

HOW WILL PRIVATIZATION OF
LAW ENFORCEMENT SERVICES AFFECT
SACRAMENTO BY THE YEAR 1999?

By
Lt. Edward Doonan
Sacramento County Sheriff's Department



P.O.S.T. COMMAND COLLEGE CLASS 9
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
December 1989



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Abstract

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Abstract

The growth of the private security industry in the United States continues to
soar at an all time high. Identified trends associated with this growth include
increased peace-officer powers afforded private security employees, specialized
services, and decreased public services provided by traditional law enforcement.

The increased role of private security in law enforcement activities may have
either managed or unmanaged effects on public law enforcement agencies. This
study examines and proposes policies for law enforcement agencies that will enable
beneficial management of these trends, including the development of cooperative
relations with private security representatives.

**HOW WILL PRIVATIZATION OF LAW ENFORCEMENT
SERVICES AFFECT SACRAMENTO BY THE YEAR 1999?**
Executive Summary

By
Lt. Edward Doonan
Sacramento County Sheriff's Department

Introduction

This project examines the history of private security and its relationship with traditional law enforcement.

The study found that although there have been major governmental sponsored research projects completed during the last 20 years, public law enforcement has not developed policies concerning interaction with the private security industry.

This is particularly true of tactical situations, investigations, and training. This finding is surprising in light of the fact that most public law enforcement agencies have developed very specific policies concerning the employment of public police officers who "moonlight" in the security field. These latter policies are believed to have been developed because of concern for liability on the part of law enforcement departments.

Futures Study

Futures research methodologies have been used to evaluate trends and potential events concerning the privatization of law enforcement services. These trends and possible future events are forecasted to determine their impact on public law enforcement by 1999. Those found to have the greatest impact have been used to develop three scenarios that depict three distinct futures for public law enforcement.

The three trends determined to justify future policy considerations include:

1. Level of police powers for private security.
2. Private security specializes as the community grows.
3. Service levels by public law enforcement agencies.

The three events having the greatest impact on the three primary trends include:

1. Legislation passes granting greater police powers to private security.
2. Legislation passes requiring more training for private security.
3. Higher standards for private security are required.

Strategic Plan

Techniques have been used to determine the weaknesses, opportunities, threats, and strengths of a particular law enforcement agency (a sheriff's department was considered in this case) with an eye toward implementing selected policies pertaining to interaction with private security. Ten policies were developed, two of which were then selected as both feasible and desirable for implementation:

1. The development of a micro-mission statement concerning the interaction of law enforcement with private security.
2. A policy establishing regular meetings between public law enforcement and private security.

Transition Management

The Transition Management phase of the Strategic Plan used various techniques to determine key stakeholders, commitment to the plan, and the charting of responsibilities necessary to implement the plan.

Four levels of commitment to the plan were identified:

1. Will block it (the plan).
2. Will let it happen.
3. Will help it happen.
4. Will make it happen.

From a substantial list of key stakeholders, only two organizations were identified as having present positions that might block or hinder the implementation of the plan.

On the other hand, five of the key stakeholders were found likely to let the plan occur. Discussion within this section considered various methods of moving those stakeholders to a position where they would actually help with the implementation.

Finally, two significant stakeholders were identified as being likely to help the plan occur. Discussion regarding these key stakeholders centered on how to move them to the fourth level of commitment (Will make it happen).

The management of the plan implementation will require a project director appointed by the sheriff.

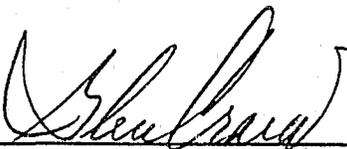
F O R E W A R D

Lieutenant Doonan has provided an insightful review of privatization of law enforcement services.

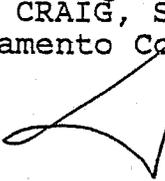
During the 1980's we have seen local government struggling to find adequate resources to deal with the increasing demands on law enforcement services. The result has been a deterioration of service levels in almost every area of law enforcement responsibility.

The 1990's will impose serious choices on local government and privatization is certainly one of the services that must be considered.

Lieutenant Doonan has examined this option very thoroughly and his conclusions and recommendations are certainly well thought out and well presented.



GLEN CRAIG, Sheriff
Sacramento County



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I. INTRODUCTION

The Early History of Security

Since ancient times man has had to rely on some form of security. Security was needed to protect man and his property from predators—other human beings—and animals, fires, floods, etc. Early security measures included physical barriers and groups of people from within the community. As time went on, the groups of people providing security became more organized and legitimized through codification of rules and laws. As societies became more complex, security systems developed and ultimately security was provided by armies.

During the middle ages (476 - 1453 A.D.), groups of 10 families called tithings joined to provide security in maintaining local law and order. In 1285 King Edward issued the *Statute of Westminster* to punish "All who offend against the peace ... and ... to abate the power of felons."¹ This act established the "Watch and Ward, Hue and Cry, and Assize of Arms."² It provided for a town watchman if resistance occurred during an arrest and a requirement for every male between 15 and 60 to keep a weapon in his home to help keep the peace. As societies developed, the groups of 10 became groups of 10s or 100s. Generally, they were grouped together in geographical areas. As kings evolved as the rulers of these areas, the kingdom took on the name of "Shires". "Eventually, the Shire-Reeve, appointed by the King with the responsibility for keeping peace in the shire, had his title compressed to *Sheriff*."³ Their assistants were called *Constables*.

In 1655 Cromwell attempted to use the military as a police force; however, he was defeated because of resistance by all classes of people; therefore, the watch and ward remained the primary means of security and law enforcement until the industrial revolution.

The industrial revolution brought major social and economic changes. As people in large numbers left rural areas for employment in city factories, security and the problems of urban crime intensified. Citizens banded together to hire special police to protect their homes and businesses while the military was used to suppress major riots and maintain national security. Henry Fielding, the Chief Magistrate of Bow Street in London England, selected honest industrious citizens to act as an amateur volunteer police force. Over a period of many years this group became professional detectives known as the Bow Street Runners. Throughout the 18th century, conflict continued in attempts to separate law enforcement from magistrates. Patrick Colquhoun, a local magistrate, wrote in the preface to the sixth edition of his treatise in 1800: "Police in this country may be considered a new science... in the prevention and detection of crime."⁴ He eventually established a private security force protecting West Indian planters' and merchants' goods on the docks of London.

In the beginning of the 19th century, law enforcement was so inadequate that industrial firms hired their own private security. Yet, the public was generally opposed to a formal police department. Eventually, in 1829, Parliament, at the urging of Sir Robert Peel, organized the London Metropolitan Police whose mission statement was as follows:

"It should be understood, at the outset, that the principal objective to be attained is the prevention of crime.

To this great end, every effort of the police is to be directed. The security of person and property, the preservation of public tranquility, and all other objects of a police establishment will thus be better effected than by the detection and punishment of the offender after he has succeeded in committing the crime."⁵

Private Security In The United States – The Beginning

In the United States, up until the Judicare Act of 1872, nearly all authority for enforcement of laws was rooted in the *Common Law*.⁶ Further, due to the early settlers' desire for local autonomy, there was for a number of decades, resistance to efforts to develop a national police force (e.g., separate colonies, development of local county governments, and state "lines of jurisdiction"). As policing in the United States continued to develop over the ensuing decades this common "thread" of local control and autonomy, with an emphasis on service, was woven into the structure of our law enforcement agencies.⁷ As the frontier spread, communities attempted to maintain sentries and security patrols on a volunteer basis; however, wealthy citizens and merchants often would hire employees to serve as guards to protect their life and/or property.

During the rapid movement "West" of citizens from the East Coast of the United States, many communities discovered that they needed to form policing "agencies." However, when such agencies did not exist, residents sometimes grew frustrated with criminal activity and resorted to various forms of "instant justice." Vigilante committees became prevalent throughout the newly developed townships of the west. For example, in the Virginia City area of Montana, citizens gathered together on one particular occasion and identified those believed to be "outlaws." The vigilantes then marked the residences of those identified as outlaws with the sign "3-7-77" and gave their respective occupants 24 hours to get out of town. Those who failed to leave were later taken into custody, hung from the rafters of the local bank, and then buried in a 3 x 7 ft opening in the ground that was 77 inches deep (thus, "3-7-77").

In 1844, legislation was passed establishing the New York Police Department as the first police department in North America. During the next 10 years, police departments were formed in Boston, Philadelphia, Chicago, New Orleans, St. Louis, Baltimore, and others. Since police departments were generally confined only to large cities, the remainder of the country often relied on private security services.

It is interesting to note that while formal police departments were being formed in large metropolitan cities in the mid 1800s, Sacramento County elected its first Sheriff, Joseph McKinney, a 21-year-old gambling establishment proprietor. Prior to 1850, California laws were patterned after Mexican authority. The chief administrator and judicial officer to a particular district was known as an *alcalde*.⁸ The functions of the *alcalde* eventually became the responsibility of the sheriff.

Pinkertons, The American Express and Wells Fargo Companies. In 1850, Henry Wells and William Fargo formed the American Express Company to protect and carry valuables. Two years later they formed a similar company in the Western United States and called it the Wells Fargo company. In 1842 Alan Pinkerton, a barrel maker in Kane County, Illinois, discovered a counterfeiting gang while looking for trees to make barrels. His efforts with the local sheriff helped capture the counterfeiters. He ultimately was appointed a deputy sheriff. Later he moved to Chicago where he became Chicago's first detective. In 1850 he started his own private detective agency and by 1853 had "Five Full time Detectives (one a woman) a secretary, and several clerks."⁹ Over a period of years his company became involved in providing security for railroads. Today, the railroad industry employs one of the largest private security forces vested with *peace officer* powers. During the Civil War he became a major in the Union Army and developed a spy system in the south. After the war he returned to his business. Through time, the Pinkertons, as

they became known, were often hired to assist in businesses involved in labor disputes. The Pinkerton Agency used undercover operatives and "Watchmen" to control strikes. By 1935 Congress censured the agency for their practices; today the Pinkerton Agency does not employ such tactics.

In 1909 William J. Burns, a former operative with the United States Secret Service, formed his detective agency that specialized in detective and investigative work. Later, he became the head of the Bureau of Investigation, which was the forerunner of the F.B.I. that was formed in 1932.

Through the three decades spanning 1900-1930, private security services filled the need for protective services left by inadequate policing. This was especially true of the many labor strikes seen during the 1920s and 30s. Private security in many cases actually took over during those strikes, and maintained order through the use of full police powers.

The Great Depression of the 1930s saw home and farm foreclosures reach 750,000.¹⁰ These foreclosures were from private lenders but were handled by the courts who, in turn, used sworn public officers who were paid a salary or entitled to a fee for their services. By the end of the depression, public law enforcement began to expand as the economy grew.

Through World War II and the 1950s, public law enforcement continued to expand as communities developed. Private security's major responsibilities centered around plant protection, particularly plants involved in the defense industry.

In the 1960s, crime and/or the fear of crime became ever present in urban societies. Public law enforcement became embroiled in controlling civil disturbances. Often these civil disturbances were aimed at private business; therefore, the private security industry began a great period of expansion.

Contemporary Private Security Issues.

In the 1970s, as the war in Vietnam ended and civil disturbances declined, voters became ever more frustrated with property taxes and the cost of government in general. In California, this frustration was manifested in 1978 when voters passed Proposition 13, which severely restricted local communities' ability to increase property taxes. This taxpayer revolt reduced taxes collected to the point where it seriously prevented local public law enforcement from providing all but absolutely vital emergency services. With the restrictions on funding established by Proposition 13, it is questionable whether local public law enforcement can meet the community needs for emergency services. If further funding reductions occur, there will be, of necessity, a growth in private security services.

Current Research

The National Advisory Committee on the Criminal Justice System and Crime Prevention (NACCJSCP). In 1973 the NACCJSCP addressed this reduction in funding. Two years later, they addressed several additional areas of concern including private security. Task Forces were established to study and propose standards in each of these areas. The task forces were comprised of a cross section of experts and leading practitioners in each of the respective fields.¹¹

The task force report on private security was published in 1976. At that time the industry employed more than a million people. Further, the multibillion dollar a year industry was growing at a rate of 10 to 12 percent per year. The foreword of the report indicated that "there is virtually no aspect of society that is not in one way or another affected by Private Security." The involvement of private security in the criminal justice system plays a vital role in the effort to create a safe environment in which to work and live. The task force report concluded that the "interrelation between public and private law enforcement agencies illustrates the obvious importance of striving to achieve uniformly high standards of quality for both personnel and performance."¹²

The Rand Corporation. Rand conducted a 16-month study of private police in the United States under a grant from the National Institute of Law Enforcement and Criminal Justice (NILE CJ) and the Law Enforcement Assistance Administration (LEAA) of the U.S. Department of Justice. The Rand report notes "The most important reason for undertaking this research, however, is to help provide a basis for improving the effectiveness of private police, while reducing their potential for abusing their powers."¹³ The Rand report dealt with a myriad of issues surrounding private policing. The nature of the recommendations ranged from the general to the very specific.

One particular recommendation of the Rand report with a high degree of specificity was that: "There should be a determined, clear-cut policy for public and private police interaction."¹⁴ The report further indicated that there was a minority of responding public police agencies...opting for either the "status quo" or for reduced interaction. Closer relationships, this minority maintained, would be unnecessarily burdensome and would create a responsibility for training private security personnel on whom law enforcement cannot rely upon for the following reasons:

1. Low quality, untrained personnel are attracted to such work;
2. The private policeman's lack of training would reflect on the public police.
3. The private police tend to become overzealous.
4. The high personnel turnover in private security precludes close working relationships.
5. Private agencies would use public police services to further their own interests and profits.
6. It would be impossible to control private police."¹⁵

Task force goals include the following:

1. Effective interaction between the private security industry and law enforcement agencies is imperative for successful crime prevention and depends to a large extent on published clear and understandable policies developed by their administrators.

2. Law enforcement agencies should conduct a survey and maintain a current roster of those private security industry components operating in the agencies' jurisdictions and designate at least one staff office to serve as liaison with them.
3. For law enforcement agencies and the private security industry to most effectively work within the same jurisdiction, policies and procedures should be developed covering: (a) the delineation of working roles as law enforcement officers and private security personnel, (b) The continuous prompt and responsible interchange of information, and (c) cooperative actions between law enforcement agencies and the private security industry.
4. There should be multilevel training programs for public law enforcement officials, including but not limited to the following:
 - A. Roles and missions of the private security industry.
 - B. Legal status and types of services provided by private security companies in California.
 - C. Interchange of information, crime reporting, and cooperative actions with the industry.
 - D. Orientation in technical and operating procedures.

In addition to the goals noted above, the Task Force also developed goals to ensure that public law enforcement and private security services would not be mistakenly misidentified by members of the public. Such goals addressed the topics of equipment, uniforms, use of off-duty officers for investigative work, and job titles. Moreover, the goals also sought to eliminate instances of potential conflicts of interest on the part of public law enforcement personnel involved in the management, ownership, or operation of private security firms.

The Hallcrest Report. In 1980 the National Institute of Justice funded a 30 month descriptive and exploratory study of the private security industry in the U.S. The research project was conducted by Hallcrest System, Inc. Their report was entitled Crime and Protection in America and consisted of a four volume study of private security and law enforcement resources and relationships:

- I. Crime and Protection Resources
- II. Police and Private Security Relationships
- III. Findings conclusions, and recommendations
- IV. Technical Appendices

The "Hallcrest research confirmed that long standing obstacles to interaction and cooperation continue to exist, including role conflict, negative stereotypes, lack of mutual respect and minimal knowledge on the part of law enforcement about private security."¹⁶ The report made the following recommendations:

1. At the community level, private security and law enforcement managers should foster understanding and interaction by sharing crime-prevention materials, specialized security equipment, expertise, and personnel; holding seminars to explain the role of private security to law enforcement personnel and to discuss areas of cooperation for more effective use of protection resources; and encouraging formal and informal interaction of private security and law enforcement personnel.
2. Private security and law enforcement should establish joint task forces to investigate major or recurring losses in the private sector.

Recommendations For Law Enforcement Agencies

1. Appoint a high-ranking officer to act as liaison officer with private security managers.
2. Prepare an inventory of private security firms and proprietary security programs in the community, and should make information on security goods and services available to the public.

3. Identify potential constraints on response to requests for assistance from private security; develop policies and procedures for interacting with security personnel at specific locations and in specific types of incidents; ensure that its officers are familiar with the layout of large facilities protected by private security; encourage patrol officers to acquaint themselves with security personnel, responsibilities, and problems in their patrol areas; and authorize officers to offer constructive criticism when security personnel act inappropriately and to report gross misconduct to security supervisors.
4. Establish uniform policies governing release of criminal investigation information and other public records to private security personnel.
5. Provide contact lists of supervisory personnel to private security managers to facilitate crime reporting and information requests; should provide feedback to private security personnel on investigative and intelligence information supplied by them to the agency; should exchange information with private security investigators and managers with respect to crime patterns, modus operandi, suspects, crime rings, and the like; and should make crime-incident and analysis data used in public crime prevention programs available to corporate and contractual crime prevention programs.

The Hallcrest report also identified police moonlighting in private security as a problem. Generally, the concern for the potential for conflict of interest and misuse of authority were identified, but 90 percent of law enforcement executives reported that their departments had a policy on moonlighting. Clearly privatization of some law enforcement services will always be present as regions expand. Such expansion will continue to surpass public law enforcement growth as indicated in Exhibit 1 found on the following page.

Exhibit 1
 ESTIMATED SIZE OF THE PRIVATE SECURITY INDUSTRY
 COMPARED WITH PUBLIC LAW ENFORCEMENT

	PRIVATE	PUBLIC
Personnel (1982)	640,000*	580,000**
Expenditures for Services/ Products (1979-1980)	\$21.7 billion	\$13.8 billion
Projected Growth in Personnel (1980-1990)		
Total	33%	18%
Contract guards	30%	
State & Local Police Officers		17%

*Excludes approximately 450,000 workers in proprietary security employment.

** Sworn

Source: William C. Cunningham and Todd H. Taylor, *The Hallcrest Report: Private Security and Police in America*, (Chancellor Press, Portland, OR, 1985).

Public law enforcement is projected to grow only at a rate of 18 percent between 1980 and 1990 while private security is anticipated to grow 33 percent during the same time.

Public Policing Privately Provided

In the 1987 National Institute of Justice publication, Public Policing - Privately Provided, public administrators and police officials are given some guidelines concerning issues relating to contracts between local governments and private companies for delivery of police services. The report indicates that "many police officers see these rapidly rising expenditures for private security as a disturbing movement toward the privatization of entire city police departments, but the authors of this report feel such concerns are misplaced."

"Rather, competent police administrators are recognizing the distinctions between functions that can best be performed by sworn police officers and other functions that can be more productively handled by civilians or private firms under contract."¹⁷ The report included an analysis of the level of skill needed to perform many law enforcement tasks based on high, medium and low education, social, and physical skills. It concluded that tasks requiring "high" abilities in all three categories should not be contracted out to private security. However, many tasks were identified as being suitable for contracting with private security, such as:

- Tasks requiring special equipment but minimal skills (e.g., fingerprinting prisoners or applicants and conducting sobriety tests).
- Tasks requiring minimal education, intelligence or physical fitness (e.g., fixed posts or inside guard duty, securing buildings and vehicles, by closing windows and locking doors).
- Tasks requiring specialized training or intelligence but not physical prowess or psychological skills (e.g., investigating embezzlement through electronic funds transfer, conducting background check on job applicants, and comparing records of reported crimes to determine which ones appear to have similar modus operandi).
- Tasks of temporary duration (e.g., securing and patrolling disaster areas or protecting storage areas from prowlers).

The Hallcrest report concluded "Law enforcement can ill afford to continue its traditional policy of isolating and even ignoring the activities of private security. Indeed, law enforcement and government officials must be willing to experiment with some nontraditional approaches to relieve law enforcement of its large workload of minor and non-crime calls for service. The creative use of private security personnel and technology may be the one viable option left to control crime in our communities."¹⁸

Public and Private Law Enforcement: Toward Cooperative Efforts

The Oakland Experiment. In Oakland, California, the business community has become involved in crime prevention and law enforcement in two significant ways:

1. Crime Prevention Through Environmental Design (CPTED) is a concept in which all new construction and major rehabilitation projects are planned through cooperative efforts of the police department and private sector developers.
2. Report Incidents Directly (RID): This program encourages private security personnel to report to the police departments incidents of drug sales, chronic loitering, panhandling, and other possible crimes against persons. The card is either delivered or mailed to the police department.¹⁹

The Private Sector Liaison Committee. The International Association of Chiefs of Police has developed a special "Private Sector Liaison Committee" with the plan of encouraging cooperation between public law enforcement and private security. The plan includes several different strategies:

1. Support public and private sector cooperation via development of model procedures or programs.
2. Facilitate passage of legislation at the state and national levels that assists in reducing corporate victimization and strengthens the level of security in the work place.
3. Profile issues relating to public and private sector cooperation and the efforts of the P.S.L.C. in various law enforcement, security, business, and trade publications.
4. Use the training environment as a vehicle to improve public law enforcement and private security cooperation.²⁰

The Los Angeles Police Department. California's largest police department has also created a formal liaison program to interact with the private security industry. Their program includes the following strategies:

1. Establishment of a centralized clearinghouse that will serve as a full time liaison unit.
2. Establishment of criteria as to what constitutes valid or recognizable security programs.
3. Establishment of policy that supports private security with preliminary investigations and crime deterrence.
4. The review and clarification of existing legislation and constitutional rights that impact daily working relationships, such as the Freedom of Information Act and the 1st Amendment "Right to Privacy" clause.²¹

The Santa Cruz Police Department. This department has developed a program whereby they contract with a private security firm to patrol the city's 26 parks. Initially, it was feared that the public would perceive it as a delegation of police powers to a private firm, or that it would be seen by the city council as a lack of support from the police. Finally, there was concern that the police union would view the program as supplanting or taking jobs away from law enforcement. After careful consideration and extensive planning, the program was implemented with great success. The community has subsequently expanded the program, which has now been recognized by the police union as an effective way to extend law enforcement's watch over the community.²²

The Pasadena Police Department. Pasadena has established a program whose goals are to set forth the expectations the local security industry and law enforcement have of each other. They also plan to develop methods for communication with each other on both a technical and personnel level. There are also plans to provide for subsequent training sessions to educate the respective personnel

regarding job responsibilities. The training program calls for a 16-hour course presented in four-hour modules. The modules include the following:

1. Criminal Law/Laws of Arrest for adults.
2. Juvenile Laws: Child Abuse, Mandatory Reporting, and Social Services.
3. Crime recognition and report writing.
4. Practical exercises.

The critical element of the partnership between the Pasadena Police Department and the security companies is that private enterprise and the public sector share a common theme: "We exist to serve the community."²³

The San Diego Police Academy. This agency has included a lecture on private security services since 1984. Police recruits are taught about the explosive growth and impact of the private security industry on public law enforcement. The lecture is given to help improve attitudes toward private security, to advise officers of the enforcement actions that may be taken by private security personnel, and to develop liaison opportunities with the private security industry. The lecture materials stress the benefits of law enforcement's use of the many skills present in the private sector. Some of the course material includes discussion of the following:

1. Crime prevention through exchange of information.
2. Intelligence gathering.
3. Increased effectiveness of both private and public protection agencies through expanded communications.
4. Better and more accurate reporting of incidents through mutual cooperation.
5. Use of cross-training programs.
6. Coordination of roles.
7. Coordination of efforts in developing productive legislation to upgrade minimum standards and training for private security.
8. Police recruitment.²⁴

Command College Projects

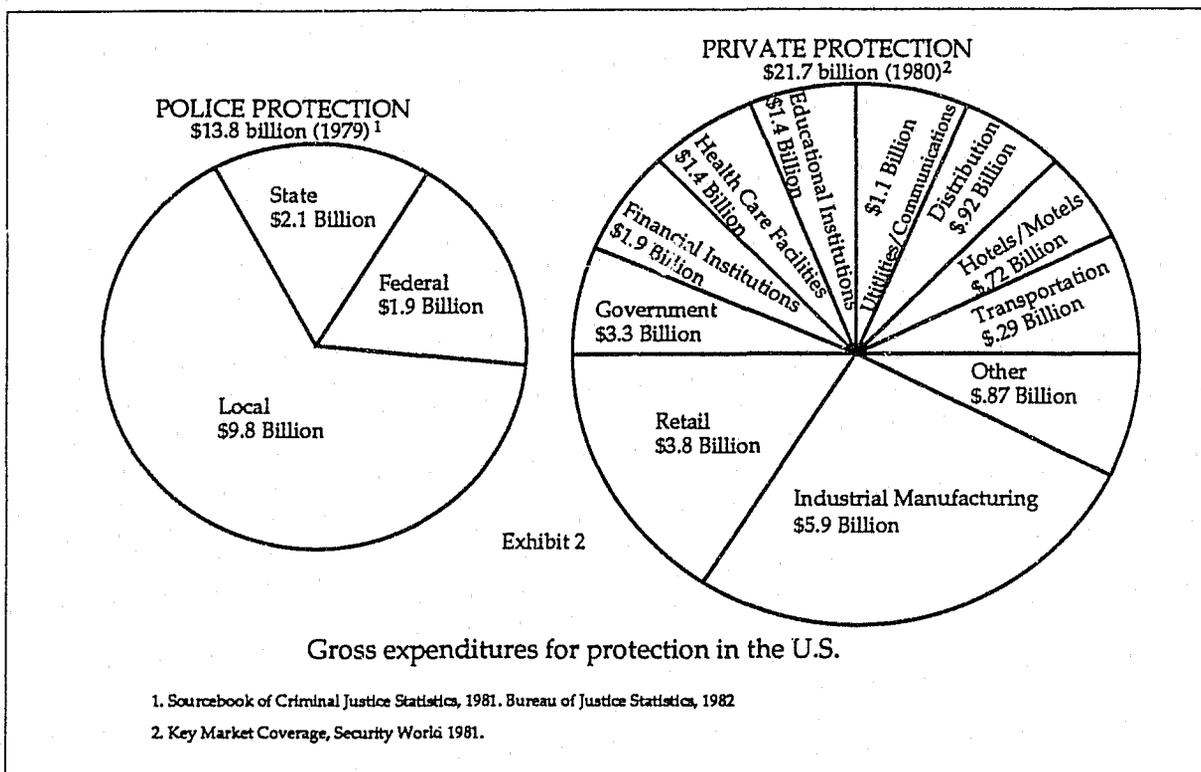
1986 – Jerome Lance concluded in his project Privatization of Law Enforcement: Are We Prepared that when we combine public and private security personnel, we have a substantial increase in crime fighters without a major infusion of police. His paper concluded that a cooperative effort can produce positive results.

1988 – Guy Eisenbrey was more specific in his project: What Will Be The Law Enforcement/Shopping Center Relationship By The Year 2000?. He recommended that a police sergeant will provide the necessary training in matters of private security law and techniques of coordinating the start up of a regional shopping center security association. After the training, this sergeant will identify and register all private security employees in the city. He will then be responsible for beginning the regional association.

The Growth and Specialization of The Private Security Industry.

As private security operations continued to grow and expand during the past two decades, so did the degree of specialization. By the beginning of the 1980s over 21 billion dollars was being spent annually on private security services, as compared to just under 14 billion dollars allocated to public law enforcement. As indicated in Exhibit 2 on the following page, expenditures for private protection are outpacing those of public law enforcement by nearly 60 percent.

Over the past several years there have been several major studies conducted relative to privatization of law enforcement services. All of these studies have concluded that in fact the private security industry is growing at a phenomenal rate. Further, the industry is beginning to specialize to meet the demands of their clients. All of these research projects have also concluded that public law enforcement should be actively involved in interacting with the private security industry.



The Shift of Delivery of Police Services to the Private Sector.

The existing literature indicates that "privatization of law enforcement" is taking place in five basic ways:

1. Default Transfer
2. Accommodation
3. Cooperation
4. Enabling Legislation
5. By Contract

Default Transfer occurs when the government does not meet a pressing need for law enforcement services and private firms fill the vacuum.

Accommodation and Cooperation occurs when public police personnel informally rely on private security personnel to carry out tasks they prefer not to do. In return, the public police provide some needed service such as responding expeditiously to calls for assistance from private security personnel.

Legislation passed recently in several states allows specific types of limited police powers for private security personnel.

Contracts between government agencies and private security companies for specific tasks have become so commonplace that they are beginning to blur traditional distinctions between private and public providers of security services."²⁵ This tremendous volume of information indicates the need for public law enforcement to address, at the policy level, how it needs to interact with private security. Such interaction will likely require careful preparation on the part of law enforcement supervisors if they are to successfully overcome resistance to change.²⁶

Perhaps if all the money spent on private security were spent on public law enforcement, there might be a better product; however, such a thought in a free society with limited governmental resources is sheer fantasy.

The Outlook for the Future. Generally, private security will continue to grow and specialize, either proprietary or contractual. Proprietary security consists of a program where an organization employs all of its own employees to the level of security required. Contractual security is security that is provided to an organization on a contract basis. Thus, the services are provided by personnel who are paid by a security provider rather than by the organization receiving the security service.

PART II – FUTURES RESEARCH

How Will Privatization Of Law Enforcement Services

Affect Sacramento By The Year 1999?

Statement

The researcher set out to explore the general nature of the issue and its implications using futures research methodologies.²⁷ The area of concentration was the city and county of Sacramento over the next decade. Primarily through the use of the Nominal Group Technique, a list of trends and events were developed pertinent to the central topic. The anticipated outcome of this phase of the research is the development of three futures scenarios.²⁸ Their purpose is to use trend and event data to analyze potential aspects of the privatization of law enforcement services.

Methodology – Identification

The following methods were used to gather data considered within this research:

1. Review of the literature. The researcher has reviewed literature in each of the Social, Technological, Environmental, Economic, and Political (STEEP) categories. Literature noted in the Bibliography of this research document played a significant role during the interview and nominal group technique sessions discussed below.

2. Interviews. Early on, the researcher met and held discussions with private security professionals and law enforcement officials regarding the issues. These interviews subsequently led to the researcher's development of a preliminary listing of potential trends and events that could be built upon, modified, or deleted during the Nominal Group Technique sessions.

3. **Nominal Group Technique (NGT).** The researcher selected a group consisting of persons with experience and knowledge pertaining to law enforcement, business, and private security. These individuals participated in the NGT process, resulting in the identification of five potential trends and five potential events addressing the central issue.²⁹

4. **Cross-Impact Analysis.** The same individuals employed in the NGT process were then used for the cross-impact analysis process.³⁰

5. **Futures Scenarios.** Possible-world futures scenarios were developed, addressing the privatization of law enforcement and its impact upon Sacramento. The scenarios were then written by the researcher using data gathered during the NGT process.

Methodology – Implementation

1. **Review of the literature.** There is a good deal of literature, mainly in the form of articles published in journals and trade publications, that address the topic of the privatization of law enforcement. Additionally, several federally funded research reports and a significant study by the Rand Corporation were identified.³¹ The major articles and publications are referenced in the Bibliography of this research document. The literature reviewed is indicative of the increasing funding, roles and responsibilities for private security

2. **Interviews.** The persons likely to have relevant information and data regarding the central issue were consulted. The most significant of the interviews were those within the law enforcement community having jurisdictions of varying sizes. Discussions disclosed significant policy issues pertaining to issues of *interaction*³² between public law enforcement and the private security industry. These were further explored in a survey tool conducted during the strategic planning section of this research document.³³

3. **Nominal Group Technique (NGT).** The implementation phase of the futures research utilized the NGT³⁴ to identify potential trends and events dealing with the broad subject of the privatization of law enforcement. Nine local law enforcement agents, private security professionals, and business persons were selected to participate as a study group. The purpose was to identify potential events and trends dealing with the broad question:

How will privatization of law enforcement services affect Sacramento by 1999?

Group members consisted of line, supervisory, middle-management, and executive personnel. They were briefed on the question and the technique to be used prior to the actual meeting.

Upon convening the study group, detailed instructions were provided with information regarding various aspects of the group technique. In the course of the discussion it was emphasized that each member of the group had an equal "voice" in the decisions of the group.

Group members were asked to take 15 minutes to write trends that would affect the question during the next 10 years. Upon completion of the list, group members were polled in a Round-Robin fashion.³⁵ Each member stated one trend at a time until all trends were recorded on large flip chart pages.

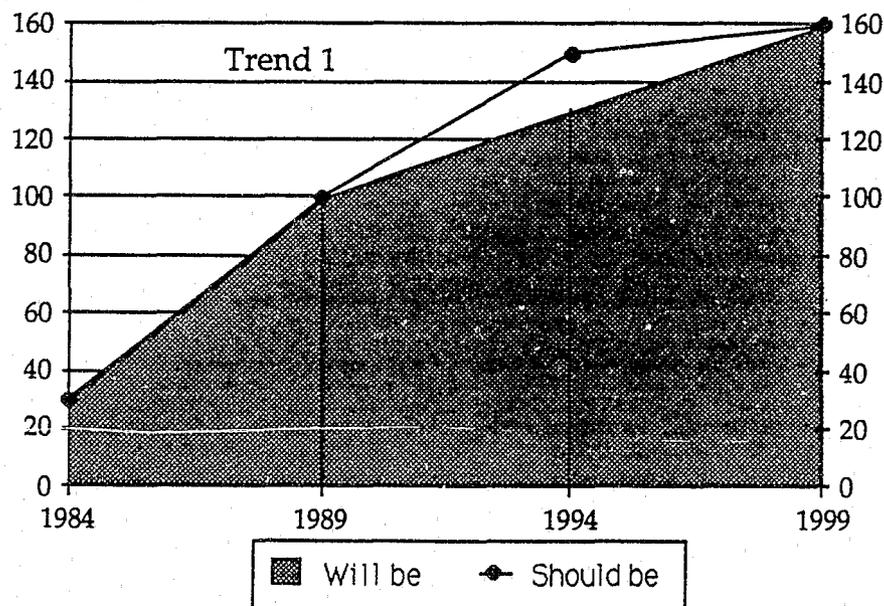
A total of 29 trends³⁶ were identified. Several members of the study group identified the same trend. However, each trend was recorded only once during this phase of trend identification. During discussions to develop candidate trends, the group combined three of the trends (Numbers 6, 8, 22 - see AppendixA). The decision to combine them into one trend was based on the fact that they were all related to the issue of law enforcement services reduced due to budget constraints.

After a thorough discussion of the trends, group members then privately selected the five most significant trends and ranked them on a scale of one to five. This distilling process was recorded on individual 3" by 5" cards and collected anonymously. The candidate trends were counted to determine which five trends would be selected for forecasting.

Forecasted Trends

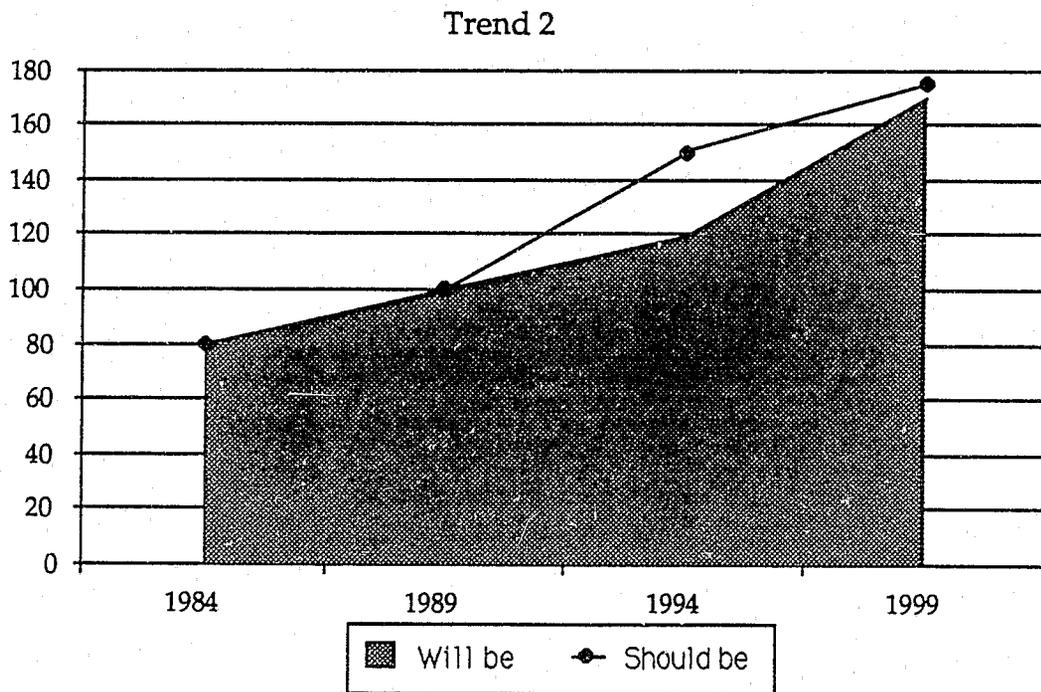
The five most significant trends were evaluated by the group as to their rank relative to "today." Using a fixed point number of 100 for "today," the group was polled as to the trend ranks five years ago, and what it "will be" in five and 10 years from now. Additionally, the group was polled as to what each trend "should be" in five and 10 years from now. The median score was used to chart the trends. The forecasts are described below. See the Trend Statement to examine all trends and the numerical data associated (Table 1).

Trend 1. Level of Police Powers for Private Security. The level of police powers for private security has increased rapidly during the past five years. However, while there will be a steady increase in expansion of those powers for private security over the next decade, it will occur at approximately one-half the rate it did during the past five years.

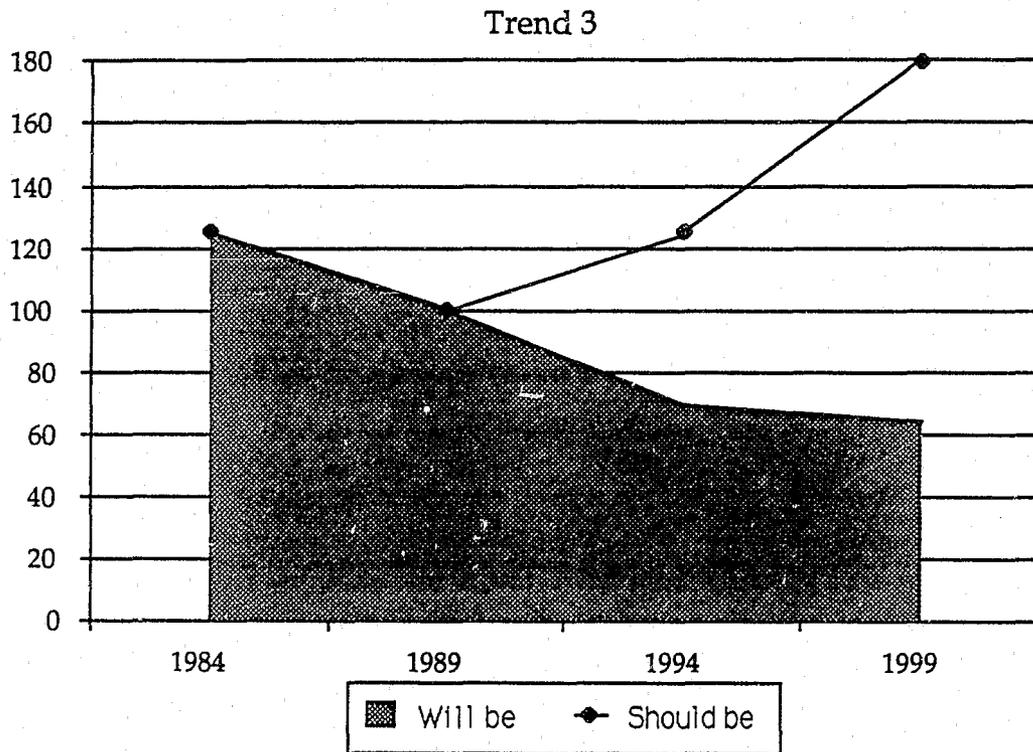


Commensurate with the increase in police powers for the private security industry are the issues of arrest, detention, false imprisonment, illegal use of force, unnecessary use of firearms, and invasion of privacy. These issues, already common policy matters within law enforcement, are sure to confront the private security industry. They will need to be addressed early on by leaders within the legislative, judicial, and law enforcement professions.³⁷

Trend 2. Private Security Specializes as the Community Grows. The group believes that *specialization* within private security will continue to expand. The expansion will be gradual during the next five years, but then will dramatically increase between 1994 and the beginning of the 21st century. This specialization may be enhanced with computer technology. Computer applications in marketing, sales, recruiting, training, dispatching, and supervision will help make the private security business more cost effective.³⁸

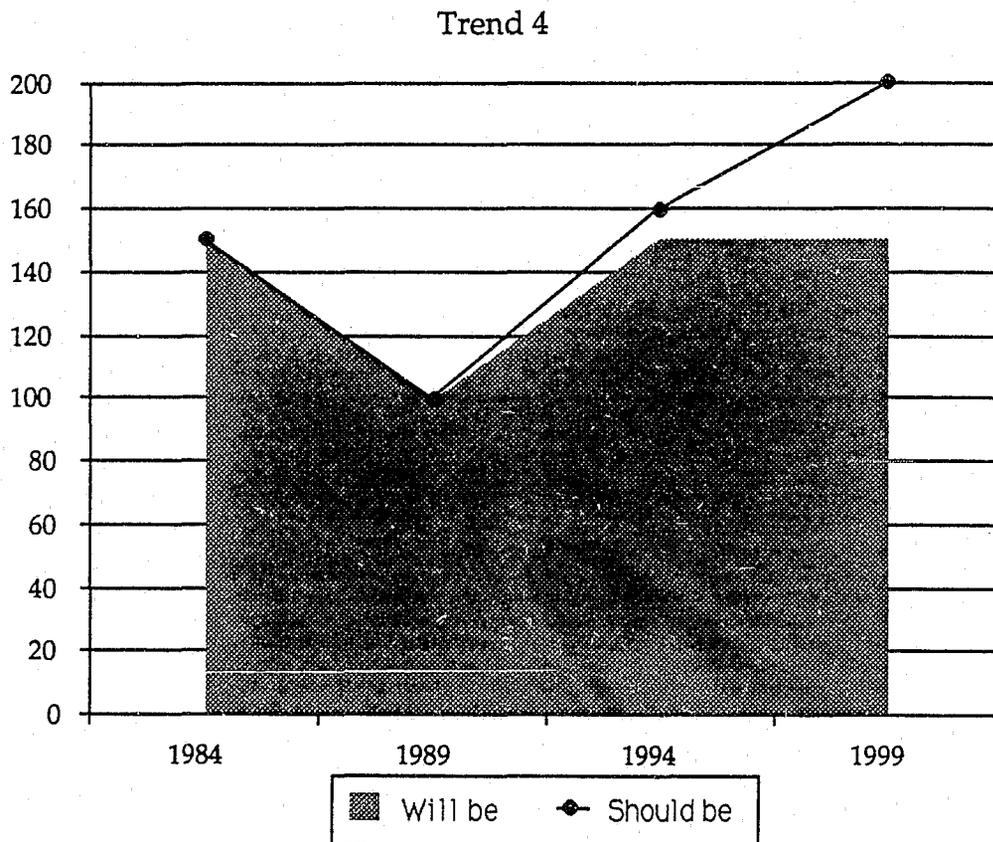


Trend 3. Service Levels by Traditional Law Enforcement Agencies Change Due to Budget Limitations or Growth. There will be a continuing decline in service levels over the next 10 years but not as great as between 1994 and 1999. The *Should Be* levels indicate a sharp increase in the level of service in relation to today. The consensus was that traditional law enforcement services should increase, but, probably, the service levels will continue to decline. Private police are increasingly used in personal and property protection, since public police are unable to provide the specialized protection afforded by private police.³⁹



Trend 4. Ratio of Police Officers to Citizens. There will be a steady decline in the ratio of police to citizens. This decline will begin to level off and remain constant between 1994 and 1999. The ratio of police officer to citizen should increase over the next 10 years. From a pragmatic point of view, the ratio of police officers to citizens will not increase significantly during the remainder of this century.

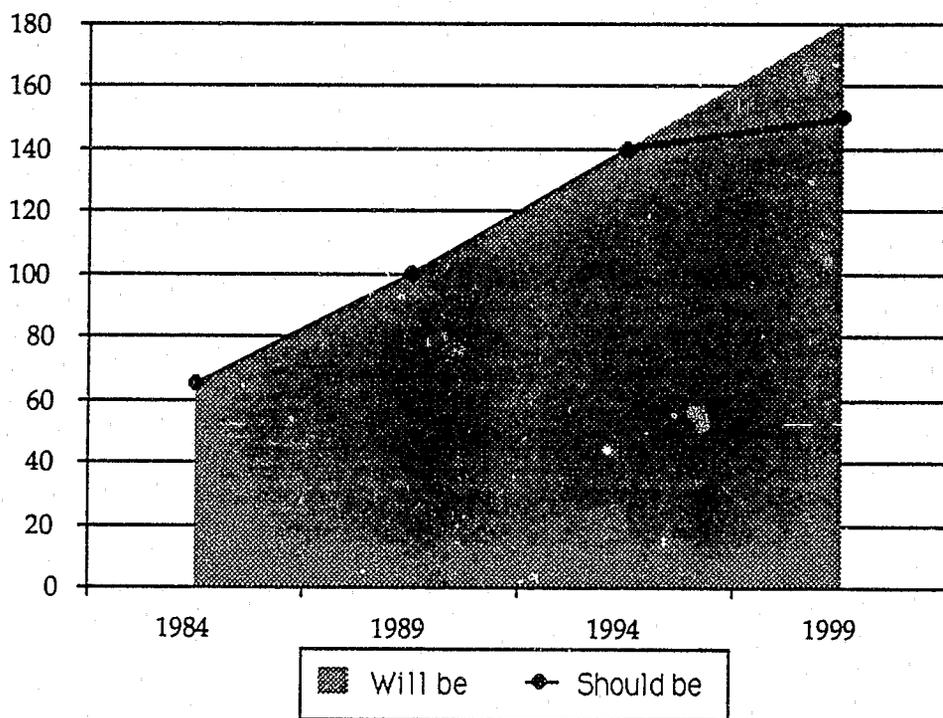
In 1984, the private security industry employed 1,400,000 persons, as compared with 750,000 in public law enforcement. Continued growth is anticipated because of diminishing resources for public law enforcement.⁴⁰



Trend 5. Role of Private Security. There has been a steady increase in the past five years and that increase will continue in a linear fashion during the next 10 years. This is compatible with the belief that private security police powers will increase and that there will be more specialization as traditional law enforcement service levels decline.

Security, in any society, implies a stable environment in which people can live without fear of personal injury or loss of property. With the anticipated decline of security services available from the public sector, it seems clear that a combination of private security will be necessary to maintain those services.⁴¹

Trend 5



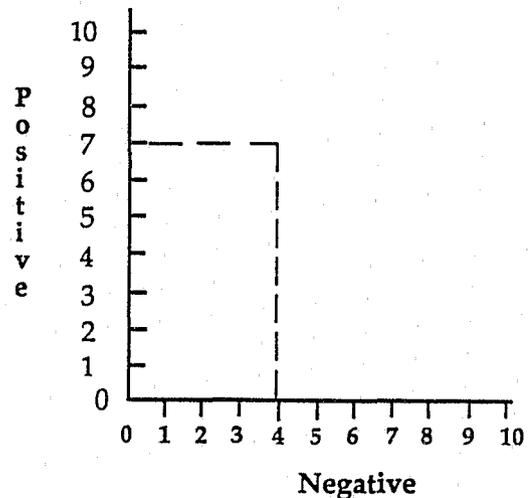
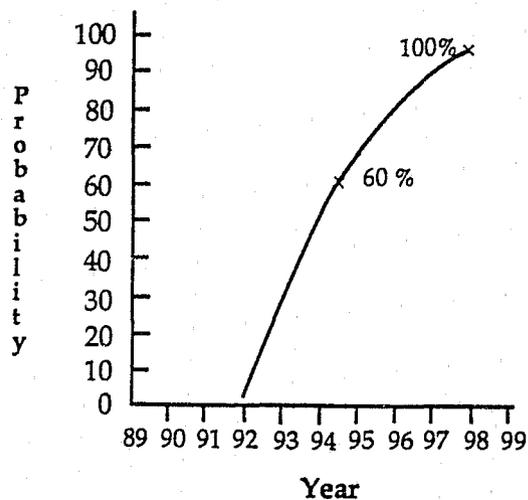
TREND STATEMENT Table 1		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
1	Police Powers For Private Security	30	100	130 <i>Will be Should be</i> 150	160 <i>Will be Should be</i> 160
2	Private Security Begins To Specialize As The Community Grows	80	100	120 <i>Will be Should be</i> 150	170 <i>Will be Should be</i> 175
3	Service Levels By Traditional Law Enforcement Agencies Change Due To Budget Limitations	125	100	70 <i>Will be Should be</i> 125	65 <i>Will be Should be</i> 180
4	Ratio Of Police Officers To Citizens	150	100	150 <i>Will be Should be</i> 160	150 <i>Will be Should be</i> 200
5	Role Of Private Security	65	100	140 <i>Will be Should be</i> 140	180 <i>Will be Should be</i> 150

Event Identification

After completing the Trend Identification and Distillation Process⁴², the Nominal Group identified potential events using the listing and "Round Robin" polling method.

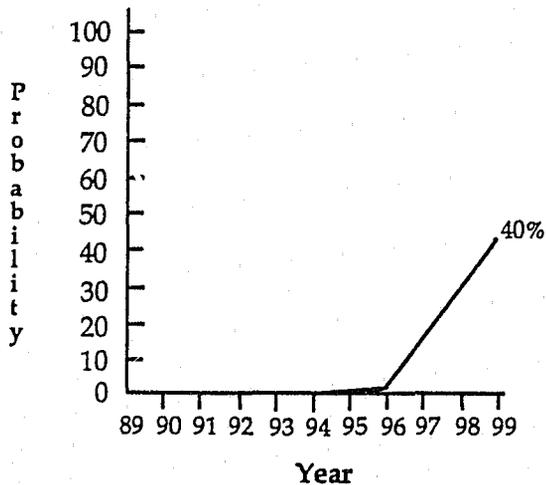
Twenty-one potential events were identified. Some events were identified by more than one participant but recorded only once. This situation was similar to the Trend Identification process. Using the same anonymous prioritizing method, five events were selected to be forecasted.⁴³ These five events were then evaluated relative to their probability of occurrence five years and 10 years from now. Finally, the group analyzed both the positive and negative impact on the central issue if the event occurred.⁴⁴ As with the trends, the group median value was used in charting event probability and positive/negative impact. The events to be forecasted are set forth and discussed below.

Event 1: Legislation Passes Granting Greater Police Powers to Private Security. The group believed that this legislation would probably not occur within the next two years. However, during the next five years, there is a substantial probability that such legislation will be approved, and it will most surely be passed within the next decade. Generally, it was agreed that the positive benefits outweighed the negative impact; however, there was unanimous agreement that other events, such as training requirements, needed to occur to maintain the positive aspect of this event. Granting greater police powers to private security will require licensing and other regulatory statutes.⁴⁵

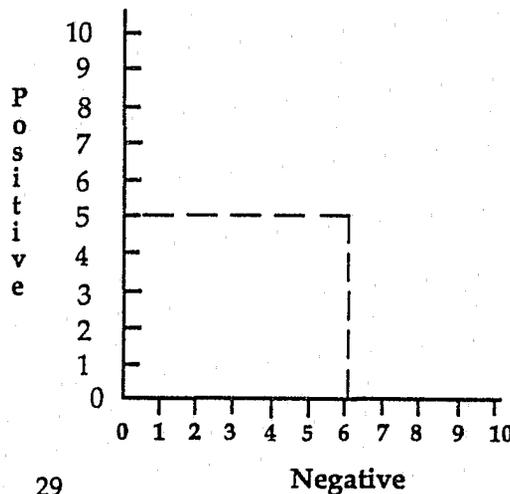


Event 2: Legislation Passes Allowing Citizens to Choose Between Private and Public Law Enforcement, Thereby Allowing the Creation of Private Police Districts. The group believed that it would not be until 1996 before this event could occur. Moreover, there was only a 40 percent chance that it would occur within 10 years. The legislation, if passed, would have a slightly more negative impact than any intended good. Perhaps this is because of the keen competition for clients that such free enterprise would create. On the other hand, such an event may cause competing organizations to emphasize the services provided.

As public agencies suffer from personnel reductions and low "clearance" rates on crimes reported, private security agencies will continue to grow. Since the 19th century, there have been occasions when citizens have chosen private security over public law enforcement. However, they were still required to continue paying for public law enforcement via taxation.⁴⁶



Event 2



Event 3: Legislation Passes Requiring More Training for Private Security Including Specialization Training. This legislation may occur within the next two to three years and has a 70 percent chance of passing in the next five years. This will have a very positive impact upon the issue of privatization of law enforcement services and a limited negative impact.

The growing use of private security police makes training essential. This can be shown by the existence of a large body of statutes and regulations pertaining to the required training of public law enforcement personnel.⁴⁷ The only negative impact discussed concerned some possible problems involving the monitoring of the required training. As with all mandated training, there is the negative impact of cost.⁴⁸

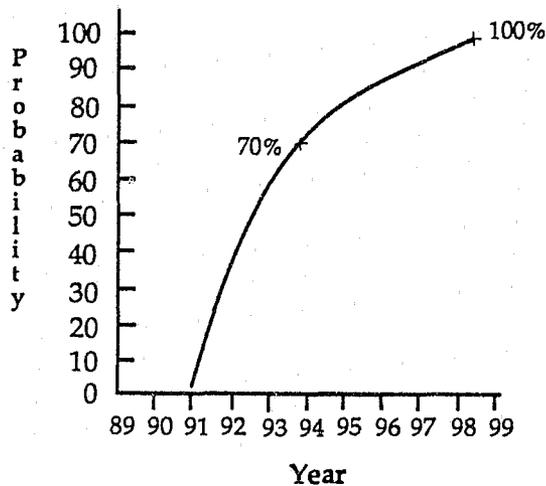
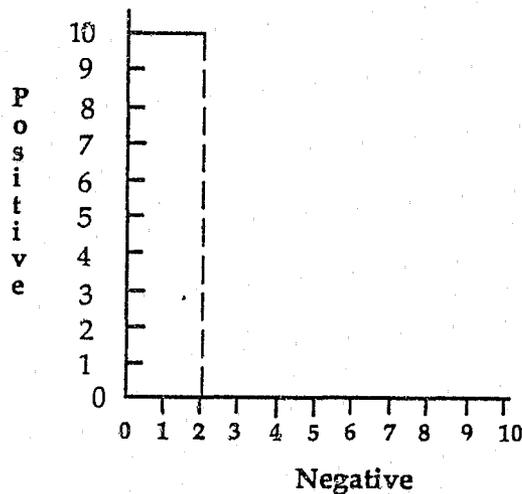


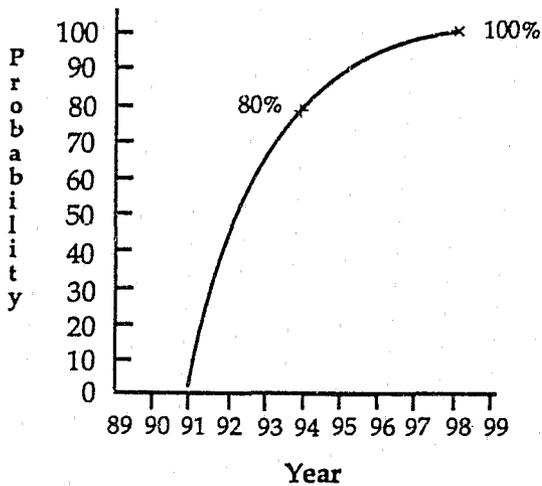
Figure 8

Event 3

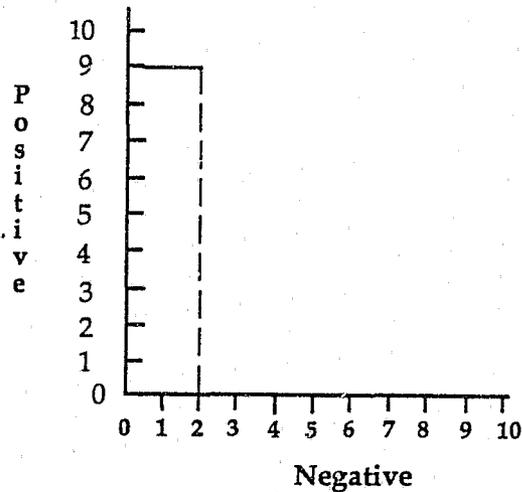


Event 4: Higher Standards for Private Security are Required. This event, in fact, may originally have been considered a trend. However, the group believed that this event will involve the private security industry. Clearly, an organization such as ASIS could establish more individually acceptable standards for private security personnel. These standards may include selection, training, and retention. There is an 80 percent chance of this event occurring within the next five years and an absolute chance of it occurring within 10 years.

Pre-employment standards may include certain psychological tests, such as the Personnel Selection Inventory (PSI), to assess such characteristics as dishonesty, violence, and drug abuse. Additionally, the Minnesota Multiphasic Personality Inventory (MMPI), and the California Personality Inventory (CPI), both of which measure personal and social adjustment patterns or deviations, could be used. These tests are regularly used to screen public law enforcement applicants.⁴⁹

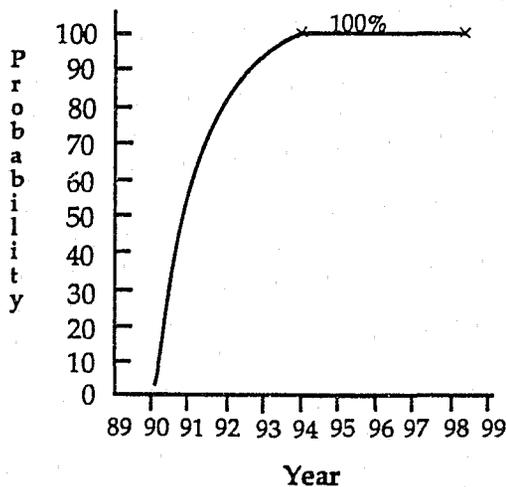


Event 4

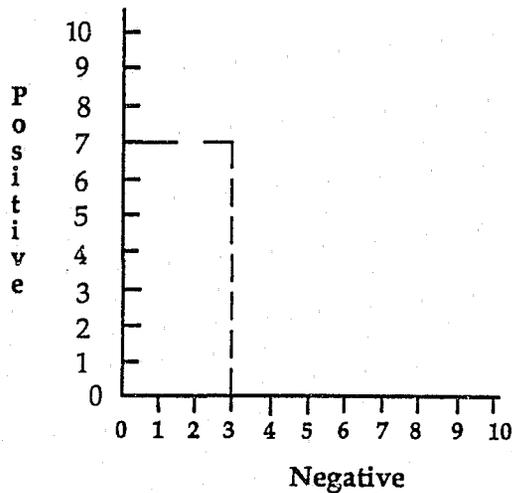


Event 5: Private Security Hired for Foot Patrol in Residential Areas. Although it was identified as an event, it could easily have been considered a trend, since trends are often a series of small events spaced together over time. This event is occurring presently and will have a high probability of continuing during the next 10 years. Generally, it was viewed as more positive than negative, since it would enhance services performed by traditional local law enforcement. The consensus of the group was that the degree of sophistication developed by private security may enhance the degree to which this event occurs.

The traditional role of private security in foot patrol has been passive. However, they are becoming more proactive as security guards are increasingly used to perform duties of public law enforcement personnel.⁵⁰



Event 5



EVENT STATEMENT Table 2		PROBABILITY			Impact On The Issue Area If The Event Occurred	
		Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
1	Legislation Passes Granting Greater Police Powers To Private Security	1992	60%	100%	7	4
2	Legislation Passes Allowing Citizens To Choose Between Private And Public Law Enforcement Thereby Allowing The Creation Of Private Police Districts	1996	0	40%	5	6
3	Legislation Passes Requiring More Training For Private Security Including Specialization Training	1991	70%	100%	10	2
4	Higher Standards For Private Security Are Required	1991	80%	100%	9	2
5	Private Security Hired For Foot Patrol In Residential Areas	1990	100%	100%	7	3

Cross-Impact Analysis

A cross-impact analysis using the Nominal Group Technique (NGT) enables the researcher to identify interrelationships among trends through the assignment of numerical values to those relationships. The value of an event's impact could range from +100 percent to -100 percent. The five most significant events and the five most significant trends identified during the NGT were subjected to a cross-impact analysis.

Using a cross-impact matrix with events in the left hand column and events and trends across the top, each event is counted to determine how many "hits" each event gets on each row of the matrix. (See Table 3 below)

Each event and trend "hit" then gets ranked by the highest percent median to determine which events are the primary "actors," and which events and trends are the primary "reactors."

The following is a brief discussion of the information gathered during this study of the interrelationships of the selected trends and events.

Event 1: Legislation Passes Granting Greater Police Powers to Private Security. In this instance, there was a consensus that this event would have a great impact. As a result of this assumption, the event should be high on the list of policy considerations. The event was also classified through the NGT process as being very likely to occur within the next three years.

Event 2: Legislation Passes Allowing Citizens to Choose Between Private and Public Law Enforcement, Thereby Allowing the Creation of Private Police Districts. This event had a significant interaction with the other events and trends. However, it will be excluded from future policy considerations due to its low probability of occurrence within the next decade.

Event 3: Legislation Passes Requiring More Training for Private Security Including Specialization Training. This was found to be the primary "actor" among all of the listed events. This event had significant interaction with all other events and trends, and developed a high probability of occurring within the next two years. The event also held the highest potential for positive impact upon the law enforcement community. As a result of these features, this event was appropriately selected for further policy considerations (discussed in subsequent portions of this research document).

Event 4: Higher Standards for Private Security are Required. This event held the highest probability of occurring within the next five years and held the second highest potential for positive impact upon the law enforcement community. Accordingly, it will be examined for potential impact on policies likely to be adopted by the law enforcement community pertaining to the private security industry.

Event 5: Private Security Hired for Foot Patrol in Residential Areas. While this event has a high probability of occurring in the next year, it has such low interaction rate with other events and trends that it will be excluded from consideration in the future policy planning discussions found later in this paper.

Cross-Impact Analysis – Trends. The primary trends, in rank order, are listed below:

- A. **Trend 3** – Service Levels by Traditional Law Enforcement Agencies Change Due to Budget Limitations or Growth.
- B. **Trend 2** – Private Security Specializes as the Community Grows
- C. **Trend 1**– Level of Police Powers for Private Security.

The entire cross-impact evaluation analysis is provided on the following page, indicating the entire range of interactions between trends and events.

CROSS-IMPACT EVALUATION

Table 3

Suppose that this event actually occurred..... How would the probability of the events shown below be affected?

How would the level of these trends be affected?

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	/	+80%	+100%	+100%	+80%	+90%	+80%	+70%	+15%	+100%
E2	+70%	X	+100%	+100%	+100%	+85%	+90%	+35%	+40%	+100%
E3	+80%	+75%	X	+100%	+80%	+75%	+80%	+70%	+30%	+90%
E4	+85%	+85%	+90%	X	+90%	+80%	+60%	-	+10%	+90%
E5	+25%	+75%	+70%	+70%	X	+70%	+40%	+20%	+20%	+100%

E1 Legislation passes granting greater police powers to private security	T1 Police powers for private security
E2 Legislation passes allowing citizens to choose between private and public law enforcement, thereby allowing the creation of private police districts	T2 Private security begins to specialize as the community grows
E3 Legislation passes requiring more training for private security including specialization training	T3 Service levels by traditional law enforcement agencies change due to budget limitations
E4 Higher standards for private security are required	T4 Ratio of police officers to citizens
E5 Private security hired for foot patrol in residential areas	T5 Role of private security

Futures Scenarios As Written By An Historian In 1999

What follows are "historical" reports of three imagined worlds in which the researcher explores the dynamics of the data gathered during earlier segments of the study. Specifically, the researcher will develop, much as a law enforcement historian would, reflections on major events and trends pertaining to the central issue that span the "previous" decade (1989–1999). This research technique, known as *Futures Scenarios*, will explore the central issues within the following three contexts:

- 1. Exploratory Nominal – Surprise Free.** This context examines the world as it pertains to the central issue based on an assumption that events have occurred as they were expected to occur (the trends continued as forecasted) and no *unexpected* events occurred.
- 2. Feared But Possible – Normative Mode.** Although not likely to occur, this mode examines a world in which events occurred that have been identified as less probable to occur than others considered.
- 3. Hypothetical – "What if..."** This mode examines a possible world in which events occur which were considered possible, but not likely to occur over the period in question.

Scenario Number 1: Exploratory – Surprise Free

In the late 1980s and early 1990s, local law enforcement's ability to provide direct services to the public was declining as the community continued to expand. Various special tax measures were attempted in order to fund this need. Some were successful but failed to significantly increase the level of traditional law enforcement services, particularly patrol and criminal investigation. In the meantime, the role of private security in the community continued to expand.

Throughout Sacramento County, small industrial and shopping complexes and residential districts began to deploy their own private security forces. These security forces included unarmed, highly visible "eyes and ears" patrol persons as well as trained tactical responders and criminal investigators. One such complex was the sprawling ARCO Arena. The center of the ARCO complex contained an indoor arena that opened in the Fall of 1988. The arena is the home of the Sacramento Kings basketball team and the location of many other events such as concerts, circuses, etc. Next to the arena is an outdoor stadium that was completed in the Spring of 1991 and is the home of the Raiders football team and baseball's National League Giants. The sports complex serves as the hub of hundreds of acres of a light industrial complex containing a vast number of small, mostly service and warehouse type, businesses. The ARCO complex employs over 200 full time security personnel and over 100 part time officers. Included in their personnel are teams of tactical response officers for major incidents and a team of highly trained detectives specializing in computer crime, particularly employee embezzlement.

During the past decade, there were several attempts to legislatively grant more powers to private police. These efforts were generally accompanied by legislation requiring more training of private security. Most of the legislation had some opposition from individuals and groups not desiring an expansion of private security. This was because of the costs of training or the philosophical opposition to private security. Over time and through negotiations, legislation has been enacted requiring more training of private security officers as well as allowing them more police powers. Even before this legislation, the private security industry vigorously worked to increase the standards for private security and, in fact, paved the way for this legislation by defining various levels of private security officers.

Today there are four levels of security officers. Level IV is the proprietary security officer who works exclusively guarding an individual business. These security personnel are required to have the least amount of training because their powers are limited to "Observe and Report" in a closed environment. Level III security officers are required to have additional training, and their duties may include such tasks as uniformed patrol, parking enforcement, crowd control, and other duties not requiring being armed. Level II security officers are armed and may perform duties similar to the Level III but, because of their training, they may be armed. Finally, the select few Level I security officers have full powers of a regular sworn officer; however, they must also meet all minimum employment and training standards of regular peace officers in the state. The Commission on Peace Officer Standards and Training assumed the regulatory responsibility for monitoring private security from the Bureau of Consumer Affairs in 1993. Most security companies do not employ the Level I officer on a full-time basis because of the training requirements and liability; however, some firms employ full time public peace officers on a contract or part-time basis. Conditions of such employment include authorization by the public entity and the requirement for documentation relative to training.

As the role of private security expanded, so did their visibility. Private security officers now wear sharply distinctive uniforms and often patrol in clearly marked patrol vehicles. Private patrol services provide services such as traffic and parking control at shopping malls and supervising crowd control operations at sporting events. More recently, the local private security firms began patrol services with full peace officer powers in certain high-technical commercial areas. Full patrol services have also been established at many of the newly developed "private communities," including Rancho Murietta and Lakeview Estates. Most private

security firms have placed an emphasis on providing fast, courteous service at a competitive price.

The sheriff's department has been very supportive of the increased roles now being undertaken by private security. Roles have been defined, mutual training programs developed, and frequent meetings are held at both the policy and operational levels.

In 1996, legislation was introduced to allow citizens to choose between public and private law enforcement. Over the years many such attempts were made, but were unsuccessful on a large scale because citizens were still required to pay for traditional law enforcement services. This latest legislation, if enacted, would give citizens a *tax credit* when a group formed a "Special Police District." As defined in the legislation, a "Special Police District" would not require assistance from traditional law enforcement. While this legislation has not passed, it is an interesting concept. Unfortunately, it is a concept stemming from the perception that traditional public law enforcement is not meeting the needs of certain segments of the community today.

This type of legislation should serve as a warning to public law enforcement that there is a need for more precisely defined spheres of operation. Further, as private security increases, it will have increasing influence in the community. It will be imperative for public law enforcement to develop policies enhancing the interfacing of public and private law enforcement. If public law enforcement chooses to ignore the private security industry's increasing influence in the community, policies adopted pertaining to private security may have negative impacts upon public police departments (yet avoidable ones).

Scenario 2: Normative Mode – Feared But Possible

In the late 1980s and early 1990s local law enforcement was unable to keep pace with the expansion of service demands. As the population grew, so did problems associated with urban growth, in particular gang warfare and greater drug abuse, particularly cocaine use. Despite the obvious problems, citizens continued to resist tax proposals. Much of this resistance was founded on the belief that increased taxes support a large bureaucracy with no corresponding increase in service. This combination of increased demand and reduced administration contributed to the sheriff department's failure to plan for the future. So much effort was expended reacting to each crisis that very little effort remained to evaluate the crisis and develop a cohesive plan for the future.

As a result of the planning and performance gap left by local law enforcement, many private security firms have developed in the Sacramento area. Most of these are subsidiaries of major firms with security officers throughout the state and nation. Most are well managed and consumer oriented. This emphasis on meeting customer satisfaction has made them both financially and politically very successful. Along with the marketing process associated with any business, there are also strong lobbying efforts at the state capitol as well as the local city council and board of supervisors. One result of this effort occurred in 1994, when through their efforts, legislation was passed granting private security officers greater police powers. This was consistent with earlier efforts to increase employment and training standards. The private security lobby has yet to be successful in their efforts to get legislation that would allow citizens to choose between private and public law enforcement. However, they were able to get the Sacramento Board of Supervisors to allow citizens in the Rancho Murietta area to have their own police district and only contract with the sheriff's department for investigations of "major crimes."

To date, there have been no major crimes in the Rancho Murietta area. One major reason for this significant lack of crime is their highly visible security force. Currently, private security organizations are actively expanding their service areas. Recent polls indicate that this effort will be successful. A key to this successful expansion of private security services is the County Board of Supervisors' consistent *resistance* to efforts by local subdivisions to obtain additional public law enforcement services. Further, the sheriff's department has thwarted efforts by private security to provide supplemental patrol and other related services. This can be witnessed by the fact that there has been no concerted effort to foster a positive interaction between the department and the private security industry. Any interaction is as a result of some crisis in the community, where the roles of private security and the sheriff's department's roles conflict.

Scenario 3: Hypothetical Mode – What If.....

In 1989 the citizens of Sacramento County passed a tax measure increasing the number of deputy sheriffs. A similar measure increasing the size of the police department was passed in the city. However, efforts to consolidate city and county failed because the same level of service could not be "guaranteed" in a merger. This increased service level created such a dramatic positive effect that in 1991 the citizens voted to create a special law enforcement tax made up of development fees. These were based on the square foot estimates of new building permits and a direct tax based on population growth. It is because of this series of assessments that local law enforcement has been able to keep pace with the growth of the community. This situation also served to minimize the use of private security. The exception to this is the use of unarmed foot patrols in residential areas and in some highly specialized criminal investigations.

Shopping centers are the primary consumers of private security, and they use this measure to prevent such crimes as petty theft shoplifting and vehicle thefts. Private security is also used quite extensively to augment local law enforcement at large scale events such as concerts, football and basketball games. Additionally, large business industrial complexes that are locked behind security fences and gates, such as the Aero-Jet General Plans, use private security.

Private security's role continued to expand in highly specialized areas such as computer fraud, insider training, and other white collar criminal investigations. In 1995, the legislature passed a law allowing greater police powers for private security involved in the investigation of white collar crimes. Also passed was a companion piece of legislation requiring special training for those private security officers involved in white collar criminal investigations. During the same year, the legislature rejected proposed legislation allowing for businesses to not pay for law enforcement services if they maintained their own in-house security force. Interaction between the sheriff's department and private security is cordial but neither group actively seeks interaction because no need is perceived. This perhaps has occurred as a result of no conflicts in roles, because public law enforcement has kept pace with community growth.

PART III. - STRATEGIC PLANNING

Statement

Research conducted in the Futures Study at Part II of this paper developed a future scenario⁵¹ that was deemed both attainable and desirable. This current section of the research will primarily concern itself with the development of a Strategic Plan.⁵² This will articulate suggested roles law enforcement agencies immersed in issues likely to arise out of the continued growth in public-police-like services provided by the private security industry (e.g., preventive patrol). Further, this Strategic Plan will be designed to help move those concerned law enforcement agencies from the present to a future that enjoys those earlier described desired and attainable states of affairs noted in Scenario 1 of the futures section.

Each of the scenarios in futures study section describe futures in which policies must be developed. Scenario 1 describes the future evolution or outcome of current forces in motion. Since it is surprise free, it permits new events, trends and policies, but only if their presence would not be surprising to the user.

Methods - Identification

Set forth below are the methods and techniques used in this section of the research.

1. **Interviews/Surveys.** The researcher conducted interviews with persons known to have expertise in the subject area (see Appendix E for a list of participating agencies/persons).

2. WOTS-UP Analysis and Capability Analysis.

- A. "Weaknesses, Opportunities, Threats, and Strengths Underlying Planning" process was employed to determine the *strengths* and *weaknesses* of local law enforcement as they pertain to the central issue. Likewise, threats and opportunities (for law enforcement agencies) are examined within the context of a growing private security industry.⁵³
- B. "Capability Analysis", was employed to rate the resources and departmental *capabilities* of the law enforcement agency under consideration. The rating was performed by individuals from within and without the agency.

3. **Brainstorming.** The research also included an NGT exercise in which members participated in the generation of relevant policies for consideration.

4. **Identification of a Mission Statement.** An overall mission statement was adopted for law enforcement in general, as well as one for dealing with challenges brought about by the growth in the private security industry.

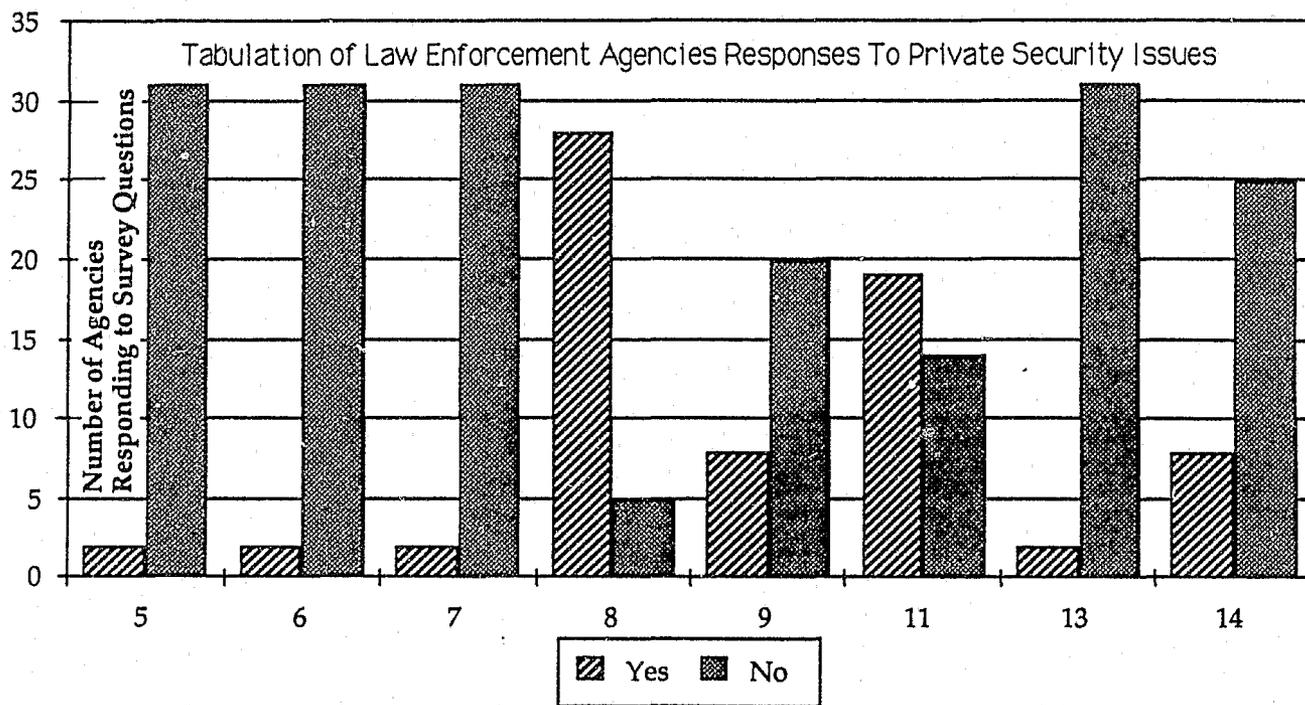
5. **SAST Methods.** A Strategic Assumption Surfacing Technique was used in this section of the research in an effort to determine or identify all significant stakeholders⁵⁴ and nature of their respective interests.

6. **Negotiation Strategies.** The research included development of strategies tailored specifically to address the needs and/or concerns of those identified as *stakeholders*, thereby increasing the likelihood of success in implementing the Strategic Plan.

Methods – Implementation

1. **Interviews/Surveys Regarding The Present and Future Situation.** A complete copy of the survey instrument can be found at Appendix D at the end of this document. The survey was mailed to 39 California law enforcement agencies. A Survey Participant Profile Analysis at Appendix F indicates that the agencies responding to survey questions 1–4 represent a broad cross-section of law enforcement (i.e., participating agencies included rural, urban, densely/sparsely

populated, high and low officer-to-citizen ratios, etc.). Completed surveys were returned by 33 of those agencies, representing nearly an 85 percent return rate. An analysis of the survey responses is provided below.



Numbers on Horizontal Axis Correspond To Questions in Survey (shown below)

Question 5. Does your department have and written policies and procedures for interacting with private security officers in tactical situations, i.e., mutual aid during crisis situations such as crimes in progress, civil disobedience, etc.?

Question 6. Does your department have any written policies and procedures for sharing investigative and/or intelligence information with private security?

Question 7. Does your department have any written policies and procedures concerning joint operational or investigatory efforts with private security?

Question 8. Does your department have any written policies and procedures concerning the hiring of off-duty peace officers to provide security at special events?

Question 9. If yes, are they paid directly by the event sponsor or their agent?

Question 10. If no, state how paid (See following page for results)

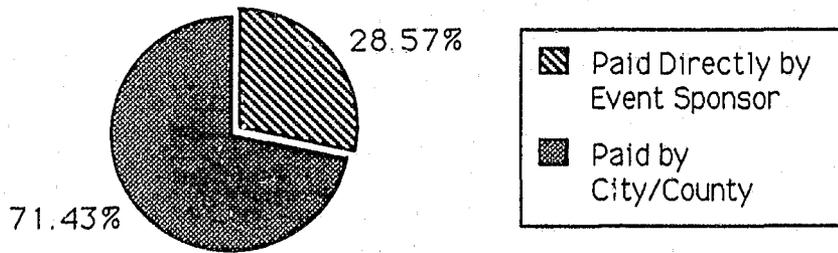
Question 11. Are they required to wear departmental uniforms?

Question 12. If no, what are they allowed to wear? (See following page for results)

Question 13. Does your department have any written policies and procedures concerning joint or combined training activities with private security?

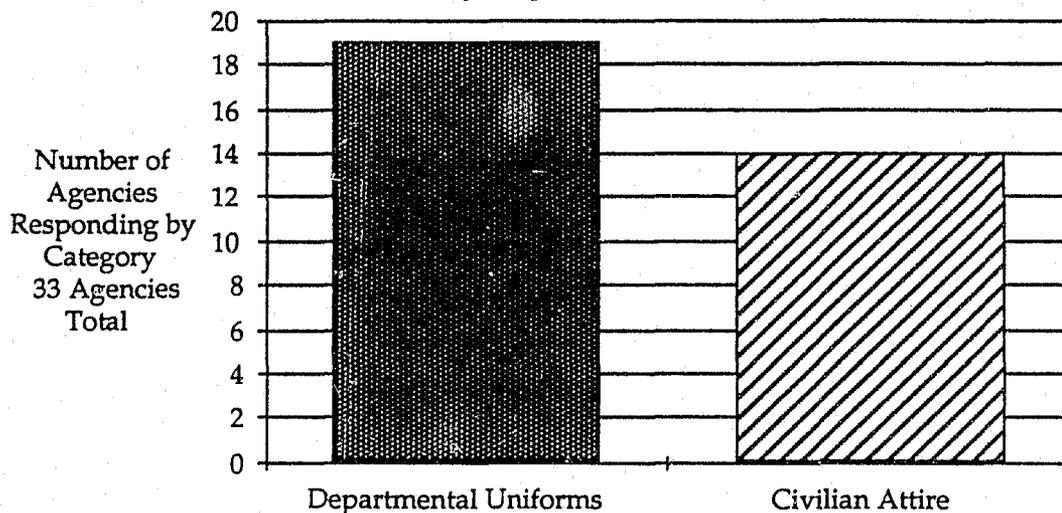
Question 14. Does your department require or encourage departmental executives to meet regularly with private security organizations?

Off-Duty Employment by Sworn Officers - Method of Payment (33 California Agencies Responding)



Analysis of Responses to Survey Questions 9 & 10

Survey Responses to Questions 11 & 12



From the responses, it can be easily concluded that this survey uncovered a need for development of policies within law enforcement agencies directed at the following issues :

1. The interaction with private security in tactical situations such as crimes in progress, civil disobedience, etc.
2. The sharing of investigatory and/or intelligence information.
3. Joint training programs.
4. Meetings conducted on a regular basis between public law enforcement and private security.

The policy considerations are all consistent with research conducted in the Introduction section of this study. The strategic and transition plans that follow in this research, for the purpose of specific analysis, focus mainly upon one particular law enforcement agency (Sacramento County Sheriff's Department). However, these plans are intended to be adaptable to other law enforcement agencies within California.

2. WOTS-UP / Capability Analysis. The identified trends and events likely to occur in the futures surprise free scenario are discussed below. These are in the context of whether they pose threats or opportunities for law enforcement. The WOTS-UP analysis is designed to help in finding the best match between the forecasted trends and events and the capability of the organization. It also offers a model or framework for an "audit" of the situation or issue. The analysis also forces the planner or researcher to examine the impact of previously identified environmental trends and events in terms of threats or opportunities to the organization. This analysis was completed in a brainstorming session consisting of the same individuals who completed the capability analysis forms discussed below. The perspective of this group provides a clearer picture of the current environmental situation and of the desired future policy direction.

Trend Analysis

The trends that were identified earlier in this paper as those most likely to occur are now examined with regard to threats and opportunities, as part of the WOTS-UP analysis.

1. **Level of Police Powers for Private Security.** The powers of private security are established by state law. Increased powers without an increase in training requirements would be an obvious threat to law enforcement agencies. Further it would probably weaken the agency's overall ability to provide a safe environment in the community. Under current law, it is not likely that the powers of private security will increase without a corresponding increase in training. Consequently, this would not be perceived as threat. Instead, it can be viewed as an opportunity to develop policies that would further enable a law enforcement agency to provide needed services while transferring other services to the private sector. For example, if private security officers had the training and authority to make misdemeanor arrests and citations as peace officers, they could arrest, cite, and release the suspect with a date to appear in court. If the suspect resisted or was not a candidate for citation and release, then the law enforcement agency could respond. The strength of the law enforcement department in establishing policies relative to this trend is the same as the other trends, that is, the department can readily accept familiar or related change.

2. **Private Security Specializes as the Community Grows.** Organizational weaknesses concerning this trend will most likely be in the area of resistance to change within the organization. This trend may be viewed as a threat to intrude into areas traditionally the domain of law enforcement. A carefully guided effort to change existing policies may improve service through closer allegiance with the private sector. This may be particularly true in the investigation of various white

collar crime. Again, the organizational strength may be its ability to seek familiar or related change.

3. Service Levels By Public Law Enforcement Agencies. The greatest threat to law enforcement agencies is the trend of declining service. A continuation of this will ultimately create weaknesses to the existing support of the community, as well as the skill level of the staff. As this trend continues, opportunities will increase to develop policies and procedures that will aid in the transferring of many services to the private sector. The strength relied on may be the law enforcement department's ability to seek familiar and/or related change. Therefore, if the changes in policies relative to interaction with private security are such, they will enhance the service delivery system of the law enforcement department.

Event Analysis

Having completed the WOTS-UP analysis with regard to trends, the same analysis (i.e., threats and opportunities) is applied to events identified earlier in this paper as those most likely to occur.

Event 1: Legislation Passes Granting Greater Police Powers to Private Security. Should this event occur, the effect on public law enforcement would be substantially the same as delineated in the discussion of the trend towards increased powers for private security. Namely, there would be no threat so long as the increases in police powers were coupled with increased training requirements.

Event 3: Legislation Passes Requiring More Training for Private Security, Including Specialization Training. Such an event could not be generally considered a threat to law enforcement. The exception to this is the fact that some may still view this as a further erosion of traditions law enforcement.

This event would not have an adverse effect on any existing weakness within the law enforcement agencies. The greatest opportunity presented here would be the enhancing of private security's ability to provide additional services. This situation would further facilitate a greater interaction between the public and private sector. Finally, the strength of a law enforcement department's training efforts could be relied upon while developing combined training programs. This would be particularly true of programs designed to provide better understanding of each other's roles.

Event 4: Higher Standards for Private Security are Required. If this event occurs, there should be no threat to the public law enforcement, nor any adverse effect on existing weaknesses. The event would further provide an opportunity for the law enforcement department to interact with private security. If higher standards for private security are required, public law enforcement might change its current stance and relate to the more "professional" private security organizations as they do other public law enforcement operations.

WOTS-UP Analysis, Part 2 – Capability Analysis: This analysis is a means for assessing the department's strengths and weaknesses in dealing with the opportunities and threats in the environment. In this segment of the research, a particular law enforcement agency was examined to assess the "situation." A group of seven departmental members including two lieutenants, two sergeants, two deputy sheriffs, and a civilian personnel clerk completed two different rating forms as a means of analyzing the current internal capabilities of the department. Twenty-seven different categories were analyzed. These categories could be broadly divided into *staffing, equipment, and support*. The group's median response was used to determine the results.

Weakenesses included

1. Manpower
2. Funding
3. Technology
4. Equipment
5. Calls for service
6. Board of Supervisors support
7. County Executive support
8. Morale

Strengths included

1. Skill level of all personnel
2. Training
3. Salaries
4. Benefits
5. Community support

Capability Analysis Form I – Resources Assessment. This form rated the department's existing resources and capabilities in a variety of categories ranging from I (Superior) to V (Real Cause for Concern). The median response was used to determine the results (see following page – Capability Analysis Form I).

The two greatest weaknesses concerned manpower and funding. These were followed closely by technology, equipment, calls for service, board of supervisors support, county executive support, and morale. Strengths included the skill level of all personnel, training, salaries, benefits and community support.

The Sacramento County Sheriff's Department has much in common with several other sheriff's departments. It is the second largest in the state, with Los Angeles being the single largest. San Diego, Orange, Riverside, San Bernadino, Alameda and Contra Costa County are all close in personnel size and budget to the Sacramento County Sheriff's Department. Each department has considerable jail responsibilities as well as field operations, patrol and detectives, in the unincorporated or contract-city areas of the county.

CAPABILITY ANALYSIS FORM 1

Instructions:

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

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

<u>Category:</u>	I	II	III	IV	V
Manpower	_____	_____	_____	_____	<u> X </u>
Technology	_____	_____	_____	<u> X </u>	_____
Equipment	_____	_____	_____	<u> X </u>	_____
Facility	_____	_____	<u> X </u>	_____	_____
Funding	_____	_____	_____	_____	<u> X </u>
Calls for Service	_____	_____	_____	<u> X </u>	_____
Supplies	_____	_____	<u> X </u>	_____	_____
Management Skills	_____	<u> X </u>	_____	_____	_____
Supervisory Skills	_____	<u> X </u>	_____	_____	_____
Line Staff	_____	<u> X </u>	_____	_____	_____
Training	_____	<u> X </u>	_____	_____	_____
Attitudes	_____	_____	<u> X </u>	_____	_____
Image	_____	<u> X </u>	_____	_____	_____
Board of Supervisors Support	_____	_____	_____	<u> X </u>	_____
County Executive Support	_____	_____	_____	<u> X </u>	_____
Mgt. Flexibility	_____	_____	<u> X </u>	_____	_____
Sworn/non-sworn Ratio	_____	<u> X </u>	_____	_____	_____
Salaries	_____	<u> X </u>	_____	_____	_____
Benefits	_____	<u> X </u>	_____	_____	_____
Turnover	_____	_____	<u> X </u>	_____	_____
Community Support	_____	<u> X </u>	_____	_____	_____
Complaints Rec'd	_____	_____	<u> X </u>	_____	_____
Sick Leave Rates	_____	_____	<u> X </u>	_____	_____
Morale	_____	_____	_____	<u> X </u>	_____

The department has over 1,500 employees, including nearly 1,100 sworn officers. Over the past several years, civilianization has been expanded to the greatest extent possible. Staff competence, as well as training opportunities and programs, is considered to be above average. The reliance on a competent staff coupled with intensive training efforts will become primary factors in the development and implementation of any strategic plan.

There are several factors identified on Capability Analysis Form 1 that affect the delivery of services. Moreover, those factors found within with the range of IV-V ("Problems" or "Cause For Real Concern") are mainly in regard to the delivery of *field* police services (i.e., patrol and detectives, narcotics enforcement). This situation is not unlike other department's throughout the state.⁵⁵ Sacramento County has been subject to a Federal Court Consent Decree pertaining to incarcerated defendants and inmates. As a direct result of this court order, Sacramento County was "led" in the direction of constructing of a new "Main Jail."⁵⁶ This new main jail opened in the Spring of 1989 and was immediately filled to capacity. The allocation of unprecedented personnel and financial resources may have brought about a substantially increased performance on the part of the corrections division of the department. However, this reallocation of personnel has placed field operations in a situation where they have been unable to keep pace with the demands placed upon them.⁵⁷

Presently, field operations are funded from a special fund. This fund consists of money generated from sales tax in the unincorporated area of the county. In essence, policing is tied to sales taxes, rather than to the general fund. This system of budgeting is the only such system in the entire state. To further complicate the situation, the county executive prepares a budget through negotiations with each

county agency. The few "disagreed items" are the only items actually discussed during the budget hearing with the board of supervisors. The end result is that the board is forced to take away from one agency to give to another. Presently, there is an extended effort, led by the sheriff, to get the board to combine the unincorporated sales-tax fund into the general fund. A secondary effort is to then have the board set county-wide priorities before the budget preparations begin.

Each year, legislation of one kind or another has attempted to allow for increased funding for field operations. To date, none of these measures have been successful.

The department's weaknesses originate from poor technology and equipment. The department uses an outmoded computerized dispatch system that is 15 years old. While funds have recently been provided to implement a new dispatch system, the current situation, which will continue through the next three of years, contributes to the rating of "Problems Here" on Capability Analysis Form 1.

Related to all the other weaknesses are the volume of calls for service. While calls for service increase, the types of calls responded to decline. Presently, most report-type calls are handled by phone.⁵⁸ Only critical calls are dispatched. Despite this, there are still over 3,000 "9-1-1" calls that are unable to be dispatched for as long as 10 minutes each year.

Capability Form 2 – Adaptability To Change. This technique is another research tool that may be employed to evaluate an organization. Using this tool, an organization's strengths and weaknesses are probed in terms of ability to adapt to change. The values applied ranged from a low of "T" (Rejects Change) to high of "V" (Seeks Novel Change). As with Capability Analysis Form 1, the group median response was used to determine the results (See Capability Analysis Form 2 on the following page).

CAPABILITY ANALYSIS FORM 2

Instructions:

Evaluate each item for your agency as to what type of activity it encourages:

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

Category:	I	II	III	IV	V
TOP MANAGERS					
Mentality	_____	_____	_____	<u> X </u>	_____
Personality	_____	_____	<u> X </u>	_____	_____
Skills/Talents	_____	_____	_____	<u> X </u>	_____
Knowledgeable	_____	_____	_____	_____	_____
Education	_____	_____	_____	_____	_____
ORGANIZATIONAL CLIMATE:					
Culture/Norms	_____	_____	<u> X </u>	_____	_____
Rewards/Incentives	_____	_____	<u> X </u>	_____	_____
Power Structure	_____	_____	<u> X </u>	_____	_____
ORGANIZATION COMPETENCE:					
Structure	_____	_____	_____	<u> X </u>	_____
Resources	_____	_____	_____	<u> X </u>	_____
Middle Management	_____	_____	_____	<u> X </u>	_____
Line Personnel	_____	_____	_____	<u> X </u>	_____

The department's adaptability to change survey indicated that, generally, the department sought change that was both familiar and related, while outright rejecting change or seeking novel change is avoided.

Strategic Assumption Surfacing Technique (SAST)

SAST is the final step in the analysis of the department's present condition, and will be used to identify stakeholders related to the issues being addressed. Stakeholders are individuals and groups or organizations who: (1) are impacted by what the organization does concerning the issue; (2) are able to impact the organization concerning the issue; or (3) are concerned about the issue and/or the organization.

Methodology. The stakeholders were identified by a group of seven law enforcement supervisors and managers including a person involved with private security. This same group was later used in the Modified Policy Delphi, which studied various policy alternatives, including a discussion of the issues, and the definition of a stakeholder.⁵⁹ They also provided with the definition of a "snaildarter"—a seemingly insignificant player who has the ability to drastically impact the organization's policy and action. A list was then developed and is shown on the following page as potential stakeholders. Those identified below with an asterisk (*) were selected as the most critical to the issue. The double asterisk was identified as the snaildarter.

Stakeholders

- *(1) Sheriff
- (2) Sheriff's Department Executive Staff
- (3) Sheriff's Department Management Staff
- (4) Sheriff's Department Supervisors
- *(5) Sheriff's Department Line Staff
- *(6) Deputy Sheriff's Union
- *(7) County Executive
- *** (8) Sacramento County Board of Supervisors (five elected officials)
- *** (9) Legislators representing districts encompassing Sacramento County.
- (10) Chamber of Commerce
- (11) Developers
- *(12) American Society of Industrial Security (ASIS)
- *(13) Private Security Business Community
- *(14) Private Security Trainers
- (15) Taxpayer Associations
- *(16) Commission on Peace Officer Standards And Training
- *(17) State Department of Consumer Affairs
- (18) District Attorney
- (19) Attorney General
- ** (20) American Civil Liberties Union
- *(21) Shopping Mall Managers Association
- (22) School Districts
- (23) Private Community Members
- (24) Private organizations with public police powers (e.g., Southern Pacific Police).

* Identified as stakeholder

** Identified as "snaildarter"

*** Identified as a special category of stakeholder. Individually, they may express their concern relative to various issues, but collectively they act as a group when passing ordinances or statutes.

Thirteen stakeholders were identified as the most critical when considering the basic question: How will the privatization of law enforcement affect the mission of a medium-to-large urban law enforcement agency by the year 1999?

Assumptions

Assumptions were developed respective to each of the identified stakeholders. The development of stakeholder assumptions is an effective method of identifying their unsatisfied needs, the information of which could prove useful in any subsequent negotiations. A discussion of each takes place below.

(1) **The Sheriff** – This stakeholder would be supportive. In fact, he would take a leadership role in the direction of policies that would ultimately improve the overall effectiveness of the department. Since implementation of some of these policies would be rather innovative, the sheriff would very likely take a strong leadership role (e.g., in educating and motivating staff regarding the need to improve and expand the day-to-day relationship with private security). Through the sheriff's stated vision of the future, the policies could be implemented.

(2) **Sheriff's Department Executive Staff.** It is logical to assume that there will be some resistance to policies enhancing the relationship with private security. This may be due to a normal tendency to resist change. However, if the policies are developed in such a way that those in decision-making positions can readily see benefits, then hopefully they will be supportive of the new policies. This can be done by fully involving the first-line supervisors.

(3) **Sheriff's Department First Line Supervisors.** This is a key group of stakeholders concerning this or any other changes in policy. They are important because it is their responsibility to carry out the policies and to ensure that line staff comply. Resistance is likely, and mostly attributable to the concern that such policies may impede the operation of the department. However, this resistance may be reduced through an effective training program and frequent meetings with private security personnel.

(4) **Sheriff's Department Civilian Line Staff.** There may be significant resistance to the new policies from this group. This may result from the deputies viewing the increased involvement of private security as a threat to their own positions. Beyond these basic responses, there are the preconceived notions of the inadequacies of private security personnel, which may hinder their desire to promote a working relationship. This resistance may be reduced through an education and training program. The emphasis here would focus on convincing the line officers that their jobs would become easier with the assistance of private security personnel.

(5) **Deputy Sheriff's Union.** There will be significant resistance on the part of the deputy sheriff's union. This is a natural resistance, since many of the policies leading to increasing involvement with private security will be viewed as a threat. Great care must be exercised in developing policies that ensure continued job security. Additionally, policies must take into consideration the safety of line personnel and the community as a whole. This is especially true if the policies involve working directly together in tactical situations. Acceptance can be promoted through:

- (a) Ensuring that private security staff have sufficient training to complete the tasks required of the situation;
- (b) Mutual acceptance;
- (c) High standard of personnel.

(6) **County Executive.** – The county executive will probably be supportive of any policy that results in decreased expenditures. This may also be used to support an argument against budget requests for additional staff. It is important to show clearly that these policies are being implemented to enhance the delivery of service to the community and not to replace or reduce existing staffing.

(7) **American Society of Industrial Security (ASIS).** ASIS will be supportive of policies enhancing the relationship between public law enforcement and private security. ASIS members who are involved in a proprietary-type plant security may not share this enthusiasm. The primary reason for this is that they are seldom involved with public law enforcement. Furthermore, they may be somewhat resistant to increased training that cannot be shown to be of a direct benefit to their function.

(8) **Private Security Business Community.** This group is generally supportive of policies enhancing the relationship between public law enforcement and their personnel. However, they may be resistant to increased training because of the time commitments of staff, which results in greater expenditures. Like the stakeholders, they will have to be shown that such policies will be in their best interests.

(9) **Private Security Trainers.** These stakeholders will be supportive of the policies because of their stated concern for increased training of all security personnel. They may be particularly helpful in developing training programs for the personnel involved.

(10) **Commission On Peace Officer Standards And Training.** POST will probably be resistant to any moves that would tend to bring the private security industry into their jurisdiction. However, many policies developed at the local level need not involve POST, except for their approval and involvement in requested subvention.

(11) **State Department of Consumer Affairs.** Like POST, the Department of Consumer Affairs may be resistant to any efforts that would move the private security from their jurisdiction. However, they may be helpful in facilitating policies that may enhance the relationship between public law enforcement and private security.

(12) **American Civil Liberties Union (ACLU).** The ACLU may be considered to be insignificant to the issue; however, they may be a snaildarter in that they may oppose any increase in the powers of private security out of fear that such increased powers may lead to the expanded violation of citizen's rights, particularly the 4th, 5th and 14th Amendments. Their opposition may be minimized if they were invited to participate in development of curricula addressing citizen's constitutional rights, which would be presented in educational and training programs for private security personnel.

(13) **Shopping Mall Managers.** These managers will be supportive of policies enhancing the relationship between public law enforcement and private security. They will consider such policies as benefits to the overall security of their malls.

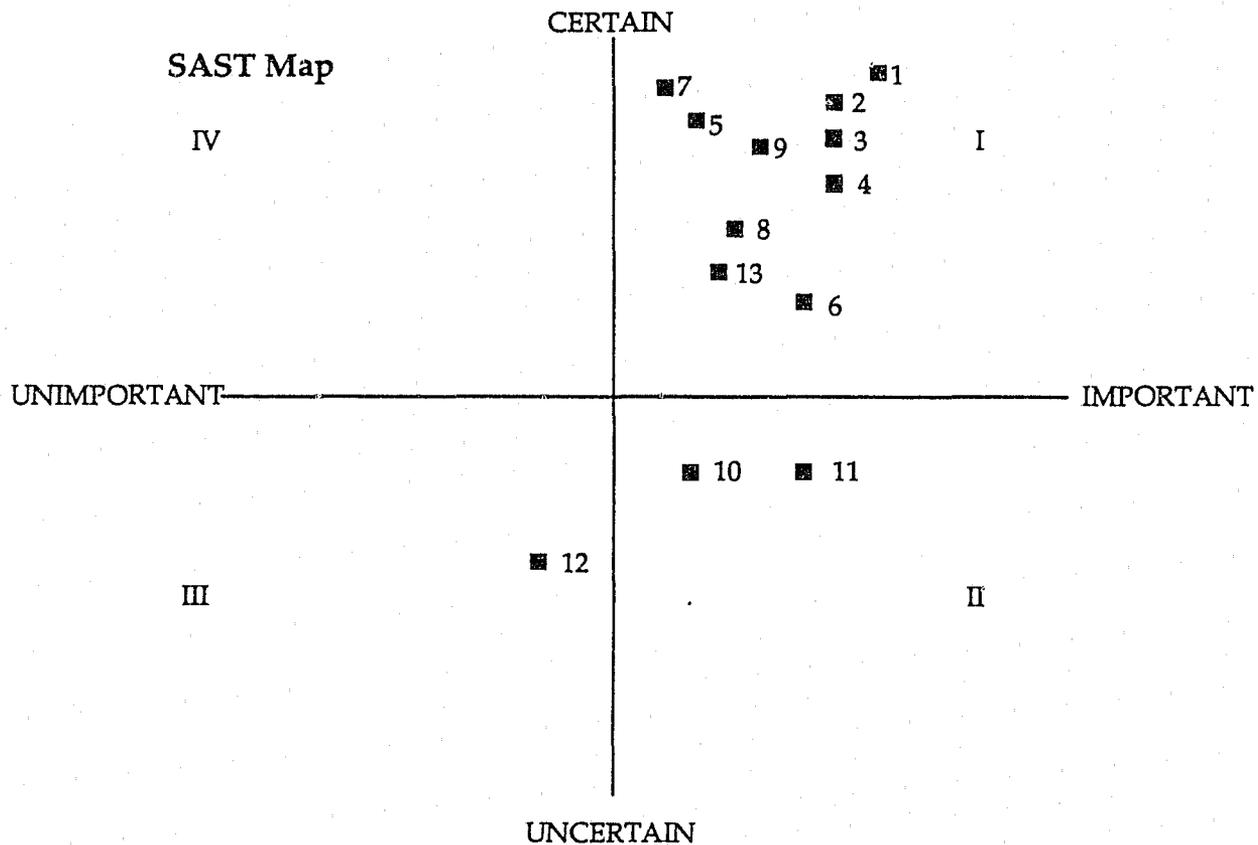
Strategic Assumption Surfacing Technique Map

The final task in strategic planning is the plotting of a Strategic Assumption Surfacing Technique (SAST) map. The criteria for plotting are as follows:

- (1) The importance of the assumptions of each stakeholder to the organization and the issue.
- (2) The degree to which the researcher is certain that the assigned assumption is in fact correct. Perfect certainty means there is 100 percent probability that the assigned assumption is correct. Perfect uncertainty means that there is a 50 percent probability that the assigned assumption is correct. That is, a flip of a coin would be as good as any means to determine if the assumption is correct.

After a list of stakeholders has been identified and assumptions assigned to the key stakeholders,⁶⁰ the SAST map is used to graphically plot the key stakeholders' positions relative to the central issue. The SAST map uses a cross grid with one axis representing a continuum ranging from unimportant to very important.

The other axis permits the researcher to assign varying degrees of certainty to the assumptions he/she has made regarding the respective importance of stakeholders.⁶¹



STAKEHOLDERS

1. The Sheriff
2. Sheriff's Department Management Staff
3. Sheriff's Department First Line Supervisors
4. Sheriff's Department Line Staff
5. Deputy Sheriff's Union
6. County Executive
7. American Society of Industrial Security (ASIS)
8. Private Security Business Community
9. Private Security Trainers
10. Commission on Peace Officers Standards and Training (P.O.S.T.)
11. State Department of Consumer Affairs
12. American Civil Liberties Union (A.C.L.U.) -- Snaildarter
13. Shopping Mall Managers

The SAST map is divided into four quadrants which are rated as to relative "Importance" and "Certainty." Those stakeholders located on the unimportant side of the map must be monitored to learn whether their behavior is changing in a manner that would change their location on the map, relative to importance *or* certainty. This is particularly true if such a change would in any way affect the strategic plan in a negative manner. Those stakeholders in the upper right quadrant must be kept involved. Constant contact is necessary to see that their assumed position does not change (if they are supporters of the plan), or so that their position can be changed (if they are in opposition to the plan). Those located in the lower left quadrant must be monitored to ensure that no opposition develops. It is in this quadrant that the snaildarter may appear. Those in the lower right quadrant must also be kept involved. It is important to attempt to raise their certainty, particularly if they are in support of the plan.

Shareholders and Assumptions – A Discussion of the SAST Map.

Quadrant I: (1) (The Sheriff) This stakeholder is rated as the most "Important" and most "Certain" assumption, followed closely in "Importance" by the Sheriff's Management Staff (2); First Line Supervisors (3); and Line Staff (4). The "Certainty" of each assumption declines with each group. Stakeholder (7), American Society of Industrial Security, is equal to the sheriff in "Certainty"; however, they are one of the least "Important" factors in policy implementation. The Deputy Sheriff's Union (5) is very "Certain;" however, their relative "Importance" is considerably less than Private Security Trainers (9), the Private Security Business Community (8) and the Shopping Mall Managers (13).

Because it will be with these latter groups that policies will be developed, the importance of the deputy sheriff's union must not be ignored. Their opposition to policy change could have a significant impact on the policy.

Finally, the county executive (6), while relatively "Important," is more "Uncertain" as to his position relative to policy issues and his potential for attempting to reduce the sheriff's department's budget by replacing certain services with private security.

Quadrant II This area contains stakeholders who are "Important" to the issue, but their "Certainty" is unknown. Both POST (10) and the State Department of Consumer Affairs (11) have the potential to stifle attempts to improve relations between public law enforcement and private security. They also have the potential of becoming leaders in this evolution. POST has the potential to become the greatest positive leader by developing a plan that would combine the standard setting and training requirements of all components of the criminal justice system.

Quadrant III. This quadrant contains stakeholders who may be "Unimportant" and "Uncertain." This is the most likely quadrant for the snaildarter, the American Civil Liberties Union (12). Policies developed may be so innocuous that their implementation may occur without the ACLU even taking notice. On the other hand, if shortly after policies are implemented a public incident occurs bringing attention to an action appearing to be adverse to an individual's civil rights, the "Certainty" and "Importance" of their interest would dramatically increase.

Quadrant IV. No assumptions in this study were plotted in Quadrant IV.

Mission Statement

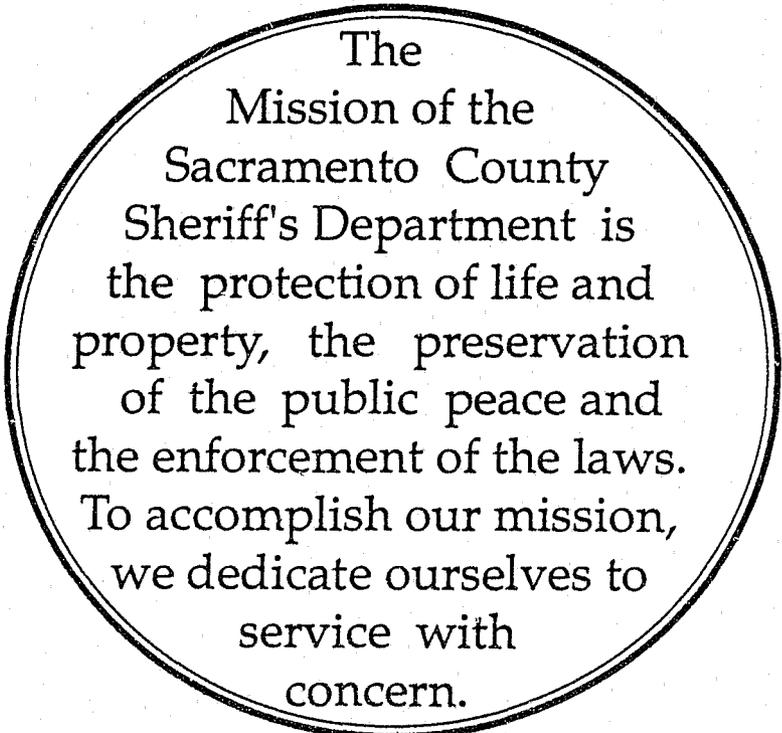
An important step in the strategic management process is the definition the macro-mission statement of the organization. The content of the micro-mission statement will be introduced as a policy alternative in the implementation plan.

Overall Mission Statement. The mission of an organization has three basic elements:

1. Products or Services are produced.
2. Delivery of the products/services are determined by particular activities and methods of operation.
3. The products/services are produced with the consumer in mind.

During the Winter of 1988-89, the department's mission statement was facilitated by the researcher. Thirty-one rank and file, sworn and non-sworn, supervisory and management personnel worked as a team to develop the mission statement. The development of this statement is an important phase in all strategic planning. Once established, all future policy considerations need to be consistent with the organization's mission.

The department's mission statement is as follows:



The
Mission of the
Sacramento County
Sheriff's Department is
the protection of life and
property, the preservation
of the public peace and
the enforcement of the laws.
To accomplish our mission,
we dedicate ourselves to
service with
concern.

An additional statement of dedication by the department was drafted as follows:

Concern for our community:

Protect and serve to the best of our ability

Provide sincerity, respect and understanding to each citizen

Ensure the effective and efficient use of available resources

Promote community education, awareness and support as a proactive approach to law enforcement

Concern for our duties:

Treat each situation as unique

Perform each assignment with honesty and integrity

Explore innovative solutions

Foster an individual commitment to excellence

Concern for our fellow employees:

Promote effective communication, cooperation and trust

Provide fair and consistent treatment to each person

Ensure positive recognition and encouragement for all employees

Treat each other with courtesy and mutual respect

Concern for our Department:

Maintain ethical behavior both on and off the job

Understand that our foundation is honesty, loyalty, trust, and pride

Realize that we are each accountable for our actions

Encourage employee participation in the decision-making process

Modified Policy Delphi

The principle objective for using the Modified Delphi⁶² is to ensure that a variety of alternative strategies designed to address the issue are identified and explored. To complete this process, seven law enforcement supervisors and managers, three sergeants, three lieutenants, and a captain were brought together to discuss various policy alternatives. The group represented staff, patrol, and detective positions from three different law enforcement agencies.

The Modified Policy Delphi is a process designed to examine policy issues. A policy issue is defined as an issue for which rational individuals advocate differing resolutions. It is designed to generate strategic alternative approaches to the policy issues, analyze the feasibility and desirability of each alternative, and reduce the number of alternatives to a manageable number for more complex strategic analysis.

Each participant was briefed in advance by telephone regarding the issue, and how the Modified Policy Delphi process is designed to examine issues.⁶³ Additionally, each participant was provided with reading material on the subject and asked to write at least one policy pertaining to the central issue. They were then instructed to bring their written policy to the meeting to share with the group. The following policies were developed and presented at the group meeting.

- (1) Develop a micro-mission statement relative to its interaction with the private security industry.
- (2) Develop interaction procedures with private security in tactical situations such as crimes in progress, civil disobedience, etc.
- (3) Develop procedures for sharing of investigatory and/or intelligence information with the private security industry.
- (4) Develop plans for joint-training programs with private security.

- (5) develop regular meetings between the Department and representatives of the private security industry.
- (6) The department should maintain a list of all private security firms conducting business in the community as well as a list of all proprietary security programs in the community.
- (7) The department should recommend to the Board of Supervisors that a local ordinance be enacted reviewing local regulations of all security employees. Such local ordinances are authorized under Section 7524(a-f) of the Business and Professions Code.
- (8) The department should develop a listing of the types of requests (e.g., telephone calls) for service that may be handled by private security.
- (9) The department should require alarm companies to contract with private security firms as first responses in alarm calls.
- (10) The department should make recommendations to state senators and legislators, that legislation be enacted permitting the dissemination of criminal histories to private security on a limited basis.

After discussing each of the policy alternatives, the group members were requested to evaluate each policy relative to its overall feasibility and desirability.

The definitions of the scale for each are as follows:

FEASIBILITY SCALE

Definitely Feasible:	No hindrance to implementation; no research and development required; no political roadblocks; acceptable to the public.
Possibly Feasible:	Indication this is implementable; some research and development required; further consideration to be given to political or public reaction.
Possibly Infeasible:	Some indication unworkable; significant unanswered questions.
Definitely Infeasible:	All indications are negative unworkable; cannot be implemented.

DESIRABILITY

Very Desirable:	Will have positive effect and little or no negative effect; extremely beneficial; justifiable on its own merits.
Desirable:	Will have positive effect; negative effects minor; beneficial; justifiable as a by-product or in conjunction with other items.
Undesirable:	Will have a negative effect; harmful; may be justified only as a by-product of a very desirable item.
Very Undesirable:	Will have a major negative effect; extremely harmful.

The median score from the group was used to determine the overall feasibility and desirability of each policy alternative. The two highest scores were

- A. Policy #1 — Develop Micro-Mission Statement
- B. Policy #5 — Regular Meetings

The most polarized policy alternative, that with the widest range, was

Policy #9 — Recommending that private security firms handle alarm calls as first responses.

The other seven policies all formed a tight midrange rating value from Possibly Feasible to Possibly Infeasible and from Desirable to Undesirable (see Appendix G for the Modified Policy Delphi Rating Sheet).

The group then discussed the three selected policy alternatives relative to their pros and cons. A summary of the discussion follows.

Policy Alternative #1 — Develop a mission statement relative to its interaction with the private security industry.

This alternative was the unanimous selection of the group. As the private security industry continues to expand, it is imperative that public law enforcement develop a mission statement that reflects the values of the organization as a whole.

This mission statement should be compatible with the macro-mission statement of the organization. The primary reason for this policy alternative is its importance as a reference point for future policy considerations. To determine a "Con" for this alternative, it was necessary to play the devil's advocate. It is possible for public law enforcement to ignore the private security industry, and it is possible to develop or maintain policies that do not enhance or improve their working relationship.

Policy Alternative #5 — Develop a policy of meeting regularly. As with the first policy alternative, frequent meetings will facilitate the solving of problems and potential problems before they area major issues. One advantage of frequent meetings is that they do not require significant commitments in terms of staff development, time, or any other economic considerations.

Policy Alternative #9 — Develop a policy that requires alarm companies to make private security the first responders to alarm calls. This policy alternative generated the most discussion. On the one hand, it was viewed as an innovative approach to dealing with a very high volume of calls for service, most of which are

false alarms. On the other hand, it was the consensus of the group that this would be abdicating responsibility long associated with the policing function. The two positions are shown below.

Pros

- Cost effective method to reduce calls for service
- Eliminates types of calls typically found to be false
- Provides for more preventive proactive patrol activities

Cons

- Politically unacceptable
- Citizens' loss of confidence
- Sheriff's department abdicates responsibility

Strategic Plan Implementation

Two policy alternatives were identified in the Modified Policy Delphi as the most feasible and desirable. They will be combined and implemented in tandem. The implementation will demonstrate officially the department's intention to maintain a positive relationship with the private security industry.

The development of a micro-mission statement relative to this issue and the formalization of meetings between law enforcement staff and private security are the two policy alternatives that will be required to be implemented. After this occurrence, other policy alternatives identified in the Modified Policy Delphi may be considered for possible implementation.

The strategic plan is designed to communicate, convince, and guide all of the key stakeholders. It needs to be unified, comprehensive, and integrated.⁶⁴ That is, it brings all parts of the organization together. It covers all segments of the organization, and it ensures that all segments of the organization are compatible with one another. To that end, it will be necessary to involve all those critical to the issue. Through negotiations, the stakeholders will develop a commitment to the plan.

Action Plans – Negotiation and Implementation Strategies

The action plans will involve the specific activities needed to complete the projects.⁶⁵ These plans involve the identification of stakeholder responsibilities of the stakeholder towards achieving the original goal. They also need to set time lines and methods of verification. In essence, the action plans involve a continual arrangement by all stakeholders to meet the stated goal in a systematic way.

The direction of the strategic plan will be set by a project manager. This an executive from within the department assigned by the chief law enforcement official to direct the overall implementation. To successfully implement the plan, the support of the key stakeholders is essential. Furthermore, the possibility of success is enhanced through the negotiation process.

Stakeholder Negotiation

Sheriff's Management, First Line Supervisor and Line Staff. These are key stakeholders. Without their support, the policies may be implemented but will not be maintained successfully over an extended period of time. One reason for resistance to the policies by the stakeholders is the probability of an increase in the existing workload and time commitments. However, there is a likelihood that these stakeholders will be supportive of the policies if they are convinced of the overall good to the department and the community.

Deputy Sheriff's Union. Although the deputy sheriff's union is identified as a stakeholder, its role will be limited to an advisory capacity. Consequently, they will not have any veto power, and the policies will be considered non-negotiable. A police union may be able to influence the negotiation process relative to time lines, shared activities, etc.

American Society of Industrial Security (ASIS). ASIS is a formal national organization with chapters throughout the country. Members are involved in the security industry either from the private sector or the public sector. Because of this, the group may be a national conduit to aid in the implementation of the policies. ASIS may negotiate as a representative of the security industry, including private security trainers, and may be helpful in negotiating time lines, content, etc., of meetings. They may also be used in an advisory capacity in the implementation of other policies.

State Department of Consumer Affairs and Commission On Peace Officer Standards and Training. These stakeholders may provide a valuable advisory role in considering various policy alternatives. This may be policy alternatives that may expand the initial policies. Their influence as advisors will be significant since both organizations set and enforce selection and training standards for both public law enforcement and private security.

American Civil Liberties Union (ACLU). This stakeholder group was identified as a potential snaildarter. If ignored, the group may become very vocal in protesting what they perceive to be potential problems concerning issues of constitutional rights. They may be contacted on an information basis. Such an information bulletin may include information relative to on going awareness as to citizens' constitutional rights.

Shopping Mall Managers. These stakeholders may be valuable in the area of advising policy content of any policies affecting private security operation within the malls. While they would not have the ability to veto any policy, their influence can be significant.

In summary, the strategic management approach used here included a *WOTS-UP* analysis of the forecasted trends and events relative to the weaknesses, opportunities, threats and strengths of the department. This was followed by an internal capability analysis to determine the strengths and weaknesses of the department. Stakeholders were identified and plotted through the Strategic Assumptions Surfacing Techniques. The department macro-mission statement was included, and the concept of a micro-mission statement discussed. Through a Modified Policy Delphi process, policy alternatives were developed and a strategic plan was formalized for implementation.

IV. TRANSITION MANAGEMENT

Statement

The next phase of this research focuses upon the implementation of the strategic plan developed in the strategic planning section above.

Transition management is the phase in the implementation of new policies where the organization is moved from its present state to the desired future state. This implementation is carried out keeping in mind the assumptions made regarding the stakeholders identified in the previous section.

Methods

The following methods have been employed toward reaching the noted objective above:

1. **Critical Mass Identification.** This research has been employed to identify those individuals whose active commitment will be necessary to provide the "forces" needed to bring about the desired changes.

2. **Commitment Planning.** This technique has been used within this segment of the research in order to chart the critical mass actor's current commitment to the proposed changes and the position (if any) to which that actor should move to facilitate the desired change.

3. **Responsibility Charting.** This process assigns responsibility to the identified actors so that tasks are carried out (necessary to the implementation of the plan).

Research during this project indicates that both public law enforcement and private security industry desire policies that will assist in the maintenance of positive relations. To ensure this possibility, a cooperative effort will be necessary during the transition state.

Critical Mass Analysis

The first step is identifying the key stakeholders who represent the critical mass. These individuals were previously identified in the stakeholder analysis section of the Strategic Management Plan. The panel participating in the Modified Policy Delphi also identified all other stakeholders. During discussions, group consensus determined those stakeholders critical to the implementation of the strategic plan. For our purposes, the critical mass for implementation of Sacramento County's strategic plan are identified as follows:

1. Sheriff
2. Sheriff's Management Staff
3. Sheriff's Supervisory Staff
4. Sheriff's Line Staff
5. Deputy Sheriff's Union
6. American Society of Industrial Security (A.S.I.S.)
7. Department of Consumer Affairs and Commission on Peace Officer Standards and Training
8. American Civil Liberties Union (A.C.L.U.)
9. Shopping Mall Managers

The following is a brief discussion of each member of the critical mass regarding his/her respective strategy positions.

Sheriff/Sheriff Management Staff. These key stakeholders are willing to allow the policies to be implemented. However, it will be critical to the implementation that this group is able to influence all other stakeholders with their vision of the future. This vision needs to be transformed into action committed to making the change occur.

Sheriff Supervisors. Generally these stakeholders will help change occur provided the change is familiar and related to the present state. This situation can be facilitated through a series of meetings establishing overall goals and objectives of the stated policy alternative. This group of stakeholders can be moved from a position of passively letting it happen to a position of active support to make it happen.

Sheriff's Line Staff. As with the supervisors, line staff are willing to accept familiar and related change. Caution must be taken that this group does not view the change as a threat to their position. At best, this situation will be viewed as a series of policies that will ultimately enhance their position and reduce certain tasks. One example of task reduction is that of responding to misdemeanor shoplift arrests.

Deputy Sheriff Union. This collective group of stakeholders may attempt to block the change from occurring. This is particularly true if the union maintains that such policies would require a "Meet and Confer" in accordance with their contract. Since such policies may be considered a change in working conditions, it will be wise to inform the union in advance to get them to move to a position of letting the policies occur. This act would aid in avoiding confrontational blocks.

It will be important to initially implement only two of the policy alternatives (micro-mission statement and regular meetings), since these policies cannot be construed to be a threat to the union and their members.

ACLU. As with the deputy sheriff union, this group could block the change if they feared the change would be contrary to their beliefs. As an advisory group, their vocal opposition could develop negative press accounts. This is particularly true if an incident occurs involving the perceived violation of a citizen's constitutional rights by a private security officer. A simple informational bulletin or press

release emphasizing the advantages of the policy change coupled with a short description of possible future training programs could reduce the possibility of the potential snaildarter from blocking the policy changes.

Shopping Mall Managers. The shopping mall managers are likely to support any changes in law enforcement policies designed to improve communication between law enforcement and the community. However, caution must be used in developing action plans so that this group of stakeholders does not begin to believe that future policies may reduce the quality of security services at their malls. If such fear develops, they could move from "let it happen" to "block it from occurring."

Commitment Planning

Simply stated, a commitment plan is a strategy or a series of action steps devised to obtain support for the plan from all identified entities that are critical to the change effort.

After establishing the critical mass, it is necessary to assign assumptions to each stakeholder. A commitment analysis chart indicates the present position, "X," of each critical stakeholder relative to his/her present commitment to change (see the Commitment Planning Chart on the following page). The chart also indicates the minimum commitment that is necessary for the change to occur. The arrow designates the direction of movement required to get the required commitment. The four levels of commitment are listed below.

1. Will Block It
2. Let It Happen
3. Help It Happen
4. Make It Happen

Steps involved in the development of a commitment plan are:

- A. Identify individuals or groups where commitment is needed (key stakeholders).
- B. Define the critical mass (key stakeholders) who if actively support change ensure that the change will occur.
- C. Describe action steps devised to service support critically needed to the change effort.

Commitment Planning Chart

Table 4

Key Stakeholders	Will Block It	Let It Happen	Help It Happen	Make It Happen
Sheriff			X →	0
Management Staff			X →	0
Sheriff Supervisors		X →		0
Sheriff Line Staff		X →	0	
Deputy Sheriff Union	X →	0		
A.S.I.S.		X →	0	
Consumer Affairs/ P.O.S.T		X →	0	
A.C.L.U.	X →	0		
Shopping Mall Managers		X →	0	

X = Present Position 0 = Desired Position

Once the critical mass has been defined, their assumptions charted, and the degree of commitment needed has been analyzed, it is necessary to develop certain action steps. The purpose here is to get commitment and reduce resistance. Two methods to achieve commitment include problem-finding activities and educational activities. These strategies involve getting all of the stakeholders or their rep-

representatives together at a planning meeting. This would allow identification and clarification of any problems. It would also allow for the education of the participants regarding the understanding of the problems encountered resulting from change. Through a series of meetings, obstacles may be reduced, and the group as a whole may become more unified in their approach to these and other issues.

Management Structure

Prior to the transition process, it is necessary to determine how the implementation will be managed and by whom. As indicated in the strategic plan implementation section, the most appropriate form of management would be a project manager system. The project manager, a sheriff's captain, will be assigned to lead a transition team consisting of representatives of the critical mass.

Since each of the critical mass has very diverse tasks to complete, it will be necessary to chart the members of the implementation group relative to their

1. Responsibility (not necessarily authority)
2. Approval (right to veto)
3. Support (community resources toward)
4. Informed (knowledge level, to be consulted before actions are taken)

Responsibility Charting

This technique is a method of fixing responsibility within the structure for the accomplishment of certain tasks. It focuses on the tasks to be performed by the participants during the transition phase of the strategy plan. Decisions on actions necessary to carry out the transition are recorded, and responsibility for each action is assigned to each member of the critical mass. One participant may be assigned responsibility for any one activity (see responsibility chart on following page).

Responsibility Planning Chart

Table 5

DECISIONS	Sheriff	Project Manager	Supervisory Staff	Line Staff	Deputy Sheriff Union	A.S.I.S	Consumer Affairs P.O.S.I	ACLU	Shopping Mall Managers
Schedule Planning Meeting	R	S	S	S	I	I	I	I	I
Identify Project Manager	R	S	I	I	I	I	I	I	I
Establish Broad Goals & Objectives	A	R	S	S	S	S	S	S	S
Establish Roles Internal/External	A	R	S	S	I	I	I	I	I
Establish Internal Admin. Policies & Procedures Including Feedback System	A	R	S	S	I	I	I	I	I
Set Implementation Date	A	R	S	S	I	S	I	I	S
Prepare Action Plans	A	A	R	S	I	S	S	I	S
Develop Micro Mission Statement	A	R	S	S	I	I	I	I	I
Develop Schedule of Annual Meetings	A	A	R	S	I	S	S	I	S
Develop Content of Each Meeting	A	A	R	S	I	S	S	S	S

R = Responsibility (not necessarily authority)
 A = Approval (right to veto)
 S = Support (put resources toward)
 I = Inform (to be consulted before action)
 - = Irrelevant to this item

Monitoring and Evaluation

One of the most critical decisions will involve the establishment of administrative policies and procedures that include a viable feedback system. With this system, it will be possible to monitor all aspects of the implementation phase as well as monitoring the future state. The feedback system must have a monitoring capability to determine whether the established goals are being met, and, if they are not

being met, the reasons for this. Thus, a pending failure may be studied.

Some considerations in the feedback system may include statistical information obtained on a regular basis. Some statistical data may include

1. Number of private security firms, proprietary and contract identified in area.
2. Number of shopping mall managers identified in area.
3. Number of identified potential participants invited to initial meeting.
4. Number of participants at subsequent meetings.
5. Net value of area under private security (to check growth based on financial data).

A written evaluation of each meeting should be included in organizational progress reports. Additionally, all participants should evaluate each meeting relative to its content and usefulness in attaining the stated goals. This latter evaluation may be obtained in an anonymous fashion and may prove to be the best form of evaluating the meetings, as opposed to evaluating the overall program.

Conclusions and Recommendations

As noted in the introduction to this paper, the variety of research conducted during the past 20 years has continuously supported the need for public law enforcement to join with private security to develop proactive policies. This is especially important concerning their interaction within the communities they serve.

The survey of law enforcement agencies, as discussed in the Strategic Planning Section (III) of this document found that policies have generally been established concerning off-duty employment of public law enforcement officers in the private security field. However, for the most part, public law enforcement has taken the stand of ignoring the issue of private security, for a myriad of reasons, ranging from fear of the unknown to the belief that it is not necessary to establish policies improving relations.

The research for this paper involved scanning literature and interviewing knowledgeable individuals in both the public and private law enforcement organizations. Some of these individuals participated in a NGT process in which trends and potential future events were developed and forecasted for future policy consideration. A survey was completed by a cross section of public law enforcement agencies concerning current policies and procedures pertaining to private security.

Using the Modified Policy Delphi, three scenarios of possible futures were developed. This allowed various policies to be developed and evaluated for feasibility and desirability. The policies determined to be the most desirable were selected. Ultimately, a strategic plan was developed and the required transition management structure needed to implement the plan was established.

The issue of privatization of law enforcement is as broad as it is real. This research has opened the door to formalizing and promoting relations between public law enforcement and the private security industry. This would allow the identification of many of the issues that will need to be carefully explored in any such effort. Some of those issues raised in this paper included the following:

1. Observation of citizens' Constitutional Rights by private security personnel.
2. Licensing and regulation of the private security industry.
3. Private security recruitment, selection, training, retention and retraining of personnel.
4. The future role of private security in California communities.

APPENDICES

INITIAL TRENDS LIST

1. Police powers for private security.
2. Incorporation of more cities creating more contracts for law enforcement services.
3. Neighborhood watch groups develop sophistication including patrol operations.
4. Private security begins to specialize as community grows.
5. Privatization of law enforcement services is as a result of zoning and land use planning.
6. Service levels by traditional law enforcement agencies due to budget constraints.
7. Ratio of police officers to citizens decreases.
8. Governmental law enforcement cut back services.
9. Substations create perception of service improvement.
10. Private firms contracting to manage correctional service.
11. Better cooperation between private and public law enforcement agencies.
12. Competition between private and public agencies for personnel.
13. Competition among private agencies for personnel.
14. Salaries and benefits of sworn officers.
15. Law enforcement positions converted from sworn officers to civilians.
16. Role of private security.
17. Impact fees upon developers for law enforcement services.
18. Training programs managed by community colleges.
19. Private security training centers become common.
20. Cost of private security.
21. Off-duty employment for peace officers.
22. Communities look for more economical options for law enforcement services.
23. Special tax increases based on cost of law enforcement services.
24. Non-traditional organized crime within local communities, i.e. gangs.
25. Private security raises its standards for employment.
26. Private firms formalize into agencies.
27. Private security complexes form park district type police agencies.
28. Specialization in law enforcement increases.
29. High technology improves home/industrial security devices.

INITIAL EVENTS LIST

1. Computer crime becomes number one crime.
2. Private jails and prisons are built in California.
3. Laws and/or ordinances pass requiring residential streets to have lockgates and fences.
4. Higher standards for private security are required.
5. Residential tax base provides inadequate funding for new cities.
6. City and County merge into a metropolitan law enforcement agency.
7. Legislation passes granting greater powers to private security.
8. Collective bargaining agreement reduces sworn officers benefits.
9. More mandatory prison for certain crimes.
10. Gun control laws become more liberal.
11. All new middle and upper class residential communities have restricted access and own security.
12. Increase in local tax increases for law enforcement are approved.
13. Legislation passes allowing citizens to choose between private and public law enforcement services creating private police districts.
14. Local city councils/board of supervisors grant rapid development of high rise office buildings and hotels.
15. Legislation passes requiring more training for private security including specialization training.
16. City/county adopt stringent curfews to restrict citizen movement at night.
17. Federal government authorizes military involvement in drug war.
18. Gang warfare breaks out.
19. Increase in low income housing developments.
20. Private security hired for foot patrol in residential areas.
21. City/county passes ordinance requiring restricted access lockgates at every apartment complex.

July 28, 1989

Dear :

Currently I am attending the P.O.S.T. Command College Class #9 and am working on my final project "THE INTERFACE OF PRIVATE AND PUBLIC LAW ENFORCEMENT" or stated as a question "HOW WILL PRIVATIZATION OF LAW ENFORCEMENT SERVICES EFFECT THE MISSION OF A MEDIUM TO LARGE URBAN LAW ENFORCEMENT AGENCY BY THE YEAR 1999?"

The current trends have been identified through a Nominal Group Technique (NGT), and as a direct result of this process, the areas that I will be concentrating on include Police powers of private security, Service levels of traditional law enforcement, and others involving the role of private security. Potential events may include legislation granting more powers to private security, allowing citizens to choose between private and public law enforcement, and other legal/legislative areas that may impact the question.

The emphasis on my project will be developing policies regarding the interaction between public and private law enforcement at the administrative policy making level, the training level, and the operational level.

I would greatly appreciate you completing the attached survey and returning it to me by August 14, 1989. Further, if possible, could you provide me with any written policies and procedures concerning your agencies interaction with private security. Finally, I have been having some difficulty obtaining news articles about private security operations and have obtained a limited number of professional journal articles. I would appreciate any guidance or direction you may be able to provide me including the names and addresses of significant Private Security Firms operating in your jurisdiction. In closing, thank you for your assistance and as an appreciation a copy of my final paper will be available to you upon your request.

Sncerely,
Glen Craig

Lieutenant Edward Doonan, Commander
Bureau of Training and Reserve Forces

ED:kh

LAW ENFORCEMENT SURVEY

DEPARTMENT NAME: _____

1. NUMBER OF SWORN OFFICERS (Check one)

- / 10 - 50
- / 50 - 100
- / 100 - 250
- / 250 - 500
- / 500 - +

2. NUMBER OF NON-SWORN

- / 3 - 30
- / 30 - 60
- / 60 - 120
- / 120 - 200
- / 200 - +

3. POPULATION SERVED

- / 10,000 - 50,000
- / 50,000 - 100,000
- / 100,000 - 500,000
- / 500,000 - 1,000,000
- / 1,000,000 - +

4. JURISDICTION SQUARE MILES

- / 10 - 30 Square Miles
- / 30 - 60 Square Miles
- / 60 - 120 Square Miles
- / 120 - 250 Square Miles
- / 250 - + Square Miles

5. DOES YOUR DEPARTMENT HAVE ANY WRITTEN POLICIES AND PROCEDURES FOR INTERACTING WITH PRIVATE SECURITY OFFICERS IN TACTICAL SITUATIONS, I.E. MUTUAL AID DURING CRISIS SITUATIONS SUCH AS CRIMES IN PROGRESS; CIVIL DISOBEDIENCE, ETC.?

YES NO

6. DOES YOUR DEPARTMENT HAVE ANY WRITTEN POLICIES AND PROCEDURES FOR SHARING INVESTIGATIVE AND/OR INTELLIGENCE INFORMATION WITH PRIVATE SECURITY?

YES NO

7. DOES YOUR DEPARTMENT HAVE ANY WRITTEN POLICIES AND PROCEDURES CONCERNING JOINT OPERATIONAL OR INVESTIGATORY EFFORTS WITH PRIVATE SECURITY?

YES NO

8. DOES YOUR DEPARTMENT HAVE ANY WRITTEN POLICIES AND PROCEDURES CONCERNING THE HIRING OF OFF DUTY PEACE OFFICERS TO PROVIDE SECURITY AT SPECIAL EVENTS?

YES NO

9. IF YES, ARE THEY PAID DIRECTLY BY THE EVENT SPONSOR OF THEIR AGENT?

YES NO

10. IF NO, STATE HOW PAID

11. ARE THEY REQUIRED TO WEAR DEPARTMENTAL UNIFORMS?

YES NO

12. IF NO, WHAT ARE THEY ALLOWED TO WEAR?

13. DOES YOUR DEPARTMENT HAVE ANY WRITTEN POLICIES AND PROCEDURES CONCERNING JOINT OR COMBINED TRAINING ACTIVITIES WITH PRIVATE SECURITY?

YES NO

14. DOES YOUR DEPARTMENT REQUIRE OR ENCOURAGE DEPARTMENTAL EXECUTIVES TO MEET REGULARLY WITH PRIVATE SECURITY ORGANIZATIONS?

YES NO

Survey Participant List

Appendix E

1. Anaheim Police Department
2. Arroyo Grande Police Department
3. Atascadero Police Department
4. Burbank Police Department
5. California Highway Patrol
6. California State University Police Department, Los Angeles
7. Concord Police Department
8. Costa Mesa Police Department
9. Folsom Police Department
10. Garden Grove Police Department
11. Los Angeles Police Department
12. Los Angeles County Sheriff's Department
13. Monterey Park Police Department
14. Oakland Police Department
15. Oceanside Police Department
16. Palm Springs Police Department
17. Pasadena Police Department
18. Pomona Police Department
19. Riverside Police Department
20. Ross Police Department
21. Sacramento Police Department
22. San Bernadino County Sheriff's Department
23. San Carlos Police Department
24. San Francisco Police Department
25. San Jose Police Department
26. San Luis Obispo Police Department
27. San Mateo Police Department
28. Santa Ana Police Department
29. Santa Clara Police Department
30. Santa Barbara Police Department
31. Torrance Police Department
32. Ventura County Sheriff's Department
33. Walnut Creek Police Department

Survey Participant Profile Sheet*

Appendix F

1. Number of Sworn Officers in Departments Responding To Survey:

	<u>Agencies Responding</u>
10-50 (Officers in Agency)	6 Agencies
50-100	4
100-250	11
250-500	4
500+	<u>8</u>
	33 agencies responding

2. Number of Non-Sworn Personnel

3-30 (Non-Sworn)	9
30-60	6
60-120	6
120-200	3
200+	<u>9</u>
	33 agencies responding

3. Population Within Jurisdiction Served

10,000-50,000	6
50,000-100,000	10
100,000-500,000	11
500,000-1,000,000	4
1,000,000+	<u>2</u>
	33 agencies responding

4. Square Miles Within Jurisdiction Served

10-30	20
30-60	4
60-120	3
120-250	1
250+	<u>5</u>
	33 agencies responding

* Question Numbers correspond to questions on Survey Form (see Appendix D)

ALTERNATIVE POLICY CONSIDERATIONS DEVELOPED DURING
MODIFIED POLICY DELPHI

1. MICRO MISSION STATEMENT

(DF)	PF	PI	DI
(VD)	D	U	VU

2. INTERACTION IN TACTICAL SITUATIONS

DF	(PF)	PI	DI
VD	D	(U)	VU

3. SHARING INVESTIGATION/INTELLIGENCE INFORMATION

DF	(PF)	PI	DI
VD	(D)	U	VU

4. JOINT TRAINING PROGRAM

DF	(PF)	PI	DI
VD	(D)	U	VU

5. REGULAR MEETINGS

(DF)	PF	PI	DI
(VD)	D	U	VU

6. LIST OF SECURITY FIRMS

DF	(PF)	PI	DI
VD	(D)	U	VU

7. LOCAL ORDINANCE

DF	PF	PI	DI
VD	D	U	VU

8. TYPES OF CALLS FOR PRIVATE SECURITY

DF	PF	PI	DI
VD	D	U	VU

9. ALARM CALLS

DF	PF	PI	DI
VD	D	U	VU

10. CRIMINAL HISTORIES

DF	PF	PI	DI
VD	D	U	VU

END NOTES

1. Karen M. Hess and Henry M. Wroblewski, Introduction to Private Security (St. Paul, Minnesota: West Publishing Co., 1982),P.7.
2. Ibid.
3. Milton Lipson, On Guard. the Business of Private Security (New York: Quadrangle/The New York Times Book Co., 1975), p. 13.
4. Hess, op. cit., p. 10.
5. Ibid., p. 12.
6. People v. Rehman, 253 C.A.2d 119, *The Common Law*, as distinguished from laws enacted by legislative bodies, comprises the body of those principles and rules of action relating to the government and security of persons and property, which derive their authority solely from usages and customs of immemorial antiquity, particularly the ancient unwritten law of England. Even today the California Civil Code at Section 22.2 provides that the "Common Law of England" in so far as it is consistent with the U.S. and California Constitutions, and the Federal and decisional laws, is the rule of decision in all of the courts of this State.
7. Hernandez, James Jr. The Custer Syndrome, Sheffield Publishing Co., Salem, Wisconsin. (1989)
8. Sacramento County Sheriff's Association Yearbook (Dallas, Texas: Taylor Publishing Company, 1985), p. 29.
9. Lipson, op. cit., p. 24..
10. Lipson, op. cit., p. 39.
11. National Advisory Committee on Criminal Justice Standards and Goals, Report of the Task Force on Private Security (Washington, D.C.: U.S. Government Printing Office, 1976).
12. Ibid., forward.
13. U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Private Police in the United States, Vol.1, R-869, DOJ (Washington, D.C.: U.S. Government Printing Office, 1971), p.2.

14. Ibid., p. 22.

15. Ibid.

16. U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Justice, Executive Summary, Crime and Protection in America, A Study of Private Security and Law Enforcement Resources and Relationships (Washington, D.C.: U.S. Government Printing Office, 1984), p. 68. Other title: The Hallcrest Report: Private Security and Police in America. (Portland, Oregon: Chancellor Press).

17. U.S. Department of Justice, National Institute of Justice, Issues and Practices, Public Policing Privately Provided (Washington, D.C.: U.S. Department of Justice, June 1987), forward.

18. Op. cit., The Hallcrest Report, p. 72.

19. Reiss, Albert J. Jr., Policing a City's Central District: The Oakland Study. U.S. Department of Justice, National Institute of Justice (March 1985)

20. Moulton, Roger, "Public vs. Private IACP Liaison Committee Encourages Cooperation", California Peace Officer, (March 1988), p. 36-38.

21. Wedgeworth, B.R. "Public vs. Private - Los Angeles Creates Informal Liaison Program.", California Peace Officer (March 1988) p. 39-44.

22. Bassett, Jack., "Public vs. Private - Santa Cruz Builds An Effective Partnership", California Peace Officer (March 1988) p. 45-46.

23. Emerson, Richard R., "Public vs. Private - Pasadena Creates An Outreach Program to Stop Crime.", California Peace Officer, (March 1988) p. 47-49.

24. Beardsley, Bob., "Public vs. Private - San Diego Academy Offers Lectures on Private Sector", California Peace Officer (March 1988) p. 30-35.

25. Op. cit., Public Policing Privately Provided, p. 8-10.

26. The following comment was included by one of the participating law enforcement agencies that returned a survey form discussed at page 45 of this report:

"I would have to say that our position regarding private security runs counter to your hypothesis. We are becoming increasingly concerned with the proliferation of private security firms in and their lack of

professional standards. We feel an indirect embarrassment oftentimes, since many citizens do not make any distinction between private and professional law enforcement.

If we had our choice, we would limit the use of private security to "door shaking" and on-site uniform security as a means of theft prevention. Police authority is sanctioned by government and the people. When you interject private policing, control of this government sanction is reduced. I sense most professional law enforcement people resent the presence of private security. They view their presence (and growth) as an insult. The fact is that we professionals have been unable to provide the desired level of policing presence to select groups of persons (e.g., merchants) due to resource constraints. Consequently, private enterprise has emerged to fill the void. One idea I would like you to examine: If all the money currently spent on private security were devoted to government law enforcement, would we not get a better product (better security) for the same price? Good luck.

27. The researcher employed all of the traditional approaches to *Futures Research* including a review of the literature, brainstorming, surveys, the Nominal Group Technique, and personal reflection based on 25 years experience in the field of law enforcement.

28. i.e., three *alternative futures* that address very different possible outcomes of policy decisions, and which will provide valuable ideas employable in strategic planning.

29. Namely, "How Will Privatization of Law Enforcement Services Affect Sacramento By The Year 1999?"

30. Simply stated, Cross-Impact Analysis is a method of developing data regarding potential interactions of trends and events.

31. U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Justice, Executive Summary, *Crime and Protection in America, A Study of Private Security and Law Enforcement Resources and Relationships* (Washington, D.C.: U.S. Government Printing Office, 1984).

32. For example, interaction between private security agencies and law enforcement during the response to various types of crimes in progress, the initiation of reports (or lack of) by private security that either lead or do not lead to crime prevention activities on the part of the local public law enforcement agencies.

33. See Strategic Planning Methodology – Implementation at page 44 of this paper.
34. For instance, the Nominal Group was taken through the Silent Generation of Ideas Process, The Round Robin Process, The Serial Discussion for the Clarification Process, and the Voting process.
35. The "Round Robin" process is utilized to develop and record ideas pertaining to the central issue.
36. A Trend is a pattern of happenings over a period of time. It is not necessarily quantifiable and may be general in scope. As stated, it is non-directional. That is, it neither increases or decreases until forecasted.
37. U.S. Department of Justice Law Enforcement Assistance Administration, "National Private Security Advisory Council", Hallcrest Press, VA (1978).
38. Sapse, A.M; Shenkin, P; Sapse,M., "Computer Applications in the Private Security Business", Praeger Publishers, New York (1980)
39. Meadows, R., "Private Security and Public Safety–Developments and Issues", Journal of Security Administration, Vol.7 No.2 (1984) p. 51-61.
40. Hair, R.A., "Private Security and Police Relations", Crime and Justice in America– Critical Issues for the Future, Peragmon Press, Elmsford, N.Y. (1979)
41. Hemphill, C.F., Modern Security Methods Prentice HallEnglewood Cliffs, N.J. (1979)
42. The Distillation Process involves group discussion of complete lists of trends and/or events, followed by voting on the most significant trends or events, until only five trends and events remain.
43. "Events" can be defined as a discrete occurrence that either happens or does not happen. An event statement needs to be clear so that an historian looking back could tell whether or not the event occurred. (Post Command College Text: Futures Forecasting and Analysis, Workshop #5
44. Namely, How will privatization of law enforcement services affect medium-sized law enforcement agencies by the year 1999?
45. Moore, R.H., "Licensing and the Regulation of Private Security", Journal of Security Administration, Vol. 10, No.1 (July 1987) p. 10-28.

46. Albanese, J.S., "Future of Policing—A Private Concern", Police Studies, V.9, No.2 (Summer 1986) p. 86–91.
47. e.g., California Penal Code Section 830 e.t. seq. sets forth a substantial range of powers given to various classes of "peace officers". Penal Code Section 13500 creates a state sponsored "Commission" empowered to monitor existing and to establish additional educational requirements for peace officers. That same commission (POST) also oversees the various state and local level training facilities that have been established to educate future officers.
48. Peel, J.D., Licensing and Guidance of Private Security— A Handbook for Community Security Planning. Springfield, Ill. (1973)
49. Meadows, R.J., "Negligence in the Private Guard Industry", Journal of Security Administration, Vol.10, No.2 (December 1987) p.12-20.
50. Beardsley, B., "Private Security: Enigma an Overlooked Resource", Journal of Contemporary Criminal Justice, Vol. 3 No.4 (December 1987) p.44–51.
51. See the *Surprise Free* Scenario at page 37 for a description of this desired state of affairs.
52. Strategic Planning is an operation whereby decisions about an organization's future can be formulated and implemented using deliberate, controlled, and proven management techniques.
53. A Weakness is a limitation, fault or defect in the organization that will keep it from achieving its objectives; an Opportunity is any favorable situation in the organization's environment; a Threat is any unfavorable situation in the organization's environment; and a Strength is a resource or capacity the organization can use effectively to achieve its objectives".
54. Stakeholders, for the purposes of this research, are persons or organizations who may be impacted by actions taken by law enforcement pertaining to the central issue, or who have an interest regarding the issue, or both.
55. Alameda County, Sonoma County, and Contra Costa County are examples of other counties that have recently undergone similar pressures to develop more modern facilities for prisoners and defendants.
56. At a substantial expense – nearly \$180 million dollars.

57. In 1978 there were 232 Deputy Sheriffs assigned to the Patrol Services Division of the Sacramento County Sheriff's Department. By 1988, a decade *later*, the Patrol Services Division had only 213 Deputies, fo. a *decrease* of 8% in sworn personnel. At the same time, dispatched events increased from 70,519 in 1978, to 138,334 in 1988, for an overall increase of 96% in dispatched events. Even more dramatic was the increase in critical emergency calls – from a total of 10,380 in 1978, to over 27,890 in 1988, for an astounding increase of 168%.

58. That is, calls to the Department that do not require immediate dispatch of a patrol unit or other Departmental resources.

59. Ibid, Endnote 54 above

60. See those stakeholders listed on page 58 with an asterisk next to their names for a listing of the *key* stakeholders.

61. Total certainty indicates that there is a 100% certainty that the assigned assumption is correct.

62. The Modified Policy Delphi is a research tool used to obtain a variety of viewpoints during the process of identifying policy alternatives. In this process each participant is asked to develop at least one alternative regarding the central issue prior to the convening of the group session. Then all alternatives are examined and rated for *feasibility* and *desirability*.

63. A *Policy Issue* is defined as an issue for which rational individuals advocate differing resolutions. It is designed to:

1. Generate strategic alternative approaches to the policy issue.
2. Analyze the feasibility and desirability of each alternative.
3. Reduce the number of alternatives to a manageable number for more complete strategic analysis.

64. Glueck, William F., Strategic Management and Business Policy, McGraw Hill, New York (1980)

65. Action plans are activities needed to complete projects. Action plans involve the identifying of responsibilities of specific people toward the achieving of the original goal. The action plan needs to set time lines and methods of verification. In essence, the action plan involves a contractual arrangement by all staff involved to meet the stated goal in a systematic way.

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