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INSTITUTING COMMUNITY-
ORIENTED POLICING AND
PROBLEM SOLVING (COPPS) IN A
MIDSIZE AGENCY BY THE YEAR
2003?**

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TECHNICAL REPORT

BY

LEE E. WAGNER

COMMAND COLLEGE CLASS 18

**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JULY 1994**

WHAT WILL BE THE STATUS OF INSTITUTING COMMUNITY-ORIENTED POLICING AND PROBLEM SOLVING (COPPS) IN A MIDSIZE AGENCY BY THE YEAR 2003?

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Abstract

The study consists of three parts: a futures study of what the status of instituting community-oriented policing and problem solving (COPPS) will be in midsize agencies in California; a model strategic plan; a transition management plan. Ten trends will increase in ten years: emphasis on entrepreneurial management, level of accountability to the public, police managers as facilitators, level of required services, level of involvement with community, degree of responsiveness to public concerns, police managers as leaders, attitude toward human relations, level of technological influence, level of media interaction. High probability events that would impact implementation of COPPS are: problem-oriented policing becoming the focus of police training, community quality of life issues become central to law enforcement, DNA solvability factors revolutionize work, advanced telecommunications technology requires additional training for managers, traditional spans of control in management change, California state probation and parole are replaced by private professional services, the team management concept is adopted by law enforcement, cultural diversity requires different managerial skills in law enforcement, marijuana is legalized, collaborative skills become focus of management training. The model strategic plan includes a detailed implementation plan for midsize agencies. The transition management plan describes a feasible management structure for transition and supporting technologies. Interview data, non-extrapolative forecasting results; tables in text; with additional data in appendixes; references and bibliography.

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***A LAW ENFORCEMENT SYSTEM
IN TRANSITION***

JOURNAL ARTICLE

BY

LEE E. WAGNER

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**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JULY 1994**

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).

INTRODUCTION

The role of the police manager in American society is currently in a state of flux.¹ Police managers are caught in the current of transition without clear information of future organizational or societal needs. As law enforcement agencies in the nation brace for the next decade, it is vital that police managers know what will be required of them and how to get there.

For years most American law enforcement agencies have embraced traditional policing methods. Within this militaristic style of law enforcement rules and regulations are conveniently outlined and organizational norms are generally the same. Emphasis on arrest rather than innovation has greatly influenced priorities and attitudes of officers within this paradigm. This is clearly seen in traditional crime fighting strategies.² This mindset is so pervasive that most TV police programs usually end cases with "book um." A contributing factor is the focus most law enforcers place on the eight major crimes ("Part 1 Crimes") in the FBI Uniform Crime Reports. Listed are murder, rape, robbery, assault, burglary, larceny, arson and auto theft.³

By traditional law enforcement standards, an agency's ability to address "Part 1 Crimes" is generally thought to be the best measure of police performance. In reality, the Uniform Crime Reports inform law enforcement personnel how many crimes citizens report. Erroneous measurements occur when there is disparity in reporting crime. The classic example is unreported crime in high crime areas. Lack of confidence in police, fear and apathy are some of the causes that make this an inaccurate system for measuring police performance.

As Americans move away from a society dominated by similar values and toward a more diverse and complex environment, a departure from traditional policing methods and standards looks imminent. Fueling this departure are arguments like the one raised in the popular "Broken Windows" theory. The "Broken Windows" theory suggests that by controlling blight or the run down appearance of depressed areas crime is less likely to breed. Authors James Q. Wilson and George L. Kelling argue that the root causes of social disorder should be the focus of crime fighting. They stress that lesser crimes, such as drug dealing, prostitution, and vandalism, lead to community disfunction and blight.⁴ Their findings suggest that problem solving and partnerships with the community are far more promising strategies to maintain social order in a complex society. Impressive studies by the Newport News Police Department, the Kansas City Police Department and the Link Valley Police Departments have demonstrated the effectiveness of innovative law enforcement.^{5,6,7} In light of these and many other successes in alternative policing styles, a philosophy of policing rapidly being adopted in the United States is Community-Based Policing.⁸ In just a short period of time Community-Based Policing has becoming a dominant philosophy.⁹

DEFINING THE TERMS

Community-Based Policing methods have been around for many years. Some of the earlier methods were the Basic Beat Concept (LAPD), Foot Patrols, School Resource Officer Programs and Drug Abuse Resistance Education (DARE) Projects.^{10,11,12} There are many versions and definitions of this style of policing. One of the contemporary definitions of Community-Based Policing is:

*A philosophy, management style, and organizational strategy that promotes pro-active problem-solving and police-community partnerships to address the causes of crime and fear as well as other community issues.*¹³

The concept places a greater demand on line personnel and gives way to more flexible management styles. It also acknowledges that the whole community is responsible for public safety.¹⁴

The underlying assumptions of Community-Based Policing are many but can best be summarized by the critical review of Lisa M. Riechers and Roy R. Roberg. The ten points listed in their study provide a realistic look at community policing by outlining positive and negative aspects of the concept. The authors point out that essential to the successful implementation of this style of policing is the strong support of police management. They suggest that hiring practices be modified to employ creative and flexible managers to insure successful change. A key issue in their study was the observation that, before community policing can be implemented, some fundamental structural and orientation changes must occur to provide police agencies with a solid foundation for policing in this fashion.¹⁵

RELUCTANCE TOWARD CHANGE

In spite of arguments supporting community-based policing, shedding traditional styles of policing have been difficult for many officers. According to the late Robert Trojanowicz, former director of the National Center for Community Policing, the changes needed to adopt this concept typically, "cut to the core of a stubborn, paramilitary police culture." Although change is occurring, it is being met with predictable resistance. A classic example of protest was displayed by officers in the New York Police department when former Police Commissioner Lee Brown attempted to introduce reform.¹⁶ Some of the primary obstacles in promoting change have been years of bureaucracy within organizations where the status quo is defended, and police cultures with strong value systems. The military structure of organizations has also been inhibiting for police officers to use creativity on the job.

Officers have avoided making decisions by relying on detailed manuals or guidelines with prescribed action plans. With policy and procedure set in stone there is little wonder why officers cling to established customs. The challenge for managers charged with orchestrating change in agencies of this type should be to promote new values and motivate employees to make decisions when possible.

ARGUMENTS FOR CHANGE

In a study by Skolnick and Bayley (National Institute of Justice) reasons for adopting community-policing make sense politically and socially. They argue that the move toward Community-Based Policing is not occurring primarily because it is thought to be superior to traditional methods. Skolnick and Bayley contend that it's the result of weary cops, citizens and politicians needing a remedy to the growing social ills.¹⁷ The political and social pressures for change became most evident after an investigation of the causative factors related to the "L.A. Riots." An independent investigative body, the Christopher Commission, published findings indicating a pervasive siege mentality among Los Angeles Police Department's line personnel. This startling announcement brought about changes in the fundamental values within the organization. To regain public trust and change the culture of the department the City of Los Angeles chose Community-Oriented Policing.¹⁸ One of the compelling studies prompting Los Angeles to adapt COP was "Operation Cul-De-Sac." On February 1, 1990 LAPD launched a community policing program in the Newtown Division located in South Central Los Angeles, "Operation Cul-De-Sac." The strategies used differed from the anti-gang and drug sweeps that had been employed in the past. The primary objective was to make residents feel at home in an environment where they were imprisoned by fear. The level of fear in South Central was memorialized in the fact that many residents slept on the floor as a precaution against drive-by shootings.

Pleased with the progress being made in the operation, Assistant Police Chief Robert L. Vernon stated, " If it turns out as good as some think it will, this could revolutionize law enforcement."

EXAMINING THE ISSUE

Essential to this issue is the question of how police management will evolve within this concept. Although a great deal has been written about Community-Oriented Policing, few publications have dwelled on the management mission.^{19, 20, 21} Given the notion that Community-Oriented Policing will be a dominant policing style, the questions that should be asked are:

- ▶ What impact will the work force and community have on police managers?
- ▶ What emerging issues will affect future decision making and strategies of police managers?

Answering these questions will be complex because the dynamics influencing the course of police managers are both internal and external. Internally, police management will respond to changes in the organization's mission and management philosophies. Philosophical changes in policing should cause police managers to rethink everything from recruitment of personnel to disciplinary measures.²² Incentives and reward systems will need to be created to prevent employees from clinging to old values. This may lead to newly defined jobs, where innovative approaches are encouraged. People best suited for the new tasks would then need to be identified. And systems would be put in place to provide for public input.

The external forces influencing police management are the technological advances, politics, the economy, our environment, and social issues. Technological advances in communications play an important role in law enforcement's ability to interact and be responsive to community concerns. Currently technology is moving at a quicker rate than most can adjust to.

Law enforcement managers can only speculate on the type of innovation that will be available in the near future.

One of the biggest issues is the tremendous influx of immigrants into the country. To give an example of the impact it's having, in 1988 the U.S. admitted 643,000 legal immigrants, more than all other countries put together that year. Law enforcers can only speculate on the number of illegal immigrants, especially in the bellwether state of California. This is frightening to some, but others see this as a rich mix of human resources that promises to add creativity to the California social environment. What is certain is that it will be challenging.²³

By examining the issue, three conclusions can be made based on current trends. First, the State Of California is currently experiencing dramatic changes in demographics. With the prospect of a more diverse population it can be reasoned that social problems will be much more complex in the future. Police managers will then have to be well versed in diversity matters for successful community interaction and in dealing with fellow employees and subordinates. Second, to be successful in this environment a police manager needs to develop, interpersonal skills, managerial skills and leadership abilities commensurate with the challenge. To be effective during transition police managers will have to be risk takers and strategic decision makers as well. During these times there will be a need to weigh organizational needs with the realities of the external environment. Third, relinquishing power will be a major obstacle for police managers. Most contacts with the public involve day-to-day contacts in the field with line level officers. Expanding the roles of officers to include more interaction and problem solving, greater skills will be required. This places a lot of discretionary power at the lowest level of the organization. In order for line officers to perform in this capacity empowerment must come from the higher ranks.

Some would argue that the role of management will diminish when line officers are making most of the day-to-day decisions. The information derived from this study tends to indicate otherwise. Within this concept coaching, inspiring, and leading personnel are only a few of the anticipated roles of police managers. As one police administrator recently put it, "a broader arena awaits where-in police managers will pave the way into the next century."²⁴ To achieve this desired future threats and opportunities will have to be recognized quickly. A greater understanding of society, political dynamics and entrepreneurial strategies will be a must. This will require proactive approaches based on thorough planning and vision.

PROCESS FOR PROMOTING CHANGE

Policy considerations to promote change would be:

1. A system wide approach to addressing quality of life issues this requires a symbolic letter of understanding from all segments of the community.
 - a. City government
 - b. Residents
 - c. Business
 - d. Religious leaders (etc.)
2. Providing future police managers with the skills they need to be competent/successful leaders.
3. Encouraging community members to take ownership of their neighborhoods.
4. Developing new ways of evaluating police managers.
5. Identifying the resources necessary in carrying out the police mission.
6. Educating community members.

These are just a few of the policy considerations that must be made as law enforcement moves into a new era of policing and police management styles. The old management styles have to be replaced by a new participatory way of doing business. By expanding the role of line personnel the gap between worker and management will narrow. As police managers interact with the community they should not lose sight of the fact that government belongs to the people. Police represent government by providing an essential service to the people.

TRANSITIONING

One of the inevitable processes in preparing for the future is change. The effects of change on an organization have the potential for disaster. Some of the symptoms of change are:

- ▶ Uncertainty of the future
- ▶ Tension
- ▶ A feeling of losing control
- ▶ Sabotage
- ▶ Stress

For the police manager changing from the Traditional Law Enforcement model toward Community-Oriented Policing model is an immense task. Some suggest that managers are agents of change. J. Thomas Miller, III (Command College Instructor), wrote, "professional managers are: Decision makers, leaders, those who determine direction, make or break the present and the future, as the result they must live with change." Similarly, Roseabeth Kanter says that, "mastering change has increasingly become a part of every managers job."²⁵

Because of the importance of managing change the transition management was the focal part of this study.

HOW DO WE GET THERE?

A strategic plan was developed detailing strategies for successful transitioning. The three strategies identified were:

- 1 To conduct team building at all level in the organization.
- 2 Coordinate more enforcement effort with other city departments, and solicit their input.
- 3 Educate the public.

To carry out a strategic plan the prominent points must be clearly defined. These points provide the frame work from which to begin. The following is a list of the points necessary for implementing the combined strategies.

- Find out what the community needs and expects of law enforcement
- Examine the structure of the department and the role of its employees
- Provide public education in a variety of settings (ie. community forums, neighborhood watch meetings)
- Develop a COPPS committee within the department to serve as a steering and transitioning committee
- Liaison with all city departments
- Liaison with other agencies
- Liaison with city government committees
- Liaison with all religious leaders
- Identify formal and informal leaders in the community
- Conduct a cost analysis of COPPS projecting initial and long range fiscal impact
- Determine the long range rolls of management in the organization
- Provide ongoing departmental and community training in COPPS
- Develop cooperative strategies with other city departments

- Develop a five-year plan for COPPS
- Solidify the police management team
- Share the "vision"

The initial list of points were developed in a group brainstorming exercise. Through consensus the list was reduced to those points thought to be essential in providing a framework or base for additional planning. Additional elements in this process have been broken down into steps to provide a simplistic view of the implementation plan.

- 1 The Chief should develop team building strategies with the entire management team. Ideally this should be done outside the agency (retreat style). Additional departmental strategies should be facilitated by command staff. Productive interaction could be achieved by involving all members of the management team, particularly first line supervisors.
- 2 The Chief needs to select and support key individuals in the organization to champion the COPPS concept. These selections should be made public and missions should be made clear.
- 3 A vehicle must be created to poll the community periodically to determine if adequate services are being provided.
- 4 A COPPS steering committee should be formed and provided with ongoing support from the Chief's office. The purpose of the group should be to provide focus, render opinion and periodically review the progress of the COPPS concept in the organization. Ideally the group should be comprise of a cross of the department to allow for varied perspectives.
- 5 Conduct public forums regularly to build lasting partnerships with the community.
- 6 Develop ways to free line personnel from redundant or unnecessary job responsibilities. This would provide needed time to interact with the public and problem solve.
- 7 Explore and implement technological developments that will enhance operations. Good examples would be, a paperless report system, or the third generation MDT with the capability of providing field personnel with imagery such as maps, mug shots and documents. This will provide instantaneous result in the field and help facilitate community involvement crime fighting strategies.

- 8 Review the department's structure periodically to determine efficiency.

THE TRANSITION

The purpose of this section is to offer a transition management plan to help move an agency from its present state to a more desired and attainable future. This can be accomplished by revisions in existing policies and procedures. As the agency shifts toward this new philosophy its clear that police managers have an essential role in promoting change in the organization. The fact that this evolution will occur over a period of time poses a challenge for management. This portion of the futures study consists of three parts: (1) identification of the Critical Mass and development of commitment strategies for each member; (2) identification of the Management Structure chosen to manage the implementation plan and time lines; and (3) technologies that support implementation. A five part plan is offered to provide police managers with a methodology for implementing transition strategy or "getting from here to there." The most important factor related to the issue is the success of the Community-Oriented and Problem Solving (COPPS) philosophy. Although a successful transition into COPPS is anticipated, there are a number of stakeholders that could positively or negatively influence the implementation process.

DEVELOPMENT OF COMMITMENT STRATEGY

Critical Mass Concept

The Stakeholders in the COPPS concept are many. Virtually everyone in the city plays a part in this policing concept. During the transition phase of the concept, some stakeholders will have a great deal of influence in promoting this issue. Those individuals or groups that have the greatest influence on the issue have been referred to as the critical mass.

In most midsize cities the critical mass impacting the implementation of COPPS are:

- 1 City Council Members
- 2 City Manager
- 3 Mayor
- 4 Chief of Police
- 5 Police Officers Association
- 6 Police Managers (Lieutenants)
- 7 First Line-Supervisors (Sergeants)
- 8 Line-Officers
- 9 Police Department Command Staff (Captains)

Most of the stakeholders in the critical mass are groups. Few individuals would have a significant impact on this issue. The following is an outline of the actors or groups in the critical mass. The chart illustrates their current levels of commitment to the issue and the minimum level of commitment required. *The characters representing the critical mass in this study represent a synthesis of several mid-sized cities. This study is not intended to be critical of a specific municipality.* The following is presented as a scenario so that the reader can fully understand the dynamics of the transitioning process.

City Council

The City is divided into seven political wards. Each is represented by a Council Person with thirty to forty thousand constituents. Collectively, the city council could have a significant impact on this issue. The current position of the council has been to help change happen. This also appears to be the minimum level of commitment necessary to inspire and facilitate change.

As the city transitions into this style of policing, there will be many challenges for police, community and politicians. A strong commitment from the council members will be essential in providing leadership and to insure progress. The most desirable level of commitment from this group is to make change happen. To achieve this level of commitment from city council members the following would need to occur:

- The council should be provided with an in-depth look at where COPPS is headed. This could be done with a five year plan.
- Emphasis should be placed on the fact that this is a system wide approach to solving complex problems in the city.
- Roles and responsibilities need to be clearly defined.
- Realistic expectations should be shared.
- Measurable results attributed to COPPS provided on a regular basis.
- Provide the Council with on-going feedback from the community.

City Manager

The City Manager is committed to improving the role of city government in the city. He embraces the concept of Total Quality Management (TQM) and encourages department heads to use innovative strategies to improve services. The City Manager's role in COPPS is viewed as essential because of the influence he has over the various city departments, the city council, and the community served. He has requested that all city departments adopt problem solving techniques and develop a task force approach to addressing the city's major problems. The City Manager's current level of support will be a key factor in promoting COPPS. To insure a city-wide understanding of COPPS, the City Manager should help to facilitate on-going city-wide training. He need not vary from the current level of commitment on this issue.

Mayor

The Mayor is a powerful figure in city government. As the chair person for city council, is a highly visible and an influential political figure. The Mayor has a city-wide responsibility and as such, is not as closely linked with the citizenry as most city council members. Being an elected official, the Mayor recognizes the need for an effective and efficient police department. The Mayor is responsive to public concerns and sees the advantages of a more open and accountable police department. Promoting the COPPS concept could be considered essential, to the Mayor's status in city government. Public acknowledgement of successful COPPS and Problem-Oriented Policing projects generated good media and validate the police department's efforts. At the current level of commitment, the Mayor will allow the police to do their job. The minimum level of commitment required is to make change happen. Any misunderstanding or lack of involvement by the Mayor in this process, will result in predicable barriers. In order to avoid potential problems, the following steps should be taken:

- The COPPS concept needs to be clearly defined. This should be done with other city officials present and in a forum that would allow for spirited exchanges
- Future goals should be set with input from the Mayor
- Roles within the concept should be clearly defined
- Illustrate the benefits of a system wide approach to the concept

Chief of Police

The Chief was appointed in January of 1993. His appointment marked the second time in the city's history that someone was appointed to the position from outside. His initial marching orders were to develop a more open, responsive, and accountable police department.

With input from the police management team, the COPPS concept was adopted as the primary policing philosophy for the department. The Chief's current level of commitment is to make change happen. He is seeking cooperation from all city departments to address community concerns. He demands the leadership and vision of police management in implementing the new philosophy and has empowered officers to carry it out. His current level of commitment is consistent with the successful implementation of COPPS.

Police Officers' Association (POA)

The Police Officers' Association is representative of most line officers and supervisors on the department. The Association has a strong union-orientation and is often critical of police management. The Association has not taken a stand against COPPS. The current position of the POA is to let change happen. This is also the minimum level of commitment needed. The Association President, unlike some of his predecessors, is practical and politically savvy. His intent is to keep the Association in good political standing. Major decent by the Association would jeopardize political and public support. In spite of the fact that there appears to be no immediate threat, the POA is vital to promoting the COPPS concept. Because the potential for decent exists, the POA is considered a "Snaildarter." The largest segment of the department are members of the POA and as such, it should not be overlooked. The desired level of commitment from the POA president is to help make change happen. To gain this level of commitment, the following should take place:

- Regular meetings between police management and the POA elected members.
- Provide a clear picture of current and future needs of the city.
- Allow the Association to benefit politically from COPPS related activities (supporting needy groups, etc.).

- Clearly state the goals of the COPPS concept
- Provide logical reasons for transitioning from traditional policing
- Sell the concept

Police Middle Management (Lieutenants)

The mid-level managers on the police department are the lieutenants. Collectively, they command a great deal of respect. Recently the role of the lieutenants in field operations (patrol) was expanded to include more responsibility for the community. The five lieutenants assigned to field operations are responsible for geographical areas of the city as opposed to shifts. The new role has made them highly visible in the community. Most have aligned with politicians and community leaders. This has developed into a sense of commitment to the community and the officers assigned to the area. The other nine lieutenants on the department are assigned to support divisions in technical areas and contact with the community is minimal. The lowest level of commitment needed by the middle managers is their current position which is helping change happen. The area commanders were placed in positions that left them little choice in terms of promoting the new concept. They could be labeled the current heroes in this transition process because they are making change happen. To achieve this goal throughout middle management the following steps should be taken:

- Expand the roles of the lieutenants in other divisions to include problem solving strategies and community involvement
- Encourage them to develop strategies with other divisions, city departments and the community
- Facilitate forums wherein area commanders exchange information on a regular basis with other lieutenants
- Develop team building strategies
- Encourage ownership and buy-in

First-Line Supervisors (Sergeants)

The first-line supervisors or sergeants are the most important link to the officers in the field. Line supervisors interface with the bulk of the department's employees on a daily basis. Historically, the Police Department has experienced very little turnover with uniformed personnel. This, factored with virtually no growth on the department, has resulted in a very senior and highly experienced group of line level supervisors. A rotational system was set up for special assignments in other areas of the department, but the most senior sergeants remain in patrol for some very basic reasons; Four-Ten work week, holiday pay, and fellowship. This core of talented supervisors is critical to the successful implementation of COPPS. Some of the major obstacles to overcome with this group are:

- 1 **They are generally oriented towards traditional policing methods and**
- 2 **They strongly rely on structure in the organization to insure control at the line level**

The typical attitude of this group is that they are left out of the management loop and have little input regarding policy and major decisions within the organization. Ironically, supervisors resist empowerment. Because of deeply entrenched feelings and a general mistrust for management, this group frequently conveys negative messages or personal views to their subordinates. The results have been disruptive to the organization and have interfered with the transition toward COPPS. The current level of commitment for line supervision (collectively) is to block change.

The sergeants have historically been change agents but have failed to collectively assume this role with the COPPS concept. The minimum level of commitment from line supervisors necessary to insure a successful transition, is to help change occur. To bridge this tremendous gulf, a number of steps should be taken:

- A series of general meetings stressing roles and responsibilities

- Develop a five-year plan with input from the sergeants
- After roles are clearly defined demand accountability
- Include line supervisors in all policy decision making
- Help to facilitate early retirement benefits for those unable to make the necessary adjustments

Police Line-Officers

The line-officers provide the bulk of services to the public and represent the department in the community around the clock. There is no doubt that they are essential to the implementation of the COPPS philosophy. Currently, mixed views exist among line personnel regarding COPPS as the principal policing style. Like the sergeants, the majority of this group is comprised of mature and seasoned employees. Most are tactically oriented and take pride in their trade. With the escalating crime and violence in the city, line-officers feel that they have little time to focus on long range remedies. Their perspective is dealing with day to day issues and "holding the line". The negative attitude of line-supervision is disruptive to the organization and counter productive. The current and minimum level of commitment from the line-officers is to let change happen. The desired level from this core group is to help change happen. To insure the successful implementation of this concept the level of commitment should be elevated to the desired level. This can be accomplished by:

- Providing on going training in problem solving techniques
- Providing officers with technology that can help simplify or reduce tasks in the field
- Develop less formal lines of communication between line personnel and management
- Encourage more interaction between field operations personnel at all levels and work toward developing a team spirit

City government will improve by responding in a team fashion to crime and community concerns.

To facilitate community input, strategy three outlines ways to train the community about the COPPS concept and developing strategies with community members to control crime and to deal effectively with district concerns. Through the medium of neighborhood forums, intelligent dialog will promote understanding and ensure that the public has a realistic understanding of what services can be provided. In these discussions, the community can be informed about their role in COPPS and a holistic (system wide) approach to public safety. This will involve community members in the selection process and in periodic appraisals of their public servants. With the stakeholders identified, Commitment strategies were developed for each stakeholder to get from the present to the desired future. A design for successful transitioning is outlined in a five-step plan:

Step one (1) institute team building sessions with the Chief of Police. During these meetings the Chiefs vision and the department's new mission must be stated clearly with sincerity and passion. The Chief should publicly commission officers to champion the COPPS concept within the agency. This insures that the leading officers promoting the concept have agency support.

Step two (2) develop ongoing team building strategies for management and line personnel. This strategy calls for promoting team approaches to address community concerns with officers and managers in each geographical area of the city. Law enforcement personnel working the same geographical areas would receive and share information on a systematic basis. This would fill the void often experience between the shifts. As a result, all should gain better insight to the local community and its needs.

Step three (3) establish public forums for ongoing exchanges between the police, other city departments, and community. In these forums the COPPS concept can be shared and the expectations of those involved clearly defined.

Step four (4) develop a system wide COPPS concept closely linking the police and other city departments. This should be initiated with a meeting called by the City Managers with department heads and select members of management. The City Manager should send a strong message demanding system wide buy-in of the COPPS concept. A training session could follow demonstrating how other city departments can participate in community problem solving.

Step five (5) work toward the development of crime fighting strategies with the community and use of technology to enhance field operations. Creative and proactive approaches to community policing will take time. The biggest obstacles will be established governmental policy/procedure and social norms.

ANSWERING THE QUESTIONS

Within the Community-Based Policing model, managers will play a key role in providing enhanced service and managing organizational development (change). Forecasting has shown that greater skills will be required to successfully adapt to a more complex work force and community environment. The results of this study show that managers will be expanded. Internally, police managers will be required to develop new approaches for handling employees. In a workplace that promises to be different racially and along gender lines, inspiring personnel and developing trust will be increasingly challenging. Externally, police managers will be faced with similar challenges in dealing with people from different ethnic backgrounds, religious beliefs and cultural mores.

In the Community-Based Policing model, greater emphasis is placed on "customer service." This heightens accountability and responsiveness to public concerns. Delivery of service within this style of policing requires greater collaboration by the police department with other city departments, governmental agencies and community organizations.

Coordination of community policing projects will require entrepreneurial abilities to insure that community funds are spent wisely. As demonstrated in the normative scenario (the desired and attainable future), the needs of the community may also dictate departmental restructuring, reclassification, downsizing, and a holistic approach to law enforcement. A services-driven police environment is inherently customer oriented. Similar to private organizations, municipal policing will be increasingly evaluated on the ability to provide service. To citizens successful police managers will be required to closely monitor crime and community issues, so as to respond in a satisfactory manner.

CONCLUSION

This research supports the notion that the role of the police manager will evolve to meet future challenges. The data developed during this study shows that the future law enforcement will be much different as a result of larger changes ongoing in American Society. Forecasting has shown that roles of police managers need to change at the same rate as organizational and environmental shifts. But the need for change is not limited to law enforcement agencies. Changes need to occur through regional government and in the community. A system wide change involves changes in the legal system, city government, community organizations and community members. Collaboration will bring together the diverse elements of our legal system and communities, and will cause a synergistic effect on the evolution of city government as we enter the twenty-first century.

Adding 100,000 more police as promised in the Omnibus Crime Bill on its surface provides some hope. But reality is that more police will be expensive and a drain on the economy. Currently there are 553,000 full time police officer in the United States.²⁶

To effectively address the policing needs of this country using conventional policing method one could argue that it would take twice that number. Alternative policing methods must be developed to meet future organizational and community needs. The reasons for the transition are convincing and the mission of future law enforcers seems clear based on current trends in society.

The systemic changes occurring in the City of Riverside are creating a better way of law enforcement and bring vital services to the public. It is the hope of this researcher that the information provided will be a model for other Midsize Cities managing a transition toward community policing.

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

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

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

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

ACKNOWLEDGEMENTS

There is a spiritual side of humanity that frequently goes unrecognized. Lets not lose track of the fact that God is very much apart of our futures. To attempt any venture without him....would be a journey without hope.

In order to do proper research one needs an understanding employer. Thank you Chief Ken Fortier for allowing me the time to dedicate to this futures study.

Support occasionally comes from those you see in passing. For the motivation to venture forward and occasional mentoring, thank you Dr. Reverend Louder.

A sincere thanks to all of my Command College classmates. Your fellowship and the individual efforts of support were greatly appreciated.

Without the NGT panel there would have been no foundation for subsequent research. Thanks to each of you.

A special thanks to Dr. Philip Harris for his superb Counsel and insistence on excellence.

This researcher would be remiss if he didn't thank his family for their support and understanding during this study. We endured.

Thank you

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INTRODUCTION

The role of the police manager in American society is currently in a state of flux.¹ Police managers are caught in the current of transition without clear information of future organizational or societal needs. As law enforcement agencies throughout the nation brace for the next decade it is vital that police managers know what will be required of them and how to accomplish it.

For years most American law enforcement agencies have embraced traditional methods of policing. Within this militaristic style of law enforcement rules and regulations were conveniently outlined and organizational norms are generally the same. The emphasis on arrest has greatly influenced the priorities and attitudes of officers. This is clearly seen in traditional crime fighting strategies.² An excellent example is the focus most law enforcers place on the eight top crimes ("Part 1 Crimes") in the FBI Uniform Crime Reports. Listed are murder, rape, robbery, assault, burglary, larceny, arson and auto theft.³

By traditional law enforcement standards, an agency's ability to address "Part 1 Crimes" is generally thought to be the best measure of police performance. As Americans are moving away from a society dominated by similar values and toward a more diverse and complex environment, a departure from traditional policing methods seems to be necessary. Fueling this departure are arguments like the one raised in the popular article "Broken Windows". The "Broken Windows" theory suggests that by controlling blight or the run down appearance of depressed areas crime is less likely to breed.⁴

The authors, James Q. Wilson and George L. Kelling, argue that the root causes of social disorder should be the focus of crime fighting. In their article they stress that lesser crimes, such as drug dealing, prostitution, and vandalism, lead to community disfunction and blight. They suggested that problem solving and partnerships with the community are far more promising strategies for law enforcement in a complex society.

Impressive studies by the Newport News Police Department, the Kansas City Police Department and the Link Valley Police Department have demonstrated the effectiveness of innovative law enforcement.^{5, 6, 7} In light of these and many other successes in alternative policing styles, a philosophy of policing rapidly being adopted in the United States is Community-Based Policing.⁸ In just a short period of time Community-Based Policing has become a dominant philosophy.⁹

Community Oriented Policing methods have been around for many years. Some of the earlier methods were the Basic Beat Concept (LAPD), Foot Patrols, School Resource Officer Programs and Drug Abuse Resistance Education (DARE) Projects.^{10, 11, 12} There are many versions and definitions of this style of policing. One of the contemporary definitions of Community-Based Policing is:

*A philosophy, management style, and organizational strategy that promotes pro-active problem-solving and police-community partnerships to address the causes of crime and fear as well as other community issues.*¹³

The concept places a greater demand on line personnel and gives way to more flexible management styles.¹⁴

In spite of arguments supporting community-based policing, shedding traditional styles of policing have been difficult for many officers. According to Robert Trojanowicz, former director of the National Center for Community Policing, the changes needed to adopt this concept typically, "cut to the core of a stubborn, paramilitary police culture." Although change is occurring, it is being met with resistance. A classic example of protest was displayed by officers in the New York Police Department when former Police Commissioner Lee Brown attempted to introduce reform.¹⁵

In a study written by Skolnick and Bayley (National Institute of Justice) the reasons for adopting Community-Policing make sense politically and socially. They argue that the move toward Community-Based Policing is occurring because, weary cops, citizens and politicians need a remedy. Not necessarily because the philosophy has proven to be superior to traditional policing methods.¹⁶

The political and social pressures for change became most evident after an investigation of the landmark Rodney King incident. An independent investigative body called the Christopher Commission published findings indicating a pervasive siege mentality among Los Angeles Police Department's line personnel. This startling announcement brought about changes in the fundamental values within the organization. To regain public trust and change the culture of the department the City of Los Angeles chose Community-Oriented Policing.¹⁷

Although a great deal has been written about Community-Oriented Policing,^{18, 19, 20} there has been little published on how police management will evolve within this concept.

Given the notion that community-oriented policing will be a dominant policing style in many agencies, the questions that should be asked are:

- ▶ What impact will the work force and community have on police managers?
- ▶ What emerging issues will affect future decision making and strategies of police managers?

Answering these questions will be complex because the dynamics influencing the course of police managers are both internal and external. Internally, police management will respond to changes in the organization's mission and the management philosophies. A change in philosophy should cause police managers to rethink everything from recruitment of personnel to disciplinary measures.²¹ Incentives and reward systems will need to be created to prevent employees from clinging to old values. This may lead to newly defined jobs, where innovative approaches are stressed. People best suited for the new tasks would then need to be identified. And systems provided for public input.

The external forces influencing police management are the technological advances, politics, the economy, environment, and social issues. Technological advances in communications should play an important role in a law enforcement agency's ability to interact and be responsive to community concerns. One of the biggest issues is the tremendous influx of immigrants into the country. In 1988 the U.S. admitted 643,000 legal immigrants, more than all other countries put together that year. Law enforcers can only speculate on the number of illegal immigrants, especially in the bellwether state of California. Although frightening to some, many see this as a rich mix of resources that promises to be a creative social addition, certainly a challenging one.²²

For the purpose of this study, police managers are defined as individuals within a law enforcement agency charged with the control or direction of people and resources. This is generally considered to be law enforcement personnel at the rank of sergeant and above or non-sworn personnel with comparable responsibilities. No distinctions will be made between sworn and non-sworn police managers.

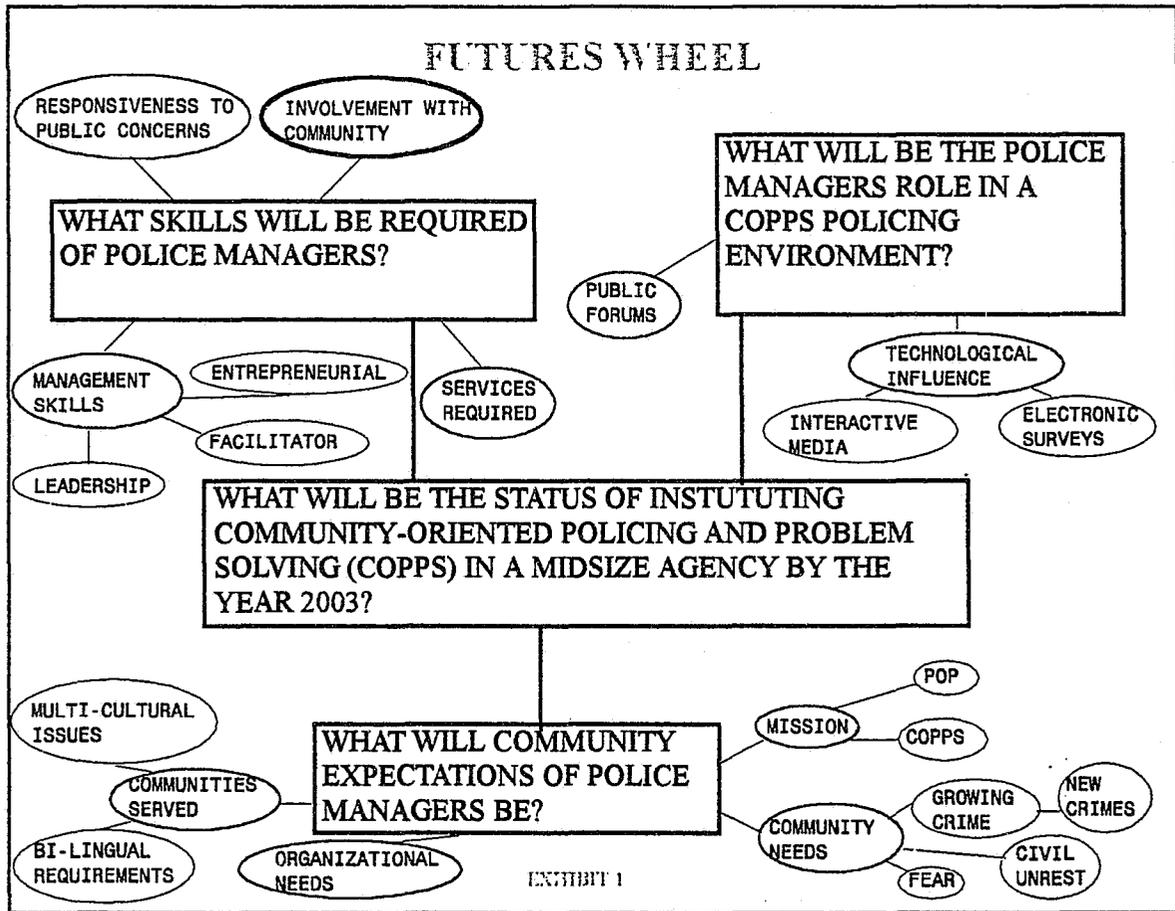
DEVELOPMENT OF THE ISSUE

During the course of this research a variety of literature related to community-oriented policing and management, and leadership served as references. Included were various books, magazines, newspaper articles and other research papers. Subsequent interviews were conducted to provide focus or to get differing perspectives on information related to the issue and sub-issues. The "steep" process, (Social, Technological, Economic, Environmental, and Political), aided in scanning the environment to determine the far reaching impacts on the issue. Development of a Futures Wheel helped identify the issue and sub-issues. Selecting the issue resulted from a desire to explore the tenants of Community-Based Policing and the challenges The Futures Wheel process allowed the researcher and those assisting to graphically see related topics. Assisting were fellow Officers on the Riverside Police Department.

- Captain Gary Barnes - Administrative and Management Services
- Deputy Chief Mike Figueroa - Field Operations
- Captain Richard Dana - Field Operations
- Sergeant Alexandro Tortes - Problem-Oriented Policing team supervisor

Three were previous Command College Graduates.

EXHIBIT 1: FUTURES WHEEL



IMPORTANCE OF THE ISSUE

As a Captain in a mid-sized municipal police agency, this investigator is concerned about the functions of future police management and how managers should begin transitioning toward a viable future. The results could help police managers prepare for their future roles by providing some insight to what lays ahead.

ISSUE:

WHAT WILL BE THE STATUS OF INSTITUTING COMMUNITY-ORIENTED POLICING AND PROBLEM SOLVING (COPPS) IN A MIDSIZE AGENCY BY THE YEAR 2003?

SUB-ISSUES:

- ▶ **WHAT WILL BE THE POLICE MANAGERS ROLE IN A COMMUNITY-ORIENTED POLICING ENVIRONMENT (COPPS)?**

- ▶ **WHAT WILL BE THE COMMUNITY EXPECTATIONS OF POLICE MANAGERS?**

- ▶ **WHAT SKILLS WILL BE REQUIRED OF POLICE MANAGERS?**

SELECTING THE NOMINAL GROUP TECHNIQUE (NGT) PANEL

To begin this research a panel comprised of prominent community leaders, police administrators and professionals in the private sector were assembled. The initial task was to identify trends and events likely to impact the issue or sub-issues. This paper summarizes the collective findings of the group. The most significant contribution of the panel was the development of trends. Selecting candidates for a Nominal Group Technique (NGT) panel were chosen based on the following considerations:

- ▶ Is the candidate a potential stakeholder in the issues to be addressed?
- ▶ Is there diversity among the candidates that are being considered?
- ▶ Were the candidates in a position of leadership?
- ▶ Can the candidates benefit from the exchange of ideas and ultimate results of this study?

Candidates with some interest in this study were sought to provide the frame work for the important work that would follow. Diversity was desirous from both multi-disciplinary and multi-cultural perspectives to provide varied ideas and rich exchanges during the process. The researcher saw this as an opportunity to involve individuals that could be agents of change. Once the selection of candidates were made a letter was drafted explaining the purpose of the study and the NGT process (Appendix A). Anticipating that some of the candidates would be unable to participate because of busy schedules, fourteen people were invited. As each of the panel members arrived to take part in the NGT process they were given a folder containing related materials. All fourteen of those invited were in attendance. Most NGT panels are conducted with seven to nine participants.

NGT PARTICIPANTS

Gary Barnes
Captain, Administrative Services
Riverside Police Department
Command College Graduate

Ken Fortier
Chief of Police
Riverside Police Department
Command College Advisor

Charles Hall
Captain, Management Services
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Command College Graduate

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Community Leader

Mrs. Elizabeth R. Schreiber
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Riverside Galleria Shopping Mall
Community Leader

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Command College Graduate

Paul Stotesbury
Lieutenant, Detective Division
Escondido Police Department
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Dr. Ronald O. Loveridge
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Nutritional Researcher
University of California Riverside
NAACP President, Riverside Chapter

Mr. Dell Roberts
District Officer Administrator
Riverside Unified School District
Community Leader

Richard Dana
Captain, Field Support Operations
Riverside Police Department
Command College Graduate

Mrs. Teresa Wagner
Youth Counsellor
Riverside Youth Service Center
Community Leader

Mr. Robert Nava
University of California Riverside
Office of Governmental Relations
Community Leader

Bill Rogers
Lieutenant, Personnel and Training
Irvine Police Department
Command College Graduate
Doctoral Candidate

TREND DEVELOPMENT

The first procedure in the nominal group involved developing a list of trends related to the issue and sub-issues. The panel was given several minutes to work privately to formulate a list and then share verbally with the other members, "round robin style". In order to keep the panel focused the issue and sub-issues were displayed on a flip chart.

A list of forty-seven trends was developed and posted around the conference room. After some clarification the list was reduced by eliminating duplication (Appendix C). The panel was informed that the list had to be reduced to ten trends ranking them according to priority. Each member was given a trend ranking form to privately record their choices. The top choices of the group were recorded on a flip chart and displayed for additional clarification or comment.

Top Ten Trends

1. Emphasis on entrepreneurial management-

The extent to which police managers will be creative, flexible and resourceful.

2. Level of accountability to the public-

Efforts by police managers to reduce the traditional autonomy and become answerable to the public.

3. Police managers as facilitators-

Taking the lead in situations to make things happen. Generally through organizing, coordinating and being the liaison.

4. Level of required services-

Determining what police services will be necessary or desirous in a community-policing environment.

5. Level of involvement with community-

The extent to which police will be interactive with the community to foster trust and credibility.

6. Degree of responsiveness to public concerns-

Determining how responsive police managers will be to the public they serve and what that level should be.

7. Police managers as leaders-

Deciding the level of leadership necessary for police managers both inside and outside of the organization.

8. Fostering Cultural Awareness and Diversity-

Developing ways of improving diversity issues in the community.

9. Level of technological influence-

The utilization of new technology and how it might benefit the capabilities of law enforcement.

10. Level of media interaction-

Determining ways of developing better media relations in a more informed society.

Trend Forecasting

The same panel then continued by forecasting the trend levels of the top ten trends. A tally of the collective responses of the group enabled a charting of the high, median, and low trend levels. Using a base value of 100 in 1993, each panelist was asked to estimate the level of each trend from 100 five years ago and ten years into the future. This encompassed a fifteen year span from 1988-2003. The results of the individual trend tallies are graphically illustrated on the following pages (Graphs 1-10). A brief narrative below each of the graphs has been provided to aid in clarification and to relate specific discussion. In studying the graphs the reader should note that the greater the distance between measurements the more disparity in panel consensus.

GRAPH 1

TREND 1: EMPHASIS ON ENTREPRENEURIAL MANAGEMENT

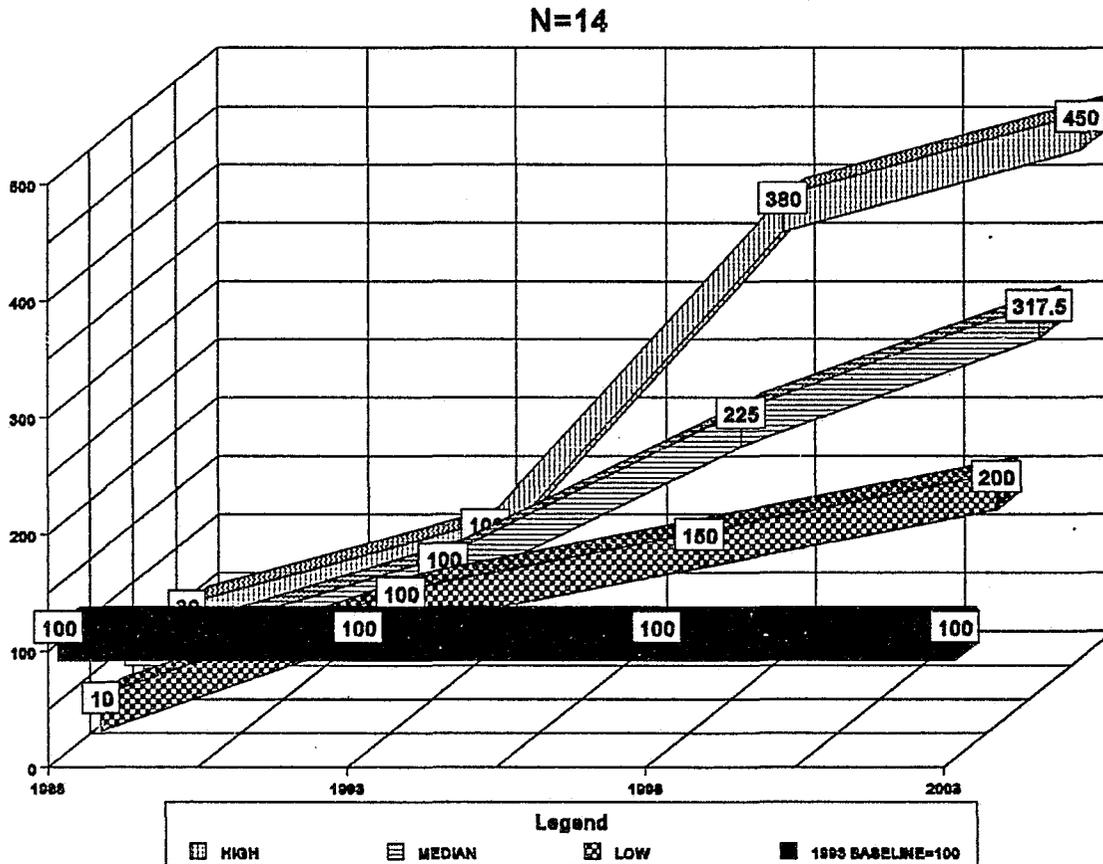


TABLE	1988	1993	1998	2003
High	30	100	380	450
Median	22	100	225	317.5
Low	10	100	150	200

The term "entrepreneurial" police managers was defined as police managers having the ability to be creative and flexible with resources. The resources discussed included an array of tangible and intangible items ranging from manpower and equipment to innovative financial ventures. Most panelists saw this trend increasing moderately over the next ten years. The low and median projections varied slightly and were consistent with the gradual increase from the previous five years to present. The high projection was reflective of the current economic crisis of the state and national government. Most members of the panel had a pessimistic outlook on the nation's financial future, and indicated a need for more entrepreneurial managers.

GRAPH 2 TREND 2: THE LEVEL OF ACCOUNTABILITY TO THE PUBLIC

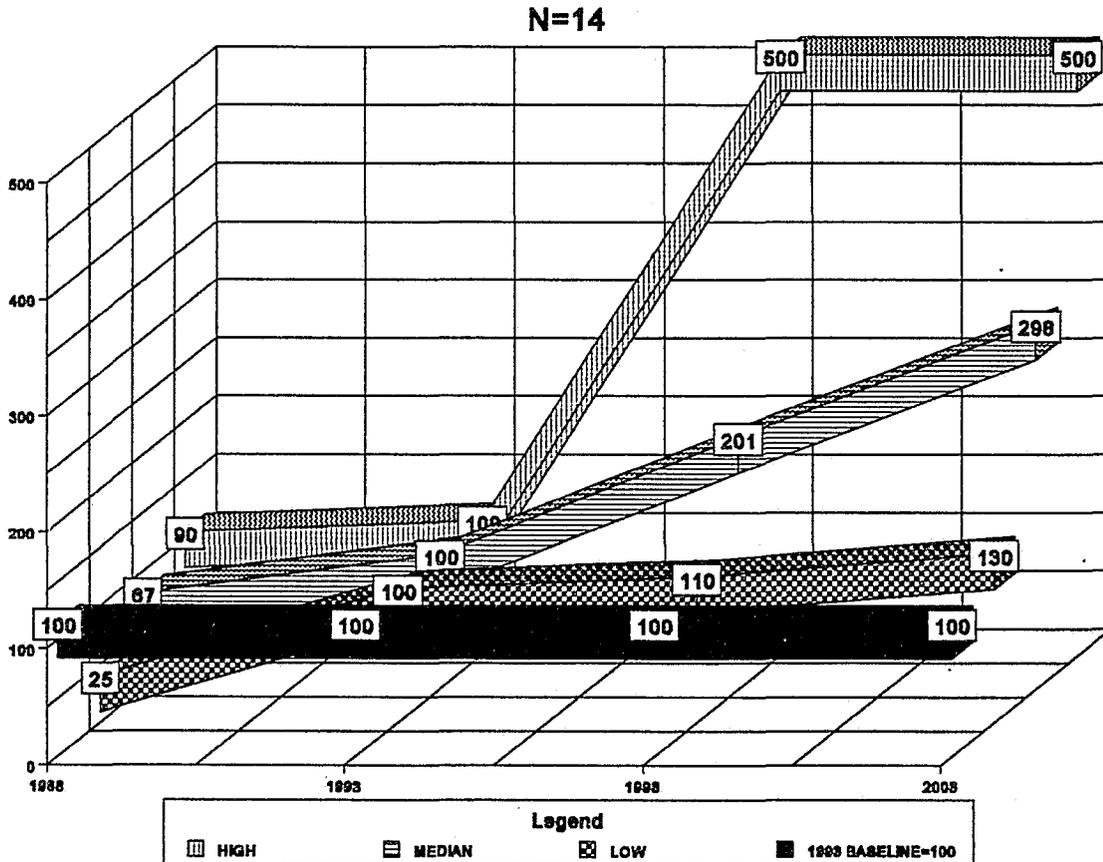
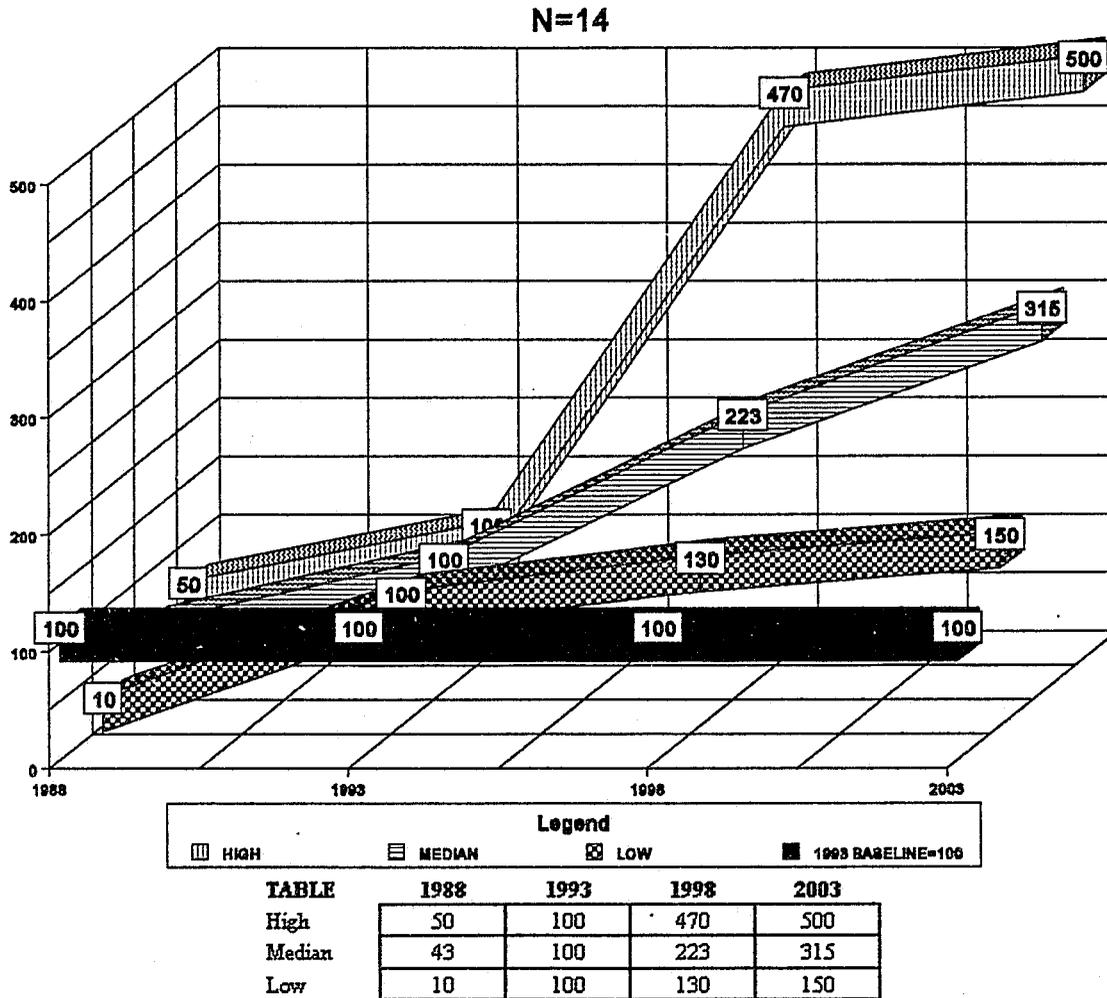


TABLE	1988	1993	1998	2003
High	90	100	500	500
Median	67	100	201	298
Low	25	100	110	130

Panel members stressed that community based policing would lead to more information being shared by police and community, reducing the autonomy that law enforcement experienced in the past. Several trends were merged from the list under the general umbrella of accountability. Agency interaction with the public, questioning of police tactics, citizen review boards and public scrutiny, were measures of accountability to the group. The median forecast of this trend illustrates the group's feeling for more accountability to the public within a community based policing style. The highest forecast leveled off in 1998.

GRAPH 3

TREND 3: POLICE MANAGERS AS FACILITATORS



This trend was seen as one that encompassed a variety of desirable traits that future police managers would need in working with diverse and very complex problems evolving in California communities. Initially the trend was listed, "managers as facilitators, role models, teachers, and good leaders." Through discussion the group agreed that all of the additional traits could be summarized in the role of facilitator. The group generally saw this trend becoming more necessary as partnerships developed between the community and law enforcement. Low, median, and high forecasts indicate a continuing rise in this trend level to the year 2003.

GRAPH 4 TREND 4: LEVEL OF REQUIRED SERVICES

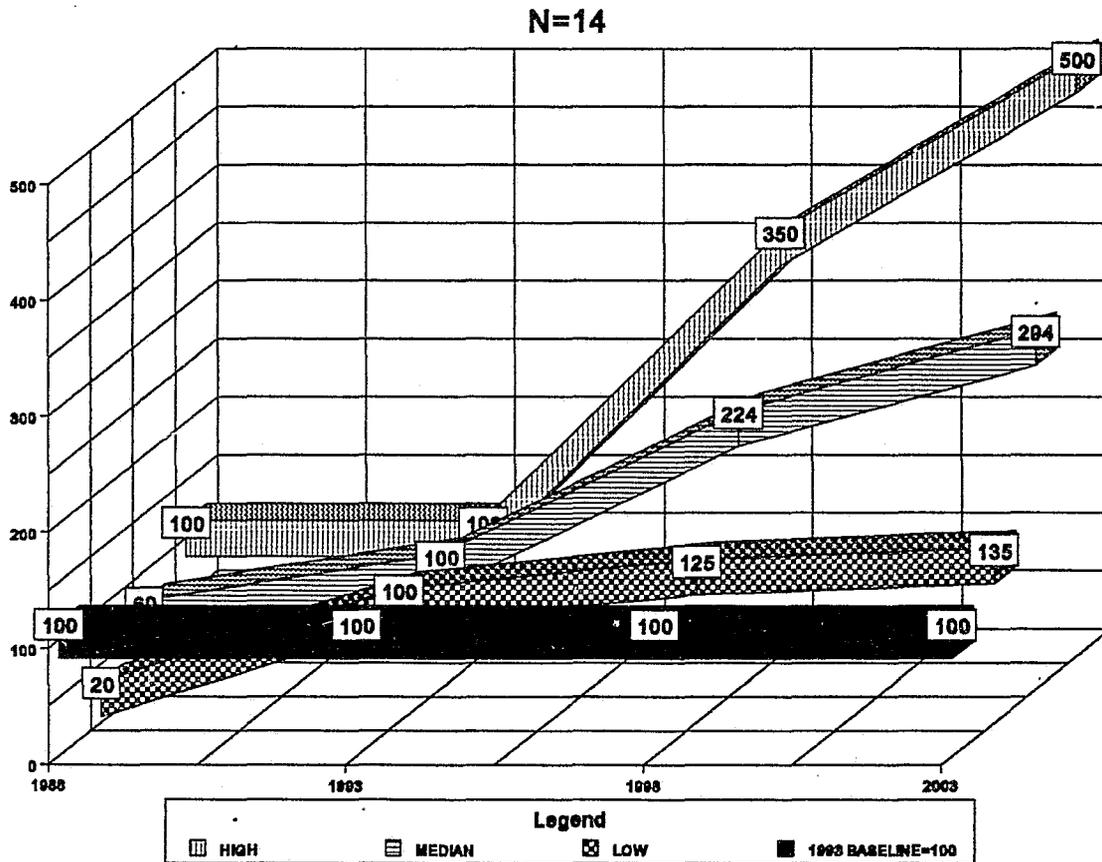
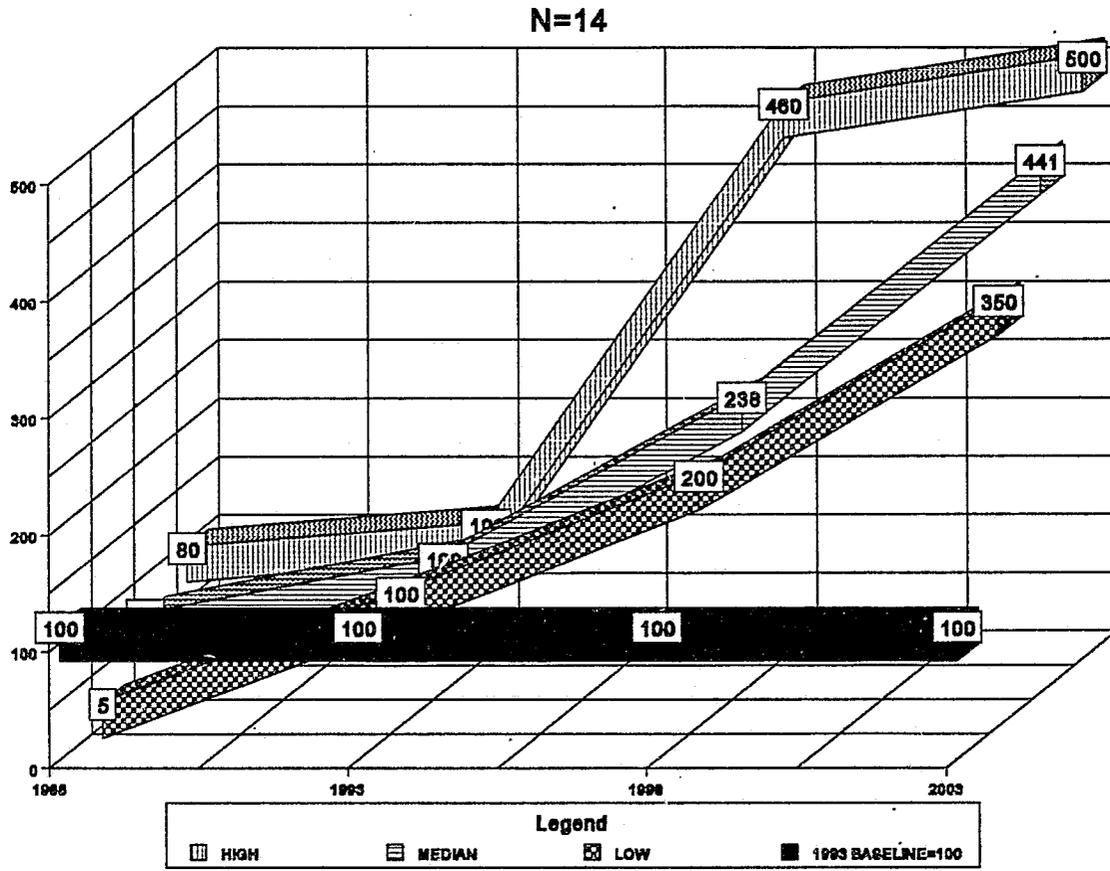


TABLE	1988	1993	1998	2003
High	100	100	350	500
Median	60	100	224	294
Low	20	100	125	135

This trend evolved from several group observations. It was generally recognized that the changing public needs require a more flexible policing style. The panel felt that many tasks that will be required of police managers would be out of the enforcement realm and directed at more quality-of-life issues. Consensus was that police managers will be doing a great deal more, not less. Initially this trend was listed as an increased demand for police to deal with more that just enforcing the law. Group discussion resulted in the panel changing the trend statement to "level of required services." The panel saw this trend level nearly doubling between 1993 and 2003.

GRAPH 5

TREND 5: LEVEL OF INVOLVEMENT WITH COMMUNITY



Legend

HIGH
 MEDIAN
 LOW
 1993 BASELINE=100

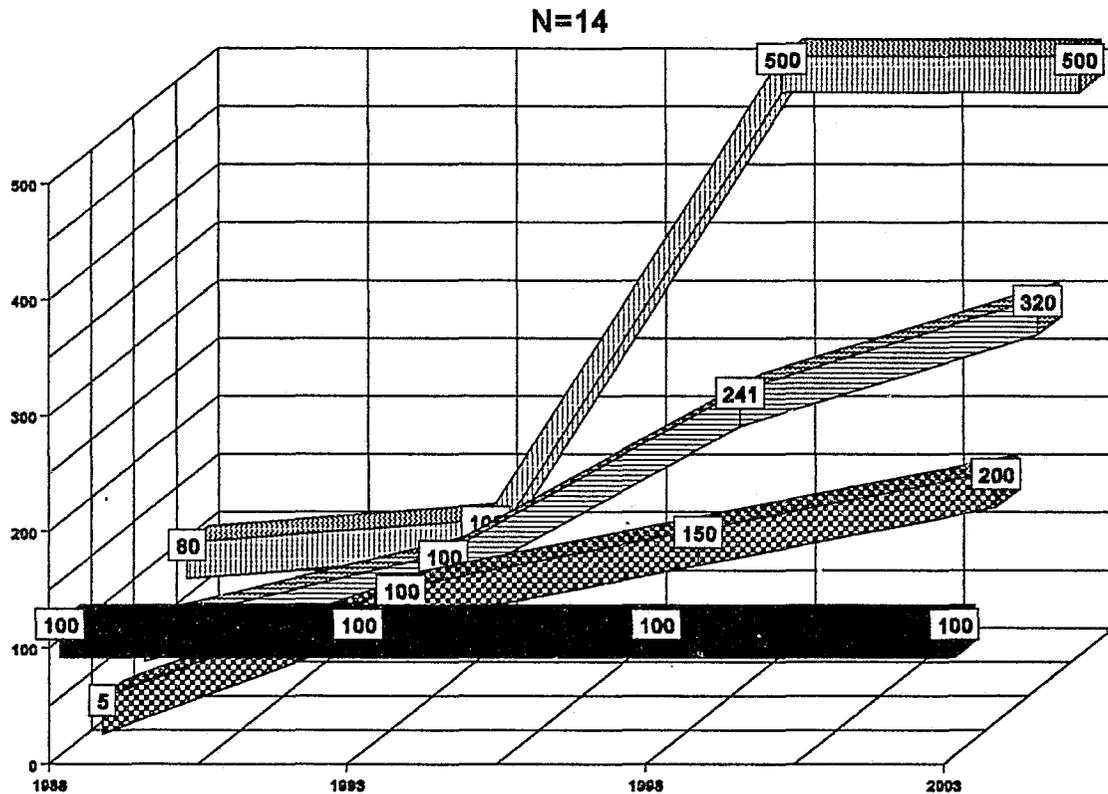
TABLE

	1988	1993	1998	2003
High	80	100	460	500
Median	52	100	238	441
Low	5	100	200	350

The panel had difficulty defining this trend. In the initial discussion the group thought that this could be combined with other trends. Consensus was reached with the notion of police managers becoming interactive with all facets of the community. This involved more than just a role of facilitation. Central to this idea was developing relationships with the community that foster trust and acceptance. An example would be learning languages, culture and religious values in culturally diverse communities. Initially this trend was listed as "truly involved and knowledgeable of the community." The median and low forecasts show a steady increase from 1993 to 2003.

GRAPH 6

TREND 6: DEGREE OF RESPONSIVENESS TO PUBLIC CONCERNS



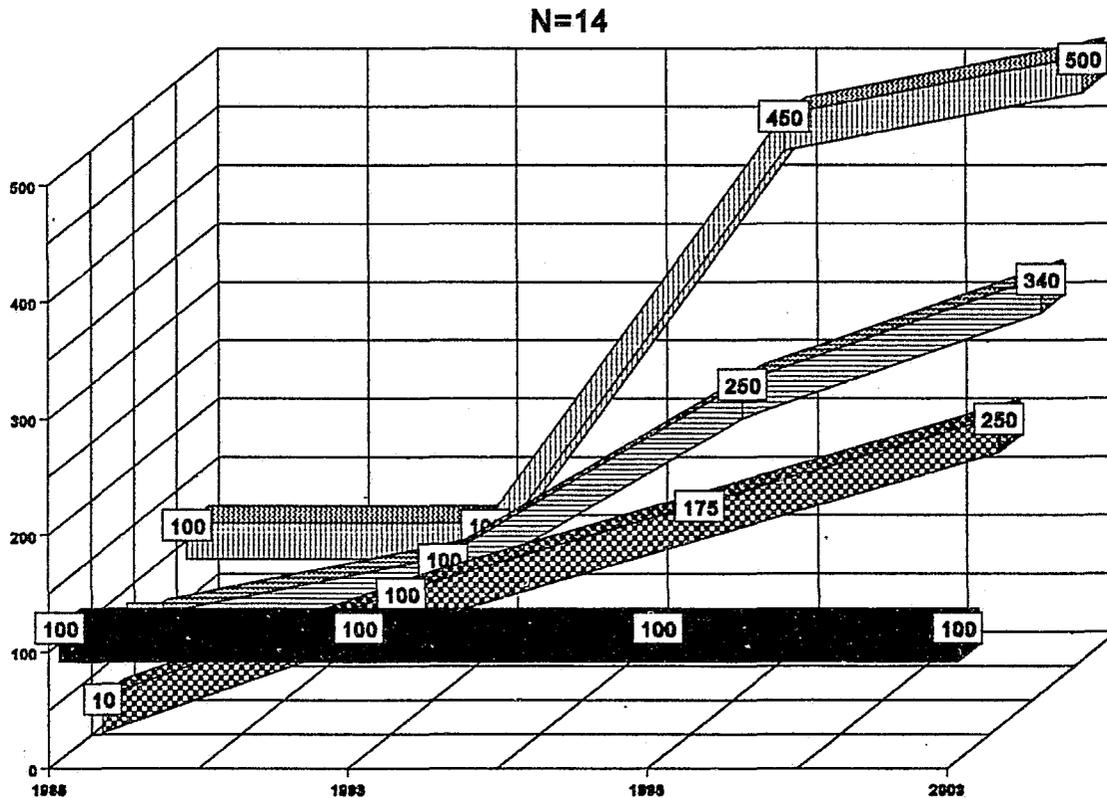
Legend

▨ HIGH	▤ MEDIAN	▩ LOW	■ 1993 BASELINE=100
--------	----------	-------	---------------------

TABLE	1988	1993	1998	2003
High	80	100	500	500
Median	38	100	241	320
Low	5	100	150	200

This trend brought forth a variety of opinion on how responsive police management will be regarding community concerns. The diverse group contributed to understanding how attentive law enforcement has been in addressing this issue. Several members of the group expressed an urgency for additional development in this area. The high trend projections show this. Although some disparity was noted all panelists felt that this trend would increase. Historically law enforcement agencies have determined community needs. Community oriented policing stresses addressing community concerns and prompt delivery of service. This trend is extremely important to the issue because service is a key component of this policing concept.

GRAPH 7 TREND 7: POLICE MANAGERS AS LEADERS



Legend

HIGH	MEDIAN	LOW	1993 BASELINE=100
------	--------	-----	-------------------

TABLE	1988	1993	1998	2003
High	100	100	450	500
Median	49	100	250	340
Low	10	100	175	250

This trend generated stimulating discussion regarding the degree of leadership needed in police management. The median forecast illustrates a moderate increase over the next ten years. The high forecast shows a very pronounced level of increase within the next five years. The low forecast was prompted by speculation that actual leadership would be less important as police managers worked in concert with others. The writer views this trend as being extremely important to the issue because of the responsibilities police managers have within and outside their organizations. The development of personnel and winning the respect and cooperation of the community results when leadership is exercised accordingly. This trend was initially stated as a need for a managers to be able to lead. Through consensus it was modified to "police managers as leaders."

GRAPH 8

TREND 8: FOSTERING CULTURAL AWARENESS AND DIVERSITY

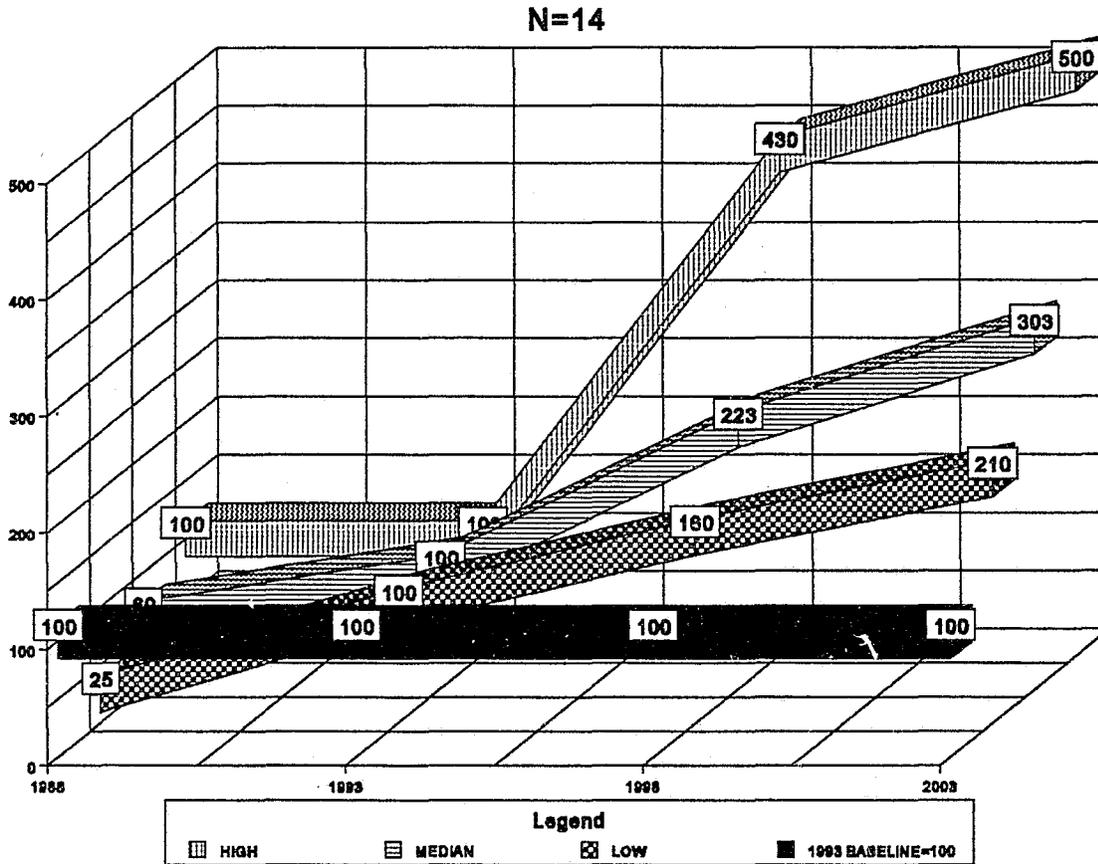
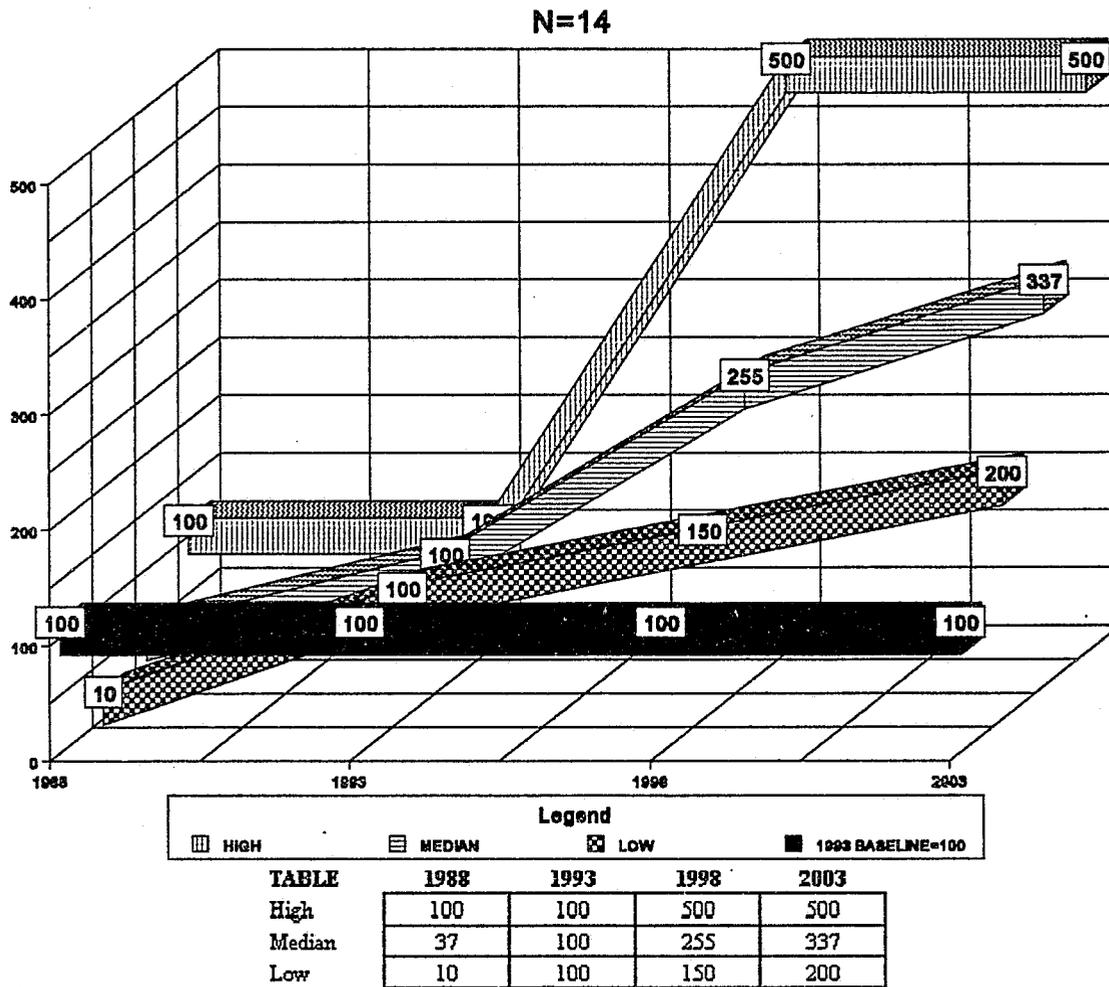


TABLE	1988	1993	1998	2003
High	100	100	450	500
Median	60	100	223	303
Low	25	100	160	210

A study of this trend revealed that the panel was mixed on the role of the police manager involved in this issue. In question was law enforcement's ability to move away from a homogeneous environment and adapt to a new social order. The group generally felt that the community of the future would be more of a "mosaic society" made up of many cultures and groups with common ties. The need to develop methods to deal with the trend was recognized but there were varying views. The median forecast illustrates the level the group generally felt police managers will be involved in fostering cultural awareness and diversity. Based on this the initial trend was restated from "attitude toward human relations" to, "fostering cultural awareness and diversity." It was suggested by one of the panel members that this involves a change in mindset not just being polite or professional.

GRAPH 9

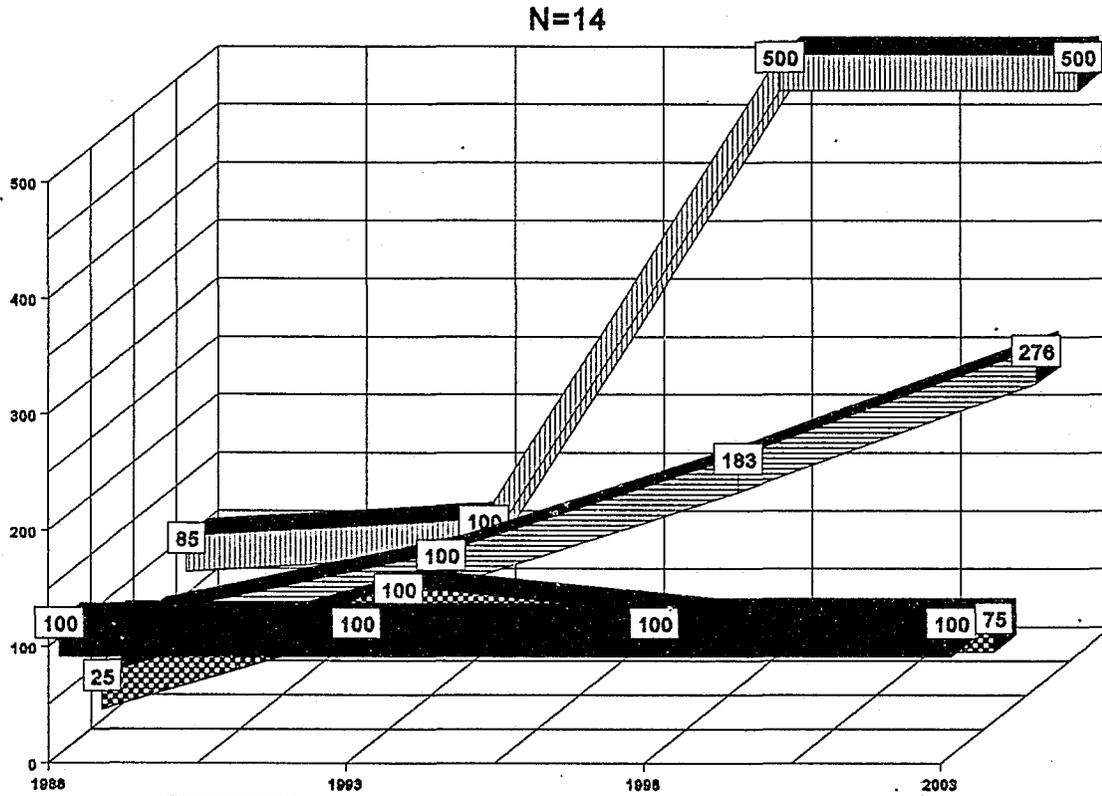
TREND 9: LEVEL OF TECHNOLOGICAL INFLUENCE



The group saw this as being very beneficial to law enforcement as it relates to the issue. Gathering important data and rapidly disseminating information to the community and other agencies was a popular segment of the NGT exercise. Better communication systems and work saving devices were viewed as ways of enhancing law enforcement capabilities. This trend was first stated as the utilization of new technology. The group changed the wording to level of technological influence to broaden the meaning and reduce bias. The median forecast of the panel suggests that technology will impact police managers significantly within the next ten years.

GRAPH 10

TREND 10: LEVEL OF MEDIA INTERACTION



Legend

▨ HIGH	▤ MEDIAN	▧ LOW	■ 1993 BASELINE=100
--------	----------	-------	---------------------

TABLE	1988	1993	1998	2003
High	85	100	500	500
Median	46	100	183	276
Low	25	100	75	75

The median line of this forecast shows a moderate increase in the interaction between media and police managers. As technology enhances the ability of the media to quickly respond to law enforcement activity and gather information there will be a greater need for better media relations. It was recognized that a good relationship with the media would be a valuable resource toward informing and educating communities. The low trend forecast developed as a result of the possibility with the media may erode with sensationalism and privacy issues. This event was initially stated as utilization of the media. It was restated for clarity and subsequent voting.

EVENT DEVELOPMENT

The initial portion of event development was conducted in the same manner as trends. The panel had time to develop individual lists of events that could have a measurable impact on the role of police managers in the future. The issue and sub-issues were displayed on a flip chart in the same manner as trends and panelists were asked to use the information to focus their responses. Information was then shared verbally by going around the room in a "Round Robin" fashion. Thirty-six (36) events were listed and clarified through discussion. The panel then voted and the results were tallied on an event ranking form. This information was transferred to an event evaluation form by the panel and forecasted considering the following dimensions:

- ▶ Years until probability first exceeds zero
- ▶ Probability of occurrence five years from 1993
- ▶ Probability of occurrence ten years from 1993
- ▶ Level of negative impact on issue if event occurred
- ▶ Level of positive impact on issue if event occurred

(An additional ten events were later added. The appendix reflects a total of forty-seven events)

From the combined responses of the group this investigator could calculate and track high, median and low levels of probability for each event (Graphs 11-20). The symbols along the bottom of each chart show when the probability of the event occurring first exceeds zero. The numbers attached to these symbols represents to number of years until this occurs. To determine negative or positive impacts of each event panelists were asked to rate them one to ten. Events could be rated both negative and positive if they were viewed as such. The collective scores are illustrated in graph 21.

GRAPH 11 EVENT 1: UNEMPLOYMENT REACHES 40%

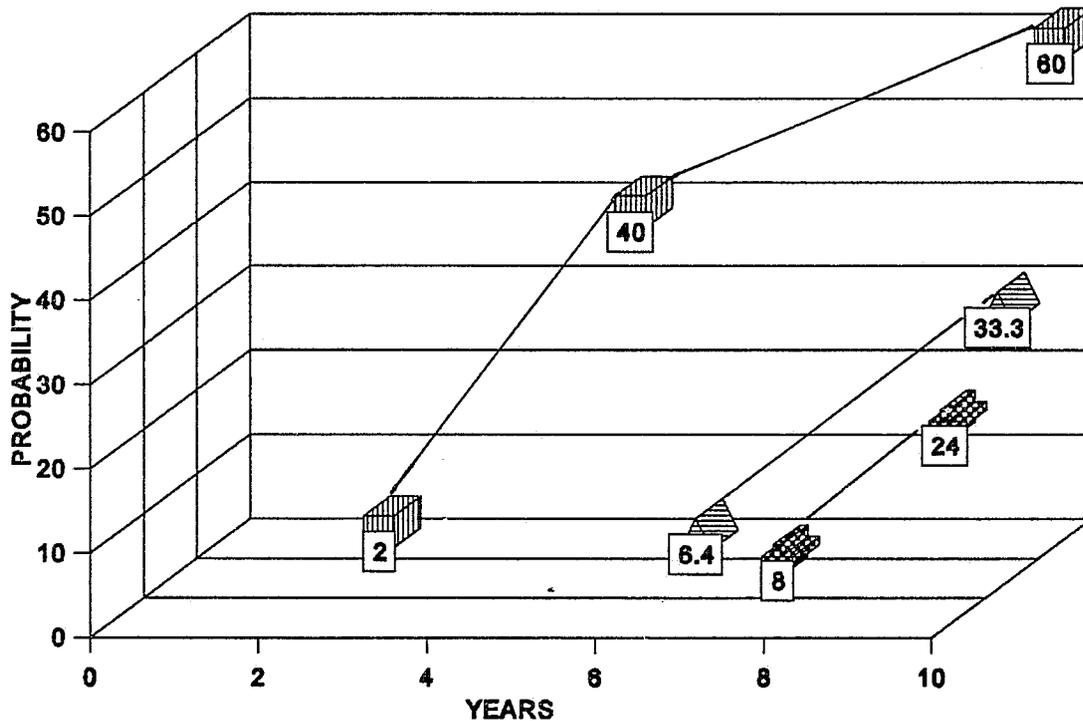


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	40	60
MEDIAN	6.4		33.3
LOW	8		24

The panel recognized this as a major occurrence. Opinion was mixed on this event. Most panelists felt that if the America workforce failed to adequately prepare for the rapidly changing economy America would not be competitive in the world labor market. This would have a disastrous outcome on employment opportunities in the future.

GRAPH 12

EVENT 2: STATE TAX REVENUES ARE REDUCED 50%

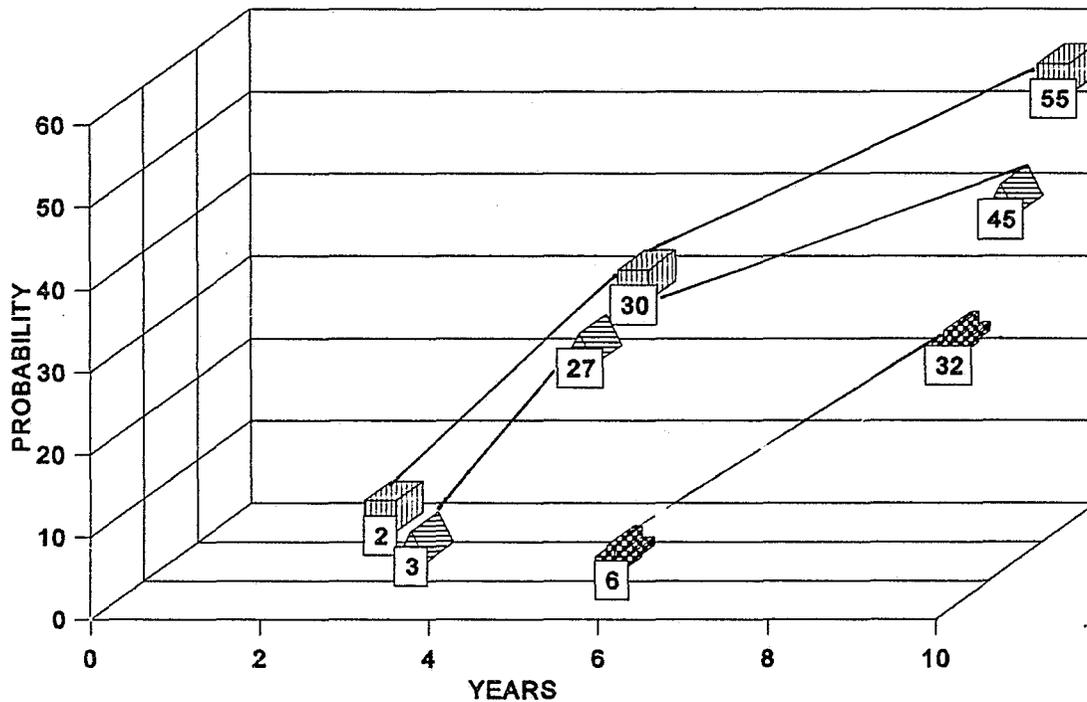


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	30	55
MEDIAN	3	27	45
LOW	6		32

The panel discussed recent trends seen in the way the state obtained revenues from local and regional government. Given California's current economic condition consensus was that cities and counties would have to become less dependant on the state and develop entrepreneurial methods of enhancing local budgets. The median vote indicated that this event most likely would not occur. Initially this event was listed as state revenues are reduced to 50% of 1993 levels. The group decided to shorten the phrase.

GRAPH 13

EVENT 3: MARTIAL LAW DECLARED IN URBAN AREAS

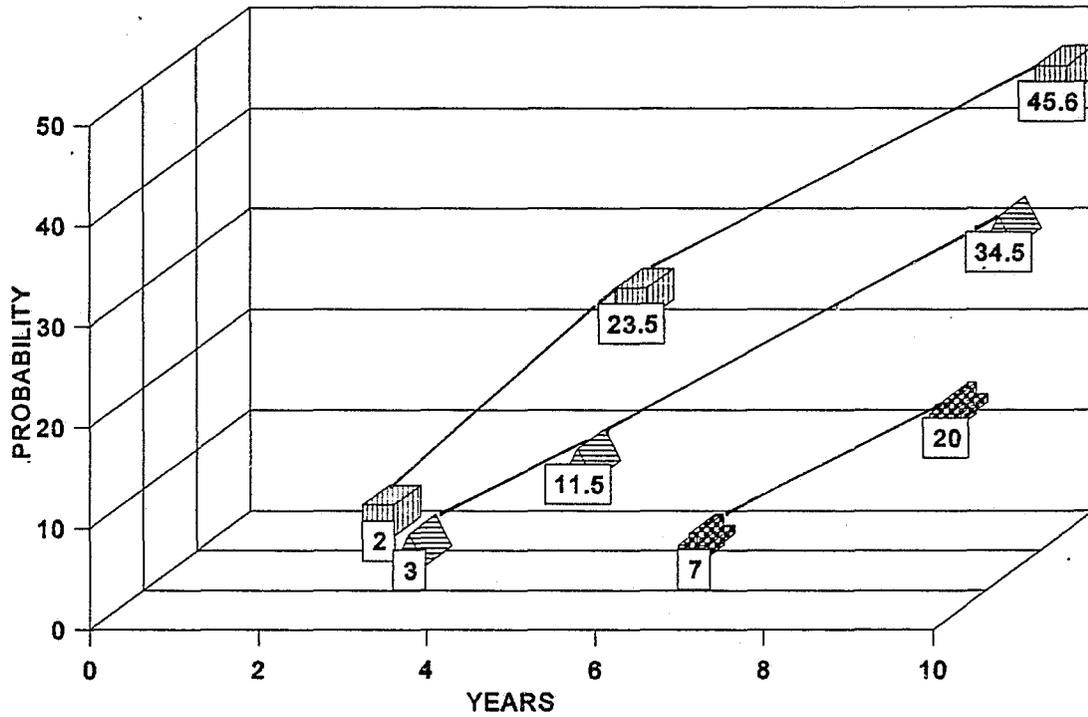


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	23.5	45.6
MEDIAN	3	11.5	34.5
LOW	7		20

The panel cited a number of trends that could lead to the occurrence of this event. Wide spread civil unrest in inner city areas was feared as the primary reason for instituting this type of enforcement. Given some of the current trends toward violence and unrest in inner cities the panel felt that this could occur in about ten years. The voting indicated that this event was unlikely with ten years.

GRAPH 14 EVENT 4: 8.0 EARTHQUAKE STRIKES

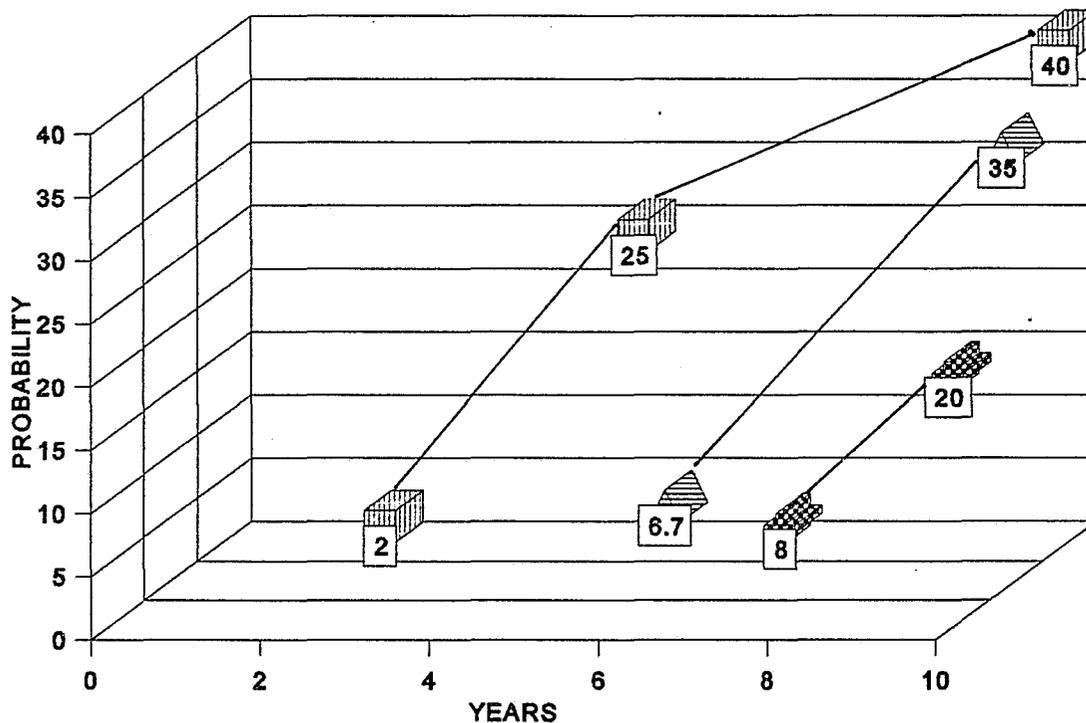


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	25	40
MEDIAN	6.7		35
LOW	8		20

The panel felt that natural disasters are a given in the State of California. Geologists speculate that the Southern California area is long over due for the big one. An 8.0 earthquake would be catastrophic if centered in a major metropolitan area. The results of this type of devastation could take years to overcome. The impact on law enforcement would be extremely significant. The probability of this occurring was considered to be low.

GRAPH 15

EVENT 5: U.S. GOVERNMENT DECLARES BANKRUPTCY

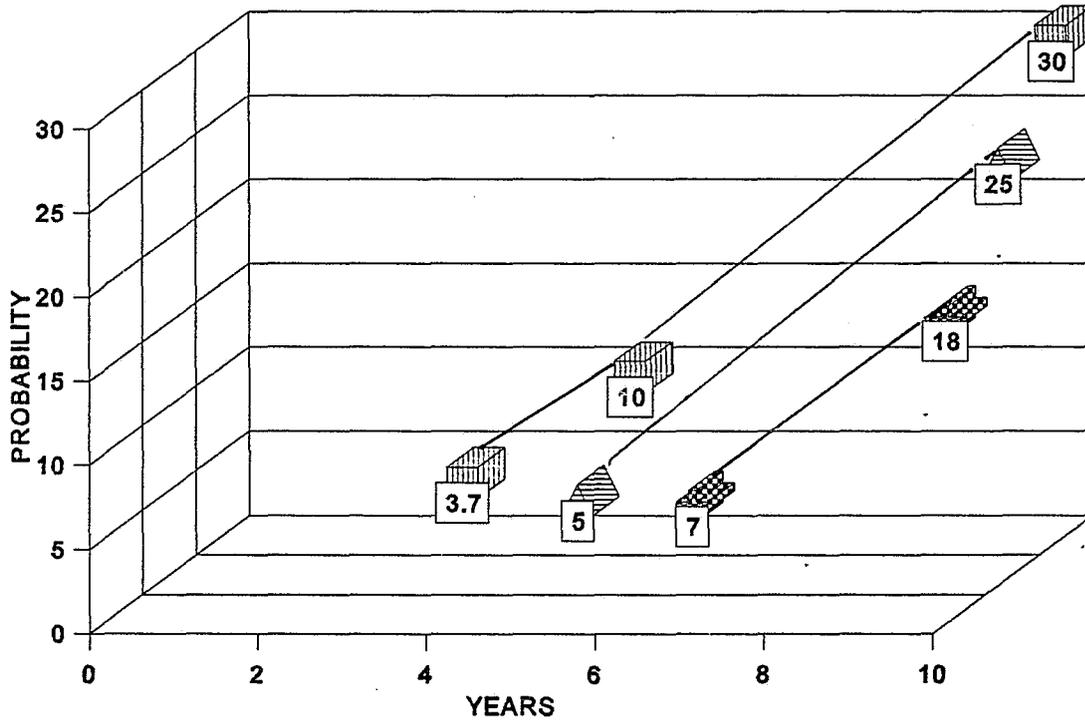


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	3.7	10	30
MEDIAN	5		25
LOW	7		18

Several members of the panel cited the recent trend of U.S. banks trading loans for U.S. securities. This has historically been a prelude to a near terminal economy. A number of other indicators mentioned caused members to voice concerns about the fate of the country if this came to pass.

GRAPH 16 EVENT 6: ECONOMIC GROWTH IN U.S. LEADS WORLD MARKET

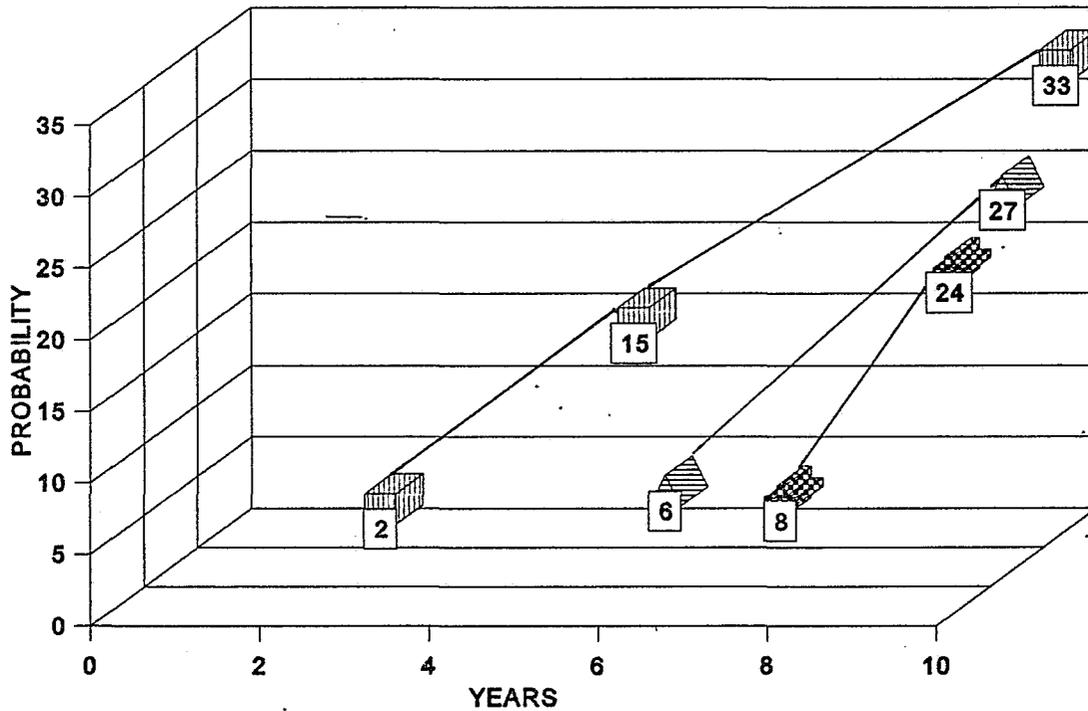


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	15	33
MEDIAN	6		27
LOW	8		24

The group envisioned this event happening if world trade continued to develop and international boundaries are replaced by a "Global Village" concept. An international market place would stimulate small business. Creativity and variety in the market place was viewed as positive.

GRAPH 17

EVENT 7: COMMISSION FOR POST IS ABOLISHED

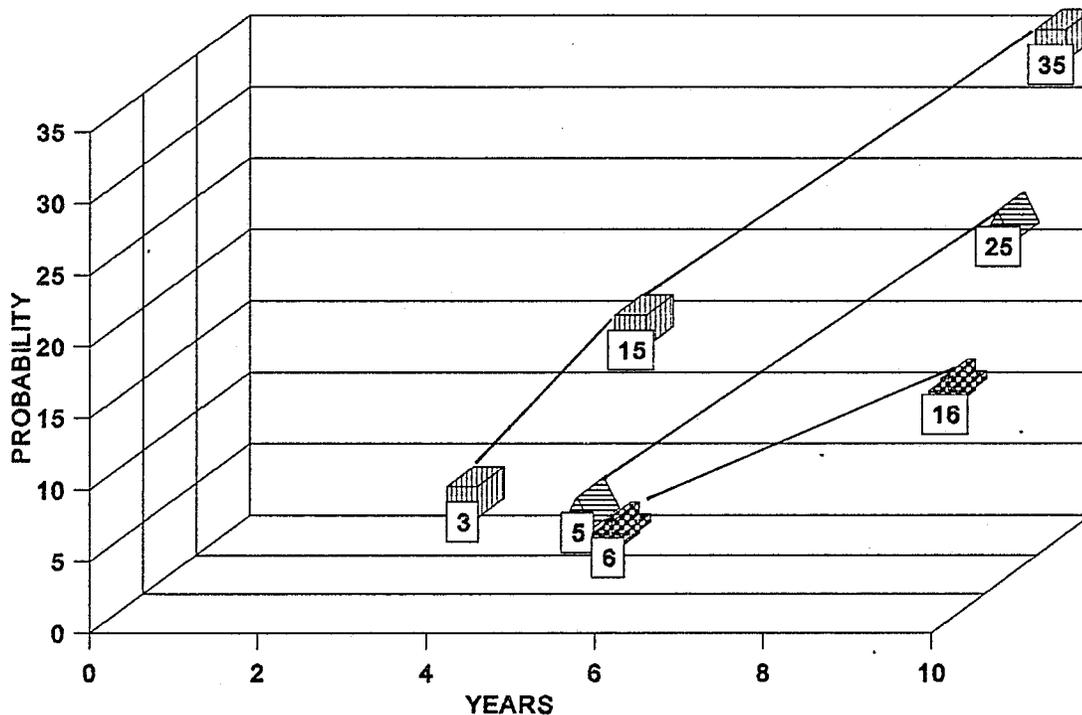


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	3	15	35
MEDIAN	5		25
LOW	6		16

This event was linked to the economic problem in the State of California. The group viewed POST as the most important training and educational agency for law enforcement in the state. The collapse of POST would greatly hamper the current direction of law enforcement leaders and the advancement of Human Resource Development (HRD) within the police ranks. The group felt that a declining state budget could prompt this event. Most of the panelist estimated that this event first exceeded zero probability could occur in three to five years. All forecasts were considered to be low.

GRAPH 18

EVENT 8: URBAN TERRORISTS USE NUCLEAR DEVICE

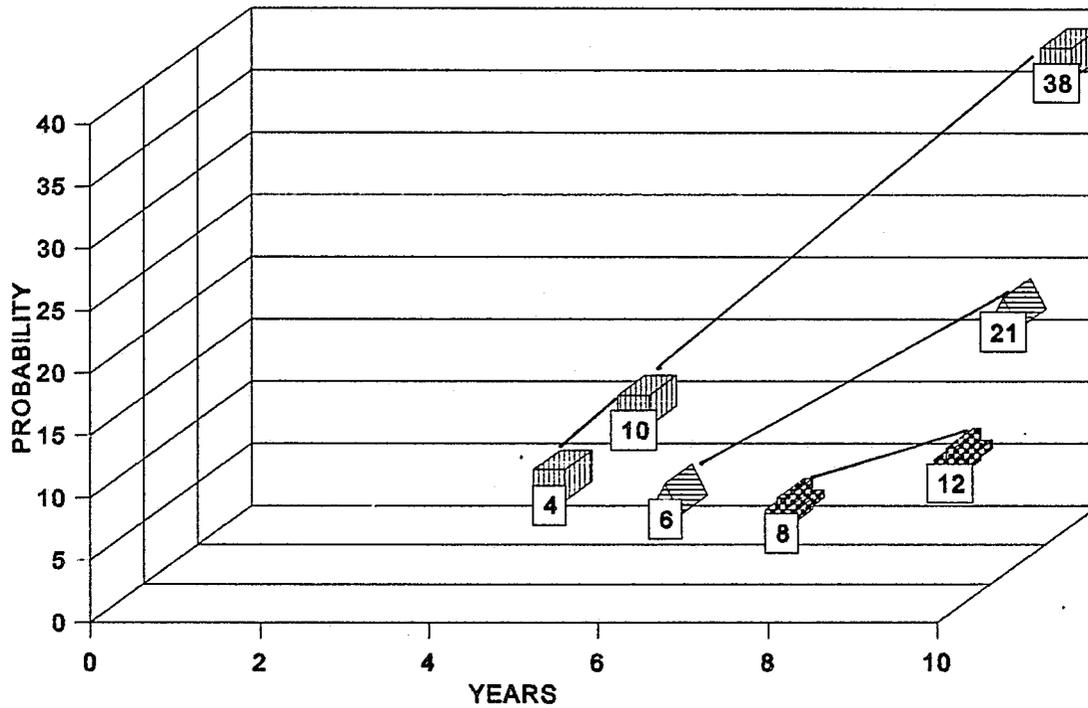


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	4	10	38
MEDIAN	6		21
LOW	8		12

The panel agreed that this event could occur within four to eight years. One of the members expressed that terrorist acts appear to be escalating as evidenced by a number of recent incidents, most notably the 1993 bombing of the World Trade Center.

GRAPH 19 EVENT 9: MARIJUANA IS LEGALIZED

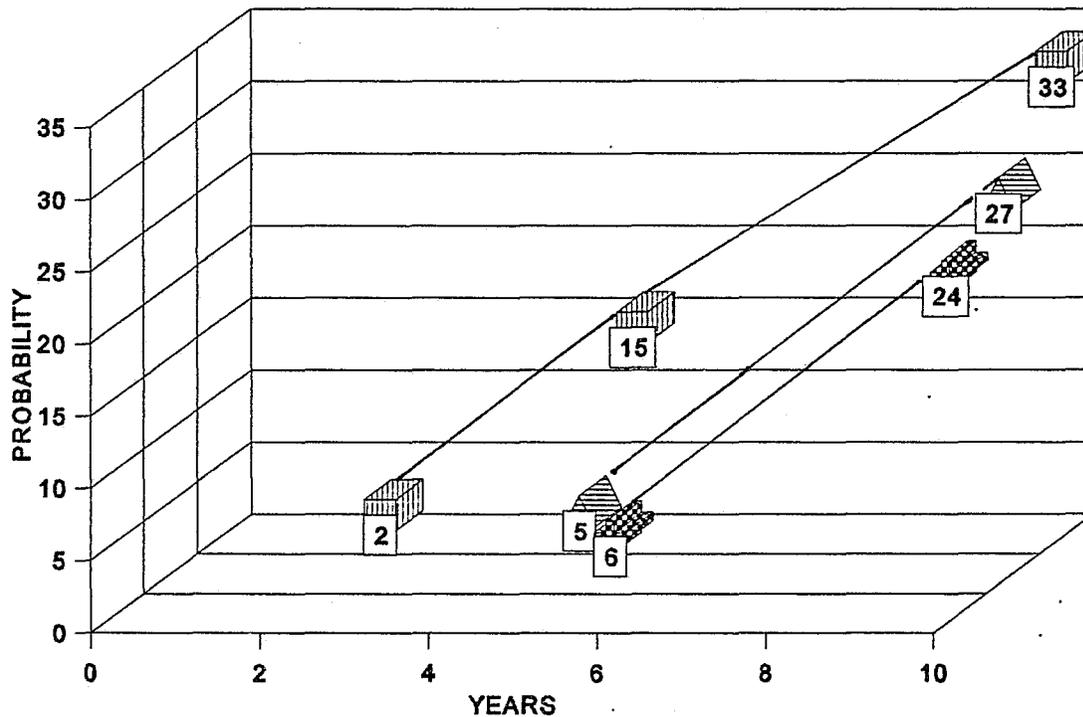


TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	15	33
MEDIAN	5		27
LOW	6		24

The notion that marijuana would be legalized resulted in some very stimulating conversation. It was generally thought that the legalization of marijuana would spur the use of other drugs and alter any chances of developing a healthy and wholesome social environment for future generations to live and work in.

GRAPH 20

EVENT 10: PROBLEM-ORIENTED POLICING (POP) BECOMES FOCUS OF POLICE ACADEMIES

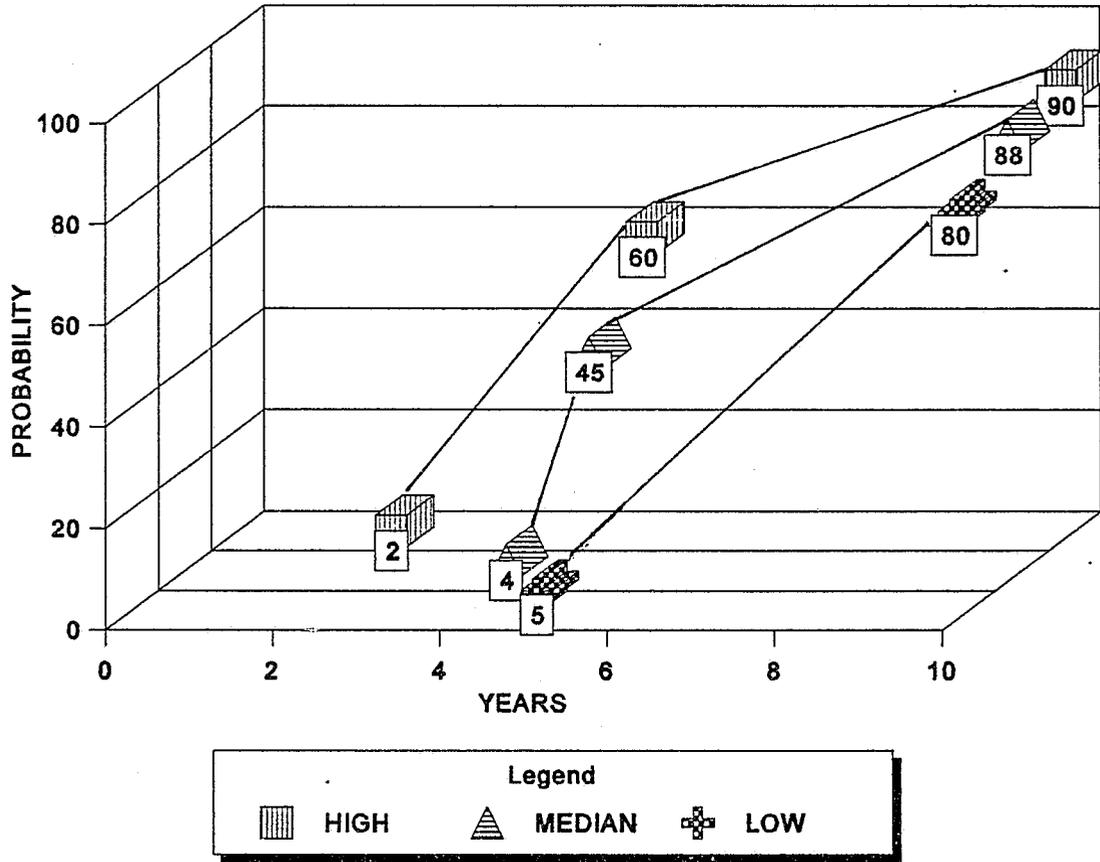


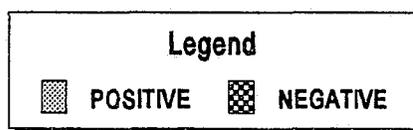
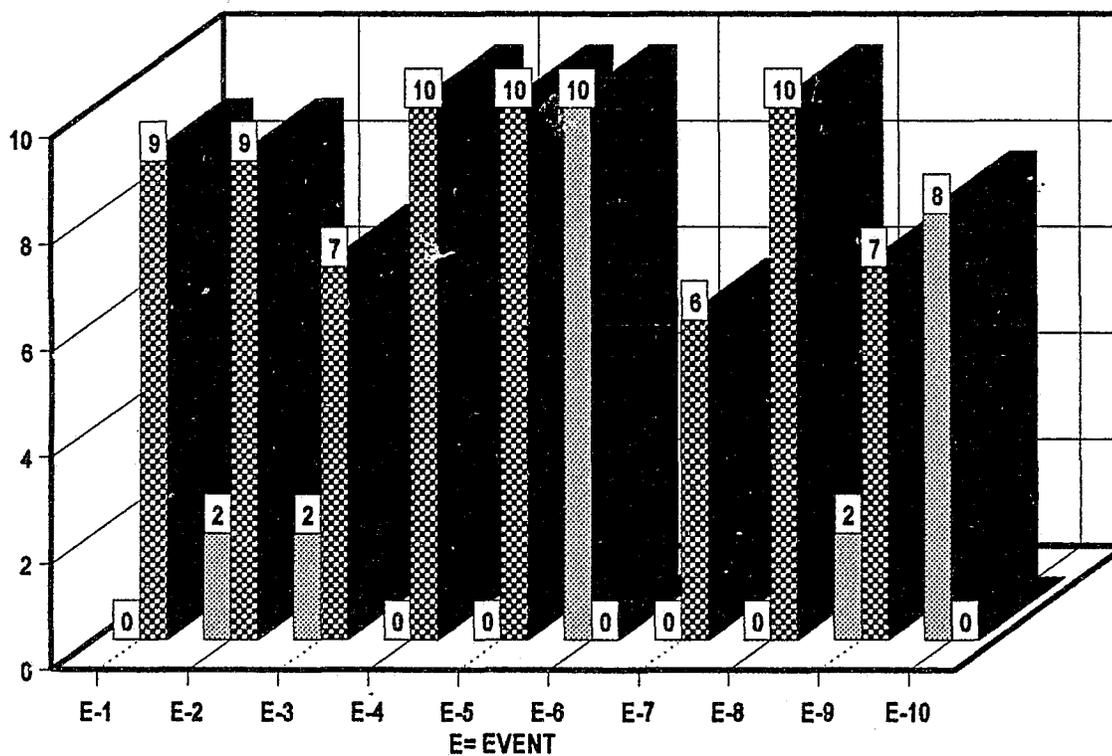
TABLE	EXCEEDS ZERO	+5 YEARS	+10 YEARS
HIGH	2	60	90
MEDIAN	4	45	88
LOW	5		80

The panel felt that given the current thrust towards community-oriented policing this appeared to be a natural progression. Complex social problems requiring multi-departmental/agency responses were cited as good reasons for prioritization of POP training. The group saw this event first exceeding zero probability in two to five years.

GRAPH 21

EVENT IMPACT SCALE

NGT PANEL



- EVENT 1: UNEMPLOYMENT REACHES 40%
- EVENT 2: STATE TAX REVENUES ARE REDUCED 50%
- EVENT 3: MARTIAL LAW DECLARED IN URBAN AREAS
- EVENT 4: 8.0 EARTHQUAKE STRIKES
- EVENT 5: U.S. GOVERNMENT DECLARES BANKRUPTCY
- EVENT 6: ECONOMIC GROWTH IN U.S. LEADS WORLD MARKET
- EVENT 7: COMMISSION FOR POST IS ABOLISHED
- EVENT 8: URBAN TERRORISTS USE NUCLEAR DEVICE
- EVENT 9: MARIJUANA IS LEGALIZED
- EVENT 10: PROBLEM-ORIENTED POLICING BECOMES FOCUS OF POLICE ACADEMIES

CROSS-IMPACT ANALYSIS

One method for projecting the impact that future events have on each other and trends is through a cross-impact grid analysis. This process allows a researcher to analyze the impact of selected event occurrences with other events and trends forecasted. By inserting the events and trends in a cross-impact grid, one can formulate conclusions regarding the relationships linking events and trends over time. For the purpose of this project two cross-impact analyses were conducted. The first was an analysis of events-to-events and the second was events-to-trends. Event-to-event analysis was accomplished with X-MPACT which is a computer generated program used to determine changes in probabilities. While entering the data the sample question asked is: If event #2 happened, what would the new probability of event #1 be? This was done with each event across the grid. Table #1 is an example of the computer generated grid.

Table #1

Initial	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E 10	Final		
Probability	10	90	90								Probabilities		
E 1	10	X	-40	-10							E 1	###	-4500
E 2	90		X								E 2	90	
E 3	90			X							E 3	90	
E 4					X						E 4		
E 5						X					E 5		
E 6							X				E 6		
E 7								X			E 7		
E 8									X		E 8		
E 9										X	E 9		
E 10											X	E 10	

* The blank spaces in the grid have a zero value.

The column down the right side of Table #1 shows final probabilities of impacted events. The second illustration (Table #2) lists the levels of probability derived by using X-IMPACT in this study. The column along the right shows the final probabilities of the events selected by the NGT panel.

Table #2

10 = Number of Events														
Initial	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E 10	Final			
Probability	33	45	34	35	25	27	25	21	25	88	Probabilities			
E 1	33	X	30	20	60	80	-90				E 1	70	3700	
E 2	45	20	X		50	99	-99				E 2	67	2212	
E 3	34	50	30	X	60	80					E 3	###	7100	
E 4	35				X						E 4	35		
E 5	25					X					E 5	25		
E 6	27					-90	X				E 6	5	-2250	
E 7	25		30			90	-90	X			E 7	37	1170	
E 8	21								X		E 8	21		
E 9	25									X	E 9	25		
E 10	88						70	-20			X	E 10	###	1390

The cross-impact values were entered into another computer software program SIGMA. SIGMA analyzes several fields of data:

- ▶ Probabilities
- ▶ Positive and negative impact
- ▶ Confidence and consensus

After the information is entered the program will run a scenario. Multiple scenarios were run by changing the five digit seed number in the program menu.

From the twenty-five scenarios generated three were selected, depicting the following futures:

- 1 Nominal - What will most likely happen.
- 2 Normative - What one would like to happen.
- 3 Hypothetical - What might happen, best or worse case.

* The scenarios selected were those most interesting to this researcher.

An important aspect of this futures study is to project the impact of events have on each other, and trends. By studying the degrees of impact, the future can be presented in a variety of ways. Exhibit #2 shows the Event-to-Trend Cross-Impact Matrix. Listed along the left side of the matrix are the top ten events selected by the NGT panel (E 1 - E 10). The top row represents the top ten trends selected by the panel. The cells in the grid between the events and trends indicate the level of impact that the event, if it occurred, would have on the individual trends. For example, Event #1 (E 1), will have a +10 or 10% impact on Trend #1 (T 1). If read in its entirety it would state that if unemployment reached 40% it will have a 10% positive impact toward the emphasis on entrepreneurial management. One could interpret from this reading that there would be a significant push toward this style of management if this occurred. Another example is the impact that Event #10 (E 10), will have on trend #3 (T 3). The illustration shows that Problem-Oriented Policing becoming the focus of police training will positively impact police managers becoming facilitators by 60%.

Probability levels were decided by the NGT panel. Events occurred when probability levels reached 30%. Those Events not exceeding 30% were assumed not to have occurred and were excluded from the scenarios that follow.

EXHIBIT 2

EVENT TO TREND CROSS-IMPACT MATRIX

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1	10	5	10	20	20	-20	10	5	0	10
E2	25	5	-5	-10	5	-10	0	0	-20	10
E3	5	20	-10	-20	-20	-5	5	-15	5	20
E4	20	20	20	35	35	25	70	20	0	50
E5	10	5	0	-20	5	-60	-30	-10	0	-40
E6	-70	20	20	30	25	40	30	50	80	50
E7	-5	0	-5	0	0	-5	-10	-5	0	0
E8	0	0	0	0	0	0	0	0	0	90
E9	0	-5	0	-15	-10	0	-5	-10	0	-2
E10	10	40	60	30	60	50	50	70	30	30

LEGION:

EVENTS

- E1: UNEMPLOYMENT REACHES 40%
- E2: STATE TAX REVENUES REDUCED 50%
- E3: MARTIAL LAW DECLARED
- E4: 8.0 EARTHQUAKE STRIKES
- E5: U.S. DECLARES BANKRUPTCY
- E6: ECONOMIC GROWTH IN U.S. SOARS
- E7: COMMISSION FOR POST IS ABOLISHED
- E8: TERRORISTS USE NUCLEAR DEVICE
- E9: MARIJUANA IS LEGALIZED
- E10: POP FOCUS OF POLICE ACADEMIES

TRENDS

- T1: EMPHASIS ON ENTREPRENEURIAL
- T2: LEVEL OF ACCOUNTABILITY
- T3: POLICE MANAGERS AS FACILITATORS
- T4: LEVEL OF REQUIRED SERVICES
- T5: LEVEL OF INVOLVEMENT
- T6: RESPONSIVENESS TO PUBLIC
- T7: POLICE MANAGERS AS LEADERS
- T8: ATTITUDE TOWARDS PUBLIC
- T9: TECHNOLOGICAL INFLUENCE
- T10: LEVEL OF MEDIA INTERACTION

FUTURE SCENARIOS

The purpose of scenario writing in this study is to present a graphic picture of the future. This presentation method will help the reader interact with the information and provide a better understanding of the possible impact it could have on the future. All of the scenarios incorporate identified trends and events, developed by the NGT. To supplement the events developed by the NGT panel a modified delphi was conducted to provide a richer list. The additional events were merged with the existing list to provide a more realistic look into the future. Through the implementation of specific action plans and policies the future, as projected in these scenarios, can be avoided or attained. Strategic management can have an impact on the direction an agency can take to reach a future goal.

SCENARIO #1 - NOMINAL

A hotel sign board read, October 1, 2003, 7:10 A.M. as Captain Lee walked toward the small boat marina in Dana Point. Inhaled deeply allowing the cool crisp ocean air to permeate his lungs. Satisfied that he had arrived, he quickly shed the burdens of the work place and began to display an air of inner peace. The marina appeared especially quaint this morning and the opal water sparkling in the dawn sunshine was extremely tranquil. The salty air and the cool morning breeze seemed almost therapeutic. Upon reaching the marina security gate, the young Captain paused briefly to peer into the optical scanner. With retina identification completed, he then placed his smart card in one of the transaction ports so that he could be credited for fuel and the necessary supplies for the day (T-9). The timely shift from manned patrols to providing electronic securities was a good move by the private security companies (T-15).

Having been raised with the philosophy "Cash is King" it still seemed uncomfortable living in a near paperless money society. The thought of cash also awakened another old memory, diesel fuel, who would have ever thought that the smell of diesel could be missed. Methane was now the mandated mariners' fuel of choice (E-25). A few good whiffs of methane and even diesel has ephemeral qualities. After boarding the small motor yacht, a pot of hot coffee was brewed and eventually Lee became a fixture on the stern of the craft. This was the area of the boat where most of the creative thinking, problem solving, and reminiscing occurred. Rather than motoring around the bay, this seemed an exceptional day for pondering . . . Why had it taken so long for Problem-Oriented Policing to be taught at police academies throughout the state? It seems amazing that one couldn't see the symptoms for this need earlier. Command College preached about mosaic societies for years and made a valiant effort to prepare police managers and administrators. We should have paid more attention. Things could have been worse, if Hong Kong had the mass exodus that was anticipated. Fortunately the Communist Government officials in this regime are more capitalistic than envisioned. Because of the increased cultural diversity and a shifts toward service in the public sector most agencies now required a second language. The most desirable candidates possess multiple linguistic skills (T-21). To enhance responsiveness to public concerns, cultural diversity certification has been mandated. This has lead to a better understanding of people and their various life styles (T-8). Things are a great deal more complex now because most cultures don't seem to want to assimilate into a western (Traditional American) life style. People entering the country now want to maintain their cultural identities. The notion has become so pervasive that second and third generation Americans now want to rekindle their homeland values (T-27). The diversity issues now require additional skills beyond just linguistic skills.

Training in this area involves role playing, total emersion retreats and interactive group exercises. Agencies that incorporated the philosophy of Community Oriented Policing and Problem Solving in the 90's, transitioned at a crucial time. The idea of partnerships with the community had to be developed. Encouraged trust and demanding equal responsibility is an idea that requires the same type of commitment that a successful marriage does. The hope is that even the most diverse communities when working in concert can do well. A good example was when State tax revenues were cut by 50% in 1999 many communities no longer depended on State funding (E-12). Community members worked with police to develop innovative cost recovery programs (T-1). A core of volunteers and city officials now insure that community public safety needs are met. ...Christ, this coffee's gotten cold. After solving this momentary but distracting crisis, Lee continued to reflect. ... Flexibility is the key in management these days. Things have been changing at such an accelerated pace that it's difficult to get totally comfortable with anything. It takes the collective efforts of management to adequately address issues these days. That's why a team management approach has been so helpful in recent years. It takes a variety of talents working together for agencies to be effective. Complexity doesn't allow for random actions among managers. Public servants in management should recognize that instead of competing with each other competition should be a team effort. The skills of the management group as a whole improve in multi-disciplinary settings (T-32). Additionally, collaborative management skills should be stressed at all level of local government (E-10). A lack of consensus among department or city officials breeds public mistrust (E-7). Through collaborative efforts city officials and community managers become more accountable (T-2). Community issues demand that managers be highly skilled.

Leadership and facilitation skills are essential in resolving conflict and providing the direction expected of city officials (T-3), (T-7). In summary the key to community success is good public image. That's why media relations are so damn important. With advances in satellite technology there are few occasions when media can be excluded from crime scenes or sensitive social issues. The strategy now is to assist the media in providing responsible reporting to the public (T-10). As Captain Lee glanced down at his watch he realized that time had escaped him it was 11:30 a.m., just about lunch time. A short walk to the marina cafe would complete Lee's morning sojourn.

Scenario # 1 - Nominal

Trends

T-9 Level of technological influence

T-15 Level of privatization

T-21 Cultural and linguistic skill in management

T-8 Attitude toward human relations

T-27 Emergence of cultural heritage in the community

T-1 Emphasis on entrepreneurial management

T-32 Myriad of experiences and expertise

T-2 Level of accountability to the public

T-3 Police managers as facilitators

T-7 Police managers as leaders

T-10 Level of media interaction

Events

E-25 Fossil fuel vehicles are banned in the Southern California area

E-12 State tax revenues are reduced 50%

E-10 Collaborative skills become focus of management training

E-7 The team management concept is adopted by law enforcement

* To enrich the scenarios additional trends and events were used.

SCENARIO #2 - NORMATIVE

At about 1:30 p.m. on a sunny afternoon, Captain Lee entered the Police/Community Service Center in the downtown area and was welcomed in the customary fashion by the all volunteer staff (T-14). Before entering the office he scanned the five local news papers visible on the receptionist's desk. The date on each newspaper was Monday, October 1, 2002, (morning addition) indicating they were all current. The headlines of primary interest were:

- DNA TECHNOLOGY SOLVES ANOTHER 20TH CENTURY MURDER! (E-3)
- CALIFORNIA STATE PROBATION AND PAROLE ARE REPLACED BY PRIVATE PROFESSIONAL SERVICES (E-6)
- COMMUNITY QUALITY OF LIFE ISSUES BECOME CENTRAL TO LAW ENFORCEMENT (E-2)

The facility, previously known as the Lincoln street station, was buzzing with the usual activity. Absent any real urgencies a Captain's job was usually fairly routine. Not like the old days when Captains were Commanders. The official title now was Director of Police/Community Affairs. Most still used Captain because of the appeal. The Superintendent Of Public Safety or Chief now had the dual responsibility for Police and Fire services. Not a novel idea because some agencies were using this model in the twentieth Century. The concept was rekindled with need to reduce government costs. Down sizing was used through out the agency and had a dramatic affect on employees initially. While restructuring several levels of the organization were reduced or eliminated (T-16). The traditional sergeants position was changed to field supervisor. A field supervisor was now responsible for as many as twenty to twenty-five people. Traditional spans of control were previously five to eight employees depending on the assignment (E-5). Because of the quality of the personnel hired in recent years and the valued employees that remained through the agencies transitioning close supervision is no longer necessary. Most of the qualities expected of traditional supervisors are now required of line officers. Increased community interaction has brought about the additional demand

for leadership and group facilitation skills. Most of the employees and volunteers in public safety speak two or more languages as a result of the increasing cultural diversity (T-21). After scanning the morning calendar, Captain Lee organized notes for the 8:15 A.M. inter-departmental conference call with the Superintendent and the other department heads. Thanks to teleconferencing most of these meetings were conducted in front of the computer (E-4). Brief summaries of city wide business were shared in a matter of minutes. During the conference Lee presented the community survey to be conducted with some of the religious leaders. Consensus was needed because other city services would be required to circulate preliminary fliers and to provide printing. As usual the vote was unanimous. In addition to sharing information on activities in the city, the morning conferences helped to foster teammanship (E-10). Until recent years managers had tried to run their divisions or departments using individualized approaches. Personal agendas and redundancy was the predictable result. Team management was adopted to increase efficiency at all levels of city government (E-7). As the conference room door opened slightly east of Lee's office members of the Eastside Neighborhood Advisory Committee emerged at the conclusion of their weekly lunch meeting (T-22). The Police/Community Area Coordinator Mark Tagami, (previously Lieutenant Tagami), chairing the meeting, exited and walked down the hall into Captain Lee's office. Tagami began his conversation by stating: "Captain one of the best things that has happened to law enforcement was introducing Problem Oriented Policing (POP) in the academies (E-1). Even back in 1994 when the curriculum for "POP" was first implemented, it was clear that this style of policing was here to stay. To see the need for this style of policing in the Southern California the indicators first appeared in the culturally diverse areas of Los Angeles and Orange counties. The writing was on the wall and fortunately we forecasted correctly. "

With nearly one-hundred square miles and only half of the land developed we expected a population increase but who would have expected this. In 1993 the population was a mere two-hundred fifty thousand (250,000). In only ten years the population has doubled. Most of those settling in the area now are of Asia or Latin decent (T-20). This was a challenge not only for our department but for other city departments as well. The most serious challenge was insuring that we had enough people to provide police service. As you recall when we first tried to determine staffing levels our thinking was very traditional. Working in the traditional fashion there was no way to provide the same ratio 1.4 officers per thousand citizens. When the problem was first posed we didn't think seriously about volunteers, citizen patrols, or coordinating with other city departments. We didn't have the sophistication that we now have. Officers routinely access information from remote data bases and network with agencies from their police cars. Technology provides every thing from infra structure data of the city to remote fingerprint scanning (T-9). Field supervisors can coordinate activities with officers or other agencies without having to be physically present. The capabilities and resources officers have now, make up for the lower ratio. One of the refreshing things about our officers is that they no longer perceive themselves as mercenaries. There will always be a tactical side to law enforcement and they understand that. But most officers now view their jobs as shared covenant with the community (T-8). This community approach to problem solving also extends into our educational facilities. Educators now realize that a viable alternative for families is educating their children at home. Major metropolitan areas have reported up to 50% of their student populations involved in home study programs (E-45). Like the police, educators now see that their mission has expanded beyond the primary objective, which is teaching.

Inspiring personal development can always be accomplished through highly structured lesson plans and time frames. This has a tendency to exclude rather than to include a segment of the students. The correlation between well-adjusted and productive citizens and law enforcement is evident. Tatami's spirited talks about his interaction with the community and ideas of a holistic approach to serving the public was delightful. His statements seemed to capture the real mission of law enforcement. Tagami couldn't have used a better example when he talked about how educators had to modify their approach to teaching. Law enforcement's should use a similar strategy. A holistic approach by law enforcement means dealing with quality of life issues, not just crime. Addressing quality of life issues requires the collaborative efforts of city government and all segments of the community. The Department of Public Safety is the catalyst toward this shared objective.

Impacting Trends and Events

Scenario #2 - Normative

Trends

- T-14 Level of civilianization
- T-16 Percentage of managers in police agencies
- T-21 Cultural and linguistic skill in management
- T-8 Attitude toward human relations
- T-22 Emergence of neighborhood organizations
- T-9 Level of technological influence
- T-20 Level of social diversity

Events

- E-3 DNA solvability factors revolutionize work
- E-6 California Probation and Parole are replaced
- E-5 Traditional spans of control in management change
- E-7 The team management adopted by law enforcement
- E-4 Advanced telecommunications for managers
- E-10 Collaborative skills become focus
- E-1 Problem-Oriented Policing becomes focus
- E-45 50% of child education is conducted at home
- E-2 Quality of life issues become central to policing

SCENARIO #3 - HYPOTHETICAL

As Captain Lee stood by the rocky shore line near the spot where Dana Point's small boat marina had once been. As he studied the broken landscape he could not help but think about how beautiful the area had once stood. Things just haven't been the same since the major earth quake in 1998 (E-14). It's been two years since the 8.0 earthquake struck. The epicenter of the quake was in the Ortega Mountain Range just north of the coast. What followed were tragedy and devastation that could not have been comprehended. The towering peaks extending from Elsinore to the Pacific coast line were altered beyond recognition. The severity of the quake created liquefaction at the southern base of the Ortega range and completely emersed the city of Dana Point in sand and rubble. Mounds of concrete, rotting vegetation and various other debris now littered this previously tranquil haven. Most of the surrounding areas had been hit equally as hard. The death toll was close to 100,000 and injuries still haven't been estimated. Major looting became a factor and as a result martial law was declared (E-13). With the government declaring bankruptcy there doesn't appear to be any plans for rebuilding or salvaging what remained (E-15). There was no way to adequately prepare for this type of natural disaster. We were plagued with them in the 90's. There was more that we could have done with our growing social problems. It's a shame that things like community oriented policing never really caught on. Officers were so busy answering the radio to respond quickly from one call to the next that they didn't take time to figure out the underlying cause of problems (T-11).

We seemed to think that policing was an exclusive business and never asked for help. "Cure it with more cops," that was our motto. As crime escalated and jails filled the primary police weapon, "arrest" wasn't effective any more.

A more culturally and ethnically diversified population diminished the effect of command and control tactics (T-31). When officers failed to get compliance they responded with more force (T-33).

This aggravated minor issues and cause them to escalate into volatile situations (T-25). The same year that the government crashed unemployment reached 40% nationally (E-11). The prognosis for the country is at the best bleak (T-26). Recovery at this point would take a miracle. The only promising prospect is a coordinated effort by the United Nations to stabilize crime and civil unrest in our urban areas (T-19).

After another brief scan of the shore line, Captain Lee turned and walked to the military helicopter that had been awaiting his return. He unstrapped his uzi, secured it in the craft, then climbed on board. Moments later the craft lifted silently and banked in a westerly direction over the coast. Instead of focusing on the miles of devastation, Lee looked out over the glistening coastal waters and imagined better days.

Impacting Trends and Events

Scenario #3 - Hypothetical

Trends

T-11 Number of law enforcement agencies in COP
T-33 Ability to depersonalize the negative
T-31 Motivation in a negative environment
T-25 Level of relevant resources
T-19 Level of unionization in agencies

Events

E-14 8.0 earthquake strikes
E-13 Martial law declared in urban areas
E-15 U.S. Government declares bankruptcy
E-11 Unemployment reaches 40% nationally

POLICY CONSIDERATIONS

The research and information derived from the project has allowed this investigator to view this important issue from a variety of perspectives. It was suggested previously that futures research is a subjective process. The forecasting methods used in this study have added to a more objective view. The NGT panel provided valuable assistance in developing trends that police managers should be aware of. Event selection and forecasting was not as successful with the NGT panel. Subsequent to the exercise a modified delphi comprised of law enforcement managers was used as a resource. The delphi group provided a supplemental list of events which contributed to this futures study.

In examining the issue a number of conclusions can be drawn based on current trends. First, the state is currently experiencing dramatic changes in demographics. The prospect of a more diverse population suggests that social problems will be much more complex in the future. Police managers will have to be well versed in diversity matters in the community and in the work place. In order to be successful in this environment a police manager will have to develop interpersonal skills, managerial skills and leadership abilities. Better methods of communicating with the public will have to be designed. With the number of social issues that are sure to arise, law enforcement will have to be keenly attuned to community needs. Buy in will have to start at the line level. Because greater skills will be required at this level, line personnel will be expected to provide st to the problems and in a position to act promptly. This means that most day-to-day decisions will be made by line personnel. Empowerment to perform with greater autonomy must come from higher ranking officers. Some would argue that the role of management will diminish when line officers are making most of the vital decisions.

The information derived from this study tends to indicate otherwise. In order to facilitate the work of line personnel, police managers will need expand their roles. As one police administrator recently put it, "a broader arena awaits where-in police managers will pave the way into the next century." Threats and opportunities will have to be recognized quickly. This will require proactive approaches based on thorough planning and vision. A greater understanding of society, political dynamics and entrepreneurial strategies will be a must. During the NGT process Dr. Eunice Williams (panelist) stated that a "non doctrine" approach to management should be adopted. In other words managers should develop a mindset that does not limit them. Policy considerations to promote this approach could include:

1. A system wide approach to addressing quality of life issues would require letters of understanding from all segments of the community.
 - a. City government
 - b. Residents
 - c. Business
 - d. Religious leaders (etc.)
2. Providing future police managers with the skills they need to be competent/successful leaders.
3. Encouraging community members to take ownership of their neighborhoods.
4. Developing new ways of evaluating police managers.
5. Identifying the resources necessary in carrying out the police mission.
6. Educating community members.

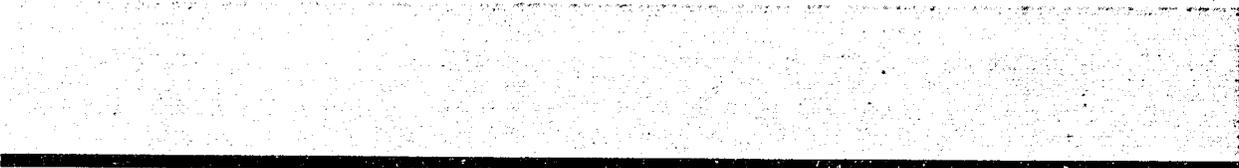
These are just a few of the policy considerations that must be made as law enforcement moves into a new era of management. The old management styles have to be replaced by a new participatory way of running business. By expanding the role of line personnel the gap between worker and management will narrow. As police managers interact with the community they should not lose sight of the fact, government belongs to the people. Police represent government by providing an essential service to the people.

TRANSITIONING

One of the inevitable processes in preparing for the future is change. The effects of change on an organization have the potential for disaster. Some of the symptoms of change are:

- ▶ Uncertainty of the future
- ▶ Tension
- ▶ A feeling of losing control
- ▶ Sabotage
- ▶ Stress

For the police manager changing from the Traditional Law Enforcement model toward Community-Oriented Policing model is an immense task. Some suggest that managers are agents of change. J. Thomas Miller, III (Command College Instructor), wrote, "professional managers are: Decision makers, leaders, those who determine direction, make or break the present that the future, as a result they must live with change." Similarly, Roseabeth Kanter says that, "mastering change has increasingly become a part of every managers job."



SECTION TWO:
STRATEGIC MANAGEMENT

Captain L. Wagner

STRATEGIC MANAGEMENT

PURPOSE

The three scenarios, presented in the previous section, suggest that law enforcement will be faced with changing social conditions that demand a departure from traditional policing. The author has selected the "Normative" scenario, which is the most likely future, to bring strategic analysis in to focus for the study. Research supports the notion that the role of the police manager is changing. The driving forces and indicators for change have been identified, providing insight on what the role of police managers will be. To adequately prepare for this change developing a clear mission statement and a strategic plan is vital.

The City of Riverside and the Riverside Police Department (RPD) will serve as a model to illustrate how a moderate size law enforcement agency can impact the future through a methodical strategic plan. The City of Riverside is an inland community encompassing close to one-hundred (100) square miles, with a population of approximately two-hundred fifty thousand (250,00). The police annual budget is about thirty-eight million (\$38 million) dollars which is more than any of the other city departments. This is typical of most law enforcement agencies. RPD has a total of four-hundred forty two (442) employees, three-hundred one (301) are sworn officers. The ethnic breakdown of employees on the department is 80% White, 12% Hispanic, 6.1% Black, .9% Asia, and .2% Native American.

MISSION STATEMENT

The Command Staff of the Riverside Police Department and upper management created the following mission statement to address the current and future needs of organization and community within the COPPS philosophy:

The Riverside Police Department is committed to a police community partnership in public safety. Our goal is to provide the highest quality of service by insuring responsiveness to public concerns and the effective reduction of fear and crime. While accomplishing our crime fighting mission, we will strive to maintain exemplary professional standards in conduct and performance. We value and respect the ideas and opinions of all employees and our community. We achieve excellence through courteous, respectful, and consistent treatment of others. We earn the trust of one another and our community by holding ourselves accountable to our principles and our commitments. We look forward to the future and recognize the need for creativity and flexibility in adjusting to change.

ENVIRONMENTAL ANALYSIS

OPPORTUNITIES

Internal

One of the primary factors helping in defining the future role of police managers in Riverside is the Chief's desire for leadership and entrepreneurial management. The department has recently adopted the philosophy of community-oriented policing and problem solving as the primary policing style. Police managers are encouraged to be different. They are challenged with new opportunities to lead and to display leadership both inside and outside the organization.

External

City government is in total support of the departments new mission and few in the community have been critical of the expanding role of law enforcement. The growing Hispanic, Asian and Black populations in the city require greater understanding and more involvement by management. This is an excellent time to foster better relations, develop trust and share ideas on ways to service these segments of our community.

The City Manager embraces the concept of Total Quality Management (TQM) which stress efficiency in city government. He encourages department heads to use it as a guide in developing strategies to improve services by coordinating with others. A good example of his proactive approach to running the city was seen when he requested that all city departments develop problem solving technics. To gain a better understanding of the police mission and to help in developing strategies a number of city departments attended the recent Problem Oriented Police (POP) training. Aiding in the move toward more effeciency are technological advancements which are occurring at a rapid pace and providing an array of new resources. Inter departmental computer networking, optical discs for paperless report writing, lap tips and mobile digital transmitters (MDT) for field officers are now replacing the more timely traditional methods of operating and optimizing employee performance. These are the major opportunities that will play an important part in supporting the Riverside Police Department's mission.

THREATS

A number of environmental threats may hamper the departments' mission. Severe budgetary constraints could be one of the primary obstacles. Currently the city is in its third roll over budget and has planned for necessary cuts if the economy fails to improve. Lack of adequate personnel and money to fund vital programs or projects would be a tremendous set back.

As demographics change the problems tend to be more complex and unpredictable for police. Hate crimes have surfaced as one of the primary symptoms of rapid social change. Social unrest is an indicator with some broad implications. An escalation of hate and fear in society could lead to mass civil unrest that lends itself to traditional policing and in extreme cases martial law.

Changes in city government personnel could directly affect the mission if philosophical differences should occur between new and established city officials, (i.e., new chief, city manager, or mayor). An external threat could occur if Riverside Police Officer Association (RPOA) members should grieve the expanded roles of officers and management. Although the organization is made up of members of the Riverside Police Department, police associations are generally considered to be external entities. RPOA members could react unfavorable to the additional work load and departure from traditional policing. The last threat noted is the affluent conservative class in Riverside. This segment of the community has always demanded hard line police tactics to preserve peace and social order. Community-oriented policing and problem solving in these circles are perceived as a soft approach and ineffective in controlling gangs, violence and drugs.

ORGANIZATIONAL ANALYSIS

STRENGTHS

The Riverside Police Department is a proud and aggressive agency devoted to addressing crime and violence. The average years of experience for line officers is approximately six years. The maturity and experience level of the officers has provided the community with highly competent and professional service. Most supervisors (sergeants and civilian supervisors), on the department have fifteen plus years of experience. Middle managers and command level officers average well over twenty years of law enforcement experience. For years the department enjoyed a reputation of being leader in field tactics and operations. The aggressive style of policing was generally supported by the public. Recently the department has adopted community-oriented policing and problem solving (COPPS) as the primary enforcement style. To complement the tactically oriented units (metro unit and gang unit) the department has developed a problem-oriented policing team (POP). In just a few months the team has completed a number of projects targeting problem areas in the city.

One of the most notable successes was a large apartment complex in the downtown area. The successful abatement of the complex resulted in reducing calls for service in the area dramatically. City departments have now started to pool resources and are addressing problem areas jointly. To coordinate efforts between departments the Neighborhood Services Coordinating Committee (NSCC) was created to help identify problematic areas in the city. Each of the city departments involved shares information to provide a comprehensive picture of problems in targeted areas. After a thorough assessment the targeted areas are prioritized through consensus and then addressed in a task force fashion.

An interdepartmental abatement team consisting of code compliance, police, fire, and the city attorney's office has become the primary enforcement wing of the Neighborhood Services Coordinating Committee (NSCC). To facilitate a better response to community needs the police departments field operations division (patrol) has been divided into five geographical areas. Each area is staffed with one lieutenant (area commander), three sergeants, and approximately twenty line officers over three shifts. The lieutenants have a twenty-four-hour responsibility for providing police services in their areas. The line officers are encouraged to use community-oriented policing and problem solving technics in addition to traditional policing methods. Problems that require more time or leg work than the line officers can handle are given to the Problem-Oriented Policing team (POP). The eight man POP team is unhampered by radio calls and has the time to work on identified problems. To make police services more assessable to the public, storefront facilities are being developed in each of the five geographical areas. The notion of satellite or store front facilities has been received with a great deal of community enthusiasm. Several developers and property management groups have offered rent free space just to have officers present.

WEAKNESSES

The Riverside Police Department has long been thought of as a separate entity in city government. Most of the crime fighting until recently had excluded community involvement. Within the organization most of the decision making came from the top-down. This created a distinctive gap between management and line personnel. Officers at the line level with a creative idea or vision of how to improve things were often discouraged. Because of years of top down decision-making supervisors and line officers, look for a great deal of structure in organizational directives.

This is a defense mechanism that insures employees that they are within the organizational "dots." To outline each task required of employees is a tremendous burden on management and tends to work against the objectives of a dynamic organization. Some of the officers that have been accustomed to a great deal of structure are reluctant to assume responsibility or take the lead on anything. The word empowerment is look upon with mistrust and confusion. A common response is, "It's just not going to work."

Currently the Riverside Police Department's ethnic and gender break down are disproportionate to those of the community it serves. Of the departments three hundred one sworn personnel, 80.7% are male white, 13.2%, are Hispanic. 5.3% are black, 1% Asia, and .3% native America. With respect to gender only 8.3% are female while 91.7% are male. The most recent tally of gender and ethnicity in the community indicate nearly 51% Male, 49% Female, a 28.5% Hispanic population, 9% black, 5.5% Asian, 65% White, 1% Native American and 1% other. In spite of the large Hispanic influence in the city few Riverside police officers are Spanish speaking. Little effort has been made to educated officers in cultural diversity or race relations.

The population in the city is approximately 250,000 and growing two-three percent each year. Riverside county is presently rated as one of the fastest growing areas in the state. Situated between Los Angeles and San Diego this one-hundred square mile municipality promises to be one of the most culturally diverse areas in nation. Very little training is offered at the regional training academy to prepare officers for this dilemma.

Although officer per thousand is not recognized as a valid measure, it is used in this report to illustrate relative man power levels. Riverside officers currently represent 1.2 officers per thousand of the population. Most cities are 1.5 officers per thousand and above in their officer to citizen ratio. Riverside has had difficulty reaching adequate man power levels due to a variety of reasons. Retirements, deaths, injuries and terminations have occurred at a faster rate than the department can hire personnel. The hiring process requires many weeks of processing. Candidates selected for the position are then sent to a three-month academy. Upon graduation they enter the field training officer (FTO) program that requires another three months. Under ideal conditions, it takes approximately nine months to put a new officer in the field. City council approved twenty-seven positions in the department to increase staffing; however, given the increasing number of vacancies no significant gains will be realized. City council and the community perceive complaints from the department for additional staffing as whining. To successfully implement the concept of COPPS which will be applied system-wide in the city some basic tenets must be in place. Community-based policing requires officers to devote more time to problem solving and meeting with the public. Significant changes have to occur with staffing levels to insure that officers will have time develop strategies.

Educating the officers and the community will be an important component of this city-wide effort. Transitioning to meet the challenges of the not to distant future should be considered a priority. The city's inability to effectively prepare will most certainly be disastrous.

STAKEHOLDER ANALYSIS

There are many people and groups who will be crucial in the development and implementation of this mission statement and strategic plan. These key people are the stakeholders. Base on the research conducted by this investgator and input from the modified depi group the following list of stakeholders and the assumptions were developed regarding this issue.

- 1 City Council
 - a The City Council answers to a constituency that seeks a safer environment. COPPS appears more promising than strictly traditional methods.
 - b City Council is aware of demographic and social changes. They also recognized the need to prepare for the future.
 - c The City Council is impressed with the new chief and support his efforts to transition into the COPPS philosophy.
- 2 City Manager
 - a Was primarily responsible for the selection of the new chief and will support the chiefs program.
 - b Promotes Total Quality Management (TQM) and problem solving at all levels of city government.
 - c Has a great deal of influence over City Council and city department heads.
 - d Encourages technological advancements to enhance job efficiency and production.
- 3 Mayor
 - a Recognizes the need for an effective and efficient police department.
 - b Responds to the public concerns.
- 4 Chief of Police
 - a Highly supportive and instrumental in the implementation of the new policing concept (COPPS).
 - b Seeks the cooperation of all city departments to address community concerns.
 - c Demands leadership and vision of police management in implementing the COPPS concept.

- d Has empowered line officers to solve problems at the lowest level.
- 5 Business Community
- a Express concerns about the demographic changes in a largely conservative community.
 - b Support a strong police presence to insure safety in the community.
 - c Generally active in forums addressing community problems affecting commerce.
 - d Seeks revitalization in the blighted areas of the city.
- 6 Hispanic Community
- a Favorable response to the COPPS concept.
 - b Generally embraces the notion of having input in community matters.
 - c Still regard many law enforcement officials with suspicion based on past experiences.
 - d Fastest growing segment of the community and seeking a bigger voice in city government.
- 7 Black Community
- a More reserved about accepting COPPS concept than other minority segments of the community.
 - b Seeking a more active role in community problems and city government in general.
 - c Perceive traditional policing style as oppressive toward minorities.
- 8 Conservative majority of community
- a Supportive of efficient and effective law enforcement.
 - b Satisfied with traditional law enforcement methods.
 - c Generally not involved in community issues that do not affect them.
- 9 Riverside PD command officers
- a Supportive of the new chief.
 - b Although committed to change in the organization, prioritizing is done with a bias on issues affecting their respective divisions.
 - c Traditional mindset.
- 10 Riverside PD first-line supervisors
- a Highly experienced nucleus of the department.
 - b Generally oriented toward traditional policing methods.

- c Rely strongly on structure in the organization to insure control at the line-level.
 - d Generally feel left out of the management loop as it relates to decision making.
 - e They resist empowerment.
- 11 Riverside PD line-officers
- a Mixed views on COPPS as a primary policing style.
 - b Most officers are tactically oriented.
 - c Focusing on day to day issues makes accepting a vision extremely difficult.
 - d The negative attitude of supervisors toward selling the COPPS philosophy to line-personnel has been a big set-back.
- 12 Riverside Police Officers Association (RPOA): *Snaildarter*
- a Strong union orientation.
 - b Critical of inconsistencies in management.
 - c Not necessarily resistant to change if officers benefit.
- 13 Advisory Committees:
- The Downtown Neighborhood Advisory Committee (DNAC),
 The Eastside Neighborhood Advisory Committee (ENAC),
 The Casa Blanca Advisory Group (CAG)
- a Generally reflecting the views of the community.
 - b Conduit between city government and community.
 - c Strongly committed to community needs.
- 14 Other City Departments
- a Generally supportive of COPPS and TQM concepts.
 - b Bias toward departmental priorities vs. the "big picture."
 - c Sensitive to the police department being the lead agency in the collective efforts of city government.
- 15 School Districts
- a Supportive of more efficient and effective law enforcement.
 - b First to feel the impacts of diversity in the community.
 - c Key to future community health and prosperity.

Police supervision is the most important component. Without willing leaders, no one will follow. It is critical that this experienced and talented segment of the police department assume a leadership role relative to the issue. This will be a positive influence on the implementation of COPPS.

DEVELOPING ALTERNATIVE STRATEGIES

By using a Modified Policy Delphi, alternative strategies were identified and analyzed. The process revealed several strategies that could be used by the Riverside Police Department to achieve the stated mission. The strategies were ranked and by consensus reduced to the top three.

Following is an analysis of the two most desirable. Pros and cons of each have been listed along with the perceptions of the stakeholders.

STRATEGY I

Conduct team building within the organization at all levels. Stress the importance of transitioning and detail the imminent hazards of status quo.

Advantages:

- Develops a better understanding of the needed changes
- Creates a more cohesive management team
- Energizes the department toward a common goal
- Inspired officers will have an easier time selling the concept to other city departments and community
- Insures that from the chief office down to line officers the vision and goals are clear

Disadvantages:

- Time consuming
- Distracts from other necessary departmental functions
- Costly
- Does not insure the support of other city departments

Stakeholders' Perceptions:

This strategy is an essential step in attaining momentum toward the organizational mission. City government, other city departments and the community could be inspired by positive attitudes within the police department. In spite of the reluctance of other city departments concerning police being the lead agency in a city-wide approach to community health, enthusiastic officers could bridge the gap. Most segments of the community want a safe and secure environment and are ready to contribute toward that cause. Stakeholders will view a cohesive police department positively.

This will have the potential of simulating community support and focusing needed resources on the issue.

STRATEGY II

Coordinate more enforcement efforts with other city departments, community and city government officials. Seek the community's ideas regarding public concerns and develop a service-oriented approach to law enforcement.

Advantages:

- Provides a multi-disciplinary approach to solving problems in the community
- A collective approach to problem solving provides more man power
- Services in the city become more focused
- Duplication of effort is reduced
- Inter-departmental and community relationships are enhanced
- Creative approaches to problem solving will be developed
- Collective approaches will reap long term results
- Fosters accountability
- Long term results can reduce calls for service
- Eventual reduction in municipal costs
- An openness to city government will prevail
- System wide buy-in to addressing problems

Disadvantages:

- Departments will be open to criticism
- Less anonymity more accountability
- By streamlining services personnel may be cut
- While transitioning into this concept work loads could be increased
- Roles and responsibilities may need to be redefined

Stakeholder's Perceptions:

Combining resources is generally considered a good idea by most stakeholders. During these fiscal difficulties it just seems to make sense. Citizens will view this not only as an attempt to "get more bang for their buck" but as an improvement in services. Community members will be more satisfied with multiple departmental responses by the city because problems will actually be addressed and the results should prove to be long lasting. The service oriented approach by city government will give community members a sense of importance and a feeling of control in what used to be a dictatorial and non responsive system. A danger exists in losing credibility with the community if the city is unable to meet the new demands for service.

Lastly coordinating efforts with other city departments will be awkward initially. As strategies are developed and roles become more defined tensions should ease. Other city departments and governmental agencies will benefit from a multi-agency approach to problem solving because quite often agencies are spending just as much time and resources responding to different aspects of the same problems. Working together will foster a better understanding between the various departments and agencies providing the needed focus to solve social problems.

STRATEGY III

Educate the public about the COPPS concept. This would be a city-wide campaign to inform the public about community policing in a variety of forums.

Advantages:

- Insures that the public maintains realistic expectations of service
- Promotes buy-in from the community
- Helps to facilitate intelligent dialogue and understanding
- Supports the notion of law enforcement personnel as facilitators

Opportunity for law enforcement personnel to interact with the community in a positive way
Eliminates misunderstandings about the concept (COPPS means something slightly different in each municipality or jurisdiction).

Disadvantages:

- Takes line personnel away from other tasks
- A great deal is still unknown about COPPS (law enforcement doesn't have all the answers)
- It may be difficult to articulate measurable results

Stakeholder perceptions:

Providing the community with a better understanding of the organizations capacity to address public concerns could reduce unrealistic demands. Most citizens have little knowledge of public safety or available services in their city. By sharing the idea of community-oriented policing with the public and the reasons for its implementation public support can be maintained. A broad base of partnerships can be formed, increasing trust and confidence in law enforcement. Public education should include information on how much the city can handle. Then issues like the reduction of certain services will be easier to explain.

An educated and inspired community could help in further modifications of service and provide ideas that could shape the future of public safety.

One of the difficulties in using line personnel for public education is that it pulls them away from their crime fighting responsibilities. Line personnel could be considering this as one more chore in the array of new demands placed on them. Another problem is that some employees may not be suited for public education forums and place a burden on those chosen for the task. The dilemma, is that public education is vital to the COPPS concept and future growth in a community-based environment.

Many stakeholders will view this as an excellent opportunity for line personnel to interact productively with the citizens they serve. Prudence dictates that the agency should carry out a city-wide public education campaign using all available personnel to achieve this task. Other city departments should also be considered for this task. COPPS requires involvement by all city departments and the community.

PREFERRED STRATEGY

None of the listed strategies by themselves can deal with the multitude of requirement necessary to address this issue. The best plan is a synthesis of the three strategies presented.

- 1 CONDUCT TEAM BUILDING WITHIN THE ORGANIZATION AT ALL LEVELS
- 2 COORDINATE ENFORCEMENT EFFORTS WITH OTHER CITY DEPARTMENTS
- 3 EDUCATE THE PUBLIC ABOUT THE COPPS CONCEPT

Strategy one emphasizes the need to promote team building within the department to clarify the mission and inspire personnel. Supervisors and managers play a vital role in imparting the organization's mission and goals to line personnel. To insure that supervisors and management instill organizational values in their employees they must have "The Vision." The department head must convey his vision clearly and passionately to all personnel, especially the management team.

Several components in strategy two are key to developing a holistic approach to providing public safety. The most essential is seeking public opinion in deciding how to provide services in the city. By conducting surveys, public forums, and just talking to citizens in the community the police department and the city in general will know what services are necessary. This simple approach to community involvement is the essence of what community-oriented policing and problem solving is about. Brilliant strategies have failed not only in police work but in other areas of human endeavor because the actual problems were not fully known. The public can provide law enforcement with important pieces of the puzzle. Developing partnerships with other city departments, other agencies and with the community tends to promote accountability. Partnerships exist with the understanding that each participant share an equal responsibility for achieving a common goal. In a community-oriented policing environment, all members of the community should participate in insuring community health. Each member should also have a voice in deciding what services are necessary in addressing public concerns. Coordinating the efforts and using resources throughout the community is a practical way to problem solve. This will help eliminate the redundancy of overlapping public services and reduce costs of city government in the future.

Strategy three emphasises public or community education about the COPPS concept. This component should not be understated. Long and short term goals toward public education should be carried out immediately. Finding available personnel to provide the public with COPPS training may be taxing but should be considered a priority in furthering the concept. Aiding in community crime control strategies, promoting openness and accountability, and developing partnerships will take time to promote and cultivate. A combination of these three strategies should prove to be extremely resourceful in setting up a successful approach to the stated issue.

Implementation Plan

To carry out a strategic plan the prominent points must be clearly defined. These points provide the frame work from which to begin. The following is a list of the points necessary for implementing the combined strategies.

- Find out the community needs and the expectations of the law enforcement agency and personnel
- Examine the structure of the department and the role of its employees.
- Provide public education in a variety of settings (ie. community forums, neighborhood watch meetings)
- Develop a COPPS committee within the department to serve as a steering and transitioning committee
- Develop liaison with all city departments
- Impliment liaison with other agencies
- Develop liaison with city government committees
- Liaison with all religious leaders
- Identify formal and informal leaders in the community
- Conduct a cost analysis of COPPS projecting initial and long range fiscal impact
- Determine the long range rolls of management in the organization
- Provide ongoing departmental and community training in COPPS
- Develop cooperative strategies with other city departments
- Develop a five-year plan for COPPS
- Solidify the police management team
- Share the "vision"

The initial list of points were developed in a group brainstorming exercise with the modified delphi group comprised of the previously listed Riverside officers. Through consensus the list was reduced to those points thought to be essential in providing a framework or base for additional planning. Additional elements in this process have been broken down into steps to provide a simplistic view of the implementation plan.

- 1 The Chief should develop team building strategies with the entire management team. Ideally this should be done outside the agency (retreat style). Additional departmental strategies should be facilitated by command staff. Productive interaction could be achieved by involving all members of the management team, particularly first line supervisors.
- 2 The Chief needs to select and support key individuals in the organization to champion the COPPS concept. These selections should be made public and missions should be made clear.
- 3 A vehicle (i.e. surveys, interviews, service quality checks), must be created to poll the community periodically to determine if adequate services are being provided.
- 4 A COPPS steering committee should be formed and provided with ongoing support from the Chief's office. The purpose of the group should be to provide focus, render opinion and periodically review the progress of the COPPS concept in the organization. Ideally the group should be comprise of a cross of the department to allow for varied perspectives.
- 5 Conduct public forums regularly to build lasting partnerships with the community.
- 6 Develop ways to free line personnel from redundant or unnecessary job responsibilities. This would provide needed time to interact with the public and problem solve.
- 7 Explore and implement technological developments that will enhance operations. Good examples would be, a paperless report system, or the third generation MDT with the capability of providing field personnel with imagery such as maps, mug shots and documents. This will provide instantaneous result in the field and help facilitate community involvement crime fighting strategies.
- 8 Review the department's structure periodically to determine efficiency.
- 9 Provide a status report evaluating progress and customer satisfaction.
- 10 Revise as necessary.

Some portions of this strategy have already been implemented. Several have been included in the department's yearly strategic plan as goals and objectives. To achieve the department's objective of developing a community-oriented policing and problem solving environment in the city long-range goals should be set. The development of a three to five year plans could provide the city with an interesting look into the future of COPPS. As with any plan flexibility is essential. Frequent scanning of trends and events will help while deciding future strategies.

SUMMARY

It was once said that the only constant in this world is change. In spite of the brief time that modern law enforcement has existed the only frame of reference that most people have is the last forty years of traditional policing. It is difficult to convince the public that there could be anything else. Many become defensive when the notion of change is suggested because change implies that traditional policing was wrong. On the contrary, traditional policing was once and in some areas still is extremely effective. The traditional style of policing however is best suited for homogeneous communities unaffected by the new social challenges. It doesn't take long to see that traditional models of policing the large urban areas of the United States have failed. In spite of attempts to enhance departments with more people and better equipment conditions continue to decline. Problems have become too complex for police agencies to impose military standards in multi-cultural areas simply because police don't understand segments of the community they serve. The City of Riverside can learn from the mistakes of other municipalities. Large urban areas have given most mid-sized agencies a look into the future.

To avoid urban decay and civil unrest radical changes must be made in the way that police and other city services are conducted. Long and short term strategies must be developed now to curb this destructive trend in the United States. Although change is a departure from an exciting past and a predictable future, it must occur. By developing a strategic plan concerning this issue the City of Riverside has an opportunity create a promising future.



SECTION THREE:
TRANSITION MANAGEMENT

Captain L. Wagner

TRANSITION MANAGEMENT

PURPOSE

In section one, Nominal Group Technic (NGT) and futures forecasting helped develop possible future scenarios relative to the issue question. This process identified important trends and events that could influence the role of future police managers within a Community-Based Policing environment. Section two focused on developing a strategic plan and implementation strategy to successfully manage the issue by scanning the environment and identifying the stakeholders. The purpose of this section is to offer a transition management plan to help move the Riverside Police Department from its present state to a more desired and attainable future. This can be accomplished by revisions in existing policies and procedures. As the Riverside Police Department shifts toward this new philosophy its clear that police managers have an essential role in promoting change in the organization. The fact that this evolution will occur over a period of time poses a challenge for management. This portion of the futures study consists of three parts: (1) identification of the Critical Mass and development of commitment strategies for each member; (2) identification of the Management Structure chosen to manage the implementation plan and time lines; and (3) technologies that support implementation. A five part plan is offered to provide police managers with a methodology for implementing transition strategy or "getting from here to there." The most important factor related to the issue is the success of the Community-Oriented and Problem Solving (COPPS) philosophy. Although a successful transition into COPPS is anticipated, there are a number of stakeholders that could positively or negatively influence the implementation process.

DEVELOPMENT OF COMMITMENT STRATEGY

Critical Mass Concept

The stakeholders in the COPPS concept are many. Virtually everyone in the city plays a part in this policing concept. During the transition phase of the concept, some stakeholders will have a great deal of influence in promoting this issue. Those individuals or groups that have the greatest influence on the issue have been referred to as the critical mass. In order to determine the critical mass relative to the issue the modified delphi group identified key individuals and groups that would have a significant on the implementation of COPPS. They are:

- 1 City Council Members (seven wards)-*key leaders*
- 2 City Manager-*key leader*
- 3 Mayor-*key leader*
- 4 Chief of Police-*key leader*
- 5 Riverside Police Officers Association board-*key players*
- 6 Police Managers (Lieutenants)-*key movers*
- 7 First Line-Supervisors (Sergeants)-*key movers*
- 8 Riverside Line-Officers (collectively)-*key players*
- 9 Riverside Police Department Command Staff (Captains)-*key leaders*

Most of the stakeholders in the critical mass are groups. Only a few individuals would have a significant impact on this issue. The following is an outline of the actors or groups in the critical mass. The chart illustrates their current levels of commitment to the issue and the minimum level of commitment required.

Table #3: Commitment Chart

LEVELS OF COMMITMENT					
	BLOCK	LET	HELP	MAKE	
ACTORS	CHANGE	HAPPEN	HAPPEN	HAPPEN	HAPPEN
CITY COUNCIL			X →	○	▶ ○
CITY MANAGER					XO
MAYOR		X →			▶ ○
CHIEF OF POLICE					XO
POLICE ASSOC.		X →	▶ ○		
LIEUTENANTS				X →	▶ ○
SERGEANTS	X →		▶ ○		
LINE OFFICERS		X →	▶ ○		
COMMAND STAFF					XO

City Council

The City of Riverside is divided into seven political wards. Each is represented by a Council Person with thirty to forty thousand constituents. Collectively, the city council could have a significant impact on this issue. The current position of the council has been to help change happen. This also appears to be the minimum level of commitment necessary to inspire and facilitate change.

As the city transitions into this style of policing, there will be many challenges for police, community and politicians. A strong commitment from the council members will be essential in providing leadership and to insure progress. The most desirable level of commitment from this group is to make change happen. To achieve this level of commitment from city council members the following would need to occur:

- The council should be provided with an in-depth look at where COPPS is headed. This could be done with a five year plan.

- Emphasis should be placed on the fact that this is a system wide approach to solving complex problems in the city.
- Roles and responsibilities need to be clearly defined.
- Realistic expectations should be shared.
- Measurable results attributed to COPPS provided on a regular basis.
- Provide the Council with on-going feedback from the community.

City Manager

The City Manager is committed to improving the role of city government in the city. He embraces the concept of Total Quality Management (TQM) and encourages department heads to use innovative strategies to improve services. The City Manager's role in COPPS is viewed as essential because of the influence he has over the various city departments, the city council, and the community served. He has requested that all city departments adopt problem solving techniques and develop a task force approach to addressing the city's major problems. The City Manager's current level of support will be a key factor in promoting COPPS. To insure a city-wide understanding of COPPS, the City Manager should help to facilitate on-going city-wide training. He need not vary from the current level of commitment on this issue.

Mayor

The Mayor is a powerful figure in city government. As the chairperson for city council, she is a highly visible and influential political figure. The Mayor has a city-wide responsibility and as such, is not as closely linked with the citizenry as her council. Being an elected official, the Mayor recognizes the need for an effective and efficient police department. The mayor is responsive to public concerns and sees the advantages of a more open and accountable police department.

The mayor's role in promoting the COPPS concept is considered essential, given her position in city government. Public acknowledgement of successful COPPS and Problem-Oriented Policing projects have generated good media and validated the police department's efforts. Although the Mayor is pleased with some of the results of COPPS, there appears to be a need for better understanding of the concept. As the concept grows and the impacts become far reaching, (impacting quality of life issues) the Mayor could become philosophically opposed. At her current level of commitment, the mayor will allow the city to transition toward COPPS. The minimum level of commitment required is to make change happen. Any misunderstanding or lack of involvement by the Mayor in this process, will result in predictable barriers. In order to avoid potential problems, the following steps should be taken:

- The COPPS concept needs to be clearly defined. This should be done with other city officials present and in a forum that would allow for spirited exchanges
- Future goals should be set with input from the Mayor
- Roles within the concept should be clearly defined
- Illustrate the benefits of a system wide approach to the concept

Chief of Police

The Chief was appointed in January of 1993. His appointment marked the second time in the city's history that someone was appointed to the position from outside. His initial marching orders were to develop a more open, responsive, and accountable police department. With input from the police management team, the COPPS concept was adopted as the primary policing philosophy for the department. The Chief's current level of commitment is to make change happen. He is seeking cooperation from all city departments to address community concerns.

He demands the leadership and vision of police management in implementing the new philosophy and has empowered officers to carry it out. His current level of commitment is consistent with the successful implementation of COPPS.

Riverside Police Officers' Association (RPOA)

The Riverside Police Officers' Association is representative of most line officers and supervisors on the department. The Association has a strong union-orientation and is often critical of police management. The Association has not taken a stand against COPPS. The current position of the RPOA is to let change happen. This is also the minimum level of commitment needed. The Association President, unlike some of his predecessors, is practical and politically savvy. His intent is to keep the Association in good political standing. Major dissent by the Association would jeopardize political and public support. In spite of the fact that there appears to be no immediate threat, the RPOA is vital to promoting the COPPS concept. Because the potential for dissent exists, the RPOA is considered a "Snaildarter". The largest segment of the department are members of the RPOA and as such, it should not be overlooked. The desired level of commitment from the RPOA president is to help make change happen. To gain this level of commitment, the following should take place:

- Regular meetings between police management and the RPOA elected members.
- Provide a clear picture of current and future needs of the city.
- Allow the Association to benefit politically from COPPS related activities (supporting needy groups, etc.).
- Clearly state the goals of the COPPS concept
- Provide logical reasons for transitioning from traditional policing
- Sell the concept

Police Middle Management (Lieutenants)

The mid-level managers on the police department are the lieutenants. Collectively, they command a great deal of respect. Recently the role of the lieutenants in field operations (patrol) was expanded to include more responsibility for the community. The five lieutenants assigned to field operations are responsible for geographical areas of the city, as opposed to shifts. The new role has made them highly visible in the community. Most have aligned with politicians and community leaders.

This has developed into a sense of commitment to the community and the officers assigned to the area. The other nine lieutenants on the department are assigned to support divisions in technical areas and contact with the community is minimal. The lowest level of commitment needed by the middle managers is their current position, which is helping change happen. The area commanders were placed in positions that left them little choice in terms of promoting the new concept. They could be labeled the current heroes in this transition process because they are making change happen. To achieve this goal throughout middle management the following steps should be taken:

- Expand the roles of the lieutenants in other divisions to include problem solving strategies and community involvement
- Encourage them to develop strategies with other divisions, city departments and the community
- Facilitate forums wherein area commanders exchange information on a regular basis with other lieutenants
- Develop team building strategies
- Encourage ownership and buy-in

Riverside First-Line Supervisors (Sergeants)

The first-line supervisors or sergeants are the most important link to the officers in the field. Line supervisors interface with the bulk of the department's employees on a daily basis. Historically, the Riverside Police Department has experienced very little turnover with uniformed personnel. This, factored with virtually no growth on the department, has resulted in a very senior and highly experienced group of line level supervisors. A rotational system was set up for special assignments in other areas of the department, but the most senior sergeants remain in patrol for some very basic reasons; Four-Ten work week, holiday pay, and fellowship. This core of talented supervisors is critical to the successful implementation of COPPS. Some of the major obstacles to overcome with this group are:

- 1 They are generally oriented towards traditional policing methods.
- 2 They strongly rely on structure in the organization to insure control at the line level.

The general feeling of this group is that they are left out of the management loop and have little input regarding policy and major decisions within the organization. Ironically, supervisors resist empowerment. Because of deeply entrenched feelings and a general mistrust for management, this group frequently conveys negative messages or personal views to their subordinates. The results have been disruptive to the organization and have interfered with the transition toward COPPS. The current level of commitment for line supervision (collectively) is to block change. The sergeants have historically been change agents but have failed to collectively assume this role with the COPPS concept.

The minimum level of commitment from line supervisors necessary to insure a successful transition, is to help change occur. To bridge this tremendous gulf, a number of steps should be taken:

- A series of general meetings stressing roles and responsibilities
- Develop a five-year plan with input from the sergeants
- After roles are clearly defined demand accountability
- Include line supervisors in all policy decision making
- Help to facilitate early retirement benefits for those unable to make the necessary adjustments

Riverside Police Line-Officers

The line-officers provide the bulk of services to the public and represent the department in the community around the clock. There is no doubt that they are essential to the implementation of the COPPS philosophy. Currently, mixed views exist among line personnel regarding COPPS as the principal policing style. Like the sergeants, the majority of this group is comprised of mature and seasoned employees. Most are tactically oriented and take pride in their trade.

With the escalating crime and violence in the city, line-officers feel that they have little time to focus on long range remedies. Their perspective is dealing with day to day issues and "holding the line". The negative attitude of line-supervision is disruptive to the organization and counterproductive. The current and minimum level of commitment from the line-officers is to let change happen. The desired level from this core group is to help change happen. To insure the successful implementation of this concept the level of commitment should be elevated to the desired level. This can be accomplished by:

- Providing on going training in problem solving techniques
- Providing officers with technology that can help simplify or reduce tasks in the field

- Develop less formal lines of communication between line personnel and management
- Encourage more interaction between field operations personnel at all levels and work toward developing a team spirit

Riverside Police Command Staff (Captains)

The Riverside Police Department has five divisions or areas of command:

Each of the Captains are committed to supporting the Chief and advancing the COPPS concept within the organization. Periodically divisional bias will surface causing subtle resistance towards the COPPS concept if it appears to conflict with divisional priorities. There has been a tendency to dwell primarily on the problem solving aspect of the concept as opposed to embracing the entire concept.

The newest member of the command staff is charged with the task of promoting the COPPS concept within the agency, and eventually city-wide. Collectively, the command staff has a level of commitment that will make things happen. Parochial focus is the primary problem of this group. Divisional goals have traditionally been the priority with the division commanders. To enhance the level of commitment from this group, the following steps should be taken:

- Team building should be conducted first with command staff and later expanded to include the management team (lieutenants and sergeants)
- Roles should be clearly defined at this level and adhered to
- Support should not be sought after, it should be offered by all members of command staff

Transition Management Structure

The Riverside Police Department recently underwent a reorganization to accommodate advancing the COPPS concept in the city.

The most radical changes are occurring in Field Operations with the development of the five policing areas. In order to enhance the department's new structure team building should be instituted at all levels.

First Step

Only the Chief can initiate team building within the agency during the beginning stages of this concept. The Chief's vision and the department's new mission must be stated clearly and with passion. Roles of employees should be defined and publicly commissioned, by the Chief, to insure accountability. The Command Staff can compliment the current structure of the department by forming an executive committee to champion and over see the transition process. The primary function of the COPPS executive committee would be to facilitate progress within the department and to coordinate divisional strategies.

Time Line -

Bringing the department together and addressing internal issues should be the first step in this process. This should occur in the first month of the transition plan.

Second Step

The second step in the transition involves developing on-going team building strategies with line personnel. The five geographical policing areas are staffed with one area commander, three sergeants, and approximately twenty-five officers. One of the primary functions of the area commanders is to coordinate the activities of the officers in each area.

Developing effective communication among the officers and coordinating strategies is now a key factor in Field Operations. Department wide use of computers make it possible to expand communication by the use of E-mail, fax machines, and cellular telephones. On the horizon are lap-tops with modems which will provide field officers with the ability to access a variety of data bases. Technological innovation could be uses to track area problems electronically in the field. Officers could begin on projects where others ended, preventing redundancy. Teammanship and networking will be essential in developing proactive strategies to fight crime and in addressing community concerns.

Time Line -Most of these actions should occur in the third month of the transition plan. The purchase of lap-tops for all line officers will take approximately two years.

Third Step

The third step involves area officers becoming acquainted with the community. Public forums should be conducted in the various areas to develop information sharing between the community and police. These meetings could be expanded to include other city departments, politicians, and other agencies with mutual concerns. The initial forums should provide the public with an overview of the COPPS concept. In subsequent meetings the roles and responsibilities of all the stakeholders could be explained. Realistic goals could then be established and a "game plan" developed for getting there.

Time Line -

This phase of the implementation plan should occur after the basic team building session or in approximately eighteen months.

Fourth Step

The fourth step in the implementation plan involves educating other city departments about COPPS and developing system-wide buy-in. In addition to the Problem Oriented Policing (POP) training that other city departments received, on-going instruction and group discussions should be facilitated.

The initial training session should be facilitated by the City Manager. With the City Manager setting the stage, city-wide buy-in could be easily achieved. The objectives of the COPPS concept must be made clear and enough time allowed for dialogue to answer the groups questions. This Training should be a general overview of COPPS, facilitated in a manner to allow for the varying perspectives of the city departments represented. Towards the end of the training, goal setting exercises could be conducted with the other city departments. A component of this exercise could be the selection of individuals from each city department to serve as contacts in COPPS related issues. Member of this group could identify common problems and sharing information with the other members of the interdisciplinary group. A common problem could be targeting a run down apartment complexes occupied by gang/drug dealers. Code Compliance, the Fire Department, and Police could then respond collectively to address the problems. The group could be expanded to include county, state and federal agencies, to address major concerns in a task force fashion. A regional communications network could speed the bureaucratic process and enhance communications within the region. Information shared this way can provide easy updates and assist in the prioritizing of projects on a daily basis.

Time Line -

This phase should occur in the sixth month of the transition process.

Step Five

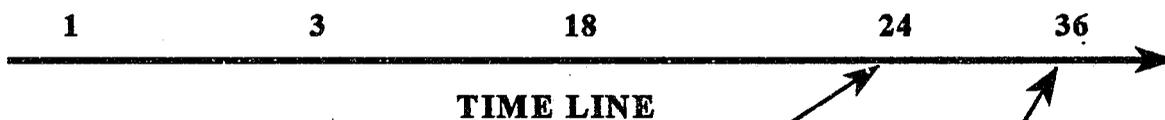
The last phase of the transitioning involves developing crime fighting strategies and addressing quality of life issues with the community. Area officers armed with lap-tops, Mobile Digital Transmitters (MDT's), and cellular phones, will be able to network from the field, instantaneously receiving information that would have otherwise taken hours. Computer generated documents, such as search warrants and arrest warrant abstracts could be produced or replicated on scene. Graphics, maps and mug shots generated by the new generation MDT's, could greatly enhance an officers's ability to deal effectively with crime or crime related problems. With information readily assessable to line-officers via data base, supervisors would have more time for other important matters. Supervision could also focus on their personnel to a greater extent by spending more time with human resource needs. Employee wellness for example, is an area long overlooked by supervision. Factors leading to physical and emotional crisis among line-officers could be minimized if supervisors knew what to look for. Employee awareness sessions and advanced training in symptomatology could be provided for those officers and supervisors who express an interest. Addressing the physical and emotional concerns of police employees will insure a healthy and vibrant department and the highest quality of service to the public.

Time Line -

This phase of transitioning should be achieved in the third year.

CHART #2: TIME LINE FOR INITIAL PHASES

STEP 1	STEP 2	STEP 3
INTERNAL TEAM BUILDING	AREA STRATEGIES W/OFFICERS	COMMUNITY EDUCATION AND INPUT



TIME LINE CHART

*NUMERICAL VALUES ON
TIME LINE REPRESENT
NUMBER OF MONTHS*

STEP 4

EDUCATING
CITY
DEPARTMENTS
(BUY-IN)

STEP 5

DEVELOPING
CRIME FIGHTING
STRATEGIES WITH
THE COMMUNITY

CONCLUSION

This study examined how the issue of WHAT WILL BE THE STATUS OF THE ESTABLISHMENT OF COPPS IN A MIDSIZED AGENCY BY THE YEAR 2003? The City of Riverside, California and the Riverside Police Department were featured to illustrate a systemic look at the issue and sub-issues as they unfold. This research examines the reasons for change, the most likely model for future law enforcement, the role police managers and community involvement within the chosen model. The following is a restatement of the problem, answers to the issue and sub-issue questions, and recommendations for action.

PROBLEM

Fueled by rapid changing demographics in California, there is an increased demand for professionalism in law enforcement. To achieve this in a complex and diverse society, traditional policing methods need to be rethought. Trends show that community-based styles of policing will dominate future enforcement strategies, by the 21st Century. Furthermore, strong endorsements for the latter have come from organizations like the California Peace Officers Association (CPOA) and the California Department of Justice. If this is the direction that law enforcement is taking, then the issue discussed here is critical.

ISSUE QUESTION

What Will Be The Status Of The Establishment Of COPPS In a Midsize Agency By The Year 2003?

Using the Nominal Group Technique the panel provided focus in addressing future job descriptions and expectations of police managers. The panel helped in developing a list of trends and events that provided a basis for structured discussion and further research. To effectively manage necessary change in an agency the mission must be clear and goals developed cooperatively with stakeholders. An important step in this futures study was to develop a strategic plan outlining environmental opportunities and threats, along with organizational strengths and weakness. As stakeholders were identified, levels of commitment could then be established for successful transitioning. The process of transition management toward community-based policing (COPPS) is central to this important issue. Transformational management will be a great challenge for police managers for years to come.

This research supports the notion that the role of the police manager will evolve to meet future challenges. The data developed during this study suggests that the future of law enforcement will be much different because of larger changes ongoing in American society. Forecasting revealed that roles of police managers have not been changing at the same rate as organizational and environmental shifts. These concerns provide the basis this study.

A strategic plan was developed to deal with the array of requirements for successful change. Strategy one emphasizes a team building approach within the department to clarify the agency mission and to inspire personnel. Police managers play a vital role in imparting the organizational mission. The result of bonding in this fashion creates common goals and a cohesive management team. Strategy two stresses coordination of efforts with others and developing resources to solve problems.

City government will improve by responding collectively to crime and community concerns. To facilitate community input, strategy three outlines ways to train the community about the COPPS concept. This includes developing strategies with community members to control crime and to deal effectively with district concerns.

Through the medium of neighborhood forums, intelligent dialog will promote understanding and ensure that the public has a realistic understanding of what services can be provided. In these discussions, the community will be informed about their role in COPPS and a holistic (system wide) approach to public safety. This will involve community members in the selection process and in periodic appraisals of their public servants.

As the stakeholders were identified, it was obvious anticipated resistance and selling the idea are key issues toward successful implementation in the Riverside Community. Commitment strategies were developed for each stakeholder to get from the present to the desired future. A design for successful transitioning was then outlined in a five-step plan:

Step one (1) suggests team building sessions with the Chief of Police. During these meetings the Chief's vision and the department's new mission must be stated clearly with sincerity and passion. The Chief should publicly commission officers to champion the COPPS concept within the agency. This insures that the leading officers promoting the concept have agency support.

Step two (2) details ongoing team building strategies for management and line personnel. This strategy calls for promoting team approaches to address community concerns with officers and managers in each geographical area of the city. Law enforcement personnel working the same geographical areas would receive and share information regularly. This would fill the void often experience between the shifts. As a result, all should gain better insight to the local community and its needs.

Step three (3) requires establishing periodic public forums for ongoing exchanges between the police, other city departments, and community. In these forums the COPPS concept can be shared and the expectations of those involved clearly defined.

Step four (4) deals with working toward a system wide COPPS concept closely linking the police and other city departments. The process of implementation should be initiated with a meeting called by the City Manager with department heads and select members of management. The City Manager should send a strong message demanding system wide buy-in of the COPPS concept. A training session could follow demonstrating how other city departments can participate in community problem solving.

Step five (5) suggests the development of crime fighting strategies with the community and use of technology to enhance field operations. Creative and proactive approaches to community policing will take time. The biggest obstacles will be established governmental policy/procedure and social norms.

ANSWERING THE QUESTIONS

Within the Community-Based Policing model, managers will play a key role in providing enhanced service and managing organizational development (change). Forecasting has shown that greater skills will be required to successfully adapt to a more complex work force and community environment. Results of this study show that manager's role will be expanded. Internally, police managers need to develop new approaches and methods of handling employees. In a workplace that promises to be different racially and along gender lines, inspiring personnel and developing trust will be increasingly challenging. Externally, police managers will be faced with similar challenges in dealing with people from different ethnic backgrounds, religious beliefs and cultural mores. In the Community-Based Policing model, greater emphasis is placed on "customer service." This heightens accountability and responsiveness to public concerns. Delivery of service within this style of policing requires greater collaboration by the police department with other city departments, governmental agencies and community organizations.

The coordination of community policing projects will require entrepreneurial abilities to insure that community funds are spent wisely. As demonstrated in the normative scenario (the desired and attainable future), the needs of the community may also dictate departmental restructuring. Some examples are: reclassification, downsizing, and a holistic approach to law enforcement. A services-driven police environment is inherently customer oriented. Similar to private organizations, municipal policing will be evaluated to a greater extent on the ability to provide service.

To citizens successful police managers will be required to closely monitor crime and community issues, to respond quickly to the social needs.

Technological advances suggest that there will be many new ways for the public to provide immediate input regarding police service. Based on the types of services required in a given municipality, hiring practices are becoming more agency specific. Besides the required interpersonal, technical, and managerial skills that police managers will need to possess, new agency hiring profiles should be instituted. Agency specific hiring practices are occurring in some areas now but may be common in years to come. Community panels may be assembled to evaluate likely candidates for entry level and police management positions.

These types of changes in law enforcement were inconceivable until recent years. After forecasting future police management expectations, job skills and the likely policing environment it is evident that a new paradigm in law enforcement is on the horizon. Although some methods might change in the way law enforcement personnel address crime and community concerns in their cities the basic mission will always be the preservation of peace. This was echoed in a recent speech by President of the United States, Bill Clinton. On April 4, 1994, while addressing law enforcers and members of the National League of Cities at the national crime bill rally, the President stated:

***"It should be your passionate objective to bring safety back to the streets in America
this should be the priority of all cities."***

FUTURE AREA OF STUDY

The COPPS concept involves many important components that have not been explored sufficiently in this study. Some areas that should be addressed in future research related to this issue are:

- ▶ Budgetary issues related to COPPS.
- ▶ Personnel levels needed for proper staffing.
- ▶ Developing crime fighting and proactive approaches with the community.
- ▶ Exploring the issue of rank structure within organizations.
- ▶ Effectively using volunteers in law enforcement.
- ▶ Exploring new training methods for police personnel.
- ▶ Combining related city services.

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June 6, 1993

Name
Agency
Address
City

Dear Candidate,

Thank you very much for consenting to participate in my Independent Study Project (i.e., Master's thesis) Nominal Group Technique (NGT) exercise. The NGT is a form of "structured brain-storming" with a relatively strict protocol. The process will include both individual and collaborative work in a group setting.

Will be meeting on *Tuesday, June 15, 1993, at 9:00 A.M.* The exercise should take approximately four (4) hours. The location of our meeting is Riverside City Hall (Mayors ceremonial room). All participants are invited to be my guest for lunch at the conclusion of the exercise.

Let me share some information about the issue we will address and the purpose that we will use in our analysis.

THE ISSUE

The primary issue is:

WHAT ROLE WILL BE THE STATUS OF INSTITUTING COMMUNITY-ORIENTED POLICING AND PROBLEM SOLVING (COPPS) IN A MIDSIZE AGENCY BY THE YEAR 2003?

My Sub-Issues are:

- 1 **WHAT WILL BE THE POLICE MANAGERS ROLE IN A COMMUNITY-ORIENTED POLICING ENVIRONMENT (COPPS)?**
- 2 **WHAT WILL COMMUNITY EXPECTATIONS OF POLICE MANAGERS BE?**
- 3 **WHAT SKILLS WILL BE REQUIRED OF POLICE MANAGERS?**

THE PROCESS

We will be using the Nominal Group Technique, or NGT for part of our session, and a group survey method for the remainder of the time. Our goals will be:

- To identify important trends and events which are related to, or may affect or impact the listed issue and sub-issues.
- And secondly to forecast trend lines and probabilities of the events.

DEFINITIONS

- **Event** - A single occurrence, that can be traced to a given point in time. (Several events occurring over time create a trend).

Example: New legislation is passed to provide funding to cities involved community-policing.

- **Trend** - A series of related events that occur over a period of time.

Example: Traditional methods of policing are having less impact on crime.

Please note that the process will take about four (4) hours. I'm looking forward to seeing you. Your input will be a valuable contribution to my project. If, for any reason, you are unable to attend please call me (909-353-6032).

Again, thank you for your willingness to participate in this process. See you on June 15th!

Lee Wagner
Captain, Riverside Police Department

COMMUNITY-ORIENTED POLICING

DEFINITIONS:

COMMUNITY POLICING IS A PHILOSOPHY, MANAGEMENT STYLE, AND ORGANIZATION STRATEGY THAT PROMOTES PRO-ACTIVE PROBLEM-SOLVING AND POLICE-COMMUNITY PARTNERSHIPS TO ADDRESS THE CAUSES OF CRIME AND FEAR AS WELL AS OTHER COMMUNITY ISSUES.

POLICE EXECUTIVE FORUM
1992

TO MAINTAIN AT ALL TIMES A RELATIONSHIP WITH THE PUBLIC THAT GIVES REALITY TO THE HISTORIC TRADITION THAT THE POLICE ARE THE PUBLIC AND THAT THE PUBLIC ARE THE POLICE: THE POLICE BEING ONLY THE MEMBERS OF THE PUBLIC THAT ARE PAID TO GIVE FULL-TIME ATTENTION TO DUTIES WHICH ARE INCUMBENT ON EVERY CITIZEN IN THE INTERESTS OF COMMUNITY WELFARE AND EXISTENCE.

SIR ROBERT PEEL
1829

NGT PANELS LIST OF TRENDS

TOP TEN

1. Emphasis on entrepreneurial management
2. Level of accountability to the public
3. Police managers as facilitators
4. Level of required services
5. Level of involvement with community
6. Degree of responsiveness to public concerns
7. Police managers as leaders
8. Attitude toward human relations
9. Level of technological influence
10. Level of media interaction

ADDITIONAL TRENDS

11. Number of law enforcement agencies moving toward community-oriented policing
12. Ability to get money through regular resources
13. Number of agencies charging for services
14. Level of civilianization
15. Level of privatization
16. Percentage of managers in police agencies

17. Experience level of police officers
18. Level of unionization in agencies
19. Level of civil unrest
20. Level of social diversity
21. Cultural and linguistic skill in management
22. Emergence of neighborhood organizations to deal with community/police issues
23. Patchwork/mosaic cultures developing within neighborhoods
24. Level of fiscal innovation among police managers
25. Level of volatility in minor issues
26. Level of relevant resources
27. Emergence of cultural heritage in the community
28. Number of people retiring from the workforce later
29. A need to understand social dynamics
30. Police evaluated on agency interaction with the public
31. Motivation in a negative environment
32. Myriad of experiences and expertise, (academically and practically)
33. Ability to de-personalize the negative
34. Level of community group problem solving
35. Awareness of mental health/wellness of staff
36. Level of focus on liability issues of police
37. Political expertise
38. Public questioning of police tactics

39. Citizen review panel (formal or LEPAC)
40. Level of public scrutiny
41. Lower level employees demanding input within the organization
42. Level of demand for police to deal with more than just enforcing the law
43. Women in the workforce
44. Impact of police work on an officers family
45. Regionalization of law enforcement resources
46. Attention given to recruitment on college campuses and in other communities
47. "No Doctrine" approach to police management

LIST OF EVENTS

MODIFIED DELPHI REVISED TOP TEN EVENTS

1. Problem-Oriented Policing becomes focus of police training
2. Community quality of life issues become central to law enforcement
3. DNA solvability factors revolutionize work
4. Advanced telecommunications technology requires additional training for managers
5. Traditional spans of control in management change
6. California state probation and parole are replaced by private professional services
7. The team management concept is adopted by law enforcement
8. Cultural diversity requires different managerial skills in law enforcement
9. Marijuana is legalized
10. Collaborative skills become focus of management training

NGT PANELS TOP TEN EVENTS

11. Unemployment reaches 40%
12. State tax revenues are reduced 50%
13. Martial law declared in urban areas
14. 8.0 earthquake strikes
15. U.S. Government declares bankruptcy
16. Economic growth in the U.S. soars

17. Commission for POST is abolished
18. Urban terrorists use nuclear device
19. Marijuana is legalized (#9)
20. Problem-Oriented Policing becomes focus of police academy training (#1)

ADDITIONAL LIST

21. Abolishment of asset forfeiture laws
22. A major metropolitan area (i.e. L.A.) ceases to prosecute misdemeanors
23. Supreme Court rules that selective enforcement is unlawful
24. Court mandates ethnic/gender hiring quota
25. Fossil fuel vehicles are banned in the Southern California area
26. 30% of the population becomes elderly
27. Citizen review boards overseeing police discipline and operations are mandated
28. U.S. Supreme Court rules no immigration restrictions
29. State mandates merging of Sheriff and local agencies to form one "Metro" police department in each county
30. Private security authorized same power and authority as police
31. Criminal technology exceeds law enforcement technology
32. Gene manipulation is sanctioned
33. A Police Association in a major metropolitan area breaks along gender lines
34. Custody time for felons only
35. DNA break through leads to a significant reduction in aging

36. The California University system enrollment drops 50%
37. Criminal technology exceeds law enforcement technology
38. State law authorizes citizens to carry concealed weapons
39. Collapse of the Public Employees Retirement system (PERS)
40. Jails privatize
41. All major labor unions strike at once
42. Law passed requiring police retirement a 55
43. Parole agents in California cut by 60%
44. Legal decision regarding aides to require law enforcement to administer quarantine transportation of victims
45. 50% of child education is conducted at home
46. Law Enforcement is unable to compete with services offered by private security
47. Court ruling requires officers to maintain speed limit during pursuits

COMMAND COLLEGE PROJECT

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 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.

DR. DOROTHY HARRIS
COMMAND COLLEGE ADVISOR