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What Services Will Community College
Policing Agencies Provide
by the year 2002?

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by

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SACRAMENTO, CA
JUNE 1993

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

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

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

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

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INTRODUCTION

The growing numbers of students attending colleges and the social upheaval during the 1960's brought a call for law enforcement on many college campuses. The decade of the 1960's was the time when many university and college security departments were granted law enforcement authority. This period solidified the need for law enforcement on campuses. It also became clear that campus law enforcement, geared to the needs of the institution, was preferable to external law enforcement, geared to the societal and political needs of the area. This concept was reinforced in (1968) South Carolina, (1970) Kent State and Jackson State, and in (1971) New Orleans where off-campus enforcement officers, called to a turbulent campus, shot students.¹

The future of campus law enforcement will require an efficient and economical delivery of services to the campus community. These services will have to be justified both quantitatively and qualitatively. The community will be asking, "why?" in response to certain trends, and the Chief of Police will be responsible for determining a reasonable analysis of the figures, as well as a strategy to anticipate and manage law enforcement issues.² Quality law enforcement services will be expected from a community that is used to questioning every action taken by an administration.

There is no legislative mandate to have a sworn police department on each California Community College. Because of this, safety services vary widely on each of the community college campuses. Of the 106 community colleges in California, one campus

has no program, 9 campuses use contract security guards, 34 campuses employ in-house security guards, 23 campuses have sworn police officers but do not participate in the Peace Officers Standards and Training (POST) program, and 39 campuses have sworn police officers with the department participating in the POST program.³

Several of these colleges are part of a community college district. Even within these multi-campus districts, the type of safety services may vary. The San Mateo Community College District has three colleges within its district. Each college has its own department. Two of the campuses have sworn police officers, but do not participate in the POST program, and one campus uses a contract security company. The Contra Costa Community College District also has three colleges within its district; however, this district has one police department for the entire district. The police department has sworn police officers and the department participates in the POST program. All employees of the department are district employees instead of college employees.

The concern for safety, especially in schools, is increasing across the United States. In 1982, the California voters passed Proposition 8, the Victim's Bill of Right, which gave "all students and staff . . . the inalienable right to attend campuses which are safe, secure and peaceful."⁴ In 1989, the Drug-Free Schools and Communities Act was amended to require that as a condition of receiving funds or any other form of financial assistance under any Federal program, an institution of higher education must certify

that it has adopted and implemented a program to prevent the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees.⁵

In 1990, the Hate Crime Statistics Act was passed requiring the Attorney General to "acquire data, . . . about crimes that manifest evidence of prejudice based on race, religion, sexual orientation, or ethnicity . . ."⁶ The act also found that "schools should not de-emphasize the critical value of American family life."⁷ In 1990, the "Student Right-To-Know Act" and the "Crime Awareness and Campus Security Act" was passed. This law requires the reporting by college or university campuses of (1) completion or graduation rates, (2) athletically related student aid, (3) the campus security policies, and (4) campus crime statistics.⁸

Other bills either have been introduced or will soon be introduced that directly address safety in schools. Congressman Jim Ramstad introduced legislation (H.R. 2363), Campus Sexual Assault Victims' Bill of Rights Act, in May 1991. This bill was "to protect the rights of sexual assault victims on college and university campuses across the nation."⁹ Congressman George Miller has introduced the "Gun-Free Schools Act of 1993" bill (H.R. 987) that will require any school receiving Federal assistance to implement a gun control program in its schools, and to establish a program of grants to local educational agencies for purposes of purchasing crime prevention equipment and training security personnel.¹⁰

Even though some of these bills are directed towards public

primary and secondary schools and other bills are directed towards colleges and university, these trends show a growing concern for the safety of those that are attending any public schools.

As the years progress, community college policing agencies must prepare for law enforcement issues as they arise. The types of services and preventative programs that will be provided on community colleges must address the crime trends that many universities are now facing. These are the law enforcement issues that community colleges will face in the future as its student populations increase and the crimes of the adjacent communities move into the campuses.

This report will study the issue: "What Services will Community College Policing Agencies Provide by the Year 2002?"

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Journal Article

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The attached article was written by a graduate of The Command College, Peace Officer Standards and Training (POST), California.

Technical details, information sources, and data analyses are contained in a separate report that may be obtained by submitting a request to:

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Peace Officer Standards and Training (POST)
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JOURNAL ARTICLE

Introduction

The growing numbers of students attending colleges and the social upheaval during the 1960's brought a call for law enforcement on many college campuses. The decade of the 1960's was the time when many university and college security departments were granted law enforcement authority. This period solidified the need for law enforcement on campuses. It also became clear that campus law enforcement, geared to the needs of the institution, was preferable to external law enforcement, geared to the societal and political needs of the area. This concept was reinforced in (1968) South Carolina, (1970) Kent State and Jackson State, and in (1971) New Orleans where off-campus enforcement officers, called to a turbulent campus, shot students.¹

The future of campus law enforcement will require an efficient and economical delivery of services to the campus community. These services will have to be justified both quantitatively and qualitatively. The community will be asking, "why?" in response to certain trends, and the Chief of Police will be responsible for determining a reasonable analysis of the figures, as well as a strategy to anticipate and manage law enforcement issues.² Quality law enforcement services will be expected from a community that is used to questioning every action taken by an administration.

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department on each California Community College. Because of this, safety services vary widely on each of the community college campuses. Of the 106 community colleges in California, one campus has no program, 9 campuses use contract security guards, 34 campuses employ in-house security guards, 23 campuses have sworn police officers but do not participate in the Peace Officers Standards and Training (POST) program, and 39 campuses have sworn police officers with the department participating in the POST program.³

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purchasing crime prevention equipment and training security personnel.¹⁰

Even though some of these bills are directed towards public primary and secondary schools and other bills are directed towards colleges and university, these trends show a growing concern for the safety of those that are attending any public schools.

George L. Kelling and Mark H. Moore, in their article "Perspectives on Policing: The Evolving Strategy of Policing", divides policing in America into three eras: first the political era, second the reform era, and third an era that places emphasis on community problem solving.¹¹ In the reform era, the focus of policing was on crime control and criminal apprehension. Any type of community activity that was required of the police to solve was considered "social work" and not "real police work".

Many campus police departments focused on this type of policing -- crime control and criminal apprehension. Any deviation from this format was considered social work and not part of "real police work". Performing any type of social work was viewed as "security work" that would retract from their status as a police department.¹²

Community College Police Departments and Security Departments have been no different. As they strive to be recognized by their neighboring agencies as a "real" police department, they concentrate their efforts on purchasing conventional "tools" of police work such as shotguns and providing only services of patrol and criminal apprehension.

With the current fiscal crisis that the State of California is undergoing, and the increases in student fees imposed on the University of California and California State University Systems, the student population of California Community Colleges is growing. Eventually the makeup of the student population and the purpose of the Community Colleges will change. If the policing services of the Community College does not change with the demands of the new and diverse student population, they will be left behind and unable to deal with the campus' needs.

Because of the high level of awareness on campuses, the faculty, staff, students and their parents have always expressed their concerns about safety and crime to the administration. With the new Student Right-To-Know and Campus Security Act signed in November of 1990, post-secondary institutions must now report specified crimes to their campus community; warn them when specific violent crimes occur on campus; and develop crime awareness programs and security policies. This law will make it extremely important for policing agencies on Community Colleges to move into the third era of policing as defined by Kelling and Moore -- namely, emphasizing community problem solving.

As the years progress, community college policing agencies must prepare for these law enforcement issues as they arise. The types of services and preventative programs that will be provided on community colleges must address the crime trends that many universities are now facing. These are the law enforcement issues that community colleges will face in the future as its student

populations increase and the crimes of the adjacent communities move into the campuses.

Futures Study

This paper will report on a study of the issue: What Services Will Community College Policing Agencies Provide by the Year 2002?

Sub-issues were developed that related to the emphasis on community problem solving by community college policing agencies.

The sub-issues are as follows:

1. How will Community College Policing Agencies address physical facility security risks on campus?
2. How will Community College Policing Agencies handle social awareness problems on campus?
3. How will Community College Policing Agencies handle fear awareness on college campuses?

The first sub-issue deals with a growing need by the public for an environmentally safe campus where students can learn. As the student population changes on community colleges and the technological advances increase, the students and parents of the students will increase their demands to provide a college where safety is a high priority.

The second sub-issue deals with some of the types of crimes that the public is becoming more aware of on college campuses across the nation. These are crimes like racial crimes, sexual assault and sexual harassment, and alcohol abuse. The sub-issue will deal with how community college policing agencies will deal with these matters.

The third sub-issue deals with the increased consciousness of crime on community college campuses on the part of students, their families, and the community college employees. Because of this increased consciousness, the fear level on the campus may be greater, even though the crime level is less than the surrounding community. This sub-issue will deal with how community college policing agencies will deal with this "fear awareness".

Strategic Management

If we wish to deal with these issues in a proactive manner, we will need to develop a strategic plan that will address them before they become problems. Strategic planning can create a future that is both desirable and achievable. It is an ordered approach to anticipating an unknown future environment.

The first step in the strategic management process is the definition of the desired future scope. Several trends in relationship to the issue were first developed. Five of these trends are:

TREND 1 - Change in Community College Crime Rates.

TREND 2 - Change in the use of High Tech Monitoring Devices.

TREND 3 - Change in Alcohol Abuse problems on Community College Campuses.

TREND 4 - Change in the Development of College Specialized Enforcement Tactics.

TREND 5 - Demand of the campus population for better environmental design related to safety on campus.

Several possible events were also forecasted related to the

trends. From these events, a hypothetical scenario was developed. Using this hypothetical scenario, several goals were developed that could turn into policies that would bring about the desired future. An abbreviated version of the scenario is as follows:

A Report on Police Services from 1992 to 2002.

Beginning in 1992, the Chief of Police began to compare the crime trends on major universities with the crime trends within our Community College District. These crime trends dealt with the issues of sexual assault/rape, alcohol/drug abuse, and hate crimes. He discovered that within our Community College District, these types of crime were not major issues; however, he did note that these crime problems were major issues in the surrounding municipal agencies.

In early 1994, the Chief determined that many of the law enforcement issues that major universities were facing would reach the community colleges because of its change in student population. With this in mind, he began to gather more information on campus crime trends in preparation for presenting a proposal to form a task force committee to review these crime trends and compare them with the crime problems in the District.

The task force was started and came up with three goals to address the crime trends on campus. These goals were:

1. To provide educational classes to the college community,
2. The creation of an Environmental Safety Planning and Research Unit, and

3. To develop departmental policies that would provide a "guarantee" to the public on certain crimes.

Over the next few months, steps were taken by the task force to begin the implementation of the goals. Surveys were sent out to the campus community to determine what their fears were. Committees were set up to begin the development of educational programs to address the issues of sexual assault (rape, date rape, and even sexual harassment), alcohol and drug abuse, and cultural awareness.

An Environmental Safety Planning and Research Unit was created with the Chief of Police as head of the unit. The unit began performing security surveys of the campus grounds and made several recommendations to change the lighting conditions and landscaping of the campuses.

Finally, in the beginning of 1997, the task force set up a committee to develop campus guarantees of response to the campus community on certain crimes. Their first guaranteed response was a Sexual Assault Guarantee patterned after the one developed by the Michigan State University Public Safety Department. After it was approved, the Police Services and counseling personnel were provided the needed training and the guarantee was presented to the campus.

It was found that many of the crime problems on other major universities and colleges never became a problem within this District. The proactive stance of the Chief of Police along with the preventative programs developed by the task force created an environment on the campus that made safety a high priority item.

The Situational Analysis

The next step in the strategic management process is to perform a situational analysis of the external environment of the department and then write a statement of purpose, goals and objectives.

The subject of this strategic management plan will be a community college district police department. The community college district is a multi-campus district consisting of three campuses. The police department is a district-wide department with jurisdiction over all three campuses and the district office.

The police department has a Chief of Police that oversees the entire operation. The chief manages the budget for the entire police department, liaisons with other police departments in the county, and reports directly to the Vice Chancellor of Business Services in the district office. Each of the three campuses has a lieutenant that oversees the operations on each of the campuses. They manage the police and parking operations on each of the campuses and act as a liaison to the president of the campus. The lieutenants also act as the supervisors of the sworn and non-sworn personnel as there are no sergeants.

The police department is comprised of one chief, three lieutenants, one investigator, 13 officers, 6 civilian employees and approximately 45 student aides.

Mission Statement

The third step in the strategic management process is to develop a mission statement for the issue. The mission statement

defines areas of operation, expresses values, provides foundation for strategies and decisions, builds commitment, and insures consistency for the organization.

Mission:

The mission of the Community College Police Services Department is to proactively reduce crime, the threat of crime, the circumstances that foster criminal activity, the fear of crime, and any other conditions that adversely impact public safety in the Community College District that we serve.

Goals were developed that would address the main issue under study. The first goal was to Provide educational classes to the college community. Educational programs should be developed for faculty and staff that would address their safety concerns both on and off campus. The same should be done for the student population so that they may feel secure that they are attending a college that has a positive social atmosphere whereby meaningful learning can take place. Educational programs could also be used to increase the awareness of students to problems like acquaintance rape, alcohol and drug abuse, and racism.

Many of these types of problems are occurring on Universities across the nation. Community colleges, however, have not really experienced these types of incidences such that they actually have become problems on the campuses. With the growing student population, these types of incidences will increase, and efforts must be made to start now with educational programs before they actually become a problem on community college campuses.

The second goal was the Creation of an Environmental Safety Planning and Research Unit. Many new technological advances are being made in every aspect of society. Much of these advances are used in the safety and security industry that allow departments to increase the level of security without the need for more personnel. These devices include card access systems, alarm monitoring devices, TV monitoring devices, etc. In addition, campuses are continually changing with new landscapes and new construction.

An Environmental Safety Planning and Research Unit consisting of members from Police Services, Facilities Management, interested Student and Faculty groups, and the Campus Safety Committee should be created on the campus. This unit would continuously review the various areas of the campus and make landscape design changes to provide for more safety. They would also research new technology in lighting, access, and monitoring and make recommendations to install devices that would improve the safety or the perception of safety on the campus. Finally, they would review any new planned construction to ensure that all public safety considerations are taken into account.

The third goal was to Develop Departmental Policies That Would Provide a "Guarantee" to the Public on Certain Crimes. Three of the major crime trends today on campuses across the nation are sexual assault or harassment, alcohol and drug abuse, and hate crimes. This goal would be to develop written guaranteed responses for each of these crime problems, and any other serious crime problems that may be occurring on the campus. Assistance from the

Counseling Center, the Sexual Assault Center, Human Relations Department, and Administration of Justice Coordinator should be solicited to help in developing these guarantees.

The guarantees will explain how Police Services will respond to reports of the particular crime. It will also explain how the victim will be treated and outline any other services that will be available to the victim. It should emphasize privacy, sensitivity, and understanding for the victim.

A list of persons or groups that are affected or might attempt to influence the issue was then developed. A list of assumptions for each of these people was also developed. Some of the key persons and their assumptions are as follows:

1. Chief of Police
 - a. Will be supportive if the policies are cost effective and will engender good public relations.
 - b. Wants to insure that his values and philosophy are used in any department changes.
2. Community College District Board of Governors
 - a. Will be supportive if it is cost effective and able to provide a safe environment.
 - b. Wants good public relations and a good political environment.
3. College Faculty and Staff
 - a. They would want input into police operations.
 - b. They would want to insure that the policing agency is attuned to all of their special needs and not just

providing the basic police services.

4. Students

- a. They do not want less services than they have right now.
- b. They want to feel safe coming to the college and not have to worry about crime.

5. Police Officer Association

- a. They would be concerned if any change causes too much restrictions or reduces their image of being a "police officer".
- b. They would want additional compensation if they are required to perform additional new tasks.
- c. They would want their concerns and ideas heard.

The Strategic Plan

The final step is to develop strategies that would bring about the most desired future. Three strategies were selected for analysis, and pros and cons were identified for each strategy.

Strategy #1 - Increase the number of personnel in the police department (both sworn and non-sworn) until there is enough personnel resources for the police department to develop and implement all of the goals. The limitations of personnel resources prohibits the department to effectively develop any type of preventative programs.

Strategy #2 - Hire an outside agency to develop and implement all of the goals. There are many security and safety agencies that perform this type of service to many private companies. They would conduct safety surveys to faculty, staff, and students, develop

needed educational courses, provide security surveys to existing buildings and make recommendations for environmental change, and create the police department response guarantees.

Strategy #3 - Form a campus task force consisting of the Chief of Police, other police officers, campus administrators, and other interested faculty, staff, and student representatives. This task force would conduct the necessary surveys to determine what types of crime problems are perceived on the campus. They would then take the necessary steps to accomplish the goals and determine what resources would be needed.

The recommended strategy was chosen as Strategy #3. This strategy would provide the personnel that have the most knowledge of the needs of the campus community. It would also be the most cost effective strategy as it would use existing personnel on the campus. The only additional costs would be the resources needed to create and implement the programs. Funding for any environmental changes would come from the maintenance budget for any minor changes and minor capital improvement grants could be written for any larger changes that would be needed.

Implementation of the strategy, would require input from all areas of the campus community. The first step would be for the Chief of Police to lobby with the Campus Presidents to explain the need to create a task force. As this task force would also include other members of the campus community, these members would also need to have the issues explained to them. Data, such as presented in this report, along with any results of periodical screening to

show crime trends would have to be collected and presented. Once the concept is approved and the task force is formed, the process could continue.

The next step would be to have the task force perform a survey of the campus community. Surveys should be sent to all faculty, staff, and students asking what they perceive is the most critical crime problem and social problem on campus that needs to be addressed. It should also ask where the areas are on campus that they are afraid of and the times that they are most afraid of.

After the survey is complete, the Chief of Police will need to work with the task force to form the Environmental Safety Research & Planning Unit. This unit should consist of representatives from Facilities & Maintenance, the Business Office, the Women's Center, the Campus Safety Committee, a student representative, a faculty representative, and an interested party from the school newspaper. The Unit could review the "fear areas" as defined in the survey and begin to develop action plans on how to address each of these problems. The Crime Prevention Unit, working with the task force, would also be able to take the survey and create an awareness class on the subject defined as most important by the community.

Once the Environmental Safety Planning & Research Unit and the Crime Prevention Unit are underway in each of their respective areas, they can be allowed to work on their projects. Available training programs will also have to be researched for the Safety Unit to allow them to become more knowledgeable in environmental crime prevention.

Student Police Aides, who are normally used only to supplement police officers in the performance of non-traditional police activities, could be used to develop many of the crime prevention programs. These employees are students, so they would have more understanding of the needs of students on campus. In addition, their pay rate cost is much lower than that of an officer, resulting in lower personnel costs.

The most difficult project would be the development of "Guaranteed Responses". Members working on the guarantees would need to coordinate their efforts with several other campus departments and get them to "buy in" to the concept. In addition, the officers of the department would also have to subscribe to the concept of the guarantees.

The lieutenants would need to orientate the patrol officers to the written guaranteed response. The process itself should have already built in acceptance of the guaranteed response by the Police Officer Association. The Patrol Staff would be the ones that would require training to ensure the success of the guarantee.

Transition Management

In any transition, there are several individuals who, if they support the change, the change will succeed, and if they are against the change, the change will likely fail. Several persons were identified that would affect the transition the most. They were: 1) the Chief of Police, 2) the Lieutenants, 3) the Presidents of the Colleges, 4) the President of the Police Officer's Association, and 5) the Vice Chancellor of Business Services.

Each of these individual's commitment to the plan was analyzed to determine the person's current level of commitment, and the necessary commitment needed of the person.

A transition management structure was then created to implement the strategy. The responsibility of each person or group is as follows:

Chief of Police - Transition manager and task force chairperson.

Task Force Members - They will be the ones that will make the changes happen and to conduct surveys and meetings.

All Lieutenants - They will be in charge of the officers in the Crime Prevention Unit and act as a liaison between the police services department and the task force.

Crime Prevention Unit Members - They will also develop the educational programs with the task force.

Officers Selected to Develop the Guarantees - These officers will be selected by their respective lieutenants and will be the ones that will work on the guarantees.

Conclusion

Community Colleges in California are changing at a rapid pace. The population is becoming more diverse on the campuses and growing. The crime and social problems that once were faced solely by major universities across the nation will be the challenges facing the community colleges in the next ten years. With the budget cutbacks and fee hikes in the University of California System and the California State University and Colleges System, more students from the community will be coming to the California

Community Colleges to find courses that they can no longer find in the State supported universities.

The research in this report suggests that the trends that are occurring now will continue to grow in the future and affect the community colleges as well. These are trends such as -- the change in community college crime rates, the change in the use of high technology monitoring devices, and the change in alcohol abuse problems on community college campuses. The problems facing major universities and colleges, like racial crimes, sexual assault and sexual harassment, and alcohol/drug abuse will be the problems facing community colleges in the future.

Based on the data compiled, three goals were developed that will result in a future that is desirable and achievable. These three goals are:

1. Provide educational classes to the college community,
2. Create an Environmental Safety Research and Planning Unit, and
3. Develop departmental policies that would provide a "guarantee" to the public on certain crimes.

Goal #1 addresses sub-issue #1 - How will community college policing agencies address physical facility security risks on campus? The research and planning unit would survey areas of the campus and recommend any needed changes. Funding for these changes would come from the maintenance budget for any minor changes and minor capital improvement grants could be written for any larger changes that would be needed.

Goal #2 addresses sub-issue #2 - How will community college policing agencies handle social awareness problems on campus? Educational programs would be developed on alcohol abuse, drug abuse, acquaintance rape, and cultural diversity.

Goal #3 address sub-issue #3 - How will community college policing agencies handle fear awareness on college campuses? Guarantees of response to crimes would be written.

This research also shows that community colleges will need to take a proactive stance on the crime trends that the colleges will face. The policing agency will need to convince the campus administration of the need for programs before they become problems. The majority of stakeholders that were identified could be shown the value of the program. Those that are identified as stakeholders will also need to be involved in the program.

The formation of a task force composed of members from the campus community is the recommended strategy to accomplish this. This task force, chaired by the Chief of Police, would be able to find out what the perceived crime and fear problems were on the campus. From there, they would be able to form committees that would develop educational programs to address these problems.

In addition, the task force would form an environmental safety unit that would review existing landscaping and building designs that may encourage criminal activity or create fear areas. Finally, the task force would coordinate with other campus departments to provide guarantees on how the college would respond to crimes that may occur on the campus.

The approach taken in this report is an approach that involves members of the campus community in addressing future crime problems on community colleges. Policing agencies on community colleges will no longer be able to provide only law enforcement services for the community. It will need to work with campus community members to provide proactive programs that would reduce the chances of crimes on campus before they become a problem.

This report has only addressed some of the issues that will be facing community college policing agencies in the next ten years. Other trends on campuses, such as the change in the ethnically diverse student body, the change in service expectations of the college community and the neighboring residents, the demand for consolidation of police services, and the change in the development of new campus revenue resources, will bring about different policies and issues to study.

Cutbacks in funding coupled with increased demands for service creates an environment that requires planning for the future. By developing plans to address the future social awareness and fear awareness problems on community college campuses, policing agencies on community college campuses can accomplish their mission to provide a safe environment where student can come to learn.

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FUTURES STUDY

METHODOLOGY

This first section deals with the methodology used to collect data relevant to the issue under study. Six Methodology Phases were used in the futures study. An emerging issue was first developed, along with three sub-issues. A panel was assembled to participate in a Nominal Group Technique to identify trends and forecast events. This panel will be identified later in the study. Three scenarios of possible futures were created: 1) the Exploratory (or Nominal Mode) scenario, where the forecasted events did not happen, 2) the Normative Mode scenario, which is the "desired and attainable" or "feared but possible" future, and 3) the Hypothetical Mode scenario, where "what if's" are created, resulting in changes occurring in the forecast. The different types of scenarios will be explained further in this report. From this, one scenario was selected. Strategic and transition management plans were developed to bring about the most desirable future.

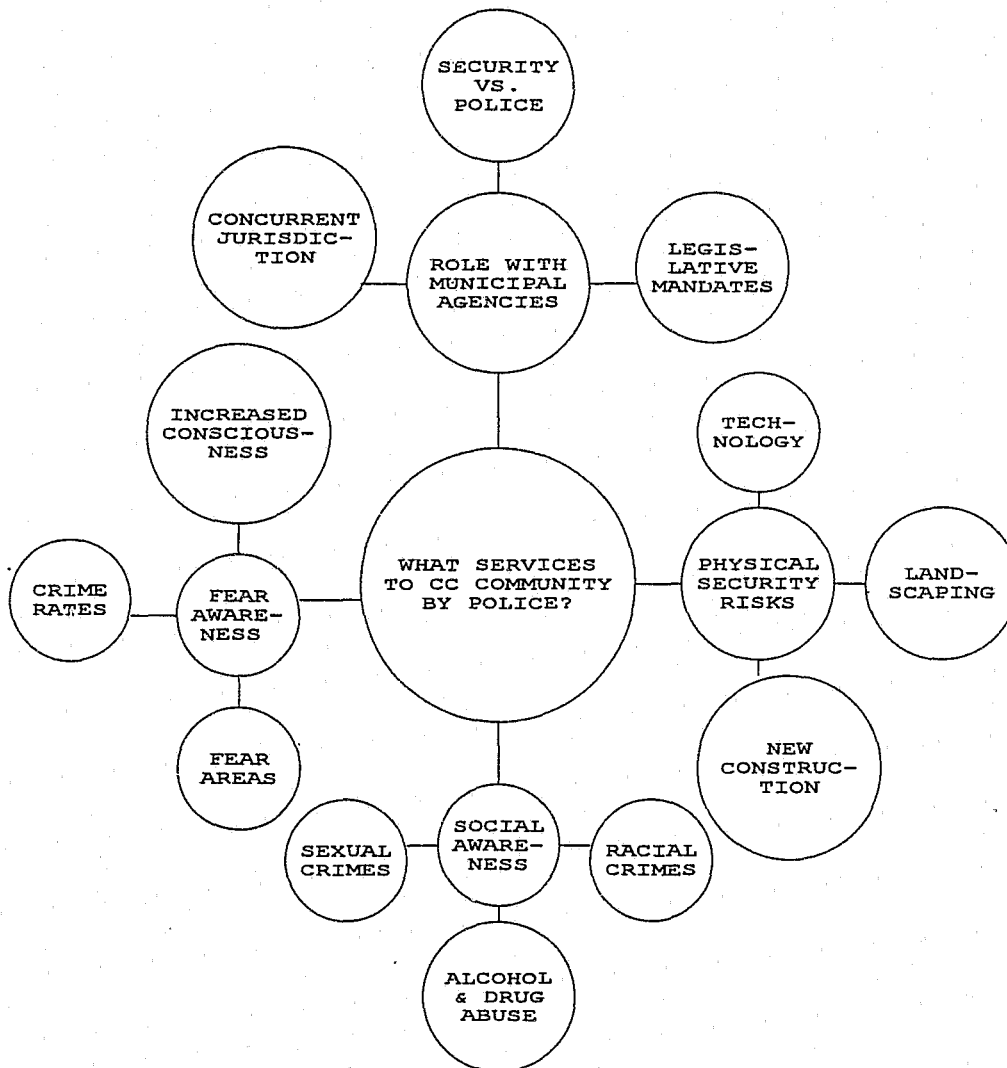
Phase I

An issue is a trend, or a single event, selected for futures research because it has, or potentially will have, influence upon a particular situation or organizational structure. It can also be a configuration of related trends and events.¹¹ The emerging law enforcement issue that will be studied in this report is:

What services will Community College Policing Agencies
Provide by the year 2002?

A Futures Wheel, as shown in Figure 1, spins out impacts in the future by placing the issue at the hub of the wheel. The first outward "ring" contains the primary impact - those that are a direct extension of the issue.

FUTURES WHEEL
FIGURE 1



The Futures Wheel suggests possible sub-issues for study if the primary impacts are pushed backwards to the issue. A sub-issue is a question derived directly from the general issue. It expands the general issue question, thus helping to focus it. A sub-issue is an extension question.¹² Using a Futures Wheel, three sub-issues were developed to further define the issue:

1. How will Community College Policing Agencies address physical facility security risks on campus?
2. How will Community College Policing Agencies handle social awareness problems on campus?
3. How will Community College Policing Agencies handle fear awareness on college campuses?

The first sub-issue focuses on the growing need by the public for an environmentally safe campus where students can learn. As the community college student population changes and the technological advances increase, the students and parents of the students will increase their demands for a college where safety is a high priority.

The second sub-issue focuses on some of the types of crimes that the public is becoming more aware of on college campuses across the nation. These are crimes like racial crimes, sexual assault and sexual harassment, and alcohol/drug abuse. This sub-issue will focus on how community college policing agencies will address these trends.

The third sub-issue focuses on the increased consciousness of crime on community college campuses on the part of students, their

families, and the community college employees. Because of this increased consciousness, the fear level on the campus may be greater, even though the crime level is less than the surrounding community. This sub-issue will focus on how community college Policing Agencies will address this "fear awareness".

The first step in studying the main issue and to prepare for forecasting it was to select a group of people knowledgeable in the area of law enforcement and/or community colleges. A group of seven people were selected to serve on a panel to develop a listing of trends and events that would impact the issue being studied. A cross section of law enforcement and campus persons was selected. The list of panel members is as follows:

1. Ted Barnes, chief of a small neighboring municipal agency
2. Richard Schmidt, captain of a municipal agency with a small community college in its jurisdiction
3. Gaithel Ware, lieutenant of a large municipal agency with a major university and a community college in its jurisdiction
4. David Olson, lieutenant of a community college district police department
5. John Gurney, captain of a mid-sized municipal agency with no university or college in its jurisdiction
6. Robert Dabney, assistant dean of a community college
7. Richard Ramos, administration of justice instructor on a community college

Using the Nominal Group Technique (NGT), the panel was able to identify 20 trends and 20 possible events that could have an impact

on the issue (Appendix A and B). The NGT is a small-group technique for achieving a consensus on the answer to a single, usually two part question by a process that alternates private work and open discussion.¹³ The trends and events were discussed briefly to ensure that each person understood what they meant.

Phase II

Each panel member was then asked to vote for five trends and five events that they felt were the most important to study and to place them in rank order. A rank ordered list of five trends and five events was then created in preparation for forecasting.

The following five trends were developed for forecasting:

TREND 1 (T1) - Change in Community College Crime Rates.

This trend relates to the rate of crime in community colleges

TREND 2 (T2) - Change in the use of High Tech Monitoring Devices.

This trend relates to sub-issue #1 - How will community college policing agencies address physical facility security risks on campus?

TREND 3 (T3) - Change in Alcohol Abuse problems on Community College Campuses.

This trend relates to sub-issue #2 - How will community college policing agencies handle social awareness problems on campus?

TREND 4 (T4) - Change in the Development of College Specialized Enforcement Tactics.

This trend relates to sub-issue #1 - How will community

college policing agencies address physical facility security risks on campus, and sub-issue #3 - How will community college policing agencies handle fear awareness on college campuses?

TREND 5 (T5) - Demand of the campus population for better environmental design related to safety on campus.

This trend also relates to sub-issue #1 - How will community college policing agencies address physical facility security risks on campus, and sub-issue #3 - How will community college policing agencies handle fear awareness on college campuses?

The following five events were developed for forecasting:

EVENT 1 (E1) - A student demands a guarantee of protection from crime while on the Community College Campus.

This event is defined as when a student demands from the community college a guarantee that the college will provide protection from crime while on the campus.

EVENT 2 (E2) - A student becomes a victim of a hate crime on campus and a demand is made for mandatory educational programs on racism and cultural awareness.

This event is defined as when the public will no longer tolerate any additional hate crimes on the campus, and demand that the college create mandatory classes on cultural awareness and the prevention of racism.

EVENT 3 (E3) - College administrators on Community Colleges require input from police on environmental re-design of campus to address safety issues.

This event is defined as when the community college adminis-

trators recognize the need and make use of police input when designing buildings and landscape to identify areas of potential risk and safety.

EVENT 4 (E4) - Students strike to demand that the Community College end all major crimes on campuses.

This event is defined as when students become disheartened with increasing crime problems on the campus (whether real or imagined) and strike to demand that the community college act to stop the problems.

EVENT 5 (E5) - 50% increase in college crime.

This event is defined as when the total crime rate for the community college district increases by 50% from 1992 levels.

Phase III

After all the trends and events were identified, the panel was asked to forecast the level of each trend for the next 10 years. Each panel member was handed a Trend Evaluation Form and asked to fill it out. All forecasts are relative to "Today", with "Today = 100". A forecast of zero would mean that the Trend ceases to exist.

The panel was asked to do a Nominal Forecast where the question was asked, "What do you think each Trend level was five years ago, and what do you think each Trend level will be 5 and 10 years from now?" The panel was then asked to do a Normative Forecast where the question was asked, "In your opinion, what do you think the level of each of the Trends should be in 5 and 10 years?" All the values were tabulated and the median values for

each of the forecasts were calculated. The values are shown in Table 1.

TABLE 1
Trend Evaluation Form

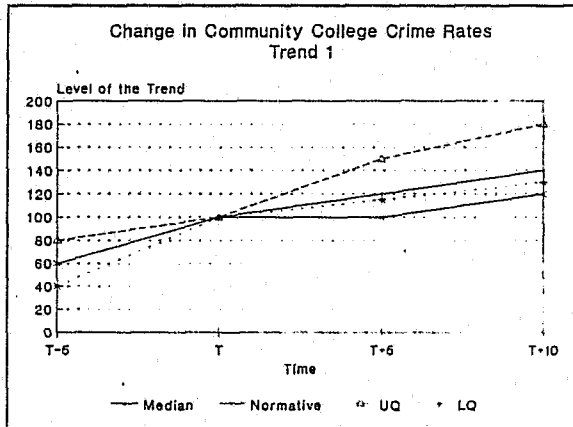
TREND STATEMENT		5 YRS AGO	TODAY	5 YRS AHEAD	10 YRS AHEAD
Change in Community College Crime Rates	T1	60	100	120	140
				100	120
Change in the Use of High Tech Monitoring Devices	T2	70	100	110	120
				120	150
Change in Alcohol Abuse Problems on Community College Campuses	T3	80	100	130	190
				110	80
Change in the Development of College Specialized Enforcement Tactics	T4	70	100	110	140
				150	180
Demand of the Campus Population for Better Environmental Design Related to Safety	T5	90	100	110	120
				140	180

Forecast values are the medians
values from the panelists

What will be

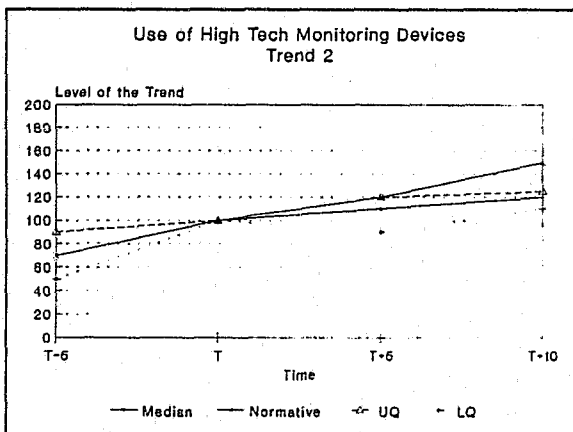
What should be

Trend Interpretation



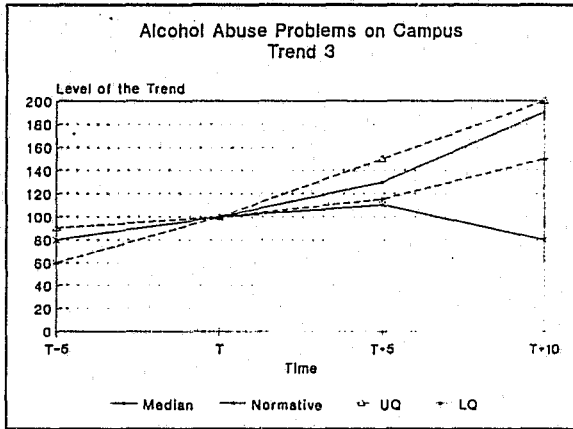
TREND 1 - Change in Community College Crime Rates. - This trend shows a gradual increase in the crime rate over the next 10 years. 5 years ago, the rate was 60% of what it is today. The Nominal Forecast shows the rate will be 120% in 5 years and 140% in 10

years. The Normative Forecast shows the rate of crime should remain at 100% in 5 years and be 120% in 10 years. This forecast shows that the crime rate will increase at a steeper rate than what it should be.



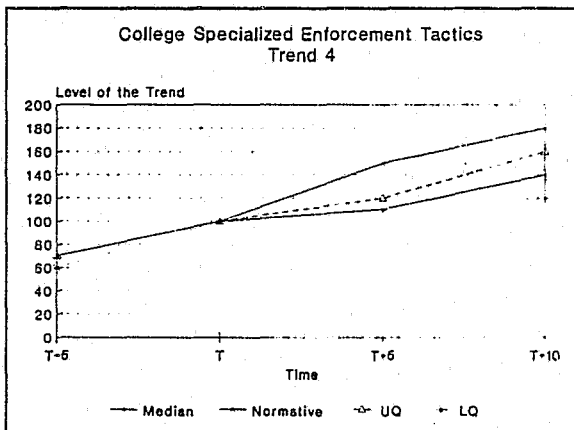
TREND 2 - Change in the Use of High Technology Monitoring Devices - This trend shows a gradual and steady increase in the use of high tech monitoring devices over the next 10 years. 5 years ago, the level was at 70% of what it is today. The Nominal Forecast shows

the level will be 110% in 5 years and 120% in 10 years. The Normative Forecast shows the change level to be 120% in 5 years and 150% in 10 years. This forecast shows that the change in the use of high technology monitoring devices will increase at a slower rate than what it should be.



TREND 3 - Change in Alcohol Abuse Problems on Community College Campuses - This trend shows a gradual increase in alcohol abuse problems occurring on community colleges during the next 5 year period, from 100% to 130%. The period from 5 to 10 years will show a

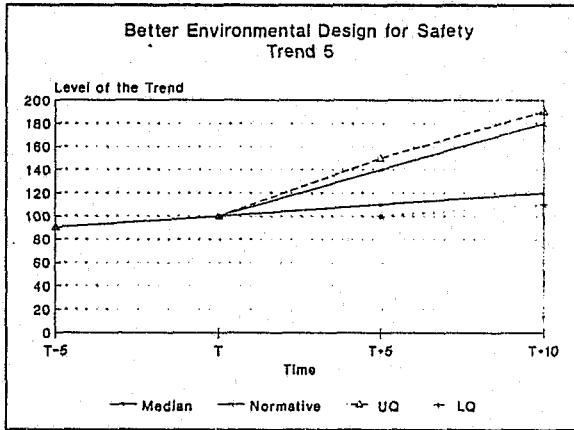
sharper increase in these problems, from 130% to 190%. The Normative Forecast shows that what actually should happen over the next 5 years is the increase will continue to be a gradual incline from 100% to 110%, then from the 5 to 10 year period, the problems will decrease sharply, from 110% to 80%.



TREND 4 - Change in the Development of College Specialized Enforcement Tactics. - This trend shows that over the past 5 years there has been an increase in the development of specialized enforcement tactics for college law enforcement, from 70% to 100%.

Over the next 5 years, however, this rate of increase will lessen, from 100% to 110%, thereby slowing the number of new developments. After 5 years, the rate will once again rise at a sharper incline, from 110% to 140%. The Normative Forecast shows a different rate of change than the Nominal Forecast. Development of specialized

enforcement tactics should increase sharply over the next 5 and 10 years, from 100% today to 150% in 5 years and 180% in 10 years.



TREND 5 - Demand of the Campus Population for Better Environmental Design Related to Safety on Campus - The Nominal Forecast shows that the demand of the campus population for better environmental design will only slowly increase over the next 10

years. The Normative Forecast, however, shows a very sharp demand by the campus population for better environmental design over the next 10 years, from 100% today to 140% in 5 years and 180% in 10 years.

The panel members were divided and handed out an Event Evaluation Form. They were asked to forecast the probability of each of the events occurring. The probability scale was explained as: Zero (0) means that this event probably will not happen by the established time limit of the forecast. One hundred (100) means that the event probably will happen by the established time limit of the forecast. Between zero and 100 are the possible degrees of probability. In addition, the panel was asked to forecast the years until the probability first exceeds zero and the positive and negative impact the event would have on the issue. Once again, all the values were tabulated and the median values were calculated. These values are shown on Table 2.

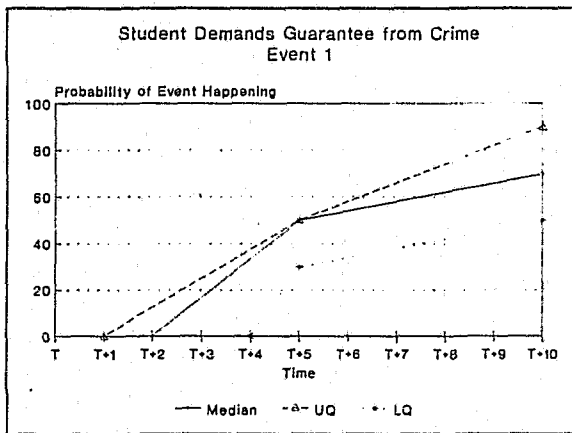
TABLE 2

Event Evaluation Form

EVENT STATEMENT	YEARS UNTIL PROB EXCEEDS ZERO	PROBABILITY OF OCCURRENCE		IMPACT IF EVENT OCCURS	
		5 YRS AHEAD	10 YRS AHEAD	POS.	NEG.
E1. Student Demands Guarantee of Protection from Crime While on Campus	2	50	70	5	5
E2. Hate Crimes on Campus Cause a Demand for Educational Programs on Racism	3	30	50	7	3
E3. College Admin. Require Input from Police on Environmental Re-Design of Campus	4	10	60	9	0
E4. Student Strike to Demand College Commits to Ending Major Crimes on Campus	3	50	80	10	2
E5. 50% increase in college crime	5	10	50	0	8

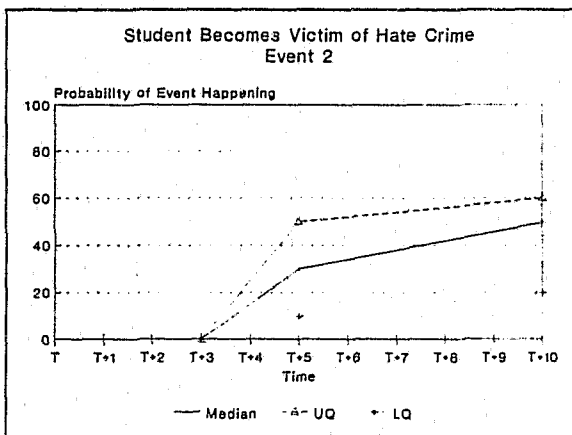
Forecast values are the medians values from the panelists

Event Interpretation



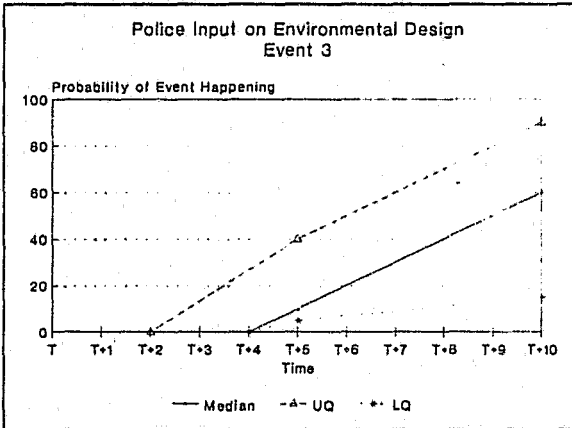
EVENT 1 - Student Demands a Guarantee of Protection from Crime While on the Community College Campus - This event does not have any probability of happening until 2 years. The probability will increase sharply at T+5 years, where it has a probability of 50%.

If it has not happened at T+5 years, the probability of it happening between T+5 and T+10 only increases gradually to 70%. If the event occurs, it will have a positive impact of 5 and a negative impact of 5 on the event (on a scale of 0 to 10) on the main issue.



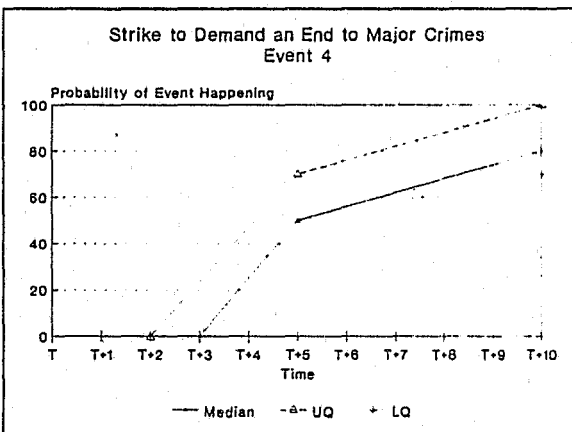
EVENT 2 - Student Becomes a Victim of Hate Crime on Campus and a Demand is Made for Mandatory Educational Programs on Racism and Cultural Awareness - This event does not have any probability of happening until 3 years. The probability increases sharply, but

only to 30% at T+5. For the next 5 years, the probability will only increase to 50%. This event will have a positive impact of 7 and a negative impact of 3 on the main issue.



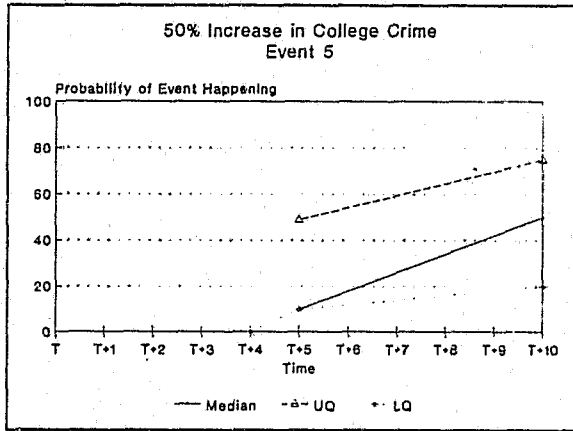
EVENT 3 - College Administrators on Community Colleges Require Input from Police on Environmental Re-Design of Campus to Address Safety Issues - This event does not have any probability of happening for 4 years. From that point, the probability will

steadily increase to 10% at T+5 until it reaches 60% at T+10. The positive impact of the event on the main issue is 9 and there is no negative impact.



EVENT 4 - Students Strike to Demand that the Community College Commits to Ending All Major Crimes on Campuses - This event does not have any probability of happening until 3 years. For the next 2 years, the probability will rise sharply to 50% at T+5 and to 80%

at T+10. The event will have a positive impact of 10 and a negative impact of 2 on the main issue.



EVENT 5 - 50% increase in college crime. - After 5 years, the probability of this event happening will increase to 10%. By T+10, the probability will increase to 50%. This event will not have any positive impact, but will have a negative impact of 8 on the issue.

Phase IV

A Basic Cross-Impact Matrix was generated. The values were generated separately and then a final set of values were created after a discussion and consensus was obtained.

The purpose of this was to evaluate the impact that each forecasted event had upon each of the other forecasted events and also upon each of the trends that were developed by the panel. Each event-to-trend and event-to-event cross-impact required two estimates -- the maximum impact and the years to maximum impact. The cross-impact question is, "What if each forecasted event actually occurred? What would be the impact upon each Trend level at the point of maximum impact, and what is the years to maximum impact?" Table 3 on the next page shows the values generated for the Cross-Impact Matrix.

TABLE 3

Basic Cross-Impact Evaluation Matrix

IMPACT EVENT	IMPACTED EVENT					IMPACTED TREND					ACTOR HITS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	XX 3	30 3	60 4	25 2	0	-20 4	60 5	-40 5	50 3	50 5	9
E2	30 2	XX	0	20 3	-10 3	-15 3	0	-10 5	40 2	0	6
E3	10 2	0	XX	20 2	-10 3	-50 4	70 3	0	40 5	80 2	7
E4	80 .5	40 1	60 2	XX	-20 2	-20 3	40 4	-15 2	30 2	40 1	9
E5	80 .5	40 2	60 .5	70 2	XX	100 0	50 3	-20 1	25 1	40 4	9
REACTR HITS	4	3	3	4	3	5	4	4	5	4	

Values were obtained through discussion and consensus
 Upper value - maximum impact
 Lower value - years to maximum impact

EVENTS:

- E1 - Student demands a guarantee of protection from crime while on the Community College Campus
- E2 - Student becomes a victim of hate crime on campus and a demand is made for mandatory educational programs on racism and cultural awareness
- E3 - College administrators on Community Colleges require input from police on environmental re-design to address safety issues
- E4 - Students strike to demand that the Community College commits to ending all major crimes on campuses
- E5 - 50% increase in college crime

TRENDS:

- T1 - Change in Community College crime rates
- T2 - Change in the use of high tech monitoring devices
- T3 - Change in Alcohol Abuse problems on Community College Campuses
- T4 - Change in the Development of College Specialized Enforcement Tactics
- T5 - Demand of the campus population for better environmental design related to safety on campus.

Cross-impact analysis is a formal technique in futures research that provides a rigorous way to generate alternative futures. It is a modeling technique for depicting how the occurrence or non-occurrence of each event in a set of previously forecasted events affects (1) the subsequent probability of occurrence of each of the other events in the set and (2) the subsequent level of each trend in a set of forecasted trends.¹⁴

In the Basic Cross-Impact Evaluation Matrix, the maximum impact that Event 1 (Students demand guarantee) will have on Event 2 (Student is victim of hate crime) is 30%. This maximum impact will occur within three years. The maximum impacts of E1 on each of the other events and also the maximum impacts of the other events on each other are also shown in a similar manner.

Maximum impacts of the events on the trends are also shown on the table. Event 1 (Students demand guarantee) has a maximum impact of -20% on Trend 1 (Change in crime rates). This maximum impact will occur within four years. Other event to trend impacts are also shown in a similar manner.

Actor events are those events that impact most or all of the other events and trends. The Cross-Impact Matrix shows there are three actor events. These are E1 (Students demand guarantee), E4 (Students strike), and E5 (50% increase in crime). Reactor events and trends are those events and trends that react to most or to all of the other events. E1 (Students demand guarantee) and E4 (Students strike) are high reactor events. T1 (Change in crime rates) and T4 (Change in tactics) are high reactor trends.

The consequences of the event-to-event impacts were evaluated using the Cross-Impact Matrix and the event graphs developed from the median forecasts of the panel. A probability level of 30% was selected to be the point at which the event would occur, creating a turbulent world. The original dates of occurrence were calculated using the graphs and the 30% threshold. The events were placed on a Consequences of Event to Event Impacts table in chronological order. Each event was allowed to occur and the impact of each event was charted on the graph using the data from the Cross-Impact Matrix. In certain cases, new occurrence dates were determined due to the impact of the occurring event. The results are shown in Table 4.

TABLE 4
Consequences of E-E Impacts

EVENTS IN ORIGINAL ORDER	ORIGINAL DATE OF OCCURRENCE	DATE AFTER X-I OF THESE EVENTS				
		E1	E4	E2	E3	E5
E1	MARCH 1996	XX	--	--	--	--
E4	SEPT. 1996	6/96	XX	--	--	--
E2	JULY 1997	8/96	7/96	XX	--	--
E3	JULY 1999	7/97	12/96	12/96	XX	--
E5	JAN. 2000	1/00	12/01	12/01	DOES NOT OCCUR	XX

The Consequences of E-E Impacts Table shows that the events would originally occur in the following order: E1 (Student demands guarantee) March 1996, E4 (Students strike) Sept. 1996, E2 (Student

victim of hate crime) July 1997, E3 (Input required from police) July 1999, and finally E5 (50% increase in crime) Jan. 2000. These dates were determined by projecting on the graph the date at the 30% level.

As the events were allowed to occur, the occurrence dates were changed because of the impact the event had on the other events. The levels of impact are shown in Table 3. The new dates are : E1 (Student demands guarantee) March 1996; E4 (Students strike) June 1996, E2 (Student victim of hate crime) July 1996, E3 (Input required from police) Dec. 1996, and finally E5 (50% increase in crime) does not occur.

Phase V

Writing of futures scenarios is the next step in the futures research process. A scenario is a hypothetical narrative, typically written as if by an historian looking back over a set of forecasted events and trends as if they had actually occurred. The scenario clarifies the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions.¹⁵

Three different types of scenarios were written. The first was the Exploratory (or Nominal) Mode scenario. This scenario is "surprise free" as none of the forecasted events happened. The cross-impact data was not used. The median values of the "will be" forecasts of trends are used to produce the scenario. The second was the Normative Mode scenario. This is the "desired and

attainable" or "feared but possible" scenario. The "should be" trend data is used and events that are high actors are sought out to produce the scenario. Good actors relative to the trends produce the "desired and attainable" scenario. Bad actors relative to the trends produce the "feared but possible" scenario. The third scenario is the Hypothetical Mode scenario. Policies are created as "what if's". A hypothesis is written and changes are made. The scenario is then played out using this hypothesis.

Scenario 1 - Nominal Mode (Most Likely)

Community College District

Police Department

MEMORANDUM

TO: Vice Chancellor of Business Services

FROM: Chief of Police

DATE: June, 2002

As we near the end of another fiscal year, I would like to reflect on my tenure as Chief of Police with the Community College Police Department. When I first started with this department ten years ago, our state was in the middle a fiscal crisis, and the nation was deeply in a recession. Because of this, we were unable to obtain any additional monies to improve the services delivered by the police department. Initially, our budget did not decrease; however, neither did it increase, and as inflationary costs increased, this amounted to the same as a decrease in the budget.

The fiscal situation in the state continued to decline, which

resulted in cutbacks to the College District and inevitably, our department. Because of this, we were still unable to institute any new programs, and our day to day operations became just a struggle to stay within the budget. In addition to the cutbacks in funding, the student population of the Community College began to grow. The serious cutbacks to the University of California System and the California State University System resulted in a marked increase in the number of students attending the Community College. When the number of students from the surrounding community rose, the law enforcement issues facing the community also followed.

With the funding cutbacks and the increase in students from the community, crime began to rise at the college. Several factors, including the slow recovery from the recession and the limited amount of services our department was able to provide, created the situation where crime began to increase on our campus.

In March of 1996, a large number of students, faculty, and staff members went to the Chancellor to demand that the Community College make a guarantee that they would be protected from crime while attending the college. Of course, with our limited resources and the college's unwillingness to provide anymore funds for police, we were unable to make this guarantee.

This resulted in an organized strike by the students at the beginning of the next semester in September of 1996. The students demanded that the Community College commit themselves to provide programs that would end most major crimes occurring on the campus. The strike eventually ended with the College still unable to

provide any solution to the rising crime problem. Over the next year, crimes continued to increase, including racial incidents of hate crimes on campus. Once again, the Students, Faculty and Staff went to the Chancellor to demand that the College address the hate crime problem by creating mandatory educational programs for all students and employees on racism.

Numerous bills were introduced to the legislature to force the colleges to provide for the safety of the students. Many of these bills, however, died in committee and were never enacted. This followed the trend that had occurred with many of the bills that were introduced prior to 1992, bills such as the Campus Sexual Assault Victims' Bill of Rights Act which died in committee.

Crime continued to rise on the Community College. Finally, in July of 1999, the Governing Board decided there should be some additional effort in reducing the crime problems on the campus. They asked that I meet with the Facilities Manager to determine if the campus facilities could be redesigned to allow for better safety. Several suggestions were developed. The initial costs were quite high, and the Community College was still unwilling to commit the funds to this effort. Nothing was done, and crime continued to increase until January of 2000 when the crime rates reached 50% higher than the 1992 levels.

The College was always unwilling or unable to address the crime problems on campus. They chose to ignore the problem rather than develop possible solutions. Many preventative programs and changes could have been created to address these problems; however,

the college would have first had to acknowledge there were crime problems on the campus. Until the college administration wakes up to the fact that crime problems need to be addressed on campus, we will forever be faced with providing only band-aid solutions to problems that could be avoided with preventative programs.

Scenario 2 - Normative Mode

An Historical Review Report to the Chancellor

Beginning in the fiscal year of 1992, funding began to be reduced to the Community College because of the budget crisis in the state. All areas of the Community College required cutbacks, including the police department. Because of this, manpower and many services were reduced. The department only had enough resources to respond to calls for service and determined that crime prevention programs were not cost effective for the times.

Then, in March of 1996, the students, faculty, and staff of the Community College became disgusted with the growing crime problems and demanded that the Chancellor and the Governing Board provide guarantees of protection from crime while on the Community College Campus. As the College could not provide any "guarantees of protection from crime", the student body decided to move a scheduled protest and strike up from the beginning of the Fall 1996 semester to the end of the Spring 1996 semester. In May of 1996, the student body staged a strike of all classes to demand that the Community College commit themselves to ending all major crimes on campus.

The Chief of Police, Chancellor, campus presidents, and student representatives then began a series of talks to determine how to resolve this situation. It was agreed that the College could not provide an absolute guarantee of protection from crimes; however, a task force would be formed consisting of members from all affected groups to develop a set of guaranteed responses by the College to various major crimes which may occur on the campus. These guaranteed responses would be from the Police Department, the Counseling Department, and any other campus department that may be needed. The program would also include educational programs that would promote discussion of the issue and create an awareness of the problem.

A month later, the students, faculty and staff once again made demands on the Community College that the problem of racism and hate crimes also be addressed. They wanted courses developed for students and employees on cultural diversity and the effects of racism. This was also agreed to by the college.

The success of the "Guaranteed Responses" project and the educational awareness programs encouraged the Governing Board and the Chancellor to try more projects that would make the campus safer for its users. On July of 1999, the Chancellor requested that the Chief of Police begin to research various ways in which the environment of the college could be redesigned to provide additional safety for everyone. The Chief of Police, together with the Facilities Manager, were to research high technological devices such as video monitoring, card access systems, and lighting

systems. In addition, they were also to analyze the current landscaping conditions and make recommendations to improve it.

These programs began to have an effect on the crime problems on the Community College. Services provided by the police department were changed. The increased awareness of the community and the redesigning of the environment all began to give the results of a decrease in the number of crimes reported on the campus. New guarantees and programs are continually being developed and implemented. The environmental conditions of the College are continually being evaluated with safety and aesthetics in mind.

Scenario 3 - Hypothetical Mode

A Report on Police Services from 1992 to 2002.

Crime has always been a concern on Universities and Colleges across the nation. Their reaction to crime problems have varied from ignoring the problem or hiding any crimes on campus to providing proactive programs that directly address crime problems on campus. Over the last 10 years, the history of Police Services on this Community College campus has been one of proactive prevention. The Chief of Police, has always been a person of foresight and continually monitored crime trends both in the adjacent municipal areas and also in the Colleges and Universities across the nation.

Beginning in 1992, after receiving a report on Critical Incidents and Crime Trends on Campus compiled by the International

Association of Campus Law Enforcement Administrators, the Chief of Police began to compare the crime trends highlighted in the report with the crime trends within our Community College District. These crime trends dealt with the issues of sexual assault/rape, alcohol/drug abuse, and hate crimes. He discovered that our Community College District had not as yet experienced many of these types of crime; however, he did note that these crime problems were major issues in the surrounding municipal agencies.

With the state funding cutbacks to the University of California and the California State University Systems, the Community Colleges began to see an enrollment increase. In the fall quarter of 1992 alone, our District received a 25% increase in enrollment.

In early 1994, the Chief determined that many of the law enforcement issues that major Universities were facing would reach the Community Colleges because of its change in student population. With this in mind, he began to gather more information on campus crime trends in preparation for presenting a proposal to form a task force committee to review these crime trends and compare them with the crime problems in the District. In addition, this task force would also review how major Universities were addressing these issues and what types of programs they had in place.

By mid 1995, student crime had risen on the campuses in the District. There was much discussion among the student groups about the crime problems on the campuses. At the beginning of the Fall Semester, 1995, the campus administration agreed to allow the formation of a task force to review the crime problem as had been

proposed by the Chief of Police. The formation of this task force averted a scheduled demonstration by student groups to demand that the college guarantee protection from crime while on campus.

While the task force undertook their review, the crime problems continued to increase on campus. The student groups began to demand results from the task force. The task force finally came up with three goals to address the crime trends on campus. These goals were:

1. To provide educational classes to the college community,
2. The creation of an Environmental Safety Planning and Research Unit, and
3. To develop departmental policies that would provide a "guarantee" to the public on certain crimes.

Once again, the presentation of the goals developed by the task force averted a strike scheduled by student groups at the end of the Spring 1996 Semester. The student groups, along with the faculty and staff were enthusiastic about the implementation of the goals of the task force.

Over the next few months, steps were taken by the task force to begin the implementation of the goals. Surveys were sent out to the campus community to determine what their fears were. Committees were set up to begin the development of educational programs to address the issues of sexual assault (rape, date rape, and even sexual harassment), alcohol and drug abuse, and cultural awareness.

An Environmental Safety Planning and Research Unit was created with the Chief of Police as head of the unit. The unit began

performing security surveys of the campus grounds and made several recommendations to change the lighting conditions and landscaping of the campuses. These changes were designed to improve the overall security and safety of the campus.

All of these changes produced a visible effect on the campus community. The campus community began to have a heightened awareness of safety because of the educational programs. The "fear areas" on the campus began to decrease because of the landscaping and lighting changes.

Finally, in the beginning of 1997, the task force set up a committee to develop campus guarantees of response to the campus community on certain crimes. Their first guaranteed response was a Sexual Assault Guarantee patterned after the one developed by the Michigan State University Public Safety Department. After it was approved, the Police Services and counseling personnel were provided the needed training and the guarantee was presented to the campus. The guarantee was extremely well received. Calls were made for the development of further guarantees on other crime issues.

As the author reflects on the accomplishments of the last ten years, it is found that many of the crime problems on other major universities and colleges never became a problem within this District. The proactive stance of the Chief of Police along with the preventative programs developed by the task force created an environment on the campus that made safety a high priority item.

The mission of Police Services -- to proactively reduce crime,

the threat of crime, the circumstances that foster criminal activity, the fear of crime, and any other conditions that adversely impact public safety in the Community College District that we serve -- was certainly attained, making this college district a pleasant environment where students can come to learn.

STRATEGIC PLANNING

STRATEGIC PLANNING

Strategic planning can create a future that is both desirable and achievable. It is an ordered approach to anticipating an unknown future environment. This section will be based on the Hypothetical Mode Scenario, scenario 3. A strategic plan will be developed that will make this scenario a reality.

There are four components to a strategic plan:

1. A definition of the desired future scope of the Community College Police Department. It should also include a statement of the department's mission in relationship to the issue.
2. A situational analysis of the external environment and the organizational capability of the police department.
3. A statement of purpose, goals and objectives of the police department to bring about the most desired future.
4. A statement of how resources that are needed to implement and execute the plan will be allocated.¹⁶

Subject of Strategic Management Plan

The subject of this strategic management plan will be a community college district police department. The community college district is a multi-campus district consisting of three campuses. The police department is a district-wide department with jurisdiction over all three campuses and the district office. The college district has a total student body population of 38,000. The largest campus student body population is 22,000 and each of the other two campuses' student body population is 8,000 each.

The police department has a Chief of Police that oversees the entire operation. The chief manages the budget for the entire police department, liaisons with other police departments in the county, and reports directly to the Vice Chancellor of Business Services in the district office. Each of the three campuses has a lieutenant that oversees the operations on each of the campuses. They manage the police and parking operations on each of the campuses and act as a liaison to the president of the campus. The lieutenants also act as the supervisors of the sworn and non-sworn personnel as there are no sergeants.

The police department is comprised of one chief, three lieutenants, one investigator, 13 officers, 6 civilian employees and approximately 45 student aides.

Mission Statement

A mission statement and goals were first developed for this issue. The mission statement defines areas of operation, expresses values, provides foundation for strategies and decisions, builds commitment, and insures consistency for the organization.

Mission:

The mission of the Community College Police Services Department is to proactively reduce crime, the threat of crime, the circumstances that foster criminal activity, the fear of crime, and any other conditions that adversely impact public safety in the Community College District that we serve.

Goals were developed that would address the main issue under study: What Services Will Community College Policing Agencies

Provide by the year 2002? The goals are policies that will bring about the most desired future as narrated in the Hypothetical Mode Scenario. These goals also directly address the sub-issues in this report.

Goals:

1. Provide educational classes to the college community.

Police Services is an integral part of the Community College operation. As such, it should also be involved in the educational process of the campus community. Educational programs should be developed for faculty and staff that would address their safety concerns both on and off campus. The same should be done for the student population so they may feel secure that they are attending a college that has a positive social atmosphere whereby meaningful learning can take place. Educational programs could also be used to increase the awareness of students to problems like acquaintance rape, alcohol and drug abuse, and racism.

Several Universities across the nation have already developed programs to address problems like these. Chief Robert Nielsen and the University of Maryland, Baltimore County, has developed films entitled "Still Burning," and "Not a Sanctuary," which deal with confronting the racial violence on their campus. The International Association of Campus Law Enforcement Administrators, in collaboration with Dr. Lund of Georgia State University, produced a video tape entitled "If I Look Confused and Lost, It's Probably Because I am..." This video is intended for use in training campus staff to deal positively with international students.¹⁷

In addition, educational programs should also be developed that would educate the public on the services that are provided by police services and on the duties and responsibilities of police services officers.

2. Creation of an Environmental Safety Planning and Research Unit

Many new technological advances are being made in every aspect of society. Much of these advances are used in the safety and security industry that allow organizations to increase the level of security without the need for more personnel. These devices include card access systems, Alarm monitoring devices, TV monitoring devices, etc. In addition, campuses are continually changing with new landscaping and new construction.

An Environmental Safety Planning and Research Unit consisting of members from Police Services, Facilities Management, interested Student and Faculty groups, and the Campus Safety Committee should be formed. This unit would continuously review the various areas of the campus and make landscape design changes to provide for more safety. They would also research new technology in lighting, access, and monitoring and make recommendations to install devices that would improve the safety or the perception of safety on the campus. Finally, they would review any new construction to ensure that all public safety considerations are taken into account.

When inspecting a new facility or a planned renovation, the following items should be examined:

- existing security philosophy, policies, and procedures
- vulnerability of college assets and facilities

- site and surrounding area conditions
- problems encountered at similar institutions.¹⁸

3. Develop Departmental Policies That Would Provide a "Guarantee" to the Public on Certain Crimes

One of the most important features of a product when it goes on the market is the guarantee. The guarantee is a demonstration of the commitment a company has to its product. So too, can Police Departments provide guarantees to the public on their commitment to address serious crime problems on campuses. These guarantees by Police Services would not be guaranteed protection from crime, but rather, a written guaranteed response and commitment to serious crimes on campus.

Three of the major crime trends today on campuses across the nation are sexual assault or harassment, alcohol and drug abuse, and hate crimes. Written guaranteed responses for each of these crime problems, and any other serious crime problems that may be occurring on the campus should be developed. Assistance from the Counseling Center, the Sexual Assault Center, Human Relations Department, and Administration of Justice Coordinator should be solicited to help in developing these guarantees.

The guarantees would detail how Police Services would respond to reports of the particular crime. It would explain how the victim would be treated and outline any other services that would be available to the victim. It should emphasize privacy, sensitivity, and understanding for the victim.

Situational Analysis

A situational analysis of the external environment and a Community College Policing Agency's organizational capability to deal with the environmental opportunities and threats was conducted. A group was formed from police department and community college employees to perform a WOTS-UP analysis (Weaknesses, Opportunities, Threats, and Strengths) of the environment and organization. The group members are as follows:

1. Robert Wilson, chief of a community college police department
2. Esther Skeen, lieutenant of a community college police department
3. Thomas Sharp, investigator on a community college police department
4. Diane D'Ambrosio, officer on a community college police department
5. James Taylor, maintenance manager on a community college
6. Larry Norton, custodial manager on a community college
7. Richard Ramos, administration of justice instructor on a community college
8. Robert Dabney, assistant dean of students in a community college

Environment

Using futures research process, a Nominal Group Technique was used to identify a list of Trends and possible Events that would affect the issue under study. Using these trends and events, the panel completed the WOTS-UP analysis of the environment.

External Threats

One of the greatest threats from the environment is the possibility of funding cutbacks to the community colleges in California, including police services. With the current cutbacks to the University of California and California State University systems, enrollment to the Community Colleges may increase. An increase in population will result in an increase in calls for service. If community college policing agencies are experiencing funding cutbacks, this may result in an inability to handle the increase in calls for service.

As Community College policing agencies vary greatly, there are many groups both within and without the college community and even within the law enforcement community that do not know what these agencies do. This results in resistance from the community as to whether or not community college policing agencies are "police" or "security", and whether or not they even should be "police" or "security". With funding cutbacks, the community colleges may want to hire more cost effective security guard personnel than the more expensive sworn police personnel to provide policing services. Adjacent police departments and other private security agencies may also see this as an opportunity to "take over" policing services for the community college as a means of extra income for their agency.

External Opportunities

College communities have always had a heightened sense of awareness towards their own community and the world around them.

In a survey conducted at a community college campus, it was shown that the community wanted a safe environment where faculty and staff could work and students could learn.¹⁹ With this comes the desire to reduce the fear level on the campus. This presents the opportunity to provide more assistance to the community using non-traditional police services. Since community colleges are an educational institution, police services should be involved in the educational process of the community. Seminars on the types of services that are available and also on safety issues that would reduce the fear level of the campus could be presented. It would allow more interaction with the community and get an indication of what the community wants for policing services.

Organizational Capability

An analysis of the policing agency's capabilities to deal with the environmental opportunities and threats was conducted. Key aspects of the agency specifically related to the issue in terms of strengths and weaknesses were examined.

Internal Strengths

One of the most positive strengths of the department is the talent that it possesses within the personnel. The department is a well trained and highly professional police agency that has earned a good reputation in the county. Since campus policing is also a specialized form of law enforcement, officers in the department need to possess not only the traditional forms of law enforcement skills, but also familiarity with laws and procedures related to campus policing.

Many community colleges have academies and administration of justice programs that could provide additional training to officers within the department that would normally not be available to other agencies.

In addition, the campus police department has available to it a group of highly enthusiastic students that are willing to work and learn. These are students attending the college. The ability to have a job on campus makes the job appealing to them. In addition, many of the Administration of Justice students can gain valuable experience working for a police department while they are attending school. These students are almost always willing to handle any type of challenging task related to police work.

Internal Weaknesses

One of the major problems within the police agency is that change comes very slowly. The department has the minimum amount of manpower to provide the basic services to the campus community. It is difficult to expand programs and services when there is not enough personnel and equipment to provide them. With upcoming funding cutbacks to the colleges, there was no possibility for expansion.

With any change, there will also be internal resistance to it. Police officers may view some non-traditional job functions as outside of the "police" role. They may also want to insure that their "police" image is reinforced especially when they compare themselves to other municipal police agencies.

The officers belong to a very strong union. Unfortunately, it

is mainly a union made up of office staff, maintenance workers, and custodial employees, and at times, they are not sensitive to some of the special needs of the police department. This has led to the inability of the department to implement several programs that were supported by the officers (Police Officers Association) but not supported by the Public Employees Union (Local 1).

Another aspect that the police department is lacking in is the use of their Student Police Aides. Currently, the police aides are hired to write parking tickets in the parking lots, unlock and lock doors, and deliver emergency messages to the campus. These types of jobs, especially the writing of parking tickets, places these students in negative positions, which sometimes causes problems especially when the police aides have to attend classes with other students that they have given parking tickets to.

A better utilization of the Student Aide Program would be to also use them for more positive things like crime prevention programs. They could develop programs for students, and together with the police officers, present them to the student body in organized classes.

Stakeholder Analysis

The next step in the strategic planning process is to identify the stakeholders. Stakeholders are persons or groups that are affected by or might attempt to influence the issue. The process used to identify the stakeholders related to the issue is called the Strategic Assumption Surfacing Technique (SAST).

A list of assumptions about the position of each stakeholder

in relation to the issue was also developed. Identified within the list of stakeholders were any possible "snaildarters". This is a term applied to a stakeholder where their positions cannot be readily identified.

The following is a list of key stakeholders and their assumptions in relation to the issue identified for each.

Stakeholder List

1. Chief of Police
 - a. Will be supportive if the policies are cost effective and will engender good public relations.
 - b. Wants to insure that his values and philosophy are used in any department changes.
2. Community College District Board of Governors
 - a. Will be supportive if it is cost effective and able to provide a safe environment.
 - b. Wants good public relations and a good political environment.
3. College Faculty and Staff
 - a. They would want input into police operations.
 - b. They would want to insure that the policing agency is attuned to all of their special needs and not just providing the basic police services.
4. Students
 - a. They do not want less services than they have right now.
 - b. They want to feel safe coming to the college and not have to worry about crime.

5. Parents

- a. They would want to know that their children are receiving the maximum amount of services for their dollars.
- b. They want to ensure that the college is safe for their children to attend.

6. Police Officer Association

- a. They would be concerned if any change causes too much restrictions or reduces their image of being a "police officer".
- b. They would want additional compensation if they are required to perform additional new tasks.
- c. They would want their concerns and ideas heard.

7. College Presidents

- a. They do not want to lose any enrollment due to a perceived crime problem on the campus creating negative public relations.
- b. They are concerned about legal liability if crime rate becomes too high.
- c. They want cost effective programs that would enhance the positive public image of the campus.

8. Student Newspapers

- a. They can be a very positive public relations agent if they are handled appropriately.
- b. They want to be kept informed of all newsworthy changes to report on it.

9. Adjacent Municipal Agencies

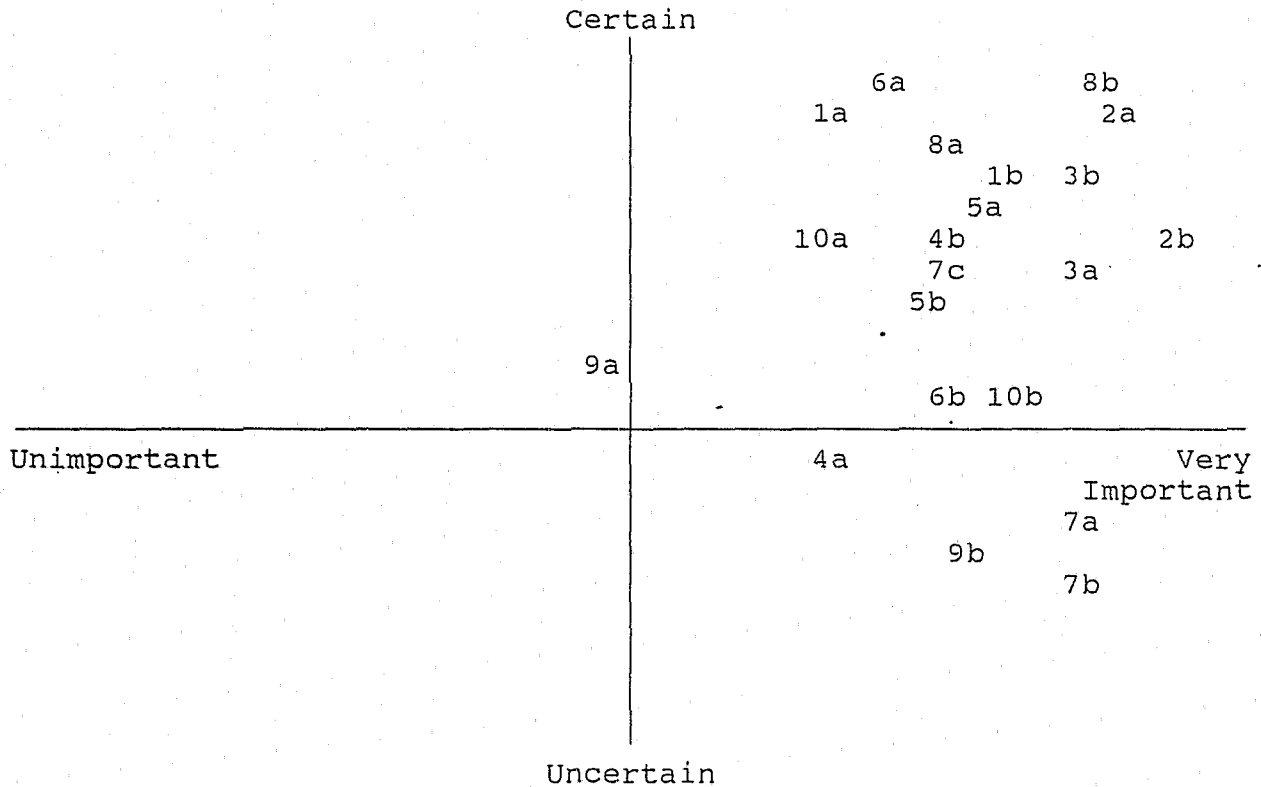
- a. Don't want the colleges to become an additional burden on their department.
- b. They want to see the college flourish, as its users will provide more business to the community.

10. Frank Little Club (liberal organization on college campuses) -
Snaildarter

- a. May see this as an infringement on student rights.
- b. May see this as an opportunity to increase their influence on the operations of the police department.

The stakeholders and their assumptions were graphed on a Strategic Assumption Map. The A and B assumptions were charted to indicate the importance of the stakeholder and the level of certainty in the assumption.

Strategic Assumption Map



Legend

"x" axis--Importance of the Assumption's Stakeholder to the Organization's Management of the Issue

"y" axis--Certainty/Uncertainty Regarding the Stakeholder's Assumption

As the alternative strategies and the transition management plan are developed, the strategic assumption map will guide us in determining where we will find assistance and resistance. By discovering which stakeholders will let the change happen and which stakeholders will resist the change, we will be able to develop a plan more effectively.

The assumptions that fall into the "Very Important" category will require efforts to educate these stakeholders to the program. The assumptions that fall into the "Uncertain" category may become

surprise stakeholders. The stakeholders that one knows the least about, may prove to be an unexpected help or hindrance towards successful program implementation.

Developing Alternative Strategies

Strategy is a rational and logical process of combining resources to achieve an end in an unknown environment.²⁰ The desired ends "in an unknown environment" are the three future scenarios that were written earlier in this report. The Hypothetical Mode Scenario was selected as the most desired future. From this scenario, a mission statement and a set of goals were created. The resources were defined using a WOTS-UP analysis on the external and internal strengths and weaknesses of the organization and a stakeholder analysis.

The Modified Policy Delphi is a process designed to examine policy issues. It provides a medium for generating strategic alternative approaches while examining the feasibility and desirability of each alternative considered.

Using the Modified Policy Delphi process with the same WOTS-UP analysis group, strategies were developed that would bring about the most desired future. Three strategies were selected for analysis. Pros and cons were identified for each strategy, and a discussion was held on how each stakeholder would perceive each strategy.

Strategy #1 - Increase the number of personnel in the police department (both sworn and non-sworn) until there is enough personnel resources for the police department to develop and

implement all the goals. The limitations of personnel resources prohibit the department from effectively developing any preventative programs.

PROS

- Will allow police department to have more personnel to develop new preventative programs.
- Additional personnel can also be used to supplement existing services.

CONS

- Would significantly increase personnel costs.
- Would also increase "hidden" costs of equipment and supplies needs.
- With current funding cutbacks, funds would have to be taken away from other campus departments.

Strategy #2 - Hire an outside agency to develop and implement all the goals. There are many security and safety agencies that perform this type of service to many private companies. They would conduct safety surveys for faculty, staff, and students, develop needed educational courses, provide security surveys to existing buildings and make recommendations for environmental change, and create the police department response guarantees.

PROS

- Goals could be completed without additional strain on existing employees.
- An outside agency may see problems that would not be noticed by employees that are very close to the college.

CONS

- The use of an outside agency may not be cost effective.
- The additional funds needed to pay for the service would have to be diverted from other college district departments.
- The campus community may not be as receptive to an outside agency.

Strategy #3 - Form a campus task force consisting of the Chief of Police, other police officers, campus administrators, and other interested faculty, staff, and student representatives. This task force would conduct the necessary surveys to determine what types of crime problems are perceived on the campus. They would then take the necessary steps to accomplish the goals by determining what resources were needed and finding the monies to implement any programs or changes.

PROS

- Use of existing personnel would be more cost effective.
- Members of the campus would have a better understanding of the needs of the community.
- The campus community would respond better to people who they know and trust.
- Campus administrators would have knowledge of what resources were available so programs could be tailored to conform to existing resources.

CONS

- It would place an additional strain on the members assigned to the task force.

- Additional energy must be exerted to keep the task force committed to the mission.
- It would take away personnel and money from other campus programs.

Recommended Strategy

The purpose of Strategic Planning is not to solve problems, but rather to prevent problems. This is how we bring about the preferred future. Each of the three strategies will result in the completion of the goal; however, two of the strategies may not be as feasible. They would require the expenditure of funds that may not be available because of funding cutbacks from the State.

Therefore, the recommended strategy is Strategy #3 -- form a campus task force consisting of the Chief of Police, other police officers, campus administrators, and other interested faculty, staff, and student representatives. This strategy would provide the personnel that have the most knowledge of the needs of the campus community. It would also be the most cost effective strategy as it would use existing personnel on the campus to serve on the task force. The only additional costs would be the resources needed to create and implement the programs.

Implementation Plan

Implementation of the strategy, would require input from all areas of the campus community. The Transition Management Plan will be discussed in the next section of this report. In this section, the action steps and resources necessary for implementation of the plan will be discussed.

Step 1

Time Line - 2 months

Director - Chief of Police

Action Steps - The first step would be for the Chief of Police to lobby with the Campus Presidents to explain the need to create a task force. The major problem is to convince the campus administration that action is needed before any particular issue becomes a problem. As this task force would also include other members of the campus community, these members would also need to have the issues explained to them. Data, such as presented in this report, along with any results of periodical screening to show crime trends would have to be collected and presented. Once the concept is approved and the task force is formed, the process would continue to the next step.

Step 2

Time Line - 4 months

Director - Chief of Police

Action Steps - The next step is to have the task force perform a survey of the campus community. Surveys should be sent to all faculty, staff, and students asking what they perceive is the most critical crime problem and social problem on campus that needs to be addressed. It should also ask where the areas and the times are on campus that they are afraid.

In addition, the members of the department should also be asked the same questions to determine if they have the same perception of crime and fear areas as the public.

Step 3

Time Line - 6 to 9 months

Director - Chief of Police and the lieutenant in charge of crime prevention

Action Steps - After the survey is complete, the Chief of Police will need to work with the campus administration to form the Environmental Safety Research & Planning Unit. This unit should consist of representatives from Facilities & Maintenance, the Business Office, the Women's Center, the Campus Safety Committee, a student representative, a faculty representative, and an interested party from the school newspaper. The Unit could then review the "fear areas" as defined in the survey and begin to develop action plans on how to address each of these problems.

The Crime Prevention Unit would also be able to take the survey and create an awareness class on the subject defined as most important by the community. Officers will also need to be assigned to work on the "Guaranteed Response" project.

Step 4

Time Line - 12 months

Director - Chief of Police

Action Steps - Once the Environmental Safety Planning & Research Unit and the Crime Prevention Unit are underway in each of their respective areas, they can be allowed to work on their projects. Student Police Aides, who are normally used only to supplement police officers in the performance of non-traditional police activities, can be used to develop many of the crime prevention

programs. These employees are students, so they would have more understanding of the needs of students on campus. In addition, their pay rate cost is much lower than that of an officer, resulting in lower personnel costs.

The most difficult project will be the development of "Guaranteed Responses" by Police Services to the campus community. If the assigned officers begin with a problem such as sexual assault, they will also need to coordinate their efforts with several other campus departments and get them to "buy in" to the concept. Once again, the use of Student Police Aides to assist in the development of these responses could result in a product that would be more readily accepted by the campus community, since the product was developed by students.

Step 5

Time Line - 12 months

Director - Lieutenants

Action Steps - The lieutenants would need to orientate the patrol officers to the written guaranteed response. The process itself should have already built in acceptance of the guaranteed response by the Police Officer Association. The Patrol Staff would be the ones that would ensure the success of the guarantee.

All members of the department will have to be familiarized with the guaranteed response, and training will have to be given to them to ensure that they would have the skills to deliver what was needed as stated in the guarantee.

Step 6

Time Line - 6 months

Director - Chief of Police

Action Steps - After several educational programs have been presented and a guaranteed response has been implemented, a survey should be sent out to faculty, staff, and students to determine if they were received favorably. Surveys should also be sent to determine if any changes made by the environmental unit had the desired effect.

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

In the previous section, a strategic plan was developed relating to the issue under study. Alternative strategies were identified and analyzed, and three specific strategies were selected for discussion.

The implementation of any strategy will require a Transition Management Plan that will manage the change. This section will develop that Transition Management Plan, identify the key players that are relevant to the plan, describe the management structure that should be established to manage the planned transition, and list the technologies and methods that can be employed to support the implementation of the plan:

Identification of Key Players

In any transition, there are a few individuals who, if they support the change, the change will succeed, and if they are against the change, the change will likely fail. This group of individuals is called the Critical Mass.

When the strategic plan was developed, a list of stakeholders was identified. From this list, a group of individuals that could be identified as the Critical Mass for the transition was determined. They are:

1. Chief of Police - The Chief of Police must be totally committed to this plan. He is the one that needs to set the example and provide the leadership to ensure that the plan comes to fruition. He must continue to play the lead role in communi-

cating major decisions about the change, progress reports, feedback to the organization, etc. He must balance the College District's concerns to ensure that his programs will continue to be funded with the Public Safety Officers' concerns to ensure that the officers will continue to buy into the change.

2. Administrative Lieutenants - Each of the administrative lieutenants are in charge of the public safety operations on one of the three college campuses within the College District. As the department is ready for change, the lieutenants must first let the change happen, since the Chief of Police is the one that must start the process. As the plan moves forward, the roles of the lieutenants become more important. They must eventually become the ones that will make the change happen. The lieutenants are the direct liaison between the Chief, the officers, and the campus. They must be the ones that make sure that the plan is carried out. The lieutenants should be involved with the entire process from the start. If they are not allowed input right from the start, they may block the change by sabotaging the efforts. Their highest level of commitment must be maintained throughout the process.
3. Presidents of the Colleges - The commitment of the Presidents vary from college to college; however, they all agree with the mission of police services, to provide for a secure and peaceful environment whereby meaningful learning can take place. Because the involvement of different departments on

campus is necessary, the president of the college must help the change happen and get them to become involved in the change.

On campus #1, the president of the college is very pro-police. The crime rate on this campus is the highest of all three campuses because of the area in which it is situated. This president is very pro-active, and will let the change happen. She will also help the change happen by supporting the formation of the task force and urging the other departments on campus to support it.

On campus #2, the president of the college does not like the police and will want to block any changes. This president will have to be convinced of the positive aspects of the plan. Her commitment level must be raised from blocking the change to the level of help it happen. To do this, the plan must be well laid out and developed with the positive aspects well emphasized. Once her commitment reaches this level, it must be maintained with continued educational activities so it will remain at that level.

On campus #3, the president of the college will let the change happen. He is supportive of the police; however, he may not help the change happen without continuous urging. He must be advised of the progress of each plan, and then must be asked for the type of assistance that will be necessary for completion of the plan.

4. President of the Police Officers' Association - As in any

organization, if the ones that will be doing the job do not buy into the change, then the change will surely fail. The Police Officer's Association will be suspicious at first of any change. They will feel that they will have to block any change initially. The members of the POA must be involved not only in educational activities to raise their level of awareness, but they must also be allowed to participate in the planning process of the change to help it happen. This way, they will feel that this plan is also partly their plan and they will make every effort to see that it succeeds.

5. Vice Chancellor of Business Services - The VC of Business Services is the direct manager over the Chief of Police. He wants to see the change take place. He is committed to let the change happen, as he realizes that the department is ready for some positive changes. He wants to see the Police Services Department change from a department that is solely enforcement and reactive orientated to a department that is involved in the educational process of the college district and responds to the needs of the community. Once he allows the change to start, he must be kept informed with progress reports so that he will continue to help the change happen by reporting the positive changes to the Chancellor and the District Board of Governors.

The following table is a Commitment Chart that illustrates each Critical Mass Player's present commitment to the plan. The "X" represents the player's current level of commitment to the

plan. The "O" represents the level of necessary commitment needed from each player in order for the change to be successful.

Commitment Chart

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief of Police				X-->O
Lieutenant at College #1		X---	-----	---->O
Lieutenant at College #2		X---	-----	---->O
Lieutenant at College #3		X---	-----	---->O
President at College #1		X---	---->O	
President at College #2	X---	-----	---->O	
President at College #3		X---	---->O	
President of POA	X---	-----	---->O	
VC of Business Services		X---	---->O	

X = Present Commitment

O = Commitment Needed

Management Structure

The Transition State is a unique organizational condition that lies between the Present State and some Future State. During this Transition State, some people within the organization will have resistance to change. This is a natural response to uncertainty and creates a need for positive feedback because of the high emotional stress caused by the change.

As this change will require the efforts of the entire department, one of the first things that the organization must demand is that teamwork must become a way of life. A strong unit identity must be developed by the leader in charge, namely the Chief of Police.

Clear Mission Statements and Goals for the change must be developed. Once this is done, the Chief and lieutenants must learn to live this vision and make the mission the number one priority in the department. They must continually listen to all employees in the department and solicit their input. They must identify all the resources available in the department and effectively involve those that want to become involved with the change. They must also continuously monitor the progress and provide feedback to the employees.

The Chief of Police will be the key actor in the implementation of the strategy. He will be the one that will have to convince the administration that the completion of the goals is needed. The Chief will be the one that will need to communicate the need for the formation of the task force and maintain the enthusiasm for its continuation.

The task force should consist of persons from the stakeholder list. This would include the Chief of Police, who would chair the task force, a faculty representative, a staff member representative, a student representative, a police officer on the campus police department, a representative from the student newspaper, and a member of the adjacent local police department.

A lieutenant should be selected by the task force to head a Crime Prevention Unit that will be able to develop prevention classes geared towards the need of the community as detailed by the survey conducted by the task force. Officers working in the Crime Prevention Unit under the direction of the lieutenant along with

other members of the task force would be the ones that would actually develop the classes.

The lieutenants in charge of each campus should select officers to work with the various campus departments to develop the Sexual Assault Guarantee. The lieutenant would work with the task force to gain support from campus departments that would be involved with the guarantee. Each lieutenant would monitor the progress of the officers, and also act as a liaison between the task force, the campus administration, and the officers to ensure cooperation between departments.

Technologies to Support Implementation

Responsibility Charting - As the changes are implemented, there will be a need to clarify the various roles that individuals will play. Specific tasks, actions, or decisions are clearly assigned and will assist in reducing ambiguity, saving energy and reducing anxiety.

RESPONSIBILITY CHART

TABLE 5

	Chief	Presi- dents	V.C Bus.	Lts.	Task Force
1. Lobby to have task force formed	R	A	A	I	---
2. Perform survey	R	S	I	S	A
3. Review "fear areas"	R	I	I	S	A
4. Develop guarantee	R	S	I	A	A
5. Acceptance of guarantees	R	A	I	A	A

R - Responsibility A - Approval S - Support I - Inform

Surveys and Meetings - To determine "fear" areas on the colleges and the types of safety educational programs that the campus community would like to see, surveys will need to be sent out and meetings will need to be conducted with the students, faculty and staff on each of the campuses. In addition, meetings will need to be conducted with all of the departmental employees so their input can be solicited and they can be kept informed of what is happening within the department.

Team Building Workshop - As the changes begin to take place, and the department begins to develop the attitude of working as a team, a Team Building Workshop can be conducted to further tighten the team concept. Members involved in the TBW should not only be management, but also the employee that have been closely involved with the changes. These employees would be the Crime Prevention Unit, the members of the Environmental Safety Unit and any other employee that has been involved. This would be the time to evaluate how the transition is going and to make any changes, if necessary to the goals.

Communication of the Vision - One of the qualities found in Excellent Public Sector Units is that the leadership makes "My Vision, Our Vision". The Chief of Police must be the one to communicate this vision to the rest of the department. He must also live this credo and make the mission the number one priority in the department, yet balance it with the need to continue to manage the "unaffected" subsystems until the transition becomes integrated into the department such that everything that is done is

because of the mission. The Chief can accomplish this task by being "out and about" with the employees where he can communicate with them. He must also listen to his troops so he can obtain new ideas about improvement. Finally, he must provide frequent and timely rewards, show everyone that he cares about them and the department, and keep everyone informed.

**CONCLUSIONS AND
RECOMMENDATIONS**

CONCLUSIONS AND RECOMMENDATIONS

The research in this report suggests that the trends that are occurring now will continue to grow in the future and affect the community colleges as well. These are trends such as -- the change in community college crime rates, the change in the use of high technology monitoring devices, and the change in alcohol abuse problems on community college campuses. The problems facing major universities and colleges, like racial crimes, sexual assault and sexual harassment, and alcohol/drug abuse will be the problems facing community colleges in the future.

Based on the data compiled, three goals were developed that directly address the issue and sub-issues studied in this report. These three goals are:

1. Create an Environmental Safety Research and Planning Unit,
2. Provide educational classes to the college community,
3. Develop departmental policies that would provide a "guarantee" to the public on certain crimes.

Goal #1 addresses sub-issue #1 - How will community college policing agencies address physical facility security risks on campus? The research and planning unit would survey areas of the campus and recommend any needed changes. Funding for these changes would come from the maintenance budget for any minor changes and minor capital improvement grants could be written for any larger changes that would be needed.

Goal #2 addresses sub-issue #2 - How will community college

policing agencies handle social awareness problems on campus? Educational programs would be developed on alcohol abuse, drug abuse, acquaintance rape, and cultural diversity.

Goal #3 address sub-issue #3 - How will community college policing agencies handle fear awareness on college campuses? Guarantees of response to crimes would be written.

This research also shows that community colleges will need to take a proactive stance on the crime trends that the colleges will face. The policing agency will need to convince the campus administration of the need for programs before they become problems. The majority of stakeholders that were identified could be shown the value of the program. Those that are identified as stakeholders will also need to be involved in the program.

The formation of a task force composed of members from the campus community is the recommended strategy to accomplish this. This task force, chaired by the Chief of Police, would be able to find out what the perceived crime and fear problems were on the campus. From there, they would be able to form committees that would develop educational programs to address these problems, and form an environmental safety unit that would review landscaping and building design that may encourage criminal activity or create fear areas. Finally, the task force would coordinate with other campus departments to provide guarantees to the campus community on how the college would respond to crimes that may occur on the campus.

The approach taken in this report is an approach that involves members of the campus community in addressing future crime problems

on community colleges. Policing agencies on community colleges will no longer be able to provide only law enforcement services for the community. It will need to work with campus community members to provide proactive programs that would reduce the chances of crimes on campus before they become a problem.

Cutbacks in funding coupled with increased demands for service creates an environment that requires planning for the future. By developing plans to address the future social awareness and fear awareness problems on community college campuses, policing agencies on community college campuses can accomplish their mission to provide a safe environment where student can come to learn.

APPENDIX

APPENDIX A

LIST OF TRENDS

1. Rate of Police Training
2. Rate of University Funding
3. Change in Community College Crime Rates
4. Change in the Development of College Specialized Enforcement Tactics
5. Change in Size of Campus (Population and Area)
6. Demand of the Public for Consolidation of Police Services
7. Change in Ethnically Diverse Student Bodies
8. Change in Incidents of Hate Crimes on a Community College Campus
9. Change in the Use of High Tech Monitoring Devices
10. Change in Values of Student Bodies
11. Change in Alcohol Abuse problems on a Community College Campus
12. Change in Use of Civilians
13. Change in Community College Budgets
14. Service Expectations of Community College Staff, Faculty, Students, and Neighboring Residents
15. Change in the Development of New Campus Revenue Resources
16. Rate of Citation Revenue
17. Change in the Cost of Education for Students
18. Change in Reporting of Sexual Harassment and Sexual Assault Cases on Community College Campuses
19. Demand of the Campus Population for Better Environmental Design Related to Safety on Campus
20. Change in College Enrollment

APPENDIX B

LIST OF EVENTS

1. Community College Administrators Require Input from Police on Environmental Re-design of Campus to Address Safety Issues
2. No Ethnic Majority in Campus Population
3. Enrollment at Community College Drops to 50% of 1992.
4. Students Sponsor Strike to Demand that the Community College Commits to Ending All Major Crimes on Campuses.
5. Legislation Mandates a "No Weapons" Policy on Campus
6. Development of New Campus Revenue Resource
7. Major Hostage Incident Goes Bad Due to Lack of Special Response and Hostage Teams
8. Public Outcry of Hate Crimes on the Community College Cause a Demand for Educational Programs on Racism
9. Campus Law Student Files Violation of Privacy Suit for Random Video Monitoring
10. Community Colleges Consolidate with the State University System
11. Major Incidents Involving Rape and Alcohol Abuse by Students Occur on a Community College Campus
12. Recruitment Failure Causes Need to Contract with Outside Agency
13. 50% Increase in College Crime
14. Student Population Triples

15. Public Demands a Guarantee of Protection from Crime While on a Community College Campus
16. Legislation Mandates Campus Residency
17. College Budgets Shrinks by 25%
18. Major Sexual Harassment Cases on a Community College Causes a Call for Reforms in Reporting
19. Campus Police Department Combine with the Adjacent Police Jurisdiction
20. Legislation Mandates Police Departments on Community Colleges

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