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WILL LAW ENFORCERS USE VIDEO CAMERAS TO DEMONSTRATE JOB QUALITY BY THE YEAR 2000?

by

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COMMAND COLLEGE CLASS 11

PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

JANUARY, 1991

11-0213

130546

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

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

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

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

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Will Law Enforcers Use Personal Video Cameras to Demonstrate Job Quality by the Year 2000?

C.O. Wirtz. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1990. 79 pp.
Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7053.
Single copies free; Order number 11-0213 .
National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD 20850.
Microfiche free. Microfiche number NCJ_____.

Abstract

This futures study explores the possible use of video cameras worn as personal equipment on police officers to demonstrate job performance. The use of the data of an officer's daily work to quickly and thoroughly bring an officer to his best job performance was found to be a primary motivator in the development of this equipment. The possibility of reducing time expended in investigating citizen complaints against police officer action, reductions in court overtime, reductions in liability loses, and the possibility of reducing or eliminating the time required for officers to write reports of crimes were seen as potential benefits of this tool. The study is in three parts. A modified delphi panel was used to develop three fact generated scenarios. The Normative scenario was used to develop a strategic management plan in part two. Part three takes this plan to implementation in a small to medium sized police agency.

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1990

Executive summary
11-0213

This study explores the issue of whether video cameras issued as personal equipment on the person of each police officer will be used to demonstrate job quality within the next ten years. The study was initiated in response to concerns involving citizen complaints, civil law suits, and the effect of video recordings on these issues.

The time needed to investigate citizen complaints against police officer behavior is extreme. These incidents are, in many cases, being scrutinized by review boards outside the police agency. The incidents complained about are often one on one and boil down to the citizen's word about what happened against the officer's word about what happened. When there is significant difference in the statements of both there is little that can be resolved. The citizen and the officer are unsatisfied by an unsubstantiated finding.

The costs associated with civil litigation against police officer actions are almost an uncontrollable event to the police administrator. Even when the officer does everything correctly, there may be losses in civil action because the consequences of the action were severe. The reality of what happened often is not clearly communicated in even the best courtroom testimony. An actual life video of what happened would give the trier of the facts the best data upon which to base the decision. The use of video recording data was forecast to be effective in limiting the numbers of litigation incidents, and in limiting the losses in these cases.

As our world becomes more complex, there is an increased need for police officers to be trained in special techniques, basic skills, and policy of the agency. Knowing that the training processes used are effective in attaining the desired behaviors and being able to demonstrate this level of job performance were found to be enabled by the use of video recording data.

Finding ways to provide law enforcement services to the community with ever decreasing budgets and increasing service demands is a challenge that was seen to be advanced by the use of video recording equipment.

Part one explores the issue question using a modified delphi panel made up of professionals who were selected because of the pertinence of their profession to the issues involved and their personal success in their field. The delphi panel forecast thirteen trends and five events that were selected to explore the future parameters of the issue question. The panel results are demonstrated in graph form, analyzed, and used to generate three data driven scenarios that show the possible future use of personal video cameras in law enforcement.

Part two of the study describes a mission statement that will guide change toward the Normative-desired-attainable future. Part two then goes through the strategic management of change in a small to medium sized police agency to implement policy directives chosen to progress toward the accomplishment of

the mission statement.

Part three of the study demonstrates the transition management and implementation plan to bring the future that is possible to reality for this small to medium sized agency.

The study shows that the trends forecast can be affected by proactive steps that are possible now. The intensified focus of training and supervision to control the conduct of business can put law enforcement back in control of its destiny. The increased use of video equipment now available can begin effecting positive change in some of the concerning trends forecast. The use of the personal video monitor as a tool to develop the quickest, most effective path to individual officer development to a professional enforcer demonstrating job performance within the policy direction of the agency is a potential about four years away, and has a probability of 50% in ten years. The potential for law enforcement to take control over how it conducts business is described.

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JANUARY, 1991

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PART ONE - DEFINING THE FUTURE

Will law enforcers use personal video cameras to demonstrate job quality by the year 2000?

PART TWO - STRATEGIC MANAGEMENT PLAN

A strategic management plan for a small to medium sized law enforcement agency to implement the policy directives developed from the Normative scenario described in the futures section.

PART THREE - TRANSITION MANAGEMENT

A description of the transition management plan to bring about the changes described in the strategic management plan.

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INTRODUCTION

INTRODUCTION

For the police administrator, one of the most difficult and challenging tasks is the investigation of and the disposition of citizen complaints against police officers. Often, there is no hard evidence of wrong doing or improper behavior, but just an impression by the complainant that the officer was rude or had a bad attitude. It was however, an impression strong enough that the citizen wanted to make a formal complaint against the officer. Even in cases of alleged unlawful or unapproved behavior, the disposition of the case must often be based only on the statements of the complaining citizen and the explaining officer. It is the citizen's word against the officer's word. Because the enforcer is calling people to task for an error, willful or unintended, there is a tendency for the administrator to want to believe the officer. While these types of complaints are usually unsubstantiated, this resolution does little to satisfy the complainant or the officer.

In 1989, the voters in the City of San Diego, California, passed two laws that mandated the creation of civilian review boards that would have authority to review civilian complaints about police action. In July, 1990, the role of the civilian review board was expanded to include review of all officer involved shootings.(1) In November of 1990 voters in San Diego mandated a review board to scrutinize the operations of the Sheriff's Department. In July of 1990, a citizen was awarded 1.1 million dollars in a civil rights violation suit against the County of San Diego alleging that he was physically abused by Sheriff's deputies at the scene of a car crash in front of his home and later at the County Jail, where he was incarcerated for interfering with deputies and resisting arrest.(2) When the award was announced in open court,

the gallery cheered.(3) Results from a Gallup poll published in the May, 1990, edition of Law and Order Magazine compared the perceived honesty and ethical standards of police, clergy, and doctors. Clergy were rated at 62%, doctors at 52%, and police at 49%. Law enforcement deals in the honesty business, and has always depended on the trust and faith of the citizens of the community served. That trust is waning.

The public has always had compassion for their enforcers because of their commitment to service, and because of the many demands of sacrifice made of them in the name of the public good. The fear of the public is that law enforcement might hide errors by covering up the truth. The public can forgive error in their enforcers but cannot forgive dishonesty in their enforcers. In an environment of distrust, facts and evidence of those facts must be demonstrated in the clearest of terms. This study will address the issue: Will law enforcers use personal video cameras to demonstrate job quality by the year 2000? To show those with the need to know and the right to know, the unedited record of what actually occurred is as honest and forthright as you can be.

Will police officers accept the intense scrutiny of their actions that such a data collector would provide? What are the other uses of personal video cameras in law enforcement in addition to the instant replay of the officer's actions? How would the data collected by the personal monitor be used and by whom? To what extent can video in its present form be used by law enforcement to additional advantage? These are sub issues that will also be explored in this project. The potential for legal challenges to the information demonstrated by the data collector will have to be addressed in

another study. How the data collected would be stored, distributed to interested parties, and purged are subjects for additional study.

The future of the use of personal video equipment by police officers, to record the data of their daily activity was explored using a modified conventional delphi panel. The panel was used to forecast the future of trends and the probability of events that will affect this issue. The panel membership was selected to form a cross section of experts in various fields and professions that have influence over and interests in the issue. The trends and events selected were those that had impact on the issue and were effectors in cross impact. The results of the forecasting exercise were used to generate scenarios that demonstrate the issue in the probable parameters of its future.

The Normative-desirable-attainable scenario was used to prepare a strategic management plan to implement this scenario in a small-to-medium sized police department in California. Specifics of situational analysis, policy directives, implementation, and transition management were detailed, and the study was completed with conclusions and recommendations that will assist law enforcement to be better prepared for the future of this issue.

BACKGROUND

BACKGROUND

Law enforcers have used recording devices to collect and retain data to demonstrate job performance, as recording technology has developed. The recorder provides an impartial review of the facts of what occurred. It records data in sequence without interpretation. Investigators have used recording devices to record statements and confessions in cases of major importance for several years. These recordings made the report more accurate and complete, but generally increased the work of the investigator. The use of video cameras to record interviews, statements, and confessions added the ability to let the reviewer interpret for himself issues of sobriety, sincerity, hysteria, and injury in a way that cannot be determined from the printed word, or the recounting by even a trained witness in a jury box. Video tape captures information quickly and accurately in a way that saves officers time, because video tape can be reviewed without further processing by man or machine. As the instant replay in football can be reviewed by those who judge, an officer's interactions, actions, and statements can be demonstrated accurately and immediately to those who need to know.

Research disclosed little information on the subject of using video cameras on police officers to record the data of their daily activity. A scan through the National Institute of Justice Reference Service (NICJRS) gave one resource concerning a similar subject. The November, 1989, issue of Law and Order Magazine describes the use of video cameras mounted on the windshield within police patrol vehicles used by the Georgia State Patrol. These cameras record the sounds heard and made by the officer and the activities that occur in the camera's field of view. The recorded data has been used in training

processes for the officers involved and for officers in general, as evidence in court proceedings, and as a first hand look at what happened for those who need to know.

The Commissioner of the Georgia State Patrol, Colonel Curtis D. Earp, Jr., was appointed by the governor in October, 1986. In my interview with Colonel Earp, he said that the Governor charged him with the mission of restoring the morale and esprit de corps of the Georgia State Patrol that had been devastated in the wake of a highly publicized ticket-fixing scandal. Additionally, Colonel Earp wanted a way to reduce court overtime, to reduce the losses in civil suits filed alleging civil rights violations and search and seizure violations, and to reduce the time required to investigate complaints about officers. Colonel Earp started with an in-service training program demonstrating a concept he called "look beyond the ticket". Looking beyond the ticket led to increased arrests for drug possession, to increased overtime for the troopers, increased allegations of search and seizure violations, and increased revenues for the State Patrol in assets forfeiture funds. Colonel Earp explored and helped develop the use of video cameras mounted in the patrol car to assist with these problems. He hoped that if the contact with the suspected drug violator was recorded on tape, the trooper would be procedurally correct, the need to testify in court would be lessened, and there would be fewer lawsuits. Colonel Earp was correct in all his hopes. The goal is now to equip all Georgia State Patrol vehicles with the video equipment that costs about $3500 for each unit. The purchases have been made with drug seizure funds, and currently, about 65% of the vehicles are equipped with the units.

The data recorded has been used in a variety of other ways. The officers find that by observing the tapes, they pick up many practices that can be improved, enabling them to do a better job. The tapes have been used to investigate allegations of officer misconduct. Usually the tape recording of the citizen contact shows the complaint as unfounded. The officers tend to be on their best behavior when using the video tape recorder. Court rulings have held that this use of video is admissible as evidence as long as the tool is used uniformly and as described in department policy. In all Georgia State Patrol vehicles equipped with the tool, all traffic stops are recorded. The tool is activated when the overhead lights are turned on. Most of the work of the Georgia State Trooper is involved with traffic violation enforcement, and therefore, most of the officer's contacts take place in front of the patrol vehicle. Municipal law enforcers spend much more of their time in contacts away from their vehicle, and would lose the ability to tape those contacts if limited to a recorder attached to the police cruiser.

Through a program initiated by MADD (Mothers against Drunk Drivers) and Aetna Insurance, the Kansas City (Mo.) Police Department anticipates a 70% increase in the conviction rate of drunk driving cases.(4) Because of a donation from Aetna, twenty video cameras placed in squad cars will be used to video tape sobriety testing at the scene of DUI (driving under the influence) stops. This optimistic conviction rate is based on previous experience with increased guilty pleas in drunk driving cases where video tape was used to film the sobriety testing.(5) Video evidence in DUI cases has shown such great promise that MADD and Aetna have donated more than 250 cameras to law enforcement agencies in eight states.(6) MADD plans to expand this program.

DEFINING THE FUTURE

DEFINING THE FUTURE

To explore the probable parameters of the issue, will law enforcers use personal video tape recorders to demonstrate job performance by the year 2000?, a modified conventional delphi panel was used. This issue has diverse and far reaching influences that cross a broad spectrum of professions. Conducting a nominal group technique for generation of trends, events and forecasts with so large and diverse a group would be impossible. In order to obtain input from such a diverse group, the delphi process was selected. The panel members were selected because of their respective professions and their success in their respective professions. Their perspective and insight into the issue, the trends, and events will have significant impact as the future of this issue unfolds. The panel was composed of the following:

Law Enforcement Executive, Department under 1500

Law Enforcement Executive, Department under 250

Law Enforcement Administrator, 25 years experience

Law Enforcement Administrator, 15 years experience

Police Officer, 10 years experience

Police Officer, 5 years experience

City Manager

City Public Information Officer

City Risk Manager

City Councilman

County Supervisor

State Assemblyman

Civilian Employee Federal Government

Civilian Business Administrator

Civilian Business Owner

County Deputy District Attorney

Criminal Defense Attorney

ACLU Attorney

Police Association Legal Defense Attorney

Workers Compensation Attorney

Municipal Court Judge

Superior Court Judge

Television News Anchor

Television News Reporter

Television News Editor

Newspaper Journalist

Audio Visual Technical Engineer

Audio Visual Marketing Engineer

A list of thirteen trends and four events was compiled. These trends and events were selected because of their relativity to the issue, and because of their current importance to law enforcement. The trends were identified through the scanning of local newspapers, news magazines, local and national television news programming, and law enforcement trade magazines. The events were selected to forecast the future of the issue and to elicit feedback from the panel concerning the influence of the issue and subissues on the various professions represented. A questionnaire was developed listing thirteen trends and five events. The questionnaire was mailed to the panel

members, and the returned results were graphed listing high, low, and median forecasts. Of the 28 questionnaires mailed, 23 were returned within the time limit. These panelists' survey results were graphed for comparison to the group's results and the survey was returned to the panelists for second round forecasting. Of the 23 round two questionnaires mailed, 17 were returned within the time limit. Two trends were forecast to not change during the study period and these were dropped from the list. The resultant eleven trends and five events are listed, described, and labeled.

1. The number of citizen complaints about police action.

Label: Citizen Complaints.

Complaints from citizens, onlookers, suspects, victims, etc. about police actions that are directed to the agency or responsible governmental unit for investigation, evaluation, and response were forecast.

2. The level of violent crime committed per capita.

Label: Violence in our society.

Drive-by shootings, drug deals gone bad, whackos using assault rifles to express their opinion with the blood of others, the number of firearms in our society, and domestic violence, all increase the number of confrontations that may require police officers to use deadly force. These cases bring the greatest stress on the training and skills of police officers and often result in actions of serious consequence. The level of violent interaction in our society was measured in this trend.

3. The costs associated with police officer mistakes.

Label: Cost of officer error.

When officers make mistakes there is usually a loss in time, effort, money, or

equipment. Officer-involved car crashes take a terrible toll in human life, in workers compensation costs, vehicle repair costs, and property damage costs. Ordering the tow of a vehicle inappropriately results in a tow bill that the agency will have to pay. Kicking in the front door of the wrong house will result in wasted effort, repair bills, and astonishment in the neighborhood. While these costs may be avoidable, they are real, and they are hard to budget for. The direction of and the magnitude of these costs are what were measured here.

4. The cost of civil litigation arising from police action.

Label: Cost of civil litigation.

Many of the errors listed in trend 5 will result in a civil suit against the agency employing those who made the error. Unlawful acts, unauthorized acts and/or inaction by officers can bring civil lawsuits. Civil suits will be filed in cases where no errors were made by officers, but where their actions had serious consequence. The costs in defending these cases and the costs in settling these cases were measured here.

5. The resistance by police officers to the use of a personal video recorder.

Label: Officer's resistance to the personal video recorder.

Officer resistance to the use of a personal video camera can manifest itself in many ways, from outright refusal to wear the device to the sabotaging of the data collection system. The personal fear of being laughed at or criticized for making mistakes, or just of being watched will cause resistance to this type of device. The level of resistance to the use of a personal video recording system by police officers was measured here.

6. The use of video equipment by the media to record police action as it occurs.

Label: Media's use of video reporting of police activities.

The media monitors the various police radio frequencies because police radio calls may be the drama that make up their next newscast. Civilians who use home video equipment to tape police action may send their tape to the news media. The live video recordings of police action from all sources are sometimes subpoenaed by law enforcers because crucial sequences and detail are captured on the video. The use of video recordings by the media to display police activities was measured here.

7. Development of review panels to evaluate police policy, procedure, and activity.

Label: Outside review panels.

In 1989, the voters in the City of San Diego passed two laws that mandated the creation of civilian review boards that would have authority to review civilian complaints about police action. The creation of overview processes outside the police agency to scrutinize police activity was forecast here.

8. The demand of the public to know what happened.

Label: Public's need to know.

Police work deals with the most emotional and action packed interactions of people. The public has the right to know what is happening, and the news media senses a story whenever police officers are called into action. The popularity of television programs such as Police Story, Hill Street Blues, Cops, and America's Ten Most Wanted, show the keen interest the public has in

the activity of the law enforcer. We are in the information age, and the public is accustomed to having and interpreting data. The demand by the public to know the details of what their law enforcers are doing was forecast here.

9. The need by administration to exercise control over police officer behavior.

Label: Administration's need for control.

The administrators of all police agencies are responsible for the correct functioning of all of its personnel. Training is documented and recorded for both the development of individuals through training and for department protection against vicarious liability lawsuits. The administration's need to set guidelines, train personnel to perform within those guidelines, and to demonstrate quality control of this performance was measured here.

10. The need by police officers to be able to prove the correctness of their action.

Label: Officer's vindication.

Most interactions between officers and civilians are one-on-one. It is the civilian's word against the officer's word when variations on the facts occur. California penal law requires that police agencies document and investigate all citizen complaints. In court trials, the officer often believes that his credibility is attacked, rather than the unlawful actions of the defendant. The need by police officers to show "how it was" was forecast here.

11. The use of electronic monitoring devices by police officers.

Label: Training tools.

Tape recorders monitor the radio traffic of field activities and the incoming telephone conversations of police departments. Tachygrams that can be installed in the trunks of police vehicles will record the speed, stops, and sudden movement of the vehicle during a work shift. Video cameras installed on the inside of the windshield of State Police vehicles in Georgia record all vehicle stops. Video cameras are used to record mass and specific arrests, sting operations, and major case interviews of witnesses and suspects. The use of electronic recording devices to capture the data of police activity was measured here.

Events

The following five events were selected for the group to forecast because of the impact that these events would have on the trends and on the issue, if the events were to occur.

1. "WORM" (Write Once Read Many) individual audio visual recorder is developed and marketed at an economical price.

Label: Development of "WORM" monitor.

This is a device worn on the body that will record on a removable disk or tape, data that cannot be altered once recorded. The acronym "WORM" refers to a process where data can be recorded only once. Any attempt to record over data previously recorded will fail or damage the recording medium. The data can be played back an infinite number of times and can be stored indefinitely. The device will record all that the wearer says and hears, and the device will record all that the wearer sees.

2. The use of personal audio visual recorders is mandated for law enforcement.

Label: Mandated AV recorder.

This event removes the option of using the "WORM" AV personal device on police officers. It could be state law, POST, or federal law that mandates the recording of police officer activity, but with this event their use is ordered.

3. Police associations reject the use of personal audio visual recorder.

Label: AV recorder = contract issue.

This event would put the issue of the personal AV recorder in a meet and confer environment. Their use may be ordered, but the officers are not willing and certainly not supportive of using the device.

4. Personal audio visual recorders become the standard training aid for police officers.

Label: AV recorder = training standard.

The ability to view the actual performance of an officer in real time would give the officer and his trainer invaluable information in developing skill levels and in increasing the knowledge of job tasks for that officer. This event makes the use of these devices the standard for training, retraining, and supervision in police work.

5. Accessory systems are developed to permit the use of personal audio visual recorder by police officers to generate reports, thereby eliminating the need for police officers to write reports.

Label: Police recorders replace report writing.

A personal audio visual recorder worn on the police officer would record, live, the appearance and statements of the victim. The appearance and statements made by a suspect would be recorded verbatim during the chase, the encounter, the struggle, the arrest, the search, the admonishment, and the

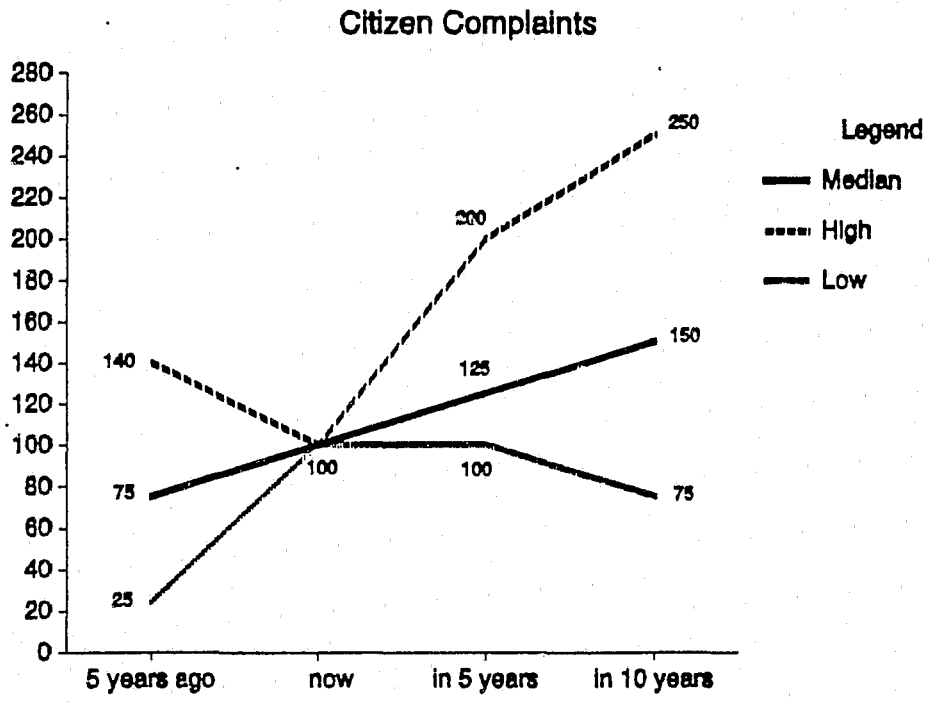
trip to jail. With this data available on an unalterable playback system, there would be no need for the police officer to write a detailed report of what occurred. This event is the development of the back up systems that would enable the processing of recorded data to eliminate the writing of police reports.

The group was asked to forecast the direction of change and the amount of change in the trends. In each case, the level of the trend at the present time was set at 100 units. Each trend was forecast for what each panelist believed the level of the trend was five years ago, what the level will be in five years from now, and ten years from now. There is no specific definition associated with the units, but it is a way to quantify the level of and the change in the trends.

Round two group results

TRENDS

1. The number of citizen complaints about police action.

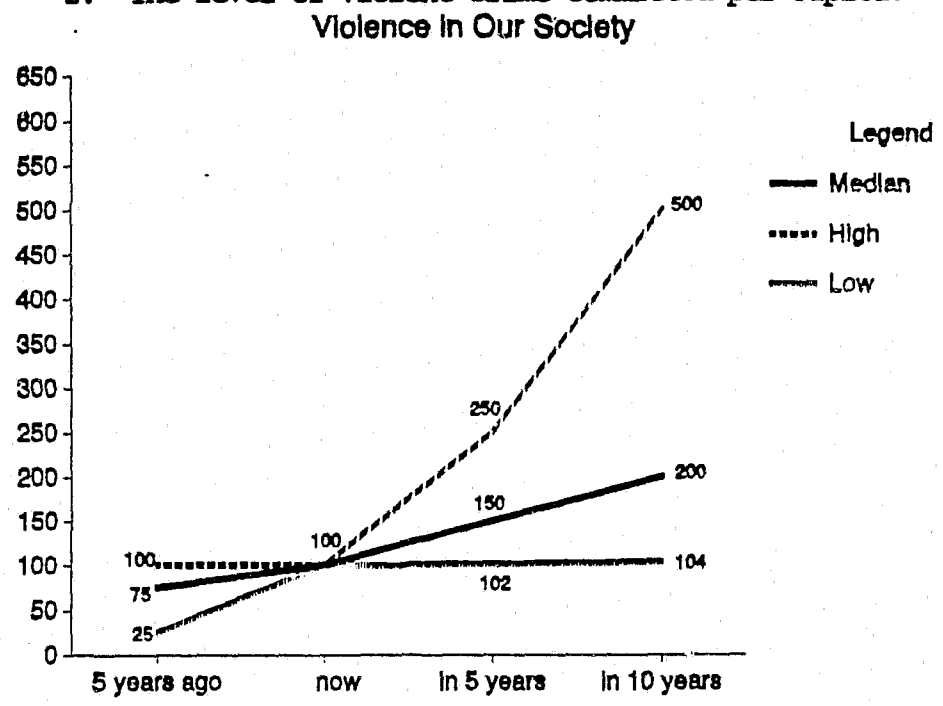


Median	5 yrs. ago	75	now	100	5 yrs. from now	125	10 yrs. from now	150
High	5 yrs. ago	140	now	100	5 yrs. from now	200	10 yrs. from now	250
Low	5 yrs. ago	25	now	100	5 yrs. from now	100	10 yrs. from now	75

The forecast is for citizen complaints to increase by 25% in five years and by 50% in ten years. Complaints were seen to have been half five years ago what they are today. This increase was seen to be caused by increases in population, increases in minority populations, by increased activism by law enforcement to search out complaints, and by an increase in the public's sophistication in discerning what is police misaction. Increases were attributed also to the growing numbers of those who are unable to achieve the

"American dream" and who find themselves in conflict with establishment enforcers. The forecast increases would be tempered or reversed by increased positive marketing of police policy and mission, by increased training and control of officers, and by elimination of individual "bad apples" from police ranks.

2. The level of violent crime committed per capita.

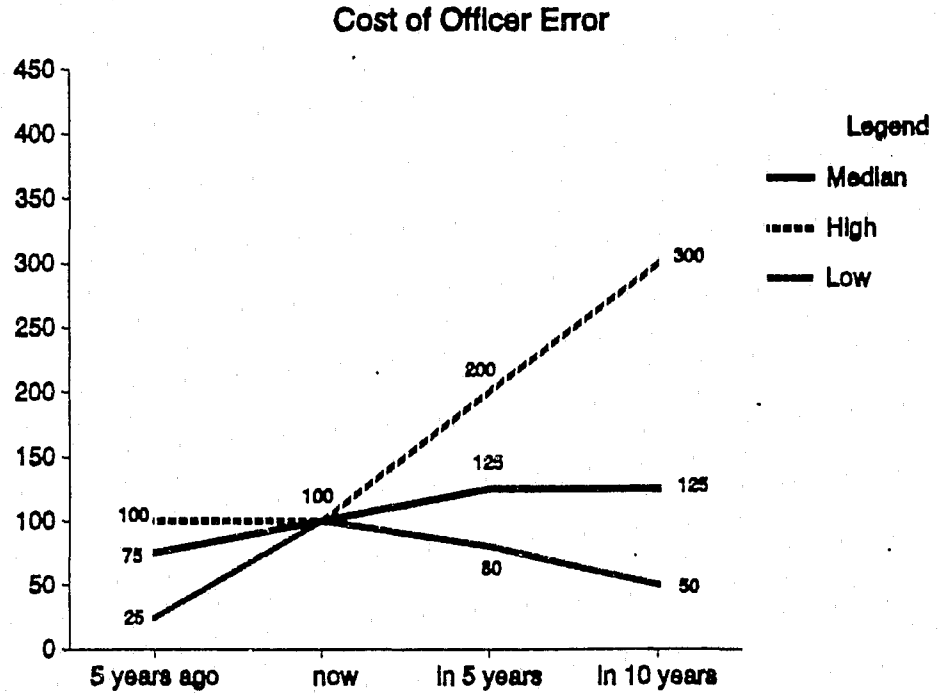


Median	5 yrs. ago	75	now	100	5 yrs. from now	150	10 yrs. from now	200
High	5 yrs. ago	100	now	100	5 yrs. from now	250	10 yrs. from now	500
Low	5 yrs. ago	25	now	100	5 yrs. from now	102	10 yrs. from now	104

The median forecast is for violence in our society to increase 50% in five years and 100% in ten years. The drug problem, with its high profits and high danger, was most frequently seen as a driving force for this increase. The failing criminal justice system, especially the lack of punishment and jail space, was seen to be a significant factor in increasing this trend. The

group also perceived a general decline in family values and Christian values, coupled with a society-wide increase in the acceptance of violence as seen in entertainment medium of television and theater to be factors that push this trend.

3. The costs associated with police officer mistakes.

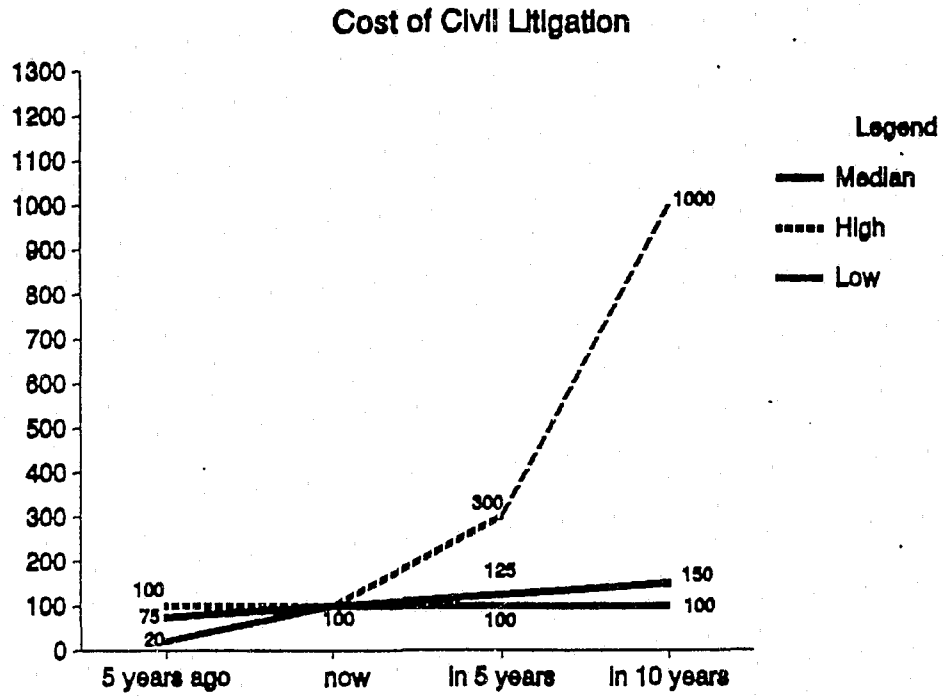


Median	5 yrs. ago	75	now	100	5 yrs. from now	125	10 yrs. from now	125
High	5 yrs. ago	100	now	100	5 yrs. from now	200	10 yrs. from now	300
Low	5 yrs. ago	25	now	100	5 yrs. from now	80	10 yrs. from now	50

This trend was seen to increase 25% over the last five years and was forecast to increase an additional 25% over the next five years. The trend was seen then to level off for the next five years. Increases were attributed to the lowering of hiring standards by law enforcement, the increasing complexity of both law and equipment used by law enforcement, and the lowering in the

experience level of patrol officers in general. Positive effectors identified were training, supervision, management, and increasing public scrutiny.

4. The cost of civil litigation arising from police action.

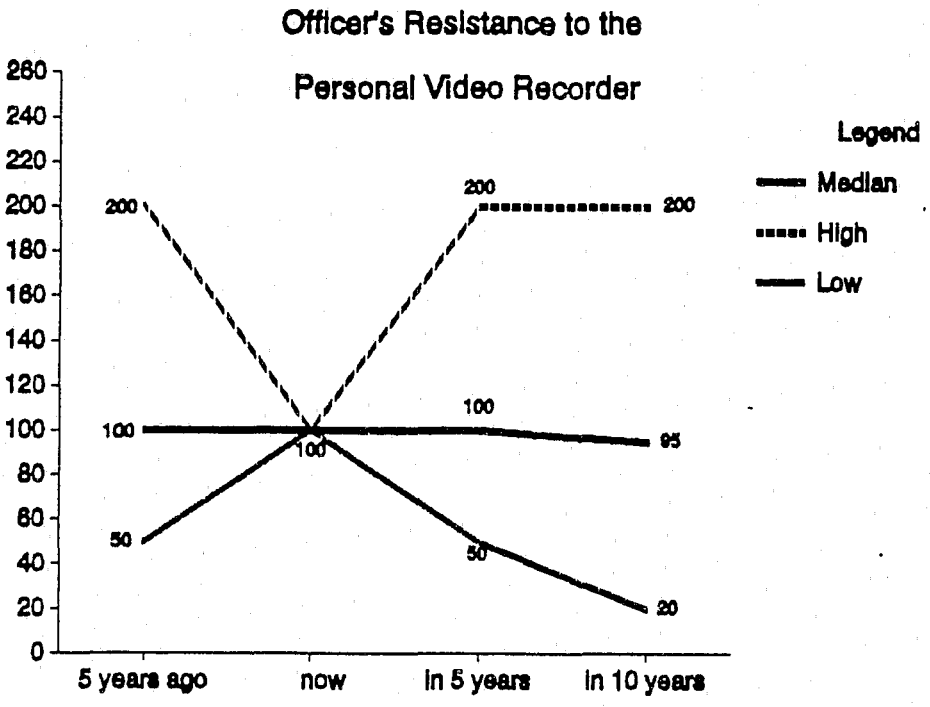


Median	5 yrs. ago	75	now	100	5 yrs. from now	125	10 yrs. from now	150
High	5 yrs. ago	100	now	100	5 yrs. from now	300	10 yrs. from now	1000
Low	5 yrs. ago	20	now	100	5 yrs. from now	100	10 yrs. from now	100

There was considerable variation in just how much this trend would increase. The median increase was at a constant rate of 25% each five years. Forecasters saw the public losing their fear of suing the government. Government was seen as developing a track record of settling too quickly for too much money, fearing that juries always have compassion for victims and none for government. The limiting factors were seen to come from legislated

relief giving government immunity or at least loss limits.

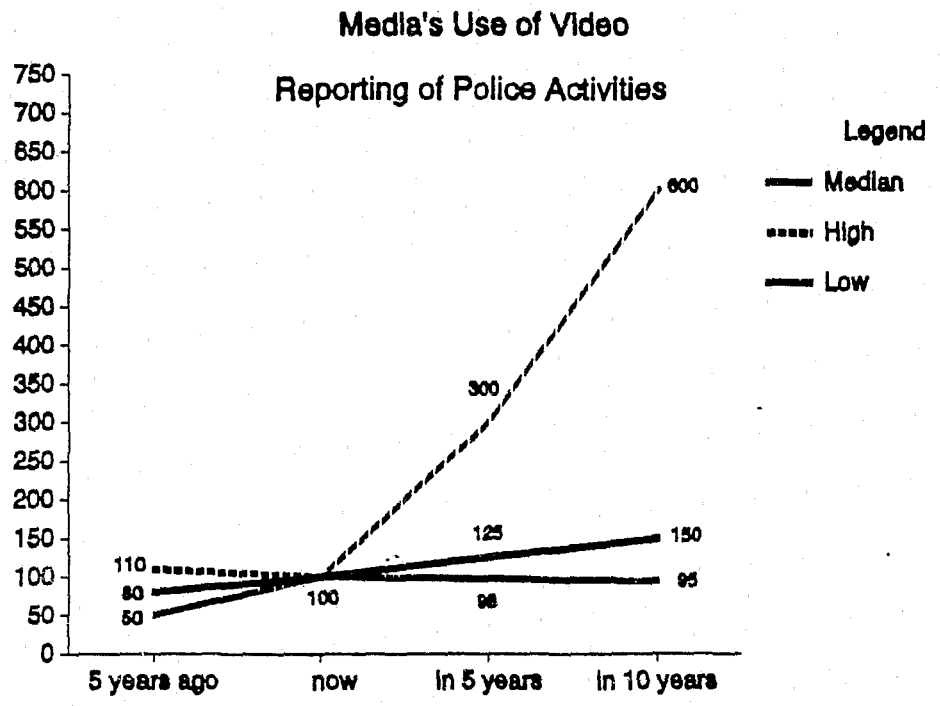
5. The resistance by police officers to the use of a personal video recorder.



Median	5 yrs. ago	100	now	100	5 yrs. from now	100	10 yrs. from now	95
High	5 yrs. ago	200	now	100	5 yrs. from now	200	10 yrs. from now	200
Low	5 yrs. ago	50	now	100	5 yrs. from now	50	10 yrs. from now	20

This trend was seen to be at a fairly high level five years ago and now. Continued exposure to the technology, along with the benefits of being able to show juries what happened, were seen to reduce the trend mildly but steadily. The benefits of having a video record were seen to be so persuasive that the officer's natural rejection to this kind of scrutiny would be overruled. Forecasters could see officers accepting the negatives in order to afford themselves the protection from frivolous litigation that this tool could give.

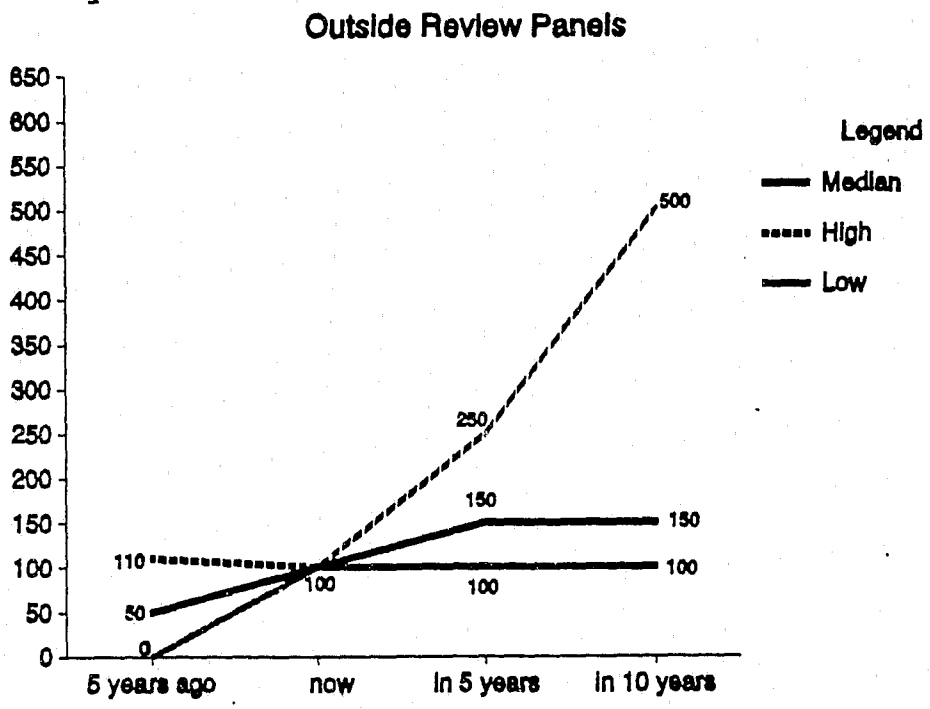
6. The use of video equipment by the media to record police action as it occurs.



Median	5 yrs. ago	80	now	100	5 yrs. from now	125	10 yrs. from now	150
High	5 yrs. ago	110	now	100	5 yrs. from now	300	10 yrs. from now	600
Low	5 yrs. ago	50	now	100	5 yrs. from now	98	10 yrs. from now	95

The median forecast was for this trend to increase 25% in five years and 50% in ten years. Forecasters perceived the media recognizing in the public a need for instant gratification through 15 second sound bytes. The gore, blood, and action of police work were seen as saleable items. The ethics and responsibility of the media were seen to be in decline. The proliferation of amateur video, especially in neighborhoods where suspicion of police abuse is high, was seen to be a significant factor in this increase.

7. Development of review panels to evaluate police policy, procedure, and activity.

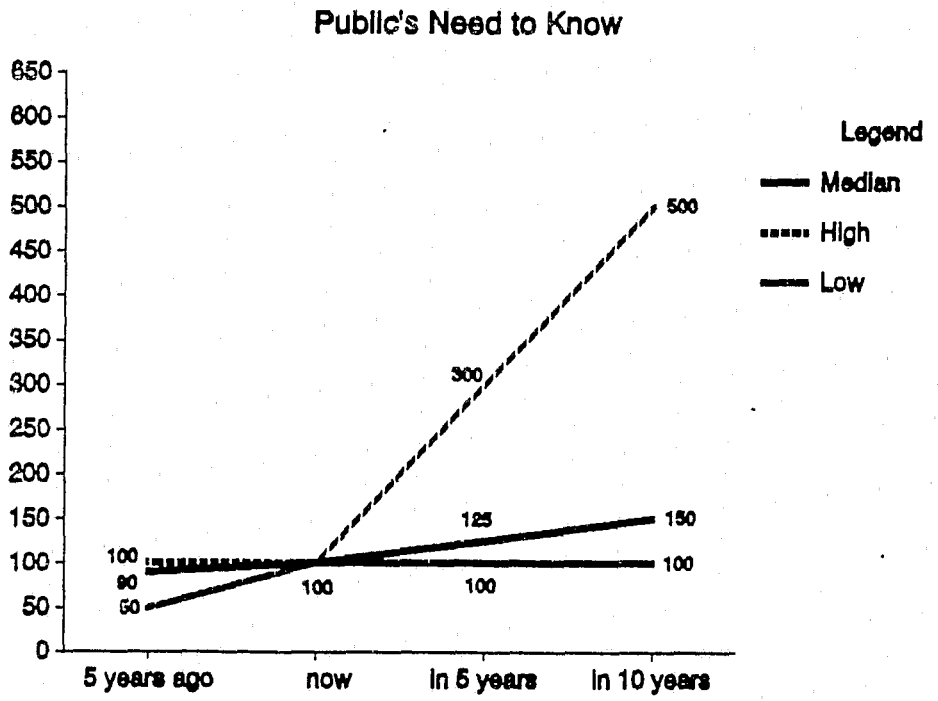


Median	5 yrs. ago	50	now	100	5 yrs. from now	150	10 yrs. from now	150
High	5 yrs. ago	110	now	100	5 yrs. from now	200	10 yrs. from now	250
Low	5 yrs. ago	0	now	100	5 yrs. from now	100	10 yrs. from now	100

The median forecast showed the trend to level off after the five year increase of 50%. People have been conditioned to having information and facts available through the communications media. The public's frustration with elected officials, and the public's fear and belief that the criminal justice system closes ranks to protect its own will bring increases in this trend. There was a perception of transience in this trend, also, that led to the leveling indication of the median forecast. Some panelists saw the review process as an ally giving an opportunity for law enforcement to regain some of

the public's trust, if the process was used to give direct truthful information.

8. The demand of the public to know what happened.

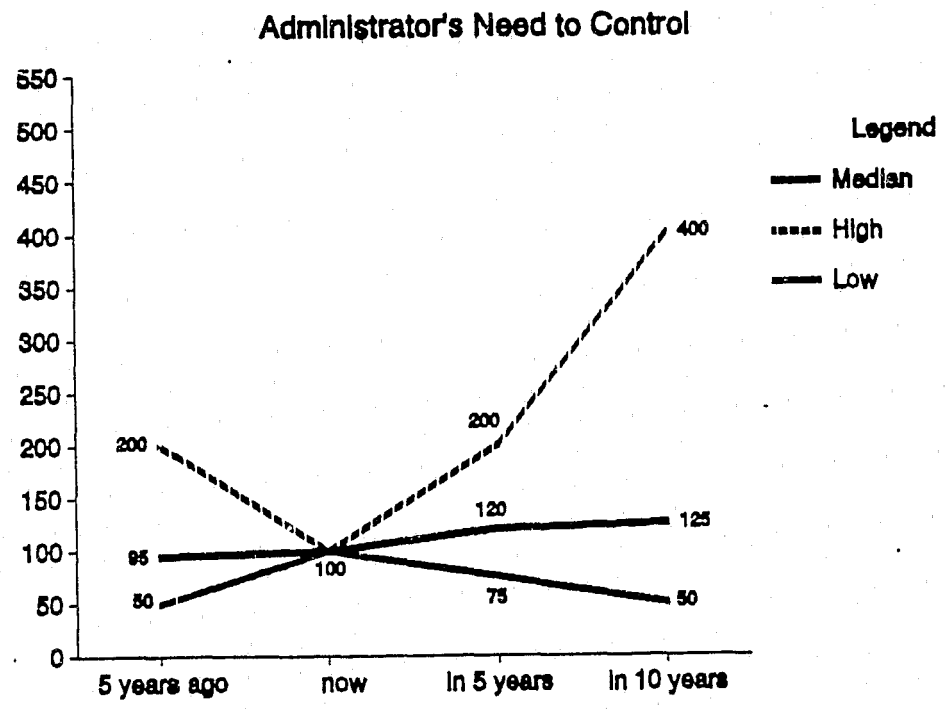


Median	5 yrs. ago	90	now	100	5 yrs. from now	125	10 yrs. from now	150
High	5 yrs. ago	100	now	100	5 yrs. from now	200	10 yrs. from now	300
Low	5 yrs. ago	50	now	100	5 yrs. from now	100	10 yrs. from now	100

The panel saw this trend closely following the trend for outside review panels. The action orientation of police work makes it highly interesting to the public. Police derive their power by the consent of the governed. Therefore, a strongly felt righteousness in having information and fact is seen. The only limit on the type of information released and the amount of information released would be privacy issues of individuals in specific

cases. The panel cautioned that, while truthfulness and completeness in information dissemination would build trust, any perception of cover-up or withholding of information would be severely damaging to public trust.

9. The need by administration to exercise control over police officer behavior.

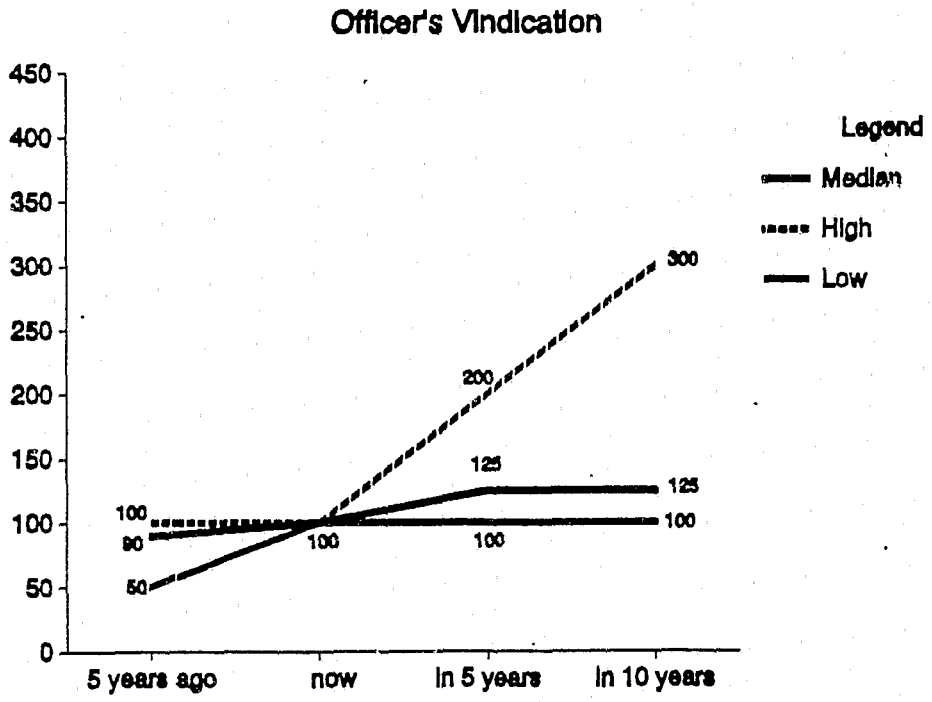


Median	5 yrs. ago	95	now	100	5 yrs. from now	120	10 yrs. from now	125
High	5 yrs. ago	200	now	100	5 yrs. from now	200	10 yrs. from now	400
Low	5 yrs. ago	50	now	100	5 yrs. from now	075	10 yrs. from now	50

This trend was forecast to increase. The median forecast was seen 5% less five years ago, 20% greater in five years, and 25% greater in ten years. The liabilities that attach to administrators of law enforcement agencies vicariously were seen to be a major motivator in this increase. The philosophical responsibility was seen as a constant that has always been there and would remain unchanged. The perceived "need" for increased control and

the demonstration of this control was seen to be best accomplished through training.

10. The need by police officers to be able to prove the correctness of their action.

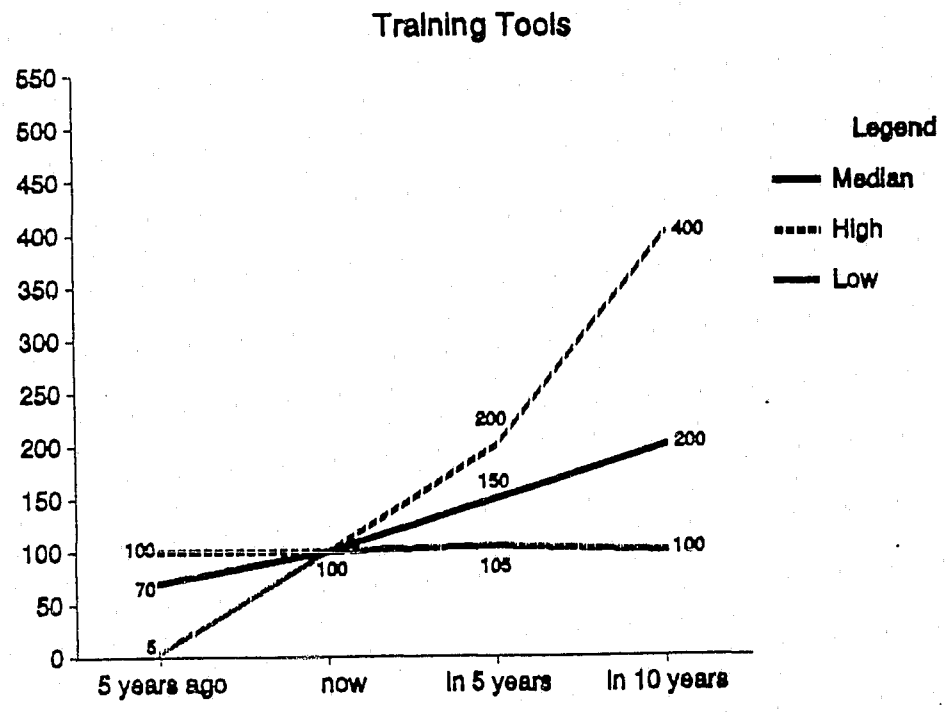


Median	5 yrs. ago	90	now	100	5 yrs. from now	125	10 yrs. from now	125
High	5 yrs. ago	100	now	100	5 yrs. from now	200	10 yrs. from now	300
Low	5 yrs. ago	50	now	100	5 yrs. from now	100	10 yrs. from now	100

The group varied in forecasting how much this trend will increase. The median showed an increase of 10% from five years ago, an increase of 25% in the next five years, and stability at that level for the next five years. The increase in civil law suits was seen as the major effector in this increase. A general increase in the numbers of individuals who are on the outside of our laws was seen to put police in an adversarial circumstance more often. As technology

makes video taping more easy, juries were seen to expect the use of this available tool. The human fear of being over scrutinized was seen as a factor in the evaluation of whether to use individual monitors to assuage the need demonstrated by this trend.

11. The use of electronic monitoring devices by police officers.



Median	5 yrs. ago	70	now	100	5 yrs. from now	150	10 yrs. from now	200
High	5 yrs. ago	100	now	100	5 yrs. from now	200	10 yrs. from now	400
Low	5 yrs. ago	5	now	100	5 yrs. from now	105	10 yrs. from now	100

The panel saw this trend increasing steadily over the period studied. The use of video recording equipment was seen to have increased 30% in the last five years, was seen to increase 50% in the next five years and an additional 50% in the next five years. The panel saw that the way the recorded data was used as the most critical factor in the increasing use of the technology. By using

the data for positive feedback to officers concerning on-the-job performance, in increasing officer's on-the-job skills, as a training source for citizen awareness of police operations and procedures, the use of video was seen as positive.

If the video was used to substantiate citizen complaints against officers, its use would be fought strongly. Senior officers were seen to be more resistant to the use of this new technology, but new hires would accept it as a potentially powerful tool.

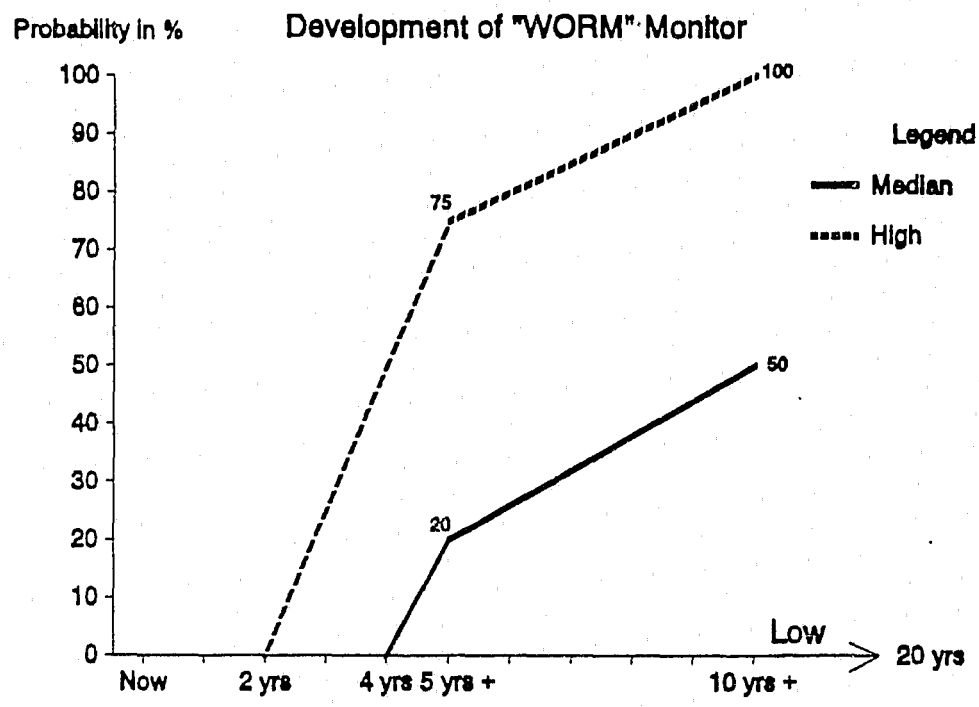
EVENTS

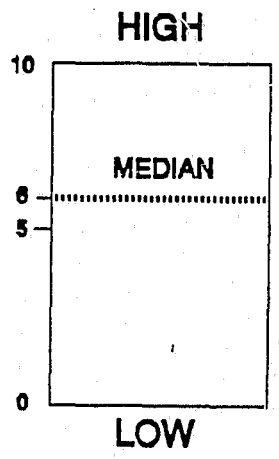
In forecasting events, the panelists were asked to give their best estimate as to what the probability of occurrence of each event is at time intervals of five years, and ten years from now. They were also asked to forecast the number of years from the present until the probability first exceeds 0, (when the event is first possible).

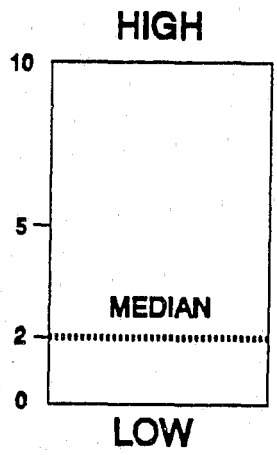
Finally, the panelists were asked to estimate the effect on the issue if the event occurred. If event number 1 occurred, how large a positive impact, (1, being a low impact to 10 being a high impact), would the event have on the use of personal video recorders in law enforcement. The same question was asked measuring the negative impact of the event's occurrence, (1 being a low impact and 10 being a strong impact), on the probability of the use of personal video recorders in law enforcement.

The second round forecasts have been totaled and demonstrated in graph form for each event.

1. "WORM" (Write Once Read Many) individual audio visual recorder is developed and marketed at an economical price.





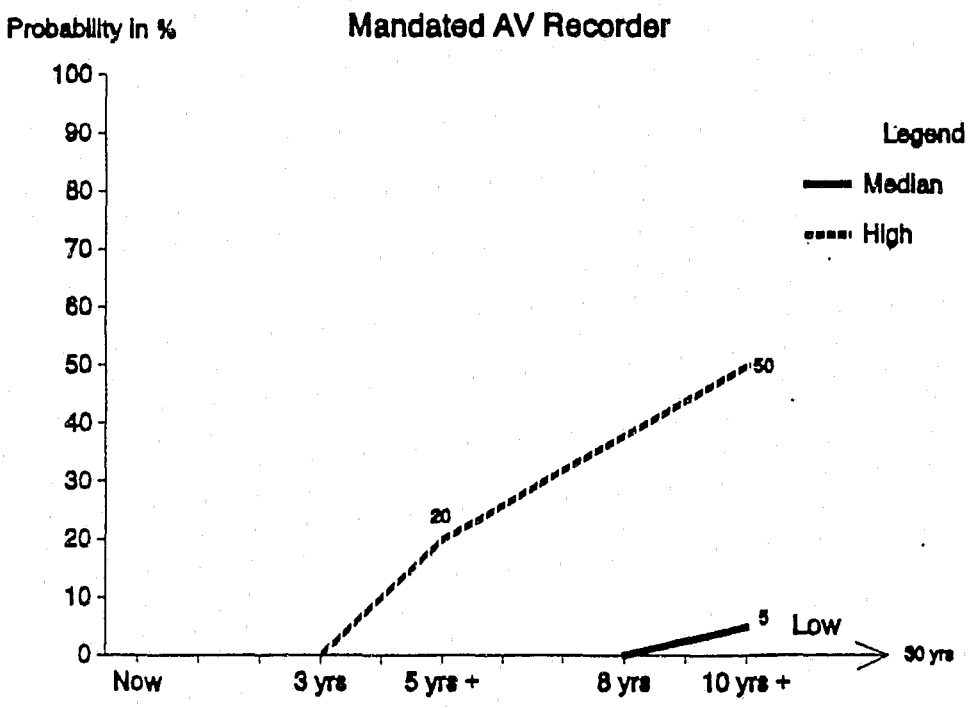


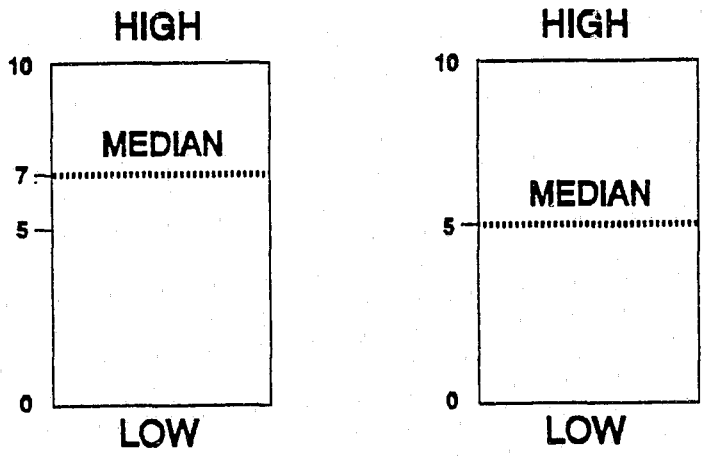
Positive Negative

Median	5 + yrs.	20	10 + yrs.	50	# yrs. till possible	4	+	6	-	2
High	5 + yrs.	75	10 + yrs.	100	# yrs. till possible	20	+	10	-	10
Low	5 + yrs.	0	10 + yrs.	0	# yrs. till possible	2	+	0	-	0

The panel forecast this event as being first possible in four years. The probability in five years was 20%, and the probability in ten years increased to 50%. The technical challenges to officers using the device were seen as a significant problem area, but the panel expressed optimism in the ability of progress to make this happen. There were thoughts of "Orwellian" concerns expressed as a reservation by many panelists, but the last comment was usually supportive to the extent that an honest cop, a good cop, would be better with this tool. The potential for the use of this data for training was the factor that was seen as overcoming the negative aspects of the constant evaluation that the system would enable. The occurrence of this event was seen as having a positive effect on the issue.

2. The use of personal audio visual recorders is mandated for law enforcement.

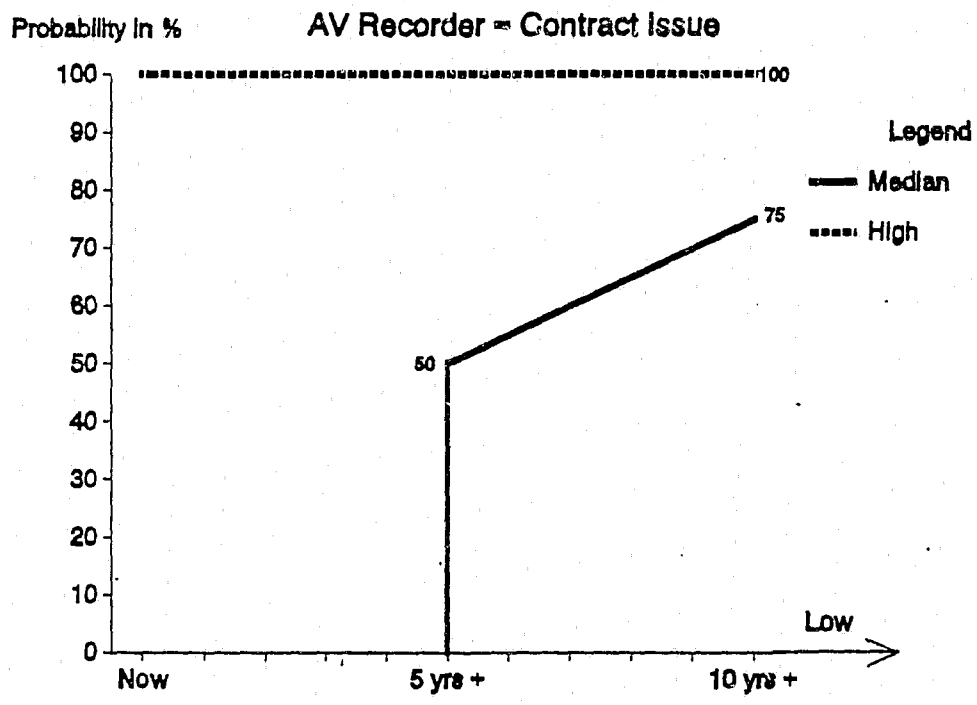


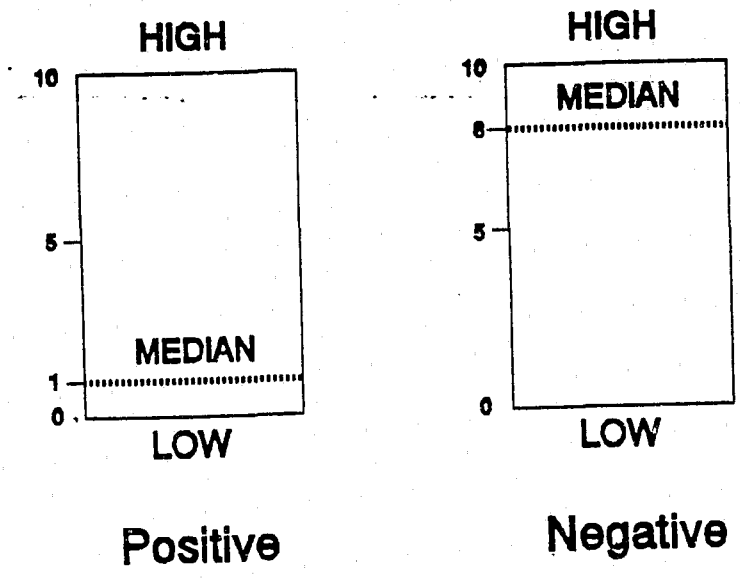


		Positive			Negative						
Median	5 + yrs.	0	10 + yrs.	5	# yrs. till possible	8	+	7	-	5
High	5 + yrs.	20	10 + yrs.	50	# yrs. till possible	30	+	10	-	10
Low	5 + yrs.	0	10 + yrs.	0	# yrs. till possible	3	+	0	-	0

The panel saw the probability of a personal av recorder being mandated for law enforcement use to be very slim. The median forecast was 0% in five years, and 5% in ten years. The year when first possible was forecast as 1998. If this event were to happen the panel saw it as very positive, 7 in the range 1 through 10, and as having a negative influence of 5. The concern was that resentment would interfere with any positive use if the device was mandated. Those who thought the use of the video data collector would be mandated saw this possibility because of the value of the information in training and in dispute resolution.

3. Police associations reject the use of personal audio visual recorder.

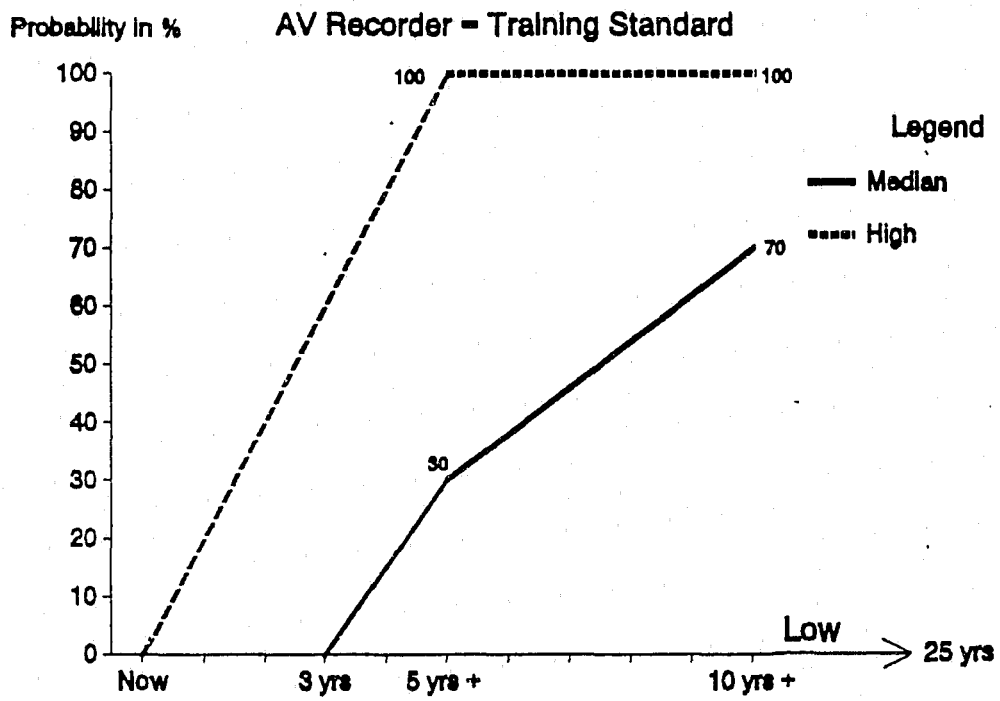




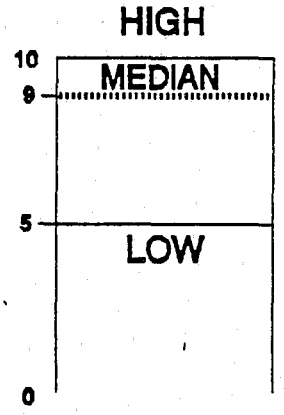
Median	5 + yrs.	50	10 + yrs.	75	# yrs. till possible	5	+	1	-	8
High	5 + yrs.	100	10 + yrs.	100	# yrs. till possible	25	+	10	-	10
Low	5 + yrs.	0	10 + yrs.	0	# yrs. till possible	0	+	0	-	0

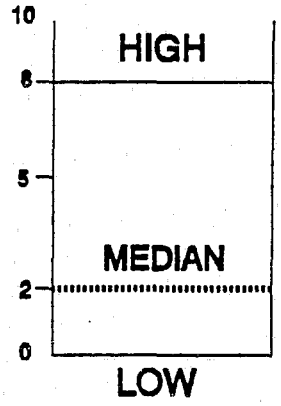
The panel forecast the probability of the AV recorder being a contract issue as very high immediately when the possibility exists that the device is possible to use. The first year the event was forecast as being possible was 1995. The median forecast was 50% in five years and 75% in ten years. This event was seen to have a 1 for positive effect on the issue and an 8 for its negative effect.

4. Personal audio visual recorders become the standard training aid for police officers.



Median	5 + yrs.	30	10 + yrs.	70	# yrs. till possible	3	+	9	-	2
High	5 + yrs.	100	10 + yrs.	100	# yrs. till possible	25	+	10	-	8
Low	5 + yrs.	0	10 + yrs.	0	# yrs. till possible	0	+	5	-	0

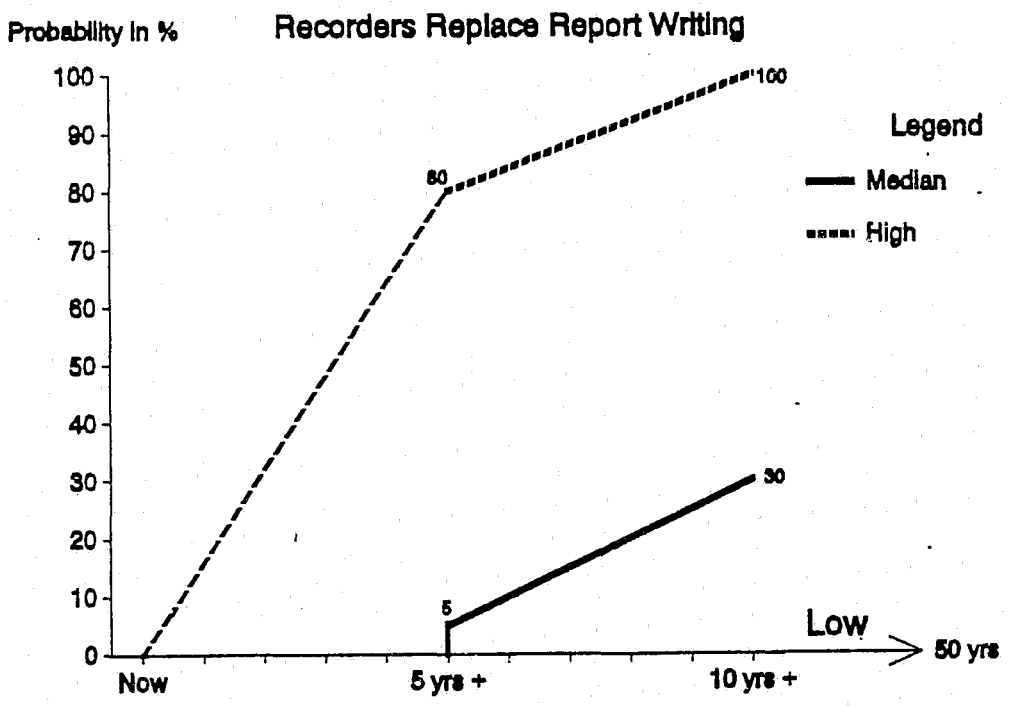




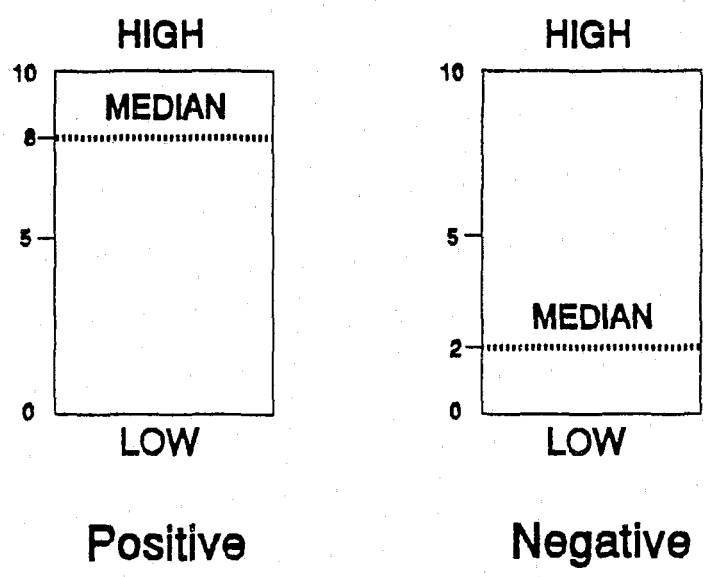
Positive Negative

The median forecast for this event was for its first possibility to be in 1993, for its probability to be 30% in 5 years, and 70% in ten years. This event was seen to have a 9 in positive effect and a 2 in negative effect. The value of video recording in the training environment was seen as critical. By recording the data of officer's daily activity, supervisors would have good, not so good, and bad performance data for each of their employees. Training efforts to improve the bad and not so good work performance would certainly improve the overall level of competence for the organization, but the failure of the agency to train would be very damaging in any liability situation. Training would become very expansive in scope.

5. Accessory systems are developed to permit the use of personal audio visual recorder by police officers to generate reports, thereby eliminating the need for police officers to write reports.



Median	5 + yrs.	5	10 + yrs.	30	# yrs. till possible	5	+	8	-	2
High	5 + yrs.	80	10 + yrs.	100	# yrs. till possible	50	+	10	-	10
Low	5 + yrs.	0	10 + yrs.	0	# yrs. till possible	0	+	0	-	0



The median forecast was for this event to be first possible in 1995. The median probability was forecast at 5% in five years and 30% in ten years. This event's occurring was seen as having a positive effect of 8 and a negative effect of 2. The panelists saw this event as the strongest asset in selling its use to the officers. The time saved in report writing and in court testimony would be a very significant incentive for the use of this device. There was concern for the possible loss of writing skills if officers were to write significantly less than they do now.

The trends and events were evaluated for cross impact. The Cross Impact Chart lists the effect that the occurrence of each event would have on each other event and on each trend. The events are listed across the top of the chart, and the trends and events are listed along the side of the chart. The

impact is listed as a positive or negative change in percentage. If no effect was seen, a * is tabulated. At the bottom on the chart the events are identified as being reactor or activator events.

CROSS IMPACT VALUES

Event/Trend	Event 1	Event 2	Event 3	Event 4	Event 5
E-1 Development of personal AV monitor	-	+100	+100	*	+ 25
E-2 Mandated AV monitor	+ 80	-	+100	+ 75	+ 75
E-3 AV recorder = contract issue	+100	+100	-	- 40	- 10
E-4 AV recorder = training standard	+ 70	+100	+ 90	-	+ 60
E-5 Recorders replace report writing	+ 70	+ 75	+ 90	+ 60	-
T-1 Citizen complaints	- 25	- 25	+ 10	- 40	- 10
T-2 Violence in society	*	*	*	*	*
T-3 Cost of officer error	- 25	- 25	- 15	- 35	- 20
T-4 Cost civil litigation	- 40	- 25	- 25	- 60	- 25
T-5 Officer's resistance	+ 20	+ 70	+ 85	- 25	- 90
T-6 Medias use of video	+ 15	+ 15	+ 10	+ 10	+ 10
T-7 Outside review panels	*	*	*	*	*
T-8 Public's need to know	*	*	*	*	*
T-9 Administration's need for control.	+ 30	+ 25	+ 35	+ 20	+ 20
T-10 officer's vindication.	+ 25	+ 25	+ 30	+ 20	+ 60
T-11 Training tools.	+ 90	+ 95	+100	+100	+ 75
	activator	activator	activator	activator	activator

Each event was seen to impact all other events and trends to some degree, except trends 7 and 8, Outside Review Panels and the Public's Need to Know. Trends 7 and 8 were seen to be unaltered by the events forecast, but were seen to be influential in pushing the use of the individual AV monitor in law enforcement.

Violence in our society was forecast to increase 50% in five years and 100% in ten years. While the events were seen to not impact this trend, this trend was seen as also being a strong influence for the development and use of the personal AV monitor. Violent confrontations between police and criminals are the primary cases examined by review boards. The usefulness of first hand data of incidents that come to the scrutiny of review panels was seen as a significant advantage that would be sought by the review panels once the data collecting equipment was known to be available. Trend 8, The Public's Need to Know, was also seen to be a force that would push for the use of the personal AV monitor. While the forecast events were seen to not influence this trend, the trend was forecast to increase by 25% and 50% in five and ten years respectively. The public's curiosity, growing with its knowledge base because of the availability of information, was seen to crave the information that the personal AV monitor would make available.

With the occurrence of event 1, The Development of the Personal AV Monitor for Law Enforcement's Use, an increase of 80% was seen in the probability of its use being contested by police officer's associations in contract negotiations. Citizen Complaints were seen to decrease 25% from their forecast levels. Trend 3, Cost of Officer Error, and trend 4, Cost of Civil Litigation, were seen to decrease by 25% and 40% respectively. This event was

seen to have an extraordinarily good impact on some of the most bothersome trends affecting law-enforcement today.

Event 2, Mandating the Personal AV Monitor, was seen to impact the trends and events similarly to event 1. However, this event was seen to increase trend 5, Officer's Resistance to the AV Monitor, by 70% over the forecast levels. The forecast for trend 5 was for it to stay at the current level with no change in 5 years and a reduction of 5% in 10 years. Mandating the use of the AV monitor would be the kiss of death for this tool in the world as we know it today.

Event 3 has the personal AV monitor become an issue for meet and confer contract negotiations between the officer's association and the governing entity. There are two significant impacts that diffes from those already discussed. Citizen Complaints were seen to increase by 10% from forecast levels and Officer's Resistance was seen to increase 85% over forecast levels. Civilians were seen to be distrustful of any action by officers to avoid the scrutiny of the data collector. This increased distrust was seen to manifest itself in more citizen complaints. With the leadership of the officer's associations posturing concerning the use of the monitor, the rank and file would be stirred into greater resistance to the use of the tool. A worst case scenario would have administration mandate the use of the tool after contract negotiations stalled the implementation of the tool.

Event 4, Use of AV Monitor as the Training Standard for Law Enforcement, was seen to have greater positive impact on the trends and no negative impacts. Officer's Resistance was seen to reduce 25%, Cost of Officer Error and Cost of Civil Litigation were seen to decrease 35% and 60% respectively.

Trend 1, Citizen Complaints, was seen to decrease by 40%. The impact of its use in training was seen as a strong motivator in the acceptance of and the use of the A.V. Monitor by law enforcers.

Event 5, Personal AV Monitor Replaces Report Writing for Police Officers, was seen to have the most significant effect on the trend forecast for officers' resistance to the tool. If this tool would permit officers to spend less time writing reports, and enable them to spend more time doing those things that they do well, i.e. talking to people, arresting crooks, and investigating crimes, then their resistance to the data collector would evaporate. The high potential for this tool to save the police officer the time spent in writing detailed reports was seen as having the effect of buying back up to 50% of each beat officer's time. This work saving characteristic and the value of the device as a training aid were seen as strong motivators toward gaining acceptance of the tool from the line level law enforcer.

Summary.

The futures research indicates that the individual Audio-Visual monitor will be first possible in 1994, will have a 20% probability by 1995, and a 50% probability by the year 2000. The delphi panel forecast the possibility of rejection of the device by police officers associations immediately upon the development of the device, with a probability of 50% in five years, and 75% in ten years. The probability of the A.V. monitor being mandated for law enforcement use was forecast as not possible until 1998, with a probability of 5% in the year 2000. The forecast for this event is essentially to not happen in the study period. The use of the A.V. monitor to replace report writing was forecast to be first possible in 1995 with a probability of 5%, and a

probability of 30% by the year 2000. This event also was essentially forecast to not occur in the time period studied. The use of the A.V. monitor to set training standards for law enforcers was forecast to be first possible in three years, to have a 30% probability in five years, and a 70% probability in ten years. This use of the video monitor was seen by the panelists as a strong motivator for the acceptance of the tool and a strong factor in overcoming the resistance to the use of the device by police officers.

The number of citizen complaints and the cost of civil litigation were seen to increase by 50% in the next ten years. Violence in our society was seen to double over the next decade, and the scrutiny of outside review panels was forecast to increase by 50% in five years. The curiosity of the public about the details of law enforcement activities was forecast to increase 50%. These increases were seen to be forces that would push for the use of the AV monitor on police officers.

The time expended in the investigation of citizen complaints will be affected by these changes. The number of complaints will go up, and the scrutiny of these investigations will include civilian review panels, predictably one for every law enforcement agency. Corollary with these complaints will be more civil law suits, with increased judgments in favor of the plaintiff. Man hours lost to internal affairs investigations, officer's time and aggravation spent on civil litigation and in criminal court on more cases of major significance, will exacerbate the stress of a job already considered too stressful. The individual AV data collector was seen as a tool that can give law enforcement the ability to significantly change issues that are now, seemingly, out of control.

The use of personal AV data recorders by police officers was seen to significantly reduce the negative effects of these trends. Through the training and education enabled by this tool, officers would be more quickly and more thoroughly brought to their best job performance. The benefits of focused training permitted by the data collector and its potential to be an impartial recounter of the facts were seen as strong attributes. The use of the tool to reduce or eliminate report writing, seen as the strongest incentive for its acceptance by line officers, was forecast to not occur in the next decade. The ability to demonstrate the facts of incidents to review panels, civil and criminal courts, and to the public was seen to reduce the time and aggravation that addressing these issues require. This use of the data of the AV monitor was seen as a force strong enough to overcome the rejection that officers would have toward the use of the tool. The AV monitor was seen to give enforcers impartial data that could be used in training and protecting the officer as well as in correcting him. The partnership of the community with law enforcement, based on the trust by the community in law enforcement, was seen to be nurtured through the sharing of the data collected by this tool.

The forecast results were used to develop three scenarios that demonstrate possible futures regarding the use of personal AV monitors on police officers. The normative scenario demonstrates a slice in time in a desired and attainable future. The hypothetical scenario demonstrates a slice in time in a future that showes the extreme potentials of the trends and events. The exploratory scenario demonstrates a slice in time in a future with a play out of trends and events with no surprises.

SCENARIO 1. NORMATIVE

My hands are cold. I've done this program a dozen times now, but I still get nervous just before air time. These programs could be watched by over a million viewers on the public television airwaves. A screw-up here would be devastating. Oh well, that's show business, but it sure makes my hands cold. I've been a police lieutenant for ten years now and it sure beats anything else we tried in public awareness programs. By having a weekly half hour program showcasing the activities of our local police department available in each and every home, we have been able to communicate with our citizens in a way that was only dreamed about back in the early 90's. Crime watch information, suspect descriptions, and traffic education are going to be the focus of today's program. But I think the recently released tapes of the shooting from last months' drug bust will really grab them. Just think, 40 days since the incident, and the case has been through the courts, the suspects, those that lived, are in prison, the review board has observed the tape and blessed the action, and the city attorney has released the tape for public viewing. Ten years ago we could just about have had a preliminary hearing by now, and I bet we would have had a lawsuit for sure from that scumbag's brother who survived the shooting. The tape shows just how reckless these dope dealing fools can be. They paid the price too. Our guys are good, real good.

When they started talking about using video cameras on cops back in 1993, they stressed their value in training us. But even they didn't realize how great a tool the "WORM" would be. There is nothing like watching yourself in action

to see what you can do better. And boy, do the DA's love the tape of the suspects making asses of themselves. Court time is way down. The DA is even bargaining less and pushing for maximum charges and penalties because the cases are so tight. The tape really sells the facts to the jury. The defense attorneys are hard pressed to find a loophole to squeeze their client through anymore. And miracle of all miracles, the city attorney is actually not afraid to take a civil suit before a jury. They are even winning the cases now. Something about being there that makes such a difference in how it plays.

Focusing our people toward the use of video back in the early 90's was so smart. Just a change in emphasis was about all it took. Training our officers on the basics, making sure we all had the same understanding of our mission and goals, made the transition to using the data collector easy. They say that by the end of next year, 1999, they will be using the computer to separate, copy, tabulate, and distribute the data that our officers have recorded during their watch. They will come into the barn, turn in their tape and bingo! They are done. No reports, no logs, just doing real police work. If I wasn't so old I would opt for my Sam Brown and a beat, instead of waiting here for my cue to go on.

"Hey, are you ready!"

"Five, four, three, two, one, you're on!"

SCENARIO 2. HYPOTHETICAL

My hands are cold. It wasn't supposed to be like this. I shouldn't be here sweating it out, a police officer waiting to testify against his partner in a manslaughter case. I don't like the way this trial is going either. The media is after a scape goat on this one, and it looks like my partner is it. The whole world is watching this trial. They just don't want to believe us when we tell them how it happened. Trust in police has hit an all time low. Of course police shootings have hit an all time high, too. That kid was crazy. Reckless and crazy! I don't care if he was just 16, he could of killed Joe with that baseball bat in that darkened hallway. The video tape from the security camera in the hallway doesn't show how it looked to us. It does look bad to the jury, though. This is one time when it would be nice to have our own video tape of what happened from our perspective. Fat chance of that ever happening! The Association has had that little "WORM" tied up in litigation for years. I remember when they started talking about using the thing on marginal officers back in 93. It was like the sergeant was going to be sitting on your shoulder. The Association really came to bat for us then.

How can they expect us to keep cool with the pressure we face. More calls, more felonies, and every one wants to take their punch at the cop. We don't have enough people to take care of the simple stuff. No money for people, training, or equipment. I remember when it wasn't so lousy. It wasn't bad ten years ago, or so. There were so many things going on, we just couldn't control it. Complaints against officers, and law suits filed against everything you did. They won too. At least the city gave them victory

because it would cost more to fight it, and besides we can't take the chance on this one with a jury!

Hell! They can't take a chance on any of them! The law suits really hurt. Two cities folded in the mid 90s because of the losses. A lot of cops got sued too, and a lot of cops lost a lot of money. Leaves a rotten feeling in your stomach. It just wasn't supposed to be like this.

"Officer Smith, Your are next. Please come in."

SCENARIO 3. EXPLORATORY

My hands are cold. I always get nervous when I have to talk to the news on live camera. They will want to know all the details of the shooting too. As the police department's media representative, I can't tell them much. They know that, but that won't stop them from asking. It makes it look like we are trying to hide the details from the public. It will be weeks before this case is reviewed by the members of the Review Commission. At least they seem to be fair when it comes to looking at the facts. The media has been out to get us forever it seems. But what can you expect. The media has to sell Rice Crunchies. If the truth isn't exciting enough the media will make it up.

Always so much violence. I don't think it will ever change. We never seem to have enough people to do the job. Funds are tight this year, just like always. Law suits take too much time and too much money. How can you prepare for them. You never know what will bring in a suit, and you sure can't depend on a jury to go with government. These losses are taking the money we should be spending on personnel and training. Too many attorneys in this world! I wonder if that video equipment they are working on will do all the things they say it will. It is still ten years away. We need help now. That idea has been around for over a decade. Too much resistance from the line officers for it to get any real attention.

From what I hear this looks like a good shooting. I don't think it will be any help, though. The public just doesn't want to believe us. The public thinks we should disarm the suspect with our stun guns, or talk him into a

catatonic state. We have to respond with force to all the violence that our people are faced with every day.

Oh great, Here they come.

"He is over here." "Bring in those lights."

"So lieutenant, Can you tell us why your officer shot that man who got lost in the gun shop?"

STRATEGIC MANAGEMENT PLAN

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The normative scenario demonstrates a possible and desirable future concerning the issue " Will law enforcers use personal video cameras to demonstrate job quality by the year 2000?" This scenario demonstrates a future that will use AV monitors on police officers and also demonstrates uses of equipment now available to effect change in trends that are of serious consequence to law enforcement.

The proficiency, skill, knowledge, and professionalism of police officers can be increased by using audio visual recordings of each officers interactive contacts to focus the training of skills development. A reduction in the time needed to investigate citizen complaints can be obtained by having and sharing the actual recorded data of the events that are being investigated. The time, aggravation, and cost of civil litigation can be reduced through the demonstration of the data of the actual incidents to the litigants, and the trier of the facts. The time required to prepare reports and the time required to testify in court on criminal cases can be reduced by the use of video recording of the data of the investigations and arrests. The building of the trust that the public has in law enforcement can be cultivated by an active sharing of the data of local enforcement actions with the public served. The strategic management plan described in this section of the study will outline an implementation plan to move a medium sized police agency toward the realization of the future described in the normative scenario. A mission statement was developed to guide this department toward this future.

MISSION STATEMENT

It is the goal of this department to incorporate the optimal use of audio

visual recorders to demonstrate and develop job quality . The optimal use of the AV recorder is equated to the use of these tools to maximize training for the officers of the department to increase efficiency, proficiency, and professionalism in their job as law enforcers. Reductions in the time spent in investigating complaints concerning officer's actions, the time required for court testimony in criminal and civil cases, and reductions in the time required to prepare reports of cases will be considered a measure of the optimal use of AV equipment. The development of a community relations program, where local enforcement issues are directly communicated to the citizens of the community, using actual recorded data to demonstrate those issues involving officer actions within the community, will be used to foster community trust and support for the police department.

SITUATION ANALYSIS

The implementation plan was developed for a police department that has 57 sworn police officers, 2 animal control officers, and 15 civilian employees. These include 10 dispatcher-clerks and 2 crime prevention specialists. The department has an active reserve officer program currently staffed at 28 reserve police officers and three reserve animal control officers. There are four part time clerks used for computer data entry and there are four elderly, almost ancient, retired police officers used in a voluntary ombudsman program called Resource 100. The department's budget is $4,000,000 per year.

The city has an elected mayor and four council members. The city manager is appointed and is the chief operating officer of the city. The city has 53,000 population and has had minimal population increases for the past five years.

The city is surrounded by larger agencies in an urban setting with no open space available for growth. New construction has, for the past five years, been in multiple residency construction and multi level commercial development. The police department has experienced 10% increase in called for services each year for the past five years and has seen the greatest increase in felony arrests of any of the county's municipalities for the past three years. The city expends the lowest per capita dollars on safety services of any municipal government in the county. There are no aggregate minority neighborhoods within the city and there is no pressure to form neighborhoods populated exclusively by Hispanics, Blacks, or Asians. The city is a crossroads within the county and there are signs of gang activity evidenced by graffiti.

The police department did not have to deal with the scrutiny of any formal review panels to oversee police activities, and there was no movement for the formation of such a panel. The city experienced recent increased losses due to civil litigation stemming from use of force cases, and there was a perceived tendency for the city to settle litigation rather than to go the distance in trial. There were not significant increases in complaints against officers, but there was a perception that the public was not as supportive of the police department as in the past. There was a feeling that the department was not able to suppress crime as well as in the past.

The department has develcped the use of computers throughout the services division for storage of records, alpha indexing of crime, accident,and miscellaneous cases, and the storage of statistical data on department personnel, training, and communications. Work stations are present throughout

the police station and provide on line functioning to all department personal. The computer system is linked city wide and to the county and state for selected functions. There are two computer service managers who monitor the computer systems and are consultants for the generation of the uses of the computer system within the city.

The police department has a strong training program in place, which is based on the California Peace Officer's Standards and Training Commission's guidelines for police training. The department also has a well established evaluation system for measuring performance development throughout each officers career, and for addressing disciplinary and corrective needs. There is a communications dish antenna at the police station for receiving transmitted training programs world wide. There are television monitors in the Training Room and Line Up Room of the police station for viewing these programs as well as video cassette or broadcast programming. There are three video camera kits available for department personnel to use in developing case work as deemed appropriate by each officer. Video recording has been used in mass arrest situations involving the activities of Project Rescue in 1989. This was a significant use of video recording as evidence in a mass criminal arrest and prosecution situation for the department, and was perceived as very successful by officers and deputy district attorneys involved in the case. Video has been used in sting operations using police decoys to develop cases for solicitation of prostitution back as far as 1980. Video is specified for use in the recording of homicide scenes, and the use of video is encouraged generally.

The department administrative and supervisory staff include the chief of

police, two captains, five lieutenants, and nine sergeants. The entire staff meets twice monthly to communicate pertinent information, to discuss, and evaluate issues. Staff is assigned to research issues, to investigate concerns, and to develop solutions to problems for review at future staff meetings. Permanent committees have been formed to maintain continual updated focus in the areas of safety and training. These committees report to the general staff with recommendations.

In a WOTS UP (weaknesses opportunities threats and strengths) analysis the department was perceived as being quite ready for and quite able to manage change. There was already a considerable focus on computer utilization and, the use of video camera technology had already been successfully applied in a variety of ways. There was a perception that the department staff was already very receptive to innovation of this sort. The staff meeting format was seen as the logical management structure to develop the implementation of the policy recommendations. The departments staff meeting format provided a vehicle for the strategic management of change. There was difficulty predicted in financing new equipment, since budget cutbacks had been significant in the last two years. The following policy considerations were developed to enable the accomplishment of the goals of the mission statement.

1. There will be overall encouragement in the use of video equipment in the development of crime case work. The use of video recording equipment currently in the department's inventory for the recording of major case interviews of victims and suspects was seen as a way to begin achieving some of the potential time savings in court time and possibly in report writing time. It would also increase officer exposure to the use of video technology.

2. The use of in-car video recorders will be evaluated by the traffic division on a trial basis to determine the value of this tool for the department's traffic enforcement program and the potential to expand the use of the tool in the patrol division. The use of this equipment in the traffic vehicles would give maximum exposure of the tool in a work setting. The traffic officers focus most of their duty time on the enforcement of traffic violations. Most of their work occurs in front of the patrol vehicle, in view of the camera. The investigation of serious traffic collisions could also be tape recorded using the tether that is an accessory with the in-vehicle recorder. The potential time savings in complaint investigations, court trials of citations, and drunk driving arrests, and the use of the recorded data as a training development tool would be demonstrated by the use of this device in this application.

3. There will be an increased attention to press relations awareness for the enhancement of a communication pathway to the citizens of the community, and the development of trust built on openness and the sharing of information with the community. Press releases will be prepared on all events that the watch commander deems to be of local community interest.

4. The Crime Prevention Unit will incorporate the appropriate news releases into its neighborhood watch and business alert programs. The Crime Prevention Unit has already developed a large community contact base. The nurturing of this good start with additional pertinent factual information sharing was seen as a way to increase trust and support in the community for the local law enforcers.

The implementation of policy directives 3, and 4 would be handled by

the strategic management group consisting of the entire staff. The implementation of policy directives 1, and 2, would be handled by the Training Committee. The designation of the Training Committee to develope the implementation of these policy directives was in deference to the strong admonition of the forecasting panel to use the tool to develop officer performance through training. The Training Committee consisted of the current training sergeant, two patrol sergeants, one being a past training sergeant, and one lieutenant.

The stakeholders involved in policy directive one are the police officers, represented by the association president, the field supervisors, the training sergeant, the patrol commanders, and the chief of police. The stakeholders involved in policy directive two are the police officers assigned to traffic, the traffic supervisor, the patrol commander, the chief of police, and the city manager. The stakeholders involved in policy directive three are the watch commanders, the chief of police, and the news media. The stakeholders involved in policy directive four are the crime prevention officers, the investigations lieutenant, the chief of police, and the neighborhood watch groups.

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

Policy directives 3, and 4 would be implemented by action of the entire staff group. These policy changes are more general in nature and were seen to be more involved with this group's members.

Policy number 3 focuses more intently an already established policy concerning press releases. The intent was to increase the communication of pertinent and relative information to the community through news media coverage of information releases. The current department policy and instruction requires the police department's watch commanders to be responsible for the preparation and dissemination of press releases about department activities. The watch commanders are the captain and lieutenants assigned to patrol. They were now the active initiators of the press releases and were already accepting of this responsibility. They are also members of the staff group. The various news media representatives were already receptive to the use of police releases and were seen as desirous of greater involvement. The community was the final stake holder involved in this implementation strategy and the members of the community were seen as being capricious in their reception of news information. Generally, if it involves their local interests they are curious. The goal was to build trust through information sharing. Nothing should be hidden, but when information can not be shared the reasons for that restriction should be explained clearly and honestly. This policy could become reality through staff action at a staff meeting upon the decision of the chief of police.

Policy directive number 4 involves the sharing of information directly with the citizens of the community through the crime prevention program. The

Crime Prevention Unit operates out of the Investigations Division, which is directed by the Investigations Lieutenant. There are two full time positions filled by civilian employees in the unit. They have an aggressive neighborhood watch program and a similarly aggressive business awareness program. The crime prevention officers currently attempt to track crime trends and report those cases that are pertinent to respective neighborhood groups and commercial groups. The incorporation of the press release data into their program was seen as an enhancement that would be easily utilized and obtained. The commitment level of the crime prevention officers and the citizens was seen to be at a make change happen level already. The desired result of increased trust was seen to be dependent on the factualness and the relatedness of the information presented to each group. The use of actual video would be the optimal data for this presentation and the most likely to bring the desired result. Direction by the Investigations Lieutenant to the Crime Prevention Unit was seen as the action needed to bring this policy into reality.

The Training Committee was seen as the best group to manage the implementation strategy for policy directives 1 and 2. The focus of the use of video as a training tool would be best emphasized in this way. Policy directive number 1 would involve the least change. This directive involved an emphasis on expanding the use of video equipment already being used in the department. The critical mass players were seen to be the line officers, the field supervisors and the department administrators. The administrators were seen to be in a make change happen state. The payoff of increased use of equipment to produce a better product would off set the increased time

required to learn the mechanics of the new applications. The reduction of court testimony time by officers could off set this training time increase many fold once the skill of using the video is developed. The field supervisors were seen to be in a let change happen state. Their natural role is that of a trainer. The development of better cases would be a motivator for them. The field sergeants could be moved to a make change happen state by the potential of the videos use in evaluation of each officers work product. The ability to review actual job performance in critical tasks with the officer would give the supervisor insights that are difficult to obtain any other way. The officers were seen to be in a let change happen state on this issue. They currently know when to use the video and know from recent past exposures that the product can benefit their case development. The increased use expectations would mean more work, but would mean additional training and greater skills. With the emphasis on increasing skill levels, and the potential to produce a better case product that would increase their ability to present the case in court, the officers were seen to move easily into a make change happen state of mind on this issue.

The task of the training committee for implementation of this policy would be to evaluate how and in which situations the departments video cameras would be used. The greatest chance for successful adoption of this change was seen through the enumeration of uniform expectations and through the provision of thorough training.

Policy number 2, the purchase of and use of an in-car video camera would be a significant change. The desired emphasis for the tool would be its use in the training and the development of officer's skills. This policy change

would also require the expenditure of unbudgeted funds. The critical mass players were seen to be the field officers, the field supervisors, the administrative staff, the chief of police and the city manager. The officers were seen to be in a make change happen state. The use of one unit in the traffic division was seen as not threatening to the officers. There was already interest in this kind of device, and this use was experimental, not forced. The tool was to be evaluated. The field officers were going to be involved in the formulation of how the tool would be used. The field sergeants were seen to be in a make change happen state also. The same forces were seen to be active in position of the sergeants as in the implementation of policy 1. This tool would have a greater impact on the field supervisors ability to review job performance, since all of the citizen contacts made by the officer using the vehicle equipped with the monitor would be recorded. These contacts would be available for critical review by the supervisor and could be used to focus training for any deficiencies observed. The court acceptability of the recorded data is dependent on the capturing of all contacts with the data recorder in order to avoid prejudice allegations based on selection criterion. The chief of police was seen to be in a let change happen state since there were potentially great benefits from the use and success of the device. The one problem that kept him from proceeding to a make change happen state was the financing of the tool's purchase. The use of drug asset forfeiture funds was seen as a bona fide use and a logical suggestion to solve this problem. The city manager was perceived in the same state respective to this change, and was seen as following the same progress. Implementation would require the purchase of the tool. Before installation of

the device, the traffic officers would be given training on the goals for the tool's use, the policy concerning its use, and the evaluation criterion.

CONCLUSIONS AND RECOMMENDATIONS

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The use of video technology is already affecting the job of the law enforcer. The use of training videos at line up and in formal course work is well established. Enforcers are frequently confronted with video of themselves in their activities taken by both the media and by private citizens. The desirability of video in demonstrating the facts of crime elements has been successfully demonstrated in court cases. The effectiveness of video recordings to evaluate job performance has been demonstrated by its use in the limited exposure of vehicle mounted video cameras as used by the Georgia State Patrol. That the use of video will be expanded to the patrol officer as he moves from his vehicle into the broader reaches of his job is indicated by the forecasts. That the data collected by the video monitor could be used to evaluate the facts of events is logical. That law enforcement would be well advised to have their own recordings of the data of their personnel's actions is also very logical. Will individual audio visual monitors be used by law enforcement to demonstrate job performance by the year 2000? Yes, but only if someone develops the systems for this application. The pay offs are in reduced costs for investigating complaints along with more complete resolution of complaints. There may not be a lowering of the number of complaints, but the law enforcement administrator will have a tremendous new tool to enable him to review what happened and decide fairly what resolution is necessary. Law enforcement will also have the ability to more closely ensure that policy and action are closely united in the actions of the employee.

There is potential for the improvement of each officer to the greatest level

of his ability through focused training permitted by the individual personal monitor. The increased productivity of obtaining the best work effort possible from each employee would be an additional benefit. The potential to have up to 50% of the patrol officers time available for response to service calls would give any agency a boost in its public image and in its ability to effectively combat crime. The use of actual recorded data of police activities in dispute situations would build community trust in the police that would be based on indisputable truth. The use of recorded data in court trials would demonstrate the elements of criminal behavior to the trier of fact in a way that cannot be duplicated by oral testimony.

There are tools now available that can help law enforcement progress toward the desirable future that is described in the Normative future. Good training and supervision systems will be needed to control and direct the progress of the change offered by the individual AV police monitor. Good officers can be made better, and will be recognized for their skill. Marginal officers will be improved, and poor officers will either improve, or they will leave. The potential for law enforcement to take a quantum leap forward in how it does business is here.

END NOTES

1 "Cop Shop", The San Diego Union, 30 December 90, Local Edition.

2 "1.1 Million Awarded in Alleged Beating", The San Diego Union, 14 July 90, City Edition.

3 Ibid.

4 Betty Jurus, Making Movies, PTM Police Technology and Management, August, 1990, page 24.

5 Ibid.

6 Ibid.