <b>MEDIAN<br/>PROBABILITY<br/>FROM NGT<br/>PANEL</b> | <b>EVENT<br/>#1</b>                         | <b>EVENT<br/>#2</b>                        | <b>EVENT<br/>#3</b>                        | <b>FINAL<br/>PROBABILITY</b> |
|--|---|--|--|------------------------------|
| <b>EVENT #1</b> $\frac{80\%}{P_1}$                   | <b>X</b>                                    | $\Delta = -10$<br>$P_2 \times \Delta = -2$ | $\Delta = 15$<br>$P_3 \times \Delta = 7.5$ | <b>85.5%</b>                 |
| <b>EVENT #2</b> $\frac{20\%}{P_2}$                   | $\Delta = 15$<br>$P_1 \times \Delta = 12$   | <b>X</b>                                   | $\Delta = 6$<br>$P_3 \times \Delta = 3$    | <b>35%</b>                   |
| <b>EVENT #3</b> $\frac{50\%}{P_3}$                   | $\Delta = -15$<br>$P_1 \times \Delta = -12$ | $\Delta = 20$<br>$P_2 \times \Delta = 4$   | <b>X</b>                                   | <b>42%</b>                   |

In this sample cross impact matrix event #1 has an initial probability rating of 80%. If event #2 occurs it will have an impact that is given a subjective rating of -10 on event #1. That is, if event #2 occurs then the probability of event #1 occurring will be reduced by a change factor of 10. Similarly, if event #3 occurs the subjective change factor on event #1 is 15. In the sample cross impact matrix, the combination of the occurrence of event #2 and event #3 will change the final probability of event #1 to 85.5%. The results of the actual matrix developed for the issue statement are illustrated in the following table:

EVENT TO EVENT CROSS IMPACT

TABLE 4

|     | E1             | E2            | E3            | E4            | E5             | E6             | E7            | E8            | E9             | E10            | Total Change | Final Probability |
|-----|----------------|---------------|---------------|---------------|----------------|----------------|---------------|---------------|----------------|----------------|--------------|-------------------|
| E1  | X              | $\Delta = 15$ | $\Delta = -5$ | $\Delta = 20$ | $\Delta = -5$  | $\Delta = -20$ | $\Delta = 20$ | $\Delta = 0$  | $\Delta = 15$  | $\Delta = 0$   | 33           | 43%               |
| E2  | $\Delta = 5$   | X             | $\Delta = 0$  | $\Delta = 15$ | $\Delta = 5$   | $\Delta = -15$ | $\Delta = 5$  | $\Delta = 10$ | $\Delta = -20$ | $\Delta = 0$   | -2           | 93%               |
| E3  | $\Delta = -30$ | $\Delta = 0$  | X             | $\Delta = 0$  | $\Delta = -5$  | $\Delta = -5$  | $\Delta = -5$ | $\Delta = 0$  | $\Delta = 5$   | $\Delta = 5$   | -5           | 70%               |
| E4  | $\Delta = 0$   | $\Delta = 15$ | $\Delta = 5$  | X             | $\Delta = 5$   | $\Delta = 5$   | $\Delta = 15$ | $\Delta = 5$  | $\Delta = -10$ | $\Delta = -10$ | 23           | 98%               |
| E5  | $\Delta = 15$  | $\Delta = 0$  | $\Delta = 5$  | $\Delta = 0$  | X              | $\Delta = -5$  | $\Delta = 5$  | $\Delta = 0$  | $\Delta = 5$   | $\Delta = 15$  | 23           | 98%               |
| E6  | $\Delta = -15$ | $\Delta = 0$  | $\Delta = -5$ | $\Delta = 0$  | $\Delta = -5$  | X              | $\Delta = 0$  | $\Delta = 10$ | $\Delta = 5$   | $\Delta = 10$  | 9            | 84%               |
| E7  | $\Delta = -10$ | $\Delta = 5$  | $\Delta = 10$ | $\Delta = 0$  | $\Delta = -5$  | $\Delta = 5$   | X             | $\Delta = -5$ | $\Delta = 5$   | $\Delta = 5$   | 17           | 92%               |
| E8  | $\Delta = 5$   | $\Delta = 10$ | $\Delta = 0$  | $\Delta = 5$  | $\Delta = 0$   | $\Delta = 10$  | $\Delta = 5$  | X             | $\Delta = 0$   | $\Delta = 10$  | 34           | 84%               |
| E9  | $\Delta = -10$ | $\Delta = 0$  | $\Delta = 5$  | $\Delta = 0$  | $\Delta = 15$  | $\Delta = -10$ | $\Delta = -5$ | $\Delta = 0$  | X              | $\Delta = 5$   | 7            | 82%               |
| E10 | $\Delta = -5$  | $\Delta = 5$  | $\Delta = 5$  | $\Delta = 5$  | $\Delta = -10$ | $\Delta = 5$   | $\Delta = 10$ | $\Delta = -5$ | $\Delta = -10$ | X              | -9           | 81%               |

$$E1 = \frac{10\%}{P_1} \quad E2 = \frac{95\%}{P_2} \quad E3 = \frac{75\%}{P_3} \quad E4 = \frac{75\%}{P_4} \quad E5 = \frac{75\%}{P_5} \quad E6 = \frac{75\%}{P_6} \quad E7 = \frac{75\%}{P_7} \quad E8 = \frac{50\%}{P_8} \quad E9 = \frac{75\%}{P_9} \quad E10 = \frac{90\%}{P_{10}}$$

E1 through E10 represent the events as determined by the NGT panel. P1 through P10 represent the representative median probabilities derived from the NGT data. The calculations and methodology for the cross impact analysis is taken from software produced by The Policy Analysis Co. The following is a listing of the top ten event statements, the median probability assigned by the NGT panel and the final probability determined by cross impact analysis:

**TABLE 5**

| <b>EVENT</b>   | <b>INITIAL</b> | <b>FINAL</b> | <b>CHANGE</b> |
|--|----------------|--------------|---------------|
| 1. Drugs are decriminalized in the State of California   | 10%            | 43%          | 33%           |
| 2. The District Attorney in Sacramento implements a program of criminal prosecution based on geographical areas          | 95%            | 93%          | -2%           |
| 3. A package of new trade agreements with Japan heads an economic boom in Northern California                            | 75%            | 70%          | -5%           |
| 4. The legislature passes a requirement for Community Oriented Policing throughout every police department in California | 75%            | 98%          | 23%           |
| 5. The California legislature changes juvenile criminal law, making penalties similar to the adult penal system          | 75%            | 98%          | 23%           |
| 6. Funding for State and Federal welfare programs is not supported by any organized political party                      | 75%            | 84%          | 9%            |
| 7. A tax bill specifically for law enforcement passes in California  | 75%            | 92%          | 17%           |
| 8. The City and County of Sacramento consolidate   | 50%            | 84%          | 34%           |

|   |            |            |            |
|---|------------|------------|------------|
| <b>9. Legislation banning most firearms is adopted in California</b>                          | <b>75%</b> | <b>82%</b> | <b>7%</b>  |
| <b>10. Technological advances enhance probationer control and home detention capabilities</b> | <b>90%</b> | <b>81%</b> | <b>-9%</b> |

The event least impacted by the cross impact analysis was event number two, The District Attorney in Sacramento implements a program of criminal prosecution based on geographical areas. The probability of the occurrence of this event was decreased only slightly. It is interesting to note that some of the individual events had a substantial impact on the probability of event number two. Event nine, the banning of firearms and event six, funding for welfare programs, had a -20 and -15 impact respectively on event two. Notwithstanding these individual events, the overall rating for event two was held relatively stable by the impact of the remainder of the matrix.

Event eight, consolidation of the City and County of Sacramento, was the most impacted event. It was given a final probability rating 34 points higher than the median NGT rating. Event eight was given a relatively low probability rating by the NGT panel.

However, events two, six and ten heavily impacted event eight. Event two, the district attorney's program for prosecution based on geographical areas; event six, unsupported welfare funding; and event ten, technological advancements in probationer control and home detention represent programs that are run by the county but have tremendous

**impact on cities within the county. The rating group felt that city consolidation would enhance this impact.**

**Event ten, technological advances enhance probationer control and home detention capabilities, had the most negative change, -9, after the cross impact analysis was completed. The rating group felt that event one, decriminalization of drugs, event five, changes in juvenile law, and event nine, the banning of firearms would severely reduce the probability of event ten.**

## **SCENARIOS**

Using information developed from the literature scanning process, environmental scanning, and trend and event lists produced by the author's NGT panel, the following three scenarios have been developed. These scenarios are written as if by a newspaper reporter looking back over the last ten years from the year 2004. Properly constructed scenarios can be used to identify and evaluate organizational planning and policies. The purpose of these scenarios is to assist in providing a framework in which to view the possible futures using the trends and events of today as a background.

The methodology used to develop the scenarios is a program provided by The Policy Analysis Co., the Sigma Scenario Generator. Sigma was loaded with information generated by the NGT panel and processed with the Cross Impact Analysis software. The events, their probability and the positive and negative impact of each, enabled Sigma to produce a series of scenario outlines.

Each series of scenario outlines was started with a new "seed" number. The seed number was increased by one after each individual run. The Sigma program changed the probabilities slightly after each run. When the author changed seed numbers the original probabilities returned and a new series of scenario outlines were generated. Fifty data scenarios were generated in this fashion.

The scenario outlines generated by Sigma tended to fall into groups with similar event happenings. Scenario outlines from these groups were selected to represent the three written scenarios that follow. Scenario one was chosen to be an extension of the past, or the nominal scenario. Scenario two was chosen to be an extension of the past that is worse than the past, or the hypothetical scenario. Scenario three is an extension of the past that is better than the past or the normative scenario.

### **SCENARIO #1**

Taken from the Sacramento Bee, New Years Day Special, January 1, 2004.

The advent of a new year gives one time to pause and reflect on just where we have been. It gives us time to look back and consider what has happened to us and time to reflect on what the future may hold for our society. The Sacramento Bee will begin today with a special series of articles summarizing what has happened in our communities for the last ten years.

Ten years ago in 1994 Northern California was struggling in the midst of what was then described as a sluggish economy. In 1994 we were dismantling our military industrial complex. The outbreak of peace was having a frightful effect on the economy of Northern California. In response to this changing economy base our leaders sought a package of trade agreements with countries in the Pacific rim (event #3).

Unprecedented in California history was the effort put forth by private industry and

**government working in partnership to court the economic leaders of the Pacific rim. In February 1995, political and business leaders in the greater Sacramento Valley were able to sign a historic accord with the country of Japan. This pact opened trade agreements to both countries that would allow the vast wealth of agricultural and manufactured products of Northern California to be traded with Japan with their automotive and electronics products. That trade agreement led the economic recovery of Northern California.**

**Crime however, continued its upward spiral. In May 1996, the greater Sacramento area was plagued by a series of particularly vicious home invasion robberies and sexual assaults in the more affluent areas of the community. The gangs responsible for these infamous crimes spread unprecedented fear throughout the communities (trend #2).**

**In February 1997, the Sacramento Bee ran a special edition that dealt with the vigilante groups that had been formed in response to the fear of crime, especially crimes committed by gangs. Groups of homeowners, that started from neighborhood watch groups, have armed themselves and formed neighborhood posses that were ready and willing to shoot anyone who they thought was a danger to their community. These vigilante groups put law enforcement into a very precarious position. Law enforcement was forced not only to expend resources on tracking and capturing the >traditional criminal, but also on carefully watching and on occasion arresting those heavily armed homeowners that the police were suppose to protect.**



**In June 1997, a tax bill specifically for law enforcement, courts, parole and probation was passed in the State of California (event #7). The ballot measure, that required a two-thirds majority vote, was passed in a landslide. This tax bill served not only to increase the ranks of law enforcement, but it also increased the expectations of the community on law enforcement, courts and the rehabilitation process.**

**In August 1997, due to the community impatience and an outcry of the people for results from their tax dollar, a new series of laws were legislated that treated juvenile offenders much like adults (event 5). The penalties for violations of the law by juveniles were increased so that punishment was as severe as adult convicts. The result was a boom in construction of juvenile penal facilities across the State. In response for a cut in the taxes being paid, State and Federal law makers made unprecedented and severe cuts in welfare funding. The cuts implemented in September of 1998, has a surprising result. People were expected to do much more with much less. Local communities banded together to take care of those people within its community that were truly needy. Locally funded and supported food and clothes closets received support that they had never enjoyed before. Businesses banded together to provide entry worker job training skills that were locally administered and funded.**

**In February 1999, the State Legislature, recognizing the efficiency and popularity of local partnership and local control, passed Legislation requiring police departments that**

receive state assistance, to implement the community oriented policing philosophy within their jurisdiction (event #4).

Following the lead of police agencies in the country, in August 1999, the District Attorney in Sacramento County implemented a program of prosecution based on geographical areas and community input on the individual crime (event #2). This program gave victims and those communities where the victims live, input into the nature of the prosecution and the severity of the punishment sought for accused party.

Finally, in November, of the landmark year 2002, a law banning most types of firearms was passed in California (event #9). This highly controversial and extremely emotional issue was a result of a hard fought battle in the Legislature of the State of California. However, when the issue was ultimately put to the voters, the banning of most firearms was approved in a landslide in the State of California. The people of the State of California had ultimately spoken and had finally gotten tired of the violence and bloodshed that was overwhelming our cities.

Things have improved over the last ten years, however, our cities are still in turmoil. The violence has finally subsided and shootings are now becoming a rarity rather than old news. Now however, the diversity of the people in California and the distribution of wealth within the State has and will bring new challenges for the next decade.

## **SCENARIO #2**

**Taken from the Sacramento Bee, News Years Day Special, January 1, 2004.**

**The advent of a new year gives one time to pause and reflect on just where we have been. It gives us time to look back and consider what has happened to us and time to reflect on what the future may hold for our society. The Sacramento Bee will begin today with a special series of articles summarizing what has happened in our communities for the last ten years.**

**In 1994, Northern California was struggling under what was described at that time as a sluggish economy. The legislature had just seen fit to remove the revenue generating asset seizure laws from California. A decidedly liberal movement toward the decriminalization of the possession of control substances had taken hold. What began as an extremely liberal movement in the State of California, ended up being supported by the Democratic party. Finally, in April 1994, the possession of controlled substances, ie. cocaine, heroin, marijuana, methamphetamine and a whole host of prescription drugs was decriminalized in the State of California (event #1). Use of these types of substances was dealt with as a medical problem and subject to the guidelines of the Americans with Disabilities Act.**

**The decriminalization of drugs did not remove the gang element from the streets of California as had been hoped. Rather the decriminalization of drugs removed the source of income once used by gangs. By February 1996, a series of home invasion**

robberies began to occur in the extremely affluent areas of Sacramento. These home invasion robberies included not only the taking of anything of value, but also included sexual assault of the occupants. The gangs responsible for these acts began to compete with one and another in terms of the viciousness of the crimes that they were committing (trend #2).

By June 1996, Northern California became a series of fortified neighborhoods. What had been, in the early 1990's, a status symbol known as the gated community, became a necessity (trend #7). Armed vigilante groups sprang up in these communities and there was a series of shootings involving vigilante groups and possible gang members. Law enforcement's response to the rising tide in violence and militant stance by the communities under the worn out philosophy of community oriented policing was ineffectual at best. Law enforcement turned to technology in a vain attempt to regain some control of the situation.

In September 1997, the law enforcement agencies of Sacramento County began a program of probationer control of home detention inmates using enhanced technology (event #10). The new technology linked implanted personal location devices via satellite technology to a centralized control system that monitored the location and activities of probationers and inmates. The program was hailed as revolutionary not only because of its effectiveness, but also because of its cost saving. Unfortunately, for some law

**enforcement unions the cost savings resulted in the dismissal of some law enforcement personnel that were now not needed.**

**In another cost savings move, the financially strapped city and counties in California began to look at consolidation as a way to conserve what revenues were available and improve efficiency of service delivery in April 1998 (event #8). The City and County of Sacramento consolidated in an attempt to save the county from bankruptcy. The failure of several revenue generating tax bills, the dissatisfaction with government and distrust of government by the voter had brought big government to its knees.**

**The violence occurring in our cities was primarily being committed by juveniles. In response to this, the Legislature the State of California passed in January 1999, the most severe penalties ever prescribed for juveniles (event #5). These laws included penal statutes for juveniles that were as severe as those for adults. There was no attempt at diversion, counselling or rehabilitation. The result of juvenile misconduct was determined to be punishment. As such, thousands of juveniles were committed to juvenile institutions that were operated exactly like state penal institutions for adults.**

**In April in the year of 2001, in what is described as one of the most desperate situations ever to be encountered in the State of California, the State Legislature made severe cuts in welfare programs (event #6). This was followed closely by cuts made by the Federal Government in support of most welfare funding. The result in turmoil led to civil**

unrest throughout the State. Rioting in California and property crimes made a sharp increase immediately after the implementation of these cuts. The tumultuous atmosphere in California continued unabated until the year 2003. It was in March 2003, when the Sacramento Bee ran an article that outlined how synthetic cocaine had become the newest plague facing the United States (event #1). This synthetic cocaine was described as easily manufactured by a high school chemist, cheap to purchase and more potent than the natural cocaine that had been deregulated in the mid 1990's. This synthetic cocaine has become a scourge of society and has reduced our inner city populations to masses of semi-conscious, spaced out beings, who do not want or care for anything. Now in 2004, our society has become one that is based on the protection of self, at the expense of others if necessary. It is a society of haves and have-nots, who are divided by their walls and their sentries. It is a society wherein, the family that you are born into will determine your success or failure in life. Those people from the other side of the tracks will always be on the other side of the tracks.

### **SCENARIO #3**

**Taken from the Sacramento Bee, News Years Day Special, January 1, 2004.**

The advent of a new year gives one time to pause and reflect on just where we have been. It gives us time to look back and consider what has happened to us and time to reflect on what the future may hold for our society. The Sacramento Bee will begin today with a special series of articles summarizing what has happened in our communities for the last ten years.

In January 1994, the greater Sacramento area was a community gripped in fear. A series of home invasion robberies and sexual assaults had been occurring in the more affluent areas of the community for the past months. These infamous crimes had been perpetrated by gangs of individuals that seem to be targeting those communities unprepared and not used to violent crime(trend #2). The law enforcement response to this crime series was professional and traditional. However, given the fiscal realities of the early 1990's, the ability of law enforcement to respond to a community in crisis was limited at best. This crime series became a catalyst for the community to recognize that law enforcement, and perhaps more directly, law enforcement funding was in a crises situation.

Community leaders, political leaders and local officials were quick to react to the affluent community's demand for additional law enforcement. In June 1994, in a ballot hurriedly thrown together by bipartisan coalition, a tax bill for funding law enforcement and ancillary agencies was passed by the requisite two-thirds majority of the voters in California (event #7). Local law enforcement leaders recognizing the heightened state community activism, diverted most of the resources from this tax bill into community oriented policing. This new found partnership between the community and law enforcement and a self-help attitude of the communities, was the spark that started a new era for law enforcement (trend #1). The City and County of Sacramento was consolidated in April 1995, in a continuing effort to improve efficiency and local government control (event #8). This consolidation extensively reduced the bureaucratic

layers of local government. However, the real driving force behind this consolidation was a return to neighborhood autonomy and local responsibility for the neighborhood environment (trend #7).

The new City of Sacramento began an aggressive campaign of business development for the region. One of the high priority items for the new city was an effort to develop new business contacts with Pacific Rim countries. Using the Port of Sacramento as the first point of contact, the new city was able to establish some unprecedented trade agreements with several cities in Japan. This pact of trade agreements opened the Japanese market to the agricultural wealth of the Sacramento Valley as well as the sizable manufacturing of this region that had been diverted away from the declining military customer (event #3).

This trade agreement led to a double digit economic recovery for Northern California that started in February 1998.

In 1998 however, all was not well in the new City of Sacramento. Crimes involving juveniles had risen to new heights and in August 1998, the California Legislature passed legislative action that increased the severity of penalties for juveniles committing crimes (event #5). The penalties for crime was made parallel to adult punishment. Any notion of rehabilitation was removed from juvenile sentencing laws.



At the turn of the century in January 2000, the juvenile system was bulging at the seams. It was in that month that the new City of Sacramento was able to purchase technology that enhanced probationer control and provided a reliable means of home detention of the appropriate inmate (event #10). This technology was based on implanted location devices that via satellite transmissions, allowed a person to be tracked continually anywhere he moved. This enabled juvenile authorities to track an individual to school, back home or to any employment or training program that may be mandated by the court. Additionally, home detention was made possible for adult and juvenile inmates and any violation of that home detention was instantly recognizable. Continuing in the quest for greater safety of the community in February 2001, the California Legislature was able to put together landmark legislation that effectively banned firearms in the State of California (event #9). This legislation was highly contested in an emotional and often violent debate, however polls in California showed that the population at large was overwhelmingly in favor of highly restrictive gun control for this state.

The restriction of weapons possession lead to a new activism in the community and real efforts were made to attack community problems on a neighborhood basis. Police departments' early attempts at community policing were enhanced in July 2002, when the District Attorney began prosecution based on neighborhood priorities and community input (event #2). This form of community involvement became so popular that in March of 2003, the governor of the State of California was elected on platform

that featured community oriented policing as a basis providing neighborhood services throughout the State of California (event #4).

### **Conclusions of the Futures Study**

The concept of futures study is a notion that leaves most people with thoughts of tea leaves, palm readings and crystal balls. However, by looking back, if only a few years, there were definite clues about where American society would finally be in 1994. It is also abundantly clear that there were several places that American society could have ended up in 1994. As I began research into this area of futures study, snapshots or scenarios of possible futures began to sharpen in focus.

The literature, and environmental scanning alone created pictures of what American society could look like in the future. The NGT process and the extremely valuable cross impact analysis process served only to further focus the snapshots of the future.

Analysis of the top events as listed by the NGT panel showed a decided emphasis away from local issues. The NGT panel event evaluation leaned heavily on the state law makers and the economy as the chief change agents for the issue statement, "What will be the impact of community policing on criminal investigations in a large police department by the year 2004?" The trend evaluation was more mixed in terms of local impact and the impact of more global issues.

The NGT panel showed a great deal of optimism for the future. However, that optimism was shrouded in distrust and pessimism for the leadership in the government at state and federal levels. It is as if the appropriate change agent is not American leadership. Perhaps the change agent is a natural or manmade disaster or an expansion of the civil unrest that has occurred in that mother of all birth places of change, Southern California.

## **PART II - STRATEGIC PLANNING AND MANAGEMENT**

### **Introduction**

In the preceding section, Part I, defining the future, three alternative scenarios were developed. Scenario #3 was selected for strategic planning, management and policy considerations. Building on this desired vision of the future, the author will use a "WOTS-UP" (weakness, opportunities, threats, strengths, and the underlying planning) panel to develop a mission statement, conduct situational and stakeholder strategies and to develop alternative strategies and an implementation plan. The strategic plan will be based on the City of Sacramento and the Sacramento Police Department.

### **Environmental Description**

The City of Sacramento has a population of approximately 390,000 people, it is situated in a statistical metropolitan area of approximately 1.5 million people. Sacramento is the capital city of the State of California. Many state government offices are located in downtown Sacramento. Workday population increases the city population by over 100,000 workers and visitors. The city's population is very diverse comprised of Whites, African-Americans, Latinos, Asians, Pacific Islanders, Native Americans and a growing population of Eastern Europeans.

Sacramento is a city of traditions dating back to the days of the gold rush in the 1840's. It is a city making the transition from a medium size "River City" as it is known to

locals, to a large metropolitan area complete with professional sports team, crime, noise and air pollution, and growing transportation and regional planning problems.

There are many citizens that desperately want Sacramento to retain its small town atmosphere. However, it is clear that the dynamic growth in the area will never allow Sacramento to be a "little river city" again. The government of Sacramento has undergone major change in 1994. A new Hispanic mayor, the City's first Hispanic, three new council people, out of seven total, a new City Manager and a new Chief of Police (first Chief from outside the department in modern history) has brought profound, and at times, controversial change to the city.

The Sacramento Police Department has approximately 1000 employees. There are approximately 600 sworn officers and 400 civilian employees. The department is heavily civilianized and civilian personnel can be found in all areas of the department including patrol and investigative functions.

The department is organized into four major offices: the Office of the Chief, the Office of Administrative Services, the Office of Operations and the Office of Criminal Investigations. The largest Office is Operations. It contains four regionalized patrol areas that have been decentralized into two substations. Each area is commanded by a police captain that has operational and policy authority to handle patrol problems in his/her area. The area captains are responsible for developing community policing

programs in their respective commands. The Office of Criminal Investigations contains all detective units. It is primarily a centralized function housed downtown in the main police administration building. The Office of Administrative Services provides staff support as well as training and personnel services. The police department has a budget of \$65 million. In 1993 the department completed a strategic plan that highlights partnerships and collaborative working relationships between the police department and outside resources. The department has been very involved in problem solving and neighborhood policing for uniform patrol officers since 1990. This trend is growing within the uniform divisions. There has been no direct involvement of the Office of Criminal Investigations in either the problem solving or community policing activities of the department. The current strategic plan of the police department does not include detectives in community policing strategies. This plan is intended to explore the role of investigators in community policing.

#### **A. Mission Statement**

The following mission statement was developed by a panel known as the Detective's Advisory Committee. The panel consists of a veteran police sergeant, a representative from various sections of the Detective Division including Robbery, Homicide, Burglary, Child Abuse, Forgery, Metro and a member of the board of directors of the local police union who is also a police detective. Also involved in developing this mission statement were current Command College participants, Captain Matt Powers, Lieutenant Jeff Gibson and Lieutenant Greg Twilling, of the Sacramento Police Department. This

panel will be referred to in this paper as the WOTS-UP panel. The members of the Advisory Committee assisted the author in developing the original issue statement and futures wheel for this paper. Captain Powers and Lieutenant Gibson both have been involved in the NGT panel that developed the futures research in this paper. Using their prior experience and information provided by the author as to the critical events and trends identified in the futures research, this group developed a mission statement directly related to the issues statement.

### **MISSION STATEMENT**

The Office of Criminal Investigations of the Sacramento Police Department will use its human and technical resources and multi-disciplinary partnerships to work with the community to identify and eliminate crime, the perception of crime and social disorder within the neighborhoods of Sacramento.

Investigators in the Office of Criminal Investigations will nurture and maintain direct personal contact with all segments of the residential and business community in order to prevent crime, identify the perpetrators of crime and to create an atmosphere where business can prosper and mutually beneficial partnerships can develop.

Management of the Office of Criminal Investigations will provide policy direction and organizational structure that facilitates and encourages direct citizen-to-investigator contact. Partnerships with the business and educational community will be sought out

**that will help the police department identify and purchase high technology equipment to support demands for information by the police and citizens alike.**

**It is only through a close, respectful, continually evolving, working relationship with the people of our City, that the Sacramento Police Department, Office of Criminal Investigations can provide public safety services of the type and quality that our citizens demand.**

## **B. Environmental Analysis**

**The application of the foregoing mission statement to the Sacramento Police Department in relation to the issue statement of "What will be the impact of community policing on criminal investigations by the year 2004?" requires an analysis of the organization's environment. This analysis will include the opportunities that exist in the environment of the Sacramento Police Department that tend to support the achievement of the mission. Conversely, the analysis will also discuss the threats that tend to discourage or impede the success of the mission and the related issue. In order to organize this analysis, the author used the following categories as a structure. These categories are, social, technological, economic, environmental and political issues. Trends and events identified by the futures study panel, as well as the subjective data that was provided for the NGT panel, was used as a genesis for this analysis and to ensure a linkage between this strategic plan and the research done in the futures study.**



**Social:**

***Threats:*** The Police Department in Sacramento has recently seen an already high level of violent juvenile crime accelerate even further. In the first three months of 1994, the Sacramento Police Department had 22 homicides committed within its jurisdiction. Twelve of those homicides were committed by persons under the age of 18. All of the homicides committed by these juveniles involved the use of handguns. Most of the homicides involved loosely organized street gangs. Most of the homicides involved predatory acts. All of these homicides were completely senseless. In the latest homicide, the "ice cream man" that had been servicing a neighborhood for many years was shot in the face and killed by a 17 year old street gang member while his friends attempted to steal a handful of popsicles. This type of senseless predatory and seemingly random violence being perpetrated by heavily armed juveniles is extremely threatening to everyone in the community. In an environment where budget dollars are few and far between, citizens are increasingly demanding a traditional police response of crime suppression by arrest and heavy handed police presence. Funding for prevention programs, diversion programs and collaborative working relationships between police investigators and community service agencies is increasingly difficult to develop. The middle and upper class taxpayer in the City of Sacramento is more and more likely to live in a gated community surrounded by private security guards and is less likely to support any police activity that is not "strictly law enforcement".

***Opportunities:*** The use of community policing through a program called Neighborhood Police Officers in Sacramento has been extremely successful. The ability of neighborhood police officers to reduce calls for service, reduce the crime rate, and even to reduce truancy and suspension rates in local schools has been widely publicized in the media. There is significant community interest in developing neighborhood policing teams in most of the areas of the city. Support for a community policing tactic within the area of criminal investigations would most likely meet with wide community support. Due mainly to the efforts of patrol officers, a sound basis for the integration of community policing and criminal investigation already exists within the City of Sacramento.

**Technology:**

***Threats:*** The use of advanced technology by criminal investigators can be extremely threatening to any citizen whether he or she is involved in criminal activity or not. The idea that a criminal investigator working in a collaborative working relationship with governmental agencies or educational resources that use technology to get information from data bases or other confidential information in order to provide criminal intelligence, is a very real possibility. The acquisition of military surveillance hardware such as night viewing devices, high powered listening devices and aerial and ground photography units by criminal investigators, coupled with the ability to enter any neighborhood ostensibly on the purposes of community policing, could destroy any notion of community good will toward the police department.

***Opportunities:*** As any criminal investigator knows, the key to a successful investigation is the ability of the investigator to get large quantities of information from the community. The more "contacts" an investigator may have in a community, the more likely that investigator is to be able to successfully investigate a crime. Getting the crime information into the community where the crime is occurring, especially information that relates to unidentified suspects or crime patterns, can now be accomplished by the use of automated calling devices or voice mail systems that are germane to specific neighborhoods. Our rapidly evolving abilities to communicate information whether it is voice only or even real time video images is absolutely essential to the continued success of the criminal investigators. Increasing the exposure of each investigator within a specific community, coupled with the ability of that community to contact the investigator directly and the investigator getting the crime in to the community via pagers, voice mail, computer modem or even through media driven investigative tools such as "America's Most Wanted" can rapidly multiply the investigator's ability to get and process large amounts of criminal intelligence information. Linking the ability to communicate information with the desire of the community to provide the police with information that will lead to the arrest of criminal suspects, provides the police department with an extremely effective tool for law enforcement.

**Economic:**

***Threats:*** The ability of the City of Sacramento to economically support itself has not declined significantly in the last year. However, the State of California continues to see a decline in revenues and the threat of further reduction of State funding and even worse, the threat of the State taking more local funding, is a cloud over the City's efforts to improve its neighborhood services.

It has been two years since the local police union has been able to get a raise in pay for its memberships. 1994 is a contract negotiations year where revenues are few and demands of all of the local unions are extremely high. The advent of long and difficult contract negotiation while the Police Department is involved in a significant culture change is extremely dangerous. While efforts at developing community policing in a traditional investigative unit is not necessarily expensive, a demand for only traditional investigative services by conservatives would be anticipated.

***Opportunities:*** As the police and community working relationship becomes closer and closer, it becomes painfully apparent to the community how significant law enforcement funding resources are. This realization generally turns the community member into an advocate for increased police funding.

Even citizens who are usually highly distrustful of local, state or federal government to do "the right thing" with their tax dollar, are very willing to part with their money for public safety services. It has been the experience of the Sacramento Police Department

that there is a direct relationship between tax dollar support and the effectiveness of a community policing program.

An atmosphere such as exists in Sacramento is extremely beneficial toward developing economic support, i.e., neighborhood policing officer programs have been extremely successful in reducing crime and the fear of crime in those neighborhoods where they have been active. In 1993, this city saw a record number of homicides occur. The Sacramento Police Department also had a record high clearance rate for homicides. In 1993, the Sacramento Police Department cleared 85% of all of its homicides. A clearance rate that is not even approached by any other large city in the nation. In 1993 the Sacramento Police Department also had a terrifying series of firebombings that were directed at ethnic minorities. The Sacramento Police Department, with overwhelming public support, was able to identify and arrest the suspect involved in these terrorist acts. All of these recent successes can be turned into an improved economic scenario for the Police Department with the proper marketing.

**Environmental:**

***Threats:*** Environmental issues are extremely important to the citizens of Sacramento. Those areas of Sacramento that are the most environmentally sensitive, i.e., the two major rivers in Sacramento and an extensive park system, are usually the focal point of environmental issues. Increasingly, both the river system and the parks have come under attack by a transient homeless population that has virtually destroyed the

riparian habitat in both sites. This homeless population has also come into increasing contact with criminal investigators as a result of their involvement in major thefts and their increasing involvement in assaultive behavior along the bike trails of the river parkway. The situation where the homeless are destroying an environmentally sensitive area creates a difficult philosophical problem for the leaders of this city. The notion of forcibly removing the homeless from the parks and river parkways is a no win situation. What is occurring at this time is that those politicians are dumping the problem in the lap of the police department and directing the department to "do something" without any clear policy direction and a very real possibility that whatever is done, will be viewed negatively by the community.

*Opportunities:* The City of Sacramento is known as the "City of Trees." The city is very proud of its park system and coupled with the State Capitol, its series of historical landmarks. The City of Sacramento was the first large city in California to develop an active problem oriented policing unit to assist and enhance the city's Code Enforcement and Building Inspections Departments in an effort to keep the city free from blight and decay. As the capitol city of the State of California, it is extremely important for the political leaders of this community to keep Sacramento as visually appealing as possible. The efforts of the police department to enhance the environment in the city have been led by uniformed "Problem Oriented Police" officers. Using uniformed officers for attacking environmental problems however, does have its drawbacks. The uniform officers are tied to the "tyranny of 911" in that they are often pulled from their P.O.P.

duties to answer emergency calls for service. Criminal investigators are not normally subject to this type of diversion from their duties. With the appropriate training, criminal investigators could be extremely effective at dealing with environmental problems that they come across during their course of normal police investigations. Problems such as drug addicts using abandoned homes for "shooting galleries," or homeless gangs that commit robberies and thefts from their hideouts along the river parkways, and juveniles destroying property with visual blight known commonly as graffiti, are types of environmental crimes that criminal investigators can solve.

**Political:**

***Threats:*** There is a strong working relationship between a district attorney's office and the investigative unit of any law enforcement agency. To a great extent the success of a criminal prosecution by the Office of the District Attorney is based on the case preparation prepared by criminal investigators. The quantity and quality of their work plays a direct role in the District Attorney's potential for election or re-election.

Similarly, successful prosecutions by the District Attorney's Office have been traditionally used as a measuring stick for investigative units. Any reduction in the number of criminals being sentenced to prison sentences is usually seen as a failing of not only the D.A.'s Office, but also of the investigative unit.

If the focus of an investigative unit becomes solving problems in a collaborative fashion with neighborhoods rather than traditional investigations that prepare prosecutable criminal investigations for the D.A.'s Office, the status of the District Attorney's Office could be significantly reduced.

Political threats may also be generated by the local police officers' association or police union. If the leadership of a local police union is threatened by or does not agree with the tenants of a community based policing program within an investigative unit, the union can cause significant political interference for that community policing program. Police unions in recent years have become major players in political lobbying at both the state and local levels.

*Opportunities:* The City of Sacramento currently has 18 neighborhood policing officers working in seven different policing programs. The success of these programs, as well as the success of a city-wide problem oriented policing program, has long since earned overwhelming support from state and local politicians. The City has just recently completed a reorganization that will decentralize city services and bring traditional city departments to the neighborhoods in a decentralized basis. This reorganization is patterned after the decentralization of the patrol division and their community policing efforts.



**A community policing effort, especially one that will decentralize the investigative component of the Sacramento Police Department will engender significant amounts of political support. The notion of bringing police investigators out into the community where they can have direct interaction with neighborhoods and where they can participate in multi-disciplinary crime problem solving will be extremely attractive to local politicians.**

**Recently, politicians are seeing the advantage of using local criminal investigators that have a strong community backing in pushing any particular piece of legislation that they have authored or co-authored. Specific legislation such as the recent "three strikes and you're out" laws are high on the political agendas of state politicians. In order to get grass-roots support for this type of legislation, our state politicians are attempting to enlist the support of criminal investigators and any support they may have in the community. The support required by these politicians from law enforcement investigators should also translate into future funding for investigative programs and technology that will make criminal investigations more efficient and effective. Examples of this technology are the live scan automated fingerprint system recently installed in Sacramento County. This technology will allow computerized fingerprints of all criminal suspects, juvenile or adult, that automatically not only fingerprints a suspect using computerized mapping rather than ink, but also automates their criminal arrest history information and checks for any outstanding wants or warrants from other jurisdictions. Another piece of technology available from the state is the state-wide**

integrated narcotics surveillance system that provides computerized video and photo enhancement as well as a super secured encrypted information network that can link narcotics enforcement units throughout the state. Funding for these and other massive projects on a state-wide basis can only come from support of the state politicians.

### **C. Organization Analysis**

The chances of success or failure for the mission described in this strategic plan lies to a great extent with the internal organization of the Sacramento Police Department. Its capabilities and perhaps its desire to support the mission described in this plan is perhaps one of the largest variables to be dealt with. The author has chosen the following issue areas to discuss in terms of organizational development and organizational support of the mission described in this plan:

Strategic plan

Training

Organization structure

Department traditions

Information management

Department

Infrastructure

### **Strategic Plan:**

**Strengths:** In May of 1993, the Sacramento Police Department adopted a ten year strategic plan. As part of this strategic plan, there are a number of strategic initiatives

that directly support the department's vision of the future. One of the strategic initiatives is the development of a multi-disciplinary Career Criminal Apprehension Unit for the Office of Criminal Investigations. This career criminal apprehension unit uses all of the tenets of community policing in that it is a collaborative endeavor using the resources of Sacramento County Probation and State Parole Units, the Patrol Division, the Crime Analysis Unit and perhaps most important, it relies heavily on developing community intelligence information and crime information called in on an anonymous basis from neighborhood organizations and citizen informants. Another strategic initiative is the use of problem oriented policing tactics in the Office of Criminal Investigations. These tactics include a multi-disciplinary approach to problem locations identified by criminal investigators. This initiative features the creation of an abatement team consisting of a Deputy City Attorney, a Dangerous Building Inspector, a Police Officer, and as needed, representatives of Probation, Parole, the Fire Department and the Public Works Department. This abatement team goes after property owners that are causing crime or disorder in a neighborhood in an effort to first, abate the problem, and second, if voluntary abatement cannot be obtained from the property owner, levy the property.

Another strategic initiative is the implementation of anti-drug and gang programs. This initiative supports several programs existing within the department. An informational program that notifies parents by letter whenever youths are found associating with

known gang members, preparation and distribution of gang awareness informational brochures, working with the community to establish gun and drug free zones, participation and liaison with the news media in their efforts to establish anti-gang and drug programs, drug abuse prevention programs in elementary schools, recreation programs that target teenage youth during the summer and cooperative gang enforcement liaisons with state and federal law enforcement agencies.

*Weaknesses:* The strategic plan for the Sacramento Police Department is a document that was written over an extremely short timeline. This document has the support of the management of the Sacramento Police Department. However, the same cannot be said for the rank and file and first line supervision authorities of the department. There was significant debate among the first line employees and supervisors that a significant number of people were not included in the development of this plan. In some areas of the department, this plan is seen as merely a document that is being used to develop political support for the Police Department and not a document that means anything to the actual operation of the Department. This is especially true in the Office of Criminal Investigations where "buy-in" from first line investigators and first line supervisors was not directly sought during the creation of this document and its subsequent implementation.

**Organization Structure:**

***Strengths:*** The organizational structure of the Office of Criminal Investigations allows for detectives to be placed in specialized units for the purposes of crime specific training necessary to investigate crimes that require specific expertise. Crimes such as homicide, sex assault and child abuse require extensive training of the investigator in the handling, packaging and interpretation of physical evidence relating to these crimes. It is also extremely important that these investigators be highly trained in the interviewing and interrogation of not only suspects involved in these types of criminal offenses, but also witnesses, and perhaps most important in the terms of sex assault and child abuse, the victims of these types of crimes. Other types of crimes require extensive training in the dealing of financial institutions for the prosecution of forgeries and other fraudulent documents. These so-called "white collar" crimes and the newest type of crimes, computer crimes, require extensive training of investigators often not only to prosecute the responsible party, but also to be able to prove that a crime has actually occurred.

There are approximately one hundred investigators assigned to the Office of Criminal Investigations in the Sacramento Police Department. Of that number, approximately twenty-nine are assigned to areas where crime specific training is absolutely necessary for the proper completion of their job assignment. The remainder of the criminal investigators assigned to areas such as the Robbery Unit, Burglary Unit, Metro Unit, and the Felony Assaults Unit can and do operate with a significantly less regimented training requirement. What is important for the proper operation of this portion of the organizational structure is that they become extremely familiar with the persons

committing the crimes that they are charged with investigating. For instance, robbery investigators are often assigned cases based on the racial description of the suspect, and burglary investigators are often assigned cases based on the geographical occurrence of crimes within their areas.

***Weaknesses:*** The organizational structure of the Office of Criminal Investigations is strictly traditional. The office is headed by a Deputy Chief of Police, atop a pyramid style organization. The deputy chief has two police captains who in turn have four police lieutenants that act as division commanders. These police lieutenants have a corps of sixteen police sergeants arranged pyramid style beneath them. The organization is structured in a similarly traditional method in that detectives handle crimes based on crime type, i.e., burglary detectives handle only burglary crime reports, robbery detectives handle only robbery crime reports and auto theft detectives handle only those crimes that document the theft of a vehicle. The structure of the Office of Criminal Investigations and the work assignments within that structure are extremely traditional and have been in place since the beginning of modern history of the police department. Information flow through the organization is equally traditional. Work assignments are driven from the top of the organization down and there is very little lateral movement of either work information or human resources.

The source of most of the information and work for the Office of Criminal Investigations is the Patrol Division. The Patrol Division, as has been described earlier,

is divided into areas based on geographical considerations. The Patrol Division has further redefined its areas of operations and divided itself into even smaller neighborhood operations in the case of our neighborhood policing officers. Also as indicated earlier, the City of Sacramento has divided and decentralized its Neighborhood Services Department to provide city service based on geographical and neighborhood boundaries.

**Information Management:**

***Strengths:*** The Sacramento Police Department has in place a relatively sophisticated records management and crime information system. The system is approximately five years old but is still responsive to the Police Department's needs. The records management system includes an integrated protocol that links together a crime report produced by patrol division personnel with a logging system that tracks and lists in priority fashion, those crime reports for the Office of Criminal Investigations. The system also ties in evidence management including the storage of evidence and the processing of evidence for fingerprints, photographs and processing. This records management system is fairly easy to program and several major modifications have been done in-house to customize this software program for the needs of the police department's criminal investigators. The Crime Analysis system is equally easy to reprogram for use by the criminal investigator. Presently this system is undergoing significant changes to handle the increase in violent person-to-person crime and to reduce the tracking of some corrupt crimes that are not as important to the community.

Both the records management system and the crime analysis system are programmed to distribute cases to the Office of Criminal Investigations based on crime type and are not necessarily programmed to geographical distribution of these crimes. Changing the way that reports are distributed and tracked, the geographical system would be relatively easy and could be accomplished by in-house computer programmers.

***Weaknesses:*** The most glaring weakness of the current records management and crime analysis information system is that it is approximately five years old. The system is approaching its maximum capacity in terms of storage and processing. The system is also reaching the end of its technological life. Hardware is becoming increasingly difficult to replace and the technology that the hardware uses is rapidly being replaced by more efficient systems at similar prices. The police department faces a situation where in the next one to two years, the system will have reached capacity and will need to be entirely replaced.

Another weakness of the information management system is that it was never designed to be used by officers working on neighborhood problems. Its capabilities in producing data in neighborhood format is extremely limited. An optimum records management system would include a sub-system that would allow for access to crime information based on neighborhoods or regional areas such as parks and/or shopping malls.

**Training:**



***Strengths:*** The Sacramento Police Department traditionally makes a priority for budgeting sufficient funds for training purposes. Through various funding mechanisms with the City of Sacramento, training that is reimbursable from the California Commission on Peace Officer and Standards and Training is not only allowed, but encouraged by the City's budget director.

The Office of Criminal Investigations receives a generous amount of training funding, so much so that it rarely is able to use all of the training money allotted to the Office. Training that is given to criminal investigators is usually directed toward their specific areas of expertise or more precisely, their area of assignment; i.e., homicide investigators receive training in homicide, robbery investigators receive training in robbery investigation, etc. Most investigators within the Office of Criminal Investigations receive significant amounts of training, far and above that which is required by the Commission on Peace Officer Standards and Training in the State of California.

***Weaknesses:*** The training that Criminal Investigators receive is very specific to the types of investigations that they handle. Criminal Investigators have not been trained in the philosophy of community policing. Patrol officers regularly get training in problem solving, community mobilization, collaborative problem solving with other city departments or other social service agencies of the state or private agencies. Investigators lack training in these areas and have failed to develop collaborative

working relationships with non-traditional investigative agencies. Those agencies would include the U.S. Department of Agriculture, the Department of Motor Vehicles, the State Welfare system, law enforcement officials from the Housing and Urban Development, the Board of Medical Quality Assurance and a host of other departments.

Training for civilian staff has not been a priority for the Sacramento Police Department. Those civilian employees in the Office of Criminal Investigations are no exception. There has been relatively few training choices offered to the civilian staff of this division. One of the resulting factors from this lack of training is that most of the civilian staff lack any knowledge in the area of community policing or even in the general direction that the police department is moving in. Most of the training that has been given the civilian staff has been in the area of word processing and clerical skills. Any skills related to handling even the most minor forms of criminal investigations has not been addressed.

#### **Department Traditions:**

*Strengths:* The Sacramento Police Department is a department of many and varied traditions. Many of the officers of this department had family or parents that were also members of the department. There are also many families that have multiple siblings on this department. This department also prides itself on having many Sacramento natives as part of the Department. The strength that this brings to the police department is one of a strong commitment to the mission of the department.

***Weaknesses:*** The long standing traditions of the police department also make this a department that is difficult to change. Employees that are life-long members of the department and have had other members of their family also as part of this department, have a difficult time in accepting diversity in the work place and accepting a new way of doing business. The Office of Criminal Investigations specifically has been a bastion of traditions. Long seen as the place where only the elite officers of the department can be accepted, the Office of Criminal Investigations is very rooted in the past.

There have been painfully few changes in the way the work is handled in the Office of Criminal Investigations. In my twenty-three years of experience in the Sacramento Police Department, there has been no significant change in the organizational structure, the supervision structure, or the way work is being completed by the criminal investigator. There is virtually no community outreach, nor is the idea of community involvement in criminal investigations even considered for this part of the organization.

**Department Infrastructure:**

***Strengths:*** The Office of Criminal Investigations is currently centrally located in the main building of the Sacramento Police Department. In that location, the Office of Criminal Investigations can be supported by the main components of staff services. Those components are the records section which maintains all criminal history information and crime report information, the identification section which provides all

of the services related to fingerprinting and matching latent prints to known suspects, as well as all photography services. Also available at this centralized location is the Sacramento County Jail which houses all of the prisoners for the Sacramento Police Department. The location of the jail, next door to the police department, facilitates booking prisoners and also interrogation of suspects once they have been incarcerated. Also at the centralized location is the Police Department Data Services Unit. This unit provides computer support to the office in terms of micro-computers and in programming the records management and case management system for the office.

*Weaknesses:* Because the Office of Criminal Investigations is so tied to its support units, i.e., records, identification, and data services, the possibilities to decentralize investigators is rather difficult at this time. If investigators are physically decentralized, the support structure for those investigators must also be moved. Or as an alternative, the police department must acquire the technology to be able to move mass quantities of reports, photographs and other printed documents by electronic means to satellite locations. Systems such as optical disk records systems or photo imaging systems are currently commercially available. However, the cost of this technology is currently hindering the department in its efforts to decentralize detective services to sub-stations or neighborhood resource centers.

#### **D. Critical Stakeholder Analysis and Identification**

Using the WOTS-UP group, the author identified ten stakeholders related specifically to the issue of the impact of community policing on criminal investigations. Using a modified policy delphi process, the group and the author developed a list of assumptions as to the projected position and potential actions of each key stakeholder in relation to the issue question. These assumptions may be either certain (positive) or uncertain (negative) in nature and they vary in importance from not important to important. This section concludes with a strategic assumption map ( chart #I) which maps the assumptions made regarding the stakeholders. The vertical axis graphs the certainty or uncertainty of the assumption and the horizontal axis graphs the importance or unimportance of the assumption. The assumption map is very useful in determining the amount of resources that may be committed to a particular issue.

**Stakeholder No. 1: Sacramento Police Officers' Association.**

**Assumptions as to the position of the police officers' association:**

- a. The Office of Criminal Investigations may require more human resources to support a community policing philosophy.
- b. Community policing may require additional effort on the part of officers involved.  
This additional effort may be translated into new requirements which should be compensated with additional salary.
- c. There is a concern that community policing is seen as warm and fuzzy and does not emphasize putting criminals behind bars.

**Stakeholder No. 2: The Mayor and City Council.**

**In Sacramento the Mayor is elected at large but holds only one vote on council issues.**

**The Mayor is not legally a strong mayor position. Therefore the Mayor and City Council are considered one stakeholder. Assumptions as to the position and policies of the elected government of the City of Sacramento:**

- a. Because of the success of community policing in the uniform patrol division, the Mayor and City Council may want to see that philosophy expanded to the Office of Criminal Investigations.**
- b. The Mayor and City Council may want to send more requests for police action to the Office of Criminal Investigations. There will possibly be an expectation of quick response by detectives to these complaints.**
- c. Personnel from the Office of Criminal Investigations may be asked to attend more community meetings and to be available to answer more questions from constituents regarding crimes or crime series in their neighborhood.**
- d. The City Council may quickly become familiar with investigators that are assigned to their geographical areas. Some council members may take ownership of these detectives and attempt to direct their activities.**

**Stakeholder No. 3: The District Attorney's Office**

**Assumptions as to the position and policies of the District Attorney's office:**

- a. Citizens working in close cooperation with criminal investigators may see which cases that the District Attorney's Office files court actions on and perhaps more important those that the D.A.'s Office chooses not to file on.
- b. There may be more cases sent to the District Attorney's Office that feature citizen informants and information gathering that has been completed by neighborhood associations or business associations against a particular defendant or defendants.
- c. In the advent of a major crime or crime series in a neighborhood, the Office of Criminal Investigations may be able to generate such significant public awareness that the courts or officers of the court, such as the probation or parole departments may be motivated to take unusual actions against defendants in those crimes. Unusual actions may be stiffer penalties or unusual terms of probation or parole such as remaining away from particular neighborhoods or business districts.
- d. Community involvement in criminal prosecution may also spur neighborhood or particular geographic areas within the city to demand that the District Attorney assign particular investigators to their cases and provide a system of vertical prosecution.

**Stakeholder No. 4: Civilian Employees**

**Assumptions regarding the position and beliefs of civilian employees of the Sacramento Police Department:**

- a. Community policing may allow civilian employees a chance to get involved in roles that are non-traditional for civilian employees. Those roles may include

investigating minor incidents or becoming involved in taking statements from witnesses or victims in non-critical matters.

- b. Citizen involvement in criminal investigations may increase the workload for civilian employees, especially those employees involved in the clerical function because of increased correspondence and an increased number of telephone calls that will be routed to the individual investigator.
- c. Civilian employees may move from strictly a clerical function or an administrative function into areas where they are dealing with the community, either neighborhood associations or business districts, in assisting the investigator solve the problems with non-traditional methods. Those non-traditional methods do not include arrest and prosecution, therefore, civilian employees with the proper training and experience should be able to enter into a new field if they so choose.

**Stakeholder No. 5: Victims' Rights Groups (Snaildarter)**

Assumptions regarding the position and beliefs of victims' groups:

- a. Community policing is soft on crime.
- b. The police are using community policing as an alternative to incarceration because the criminal justice system is overloaded and the jails and prisons are full.
- c. Community policing has been widely publicized and widely supported because the City of Sacramento is such a politically liberal city. The political leaders of Sacramento are only looking for ways to mitigate some of the crime problems



without taking a realistic look at the impact that it is having on victims and their families.

- d. Prosecution and incarceration are the best answers to the crime problems in the City of Sacramento. Alternatives to incarceration short-change the victim of crime.

**Stakeholder No. 6: The Chief of Police**

**Assumptions regarding the position and policies of the Chief of Police:**

- a. Believes that the success of community policing in the uniform patrol division should be spread to other areas of the department.
- b. Is committed to an emphasis on solving major crimes, especially those that are politically sensitive, must not be lessened by any community policing efforts.
- c. Is concerned about retaining control of decentralized investigators, even though they may gain great popularity within the neighborhood and business communities that they serve and have direct access to city council people within their area of geographical responsibility.
- d. Believes that crime clearance and arrest rates from the traditional Office of Criminal Investigations must be maintained. The Chief feels that the number of arrests must be greater than or equal to prior years or community policing will be seen as a program that coddles criminals and ignores the safety of the community.

**Stakeholder No. 7: Detectives in the Office of Criminal Investigations**

**Assumptions regarding the position and beliefs of detectives in the Office of Criminal Investigations:**

- a. Community policing may increase the workload on individual investigators and will just be something else that has to be done.**
- b. The community policing philosophy is a gimmick dreamed up by the Chief's Office to get more funding for the police department. There has been some success in the patrol division but community policing only belongs in the patrol division.**  
**Detectives are too specialized and the work is too sophisticated to allow either the community or other non-sworn people to play detective.**

**Stakeholder No. 8: Business Groups and Neighborhood Associations**

**Assumptions regarding the position of business groups and neighborhood associations:**

- a. Anything has to be better than the current system of criminal investigations that is very user unfriendly. Under the present system, it is extremely difficult for people to contact investigators that are working on their cases.**
- b. There is a detective assigned to every crime, and all leads into every crime, are explored to their fullest extent in order to catch the criminal. Fingerprints are always checked and mugbooks and photographic evidence is readily available to the police detective.**
- c. A community policing plan may allow investigators more time to work on crimes that are of specific concern to the neighborhood or business community. Resources**

of outside agencies can be focused on a small part of the jurisdiction if needed to capture a particular criminal or gang.

**Stakeholder No. 9: Public School Administrators**

Assumptions regarding the position and policies of schools in the City of Sacramento:

- a. There are significant crime problems now going unreported and uninvestigated in Sacramento City Schools.
- b. Criminal investigators can elicit more and better criminal intelligence information from students because of their plainclothes status and freedom with which they can move about in the community.
- c. Early intervention and early removal of problem students often results in a significant decline in crime problems in the school. Early gang intervention and drug abuse prevention activities implemented by plainclothes criminal investigators have a very significant impact on the student population.

**Stakeholder No. 10: Allied Agencies**

Assumptions regarding the position and policies of allied law enforcement agencies.

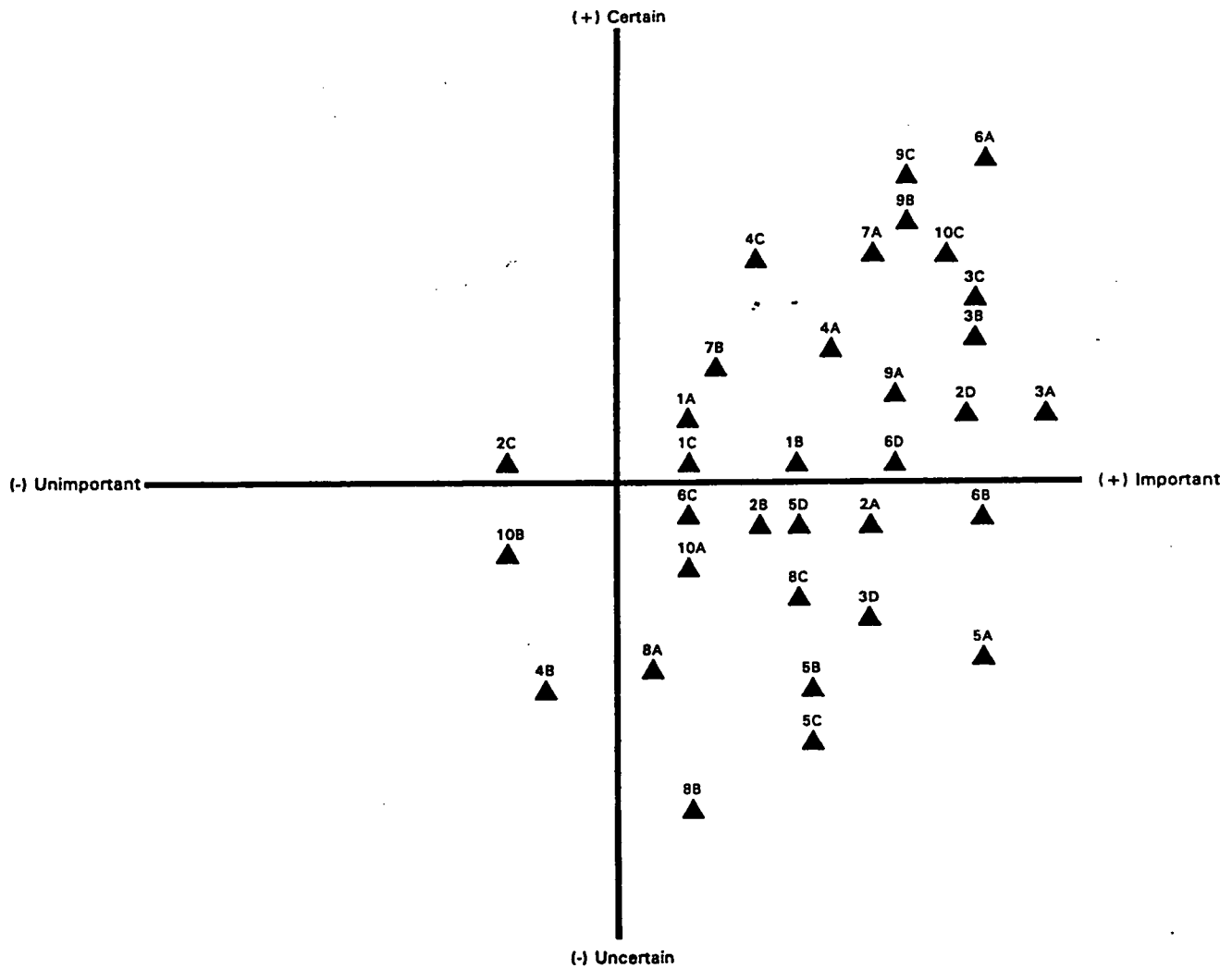
- a. Because of the success of community policing efforts in the uniform patrol division, allied agencies may want to become involved in community policing efforts in other areas of the police department.
- b. Funding for special programs or grant funding for additional employees is rarely available outside of the community policing context. If allied agencies want to join

**with the police department in a collaborative funding effort, that effort will most likely use the community policing philosophy.**

- c. The efficiency and effectiveness of any allied agency may be enhanced by a working relationship with the police department.**

# CHART I

## STRATEGIC ASSUMPTION MAP



This chart maps the assumptions described in the Stakeholder Analysis.

| LEGEND |  |
|--------|--|
| 1.     | Sacramento Police Officers' Association        |
| 2.     | Mayor/City Council                             |
| 3.     | District Attorney's Office                     |
| 4.     | Civilian Employees                             |
| 5.     | Victims' Rights Groups                         |
| 6.     | Chief of Police                                |
| 7.     | Detectives in Office of Criminal Investigation |
| 8.     | Business and Community Groups                  |
| 9.     | Public School Administrators                   |
| 10.    | Allied Agencies                                |

### **E. Developing Alternative Strategies**

Using the WOTS-UP GROUP the author employed a modified policy delphi process to identify and analyze alternative strategies that the police department could employ to achieve the identified mission statement. This group of individuals was able to generate a list of 20 alternative strategies. An initial list of strategies was developed by independent thinking and subsequent brainstorming generated more ideas.

The alternative strategies identified are as follows:

1. Reorganize the Office of Criminal Investigations based on crime trends for types of crimes being committed.
2. Develop State Legislation to allow citizens to obtain criminal offender record information on criminals being released, to the public.
3. Identify key citizens that will assist the Office of Criminal Investigations in developing a community partnership.
4. Identify and adopt problem solving strategies that can be used by investigators in the Office of Criminal Investigations.
5. Re-evaluate all current operational policies for their applicability to community policing.
6. Develop a plan to get direct support for community policing in Investigations from the Sacramento Police Officers Association.
7. Evaluate the organizational structure in terms of its ability to support a community policing concept.

8. **Develop a lesson plan and educational materials for training investigators, non-sworn employees, citizens and politicians on the basics of community policing.**
9. **Educate and work with the business community with the ultimate goal of providing a funding mechanism for community policing.**
10. **Review policy and procedure to determine what liability issues are present in allowing citizen access to criminal investigations.**
11. **Reward and publicize successes by criminal investigators using the community policing philosophy.**
12. **Revisit failures by investigators using the community policing philosophy with an eye toward retraining and education as opposed to discipline.**
13. **Develop criteria to be used to evaluate how we are doing in terms of our community policing philosophy.**
14. **Allow investigators to telecommute to the centralized station if they live in their service area.**
15. **Change the basis on which investigators are assigned to geographical areas rather than crime type and decentralize those detectives that are assigned to geographic areas to police facilities located in or close to their service areas.**
16. **Recruit citizen volunteers for their expertise in specialized areas, i.e., computer crime, artistic abilities for composite drawings or auditing training for white collar types of crimes.**
17. **Create a horizontal network for the investigator to work with the D.A., the community and others to solve problems.**

18. Evaluate investigators based on their ability to influence the citizen's fear of crime in their areas rather than just arrest and case clearances.
19. Identify the communities' priorities in relation to which crimes we should be investigating.
20. Implement some sort of community feedback and assessment instrument.
21. Create teams based on neighborhoods that include the following team members: a Deputy District Attorney, Criminal Investigators, Probation Officers, Patrol Officers and concerned citizens from that neighborhood.

#### **Analysis Criteria**

The panel discussed each of the alternative strategies and after careful consideration, the panel was asked to rate the strategies based on the following set of criteria: Community Support, Criminal Justice System Support, Fiscal Impact, Support from Organized Labor, Long Term Impact and Marketability. The board used the form depicted in Chart # II to rate these 21 alternatives against each of the foregoing criteria. Using a 1 through 4 range with 1 being low and 4 high the panel voted individually. The two highest rated alternatives were identified and one alternative that had the most diversity in terms of high and low rankings amongst the panel was also selected for further analysis.



## ALTERNATIVE STRATEGIES RATING FORM

| STRATEGY  | COMMUNITY<br>SUPPORT | CRIMINAL<br>JUSTICE<br>SYSTEM<br>SUPPORT | FISCAL<br>IMPACT | LABOR<br>SUPPORT | LONG<br>TERM<br>IMPACT | MARKET-<br>ABILITY | TOTAL |
|---|----------------------|--|------------------|------------------|------------------------|--------------------|-------|
| 3. Adopt a problem solving strategy in the Office of Criminal Investigations                          | 21                   | 15                                       | 23               | 17               | 22                     | 18                 | 116   |
| 5. Support from organized labor   | 18                   | 22                                       | 21               | 15               | 14                     | 15                 | 105   |
| 8. Business community to provide a funding mechanism  | 18                   | 23                                       | 20               | 17               | 18                     | 17                 | 113   |
| 13. Investigators to telecommute while assigned to areas where they live                              | 19                   | 24                                       | 19               | 21               | 15                     | 22                 | 120   |
| 15. Assign investigators based on geographical areas, not crime type - decentralize                   | 21                   | 23                                       | 21               | 19               | 22                     | 23                 | 129   |
| 16. Recruit citizen volunteers for specialized expertise  | 18                   | 20                                       | 23               | 19               | 20                     | 15                 | 115   |
| 18. Evaluate investigators based on their ability to reduce the fear of crime                         | 18                   | 17                                       | 20               | 14               | 17                     | 15                 | 101   |
| 21. Create multi-disciplinary D.A./investigator/patrol/probation/citizen teams based on neighborhoods | 21                   | 20                                       | 23               | 21               | 21                     | 22                 | 128   |

**Note:** The data source are total group ratings from the WOTS-UP panel in their assessment of each strategy based on the listed criteria. Ratings by each panelist from 1 (low) to 5 (high) were assigned.

### **Analysis Results of Strategy No. 15**

Change the basis on which investigators are assigned. Investigators are currently assigned by crime type, i.e.; burglary, robbery, homicide, etc. Rather, investigators should be assigned by geographical area where investigators would handle crimes occurring in their area regardless of crime type. Also, investigators would be decentralized into those communities where they are assigned.

#### **Arguments**

##### **Pros**

This organization would facilitate the flow of information from investigators to patrol officers.

This organization would facilitate teamwork with patrol officers.

There would be pride in ownership of a particular geographical area by investigators.

There would be additional reliance and communications with crime analysis personnel.

Neighborhoods would have more interest in reward programs and increase the likelihood of intelligence information.

This proposed organization would provide citizens with direct access to the investigator and to the amount of reported crime that is occurring in the neighborhood.

This system would provide long-term solutions rather than short-term.

More neighborhood volunteers.

##### **Cons**

A crime series that was occurring city-wide would be difficult to link and investigate effectively.

Having investigators work all crime types in a particular area would reduce technical expertise.

There would be communications problems with allied agencies that are not geographically based.

This is not an 8 to 5 job.

Increased accessibility to the community would mean additional language and culture problems for investigators.

There may be problems in accessing centralized support services.

## **Stakeholder Analysis of Strategy No. 15**

### **Stakeholder No. 1 Sacramento Police Officers' Association**

Initially the Sacramento Police Officers' Association will not be opposed to the reorganization, however, the decentralization may present some problems. Issues such as employee parking and working facilities such as the availability of department gymnasiums and showers may be a problem at decentralized locations. The SPOA will however, watch very closely as to the nature of the work being assigned to the investigators for any marked increase in workload or the training required to complete the job assignment. Salary adjustments may be sought.

### **Stakeholder No. 2 Mayor and City Council**

This stakeholder group is extremely pleased with the police department's efforts to decentralize all operations. The more "custom" the services provided to their constituents are, the more in control the Mayor and City Council will appear to be to the voter.

### **Stakeholder No. 3 The District Attorney's Office**

The loss of specialization may be of concern to the D.A.'s Office if there is some loss of technical expertise in investigating crimes. The D.A.'s Office could suffer severe setbacks in the prosecution of complex crimes. The decentralization aspect may be a problem if it impacts the investigator's accessibility for court testimony.

#### **Stakeholder No. 4 Civilian Employees**

The decentralization of investigations will impact civilian employees. Their interests here may be limited to parking and recreation and eating facilities at the decentralized locations. Clerical staff may see an increase in correspondence and related community meetings.

#### **Stakeholder No. 5 Victims' Rights Groups**

A concern with the loss of technical expertise in the prosecution of some complex crimes or those crimes requiring crime specific training.

#### **Stakeholder No. 6 The Chief of Police**

Decentralized operations tend to create loyalty toward the person running the decentralized station. Basing caseload on geographical areas will further tie the investigator to the neighborhood, rather than the downtown station. Maintaining the loyalty and control over decentralized employees will be a concern to the chief executive.

#### **Stakeholder No. 7 Detectives in the Office of Criminal Investigations**

The detectives' main concerns will be what facilities are available at decentralized locations such as eating, parking and workout facilities. Additional concerns will be that they will not be considered "real" detectives and may be drafted into uniform duty if minimum staffing levels are not met by the uniformed patrol division.

#### **Stakeholder No. 8 Business and Community Groups**

Decentralized operations located within a business district or a neighborhood can be construed in one of two ways. Either it is good for business and seen as a safety factor by neighbors or customers. The opposite can be true if "there is a police sub-station here, this must be a bad neighborhood." Assigning investigators by geographical areas rather than by crime type will make access to investigators much easier. Community access to "their" investigators will be highly prized by neighborhood associations.

#### **Stakeholder No. 9 Public School Administrators**

The schools will assume that decentralized investigators assigned to their geographical areas will be more available to work on crimes occurring at schools or being committed by students. There will also be an expectation that investigators will be familiar with students that are suspects in criminal offenses, regardless of the crime type.

#### **Stakeholder No. 10 Allied Agencies**

There may be an assumption made by allied agencies that decentralized detectives working all crimes types are generalists and may not be considered the "A" team. The investigators working "downtown" may be regarded as the elite, true investigator.

#### **Analysis Results of Strategy No. 21**

**Creation of neighborhood teams consisting of a Deputy District Attorney, Investigators, Probation Officers, Parole Officers and Citizens working in a collaborative relationship to attack crime problems.**

**Pros**

**Multi-disciplinary response to a variety of crime problems.**

**Strong identification to the neighborhood.**

**True vertical processing for virtually all criminal defendants.**

**This team concept provides an opportunity for early intervention on relatively minor criminal infractions.**

**The criminal process could be speeded and would be streamlined.**

**This concept would provide a strong component of community education and crime prevention.**

**There would be increased accountability and pride of ownership to each team member.**

**There would be unprecedented community accessibility to the criminal justice system.**

**Cons**

**Difficulties in getting interagency agreement, especially as to who leads the effort.**

**A perception by the community that a "big brother" is being created.**

**Allied agencies may not have the resources due to other priorities.**

**There may be an imbalance of work ethic between the various agencies involved.**

**There would be an increased workload for everyone involved in the process.**

**It would be difficult to avoid political pressure on establishing priorities for neighborhood teams.**

**There may be an atmosphere created where neighborhood factions could be competing for criminal justice services.**

**A strong community component may spur a "Charles Bronson" syndrome. (Vigilante actions)**

## **Stakeholder Analysis of Strategy No. 21**

### **Stakeholder No. 1 The Sacramento Police Officers' Association**

There will be concern from the Police Officers' Association that the multi-disciplinary teams will give probation officers full peace officer powers. The association will be watching very closely to ensure that probation officers are not taking positions that should be occupied by police officers.

### **Stakeholder No. 2 Mayor and City Council**

The Mayor and City Council will attempt to direct the teams assigned to their geographical areas. They will also attempt to use their influence with neighborhood associations to channel and direct criminal justice activities in areas that have political priorities and agendas specific to the Mayor and City Council Offices.

### **Stakeholder No. 3 The District Attorney's Office**

The District Attorney will be concerned with ensuring that his employees assigned to this team are not taken so far afield that they become part of an enforcement team and lose their position as an officer of the court. Also the District Attorney will want to ensure that his employee's time is spent prosecuting criminal cases and not becoming involved in civil abatement issues and other forms of problem solving.

### **Stakeholder No. 4 Civilian Employees**

Civilian employees will not have direct interaction with the proposed team. Their activity under this scenario would be limited and may be a source of discontent among employees that wish to become involved in community policing efforts.

**Stakeholder No. 5 Victims' Rights Groups**

These groups will attempt to direct the activities of the team away from problem solving strategies and into a strict career criminal apprehension program. Their use of political pressure, especially on elected officials such as the D.A. or in some cases, the County Chief Probation Officer, could have a chilling effect on the flexibility of this team.

**Stakeholder No. 6 The Chief of Police**

The Chief of Police will have an interest in maintaining control over the activities of this multi-disciplinary team. The Chief will in effect have gained the services of a Deputy District Attorney and probation officers to deal with crime problems within the City. The Chief will also want to ensure that problem solving strategies are employed by this team and that it does not denigrate into a team group that is solely predisposed to arrest as the only answer to crime problems.

**Stakeholder No. 7 Detectives in the Office of Criminal Investigations**

Those investigators not assigned to this multi-disciplinary team may see themselves as second class citizens or they may feel that their work is unimportant. Conversely, those detectives assigned to the multi-disciplinary team may feel that their caseload is



inordinately high and that the responsibility for all crimes occurring in their geographical areas represents an unfair workload when compared to the traditional investigator.

**Stakeholder No. 8 Business and Community Groups**

These groups will attempt to take possession of the multi-disciplinary teams. The effectiveness and efficiency of these teams will cause business groups and neighborhood associations to attempt to circumvent any other police or criminal justice services and may have the effect of overwhelming the capabilities of a multi-disciplinary team. Also, if there are multiple business groups or multiple neighborhood associations in a particular geographical area, there may be fractionalization over the services of the multi-disciplinary teams.

**Stakeholder No. 9 Public School Administrators**

Schools will either demand a large share of the services of a multi-disciplinary team, or they may shun the teams as over-reactive and repressive. Given the amount of crime occurring in schools, the majority of school administrators will want as much of the time of multi-disciplinary teams as they can get.

**Stakeholder No. 10 Allied Agencies**

Both the District Attorney's Office and the Probation Department are county-wide agencies. They are expected to provide services for all of the law enforcement agencies

within a county. If the department heads of these agencies choose to enter into a collaborative working relationship with the Police Department on a multi-disciplinary team, the other agencies within their jurisdiction will suffer a loss of services. These other agencies will demand a equal amount of service as is being provided to the Sacramento Police Department.

### **Analysis Results of Strategy No. 13**

Police investigators telecommuting into a centralized Office of Investigations while living in the service area to which they are assigned.

#### **Pros**

There will be an incentive to live in the city.

There would be a strong identification to the neighborhood by the employee and strong loyalty to the Department by the neighborhood being serviced.

There would be a significant space savings in a centralized investigative unit.

There would be increased efficiency from the investigator in terms of field response and field investigations.

There would be reduced air pollution and reduced traffic congestion by eliminating some investigators driving downtown.

#### **Cons**

Less than 30% of current Sacramento Police Department employees live within the city limits of Sacramento.

Police Investigators would only be willing to live in certain areas of the City.

There would be a significant loss of control by supervisors over the employee.

There would be some limits placed on affirmative action efforts.

There is a possibility of inordinate political influence on the investigator.

**This alternative is pro-family in that an investigator would be able to spend more time at home with their children.**

**Creates opportunities for new and different job assignments.**

**This would help Americans with Disability Act compliance efforts.**

**This alternative strategy supports community policing efforts and neighborhood revitalization tenants.**

**There would be excessive liability exposure to the police agency for an officer's home and possibly family.**

**Equipment costs would rise significantly as each investigator would have to be provided with all of the equipment he might possibly need.**

**There are significant labor issues with which the department would have to confer with the Sacramento Police officers Association.**

**Stress. The neighborhood investigator would have difficulty leaving his job at home when his job is at home.**

**There would be restricted organizational movement available to an investigator assigned to a neighborhood assignment.**

### **Stakeholder Analysis of Strategy No. 13**

#### **Stakeholder No. 1 Sacramento Police Officer's Association**

**There would be many labor issues to be sorted out between the Police Department and the labor union. Hours of assignment and the hours of compensation allowed for each investigator when confronted with a neighborhood problem on off-duty time. The amount of compliance with federal fair labor standards act would be extremely difficult when the line between on-duty and off-duty for a neighborhood investigator is rather fuzzy.**

#### **Stakeholder No. 2 Mayor and City Council**

A neighborhood investigator assigned to a particular geographical area may have significant impact on not only crimes, but delivery of city services within that neighborhood. The neighborhood investigator may develop popularity rivaling that of an elected official which could be threatening to that elected official.

**Stakeholder No. 3 The District Attorney's Office**

Often when police investigators get personally involved with cases that they are charged with investigating, prosecution becomes difficult. Often personal involvement in a criminal case tends to blur or cast doubts on the veracity of testimony given by an investigator.

**Stakeholder No. 4 Civilian Employees**

Civilian Employees will want to take part in a telecommuting type of situation to perform their work duties. Civilian employees may see a telecommuting program for investigators only as preferential treatment for sworn officers.

**Stakeholder No. 5 Victims' Rights Groups**

These groups would want to ensure that proper control was being exercised over neighborhood investigators. Arrest and case clearance rates for neighborhood investigators would be scrutinized to ensure that those rates did not fall because a neighborhood investigator may be familiar with the suspect and tend to be more lenient because of that familiarity.

**Stakeholder No. 6 Chief of Police**

The Chief of Police would be concerned with losing control over his neighborhood investigators. An employee that is as autonomous as this position would be, is an extreme problem potential. Without a significant amount of supervision, training and consistent and constant evaluation, it would be easy to lose control of an employee under this work atmosphere.

**Stakeholder No. 7 Detectives in the Office of Criminal Investigations**

Those investigators that do not live in the city or that live in areas that would not benefit from a neighborhood investigator would feel that they area being unfairly treated by this type of program. Also, if multiple investigators lived in a target area, decisions as to which investigator would be the neighborhood investigator might be difficult to make.

**Stakeholder No. 8 Business and Community Groups**

These groups would be extremely supportive of this alternative strategy. The idea of having a neighborhood investigator available at virtually all hours of the day or night would be extremely attractive to these groups. These groups would expect the neighborhood investigator to never go on vacation or take a weekend off.

**Stakeholder No. 9 Public School Administrators**

Schools within a target area of a neighborhood investigator would be the first to ask for that investigator's services. Again allotting time and ensuring that a school where an investigator's children might attend did not consume an inordinate amount of that investigator's time would be of prime concern to that investigator's supervisor and management. Also, if that investigator were involved in extracurricular activities with his or her own children, the on-duty/off-duty line would again be blurred by the introduction of a request for police services during that time.

**Stakeholder No. 10 Allied Agencies**

Contact with the neighborhood investigator would be extremely difficult for allied agencies. It would be possible that allied agencies would have to contact many separate locations to obtain information from the police department on particular suspects or to obtain crime information on particular neighborhoods. Simply understanding that investigators may not be assigned to a specific location, but may be working out of their homes would be extremely difficult to work with out of a centralized bureaucratic system.

**Preferred Strategy:**

Following this analysis, the panel decided by general consensus that strategic alternative no. 15 provided the best response to the mission statement.

This conclusion was reached by re-visiting the criteria used to rate the individual strategies. The justification is as follows:

### **Criteria No. 1 Community Support**

This strategy is based on giving direct services to individual neighborhoods. The community in Sacramento is looking for a change in the way government provides services. This would provide not only a change but also a new philosophy in bringing government to the neighborhood.

### **Criteria No. 2 Criminal Justice Systems Support**

The Office of the District Attorney in Sacramento County is currently up for re-election in 1994. Two of the candidates running for this office have indicated that their office will use a community policing component to provide services to the citizens of Sacramento County. The Probation Department has recently requested training from the Sacramento Police Department in the philosophies of community policing and requested the information on how they could better become involved with community policing efforts. It is clear that the citizens of Sacramento County are demanding an increased responsiveness to their concerns on the part of all criminal justice agencies.

### **Criteria No. 3 Fiscal Impact**

It has been the experience of the Sacramento Police Department that officers involved in community policing efforts, especially those officers that are decentralized and given ownership into a geographical area, tend to spend more time and show more initiative in resolving crime problems. This is obviously desirable, however, the impact has also been one of increased overtime and an increase in the demand for supplies and

equipment. There has been, however, a corresponding drop in calls for service in target areas. The drop in calls for service, and corresponding drop in crime rate, has also reduced the amount of overtime spent on officers testifying in court cases. At this time it appears that community policing efforts have had a negligible impact on fiscal resources.

#### **Criteria No. 4 Labor Support**

The Sacramento Police Officers' Association is carefully watching the effects of community policing efforts in the City of Sacramento. They have continuously indicated that community policing will not work without additional officers being allocated to the Police Department. Although additional allocations have not been made and community policing efforts have been successful, the police officers' association will be extremely skeptical about expanding community policing efforts into investigations without additional resources. The Association's negativism may be mitigated by the community support and political support being generated by community policing.

#### **Criteria No. 5 Long Term Impact**

The real impact of community policing efforts are long term. Many of the gang intervention programs and drug abuse prevention programs being proposed, as well as, the problem solving efforts that involve drug house abatement and neighborhood cleanup and revitalization are going to best be evaluated in the long term. The same can be said for the preferred strategy of decentralization of investigators. The employee



satisfaction and community satisfaction with this program will best be looked at from a long term perspective.

#### **Criteria No. 6 Marketability**

The preferred strategy is high marketability, both within the police department and with the community. Internally, officers feel that investigators will become a part of a team with patrol officers. Detectives, on the other hand, feel that they have been left out of early community policing efforts in the police department and that they too would like to have some recognition and ownership of neighborhoods and the revitalization of neighborhoods. Externally, the community wants more interaction with the police department and the mystique of the plainclothes investigator working in conjunction with neighborhood groups and business associations would be highly marketable.

### **III. IMPLEMENTATION PLAN**

The implementation of community policing in the uniform patrol division of the police department has not been completed easily and without a significant amount of controversy and divisive behavior on the part of some employees. Most of the controversy has come from the perception of the patrol officers that community policing is "social work" and that "real police work is putting bad guys in jail." Some officers also feel that community policing has been divisive among the officers. That is that officers involved in community policing are seen as the good guys that get all the

recognition and the patrol officers get the "dirty work." The experience with the patrol division taught Sacramento Police Department many valuable lessons in the implementation of new strategies.

The implementation of a community policing philosophy in the Office of Criminal Investigations will be similarly controversial and divisive. However, this strategic plan with its identification of stakeholders and the analysis of the internal organization and external environment has led to the development of several adopted strategies that will ensure a successful implementation of the community policing philosophy in the Office of Criminal Investigations. Within the Sacramento community, there is substantial support for police community policing efforts. Political support is relatively stable with a few notable exceptions that were described earlier in this plan. Most of the opposition that has been encountered in developing this strategic plan has been found from within the police department. The need for maintaining the status quo and a reluctance to change the work atmosphere on the part of some employees is the major obstacle to implementation. Therefore, most of the following implementation plan will deal with internal marketing of this strategic plan.

- A. The chief must personally give his unqualified support to the implementation of the community policing philosophy within the Office of Criminal Investigations. This support must be given as personally as possible and as in small of groups as necessary to be able to give instant credibility to the credibility of the plan.

- B. A project director in this case, the police captain assigned to the Office of Criminal Investigations should be publicly appointed with the express role of developing and implementing the community policing philosophy.**
- C. An advisory board comprised of key people from each investigative unit should be empaneled. The composition of this board is extremely critical in that the people must be:**
- 1) held in esteem by their fellow investigators**
  - 2) people who are willing to speak their minds and are not merely "yes people"**
  - 3) be chosen to represent various ethnic groups**
  - 4) have some ties to police union**
  - 5) be given some real authority to make recommendations to the department head**
- D. It will be necessary to train the advisory board and some of the key stakeholders in the tenets of community policing. The training would ideally be accomplished by outside consultants and/or other agencies who have been involved in community policing. The outside influence is necessary to add credibility to the process.**
- E. Mid-level managers and first-line supervisors need to meet directly with the Chief of Police and the head of the Office of Criminal Investigations in order to air any concerns they may have over the philosophy and the proposed direction of the Office of Criminal Investigations. The Chief and the department head will need to be extremely flexible in attempting to implement as many of the recommendations made by this mid-management group as possible to achieve buy-in from this group into the direction and speed of the philosophical move.**

- F. Using a combination of the department heads and the advisory group, meetings should be held with each of the allied agencies to explain the new philosophy and what it means to the working relationship between the Sacramento Police Department and that outside agency. These meetings need to stress the collaborative nature of the working relationship and be a request for input from those agencies into our philosophy.**
- G. Internal City Departments need to be made aware of the shift in philosophy for the Office of Criminal Investigations. Most notably, departments such as Personnel who coordinate civil service testing for detective positions and the Employee Relations Department that handles issues between line departments and the various employees union need to be aware of the shift in philosophy and the possible ramifications of the changes being made within the Police Department.**
- H. Special arrangements need to be made by the department head and key mid-manager to meet with business groups throughout the city to explain the change in philosophy. Businesses are extremely concerned with the investigation of financial crimes i.e., checks, embezzlements and internal loss prevention. A move toward a philosophy that can prevent or solve problems rather than merely jailing a criminal that will never make restitution on his crime would be highly advantageous to the business owner.**
- I. All officers must be encouraged to make suggestions as to how best to implement this new philosophy. It will be incumbent upon the project director to implement as many of the recommendations made by line personnel as possible. Those**

recommendations, even though they may not be specifically in the direction initially chosen by the planning team, represent buy-in from individual employees.

- J. The Chief of police and the project director will meet with the heads of neighborhood associations, special interest groups that claim a particular geographical area (ie: "lavender heights gay community"), neighborhood churches and community action groups (i.e., Sacramento County Alliance of Neighborhoods). The purpose of these meetings will be to inform these groups of the proposed strategic plan and to solicit input regarding the proposed strategies.**
- K. Support sections within the Police Department need to be made a part of the changes within the Office of Criminal Investigations. Especially those sections that offer key roles within the detectives' everyday work. Those divisions include the Records Division and the Identification Division. This will require first-line and mid-level supervisors from all of the affected divisions to revamp their flow charts and distribution systems. A key player in the redistribution of work and the method of information flow is the Data Services Manager. This manager must be made a part of any implementation plan for the information systems to be affective in assisting production of the work effort.**
- L. A part of the implementation plan needs to be a physical reorganization of the office. The best way to bring about a change in philosophy or culture of the department is to implement a new organizational structure. This structure needs to facilitate a decentralized function while maintaining the integrity of specialized**

**investigative units. Investigative units divided by geographical area will enhance not only citizen and investigator contact, but also contact between the criminal investigator and his uniformed patrol counterpart.**

**As implementation of the this plan begins, there needs to be a funeral. The traditional organization that served the police department for many years must be buried. Part of the implementation plan should be a wake. A celebration of sorts of the passing of an old friend that served the police department well. It is necessary that employees see a closing, however symbolic it is, and a birth of a new organizational philosophy.**

- M. Crime data and arrest and clearance data must be reviewed and compared from a time period at least three months before the implementation of this plan and for the same time every year. By adjusting for population increases, some negative inferences as to the effectiveness of this philosophy may be eliminated.**
- N. In order for this plan to continue to move forward into the year 2004, a driver must be established. The driver in this case would be an advisory board appointed by the Chief of Police, approved by the City Manager and recognized by the City Council. This advisory board would be comprised of business leaders interested in promoting public safety, leaders of the clergy, minority group leaders, and neighborhood association representatives.**
- O. The advisory board would be responsible for assisting in the marketing of the investigative community policing philosophy and for monitoring changes or evolutions necessary for the philosophy to stay current and meaningful to the**

community. Another important responsibility would be for this board to develop a financing strategy to expand this policing effort and to support the effort over a ten year time span. The financing strategy could include general tax initiatives, special assessment districts, or other city-wide tax initiatives that could be developed.

P. Regular reports must be made to the City Council in community meetings to report on the progress of the investigative community policing philosophy. These reports must contain not only internal success measurements such as job satisfaction and crime clearance and arrest rates but also external measurements. Another monitoring device that may be more important than criminal statistics will be the number of complaints received by the department regarding the effectiveness of criminal investigations. The numbers of complaints are constantly tabulated so that monitoring results should be a fairly simple exercise. Quality of life surveys and fear of crime and perception of disorder information by neighborhood would have to be developed for this report.

## **SUMMARY**

This strategic plan has systematically taken the information from the futures research and developed a mission statement. This mission statement is the goal for where the Sacramento Police Department wants to be in relation to the issue question of this paper. By structuring the situational analysis of where the department is now, with the stakeholder analysis of who should be involved in the planning process, and focusing

those concepts and forging real strategies, this plan has developed some realistic implementation plans. This plan identifies potential problems that must be either prevented or mitigated for successful implementation of the proposed strategies. This plan will build commitment among not only the persons that were directly involved in developing the plan, but also with those personnel that will be called upon to carry out the described mission.

The Sacramento Police Department and the environment in which it operates is changing very rapidly. The Office of Criminal Investigations is a key component in the operation of the Police Department and in providing public safety for the community served. It is absolutely necessary that this organization make a change in its direction. The concepts and philosophies of community policing are unavoidable and frankly the only type of law enforcement strategy that works. This strategic plan is a roadmap, it will show the Sacramento Police Department where it needs to go. This plan will tell the department what it needs to do. The following section of transition management will answer the question of how does the Police Department get there from here.

### **PART III - TRANSITION MANAGEMENT**

#### **Introduction**

In the prior section a strategic plan was proposed which would lead the Sacramento Police Department toward a desired future scenario described in Part I of this study. This section, Transition Management, is meant to provide a vehicle for the Sacramento Police Department to get to that desired future.



Change in any organization will bring about stress, chaos and unproductive employee activity. Similarly, change in an organization can cause stress and chaos to external stakeholders and customers. Management of this disorder and minimizing the stress and chaos caused by change as the Sacramento Police Department moves toward the desired future is the purpose for this transition management section.

Key elements of the transition plan are as follows:

- Identification and analysis of the key players or "critical Mass" that are relevant to the success of the strategic plan.
- Evaluation of the levels of readiness, capability and commitment of the key players to enact change.
- Description of the management structure to manage the transition plan.
- Description of the technologies to support and initiate the strategic and transition management plan.
- Charting of the responsibilities of the key players.

### **CRITICAL MASS**

The Strategic Plan of this paper identified several stakeholders and their assumptions regarding the policy alternatives involved in community policing for criminal investigations. This portion of this paper will identify the key stakeholder and the critical mass involved in advancing or not advancing this plan. Critical mass is defined as those people or entities most likely to advance or restrict the pursuit of the proposed mission:

|                          |   |
|--------------------------|---|
| <b>Stakeholder #1 -</b>  | <b>The Sacramento Police Officers' Association</b>  |
| <b>Stakeholder #2 -</b>  | <b>The Mayor and the City Council</b>   |
| <b>Stakeholder #3 -</b>  | <b>The District Attorney's Office</b>   |
| <b>Stakeholder #4 -</b>  | <b>Civilian Employees</b>   |
| <b>Stakeholder #5 -</b>  | <b>Victims, Rights Groups</b>   |
| <b>Stakeholder #6 -</b>  | <b>The Chief of Police</b>  |
| <b>Stakeholder #7 -</b>  | <b>Detectives, Sergeants and Lieutenants within the Office of Criminal Investigations</b> |
| <b>Stakeholder #8 -</b>  | <b>Business groups and neighborhood associations</b>                                      |
| <b>Stakeholder #9 -</b>  | <b>Schools</b>  |
| <b>Stakeholder #10 -</b> | <b>Allied Agencies</b>  |

Simply identifying the stakeholders involved in changing an organization as large and complex as the Sacramento Police Department is not sufficient to engender permanent effective change in the organization. It is necessary to identify particular individuals that are key players in a critical mass. Those people without whose commitment to the change, can unilaterally stop effective change from occurring within the organization.

The ability of individuals to stop change within an organization is especially true case of building a community policing philosophy into criminal investigations. Because the change is not a physical change or a change in the way an item is manufactured, but is entirely a philosophical change, the abilities of key individuals to stop the change is

heightened. A change to a community policing philosophy for a criminal investigations unit is a change not only in what the nature of the job is, but in how it is done, how success is measured, but also the way the employee views his or her value to the organization and to the community.

Therefore, it is imperative that the change agent in this project be able to ensure that he or she has the commitment of the individuals identified as a critical mass to put forth the effort necessary to ensure achievement of the goal. Additionally, as described in Organizational Transitions, by Beckhard and T. Harris.

There should be a systematic analysis of the system to determine those subsystems, individuals, and groups whose commitment to the idea, to providing resources, (money and time), and to carrying it out and preserving with the new processes is necessary.

In order to begin this systematic analysis of this system known as the Sacramento Police Department, the "WOTS-UP" panel was reconvened. This panel used in formulating the strategic plan consisted of the detectives advisory committee, and three management representatives from the Sacramento Police Department who are also current command college participants.

The following key players have been identified as the critical mass:

- Arturo Venegas Jr., Chief of Police, City of Sacramento
- Mayor Joe Serna, City of Sacramento
- Steve White, District Attorney, Sacramento County

- **Jim Jorgensen, President, Sacramento Police Officers Association**
- **Captain Mike George, Office of Criminal Investigations, Sacramento Police Department**
- **Bill Edgar, City Manager, City of Sacramento**
- **Kerry Martin, Executive Director, Victim's Rights Advocacy, Sacramento County**

### **Commitment Analysis and Plan**

**The following chart is titled the Commitment Planning Chart. It is a graphic depiction of the current amount of commitment each individual in the critical mass has toward the implementation of the plan described in this paper. The "X" depicts the current level of commitment by the individual followed horizontally by the "O" which depicts the needed position of the individual for effective change to occur in the organization.**

## CHART III

### COMMITMENT PLANNING CHART

| INDIVIDUALS<br>COMPRISING<br>THE<br>"CRITICAL<br>MASS" | BLOCK<br>CHANGE | LET<br>CHANGE<br>HAPPEN | HELP<br>CHANGE<br>HAPPEN | MAKE<br>CHANGES<br>HAPPEN |
|--|-----------------|-------------------------|--------------------------|---------------------------|
| Chief of<br>Police                                     |                 |                         | X————→                   | 0                         |
| SPOA   | X————           | ————                    | →0                       |                           |
| Mayor  |                 | X————→                  | 0                        |                           |
| Victim Rights<br>Groups                                | X——             | →0                      |                          |                           |
| District<br>Attorney                                   |                 | X————→                  | 0                        |                           |
| City<br>Manager  |                 | X————                   | ————→                    | 0                         |
| Program<br>Manager<br><br>Police Captain               |                 | X—                      | ————→                    | 0                         |

"X" is the current level of commitment  
 "0" is where the individual needs to be

The following is an analysis of each individual described as part of the "critical mass". Each section will describe the individual's current level of commitment to the plan, the minimum level of commitment required from each person in order to ensure successful implementation of the plan and a short description of the tactics that might be used to make or entice each individual to move to the required level of commitment.

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

**Current Level of Commitment**

Chief Venegas is currently in the help change happen category. His overall philosophy for the Sacramento Police Department is one of commitment to community policing. The guiding instrument for the Police Department, our strategic plan, includes strategic initiatives that directs all divisions within the Police Department to use community policing as the guiding philosophy for determining their missions.

**Minimal Level of Commitment**

The Chief of Police needs to become one of the "cheerleaders" for developing a community policing philosophy in the Office of Criminal Investigations. He needs to ensure that his top management staff, regardless of their assignment, agrees with and actively supports this philosophy. He needs to publicly announce his support for this change and he needs to lobby for this change with his immediate superior, the City Manager, Bill Edgar, and with individual City Councilmembers, and most notably, the Mayor, Joe Serna.

**Approach**

As indicated in the prior section, the Chief is philosophically "on board" with this plan. However, it is imperative that he feel comfortable that he is not "backing a loser," in that in order for him to take the risk of giving his unqualified support and enthusiasm to this program there must be existing a sound plan for implementation and operation and an enthusiastic change agent and program director. Enthusiasm and initiative on the part of the program director will be imperative in order to get the unqualified support from the Chief of Police.

- **Joe Serna, Jr., Mayor, City of Sacramento**

**Current Level of Commitment**

Mayor Serna is presently classified in the let change happen category.

**Minimal Level of Commitment**

While the City of Sacramento does not have a strong mayor form of government, Mayor Serna's charisma, leadership and political power makes it necessary for him to help change happen. The Mayor's support for this plan would deliver most of the City Council and support from the Democratic Party which is extremely powerful in the City of Sacramento. His support would also help deliver political entities most notably the District Attorney from Sacramento County and even influence political entities within state government.

**Approach**

The Mayor is extremely interested in maintaining a strong leadership position in the City of Sacramento. He enjoys being cast as a change agent in any new and successful development within the City of Sacramento. As was the case with the Chief of Police, it is imperative

that this plan be viewed as having a good chance for success, i.e. strong support from the beginning in order to get a commitment to help change happen from the Mayor. The success of community policing and the strong support that philosophy receives within the Patrol Division can certainly be used as leverage for his support for the same type of philosophy within the Office of Criminal Investigations.

- **Steve White, District Attorney, Sacramento County**

**Current Level of Support**

District Attorney White is currently classified in the let change happen category.

**Minimal Level of Commitment**

The District Attorney needs to be in the Help Change Happen category. The District Attorney's Office and the Office of Criminal Investigations have a very unique relationship. Much of the District Attorney's success can be directly linked to the quality of the investigations conducted by the Office of Criminal Investigations in the City of Sacramento. The greatest majority of the cases prosecuted by the District Attorney's Office in Sacramento County, come from the Sacramento Police Department. Traditionally, a measure of the success of a District Attorney's Office is the conviction rate that the office achieves in court. If changes are made within the Sacramento Police Department that affect the quality and perhaps even the quantity of cases filed by the District Attorney's Office and the subsequent conviction rate of those cases, we can either make the District Attorney look very good or very bad. Mr. White's influence over investigators and the community is substantial. If he does not view changes made within the Office of Criminal Investigations



as positive, the whole program of community policing could be viewed as "warm and fuzzy" but not effective law enforcement.

### **Approach**

Steve White is in a unique position. As an elected county official, he must appear to be on the cutting edge of innovation within law enforcement. He needs to have the support of those law enforcement agencies that his office interacts with, while maintaining the support of the individual deputies assigned to him. Steve White has been the object of much internal turmoil within the District Attorney's Office. He has received two no confidence votes from the rank and file Deputy District Attorneys. The main complaint against Mr. White seems to be the fact that he is aloof and does not care about criminal prosecutions and is only seeking to further his political career.

Again, the successes that the Sacramento Police Department has had with community policing in the Patrol Division, and the media and public support that the Police Department has enjoyed because of this philosophy has generated some publicly voiced support from Deputy District Attorneys and their association. Mr. White may be interested in tapping into this enthusiasm for community policing by his own Deputy District Attorneys in allowing them to participate in this philosophy with criminal investigators. A more open relationship between the community investigators and Deputy District Attorneys prosecuting individual cases could provide a basis for a new relationship between Mr. White and his rank and file employees. Additionally, the positive publicity that a shift in philosophy for the D.A.'s Office to a community oriented approach, could be nothing but positive for him and his forthcoming reelection campaign.

- **Jim Jorgensen, President, Sacramento Police Officers' Association**

#### **Current Level of Commitment**

Jim Jorgensen, President of the Sacramento Police Officers' Association is currently blocking change to the philosophy of community policing. He and the Association both feel that any change in policing philosophy must be accompanied by the addition of police officers to the organization.

#### **Minimal Level of Commitment**

Mr. Jorgensen needs to be moved to the category of let change happen. His agreement that this philosophy would be good for the organization and his union membership would immeasurably reduce the amount of resistance from rank and file personnel, as well as first and second line supervisors.

#### **Approach**

Officers assigned to the Office of Criminal Investigations have indicated to the author that they feel left out of major portions of the department's efforts in community policing.

These investigators see the Patrol Division's successes in impacting criminal behavior and the accolades that officers are receiving for their community policing efforts in the media and feel that they need to be part of this program. Mr. Jorgensen needs to hear from these investigators that are part of his membership, both in the fact that they support this change in philosophy, and that his reelection as SPOA President in the coming year may hinge on his support of this philosophy. The advisory board can make sure that this message is heard by the SPOA president. Additionally, the Police Department must attempt to get grant funding or other outside funding sources for additional investigators assigned to the

**Office of Criminal Investigations.** The basis for these grant proposals will be for the implementation of the community policing within the Office. The addition of investigative personnel should satisfy some of Mr. Jorgensen's concerns and provide him with the way of gracefully saving face and his opposition to this program.

- **Michael George, Captain, Office of Criminal Investigations**

**Current Level of Support**

Currently Captain George is classified as an individual who will let change happen within the Office of Criminal Investigations.

**Minimal Level of Commitment**

As one of the highest ranking personnel in the Office of Criminal Investigations, Captain George has a substantial influence over the mid-level lieutenants and first line sergeants within the office. His influence in not only letting change happen, but in making change occur is imperative. Without his wholesale and enthusiastic support, this plan is very much in jeopardy.

**Approach**

Captain George needs to have a personal stake in the success of this program. If the Chief of Police would publicly announce that Captain George is the program manager for community policing in the Office of Criminal Investigations, Captain George would have an immediate invested interest in seeing this program be successful. Public recognition and accolades for Captain George, especially during the infancy of the program and ensuring

that there are small initial successes, can quickly move Captain George from a position of let it happen, to a category of make changes happen, very quickly.

- **Bill Edgar, City Manager, City of Sacramento**

**Current Level of Support**

Classified as let change happen. Mr. Edgar is a relatively new City Manager having taken office approximately eighteen months ago. He is heavily involved in their reorganization of City and how City services are delivered. He is a supporter of change within the Police Department, however, at this point in time other City departments are consuming most of his time and energy.

**Minimal Level of Commitment**

Mr. Edgar needs to move to a position where he is making changes happen in this plan. His commitment to changing things will allow the Police Department and specifically the Office of Criminal Investigations to get support from ancillary City services and perhaps more important from those high level bureaucrats and department directors that investigators need to have support from. Those personnel include the director of Data Management for Technological support, the Deputy City Manager in charge of Neighborhood Services for support from Code Enforcement, Building Inspections, Fire Prevention, City Attorney, and the department head in charge of the Planning Services for information on zoning and licenses, especially those licenses dealing with Alcoholic Beverage Control and gaming licenses for cardrooms and bingo parlors.

**Approach**

Mr. Edgar is very pleased with the support that the City has enjoyed stemming from the success of community policing in the Patrol Division. He is very supportive of the changing philosophy in the Police Department, but may not be aware of the need for his support to make this philosophical change in the Office of Criminal Investigations. He was not the City Manager when this change process was occurring in the Patrol Division so he may not have the background necessary for a good basic knowledge of how his support can be critical. The Chief of Police and the program manager for this plan need to take special efforts to provide Mr. Edgar with the implementation and strategic plans, but also information on early successes of the program as informational items to the Mayor and to the City Council.

- **Kerry Martin, Executive Director, Victims Rights Advocacy of Sacramento County**  
**Current Level of Support**

Mr. Martin is classified as an individual who will block change. This group is closely tied to the District Attorney's Office and closely monitors prosecutions and how victims rights are met in the Criminal Justice Program. At this point in time, Mr. Martin and his group see community policing as being, "soft on crime." For this reason, this group does not support a community policing philosophy in the Office of Criminal Investigations.

**Minimal Level of Commitment**

Mr. Martin's group has a substantial influence over the District Attorney. It is imperative that this group at least allow change to occur in the Office of Criminal Investigations. Their direct support is not particularly necessary to the Police Department, but active interference

on the part of this group can provide a real blockage to the effective implementation of this plan.

### **Approach**

The main point of argument that Mr. Martin has with this philosophy is the notion that community policing is soft on crime. It will be necessary for the Chief, the program manager, and perhaps the District Attorney or line investigators that have had successes with community policing philosophy to meet with Mr. Martin and discuss the numbers of arrests that have been made using the community policing philosophy, but perhaps more important, the quality of the arrests and the quality of the information that can be obtained from the community. It is the notion of bringing the community into the investigation and allowing citizens to input and receive information about crimes that are occurring in their neighborhoods for the purposes of developing intelligence information that can be extremely critical to the investigator. This quality intelligence information leads to high quality criminal investigations that can lead to extremely effective prosecutions and lengthy prison sentences for convicted criminals. It is imperative that a factual education process be presented to Mr. Martin and other stakeholders in the victims rights categories by people that have standing and are experienced in criminal investigations.

### **CHANGE MANAGEMENT STRUCTURE**

In order to make a smooth transition from a traditional method of criminal investigations to one of a community policing philosophy, a transitional management structure will need to be

developed within the Police Department. This transition management group will continually attempt to move the organization from the current state to the articulated and desired future state for community policing. The nature of criminal investigations is such that the organization cannot stop doing what it is doing and simply pick up in a new way of doing work the following day. The transition will need to be completed over a substantial length of time so that a significant amount of training and experimentation can take place. For that reason, it will be necessary for a project manager to be named by the Chief of Police. The manager described earlier as the Police Captain in charge of the Office of Criminal Investigations must be given the authority by the Chief to make changes necessary for this philosophy to succeed within the organization.

Natural leaders selected from throughout the various units of the Office of Investigations can provide the manager with a group that have the trust and the confidence of other investigators within their units. Individuals identified as natural leaders hopefully will include people with close ties to the Sacramento Police Officers Association, and will include people that have strong interpersonal skills and that are willing to share their ideas and debate the strengths and weaknesses of a community policing philosophy with their peers, subordinates, and superiors alike.

The Chief of Police will have to give the program manager a significant amount of authority in order for the person to win the respect of all of the individuals of the Office of Investigations. It will be necessary for others in the organization to realize that this person

has a different standing as a change agent. It is recommended by the author that the Chief allow the Captain access to top management decision making meetings and regular meetings with the Mayor and the City Manager. It is also recommended that the department invest in specialized training for not only the project manager, but also those natural leaders that have been identified to become part of the change organization. The training selected should not only include the tenets and philosophies of community policing, but also training in transition management and developing healthy interpersonal relationship and crisis intervention. Also highly recommended by the author are training classes such as those by the Carnegie Institute that involve salesmanship and public speaking.

Police Departments in general, and the Sacramento Police Department in particular, are organizations that are an odd blend of traditionalism and a paramilitary organization with strict civil service rules thrown in to complicate matters. Often due to tradition, a first line investigator in the Homicide Unit will have higher standing within the organization than a higher ranking lieutenant in a non-enforcement role such as a records supervisor. The pecking order in a police organization and especially in a tradition bound division such as criminal investigations does not sometimes follow the rank structure. For that reason, it is necessary for the Chief and the Program Manager to select natural leaders from within the organization rather than depend on the rank order structure to be followed. Intelligent choices made in selecting those natural leaders from throughout this part of the organization can have an overwhelmingly successful result if the time and money is spent to properly train and indoctrinate these powerful personalities. Using natural leaders is clearly a high



risk, high gain tactic. If the Chief and the Program Manager cannot win over these personnel, they can become an unstoppable force in destroying plans for program implementation. This group can also be extremely threatening to the Chief Executive if they are not properly controlled and informed from the beginning.

## **TECHNOLOGIES AND METHODS**

Various technologies and methods will be utilized to minimize the high anxiety and low stability that occurs during organizational change. This is especially true in a tradition bound organization such as the Office of Criminal Investigations in the Sacramento Police Department. The changes proposed to this organization will create substantial stress, conflict, destructive rumors and unfocused energy amongst the employees. They will also have difficulty in letting go of old ideas and accepting new relationships and new realities.

The technologies and methods proposed are as follows:

An electronic voice mail system, wherein each employee has his/her own mailbox for audio messages. Voice mail systems can be programmed so that groups of employees can receive the same message simultaneously and confidentially. News or information updates on proposed changes can be given out quickly to personnel. Responses or questions can also be returned to a voice mail box designated for the project director.

**A closed circuit video information to improve access within the department. Due to the proposed decentralization of the Office of Criminal Investigation it may be necessary to employ an existing system of closed circuit video to send real time meetings and conferences on the implementation of the strategic plan to off-site locations and to offices located in other parts of the main police building.**

**Television, radio and the print media will be used to market the investigative community policing philosophy outside the organization. The project director and the advisory group will be charged with the responsibility to develop stories for the print media and "angles" for the electronic media to build on. It is not sufficient to wait for the media to come to the police department with a story, the organization must look for incidents and issues that will shed favorable light on the plan.**

**Team building training will be given to the various groups of investigators and civilian personnel. These sessions, professionally led, in an off-site location, will enhance the credibility of the organization and show the employees that the department is serious in its commitment to get buy-in from them and that they are valuable to the department. The team building process will also be valuable in identifying problems in implementation of the plan.**

## **PROBLEM FINDING**

**The Chief and the Program Manager should propose the community policing philosophy to those persons involved in the critical mass and to the employees of the Office of Criminal Investigations that will be directly affected by this change. A nominal group technique process maybe used where facilitators comprised of trained Office of Investigations personnel conduct NGT meetings with small groups of effected personnel. The central item of discussion would be the philosophy of community policing and its impact on criminal investigations. Participants in the NGT process would be asked to list the potential problems and their corresponding solutions in a priority fashion from the most important to the least important. This highly formalized process would allow the Chief and the Program Manager to identify early on what the most significant problems in implementation would be. It will also allow the Chief Executive and Program Manager to solve some of these problems early on, thereby creating some early successes necessary for this program to succeed.**

## **EDUCATING AND TRAINING**

**As described earlier, it is extremely necessary that individuals involved in this project implementation be well trained in the tenets of community policing. Those natural leaders involved in the implementation plan must become trainers and hold short and concise training classes to educate all of the involved personnel in the changes, both philosophical and structural that will occur in their organizations or units.**

The educational component must also extend to management people outside of the Office of Criminal Investigations. Management people in allied agencies, and certainly those individuals identified in organizations involved as stakeholders, must be similarly educated. Internally, education must be given to managers outside of the Office of Criminal Investigations. The better understanding that all people within the organization have of the philosophies, the plans, and the organizational changes that are proposed, the better the chances for success for this program.

As described by Beckhard and Harris in Organizational Transitions,

The resistance to change is often rooted in confusion and uncertainty amongst managers as to how and whether or not they could fit into a rapidly growing or changing organization. Employees become uncertain and anxious and as a result work against achieving a desired end state when they are uncertain as to what will happen. A natural human reaction to uncertainty is to tighten up and seek answers frequently from within narrow circles of uninformed but also anxious colleagues. Rumors abound, fueled by speculation and largely erroneous information about future plans.

Education, training and allowing employees to become part of the planning process will reduce both employee uncertainty and resistance to change. An organization cannot overtrain, nor over communicate to its employees during a time of organizational change.

## **CHANGE SCHEDULE**

### **1st Year**

#### **1st quarter activities**

- **Announce the Strategic Plan**
- **Name the Program Manager**
- **Identify members of the "critical mass"**
- **Begin to identify "natural leaders"**

#### **2nd quarter activities**

- **Finalize selection of natural leaders**
- **Begin training and education in C.O.P. for the Program Manager, the "Natural leaders" and key stakeholders.**
- **Team building, sales and public speaking training for the Program Manager and the work group.**

#### **3rd quarter activities**

- **Begin implementing strategies developed in the commitment plan for the Critical Mass.**
- **Nominal Group Technique (NGT) process training for facilitators.**
- **Begin NGT meetings with employee groups, some stakeholders and management staff to identify resistance/problems.**

#### **4th quarter activities**

- **Ongoing communication with Critical mass, stakeholders, and management staff regarding implementation activities.**

- **"Field trips" to agencies that have successful community policing programs.**  
**Participants include the Program Manager, and the "Natural Leaders"**
- **1st formal report to the Mayor/City Council. Include plans successes, needs for funding.**
- **Hold an in-house "funeral" for the traditional style of providing investigative police services.**
- **Internal "State of the Office" report for employees of the Office of Criminal Investigations**

## **2nd Year**

### **1st quarter**

- **Formalized meetings with Chief of Police and Program Manager with natural leaders, key stakeholders and management employees to discuss successes and failures of prior year.**
- **Change strategic plan as necessary**
- **Evaluate crime data from prior year to determine effects (if any) on clearance rates, arrest dates, prosecution and conviction rates.**
- **Conduct victimization surveys by geographical area throughout the city.**

### **2nd quarter - 2nd year**

- **Review the need for additional or revised education and training.**
- **Expand education to allied agencies, neighborhood and business leaders**

### **3rd quarter - 2nd year**

- **Review NGT findings from year prior for problem solving**
- **Review "critical mass" strategies for changes or elimination and addition of members.**

### **4th quarter - 2nd year**

- **Second formal report to Mayor/City Council on implementation progress**
- **Internal "State of the Office" report by Chief of Police.**

### **3rd year**

#### **1st quarter - 3rd year**

- **Tabulate and analyze crime statistics, victimization rates, clearance, prosecution and conviction rates from year 2.**
- **In depth analysis on the effect of community policing on crime.**
- **Community surveys on the fear of crime and if that fear is increasing or decreasing.**
- **Survey of key stakeholders to determine the effectiveness of community policing, changes necessary.**

#### **2nd and 3rd quarter - 3rd year**

- **Train allied agencies in C.O.P. philosophies for Investigations.**
- **Become resource for other police agencies in C.O.P. processes**

#### **4th quarter - 3rd year**

- **(Same as 4th quarter - 2nd year)**





## **CONCLUSION**

**An evolution is taking place in the strategy for policing in the United States. The transition from traditional policing to community policing is visible in most police departments across the nation. This transition however, has been largely confined to the activities of the uniform patrol officer. Criminal investigators, detectives, have been left out of this major change in philosophy. Their mission has been largely unchanged since the early years of policing in America. The purpose of this study has been to review and forecast the role of the police detective in community policing. Using future scenarios, a strategic plan and a transition management plan, the author has developed strategies to move the Sacramento Police Department toward a desired future state.**

**This section will answer the issue question posed in the introduction of the study, "What will be the impact of community policing on criminal investigations in a large police department by the year 2004?" Additionally, this section will answer the sub-issue questions:**

- How will community policing be implemented in a traditional investigative unit?**
- What will be the role of criminal investigations in supporting community policing?**
- Will decentralization of criminal investigations enhance community policing?**

**As the futures study of this paper has forecast, the fear of crime will continue through the year 2004. This community fear will drive an increase in neighborhood involvement and an increase in the expectations that the public will have for its police. It will be imperative for**

the successful police leader to involve the community in a partnership to solve crime problems of the community. The philosophy of police and community partnership must permeate the entire police department. Uniform police activities are now very well positioned to accept this community policing philosophy. The same cannot be said for the criminal investigations function of most police departments.

**Sub-issue one: How will community policing be implemented in a traditional investigative unit?** Implementation of community policing strategies in a detective division will require most effort in changing internal values within a police department. Community policing has won over most politicians and governing agents from its successes in the uniformed divisions. Most opposition then will come from within the organization.

Management of the police department must make a strong commitment to the new investigative philosophy. A strong program manager and an influential advisory group to drive internal change must be developed. A multi-year plan developed by the affected units, containing training goals and reward components must be approved by the executive management of the department. Marketing ideas that will attract news media interest and coverage must be developed to provide recognition to those investigative employees involved in community policing efforts. Additionally, arrest, clearance and victimization rates as well as community surveys must be maintained to provide comparison data on crime and the fear of crime before and after the implementation of the community policing strategies.

**Sub-issue two: What will be the role of criminal investigations in supporting community policing?** One of the keys to the community policing philosophy is the interaction between the public and its police. The time required to interact is a very big concern to the uniform police officer. With the ever-increasing specter of 911 calls waiting for a police response, time is a precious commodity to the uniformed officer. The police investigator is not encumbered by the tyranny of 911. The investigator's workload can be controlled, prioritized and modulated through the use of crime series analysis and community input. The police investigator is also in a position to bring other resources to bear on neighborhood problems. Those resources include the legal system (both criminal and tort actions), social service agencies, and local government assets. This holistic approach to neighborhood problems is the type of efficiency and customer focus that taxpayers are demanding from government.

**Sub-issue three: Will the decentralization of criminal investigations enhance community policing?** Decentralization as a strategy to bring the police closer to the neighborhoods they serve, is a well recognized tool for uniformed officers. This study has determined that decentralization will be a key in the impact of community policing on the investigative function. Mirroring the uniform practice of area responsibility, the detective will be responsible for investigation of all crimes occurring in a geographical area. The police detective will become a part of the community. Easily accessible to receive and disseminate information on criminal activity. Information is the life blood of a police investigator. His or her success is dependant on the flow of information to and from the community and the

patrol officer alike. The decentralization of the detective will greatly facilitate the interchange of information.

The question then is: **What will be the impact of community policing on criminal investigations in a large police department by the year 2004?** As this paper has shown, detective work in large police departments has changed very little in modern police history. The changes that have come to detective work revolve around changing technology and do not reflect changes in strategies or philosophies. Community policing will change the very core of criminal investigations. The culture of this tradition bound institution of the police detective will be forced to shed its mystique and open itself up to the community. Community support will highly reward the police detective divisions that implement the community policing philosophy. The rewards will come in the form of higher arrest and clearance rates because of better intelligence information from the community and personal satisfaction that comes from solving problems of a neighborhood that "belongs" to a police detective. As the year 2004 draws closer, American society will see increased diversity in its population and even more dynamic growth and change. The only way modern criminal investigations will be able to cope with the changes forecast is through increased interaction with the people of the community in an atmosphere of understanding, accessibility and mutual respect.

**APPENDIX A**

**N.G.T. PANELIST CONFIRMATION LETTER  
AND BASIC INFORMATION**



DEPARTMENT OF  
POLICE

CITY OF SACRAMENTO  
CALIFORNIA

November 16, 1993

HALL OF JUSTICE  
813 SIXTH STREET  
SACRAMENTO, CA  
95811-2195

PH 916 264-5121

Dear:

First, let me thank you for taking the time out of your schedule to assist me in POST Command College Independent Study Project (ISP). The issue question of my ISP is: What will be the impact of community policing on criminal investigations in a large police department by the year 2004? The sub-issues to be explored will be:

- How will community policing be implemented in a traditional investigative unit?
- How will traditional investigative units support community policing?
- How will civilian investigators impact community policing?

We will be using a method called a nominal group technique (NGT). This technical sounding method is really simple form of formalized brain storming. I've invited a rather eclectic group of people to join us in this effort. A few are law enforcement people and some have only occasional contact with policing. Everyone, however, is very knowledgeable in their area of expertise and everyone will definitely have many things to contribute.

You do not need to bring anything with you for this meeting. I have included a copy of my introduction and issue question formulation paper. I have also included a packet of objective data on police departments in California and crime in California. Please review both items before our meeting. We will go over these documents at that time to answer any questions you may have.

The NGT will be held at the Joseph E. Rooney Police Facility, 5303 Franklin Blvd. The telephone number these is 277-6001. Please allow approximately 4 hours for this process. Afterward, I will ask you to join me for lunch at a nearby restaurant.

I look forward to seeing you at the Rooney Facility on Friday, November 19, 1993 at 8:30 A.M. If you have any questions or concerns please, feel free to call me at 264-5420.

Very truly yours,

Albert Najera, Deputy Chief  
Sacramento Police Department

AN/rr  
Enclosures

# **EVENT**

**"A DISCRETE, ONE-TIME OCCURRENCE"**

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IN OTHER WORDS, AN EVENT IS A ONE TIME  
OCCURRENCE THAT CAN  
HAVE AN IMPACT ON THE ISSUE

# **TREND**

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

IN OTHER WORDS, A TREND IS A SERIES OF EVENTS  
THAT ARE RELATED, OCCUR OVER TIME,  
AND CAN BE FORECASTED.

THE TREND SHOULD NOT INCLUDE A  
PREDETERMINED MEASUREMENT



**APPENDIX B**

**N.G.T. PANEL  
ALL PROPOSED EVENTS**

## EVENTS

1. Complete turnover of City Council.
2. Technological advances enhance probationer control and home detention capabilities.
3. City eclipses its record for homicides in one year.
4. Major California earthquake occurs in Northern California.
5. Legislated federal and state housing for felons and illegal immigrants.
6. Major flood in Sacramento - results in deliberately destroying low income areas while saving the affluent.
7. A package of new trade agreements with Japan heads an economic boom in Northern California.
8. Overturn of the Miranda Decision by U.S. Supreme Court.
9. Discovery of investigative techniques that require more police investigator specialization.
10. D.A. declares Community Oriented Policing investigations ineffective.
11. The California legislature changes juvenile criminal law, making penalties similar to the adult penal system.
12. Hate crime attack on school results in the death of several minority students.
13. The legislature passes laws that break up large public housing complexes and scatter small ones.
14. No housing for illegal element - neighborhoods display zero tolerance in a civil disturbance.
15. "WACO" incident in neighborhood in Sacramento.
16. Major plague affects community resulting in thousands of hospitalizations.
17. State Government bankruptcy.

18. English is declared a second language.
19. Natural gas explosions level several neighborhoods.
20. Reduction of Police Budget due to lack of calls for service.
21. Drugs are decriminalized in the State of California.
22. National Depression hits the United States.
23. A tax bill specifically for law enforcement passes in California.
24. Change in the immigration law results in increased immigration.
25. Infamous crime series of rape/robberies occurs in an affluent neighborhood.
26. School Districts devote more money to the classroom from money not needed to repair vandalism.
27. President David Duke is elected.
28. Serial crimes - murder, rapist, child kidnapping, arson, hate crimes, directs the focus of investigations.
29. The legislature passes a requirement for Community Oriented Policing throughout every police department in California.
30. A program for Juvenile diversion instead of incarceration is adopted in California.
31. Legislation banning most firearms is adopted in California.
32. Race related killing of a high ranking public official.
33. Vigilante groups spring up in neighborhoods to "help" the police.
34. The City and County of Sacramento consolidate.
35. Increased demand from the community for problem solving vs. reactive investigations.
36. The District Attorney in Sacramento implements a program of criminal prosecution based on geographical areas.

37. Funding for State and Federal welfare programs is not supported by any organized political party.
38. The Governor of California is elected on a platform of Community Oriented Policing.
39. An easily manufactured synthetic cocaine is discovered.

**APPENDIX C**

**OBJECTIVE INFORMATION FOR  
THE N.G.T. PANEL**

Number of full-time employees, number of sworn employees per 10,000 residents, and percent change since 1986 in number of full-time employees in local law enforcement agencies, 1990

| County       | Name of agency              | Full-time employees, 1990 |       |          |               | City or county population in 1990 | 1990 sworn employees per 10,000 residents | Percent change in number of full-time employees, 1986-90 |       |          |
|--------------|-----------------------------|---------------------------|-------|----------|---------------|-----------------------------------|---|--|-------|----------|
|              |                             | Total                     | Sworn | Civilian | Percent sworn |                                   |   | Total  | Sworn | Civilian |
| ALABAMA      |                             |                           |       |          |               |                                   |   |  |       |          |
| Jefferson    | Jefferson County Sheriff    | 557                       | 442   | 115      | 79 %          | 651,525                           | 7   | 19 %   | 20 %  | 13 %     |
| Jefferson    | Birmingham Police           | 907                       | 706   | 201      | 78            | 265,968                           | 27  | 12   | 14    | 4        |
| Madison      | Huntsville Police           | 390                       | 282   | 108      | 72            | 159,789                           | 18  | 20   | 19    | 23       |
| Mobile       | Mobile County Sheriff       | 263                       | 132   | 131      | 50            | 378,643                           | 3   | 22   | 6     | 46       |
| Mobile       | Mobile Police               | 469                       | 365   | 104      | 78            | 196,278                           | 19  | (9)  | 11    | (45)     |
| Montgomery   | Montgomery County Sheriff   | 172                       | 143   | 29       | 83            | 209,085                           | 7   | 42   | 35    | 93       |
| Montgomery   | Montgomery Police           | 548                       | 418   | 130      | 76            | 187,106                           | 22  | 3  | 7     | (10)     |
| Tuscaloosa   | Tuscaloosa Police           | 221                       | 168   | 53       | 76            | 77,759                            | 22  | 19   | 12    | 47       |
| ALASKA       |                             |                           |       |          |               |                                   |   |  |       |          |
| Anchorage    | Anchorage Police            | 396                       | 266   | 130      | 67            | 226,338                           | 12  | (1)  | (5)   | 7        |
| ARIZONA      |                             |                           |       |          |               |                                   |   |  |       |          |
| Maricopa     | Maricopa County Sheriff     | 1,665                     | 417   | 1,248    | 25            | 2,122,101                         | 2   | 4  | 5     | 3        |
| Maricopa     | Glendale Police             | 260                       | 184   | 76       | 71            | 148,134                           | 12  | 10   | 8     | 13       |
| Maricopa     | Mesa Police                 | 582                       | 384   | 198      | 66            | 288,091                           | 13  | 28   | 30    | 23       |
| Maricopa     | Phoenix Police              | 2,584                     | 1,949 | 635      | 75            | 983,403                           | 20  | 10   | 11    | 5        |
| Maricopa     | Scottsdale Police           | 270                       | 173   | 97       | 64            | 130,069                           | 13  | 18   | 15    | 24       |
| Maricopa     | Tempe Police                | 327                       | 236   | 91       | 72            | 141,865                           | 17  | 16   | 18    | 10       |
| Pima         | Pima County Sheriff         | 883                       | 338   | 545      | 38            | 666,880                           | 5   | 15   | 3     | 24       |
| Pima         | Tucson Police               | 989                       | 745   | 244      | 75            | 405,390                           | 18  | 14   | 11    | 24       |
| Pinal        | Pinal County Sheriff        | 212                       | 108   | 104      | 51            | 116,379                           | 9   | 15   | 6     | 25       |
| ARKANSAS     |                             |                           |       |          |               |                                   |   |  |       |          |
| Jefferson    | Pine Bluff Police           | 141                       | 111   | 30       | 79            | 57,140                            | 19  | 3  | (4)   | 43       |
| Pulaski      | Pulaski County Sheriff      | 243                       | 100   | 143      | 41            | 349,660                           | 3   | (4)  | (21)  | 13       |
| Pulaski      | Little Rock Police          | 434                       | 349   | 85       | 80            | 175,795                           | 20  | 4  | 7     | (8)      |
| Pulaski      | North Little Rock Police    | 174                       | 124   | 50       | 71            | 61,741                            | 20  | 10   | (2)   | 61       |
| Sebastian    | Fort Smith Police           | 143                       | 109   | 34       | 76            | 72,798                            | 15  | 4  | 3     | 10       |
| CALIFORNIA   |                             |                           |       |          |               |                                   |   |  |       |          |
| Alameda      | Alameda County Sheriff      | 1,404                     | 878   | 526      | 63            | 1,279,182                         | 7   | 32   | 26    | 44       |
| Alameda      | Berkeley Police             | 257                       | 178   | 79       | 69            | 102,724                           | 17  | 1  | 2     | (1)      |
| Alameda      | Fremont Police              | 406                       | 220   | 186      | 54            | 173,339                           | 13  | 72   | 38    | 142      |
| Alameda      | Hayward Police              | 253                       | 161   | 92       | 64            | 111,498                           | 14  | 10   | 10    | 10       |
| Alameda      | Oakland Police              | 944                       | 616   | 328      | 65            | 372,242                           | 17  | (4)  | (3)   | (5)      |
| Contra Costa | Contra Costa County Sheriff | 783                       | 571   | 212      | 73            | 803,732                           | 7   | 19   | 20    | 15       |
| Contra Costa | Concord Police              | 201                       | 145   | 56       | 72            | 111,348                           | 13  | 2  | 7     | (10)     |
| Contra Costa | Richmond Police             | 265                       | 179   | 86       | 68            | 87,425                            | 20  | 8  | 4     | 18       |
| El Dorado    | El Dorado County Sheriff    | 232                       | 132   | 100      | 57            | 125,995                           | 10  | 34   | 14    | 75       |
| Fresno       | Fresno Police               | 657                       | 429   | 228      | 65            | 354,202                           | 12  | 16   | 15    | 17       |
| Imperial     | Imperial County Sheriff     | 179                       | 129   | 50       | 72            | 109,303                           | 12  | (2)  | 19    | (32)     |
| Kern         | Kern County Sheriff         | 906                       | 538   | 368      | 59            | 543,477                           | 10  | 7  | (2)   | 23       |
| Kern         | Bakersfield Police          | 336                       | 236   | 100      | 70            | 174,820                           | 13  | 17   | 15    | 22       |
| Los Angeles  | Los Angeles County Sheriff  | 10,808                    | 7,640 | 3,168    | 71            | 8,863,164                         | 9   | 30   | 20    | 60       |
| Los Angeles  | Beverly Hills Police        | 194                       | 126   | 68       | 65            | 31,971                            | 39  | 1  | 2     | (1)      |
| Los Angeles  | Burbank Police              | 236                       | 146   | 90       | 62            | 93,643                            | 16  | 13   | 10    | 20       |
| Los Angeles  | Compton Police              | 250                       | 126   | 124      | 50            | 90,454                            | 14  | 14   | 5     | 24       |
| Los Angeles  | El Monte Police             | 146                       | 113   | 33       | 77            | 106,209                           | 11  | 4  | 7     | (6)      |
| Los Angeles  | Glendale Police             | 320                       | 204   | 116      | 64            | 180,038                           | 11  | 26   | 15    | 51       |
| Los Angeles  | Inglewood Police            | 282                       | 206   | 76       | 73            | 109,602                           | 19  | (1)  | 13    | (25)     |
| Los Angeles  | Long Beach Police           | 968                       | 643   | 325      | 66            | 429,433                           | 15  | (9)  | (4)   | (18)     |
| Los Angeles  | Los Angeles Airport Police  | 299                       | 204   | 95       | 68            | -                                 | -   | 10   | (10)  | 107      |
| Los Angeles  | Los Angeles Police          | 10,965                    | 8,295 | 2,670    | 76            | 3,485,398                         | 24  | 16   | 18    | 9        |
| Los Angeles  | Pasadena Police             | 352                       | 222   | 130      | 63            | 131,591                           | 17  | 14   | 11    | 20       |
| Los Angeles  | Pomona Police               | 293                       | 172   | 121      | 59            | 131,723                           | 13  | 31   | 15    | 64       |
| Los Angeles  | Santa Monica Police         | 307                       | 161   | 146      | 52            | 86,905                            | 19  | 11   | 6     | 18       |
| Los Angeles  | Torrance Police             | 274                       | 194   | 80       | 71            | 133,107                           | 15  | (11)   | (17)  | 10       |
| Los Angeles  | West Covina Police          | 153                       | 109   | 44       | 71            | 96,086                            | 11  | 2  | 0     | 7        |
| Los Angeles  | Downey Police               | 145                       | 105   | 40       | 72            | 91,444                            | 11  | 4  | (2)   | 25       |
| Los Angeles  | Los Angeles School Police   | 369                       | 289   | 80       | 78            | -                                 | -   | (2)  | (4)   | 7        |
| Marin        | Marin County Sheriff        | 255                       | 175   | 80       | 69            | 230,096                           | 8   | 19   | 30    | 0        |
| Monterey     | Monterey County Sheriff     | 384                       | 289   | 95       | 75            | 355,660                           | 8   | 5  | 5     | 4        |
| Monterey     | Salinas Police              | 180                       | 132   | 48       | 73            | 108,777                           | 12  | (1)  | (4)   | 12       |

Law enforcement and investigative functions, type of 911 system,  
and lockup facilities of local law enforcement agencies, 1990

| County       | Name of agency              | Law enforcement and investigative functions |                       |                           |                |                                 |                             | Lockup facilities        |                   |                                    |
|--------------|-----------------------------|---|-----------------------|---------------------------|----------------|---------------------------------|-----------------------------|--------------------------|-------------------|------------------------------------|
|              |                             | Accident<br>investi-<br>gation              | Ballistics<br>testing | Fingerprint<br>processing | Lab<br>testing | Patrol<br>and first<br>response | Traffic<br>enforce-<br>ment | Type<br>of 911<br>system | Total<br>capacity | Maximum<br>holding<br>time (hours) |
| ALABAMA      |                             |   |                       |                           |                |                                 |                             |                          |                   |                                    |
| Jefferson    | Jefferson County Sheriff    | X   | -                     | X                         | -              | X                               | X                           | -                        | 0                 | -                                  |
| Jefferson    | Birmingham Police           | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Madison      | Huntsville Police           | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Mobile       | Mobile County Sheriff       | -   | -                     | X                         | -              | X                               | -                           | E                        | 10                | 2                                  |
| Mobile       | Mobile Police               | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Montgomery   | Montgomery County Sheriff   | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Montgomery   | Montgomery Police           | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Tuscaloosa   | Tuscaloosa Police           | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| ALASKA       |                             |   |                       |                           |                |                                 |                             |                          |                   |                                    |
| Anchorage    | Anchorage Police            | X   | -                     | X                         | -              | X                               | X                           | E                        | 10                | 12                                 |
| ARIZONA      |                             |   |                       |                           |                |                                 |                             |                          |                   |                                    |
| Maricopa     | Maricopa County Sheriff     | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Maricopa     | Glendale Police             | X   | -                     | X                         | -              | X                               | X                           | E                        | 40                | 24                                 |
| Maricopa     | Mesa Police                 | X   | X                     | X                         | X              | X                               | X                           | R                        | 0                 | -                                  |
| Maricopa     | Phoenix Police              | X   | X                     | X                         | X              | X                               | X                           | E                        | 46                | 6                                  |
| Maricopa     | Scottsdale Police           | X   | -                     | X                         | -              | X                               | X                           | E                        | 22                | 48                                 |
| Maricopa     | Tempe Police                | X   | -                     | X                         | -              | X                               | X                           | E                        | 28                | 24                                 |
| Pima         | Pima County Sheriff         | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Pima         | Tucson Police               | X   | X                     | X                         | X              | X                               | X                           | E                        | 12                | 2                                  |
| Pinal        | Pinal County Sheriff        | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| ARKANSAS     |                             |   |                       |                           |                |                                 |                             |                          |                   |                                    |
| Jefferson    | Pine Bluff Police           | X   | -                     | X                         | -              | X                               | X                           | -                        | 0                 | -                                  |
| Pulaski      | Pulaski County Sheriff      | X   | -                     | -                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Pulaski      | Little Rock Police          | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Pulaski      | North Little Rock Police    | X   | -                     | -                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Sebastian    | Fort Smith Police           | X   | -                     | X                         | X              | X                               | X                           | -                        | 15                | 12                                 |
| CALIFORNIA   |                             |   |                       |                           |                |                                 |                             |                          |                   |                                    |
| Alameda      | Alameda County Sheriff      | -   | X                     | X                         | X              | X                               | -                           | E                        | 12                | 3                                  |
| Alameda      | Berkeley Police             | X   | -                     | -                         | -              | X                               | X                           | R                        | 69                | 24                                 |
| Alameda      | Fremont Police              | X   | -                     | -                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Alameda      | Hayward Police              | X   | -                     | -                         | -              | X                               | X                           | E                        | 48                | 24                                 |
| Alameda      | Oakland Police              | X   | X                     | X                         | X              | X                               | X                           | E                        | 32                | 6                                  |
| Contra Costa | Contra Costa County Sheriff | -   | X                     | X                         | X              | X                               | -                           | E                        | 0                 | -                                  |
| Contra Costa | Concord Police              | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Contra Costa | Richmond Police             | X   | -                     | -                         | -              | X                               | X                           | R                        | 25                | 24                                 |
| El Dorado    | El Dorado County Sheriff    | -   | -                     | -                         | -              | X                               | -                           | R                        | 0                 | -                                  |
| Fresno       | Fresno Police               | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Imperial     | Imperial County Sheriff     | -   | -                     | X                         | -              | X                               | -                           | R                        | 12                | 48                                 |
| Kern         | Kern County Sheriff         | -   | -                     | X                         | -              | X                               | -                           | E                        | 15                | 24                                 |
| Kern         | Bakersfield Police          | X   | X                     | X                         | X              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Los Angeles County Sheriff  | X   | X                     | X                         | X              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Beverly Hills Police        | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Burbank Police              | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Compton Police              | X   | -                     | -                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Los Angeles  | El Monte Police             | X   | -                     | -                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Glendale Police             | X   | -                     | X                         | -              | X                               | X                           | E                        | 10                | 8                                  |
| Los Angeles  | Inglewood Police            | X   | X                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Long Beach Police           | X   | X                     | X                         | X              | X                               | X                           | E                        | 12                | 2                                  |
| Los Angeles  | Los Angeles Airport Police  | X   | -                     | -                         | -              | X                               | X                           | -                        | 9                 | 4                                  |
| Los Angeles  | Los Angeles Police          | X   | X                     | X                         | X              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Pasadena Police             | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Los Angeles  | Pomona Police               | X   | -                     | X                         | -              | X                               | X                           | R                        | 75                | 48                                 |
| Los Angeles  | Santa Monica Police         | X   | -                     | X                         | -              | X                               | X                           | E                        | 0                 | -                                  |
| Los Angeles  | Torrance Police             | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Los Angeles  | West Covina Police          | X   | -                     | X                         | -              | X                               | X                           | R                        | 0                 | -                                  |
| Los Angeles  | Downey Police               | X   | -                     | X                         | -              | X                               | X                           | R                        | 28                | 9                                  |
| Los Angeles  | Los Angeles School Police   | -   | -                     | -                         | -              | X                               | -                           | -                        | 0                 | -                                  |
| Marin        | Marin County Sheriff        | -   | -                     | X                         | -              | X                               | X                           | E                        | 4                 | 4                                  |
| Monterey     | Monterey County Sheriff     | -   | -                     | X                         | X              | X                               | -                           | E                        | 60                | 8                                  |
| Monterey     | Salinas Police              | X   | -                     | X                         | -              | X                               | X                           | E                        | 12                | 6                                  |

## Functions of computers in local law enforcement agencies, 1990

| County       | Name of agency              | Agencies using computers for: |                |                     |          |                  |                 |                     |                |
|--------------|-----------------------------|-------------------------------|----------------|---------------------|----------|------------------|-----------------|---------------------|----------------|
|              |                             | Budgeting                     | Crime analysis | Crime investigation | Dispatch | Fleet management | Jail management | Manpower allocation | Record-keeping |
| ALABAMA      |                             |                               |                |                     |          |                  |                 |                     |                |
| Jefferson    | Jefferson County Sheriff    | X                             | X              | -                   | -        | -                | X               | -                   | X              |
| Jefferson    | Birmingham Police           | -                             | -              | X                   | X        | X                | X               | -                   | X              |
| Madison      | Huntsville Police           | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Mobile       | Mobile County Sheriff       | X                             | -              | X                   | X        | -                | X               | -                   | X              |
| Mobile       | Mobile Police               | X                             | -              | X                   | X        | X                | X               | X                   | -              |
| Montgomery   | Montgomery County Sheriff   | -                             | -              | -                   | X        | -                | X               | -                   | X              |
| Montgomery   | Montgomery Police           | X                             | X              | X                   | X        | X                | -               | X                   | X              |
| Tuscaloosa   | Tuscaloosa Police           | X                             | X              | X                   | X        | X                | -               | -                   | X              |
| ALASKA       |                             |                               |                |                     |          |                  |                 |                     |                |
| Anchorage    | Anchorage Police            | X                             | X              | X                   | X        | X                | -               | X                   | X              |
| ARIZONA      |                             |                               |                |                     |          |                  |                 |                     |                |
| Maricopa     | Maricopa County Sheriff     | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Maricopa     | Glendale Police             | X                             | X              | X                   | X        | -                | -               | X                   | X              |
| Maricopa     | Mesa Police                 | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Maricopa     | Phoenix Police              | X                             | X              | X                   | X        | X                | -               | -                   | X              |
| Maricopa     | Scottsdale Police           | X                             | -              | X                   | X        | -                | -               | -                   | X              |
| Maricopa     | Tempe Police                | X                             | X              | X                   | X        | -                | -               | X                   | -              |
| Pima         | Pima County Sheriff         | X                             | X              | -                   | X        | X                | X               | -                   | X              |
| Pima         | Tucson Police               | X                             | X              | X                   | X        | X                | -               | X                   | X              |
| Pinal        | Pinal County Sheriff        | -                             | X              | X                   | X        | X                | X               | X                   | X              |
| ARKANSAS     |                             |                               |                |                     |          |                  |                 |                     |                |
| Jefferson    | Pine Bluff Police           | X                             | X              | X                   | -        | X                | X               | -                   | X              |
| Pulaski      | Pulaski County Sheriff      | -                             | -              | X                   | X        | -                | X               | -                   | X              |
| Pulaski      | Little Rock Police          | X                             | X              | -                   | X        | X                | X               | X                   | X              |
| Pulaski      | North Little Rock Police    | -                             | X              | X                   | X        | -                | -               | X                   | X              |
| Sebastian    | Fort Smith Police           | X                             | X              | X                   | X        | -                | -               | X                   | X              |
| CALIFORNIA   |                             |                               |                |                     |          |                  |                 |                     |                |
| Alameda      | Alameda County Sheriff      | X                             | X              | X                   | X        | X                | X               | -                   | X              |
| Alameda      | Berkeley Police             | -                             | X              | X                   | -        | -                | -               | -                   | X              |
| Alameda      | Fremont Police              | -                             | X              | -                   | X        | X                | -               | X                   | X              |
| Alameda      | Hayward Police              | X                             | -              | -                   | X        | -                | -               | -                   | X              |
| Alameda      | Oakland Police              | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Contra Costa | Contra Costa County Sheriff | X                             | X              | X                   | X        | X                | X               | -                   | X              |
| Contra Costa | Concord Police              | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Contra Costa | Richmond Police             | X                             | X              | X                   | X        | -                | -               | X                   | X              |
| El Dorado    | El Dorado County Sheriff    | X                             | -              | -                   | -        | X                | X               | -                   | X              |
| Fresno       | Fresno Police               | -                             | X              | X                   | X        | X                | -               | -                   | X              |
| Imperial     | Imperial County Sheriff     | X                             | X              | X                   | -        | X                | X               | X                   | X              |
| Kern         | Kern County Sheriff         | X                             | X              | X                   | X        | -                | X               | X                   | X              |
| Kern         | Bakersfield Police          | X                             | X              | X                   | X        | X                | -               | X                   | X              |
| Los Angeles  | Los Angeles County Sheriff  | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Los Angeles  | Beverly Hills Police        | X                             | -              | X                   | -        | -                | -               | -                   | X              |
| Los Angeles  | Burbank Police              | X                             | X              | X                   | X        | -                | -               | -                   | X              |
| Los Angeles  | Compton Police              | -                             | X              | X                   | X        | X                | -               | X                   | X              |
| Los Angeles  | El Monte Police             | X                             | X              | -                   | -        | -                | X               | -                   | X              |
| Los Angeles  | Glendale Police             | -                             | X              | X                   | X        | -                | -               | -                   | -              |
| Los Angeles  | Inglewood Police            | X                             | X              | X                   | X        | X                | X               | -                   | X              |
| Los Angeles  | Long Beach Police           | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Los Angeles  | Los Angeles Airport Police  | X                             | X              | -                   | -        | -                | -               | X                   | X              |
| Los Angeles  | Los Angeles Police          | -                             | X              | X                   | X        | X                | -               | X                   | X              |
| Los Angeles  | Pasadena Police             | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Los Angeles  | Pomona Police               | X                             | X              | -                   | X        | -                | X               | X                   | X              |
| Los Angeles  | Santa Monica Police         | -                             | X              | X                   | -        | -                | X               | -                   | X              |
| Los Angeles  | Torrance Police             | -                             | X              | X                   | X        | X                | -               | -                   | X              |
| Los Angeles  | West Covina Police          | X                             | X              | X                   | X        | -                | X               | X                   | X              |
| Los Angeles  | Downey Police               | X                             | X              | X                   | X        | -                | X               | X                   | X              |
| Los Angeles  | Los Angeles School Police   | -                             | -              | X                   | -        | X                | -               | X                   | X              |
| Marin        | Marin County Sheriff        | X                             | X              | X                   | X        | -                | X               | -                   | X              |
| Monterey     | Monterey County Sheriff     | X                             | X              | X                   | X        | X                | X               | X                   | X              |
| Monterey     | Salinas Police              | X                             | X              | X                   | X        | X                | -               | X                   | X              |





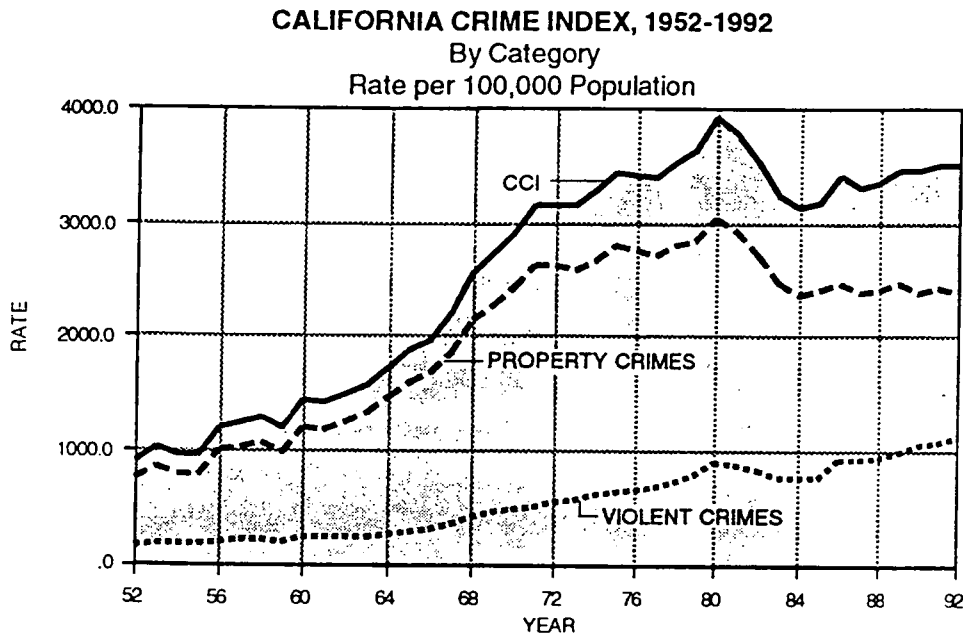
Special units for youth and family problems  
operated by local law enforcement agencies, 1990

| Agencies operating a special unit for |                             |             |                   |                           |       |                      |                  |
|---------------------------------------|-----------------------------|-------------|-------------------|---------------------------|-------|----------------------|------------------|
| County                                | Name of agency              | Child abuse | Domestic violence | Drug education in schools | Gangs | Juvenile delinquency | Missing children |
| ALABAMA                               |                             |             |                   |                           |       |                      |                  |
| Jefferson                             | Jefferson County Sheriff    | X           | X                 | X                         | X     | X                    | X                |
| Jefferson                             | Birmingham Police           | -           | X                 | X                         | X     | X                    | X                |
| Madison                               | Huntsville Police           | X           | -                 | X                         | X     | X                    | X                |
| Mobile                                | Mobile County Sheriff       | X           | X                 | X                         | X     | X                    | X                |
| Mobile                                | Mobile Police               | X           | X                 | X                         | X     | X                    | X                |
| Montgomery                            | Montgomery County Sheriff   | -           | -                 | -                         | -     | -                    | -                |
| Montgomery                            | Montgomery Police           | X           | X                 | X                         | X     | X                    | X                |
| Tuscaloosa                            | Tuscaloosa Police           | X           | -                 | X                         | X     | X                    | X                |
| ALASKA                                |                             |             |                   |                           |       |                      |                  |
| Anchorage                             | Anchorage Police            | X           | -                 | X                         | X     | X                    | X                |
| ARIZONA                               |                             |             |                   |                           |       |                      |                  |
| Maricopa                              | Maricopa County Sheriff     | X           | -                 | X                         | -     | -                    | -                |
| Maricopa                              | Glendale Police             | X           | -                 | X                         | X     | -                    | -                |
| Maricopa                              | Mesa Police                 | X           | -                 | X                         | X     | -                    | X                |
| Maricopa                              | Phoenix Police              | X           | X                 | X                         | X     | X                    | X                |
| Maricopa                              | Scottsdale Police           | -           | X                 | X                         | X     | X                    | -                |
| Maricopa                              | Tempe Police                | X           | X                 | X                         | X     | X                    | X                |
| Pima                                  | Pima County Sheriff         | X           | X                 | X                         | -     | X                    | X                |
| Pima                                  | Tucson Police               | X           | -                 | X                         | X     | X                    | X                |
| Pinal                                 | Pinal County Sheriff        | -           | -                 | X                         | -     | -                    | X                |
| ARKANSAS                              |                             |             |                   |                           |       |                      |                  |
| Jefferson                             | Pine Bluff Police           | -           | -                 | X                         | X     | -                    | -                |
| Pulaski                               | Pulaski County Sheriff      | -           | -                 | X                         | -     | -                    | -                |
| Pulaski                               | Little Rock Police          | X           | -                 | X                         | X     | X                    | X                |
| Pulaski                               | North Little Rock Police    | -           | -                 | -                         | -     | -                    | -                |
| Sebastian                             | Fort Smith Police           | X           | -                 | X                         | -     | X                    | X                |
| CALIFORNIA                            |                             |             |                   |                           |       |                      |                  |
| Alameda                               | Alameda County Sheriff      | X           | X                 | X                         | X     | X                    | X                |
| Alameda                               | Berkeley Police             | X           | X                 | X                         | X     | X                    | X                |
| Alameda                               | Fremont Police              | X           | X                 | X                         | X     | X                    | X                |
| Alameda                               | Hayward Police              | X           | X                 | X                         | X     | X                    | X                |
| Alameda                               | Oakland Police              | X           | X                 | X                         | X     | X                    | X                |
| Contra Costa                          | Contra Costa County Sheriff | X           | -                 | -                         | X     | X                    | X                |
| Contra Costa                          | Concord Police              | X           | X                 | X                         | X     | X                    | X                |
| Contra Costa                          | Richmond Police             | X           | X                 | X                         | X     | X                    | X                |
| El Dorado                             | El Dorado County Sheriff    | X           | -                 | X                         | X     | X                    | X                |
| Fresno                                | Fresno Police               | X           | X                 | X                         | X     | X                    | X                |
| Imperial                              | Imperial County Sheriff     | X           | -                 | X                         | -     | X                    | X                |
| Kern                                  | Kern County Sheriff         | X           | -                 | X                         | X     | -                    | X                |
| Kern                                  | Bakersfield Police          | -           | -                 | X                         | -     | -                    | -                |
| Los Angeles                           | Los Angeles County Sheriff  | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Beverly Hills Police        | X           | -                 | X                         | -     | X                    | X                |
| Los Angeles                           | Burbank Police              | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Compton Police              | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | El Monte Police             | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Glendale Police             | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Inglewood Police            | X           | -                 | X                         | X     | X                    | X                |
| Los Angeles                           | Long Beach Police           | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Los Angeles Airport Police  | -           | -                 | -                         | X     | -                    | -                |
| Los Angeles                           | Los Angeles Police          | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Pasadena Police             | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Pomona Police               | X           | X                 | X                         | X     | -                    | X                |
| Los Angeles                           | Santa Monica Police         | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Torrance Police             | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | West Covina Police          | X           | X                 | X                         | X     | X                    | X                |
| Los Angeles                           | Downey Police               | -           | -                 | X                         | X     | X                    | -                |
| Los Angeles                           | Los Angeles School Police   | X           | -                 | X                         | -     | -                    | -                |
| Marin                                 | Marin County Sheriff        | X           | X                 | X                         | X     | X                    | X                |
| Monterey                              | Monterey County Sheriff     | X           | -                 | X                         | X     | X                    | X                |
| Monterey                              | Salinas Police              | -           | -                 | -                         | X     | X                    | -                |

## Additional special units operated by local law enforcement agencies, 1990

| Agencies operating a special unit for |                             |                             |                                  |                  |                         |                     |                      |
|---------------------------------------|-----------------------------|-----------------------------|----------------------------------|------------------|-------------------------|---------------------|----------------------|
| County                                | Name of agency              | Bias –<br>related<br>crimes | Community<br>crime<br>prevention | Drunk<br>drivers | Prosecutor<br>relations | Repeat<br>offenders | Victim<br>assistance |
| ALABAMA                               |                             |                             |                                  |                  |                         |                     |                      |
| Jefferson                             | Jefferson County Sheriff    | -                           | X                                | -                | -                       | -                   | -                    |
| Jefferson                             | Birmingham Police           | -                           | X                                | X                | X                       | X                   | X                    |
| Madison                               | Huntsville Police           | X                           | X                                | X                | -                       | X                   | -                    |
| Mobile                                | Mobile County Sheriff       | -                           | X                                | X                | -                       | -                   | -                    |
| Mobile                                | Mobile Police               | -                           | X                                | X                | -                       | X                   | X                    |
| Montgomery                            | Montgomery County Sheriff   | -                           | -                                | -                | -                       | -                   | -                    |
| Montgomery                            | Montgomery Police           | -                           | X                                | X                | X                       | X                   | -                    |
| Tuscaloosa                            | Tuscaloosa Police           | -                           | X                                | X                | -                       | -                   | -                    |
| ALASKA                                |                             |                             |                                  |                  |                         |                     |                      |
| Anchorage                             | Anchorage Police            | X                           | X                                | X                | X                       | -                   | -                    |
| ARIZONA                               |                             |                             |                                  |                  |                         |                     |                      |
| Maricopa                              | Maricopa County Sheriff     | -                           | X                                | X                | X                       | X                   | -                    |
| Maricopa                              | Glendale Police             | -                           | X                                | X                | X                       | X                   | -                    |
| Maricopa                              | Mesa Police                 | -                           | X                                | X                | -                       | X                   | -                    |
| Maricopa                              | Phoenix Police              | X                           | X                                | X                | X                       | X                   | -                    |
| Maricopa                              | Scottsdale Police           | X                           | X                                | X                | -                       | X                   | X                    |
| Maricopa                              | Tempe Police                | -                           | X                                | X                | X                       | X                   | X                    |
| Pima                                  | Pima County Sheriff         | -                           | X                                | X                | X                       | -                   | X                    |
| Pima                                  | Tucson Police               | X                           | X                                | X                | X                       | X                   | -                    |
| Pinal                                 | Pinal County Sheriff        | -                           | X                                | -                | -                       | -                   | -                    |
| ARKANSAS                              |                             |                             |                                  |                  |                         |                     |                      |
| Jefferson                             | Pine Bluff Police           | -                           | X                                | -                | -                       | -                   | -                    |
| Pulaski                               | Pulaski County Sheriff      | -                           | X                                | X                | -                       | -                   | -                    |
| Pulaski                               | Little Rock Police          | -                           | X                                | X                | -                       | -                   | -                    |
| Pulaski                               | North Little Rock Police    | -                           | X                                | -                | -                       | -                   | -                    |
| Sebastian                             | Fort Smith Police           | -                           | X                                | X                | X                       | X                   | -                    |
| CALIFORNIA                            |                             |                             |                                  |                  |                         |                     |                      |
| Alameda                               | Alameda County Sheriff      | X                           | X                                | -                | X                       | X                   | -                    |
| Alameda                               | Berkeley Police             | -                           | X                                | X                | X                       | X                   | X                    |
| Alameda                               | Fremont Police              | X                           | X                                | -                | -                       | X                   | X                    |
| Alameda                               | Hayward Police              | X                           | X                                | X                | X                       | -                   | X                    |
| Alameda                               | Oakland Police              | -                           | X                                | -                | -                       | X                   | X                    |
| Contra Costa                          | Contra Costa County Sheriff | X                           | X                                | -                | -                       | -                   | -                    |
| Contra Costa                          | Concord Police              | X                           | X                                | X                | X                       | X                   | X                    |
| Contra Costa                          | Richmond Police             | X                           | X                                | X                | -                       | X                   | X                    |
| El Dorado                             | El Dorado County Sheriff    | -                           | X                                | -                | -                       | -                   | -                    |
| Fresno                                | Fresno Police               | -                           | X                                | X                | X                       | X                   | -                    |
| Imperial                              | Imperial County Sheriff     | -                           | X                                | -                | -                       | X                   | -                    |
| Kern                                  | Kern County Sheriff         | -                           | X                                | -                | -                       | -                   | X                    |
| Kern                                  | Bakersfield Police          | -                           | X                                | X                | -                       | -                   | -                    |
| Los Angeles                           | Los Angeles County Sheriff  | X                           | X                                | X                | X                       | X                   | -                    |
| Los Angeles                           | Beverly Hills Police        | -                           | X                                | X                | -                       | -                   | -                    |
| Los Angeles                           | Burbank Police              | X                           | X                                | X                | X                       | -                   | X                    |
| Los Angeles                           | Compton Police              | X                           | X                                | X                | X                       | X                   | X                    |
| Los Angeles                           | El Monte Police             | X                           | X                                | X                | -                       | -                   | -                    |
| Los Angeles                           | Glendale Police             | X                           | X                                | X                | X                       | X                   | -                    |
| Los Angeles                           | Inglewood Police            | -                           | X                                | X                | X                       | -                   | X                    |
| Los Angeles                           | Long Beach Police           | X                           | X                                | X                | -                       | X                   | -                    |
| Los Angeles                           | Los Angeles Airport Police  | -                           | X                                | -                | X                       | -                   | -                    |
| Los Angeles                           | Los Angeles Police          | X                           | X                                | X                | X                       | X                   | X                    |
| Los Angeles                           | Pasadena Police             | X                           | X                                | -                | -                       | -                   | -                    |
| Los Angeles                           | Pomona Police               | -                           | X                                | -                | -                       | -                   | -                    |
| Los Angeles                           | Santa Monica Police         | X                           | X                                | X                | X                       | X                   | X                    |
| Los Angeles                           | Torrance Police             | X                           | X                                | X                | X                       | -                   | X                    |
| Los Angeles                           | West Covina Police          | X                           | X                                | X                | -                       | -                   | X                    |
| Los Angeles                           | Downey Police               | -                           | X                                | -                | X                       | -                   | -                    |
| Los Angeles                           | Los Angeles School Police   | X                           | X                                | -                | -                       | -                   | -                    |
| Marin                                 | Marin County Sheriff        | -                           | X                                | -                | -                       | X                   | -                    |
| Monterey                              | Monterey County Sheriff     | X                           | X                                | -                | X                       | X                   | -                    |
| Monterey                              | Salinas Police              | -                           | X                                | -                | -                       | X                   | -                    |

# CRIMES



Source: Table 1.

Data depicting crime in California have been published continuously for 41 years. The first *Crime in California* publication was issued in 1953 and included data for the 1952 calendar year.

Comparing 1952 to 1992:

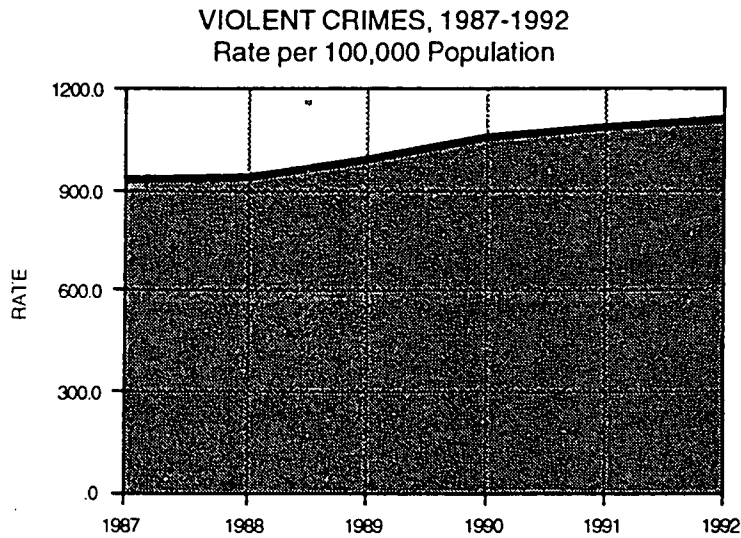
- The CCI rate increased 288.8 percent (from 898.1 to 3,491.5).
- The violent crime rate increased 621.0 percent (from 153.1 to 1,103.9).
- The property crime rate increased 220.5 percent (from 745.0 to 2,387.6).

The CCI rate has increased almost continuously since 1952. The peak year, 1980, was followed by four years of decline when in 1985 crime rates began yet another climb.

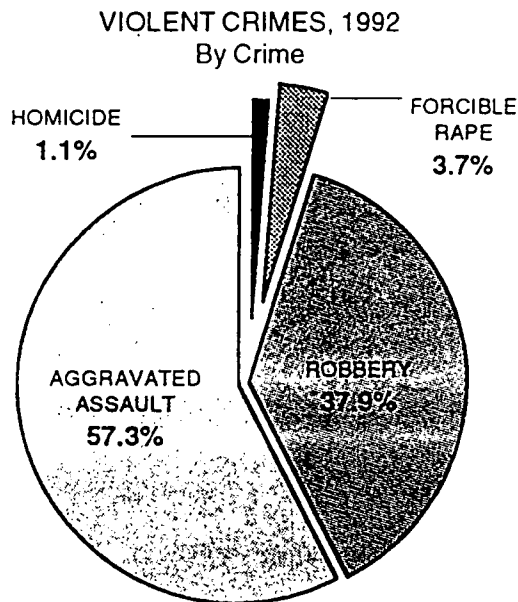
The violent crime rate has grown at more than twice the rate of the CCI and almost three times the rate of property crime since 1952. In 1992, the rate reached its highest level at 1,103.9. In 1952, violent crime accounted for 17.0 percent of the CCI. By 1992, violent crime accounted for 31.6 percent.

The property crime rate, like the CCI, peaked in 1980. In 1952, property crime accounted for 83.0 percent of the CCI. By 1992, property crime accounted for 68.4 percent.

## Violent Crimes



Source: Table 2.



Source: Table 3.

**Violent Crimes - homicide, forcible rape, robbery, and aggravated assault.**

Comparing 1987 to 1992:

- The reported violent crime rate increased 19.0 percent.

Comparing 1991 to 1992:

- The violent crime rate increased 2.2 percent.

In 1992,

Of 345,508 violent crimes reported:

- Homicide accounted for 1.1 percent (3,920).
- Forcible rape accounted for 3.7 percent (12,751).
- Robbery accounted for 37.9 percent (130,867).
- Aggravated assault accounted for 57.3 percent (197,970).

***The violent crime rate increased 19.0 percent from 1987 to 1992.***

## Homicide

**Homicide** - The willful (nonnegligent) killing of one human being by another. Murder and nonnegligent manslaughter are included.

Comparing 1987 to 1992:

- The rate of reported homicides increased 16.8 percent.

Comparing 1991 to 1992:

- The homicide rate decreased .8 percent.

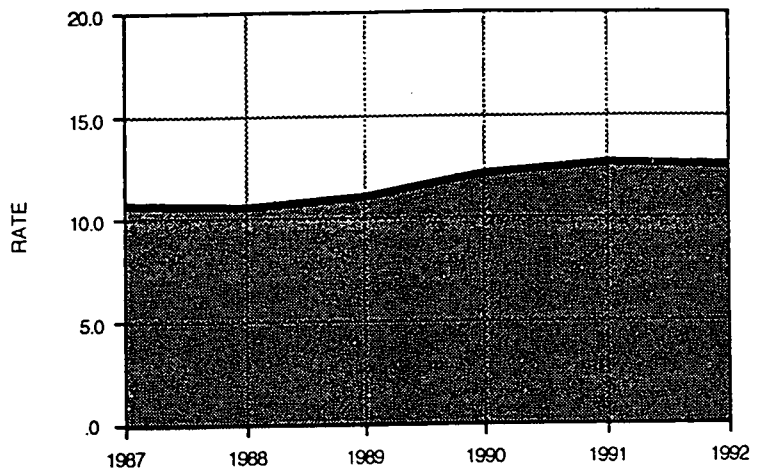
In 1992,

Of 3,920 homicides reported, the type of weapon was known in 3,892 cases (99.3 percent). Of these:

- Firearms accounted for 72.9 percent (2,839).
- Knives or cutting instruments accounted for 14.0 percent (543).
- Blunt objects (clubs, etc.) accounted for 4.1 percent (161).
- Personal weapons (hands, feet, etc.) accounted for 4.3 percent (168).
- Other weapons accounted for 4.7 percent (181).

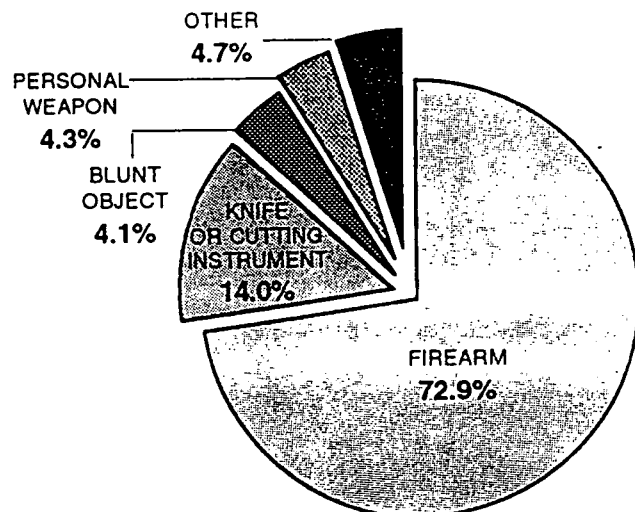
**Although there was an .8 percent decrease in the homicide rate from 1991 to 1992, the five-year trend has shown an increase of 16.8 percent.**

**HOMICIDE CRIMES, 1987-1992**  
Rate per 100,000 Population



Source: Table 2.

**HOMICIDE CRIMES, 1992**  
By Type of Weapon Used



Source: Table 4.

## Total Arrests

Comparing 1987 to 1992:

- There was a 17.2 percent decrease in the rate of total arrests.
- There was a 20.0 percent decrease in the rate of adult arrests and a 3.6 percent increase in the rate of juvenile arrests.

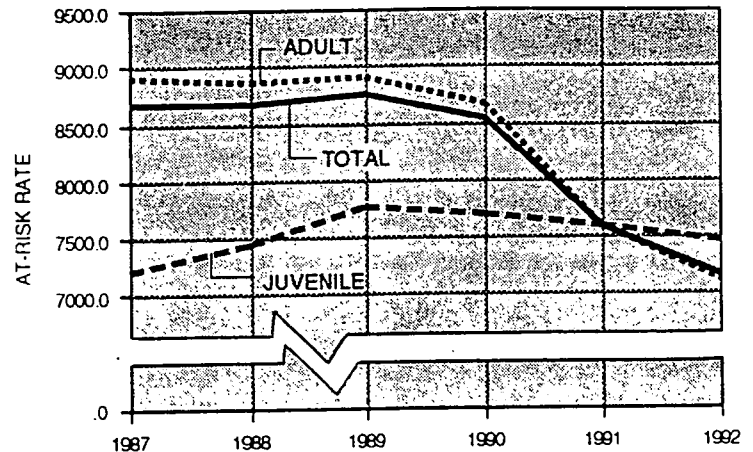
Comparing 1991 to 1992:

- There was a 5.6 percent rate decrease in total arrests.
- There was a 6.2 percent rate decrease in adult arrests and a 1.9 percent rate decrease in juvenile arrests.

Arrest rates for years prior to 1992 may not match previously published data. Arrest rates in the *Crime and Delinquency, 1992* publication were recalculated using revised population data based on the 1990 census. Additionally, the "at-risk" population categories were changed to exclude persons 70 years of age and over.

***From 1991 to 1992, the arrest rate decreased 5.6 percent. This is the third consecutive year of decline.***

TOTAL ARRESTS, 1987-1992  
Rate per 100,000 Population at Risk



Source: Table 17.

## Total Arrests (continued)

Comparing 1987 to 1992:

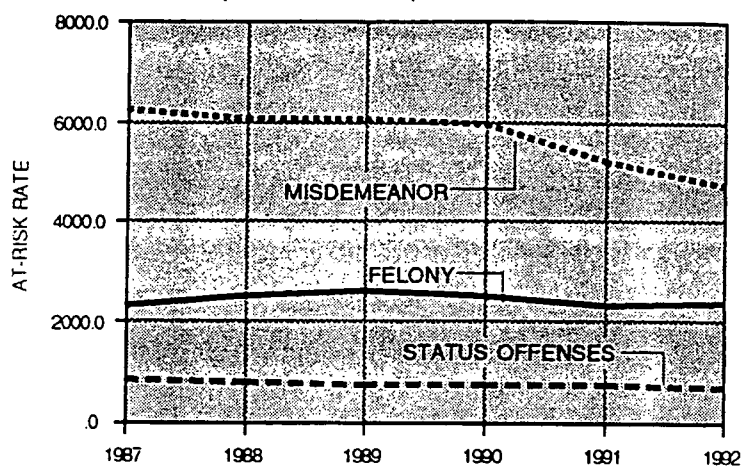
- There was a 1.9 percent increase in the rate of felony arrests.
- There was a 24.3 percent decrease in the rate of misdemeanor arrests.
- There was a 14.6 percent decrease in the rate of status offense arrests.

Comparing 1991 to 1992:

- There was a 2.6 percent rate increase in felony arrests.
- There was a 9.3 percent rate decrease in misdemeanor arrests.
- There was a 4.5 percent rate decrease in arrests for status offenses.

***From 1991 to 1992, the misdemeanor arrest rate decreased 9.3 percent. This is the fifth consecutive year of decline.***

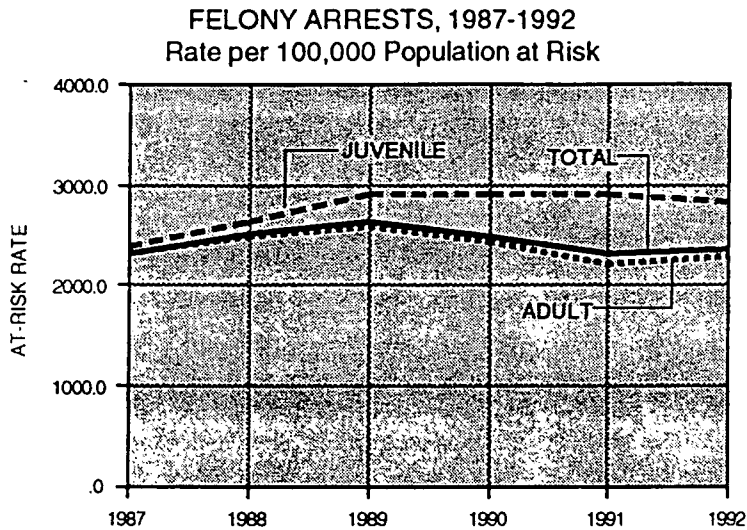
**TOTAL ARRESTS, 1987-1992**  
By Level of Offense  
Rate per 100,000 Population at Risk



Source: Table 17.



## Felony Arrests



Source: Table 17.

### Comparing 1987 to 1992:

- There was a 1.9 percent increase in the rate of total arrests.
- There was a .9 percent decrease in the rate of adult arrests and a 19.0 percent increase in the rate of juvenile arrests.

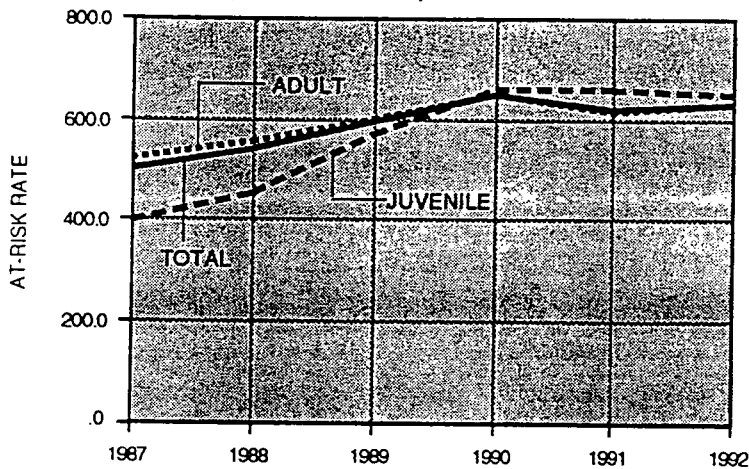
### Comparing 1991 to 1992:

- There was a 2.6 percent rate increase in total arrests.
- There was a 3.6 percent rate increase in adult arrests and a 2.8 percent rate decrease in juvenile arrests.

***In 1992, the felony arrest rate for juveniles decreased 2.8 percent. This is the first decrease for the years shown.***

## Arrests for Violent Offenses

FELONY ARRESTS FOR  
VIOLENT OFFENSES, 1987-1992  
Rate per 100,000 Population at Risk



Source: Table 22.

**Violent Offense Arrests - felony arrests for homicide, forcible rape, robbery, assault, and kidnapping.**

Comparing 1987 to 1992:

- There was a 25.1 percent increase in the rate of total arrests.
- There was a 20.2 percent increase in the rate of adult arrests and a 63.7 percent increase in the rate of juvenile arrests.

Comparing 1991 to 1992:

- There was a 1.5 percent rate increase in total arrests.
- There was a 1.8 percent rate increase in adult arrests and a .8 percent rate decrease in juvenile arrests.

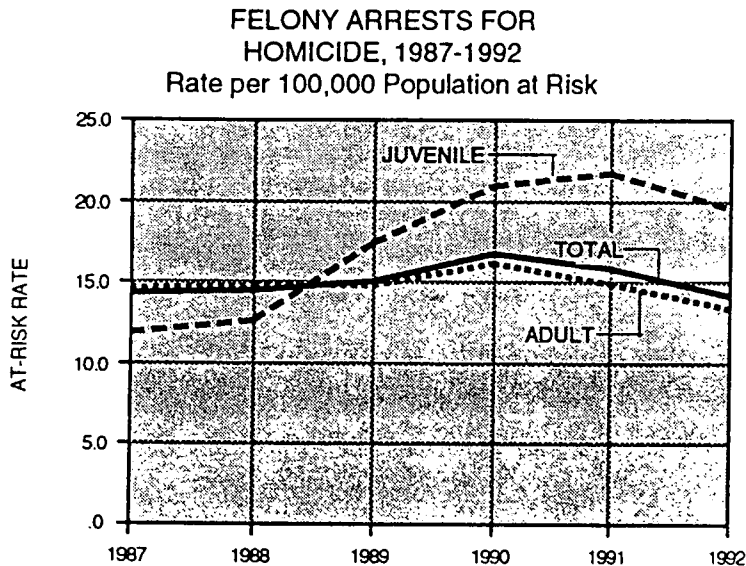
In 1992,

Of 150,853 arrests for violent offenses:

- Adult arrests accounted for 85.7 percent (129,304).
- Juvenile arrests accounted for 14.3 percent (21,549).

***Since 1987, the rate of juvenile arrests for violent offenses increased 63.7 percent.***

## Homicide Arrests



Source: Table 22.

Comparing 1987 to 1992:

- There was a .7 percent decrease in the rate of total arrests.
- There was an 8.9 percent decrease in the rate of adult arrests and a 65.3 percent increase in the rate of juvenile arrests.

Comparing 1991 to 1992:

- There was a 10.8 percent decrease in the rate of total arrests.
- There was a 10.7 percent rate decrease in adult arrests and a 9.7 percent rate decrease in juvenile arrests.

In 1992,

Of 3,387 arrests for homicide:

- Adult arrests accounted for 81.0 percent (2,742).
- Juvenile arrests accounted for 19.0 percent (645).

*From 1987 to 1992, the homicide arrest rate for juveniles increased 65.3 percent. The homicide arrest rate for adults decreased 8.9 percent over the same period.*

LAW ENFORCEMENT AUTHORIZED FULL-TIME PERSONNEL, 1987-1992  
By Type of Agency

| Agency                                | 1987   | 1988   | 1989   | 1990   | 1991   | 1992   | Percent change |           |
|---------------------------------------|--------|--------|--------|--------|--------|--------|----------------|-----------|
|                                       |        |        |        |        |        |        | 1987-1992      | 1991-1992 |
| Total                                 |        |        |        |        |        |        |                |           |
| Total .....                           | 77,015 | 72,586 | 83,807 | 86,814 | 88,628 | 87,020 | 13.0           | -1.8      |
| Sworn and civilian                    |        |        |        |        |        |        |                |           |
| Sworn .....                           | 54,106 | 50,913 | 58,149 | 60,227 | 60,901 | 59,386 | 9.8            | -2.5      |
| Civilian .....                        | 22,909 | 21,673 | 25,658 | 26,537 | 27,727 | 27,634 | 20.6           | -.3       |
| Agency                                |        |        |        |        |        |        |                |           |
| Police departments .....              | 43,311 | 44,161 | 46,034 | 48,181 | 48,541 | 48,166 | 11.2           | -.8       |
| Sworn .....                           | 30,906 | 31,594 | 32,669 | 34,149 | 34,320 | 34,036 | 10.1           | -.8       |
| Civilian .....                        | 12,405 | 12,567 | 13,365 | 14,032 | 14,221 | 14,130 | 13.9           | -.6       |
| Sheriffs' departments¹ .....          | 24,759 | 18,904 | 27,780 | 28,655 | 30,228 | 29,034 | 17.3           | -3.9      |
| Sworn .....                           | 16,950 | 12,688 | 18,635 | 19,174 | 19,721 | 18,595 | 9.7            | -5.7      |
| Civilian .....                        | 7,809  | 6,216  | 9,145  | 9,481  | 10,507 | 10,439 | 33.7           | -.6       |
| California Highway Patrol .....       | 7,558  | 8,127  | 8,635  | 8,610  | 8,487  | 8,501  | 12.5           | .2        |
| Sworn .....                           | 5,490  | 5,862  | 6,064  | 6,129  | 6,041  | 5,969  | 8.7            | -1.2      |
| Civilian .....                        | 2,068  | 2,265  | 2,571  | 2,481  | 2,446  | 2,532  | 22.4           | 3.5       |
| Other law enforcement agencies² ..... | 1,387  | 1,394  | 1,358  | 1,368  | 1,372  | 1,319  | -4.9           | -3.9      |
| Sworn .....                           | 760    | 769    | 781    | 825    | 819    | 786    | 3.4            | -4.0      |
| Civilian .....                        | 627    | 625    | 577    | 543    | 553    | 533    | -15.0          | -3.6      |

Source: Law Enforcement Personnel Survey conducted by LEIC: one-day survey taken October 31.

Note: Personnel in the Department of Justice and other regulatory agencies are not included.

<sup>1</sup>Decreases in sheriffs' departments personnel for 1988 may be the result of a revision to the UCR definition for counting law enforcement personnel (see data limitations in Appendix).

<sup>2</sup>The California State Police, University of California, Lawrence Radiation Laboratory, and Bay Area Rapid Transit are included in the "Other law enforcement agencies" category.

## POPULATION ESTIMATES, 1952-1992

| Year       | Total population | Population at risk |                    |                       |
|------------|------------------|--------------------|--------------------|-----------------------|
|            |                  | Total <sup>1</sup> | Adult <sup>2</sup> | Juvenile <sup>3</sup> |
| 1992 ..... | 31,300,000       | 23,975,578         | 20,661,120         | 3,314,458             |
| 1991 ..... | 30,646,000       | 23,585,168         | 20,356,984         | 3,228,184             |
| 1990 ..... | 29,557,836       | 23,178,961         | 20,027,633         | 3,151,328             |
| 1989 ..... | 28,771,207       | 22,524,392         | 19,451,763         | 3,072,629             |
| 1988 ..... | 28,060,746       | 21,969,953         | 18,885,349         | 3,084,604             |
| 1987 ..... | 27,388,477       | 21,483,563         | 18,378,758         | 3,104,805             |
| 1986 ..... | 26,741,621       | 21,009,362         | 17,903,122         | 3,106,240             |
| 1985 ..... | 26,112,632       | 20,563,314         | 17,468,941         | 3,094,373             |
| 1984 ..... | 25,587,254       | 20,167,923         | 17,083,479         | 3,084,444             |
| 1983 ..... | 25,075,581       | 19,860,746         | 16,763,095         | 3,097,651             |
| 1982 ..... | 24,546,566       | 19,510,945         | 16,415,571         | 3,095,374             |
| 1981 ..... | 24,038,711       | 19,172,812         | 16,082,355         | 3,090,457             |
| 1980 ..... | 23,668,145       | 18,824,197         | 15,778,999         | 3,045,198             |
| 1979 ..... | 23,255,000       | 18,371,691         | 15,323,376         | 3,048,315             |
| 1978 ..... | 22,839,000       | 18,012,901         | 14,916,032         | 3,096,869             |
| 1977 ..... | 22,350,000       | 17,619,453         | 14,470,680         | 3,148,773             |
| 1976 ..... | 21,935,000       | 17,269,884         | 14,080,872         | 3,189,012             |
| 1975 ..... | 21,537,000       | 16,914,556         | 13,694,793         | 3,219,763             |
| 1974 ..... | 21,173,000       | 16,563,671         | 13,339,906         | 3,223,765             |
| 1973 ..... | 20,868,000       | 16,237,031         | 13,031,007         | 3,206,024             |
| 1972 ..... | 20,585,000       | 15,926,249         | 12,758,809         | 3,167,440             |
| 1971 ..... | 20,346,000       | 15,657,238         | 12,542,795         | 3,114,443             |
| 1970 ..... | 20,039,000       | 15,378,312         | 12,339,580         | 3,038,732             |
| 1969 ..... | 19,856,000       | 14,697,200         | 11,657,600         | 3,039,600             |
| 1968 ..... | 19,554,000       | 14,379,400         | 11,403,700         | 2,975,700             |
| 1967 ..... | 19,478,000       | 14,065,700         | 11,159,800         | 2,905,900             |
| 1966 ..... | 19,132,000       | 13,696,700         | 10,872,500         | 2,824,200             |
| 1965 ..... | 18,756,000       | 13,377,400         | 10,620,600         | 2,756,800             |
| 1964 ..... | 18,234,000       | 12,981,700         | 10,311,100         | 2,670,600             |
| 1963 ..... | 17,675,000       | 12,564,600         | 10,047,700         | 2,516,900             |
| 1962 ..... | 17,044,000       | 12,099,200         | 9,740,000          | 2,359,200             |
| 1961 ..... | 16,445,000       | 11,697,900         | 9,469,100          | 2,228,800             |
| 1960 ..... | 15,860,000       | 11,314,900         | 9,203,300          | 2,111,600             |
| 1959 ..... | 15,280,000       | -                  | -                  | -                     |
| 1958 ..... | 14,752,000       | -                  | -                  | -                     |
| 1957 ..... | 14,190,000       | -                  | -                  | -                     |
| 1956 ..... | 13,600,000       | -                  | -                  | -                     |
| 1955 ..... | 13,035,000       | -                  | -                  | -                     |
| 1954 ..... | 12,595,000       | -                  | -                  | -                     |
| 1953 ..... | 12,101,000       | -                  | -                  | -                     |
| 1952 ..... | 11,638,000       | -                  | -                  | -                     |

Source: Population estimates were provided by the Demographic Research Unit, California Department of Finance.

Note: Population data by age are not available prior to 1960.

<sup>1</sup>Total population at risk, 10-69 years of age.<sup>2</sup>Adult population at risk, 18-69 years of age.<sup>3</sup>Juvenile population at risk, 10-17 years of age.

**APPENDIX D**

**N.G.T. PANEL  
ALL PROPOSED TRENDS**

### TRENDS

1. Young, unskilled, single parent families.
2. Degree of efficiency of police investigations as a result of intelligence information from the community.
3. Supervision of criminal offenders in non-custody setting.
4. Minorities in jail population.
5. Asset Seizure Legislation.
6. The level of community involvement and mobilization in reaction to the perception of crime and disorder.
7. Community input into the criminal trial process.
8. Decentralization of investigative units.
9. Working relationships with District Patrol Officer and the Police Investigator.
10. Lack of tolerance confronted by diversity.
11. Change in the emphasis of neighborhood associations.
12. Hate crimes.
13. Drug dependent babies.
14. Specialization of Police Officers.
15. Access to police investigators by the community.
16. Conservative Disposition of local law makers.
17. Predatory, random violence.
18. Service emphasis at the neighborhood level.
19. Neighborhood revitalization and community mobilization.

20. Support for law enforcement and Community Oriented Policing.
21. Non-English speaking neighborhoods.
22. Decriminalization of minor violations.
24. Develop funding source specifically for law enforcement.
25. Shift in city government philosophy toward neighborhoods.
26. Government assumes parenting role.
27. Implementation of Capitol Punishment.
28. Majority support for strict gun control.
29. Polarity between have & have-nots.
30. Minorities in public administration positions.
31. Unmet skilled labor demand.
32. Age polarization.
33. Unequal earning power for women.
34. Collaborative efforts of police with resource agencies.
35. Police/Community partnerships.
36. Disease impacts I.V. drug use.
37. Police sponsored youth mentoring programs.
38. Use of technology by public agencies.
39. Police problem - solving tactics vs. traditional enforcement.
40. Civility in the media and society.
41. Referral of low level investigation to private entities.
42. Gang mentality and predatory violence.



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