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**WHAT WILL BE THE IMPACT OF GANG RELATED HOMICIDES
ON INVESTIGATIVE SYSTEMS BY THE YEAR 2004?**

Technical Report

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ACQUISITIONS

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**Command College Class - XVIII
Commission on Peace Officer Standards and Training
(POST)**

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July 1994

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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).

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What Will Be The Impact Of Gang Related Homicides On Investigative Systems By The year 2004?

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Abstract

This research project examines the issue of the impact of gang related homicide investigation on investigative systems by the year 2004. Through the use of literature search follow-up interviews with topic area experts, panel discussion and case review this topic is studied in detail. The study establishes a finding that the future of gang related homicide lays in the effective application of technology utilization, resource and personnel sharing within the law enforcement community, civilian partnerships with investigative systems as well as improved computerized information resources. A selected strategy is discussed and outlined which recommends the implementation of a management plan to bring the strengthen the model organization's ability to capitalize on the future opportunities the above issues represent. Appendix contains references, pertinent graphs and charts and bibliography.

**WHAT WILL BE THE IMPACT OF GANG RELATED HOMICIDES ON
INVESTIGATIVE SYSTEMS BY THE YEAR 2004?**

Journal Article

**Thomas G. Hoffman
Class 18**

**POST Command College
July 1994**

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INTRODUCTION

Facing a violent death at the hand of another is an instinctively fearful thought for every human being. This fear is said to be a primary source of the very primitive, yet effective, "fight or flight" syndrome. The thought of dying on the street, in view of family, friends and love ones only adds to the inherent indignity of an all too common occurrence in our society. The criminal act referred to here is the gang related homicide. Call it a, "drive by", "a hit", a "bust", or any one of a endless list of street descriptives this act ultimately comes down to another human life cut short by a senseless act of violence. Unfortunately, this tragic and graphically violent event is occurring with rising frequency in many communities California and the United States. What impact the subsequent criminal investigations into these tragic events will have on the investigative systems of the future is a growing concern of police executives across the State. What can the law enforcement profession do to manage this growing work load, in the face of fiscal constraints and organizational downsizing and still improve their ability to identify the suspect(s) and bring the individuals to justice is the focus of this research study.

In recent years gang violence has become one of the most prevailing crime issues facing this nation.¹ On an almost daily basis every corner of society is being exposed to the ramifications of gang violence.² The law enforcement community, and the society they serve, are now routinely subjected to the often brutal realities of this violent criminal epidemic. The implications of this emerging trend has had an impact on the full spectrum of issues facing society. It often appears the vast majority of the social, political and economic issues facing society are being driven and influenced in some way by the violent crime that is now so much a part of daily life in America.³ Gang related homicides are perhaps the most dramatic and emotionally charged of these ever increasing criminal acts. The

¹ Cathy D. MacRae, *Street Gangs in America, Gaining turf, Losing Ground*, Wilson Library Bulletin, March 1992, p99(1).

² Barbara Kantrowitz and Connie Leslie, *Wild In the Streets*, Newsweek, August 2, 1993, p40(1).

³ Andy Furillo, *Fear of Crime Grips Politics, Violence on the Rise For 12 Years*, Sacramento Bee, March 8, 1994, p(1) & (A20).

growing epidemic of gang violence, which often times results in death, has created a commensurate investigative burden on the law enforcement community. Law enforcement investigators and administrators can not ignore their responsibility to professionally investigate these incidents, identify the perpetrators and then assist in prosecution. Establishing the identity and location of the suspects in these attacks routinely presents unique challenges to the investigator and administrator(s) charged with pursuing the investigation(s).

Research completed as a part of a research study clearly validates that the State of California, as well as local communities, continue to struggle with the fiscal crisis created by the ongoing economic recession. The State wide economic recession has necessitated governmental restraint in the area of funding for law enforcement that is unprecedented in State history. Strictly enforced staffing and funding limitations are now a reality throughout the State and County.⁴ Reduced revenues and staffing reductions are unfortunately a day to day concern for the law enforcement administrator. The constraints necessitated through this process unfortunately comes at a time that also brings with it a growing sense of social unrest, racial tension and wide spread fear of victimization by criminals. Radio and televised news media reports and law enforcement research validates that the perception of *the fear of crime* permeates communities throughout the State. Based on media coverage of these events it would seem to some that many of the social, crime and economic issues of the day belie reasonable and attainable solution. The issue of gang related violent crime, and most specifically gang related homicide, certainly is one of the more pressing issues with which society must deal. The perception of personal insecurity and fear this brings to the people in our society threatens the very core of the American experience and the future of the American culture⁵

The challenge of these social and criminal realities demand that law enforcement investigators effectively investigate gang related crime and quickly incarcerate the suspects. This social issue may well have an impact on the law enforcement profession, specifically investigative systems, well beyond

⁴ *City of Inglewood 1993/94 Budget*, July 1993 Publication

⁵ Jon D. Hull, *No Way Out*, Time Magazine, August 17, 1992, p38(3).

the year 2004.

Communities now spend countless dollars pursuing a broad range of social, economic and enforcement strategies aimed at dealing with the problem of street gangs and the violence associated with this phenomenon. The programs run the gamut from preventative enforcement strategies, graffiti abatement projects to social intervention programs and educational partnerships throughout the community.

In the face of often times questionable return for the effort and monies expended the growing list of proposed solutions seems, at times, too immense to effectively manage. As an example, for the fiscal year 1992/93 the City of Inglewood authorized a budget of \$414,381.00⁶ for the Graffiti Abatement Program alone. A tax assessment district in the City of Inglewood generates over 1.5 million dollars each year to finance a twenty person police team with a mandate to curb street gangs and the criminal activity they routinely engage in.⁷ Obviously, the ramifications of this growing crime trend creates a significant burden, both financially and emotionally, for all social and municipal programs and functions. Not the least of the stressed functions are the investigative units of local law enforcement organizations. News reports address this problem on a routine basis throughout the County of Los Angeles.⁸

The perceived need to impact and reduce gang related violence can be seen in many of the most basic aspects of the "American" life style. At, or near the top, of the list of impacted institutions in society is the public school system. Gang violence, specifically gang homicide, has had a tremendous impact on the prevailing tone and focus of many traditional experiences in the educational process.⁹ Gone are

⁶ City of Inglewood Annual Budget 1992-93; *Parks and Code, Graffiti Abatement Program*, p380.

⁷ *Proposition BB*, State of California, December 1988, Inglewood, California.

⁸ Harris, Scott, *Getting Away With Murder, 42% Of The Time, Los Angeles Times, Ventura County Edition*, April 28, 1994, p28

⁹ Josh Meyer, *Study Confirms Widespread Scope Of Danger In Schools*,

the days of school security personnel concerned merely with checking for hall passes.¹⁰ Now civic, political and educational leaders routinely speak of the need for metal detectors and non-voluntary body searches of the children attending the school system. Security at secondary education campus sporting events is now common place, as recently as five years ago this was unheard of.¹¹

Security is now a primary concern at the vast majority of local public sporting venues and shopping centers. This includes malls, financial institutions, public parks and major sporting locations. These dramatic, and highly visible strategies are unfortunately regarded as needed tools to reduce the incidents of possible deadly interaction with gang members and their associates. These once sacred symbols of a free society are rapidly becoming places to avoid or approach with anxiety and trepidation. These are indeed profound statements of the level of fear and anxiety the gang violence problem has brought to today's society.¹²

In order to examine this question of what law enforcement needs to address this problem by the year 2004 a futures study was completed. the first step was to formulate a study question and the criteria was used in that formulation process.

ISSUE SELECTION

- *The selection of the issue question, and associated sub issues, was based on three criteria:*
- *The issue currently impacts a significant number of police departments across the State and Nation.*

Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A36.

¹⁰ Susan Byrnes and Henry Chu, *Violence Finds a Way Through the Safeguards* Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A3.

¹¹ Inglewood Police Department, *Operation Safe Schools Proposal*, May 1991.

¹² Andy Furillo, *Fear of Crime Grips Politics*, Sacramento Bee, Volume 275, March 6, 1994, p(1) & A20.

- *The issue could be influenced by forces outside the police department itself.*
- *The issue and sub issues are capable of being influenced by policies and organizational changes that would impact the future of law enforcement agencies as it relates to the chosen topic.*

With these selection criteria in mind the study issue and related sub issues were identified:

With these orientations in mind it was agreed by a panel of topic experts that the issue of the impact of the gang related homicide on investigative systems by the year 2004 fit well into the above outlined defining parameters.

STUDY ISSUE STATEMENT

What Will Be The Impact of Gang Related Homicides on Investigative Systems by The Year 2004?

As a means to further focus the research study the below listed sub issues were developed by an NGT panel, personal interviews with topic area experts as well as the research process itself. While the primary topic issue would be the focus of the research and analysis it was determined that each of the listed sub issues would play an important role in the overall success, or failure, of any strategy designed to positively impact the future state of the topic issue. To ignore any of these issues may well doom the selected change management strategy to failure even before it was implemented.

SELECTED SUB ISSUES FOR STUDY

- I. What working partnerships with other law enforcement agencies, and the community, will be established and maintained to impact these investigations by the year 2004? ¹³
- II. What role will the rapidly expanding field of technology play in the investigation of gang related homicides by the year 2004?
- III. What computerized information resources of the future may be available and utilized in gang relate homicide investigation by the year 2004?
- IV. How will the attitude and perceptions of the Police Investigator be managed by the year 2004 to ensure/enhance effectiveness of the investigative process?

¹³ Dotson, John, *Gang Raid Demands Multi-Agency Cooperation*, News Chronicle March 21, 1993, Life Style Section, p1

The focus and intent of this research study was to develop, through research and discussion with topic area experts, a likely future scenario regarding gang related homicide investigation and then propose a possible change management implementation strategy that would enable law enforcement executives to positively impact the future course of the issue.

Published articles detailing the senseless violence many citizens are subjected to consumes a significant portion of both the written and televised news media.¹⁴ Fortunately, in the midst of the constant violence and criminal insanity the core members of our society have not lost their reverence for human life or their commitment to law and order. This may well explain widespread support and concern communities display towards their police departments.

The effective law enforcement administrator must be able to anticipate the future state of the profession and realistically predict the methodologies, systems and technologies that may be available to him/her to meet the demands that will confront his/her organization 2004. Gang related homicide investigations can reasonably be anticipated to be such an issue in the law enforcement arena in the coming years. The predictable burden these investigations will place on the investigative function of organizations throughout the nation can not be ignored or unanticipated. The unique complexity of these investigations continues to create new demands on every aspect of the investigative operation, from manpower deployment, teamwork strategies, technology utilization to witness management and investigator motivation. The successful investigative administrator must anticipate, with educated certainty, the course of the future of the investigative process and then guide his/her organization into a position to seize the opportunities that will be available.

Three possible future scenarios involving this issue topic were developed from the information generated via the NGT, interview and research processes. These scenarios were each representative of one of the following basic orientations:

¹⁴ Editorial Staff, *Easy Access to Guns Fuels Epidemic of Youth Violence*, Los Angeles Times, March 29, 1993; Part One, p1.

- (1) *What will likely occur if nothing unusual happens to alter the present course of the topic issue.*
- (2) *What might occur if the trends and events result in a "worst case" outcome.*
- (3) *What will happen if the course of the issue is managed to create the "most desired" future.*

Conclusions drawn from this process suggested that if long range plans are implemented it will be possible to manage and guide the course of gang related homicide investigations towards the most desirable future by the year 2004. The desired future would be one in which a more effective response by the investigative function created enhanced opportunity for enhanced solvability rates and improved frequency of successful prosecution of identified suspects. The selected scenario addressed the normative case and is included below:

Normative Scenario

Reported Gang Related Homicides At A Record Low. State Wide Solvability Rate Improves.

The chairman of the California chapter of the Gang Homicide Investigators Association has announced that California law enforcement investigators have successfully solved 85% of all gang related homicides committed during 2003.(T8) Department of Justice statistics also verified that the overall number of individuals involved in gang related activity (T2) as well rate of reported gang violence has fallen for the third straight year. Gang related homicides have fallen from a high of 1500 in 1994 to 500 this year.

These encouraging disclosures were announced at the annual meeting of U.A.G.V. (United Against Gang Violence), a cooperative effort between educators, business leaders and law enforcement executives throughout the State. This partnership is committed to reducing the escalating rate of gang violence that continues to terrorize communities throughout the State. (T3, E1) This organization was formed in response to the record high number of gang related homicides in 1994. Two notable cases highlighted that now infamous year. The assassination of Senator Brown by members of a local street gang and the killing of twenty (20) Asian gang members in a single event by a rival Hispanic gang in Sacramento. (E3,E5,T7) 1994 was also the year gang violence forced the closure of the mammoth Los Angeles Unified School District for over half the school year due to gang related violence on the

campuses throughout the system(E1).

Homicide investigators across the State attribute the reduced number of homicides and improved clearance rate to many positive factors coming together. After years of cooperative law enforcement strategies, community partnerships and consistent focus towards the utilization of technology and computerized information systems the corner has at long last been turned in this cycle of violence.

State bill 603, which was enacted in 1995, has finally begun to reap positive results for the cash starved school districts throughout the State(T3). This landmark decision provides for additional funding generated via the restructured court fine allocation system (T5,T3,E1,T2) One third of all fines collected in the State and local courts now must be diverted to local school districts for anti-gang, cultural awareness and job placement programs. This multi-faceted program has brought countless gang age juveniles off the streets and into the business community. (E7,T5,T7,T10) This program has also ensured that the once often criticized public school system in the State has improved consistently since the enactment of this funding provision. Homicide investigators State wide agree the improved school district has played a major role in reducing gang membership and the concurrent gang violence in their communities.

It is also seen that investigative techniques have improved significantly since 1994. Computerized gang intelligence systems, national gang information networks, cooperative enforcement strategies, information reward programs as well as meaningful witness protection programs are all now common place in the investigative process.(T1,T9) Most notable of these State wide programs is the recently approved grant that provides for a guaranteed college education for any gang member, or associate, that provides evidence and testimony that leads to the conviction of a suspect in a gang related homicide. (T3, T5,T8,T9)

Scientific advances in the area of anti-aggression drugs have also begun to have a positive impact on the problem.(E10) The perceived failure of electronic monitoring systems for probationers and parolees, coupled with the reluctance of the courts to continue the use of these devices, (E9, E10) chemical agents are growing in acceptance and use throughout the State. This medical technology has demonstrated its effectiveness in the control of the behavior of the most violent gang members.

The conference participants all agreed that the continuation of these outlined strategies and partnerships is critical if the fight against gang violence is to be successful. To that end, the association has committed to redoubling their efforts in the coming months to encouraging new members, identify and assist in the implementation of innovative technological applications in the investigation of gang homicide and thereby enhancing the opportunity for success by the assigned investigators.

A UNIQUE INVESTIGATIVE CHALLENGE

All too often the violence so commonly associated with gang activity results in the death of a gang member, or an associate. In the most tragic cases an innocent bystander loses his/her life due to these incidents. The growing number of lives lost in these crimes has played a major role in the skyrocketing numbers of homicides reported each year in many of the cities and counties in the State. The rising homicide rate in the United States has created a backlog of murders that remain unsolved.¹⁵
¹⁶ Law enforcement simply can not keep pace with the number of these incidents and effectively pursue the time intensive investigations each case demands.

When the mindless violence and turf battles of the gangs constitutes a violation of the law, local law enforcement is tasked with the responsibility of identifying, capturing and ultimately assisting in the prosecution of the perpetrator(s). This challenge must be met if law enforcement, and ultimately society itself, is ever to gain the upper hand in this cycle of violence that now terrorizes our

¹⁵ James P. Tuttle, , *MUST: A Team for Unsolved Homicides*, F.B.I. Law Enforcement Magazine, (March 1993) v62n3 p3(1),

¹⁶ Harris, Scott, *Getting Away With Murder, 42% Of The Time*, Los Angeles Times, Ventura County Edition, April 28, 1994.

communities.

As criminal behavior has evolved, so have the motives, profile and background of the involved suspects. Homicide investigation traditionally involved known victims and clearly identified suspects. It was rare to have a homicide with an unknown, or unidentified suspect or victim. Random, senseless killings were extremely rare and attracted significant media and law enforcement attention. With the growing reality of gang related homicides this is no longer the prevailing profile of homicide investigations. All five of the homicides reported in the City of Inglewood during February 1993 were directly attributed to gang violence and did fall into the guidelines of a "traditional" murder.¹⁷ Many inner-city communities are now experiencing a disproportionate number of gang related homicides each month. "Traditional" homicides most frequently involved known suspects and long standing interpersonal relationships between the suspect, witnesses and victim(s). Cooperation with the investigator was far more common than not. The vast majority of homicides required comparatively less time intensive investigative efforts to reach a successful conclusion than the now commonly encountered gang related homicide. This traditional profile is not representative of the vast majority of gang related homicide investigations.¹⁸

Investigators must equip themselves to effectively respond to the routinely evasive responses gang members and their associates provide to them regarding the events surrounding these homicides. Investigators must also recognize that witnesses to gang related homicides frequently refuse to cooperate with the investigation. Finally, investigators must be aware of their personal biases and growing level of frustration and bitterness regarding these events and the individuals commonly associated with them. All these facts further compromise the effectiveness of the investigative process. As the motives and suspect profile of criminal activity evolves in our society, so must the focus and methodologies utilized by law enforcement in the investigative process. This research will explore the

¹⁷ Inglewood Police Department Crime Analysis Report; *Gang Crime Still Behind* 1992 March 3, 1993 p1

¹⁸ James Willwerth, *Fighting the Code of Silence*, Time Magazine, February 19, 1990, p59(1).

many opportunities the investigator and administrator can utilize to address this issue by the year 2004.

THE SELECTED STRATEGY

The chosen strategy to guide the model Department towards the most desirable future was determined to be: *Implement a Plan That Involves Creating a Multi-Jurisdictional Investigative Task Force Supported By a Newly Formed Gang Related Homicide Investigative Unit.*

The desired future in this research area seeks to create an investigative system that can significantly improve the solvability rate for gang related homicides by the assigned investigative unit(s). The chosen implementation strategy seeks to improve effectiveness through team work, professional partnerships and improved utilization of computerized information and scientific evidence processing technologies and resources. A commitment for significant improvement in the area of information networking and resource sharing amongst the various members of the criminal justice network is also a critical component of the chosen strategy. The Inglewood Police Department, Office of Criminal Investigation will serve as the model Department for the purposes of this study.

The selected strategy calls for the implementation of a multi-office, multi-jurisdictional investigative task force supported by a newly formed gang related homicide investigative unit coordinated through the Office of Criminal Investigation. This operation will be technology and computer supported with every available resource in these two areas routinely applied to the investigative process.

The selected strategy will necessitate a significant rethinking of the current investigative policies and philosophy in the Office of Criminal Investigation. This strategy will also demand a renewed commitment towards partnerships and shared responsibilities with the various members of the newly created investigative teams.¹⁹ For this strategy to work to its fullest potential territorial barriers throughout the Department itself will also need to be set aside. This shift in paradigm will also

¹⁹ Hansen, Thomas *Administration Acts To Take Control of the Crime Issue* Los Angeles Times, Ventura County Edition, March 30, 1994, Section One, pg. A25.

necessitate a rethinking of the investigative focus and policy in each of the proposed team member Divisions and Sections, as well as any participating support organizations. Investigator "attitude management" will also be a critically important focus of the overall strategy employed by this plan.

A newly formed investigative unit, to be created through an Office of Criminal Investigation reorganization will facilitate the Departments participation in the strategy. An advantage to this plan is the flexibility it will provide the Inglewood Police Department as it relates to responding to the ability and willingness of the various partnership organizations to provide "full spectrum" participation to the strategy. The development of a internally staffed and supervised, specific team of investigators to pursue gang related homicides would ensure consistency of focus and the timely exchange of relevant information between the various participating agencies as well as the Divisions and Offices of the Department. This benefit will exist whether or not all participants could provide the same level of commitment, manpower and resources. This specifically focused team will enable the Department to "react" to the full range of participation and resource availability the other organizations offer.

The *desired future* in the area of gang related homicide investigation would be one that seeks to significantly improve the ability and timeliness of the solvability/clearance rate for the at issue investigations. The selected implementation strategy would have as its' key components the following strategies:

- Supervision will effectively manage the case loads of each investigator to ensure optimum efficiency at all times.*
- * Investigators, and supervisors, must continuously utilize all available computerized gang information resources to pursue homicide suspects, their associates and any possible witnesses.*
- * Investigators, and their supervisors, will establish and maintain working partnerships with the various components of the Department as well as other members of the law enforcement community. Professional networking will be a performance standard throughout the investigative operation.*

- * *Effective liaison, and a spirit of partnership, will be established and maintained with the business community as well as the administration, teachers and students in the local public education system.*
- * *Investigative creativity and personal initiative will be a primary focus in all gang related homicide investigations. A positive, enthusiastic attitude will be a daily requirement.*
- * *The Department will maintain an exceptional level of individual accountability from supervisors and investigators throughout the investigative process.*

ENVIRONMENTAL ANALYSIS

An evaluation of the current state of the issue within the organization must be completed if any meaningful plans and strategies for a future state are to be developed. The organization must clearly define where it is before it can realistically develop plans for the future. In this section of the study the *WOTS - UP Analysis*, an acronym for Weaknesses, Opportunities, Threats, Strengths Underlying Planning, was used as a means to organize the evaluation of the topic issue. The impact of the social, technological, economic, environmental, and political environment (*S.T.E.E.P.*) that is a part of the model Department was also considered during the development and discussion of the proposed strategic plan.

THE ORGANIZATION'S CAPABILITY TO MEET THE CHALLENGE OF CHANGE

In order for any strategic plan to be effective an analysis of the Department's capability to accept and adopt a new program must also be studied. For this aspect of the study four Captains and the Chief of Police were drawn together to conduct an analysis of the Department's weaknesses and strengths as it relates to the implementation of a strategic plan addressing the topic issue.

INTERNAL STRENGTHS:

- Recent reorganization efforts in the Office of Criminal Investigation has assigned additional Investigators to the Homicide Division. Reduced case loads should improve the ability of the investigators to successfully clear assigned cases.
- Recent transfers have brought the Office of Criminal Investigation back to near full staffing levels.
- Recent Staff promotions has brought young, creative thinking leaders into the strategy

formulating circle of the Department. With the commensurate support of the Police Chief this should prove to be a strength for the implementation of new strategies in investigations.

- Upcoming promotions at the line and middle management levels will provide additional opportunity to bring new thoughts and creative vision to the management ranks in the Department.
- Current wide spread acceptance of computers and the utilization of technology
- throughout the Office will be a strength in the course of implementation of a strategic plan.
- A well established, and professionally respected Gang Intelligence Unit will be a strength in this process. The well established networking capabilities of this unit, in conjunction with a excellent gang member data base will be beneficial in the implementation process.

INTERNAL WEAKNESSES

- An ever changing, volatile, City Council adversely impacts the Departments ability and willingness to take risks and be innovative. These are critical elements in the fight against violent crime.
- The current administration has yet to establish a specific mission as it relates to gang violence in the community. The inconsistency this breeds can compromise the Departments ability to move forward aggressively in a new area.
- Weakness in the area of effective, cooperative team work amongst the Staff officers and their immediate subordinates sometimes inhibits the various Divisions and Units throughout the Department from working effectively towards a common cause.
- Staff members a commonly shared focus and mission, each is independently driven by the needs of the various Offices, this is sometimes a source of organizational confusion and misdirection.

THE CHALLENGE OF CHANGE MANAGEMENT

Research has shown that the success of the organizational change process depends on the ability of the organization to manage the implementation of the change effectively. Due to the range of issues this strategy attempts to address the effective management of the transition period will be critically important for the long term success of the proposal. Research, and discussion amongst law

enforcement executives, also supports the orientation that each transition plan must be tailored to the unique needs and culture of the organization undertaking the challenge of transitional change. Three separate components of the change process were identified as critically important in a well managed implementation scenario. Each of these components ultimately interrelate. Each is intended to ensure the realization of the *desired future* with maximum efficiency and a minimal level of resistance and anxiety by the members of the participating organizations.

STAKEHOLDER ANALYSIS

The Stakeholder Analysis looks at individuals and groups that are impacted by your actions, or who can have an impact your actions, or care about what it is you plan do. A person who on the surface would not appear to fit the profile of a stakeholder, but upon closer analysis does, many times with a negative view of the strategy, is called a *snaildarter*. A *Snaildarter* is an unanticipated *Stakeholder*.

The following list was developed through a brainstorming session involving the same members of the group referenced in the previous section regarding the strengths and weakness review. The list includes individuals and groups internal and external to the organization that would have a definite interest in the issue and the outcome of any implementation strategy. As a matter of reference an assumption can be defined as: *A statement accepted or supposed true without proof or demonstration.*

20

SIGNIFICANT STAKEHOLDERS

- | | |
|-------------------------|------------------------------------|
| 1. City Council | 6. The Courts |
| 2. Police Chief | 7. Media |
| 3. P.O.A. President | 8. Gang Homicide Investigators |
| 4. District Attorney | 9. gang Intelligence investigators |
| 5. Police Command Staff | 10. School Administrators |

The situational and stakeholder analysis completed in the course of this research project served as the basis for the development of the list of the "*critical mass*" individuals and groups. It was decided that these stakeholders were "critically" needed to ensure the success of the selected strategy. The various negotiating skills and methods outlined in the book, "**Getting to Yes, Negotiating Agreement**

²⁰ The American Heritage Dictionary, Second College Edition, pg. 138.

Without Giving In" ²¹ will be utilized by each of the critical mass members and groups, to include the project manager, during this transition management process. This is not to say that the stakeholders not listed as members of the critical mass are not important, but merely that the absence of support from these individuals or groups would not potentially doom the selected strategy to failure. The list of "critical mass" individuals and groups is comprised of the following stakeholders, also to be referred to as actors in the subsequent pages of this research effort:

- *The Chief of Police*
- *The P.O.A. President*
- *The City Manager*
- *The District Attorney*
- *Gang Investigators*

It was felt that all the listed stakeholders would/could play a role in the development of the team. Shared ownership in the development of the strategy for implementation and in the area of information sharing and investigative methodologies would positively impact the likelihood of success for the program. A plan that involved a broad spectrum of the outlined stakeholders was seen to be the most likely to be accepted and sincerely pursued from conception to implementation. Mutual buy in and personal commitment would be available for all the participants, thus reducing the possibility of snaildarters sidetracking the strategy.

The most obvious disadvantage to this strategy was the need to get executive managers in each of these agencies to support, staff and fund what amounts to an experimental investigative strategy. Administrators and Investigative supervisors set in their ways and unreceptive to change could undermine the proposal. Unclear lines of accountability of the management team in the early stages of implementation could create confusion and dissension amongst the participating Departments. Multi-jurisdictional efforts bring with them a heightened opportunity for confusion, ego generated conflict and "organizational" problems.

²¹ Houghton Mifflin, *Getting to Yes - Negotiating Without Giving In*. Boston, 1981

THE IMPLEMENTATION PLAN

For the implementation process to be successful it is seen that the transition management team must be made up of a team of individuals that collectively possess the experience, expertise and desire to make well informed organizational and technical decisions. These decisions must address both the logistics and supportive personnel networks needed to make the implementation of the strategy a success. The transition management team must also be in an organizational position to develop sound strategies and to effectively deal with organizational dynamics and fiscal responsibilities for each of the involved groups and agencies. Due to the interpersonal and inner-Office dynamics outlined in the discussion of the critical mass group strong interpersonal and negotiating skills are a mandatory prerequisite requirement for each member of the Transition Management Team. Mutual commitment by the management team, a commitment towards team building and true "buy in" are critically important for the overall success of the strategy.

For the purposes of this strategy the Lieutenant assigned as the Executive Officer of the Office of Criminal Investigation will serve as the Project Manager. The Project Manager style of transition management was chosen due to the organizational realities of the Department and the support agencies that would become a part of this investigative strategy. The police middle manager is in a strong position to effectively interact with the administration(s) and supervisor(s) from the participating agencies and departments. The chosen project manager has a well earned reputation for bringing the best of the organization together to meet administrative and technical challenges. The ability to focus all available resources towards the achievement of a common goal will be of paramount importance throughout the transition management period. The selection of this level of manager to serve as the Project Manager will bring to the project the needed organizational latitude to make the spontaneous decisions this transition period will surely demand.

Finally, the chosen manager is an individual has a well earned reputation for turning conceptual ideas into operational reality. This skill, perhaps above all others, will prove to be the most beneficial to the project and its' members. The Project Manager would then be responsible for bringing the major stake

holders together to participate in the development of the strategies and plans to begin to move the Department towards the desired future. This component of the transition management strategy is intended to bring a sense of team work, consensus building and mutual "buy in" to the project. Without these ingredients the project is doomed to failure.

The initial responsibility of the program coordinator would be to contact and identify local Departments to establish an interest list for development of the investigative network. Currently available resources such as the Los Angeles County Homicide Investigators Association, Gang Intelligence Officers Network, L.A. County Probation Department, State Parole, Serious Habitual Offenders Program (S.H.O.) Coordinators and long standing inner agency relationships would serve as a pool from which to solicit interested organizations and personnel.

Once a list of interested agencies had been developed the selection and background criteria for the Investigators requesting to be assigned to the team(s) would need to be developed. Early in the process it would also be necessary to create a mutually agreed upon list of "qualifiers" for a case to be assigned and investigated by this multi-jurisdictional task force. It was determined that the assigned investigators must be individuals who have demonstrated an ability and willingness to accept new methods and systems for dealing with homicide investigation. The potentiality of this group of stakeholders becoming very destructive snaildarters was seen as very likely if left unattended. Once selection criteria in these two critical areas is clearly established and "buy in" is obtained from the participating agencies phase two of the implementation plan would begin.

Phase Two responsibilities would include investigative team leader identification, consensus gathering as to team composition, focus and future development, specific investigator assignments, equipment acquisition and assignment and coordination of any team building training exercises. This phase would also involve the "indoctrination" of the various Department heads, and their Staff, to ensure that these critical stakeholders have an accurate understanding on the goals and objectives of the program. It is seen that support from the executive level of the participating organizations and departments would be

critical to the long term success of the operation. It was also felt this would reduce any likelihood that any one of these individuals could become snaildarters.

Phase Two of implementation will also ensure the development of meaningful follow up evaluation systems and objective criteria, as well as the systems to ensure the timely monitoring of the program's progress. Once the team concept begins to investigate homicides the plan(s) to move from the "old, comfortable" investigative methods of the past to the new, uncertain, methods and focus of the *future* will be addressed.

TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

The final stage of transition planning involves identification and selection of the methods and technologies which can be used to support implementation of the desired changes in the organization. A clear understanding of the strengths and weaknesses of the organization that created the current state of affairs is critical to the understanding of what is needed to achieve the *desire future*. The selected transition management structure is designed to ensure this responsibility is met and the opportunity for critical aspects of this area are not overlooked.

The selected technologies and methods recommended for the chosen strategy include:

TEAM DEVELOPMENT/ TASK FORCE APPROACH: Multi agency participation in this project is seen as imperative if information, personnel resources and modern technologies can all be used to their fullest potential. The active participation of this group in the transition management planning and implementation will foster a sense of shared ownership and personal commitment vital to the success of the project.

TECHNOLOGY USER GROUP: At the core of the selected strategy is the enhanced utilization of new technologies and suspect information resources. Without the effective use of these resources the project will never achieve its full potential. The Project Manager will be tasked with the responsibility of developing a user group, comprised of members of the task force, to oversee the implementation and utilization of investigative technologies. A concurrent responsibility of this group will be to identify, and then coordinate the training of the other team members in the use of the chosen technologies. Finally, this team will ensure the timely implementation of these resources during the

transition state so that the that the *desired future* can be readily achieved through the use of these tools and resources.

CONCLUSIONS AND RECOMMENDATIONS

This research study has attempted to forecast the future of the impact gang related homicides will have on investigative systems by the year 2004. Research completed in this study clearly suggests that if current trends continue gang violence, and specifically gang related homicide will significantly impact investigative systems in the future. Department of Justice and Federal Bureau of Investigation crime statistics, economic forecasting and demographic studies all suggest that gang violence is a growing epidemic in society. Media reports vividly document that gang violence is unfortunately becoming a part of the social fiber and conscious of this nation. Literature research completed in this study has revealed that the social, economic and political indicators all point to the fact this epidemic of crime and violence is not abating. This study has demonstrated that there is no single action plan that can effectively address the immense range of issues this criminal epidemic represents to the law enforcement profession. Statistical analysis of local, state and national homicide clearance rates clearly suggests there is significant opportunity and need for improvement in the capacity of investigators to solve these difficult cases. Homicide investigation methodology and focus must change if the gang related murder is to be successfully resolved in the future.

Work load statistics and crime patterns clearly validate that no one department or agency has the personnel, economic resources or administrative latitude to effectively respond to the overwhelming work load created by gang violence. The impact of the ongoing economic recession as it relates to municipal budgets and law enforcement staffing issues can not be ignored. Reduced budgets and deployment realities have forced the vast majority of organizations in the criminal justice system to face new, and sometime painful decisions. At the core of the recommendation in this study are recommendations that address these facts. The need to develop effective working partnerships with the various enforcement identities within the system must now be considered in all areas of the profession,

to include investigations. A commitment to pursue and develop relationships based on a commitment to team work in the investigative process and professional partnerships is at the core of the recommendations for the future of gang related homicide investigation. These relationships must also include the local school district administration and private business if they are to be fully effective. Coordination that ensures a sense of shared ownership throughout the team to instill personal responsibility in the efforts to identify and then successfully prosecute the suspect(s) in these cases will be important components of a viable plan to address the issue.

As investigative systems move towards the year 2004 there will be tremendous opportunity for creativity and dynamic change in the focus, technology and methodologies utilized to pursue these investigations. Computerization and information technology has made tremendous advancements in recent years. Recent economic realities in the private sector have motivated many industries to rethink their market and look towards law enforcement and crime prevention as the market place of the future. The well planned investigative system of the future must be fully prepared and ready to capitalize, and put to meaningful use, the technologies that will be assuredly be available. Preparing the organization to be fully capable of turning the opportunity these technological advancements represent into reality is also a recommendation of this study. The law enforcement profession must keep pace with the society it is sworn to protect, the research clearly validates the world is aggressively advancing in its use and application of technology. This study has suggested that if the law enforcement profession is to meet this need there must be a commitment now to bring these tools and resources into the daily culture of the investigative process. To do this effectively partnerships within the criminal justice system are imperative, shared resources and personnel are clearly demands of the future. To do less, is to ensure the patterns and statistics relative to the capture and prosecution of these suspects continues at current levels.

Personnel management and motivation must also be a continued focus of the successful police

executive. The emerging workforce in the law enforcement profession has clearly demonstrated a new and more dynamic list of demands to remain committed and motivated. The gang related homicide investigator is not an exception to this orientation. It is recommended that through the application of the suggested strategies in this study there will a commensurate improvement in the perception that success is a real possibility in these cases. Reduced frustration levels, a renewed sense that the organization is pursuing and applying the full scope of available tools to address the problem will all play a positive role in the maintenance of the moral and motivational level of the gang related homicide investigator.

There is no question change in the homicide investigative process is needed. Change will inevitably occur, regardless of the level of administrative initiative present in a given organization to anticipate and respond to that change. The challenge that faces law enforcement executives lays not in *if* these changes will occur but in *how* and in *what* time table will each of their organizations pursue the future state of gang related homicide investigation. "Business as usual" can not be the order of the day as it relates to gang related homicide investigation. The challenge that confronts each individual who aspire to lead police organizations into the future is to recognize that adapting to change is a fundamental responsibility of the law enforcement community. It is hoped that this study will provide the reader with some thought provoking ideas and methodologies as it relates to the future of gang related homicide investigation.

PROJECT BACKGROUND

Facing a violent death at the hand of another is an instinctively fearful thought for every human being. This fear is said to be a primary source of the very primitive, yet effective, "fight or flight" syndrome. The thought of dying on the street, in view of family, friends and love ones only adds to the inherent indignity of an all too common occurrence in the United States of America. The criminal act referred to here is the *gang related homicide*. The murders described here address those homicides perpetrated by, or vicariously caused by, street gang members, or their associates.

For the purposes of this research the Department of Justice definition of street gangs will be utilized. Street gangs are defined as: "an ongoing organization, association, or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more of the criminal acts defined as (1) Assault with a deadly weapon, (2) Robbery, (3) Homicide or manslaughter, (4) Sale, possession for sale, transportation or offer to manufacture a controlled substance, (5) Shooting at an inhabited dwelling or occupied vehicle, (6) Arson, (7) The intimidation of witnesses or victims, (8) Grand theft of a vehicle, trailer, or vessel. Also for the purposes of this study the definition of a gang member as found in the California Penal Code (Section 186.22[a]) will serve as the understood definition. The Penal Code defines a gang member as: any person who actively participates in any gang with knowledge that its members engage in, or have engaged in, a pattern of criminal gang activity, and who willingly promotes, furthers, assists in any felonious criminal conduct by members of that gang. throughout this study "gangs" and "gang member" will be defined in these terms.

The Department of Justice reported over 1,000 gang related homicides in California in 1991, 248 of these crimes occurred within the jurisdiction of the Los Angeles County Sheriff alone.

Call it a, "drive by", "a hit", a "bust", or any one of a seemingly endless list of street descriptives attached to this act it ultimately comes down to another human life cut short by a senseless act of violence. Unfortunately, this tragic and graphically violent event is occurring with rising frequency in many communities throughout the State of California and the United States. In a May, 1992 report published by the Attorney General's Office of the State of California it was estimated that in the previous eleven (11) year period the gang population in California had grown by over 240%. In this same report the Attorney General's office estimated that if the current trend of growing gang populations continues there will be over 250,000 gang members in California by the year 2000. In a May 1992 report published by the Los Angeles County District Attorney's office it was estimated that there were currently 125-130,000 criminally active gang members in Los Angeles County.

Gang related crime and violence is clearly inundating police and sheriff departments throughout California. In the 1993 annual report published by the Orange County District Attorney's office it was reported that 68% of all criminal filings in that county during 1993 were filings against known, identified gang members. In the City of Inglewood, California it is estimated that over 50% of all reported robberies are attributable to gang members. In 1992 and 1993 over 60% of the reported homicides in this community of 100,000 people were attributed to gang activity.

What impact the concurrent growing numbers of criminal investigations associated with street gang violent crime, and specifically gang related homicides, will have on criminal justice investigative systems of the future is clearly a futures issue facing police executives throughout California. The law enforcement profession must creatively respond and adapt to the work load created by this issue. This responsibility must be made in the face of State-wide fiscal constraints in all areas of the criminal justice system, overloaded social service programs,

the increasing budgetary reductions imposed on police organizations by local and state government.

While many budgets are reduced, others grow astronomically in response to the gang violence problem. In a study completed by the University of Southern California Medical Center and published in 1993 it was estimated that Los Angeles County spent in excess of 231 million dollars during 1991 dealing with the medical care of victim associated with gang violence. This figure could reach as high as 540 million when indirect costs, such as, outpatient care and related expenses are calculated. The Office of Criminal Justice Planning budgeted and granted \$7,161,560.00 for fiscal year 1989/90 just for gang suppression programs. It has been clearly demonstrated that the money this issue costs California each year is more than the total operating budget of many countries throughout the world.

In the face of these significant obstacles the law enforcement profession can not ignore the challenge the investigation of these crimes represents. As these incidents continue to escalate in frequency investigative efficiency must not be further compromised. How will law enforcement executive of the future manage this work growing work load while also striving to significantly improve the homicide investigators' ability to identify the suspect(s) and bring those individuals to justice will be the focus of this research study.

In recent years gang violence has become one of the most prevailing crime issues facing this nation.¹ On an almost daily basis every corner of American society is being exposed to the

¹ MacRae, Cathy D. "*Street Gangs in America, Gaining Turf, Losing Ground*", Wilson Library Bulletin, March 1992, p99(1).

ramifications of gang violence.² The law enforcement community, and the society they serve, are now routinely subjected to the often brutal realities of this violent criminal epidemic. The implications of this emerging trend has had an impact on the full spectrum of issues facing this society. It often appears a majority of the social, political and economic issues facing our society are being driven and influenced in some way by the violent crime that is now so much a part of daily life in America.³

Gang related homicides are perhaps the most dramatic and emotionally charged of these ever increasing criminal acts. The growing epidemic of gang violence, which often times results in death, has created a commensurate investigative burden on the law enforcement community. In an study published by the Orange County District Attorney's office and released in early 1994 it was documented that 74 of the homicides reported in 1993 in Orange County were directly attributed to gang-related violence. Of the 74 reported crimes only 31% (24) were successfully resolved by police and sheriff investigators. During this same time period reported violent crime in Orange County attributed to gang activity grew by more than 20% (372 to 465 incidents) from the previous year.

These statistics only paint a suggestion of the tremendous burden these crimes, and the subsequent investigations place on investigative systems across the State. The symptoms of this investigative overload manifest itself in widespread uncommonly low case clearance rates, (*the percentage of cases solved as compared to the number of cases assigned to investigators*) especially in homicide cases. A reported clearance rate of 31% speaks of the severity of the

² Kantrowitz, Barbara and Leslie, Connie, "*Wild In the Streets*", Newsweek, August 2, 1993, p40(1).

³ Furillo, Andy, "*Fear of Crime Grips Politics, Violence on The Rise For 12 Years*", Sacramento Bee, March 8, 1994, p(1) & (A20).

investigative problem(s).

The issue of low solvability rates, in the face of rising crime and widespread violence, is further complicated by the staffing and funding realities created by the ongoing recession in California. In the face of these grim realities law enforcement investigators and executives simply can not ignore the responsibility to professionally investigate these incidents, identify the perpetrators and assist in successful prosecution.

Research completed in this study validates that the State of California, as well as local communities, continue to struggle with the fiscal crisis created by the ongoing economic recession. Orange County reported that 68% of the criminal filings in the County during 1993 were directly attributed to gang members. This disproportionate percentage of the total criminal prosecution effort is not a unique level of emphasis in the State of California. This percentage of case load assignment represents a significant percentage of the overall budget for criminal prosecution in the most populated County in the State of California. The ongoing economic crisis in the State has necessitated governmental restraint in all aspects of the State budget. Perhaps the most dramatic impact has been the significant reductions in funding traditionally directed towards law enforcement efforts throughout the State. Reduction in this funding is truly unprecedented in California's history. Strictly enforced law enforcement staffing and funding limitations have become a common reality throughout California and Los Angeles County. ⁴

In the City of Inglewood, as an example, the fiscal budget for 1993/94 reflected the loss of 1.4 million dollars in the Police Department budget and the elimination of eight sworn positions in

⁴ *City of Inglewood 1993/94 Budget*, July 1993 Publication

authorized staffing. Similar budget reductions and elimination of positions was reported in municipal and County law enforcement organizations throughout California in 1992 and 1993. Lay off and downsizing are now commonly heard phrases in an industry that as recently as ten years ago would never be asked to even consider such an option. Hard felt fiscal realities and reduced staffing issues are a reality of the law enforcement profession at a time that also sees a growing sense of social unrest and wide spread fear of crime. News media reports and law enforcement research validates that this perception of the fear of crime permeates communities throughout California. Based on media coverage of these events it would seem to some that many of these social and economic issues of the day defy reasonable solution. The issue of gang-related violent crime, most specifically gang-related homicide, certainly is one of the more pressing issues with which society must deal. The perception of personal insecurity and fear this brings to the people in the society threatens the very core of the American experience and the future of our culture as we know it today. ⁵

The challenge of these social and criminal facts demands that law enforcement investigators effectively investigate gang related crime, and incarcerate the suspects in a timely way. This social issue may well have an impact on the law enforcement profession, specifically the investigative function, well beyond the year 2004.

Communities now spend millions of dollars pursuing a broad range of social, economic and enforcement strategies aimed at dealing with the problem of street gangs and the violence associated with this phenomenon. These programs run the gamut from preventative enforcement strategies, graffiti abatement projects to social intervention programs and educational partnerships with law enforcement. In Los Angeles County law enforcement

⁵ Hull, Jon, D. "No Way Out", Time Magazine, August 17, 1992, p38(3).

budgets represent approximately 25 percent of the total budget of every municipality. Although no specific figures are available, responding to the full spectrum of responsibilities the rising incidents of violent crime, coupled with the growing rate of gang related homicides, it is clear this phenomenon consumes a greater percentage of available enforcement dollars each year. Available research also supports the orientation there is no indication these trends will abate in the near future.

In the face of often times questionable results as compared to the effort and monies expended the growing list of solutions seems, at times, too immense to effectively manage. As an example, in fiscal year 1992/93 the City of Inglewood had a budget of \$414,381.00⁶ for the Graffiti Abatement Program alone. A tax assessment district in the City of Inglewood generates over 1.5 million dollars each year to finance a twenty person team with a mandate to curb street gangs and the criminal activity they routinely engage in.⁷ The ramifications of this growing crime trend and the fear it instills in the minds of local citizens creates a significant burden, both financially and emotionally, for all social and municipal programs and functions. Not the least of the stressed functions are the investigative units of local law enforcement organizations. News and media reports focus on this problem on a routine basis throughout the County of Los Angeles.

The perceived need to impact and reduce gang related violence can be seen in many of the most basic aspects of the "American" life style. At, or near the top, of the list of impacted institutions in the society is the public school system. Gang violence, specifically gang homicide, has had a tremendous impact on the prevailing tone and focus of many traditional

⁶ City of Inglewood Annual Budget 1992-93; *Parks and Code, Graffiti Abatement Program*, p380.

⁷ *Proposition BB*, December 1988, Inglewood, California.

experiences in the educational process.⁸ Gone are the days of school security personnel concerned merely with checking for hall passes.⁹ Civic, political and educational leaders routinely speak of the need for metal detectors and non-voluntary body searches of the children attending the public school system. Security at secondary education sporting events is now common place throughout Los Angeles County, as recently as five years ago the need for this drastic action was unheard of.¹⁰

Personal security is now a primary, very visible, reality at the vast majority of local public sporting venues, parks and shopping centers. The fact these institutions have armed security is now frequently addressed as a "benefit" to the public who choose to frequent these locations. These dramatic, and highly visible strategies are unfortunately regarded as necessary tools to reduce the incidents of possible deadly interaction between gang members and their associates. These once sacred symbols of a free society are rapidly becoming places to avoid or approach with anxiety and trepidation. These are indeed profound statements of the level of fear and anxiety the gang violence problem has brought to society.¹¹

Published articles detailing the senseless violence many citizens are subjected to consumes a significant portion of both the written and televised news media.¹² Fortunately, in the midst of

⁸ Meyer, Josh, *Study Confirms Widespread Scope Of Danger In Schools*, Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A36.

⁹ Byrnes, Susan and Chu, Henry, *"Violence Finds a Way Through the Safeguards"*, Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A3.

¹⁰ *Operation Safe Schools*, Inglewood Police Department, May 1991.

¹¹ Furillo, Andy, *"Fear of Crime Grips Politics"*, Sacramento Bee, Volume 275, March 6, 1994, p(1) & A20.

¹² Editorial Staff, *"Easy Access to Guns Fuels Epidemic of*

the constant violence and criminal insanity the core members of the society have not lost their reverence for human life. The American culture, by and large, continues to hold sacred the reverence for human life as a very basic right of the human experience. This conviction is truly something to be safeguarded at all cost.

All too often the violence associated with gang activity results in the death of a gang member, or an associate. In the most tragic cases an innocent bystander loses his/her life. The growing numbers of lives lost in these type of crimes has played a major role in the skyrocketing numbers of homicides reported each year in many of the cities and counties in the State. The rising homicide rate in the United States has created a backlog of murders that remain unsolved.¹³ Law enforcement simply can not keep pace with the number of these incidents and complete the time intensive investigations each case demands.

When the mindless violence and turf battles of the gangs constitutes a violation of the law, local law enforcement is tasked with the responsibility of identifying, capturing and ultimately assisting in the prosecution of the perpetrator(s) of these crimes. This challenge must be met if law enforcement, and society, is ever to gain the upper hand in this cycle of violence that now terrorizes many communities.

As criminal behavior has evolved, so have the motives, profile and background of the involved suspects. Homicide investigation traditionally involved known victims and suspects. It was rare to have a homicide with an unknown, or unidentified suspect. Random, senseless killings were extremely rare and attracted significant media and law enforcement attention. With the

Youth Violence", Los Angeles Times; March 29, 1993; Part One, p1.

¹³ Tuttle, James, P., *"MUST: A Team for Unsolved Homicides"*; F.B.I. Law Enforcement Magazine, (March 1993) v62n3 p3(1)

growing reality of gang related homicides this is no longer the case. The profile of many homicides has evolved significantly over the past decade. "Traditional" homicides most frequently involved known suspects and long standing interpersonal relationships between the suspect, witnesses and victim(s). Cooperation with the investigator was far more common than not. The vast majority of homicides required comparatively less time intensive investigative efforts to reach a successful conclusion than the now commonly encountered gang related homicide. This is not the case in the largest percentage of gang related homicide investigations. All five (5) of the homicides reported in the City of Inglewood during February 1993 were directly attributed to gang violence.¹⁴ Each of these incidents fit the as profile as outlined above.

Many other inner city communities throughout the state experience a disproportionate number of gang related homicides each month. This crime trend is truly a widespread, social and professional issue with significant futures implications.¹⁵

The homicide investigator of the future must be prepared to effectively respond to the routinely evasive responses gang members and their associates provide to them regarding the events surrounding these homicides. Investigators must also recognize that witnesses to gang related homicides frequently refuse to cooperate with the investigator(s). This is largely do to the frequent intimidation these witnesses are subjected to by the suspect and his/her associates. Finally, investigators must be aware of their personal biases and a growing level of frustration and bitterness regarding these events and the individuals commonly associated with them. All

¹⁴ *Gang Crime Still Behind 1992*; Inglewood Police Department Crime Analysis Report; March 3, 1993 p1

¹⁵ Willwerth, James, *Fighting the Code of Silence*, Time Magazine, February 19, 1990, p59(1).

these facts further compromise the effectiveness of the investigative process.

As the motives and suspect profile of criminal activity evolves in society, so must the focus and methodologies utilized by law enforcement in the investigative process. The truly effective law enforcement administrator must look into the future and anticipate the methodologies, systems and technologies that may be available to meet the demands that will face his/her organization in the future. Gang related homicide investigations can be anticipated to be such an issue in the law enforcement arena. The predictable burden these investigations may well place on the investigative function of these organizations can not be ignored. The inherent complexity of these investigations places new demands on every aspect of the operation, from manpower and technology utilization to witness management and investigator motivation. The successful investigative administrator must anticipate, with educated certainty, the course of the future of investigation and then guide his/her organization into a position to seize the opportunities that will be available regarding this issue.

SUB ISSUES AFFECTING ISSUE QUESTION

The selection of the issue question, and associated sub issues, was based on three criteria:

- ◆ The issue currently impacts a significant number of police departments across the State and Nation.
- ◆ The issue could be influenced by forces outside the police department itself.
- ◆ The issue and sub issue are capable of being influenced by policies and organizational changes that would impact the future of law enforcement agencies as it relates to the chosen topic issue.

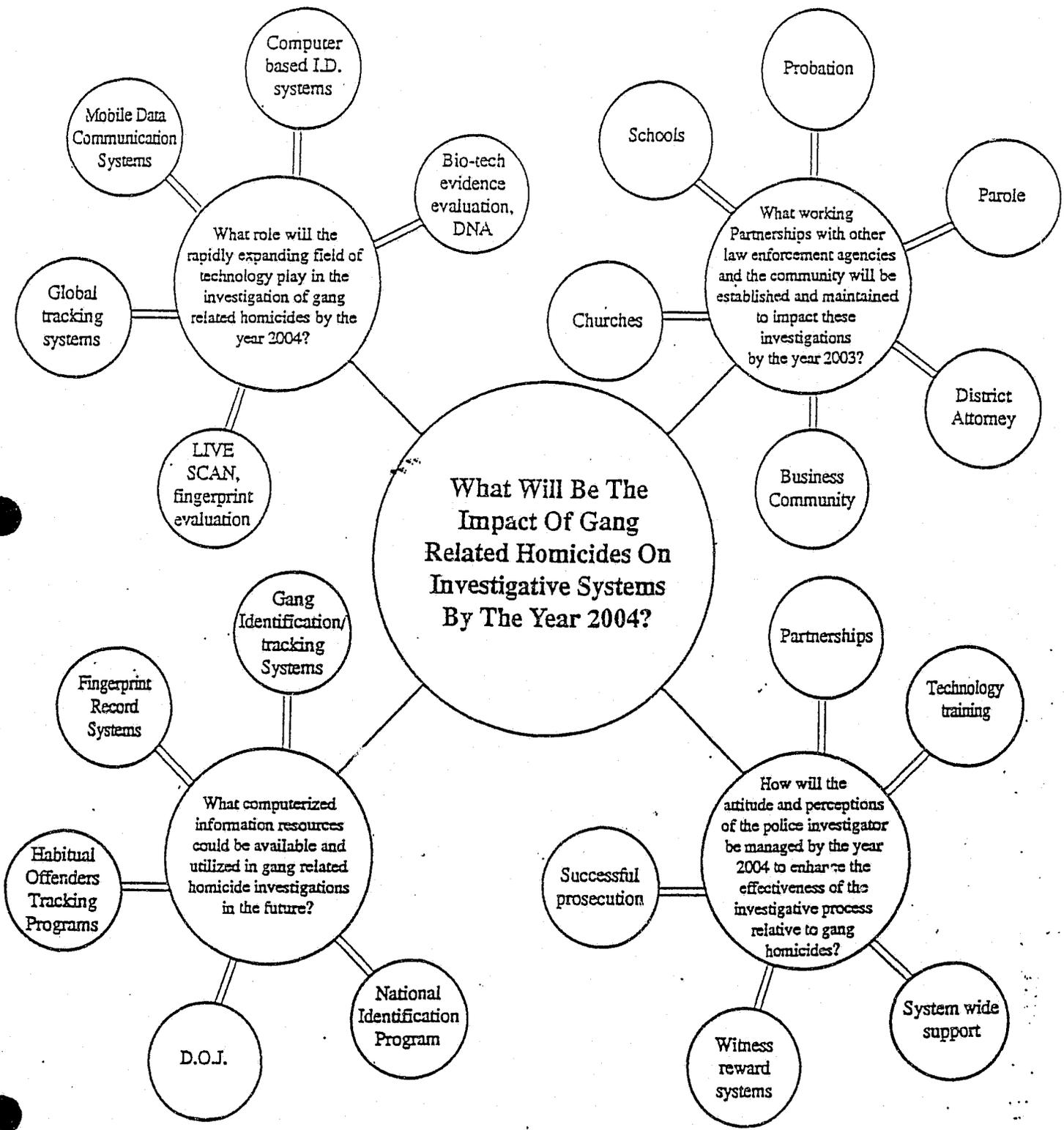
For the purposes of this research a panel of topic area experts was interviewed by the researcher to solicit insight and direction regarding the chosen topic issue and sub-issues. The expert panel consisted of a current Chief of Police of a Southern California municipal police department with over twenty years experience in law enforcement, a homicide investigator

with over seventeen years of experience in homicide investigation assigned to the homicide unit of a local, inner-city police department, an attorney with the Los Angeles District Attorney's Office with fourteen years experience prosecuting homicide cases in Los Angeles County, a Southern California police lieutenant currently commanding a homicide unit for a local municipal police department and a gang unit probation officer with Los Angeles County Probation Department with ten years experience.

With the outlined evaluation dimensions in mind it was determined by this researcher that the topic of the possible impact of gang related homicides on investigative structures by the year 2004 fit well into these defining parameters.

While attempting to develop the sub issues for this research this basic orientation provided the panel with a mental "foundation" from which to begin the forecasting and strategy thought processes. As a part of the sub issue development process the panel created a *futures wheel* relative to the topic issue and the projected sub issues which were seen as having a potential impact on the future state of the topic issue. The results of that effort are shown on the following page of the study.

Futures Wheel



SELECTED SUB ISSUES FOR STUDY

I. *What working partnerships with other law enforcement agencies, and the community, will be established and maintained to impact these investigations by the year 2004?*¹⁶

When law enforcement speaks of partnerships the future thinking administrator can not be restricted to thinking in terms of inter-agency strategies and relationships. Law enforcement must look outside the "walls" of their own organizations and City structures for assistance and resources. Law enforcement agencies all across the nation clearly lack the resources to carry the fight against gang violence alone.¹⁷

These outreach efforts must include active, cooperative partnerships with the many facets of the community that may be in a position to provide street level intelligence and street level insight to assist the investigative process. These partnerships may include the schools, clergy, business and health service communities.¹⁸ Numerous public presentations by contemporary police leaders have touched on some of the opportunities these relationships can provide to the innovative investigative administrator and investigative staff. These opportunities must be explored more fully.

In a more traditional view of partnerships, effective working relationships with neighboring law enforcement agencies must be pursued. As communities throughout the state attempt to respond to the growing fiscal realities of the ongoing recession law enforcement has experienced a significant expansion in the application of this team work/task force strategy in

¹⁶ News Chronicle: *Gang Raid Demands Multi-Agency Cooperation*, March 21, 1993, Life Style Section, p1

¹⁷ Bremmer, Brian, *"Murder On Main Street"*, Business Week, Jan.14, 1992, p42(1).

¹⁸ Leerhsen, Charles, *"Going Like Gangbusters, America I Can"*, Newsweek, June 17, 1991, p20(1).

recent years. These efforts include the multi-agency enforcement strategy argued by James Tuttle in his publication: *MUST: A Team For Unsolved Homicides, March 1993, F.B.I. Magazine*. Improved communication and interaction with neighboring law enforcement organizations such as the California Department of Parole and Los Angeles County Probation Services are just a few of the opportunities that merit further discussion and inquiry. Open dialogue, cooperation and information sharing between law enforcement and the many other "enforcement" arms of the City government structure, i.e. Code Enforcement, Business License Departments, Fire Marshall, etc. must also be explored in earnest if the profession is to create a comprehensive strategy for the improvement of the investigative process in these cases.

The scope and future growth possibilities of these relationships, and how they can be better applied to improve the effectiveness of the investigation of gang related homicides, will be addressed in this study.

II. What role will the rapidly expanding field of technology play in the investigation of gang related homicides by the year 2004?

The possible future impact of technology can not be overlooked as the police administrator of the future contemplates the course and potential of investigative systems of the future. As has been outlined in numerous presentations by police executives, this arena represents endless possibilities for the law enforcement administrator of the future. Not the least of these applications is the growing field of personal identification and tracking made available through technological and computer advancements. The identification of the perpetrators of gang related homicides is a common problem in many of these investigations. Absent verifiable, bonafide, identification of the suspect(s) successful prosecution is impossible. Identification technologies, to include CAL ID (California Identification, a state wide, computerized

fingerprint record keeping/analysis system) LIVE SCAN (computer driven, imaging program for reproduction of finger prints) and DNA (biological analysis of chromosome make up of physical evidence), all have tremendous potential in the investigation of gang related homicides. The utilization, application and sharing of this information via newly established professional partnerships will be an important component of the overall strategy for working the gang related homicide investigation. This study will further explore the opportunities identification technologies can have on the homicide investigative process by the year 2004.

Technological advances in the area of evidence collection and storage, identification and processing is another issue that may well have a direct impact on the effectiveness of these investigations. Specific technologies with application to this unique criminal investigation will be explored in later sections of the study.

III. What computerized information resources of the future could be available and utilized in gang related homicide investigation in the future.

When one speaks of technology and the investigative process **computers and information sharing** can not be overlooked as a very important sub-issue in the study process. As it relates to gang related homicide investigation the *GREAT (Gang, Reporting, Evaluation and Tracking)* System is perhaps the most vivid example of information developing and sharing made possible with the utilization of computers. This sharing of information via computerization, as demonstrated by the GREAT System must be expanded. Field interview systems are now rather routinely automated by individual Departments, this information must also be shared among Departments. The utilization of this information and street level intelligence it can offer must be further explored. Computers networking with this informational data base could be a tremendous asset in these investigation. Research documentation and forecasting

completed in this study suggests law enforcement has only begun to scratch the surface of the potential this resource can provide in investigative systems of the future.

County-wide juvenile crime intervention programs such as S.H.O. (Serious Habitual Offenders) demonstrate that an effective informational exchange program, designed to improve the interaction and working relationship between law enforcement and the Probation Department, can reap meaningful results. This program is a vivid example of the axiom that knowledge is power and through teamwork the law enforcement community can significantly enhance its overall effectiveness. Unfortunately, successful informational exchange programs are not the norm in the profession. Law enforcement as an industry has only begun to adapt to the truly "shrinking" nature of the world created through the application of computers and information sharing. This investigative methodology may well become an important aspect of a successful investigative system in the future. This study will explore additional opportunities this strategy will offer to the homicide investigator of the future.

IV. How will the attitude and perceptions of the police investigator be managed by the year 2004 to ensure/enhance effectiveness of the investigative process?

At the soul of any business are the men and women working day to day in that environment. The police profession is not the exception to this rule; perhaps no other profession demands more from its employees than police work and an argument can be made that homicide investigation simply exacerbates this reality. What tools will the successful police administrator of the future employ to maintain an attitude and motivational level amongst his/her investigators that will ensure a heightened level of success in these emotionally draining and difficult investigations? The people management aspect of this topic issue will be addressed throughout the study, it can not be overlooked in any successful strategy for the future.

The following section of this research will address the futures' study process used to collect data relevant to the topic issue and related sub-issues. Three possible future scenarios dealing with the topic issue were ultimately developed with this data. These scenarios will also be presented for consideration. Subsequent sections of the study will address the planning and transition management strategies necessary to bring about the *desired organizational changes described in the selected future scenario*.

SECTION I

FORECASTING THE FUTURE

***WHAT WILL BE THE IMPACT OF GANG RELATED HOMICIDES ON
INVESTIGATIVE SYSTEMS BY THE YEAR 2004?***

This section of the study will discuss the process of futures forecasting, trends and event development and analysis of the data collected in these processes. An aspect of the research process involved the use of a Nominal Group Technique (NGT). This research technique was used to identify trends and events that would most likely impact the selected issue in the future. A nine (9) member panel was convened on June 25, 1993 to develop a comprehensive list of events and trends for analysis, cross impact comparison and scenario development relative to the topic issue. The ultimate goal of this process was to utilize the generated list of events and trends to develop futures scenarios, based on the projected trends and events, which addressed the issue of gang related homicide investigation with a focus towards the future course if the topic. A selected futures scenario would then serve as the foundation to develop a change management/implementation plan which could reasonably be expected to lead the model department towards achieving the most desirable future relative to this issue.

Each member of the NGT panel discussion was selected based on the orientation that via shared interest gleaned either through personal experience or professional background in the issue area, could benefit a group discussion of the topic issue. Demographic and age diversity was also a focus of the selection process for participation in the NGT discussion. The selected panel ultimately represented an age diversity of 32 to 55 years, the ethnic diversity represented in the group was: 2 White, 5 Black, 1 Oriental, 1 Hispanic and finally gender diversity represented 3 females and 6 males. Following is a brief background discussion for each member of the NGT panel discussion process.

NGT PANEL MEMBER BACKGROUND

Sergeant William Thompson: (Inglewood Police Department) Sergeant Thompson was chosen largely because of his 20 years of law enforcement experience. The vast majority of this time has been served in various field assignments dealing directly with gangs and gang related incidents. Sergeant Thompson currently heads one of four Homicide Teams assigned to the

investigative function of the Inglewood Police Department.

Beverly Rhine: (Manager, Serious Habitual Offender(SHO)/Repeat Offender Profile and Evaluation Unit (ROPE), Inglewood Police Department) As a matter of background, both of these units were initially grant funded additions to the Department. Both programs are juvenile, career criminal tracking and evaluation tools for the Department. By working with the partnerships established with the L.A. County Probation Department, the juvenile Court system and local authorities criminally active juveniles are closely monitored and aggressively pursued for all violations of law and status of probation. The vast majority of these identified individuals are local gang members. Mrs. Rhine has managed both of these programs since August 1988.

Deputy Probation Officer Sharon Stegall: (Los Angeles County Probation Department, Metropolitan Specialized Gang Unit) Ms. Stegall was selected due to her capacity as a Metro Gang Probation Officer assigned to work many of the local gang members who are on active probation. Ms. Stegall has a well established, highly respected relationship with the Inglewood Police Department and has served as a liaison between the two organizations for many years. Ms. Stegall also was raised and resides locally, giving unique personal insights into the dynamics of the gang violence issue.

Sergeant Tommy Rowson: (Inglewood Police Department) Sergeant Rowson is the team leader for the Department's Gang Intelligence Unit. He has served the Inglewood Police Department for over 15 years in various capacities. Sergeant Rowson's very contemporary level of knowledge relative to gang activity and violence will provide the group with another unique perspective.

Ruben Taylor: (Community Services Officer, Inglewood Police Department) Mr. Taylor was selected more due to his status as a local minister and active in the religious community than by his role as a Community Services Officers for the Department. Due to his "dual" capacities in the community Mr. Taylor does bring with him a unique level of insight into the concerns and fears of the citizens in our community to the NGT.

Mary Goodwin: (Assistant to S.H.O./R.O.P.E. Manager, Beverly Rhine) Mary was chosen because of her role in these very sensitive programs and because her family suffered a very personal loss at the hands of gang violence. Her sensitivity and awareness provided a unique perspective to the interaction of the group.

Deputy Probation Officer Argo Hyman: (L.A. County Probation Department, Metro Gang Unit) Mr. Hyman was selected to provide insights into the issue from a multi - ethnic viewpoint. Mr. Hyman brought to the group a varied opinion and view of the problem as well as the insights of a career probation officer who specializes in gang member supervision.

Dr. Melvin Moore: Dr. Moore is a local psychologist who is affiliated with the Inglewood Youth and Family Center. This organization coordinates resource development for a broad range of youth oriented organization who's focus is to provide gang members with alternative activities and focus. Dr. Moore provided the NGT process with behavioral insights and strategies that are not commonly encountered in the police environment relative to this issue.

Mr. Allen Bediamol: (Crime Analysis, Chino P.D.) Mr. Bediamol was selected to provide the NGT with the views, strategies and vision relative to this issue from an individual who has pursued his career in a county outside Los Angeles. Mr. Bediamol has participated in numerous NGT's and he also served as a coordinator/ facilitator for the members of the panel.

Each panel member was personally contacted by phone and asked to participate in this meeting. This was especially challenging and interesting because the researcher had never met two members of the panel, Dr. Moore and Mr. Hyman. Both individuals were quick to agree to participate. All panel members were provided with a letter outlining the purpose, content and duration of this effort along with a copy of the introduction to this report. Each participant was also provided with an assortment of hard data graphs and charts dealing with the issue of gang related activity, and gang murders specifically. *A copy of the letter that was sent to each panel is included in Appendix A.*

The meeting was held in a conference room of a local hotel. A focus of the NGT planning session was to ensure that the surroundings were as physically comfortable and as devoid of distraction as possible. The selected site ultimately met these expectations. The meeting began with a brief overview of the purpose of the panel, their responsibilities as participants in the panel, and a defining of the terms to be used during the course of the day. To help start the interaction a list of "idea" trends was given to each panel member. The group discussed the topic issue and sub issues along with the general focus of the study prior to beginning the process of developing the trends and events.

Group interaction began with a discussion and exchange of each panel members suggested trends. This was accomplished via a round robin format, thus allowing each member to present his/her idea(s) thereby offering additional insight into the rational behind the thought. The process ensured that each participant clearly understood the intent of the suggested trend. Each trend was written on a flip chart by the scribe and posted about the room for everyone's benefit. The NGT panel ultimately generated a list of 47 trends for consideration. **Appendix D** represents the entire list of generated trends.

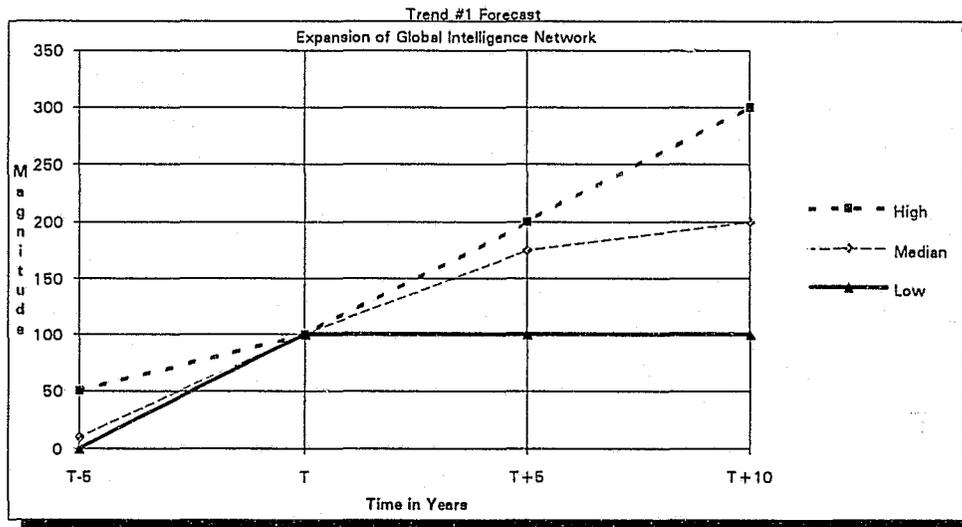
SELECTION OF TRENDS FOR FORECASTING:

Each selected trends were projected against the present state, which was determined to have a value of 100 percent for graphical, analytical evaluation, and comparison. Today's value was used to evaluate the level of impact the trend demonstrated on the issue five years in the past, as well as five and ten years in the future. The five years prior forecast asked the panel members to estimate; *"Where was the trend five years ago"* relative to the topic issue. The five and ten year future forecast asked for the panel members to forecast two different estimations regarding the future state of the issue. First, a nominal forecast which asked; *"Where would the stated trend be absent any overt intervention by the administration?"*, or where would the trend be if *proactive forces* were applied? A graphical representation of this evaluation process follows the discussion of each of the selected trends.

| | TREND STATEMENT | 5 YEARS AGO | TODAY 1992 | 5 YEARS FROM NOW | 10 YEARS FROM NOW |
|---------|--|-------------|------------|------------------|-------------------|
| T 1 | Expansion of Gobal Intelligence Network | 10 | 100 | 175 | 200 |
| T 2 | Growth in California Gang Population | 50 | 100 | 200 | 300 |
| T 3 | Increased Demand on Public Education System Due to Complex Economic System | 25 | 100 | 200 | 300 |
| T 4 | Uncontrolled Immigration | 50 | 100 | 200 | 300 |
| T 5 | Restructure of Court System | 10 | 100 | 150 | 150 |
| T 6 | Growth in Prenatal Drug Abuse | 50 | 100 | 200 | 300 |
| T 7 | Growth in Numbers of Multi Ethnic Gangs | 10 | 100 | 175 | 300 |
| T 8 | Unsolved Gang Homicide Rate | 50 | 100 | 150 | 200 |
| T 9 | Witness Fear of Retaliation by Gang Members | 50 | 100 | 200 | 300 |
| T 10 | Growth in Geographical Area Impacted by Gangs | 50 | 100 | 200 | 300 |

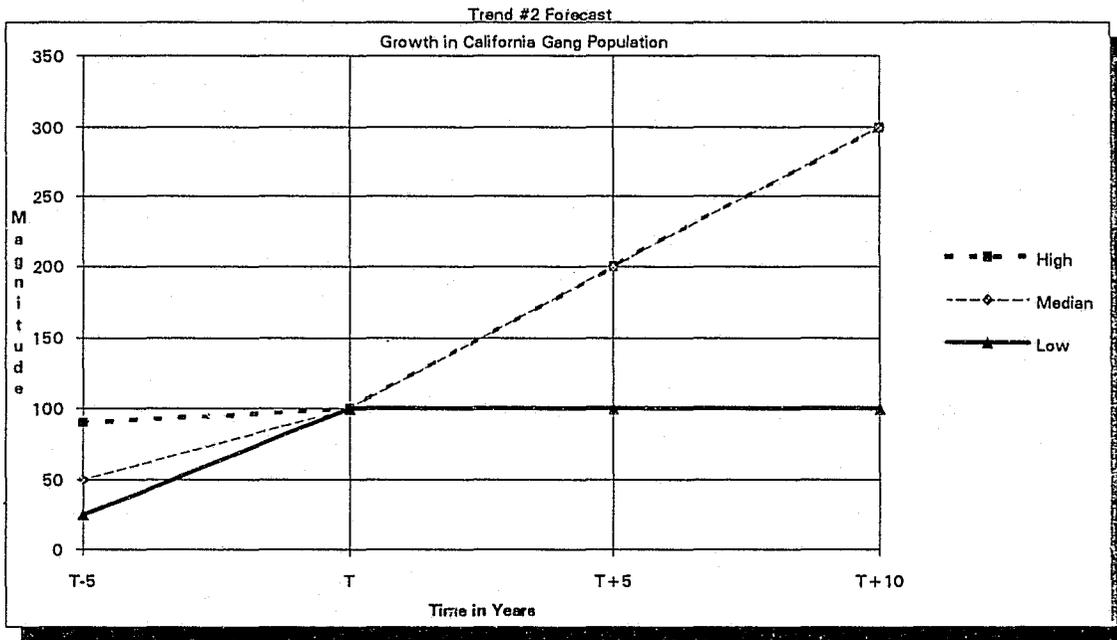
FORCASTED TRENDS

T1. **Level of Global Intelligence Network:** A growing need for a more effective, broad reaching exchange of information relative to gang member¹⁹ identification and gang activity will continue to be the driving force towards the development of a global intelligence network. This network may well be shared and accessed by all law enforcement personnel in the State and Nation. Offered as a trend addressing the impact this system would have on the investigative function. Most significant contribution would be the enhanced availability of a broad spectrum of suspect information made available to the homicide investigator.



¹⁹ California Department of Justice, "Gangs 2000, A Call to Action", March 1993.

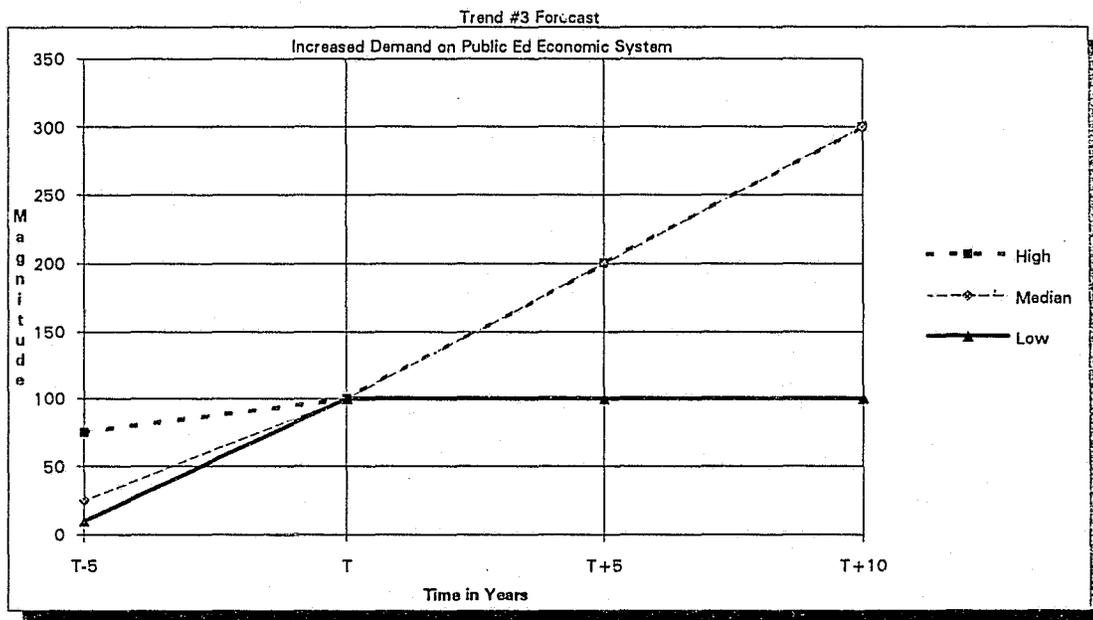
T2. **Growth in California Gang Population:** Available research and demographic projections clearly suggest that membership in street gangs will grow significantly in the years ahead. Larger gang populations will exasperate the street gang violence problem and the associated gang related homicide investigation issue.^{20 21}



²⁰ California Department of Justice, "Gangs 2000, A Call To Action", March 1993.

²¹ Telander, Rick and Ilic, Mirko, "Senseless Violence in America, Kids Killing Kids", Sports Illustrated, May 14, 1990, p36(7).

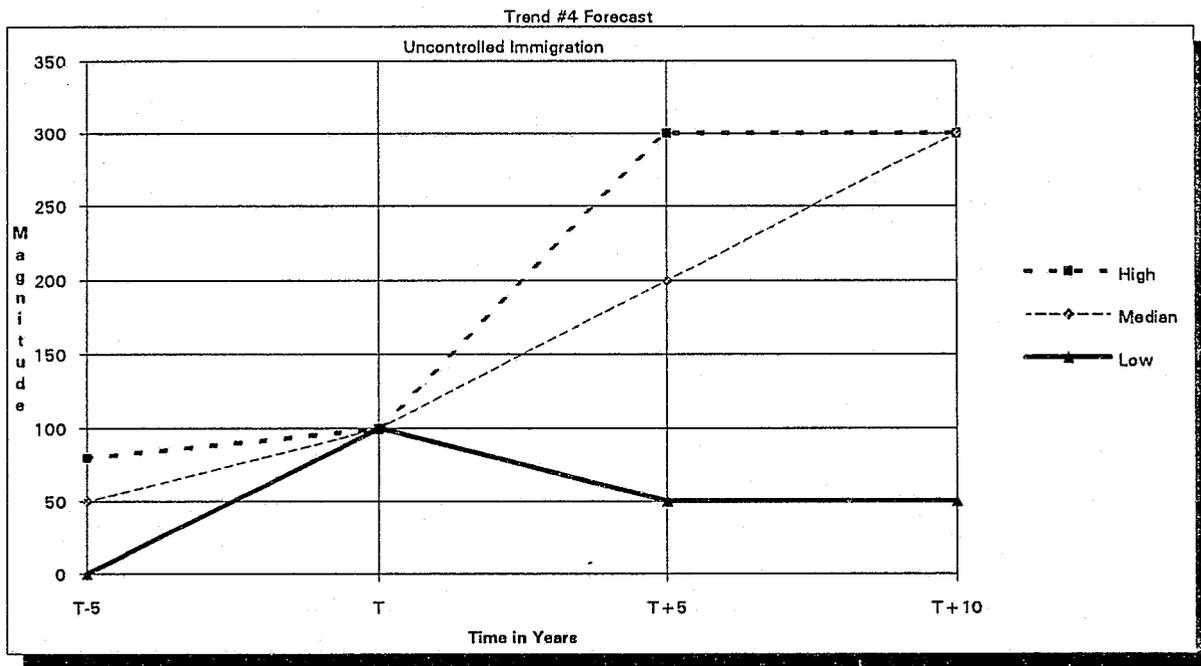
T3. Economic System Places New Demands On The Education:²² The complex local, and world wide economic system(s) may continue to have a negative impact on governmental identities ability to financially support the public school system(s). A further decline in the quality of the public education system is seen as having a tremendously negative impact on the governments ability to effectively deal with the gang violence problem.²³ The lack of education and the commensurate employment problems this causes is seen as a component of the gang violence problem. The continued spread of gang violence would adversely impact the topic issue.



²² Meyer, Josh, "Study Confirms Widespread Scope Of Danger In Schools", Los Angeles Times, Ventura County Edition, Section One, December 17, 1993, p(1) and A36.

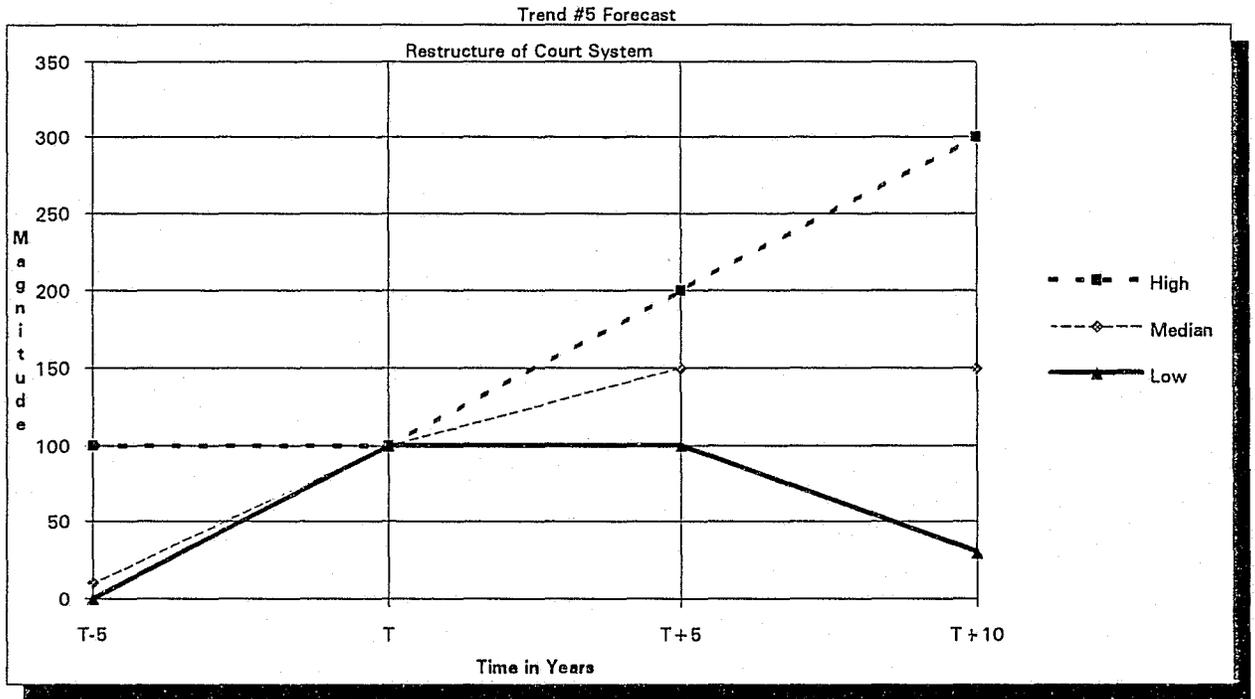
²³ Editorial Staff, "State Budget Problems Impact Education", Los Angeles Times, Section One, Jan. - June 1993

T4. **Uncontrolled Immigration:** ²⁴Research and literature study suggests that the continued uncontrolled immigration will further tax the municipal and state governments ability to provide services to the community. Research and literature review completed in this study clearly demonstrates that the growth in Asian and Hispanic gangs has significantly impacted the street gang violence problem throughout the State. growth in these segments of the population will have an impact on the issue of gang related homicide investigation.



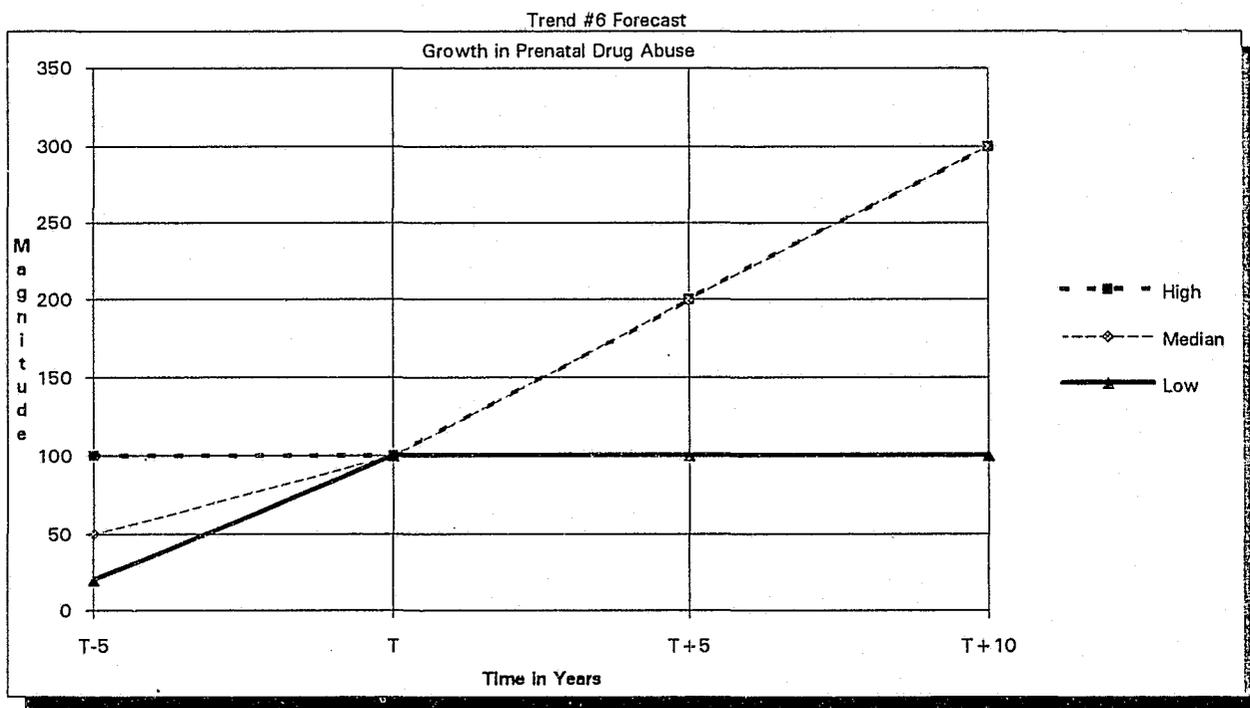
²⁴ Dotson, John, "Gang Raid Demands Multi-Agency Cooperation", News Chronicle, Life Style Section, March 21, 1993, p(1).

T5. **Restructure of the Court System:** Continued concerns in the society relative to the perceived ineffectiveness of the judicial system will be the driving force behind a restructuring of the court system in the nation. Efforts to streamline administrative processes, reduce opportunities for suppression of evidence, (Proposition 8) and improve the overall efficiency of the system will continue. This evolution will cause the courts to play a more assertive, punitive role in the fight against criminally active gang members.²⁵ This trend will have an impact on investigative systems as well, as organizations attempt to keep pace with the change.

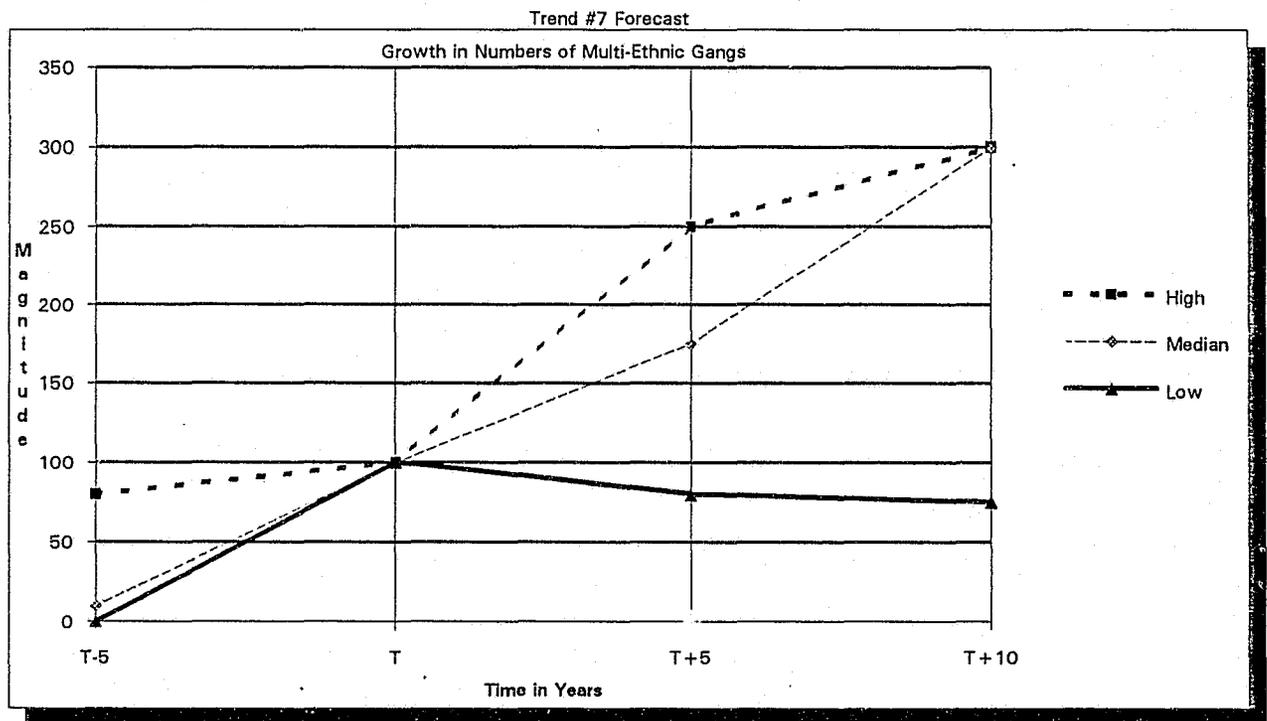


²⁵ South Bay Daily Breeze, "When Parents Totally Abdicate", July 7, 1993, Editorial Section.

T6 Growth In Prenatal Drug Abuse: Research and literature review validates that infants exposed to prenatal drug use by their mothers are at significantly higher risk of developing emotional and physiological problems as teens and young adults. The increased number of pregnant women using illicit drugs will result in a growing "pool" of socially and emotionally dysfunctional juveniles within the next ten years. Dysfunctional behavioral patterns which result in criminal problems by this age group of traditionally criminally active individuals will exhaust the investigative capabilities of law enforcement in the future.

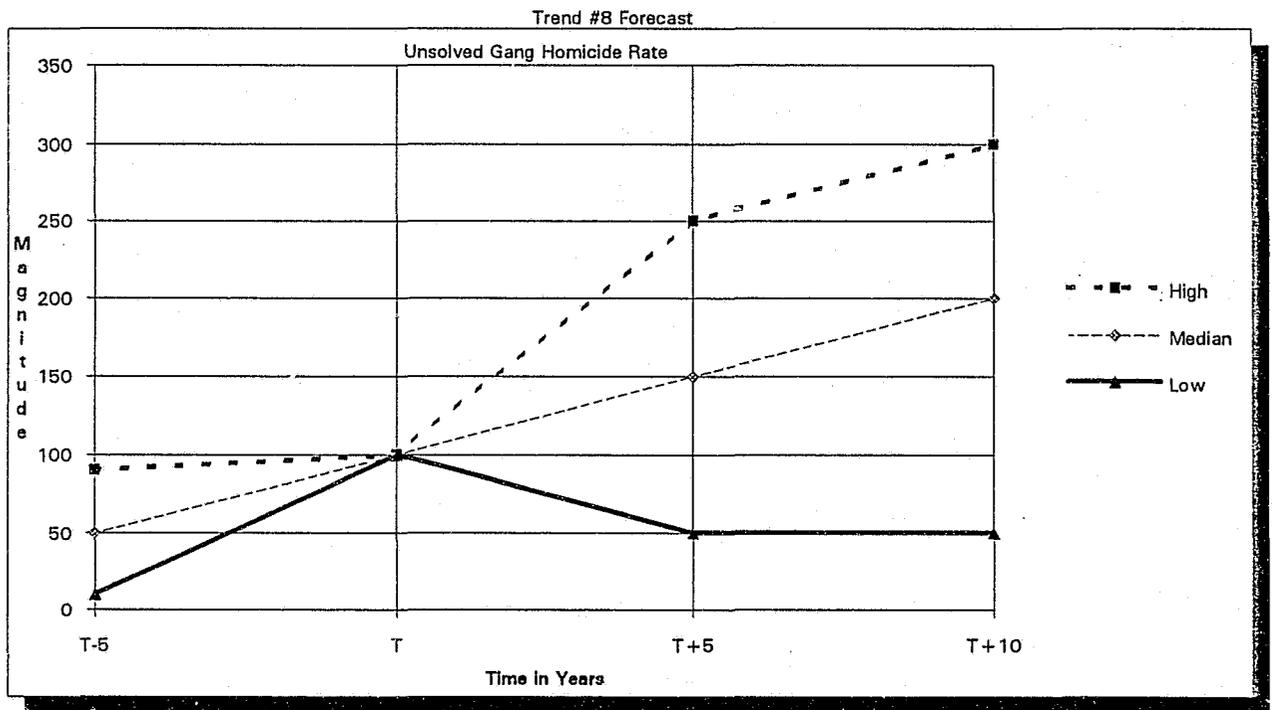


T7. **Growth in the Numbers of Multi-Ethnic Gangs:** The current trend of "ethnic specific" gangs may decline (i.e. Black and Hispanic, Asian and White) in the years ahead. Demographic and literature research suggest that street gangs are becoming more ethnically diverse in their membership.²⁶ This trend will only further exasperate the difficulty investigating the gang related homicide. Crossing ethnic barriers in the course of criminal investigations will be the source of this enhanced difficulty in these investigations.



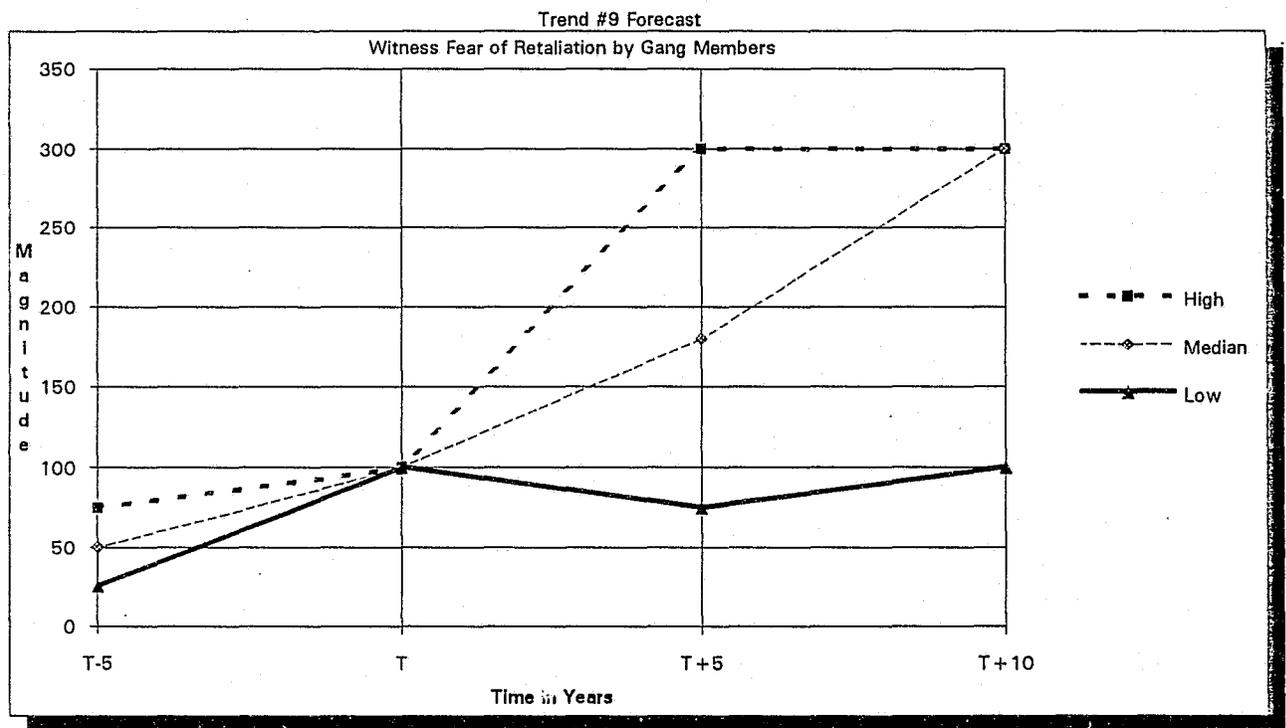
²⁶ California Department of Justice, "Gangs 2000: A Call To Action", March 1993.

T8. Rate of Unsolved Gang Homicide ²⁷Research and statistical review clearly validate that the majority of gang related homicides are not solved by the police investigator. The complex investigative issues common to the majority of gang related homicides will cause the "unsolved rate" for these investigations to grow in the years ahead. The impact this continued lack of success may have a significant impact on investigative systems of the future.



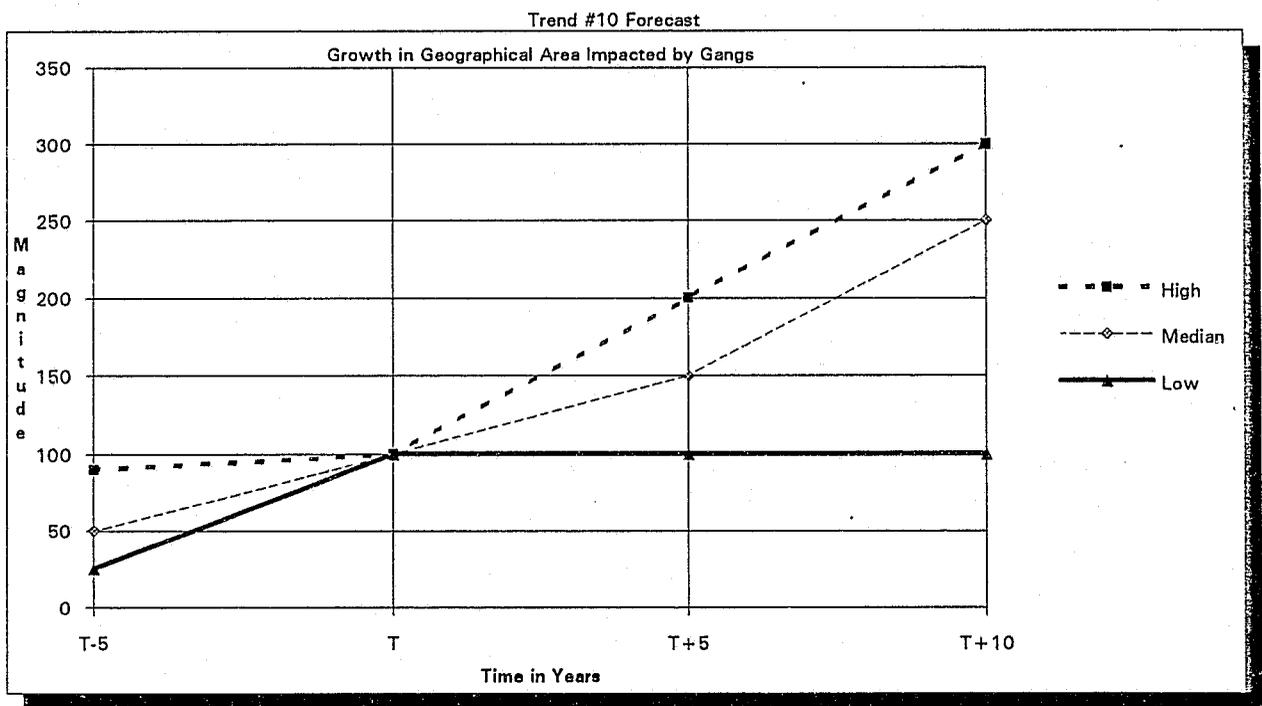
²⁷ Harris, Scott, "Getting Away With Murder, 42% Of The Time", Los Angeles Times, Ventura County Edition, April 28, 1994, Section One, p28

T9. Witness Fear of Retaliation From Gang Members and Associates: Fear of retaliation from gang members and their associates will motivate witnesses, associates of street gangs, and crime victims to be unwilling to cooperate with law enforcement investigators. This lack of cooperation will significantly impact the success rate for these investigations, thus making capture and prosecution of the suspects more difficult. ²⁸



²⁸ Willwerth, James, "Fighting the Code of Silence", Time Magazine, Feb. 20, 1990, p59(1).

T10. Growth in the Geographical Area Impacted by Gangs: Gangs will continue to move from the inner city to the surrounding suburbs in the years to come. As the geographical area impacted by the presence of gangs continues to grow so will the number of crimes and the number of cases, to include gang related homicides increase. This growth will impact the investigative systems of the future.



SELECTION OF EVENTS FOR FORECASTING

The identical process was undertaken by the same NGT panel members for the purpose of developing the event statements. After the NGT panel members ideas were documented each member was directed to rank order the top ten (10) events according to their perception of the relative importance each event would impart on the topic issue. The individual forecasts were then collected, tabulated and a rank order list of the ten (10) most voted for events was posted on a flip chart in the front of the room. This process included a discussion to combine similar

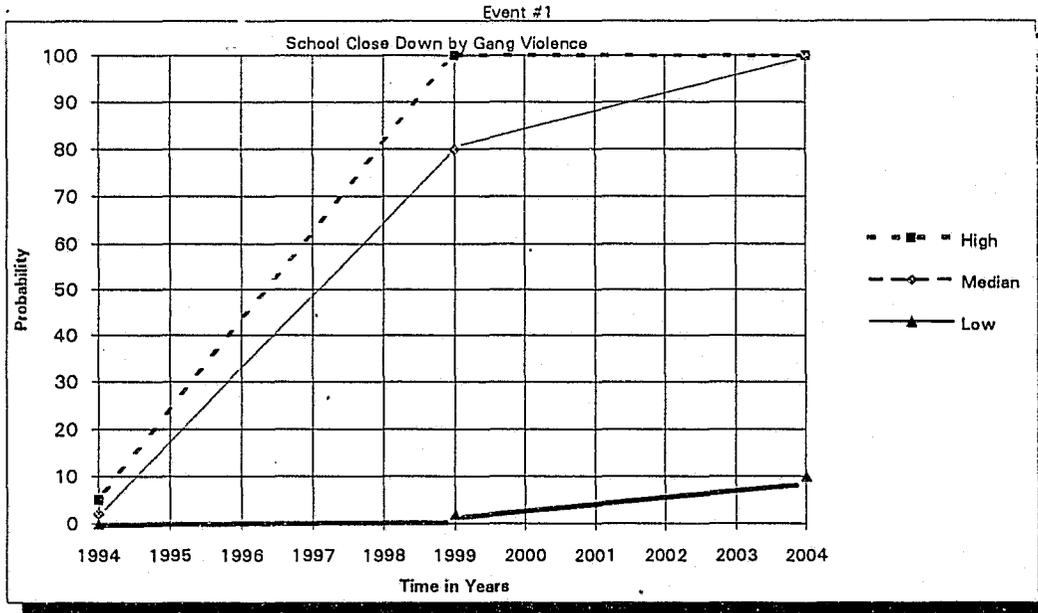
events and prioritize any events that received the same number of "votes" in the initial process. The group ultimately reached consensus on the ten (10) most significant events relative to the topic issue. This entire list of suggested events (Appendix D) could then be used for future forecasting and strategic planning processes of the study.

The NGT panel was also asked to review the completed list of suggested events and determine which ten (10) of those events were most likely to occur, or which ones would have the most impact on the topic issue. The ten (10) selected events were then evaluated to estimate the first year that the probability of the event occurring exceeded zero. The same was done for an estimate of the probability of the events occurrence five and ten years in the future using a percentage scale of 0 to 100. The panel's median forecast was used in each area. Finally, the panel forecast the impact of the event on the issue, either positive or negative, using a scale that ranged from plus 10 to minus 10.

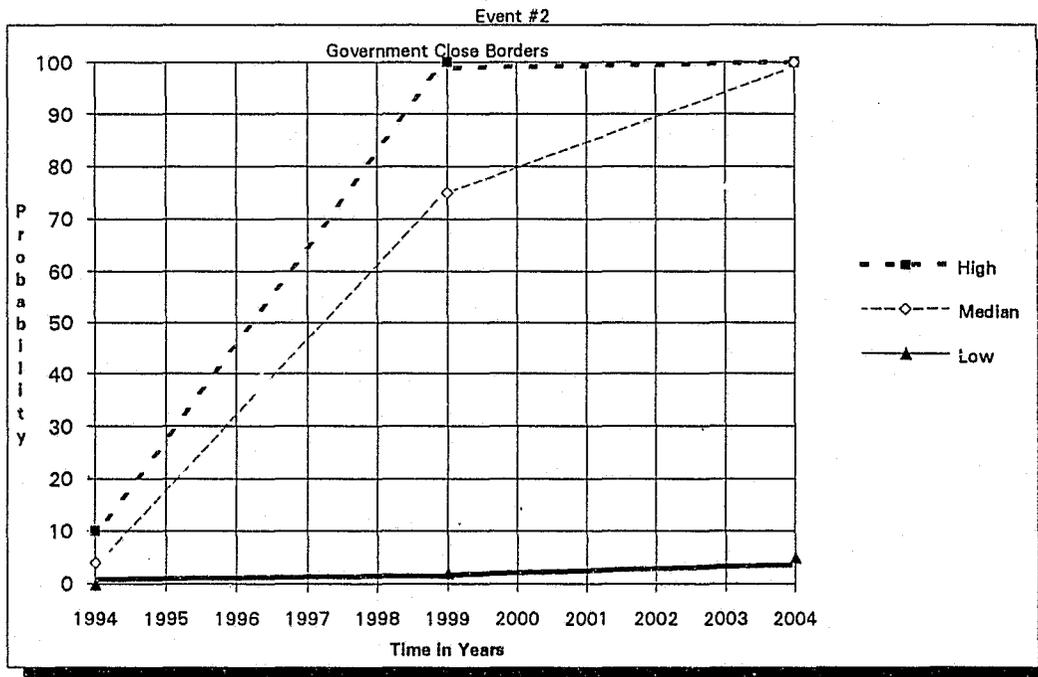
A graphical representation of the probability that each of the selected events would occur within the next ten years follows the discussion of the selected event. As with the trend evaluation process the graphs represent the high, median and low responses from the NGT panel members.

| | <i>EVENT STATEMENT</i> | <i>YEARS UNTIL $p > 0$</i> | <i>5 YEARS FROM NOW (0-100)</i> | <i>10 YEARS FROM NOW (0-100)</i> | <i>POSITIVE IMPACT ON ISSUE (0-10)</i> | <i>NEGATIVE IMPACT ON ISSUE (0-10)</i> |
|-----|---|--|---------------------------------|----------------------------------|--|--|
| E1 | <i>Schools Close Down By Gang Violence</i> | 2 | 80 | 100 | 0 | 10 |
| E2 | <i>Government Closes Borders</i> | 4 | 75 | 100 | 8 | 3 |
| E3 | <i>Gang Members Responsible For Assassination</i> | 2 | 80 | 90 | 0 | 10 |
| E4 | <i>Multiple Victim (15-20) Homicide by Gang Members</i> | 3 | 100 | 100 | 0 | 10 |
| E5 | <i>Open Conflict Between Rival Ethnic Gangs</i> | 1 | 95 | 100 | 0 | 10 |
| E6 | <i>Vigilante Group Retaliates Against Gang</i> | 5 | 77 | 85 | 5 | 5 |
| E7 | <i>Public Education System Fails</i> | 3 | 50 | 100 | 0 | 10 |
| E8 | <i>Juvenile gang Member Sentenced to State Prison</i> | 5 | 100 | 100 | 10 | 0 |
| E9 | <i>State mandates Electronic Monitoring of Known Gang Members</i> | 5 | 50 | 40 | 10 | 0 |
| E10 | <i>Effective Anti-Aggression Drug Developed</i> | 5 | 5 | 40 | 10 | 0 |

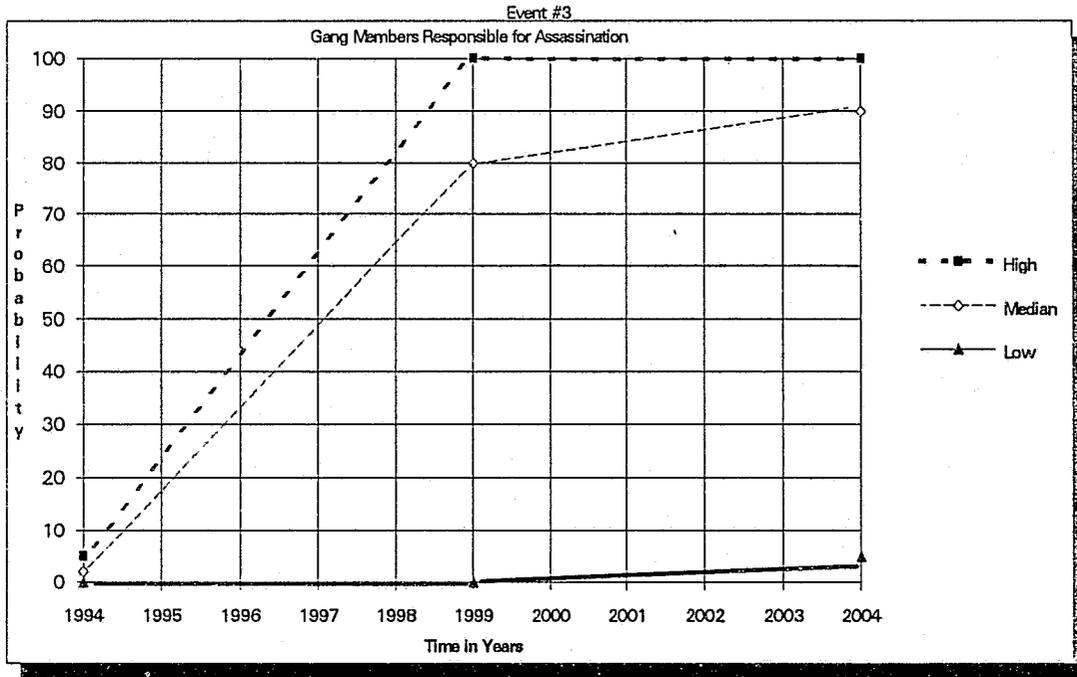
1. Schools closed due to gang violence on campus.



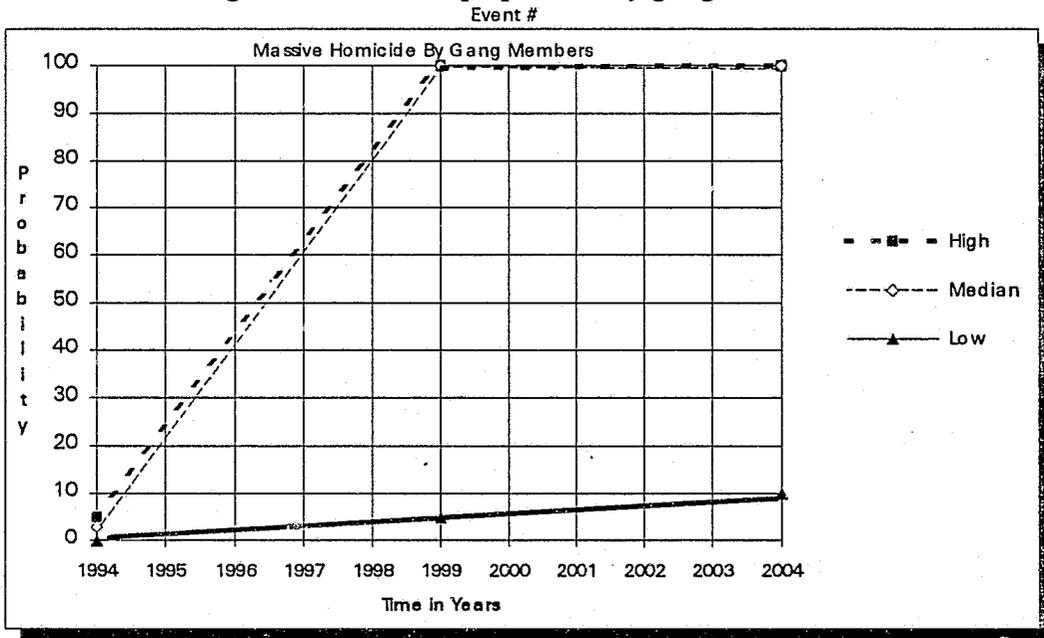
2. U.S. closes it's borders to immigration.



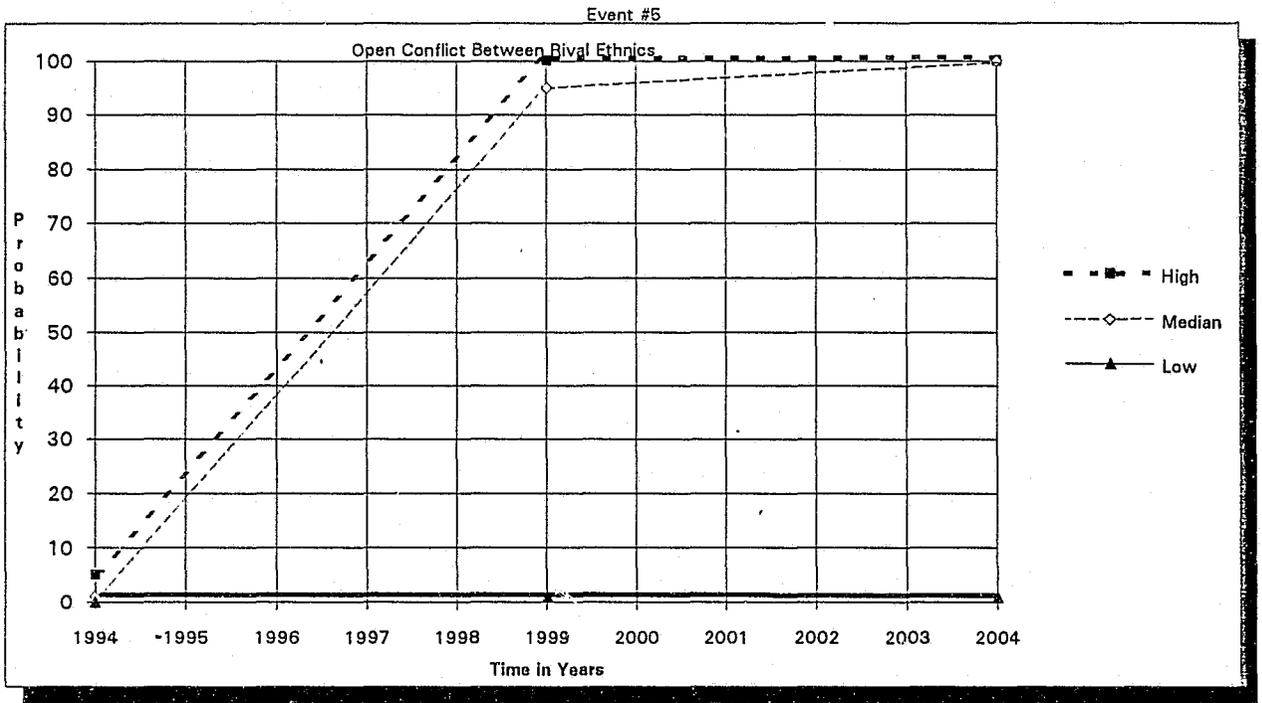
3. *Gang members responsible for assassination.*



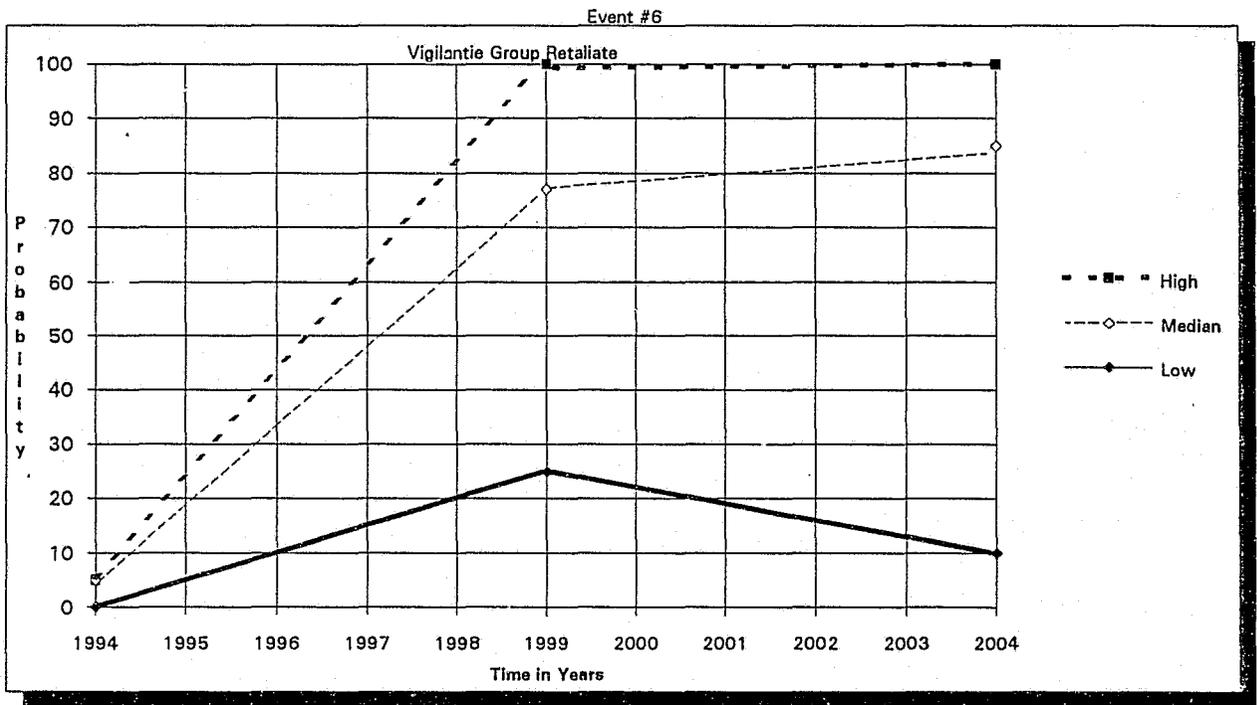
4. *Murder involving over ten victims perpetrated by gang members.*



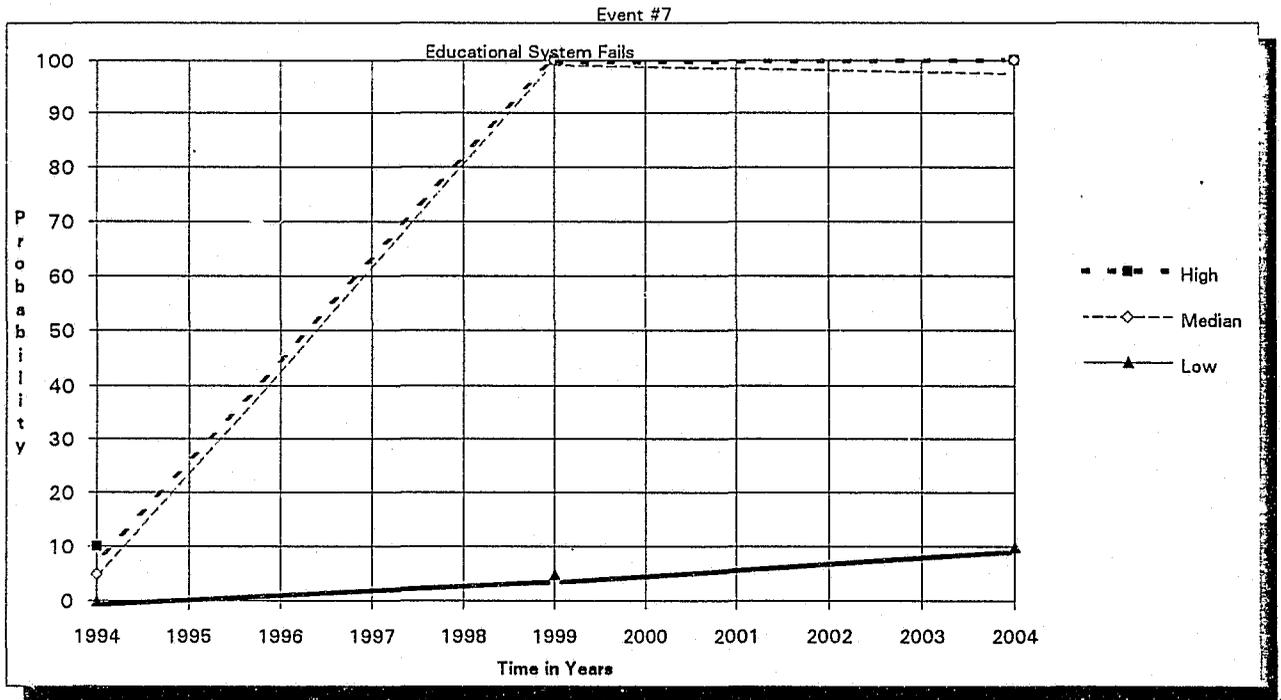
5. Open conflict between rival ethnic gangs breaks out.



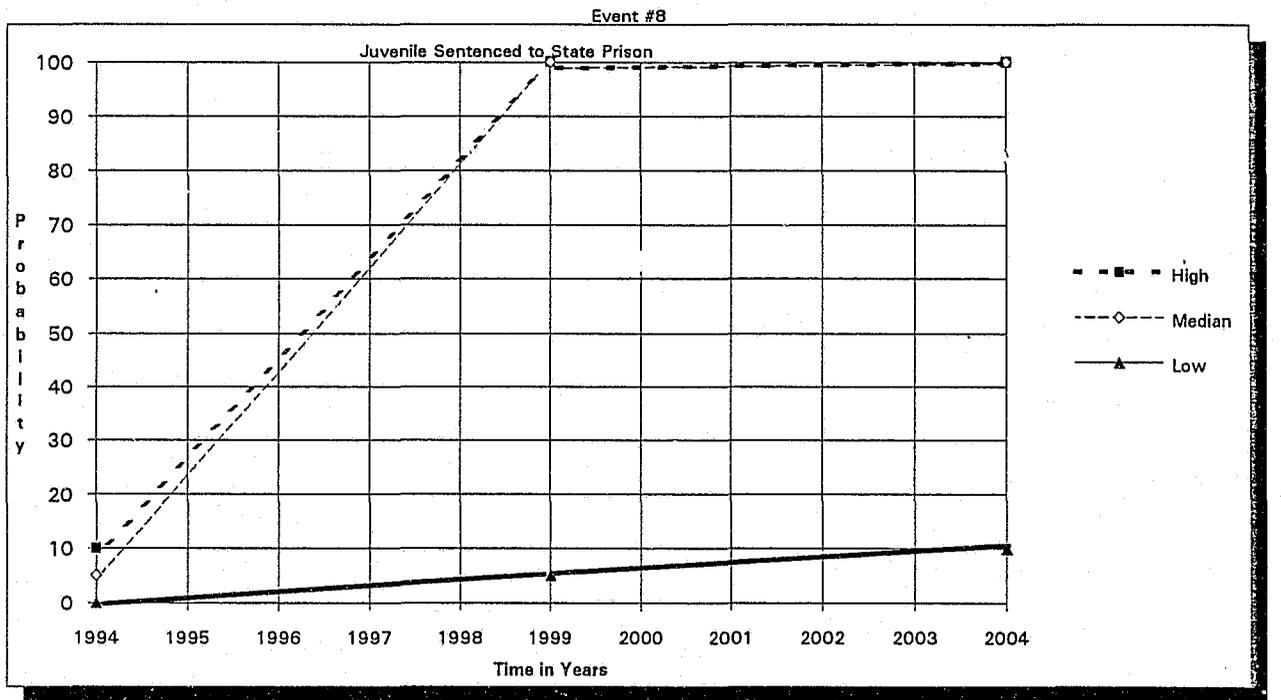
6. Local vigilante group retaliates against gang members.



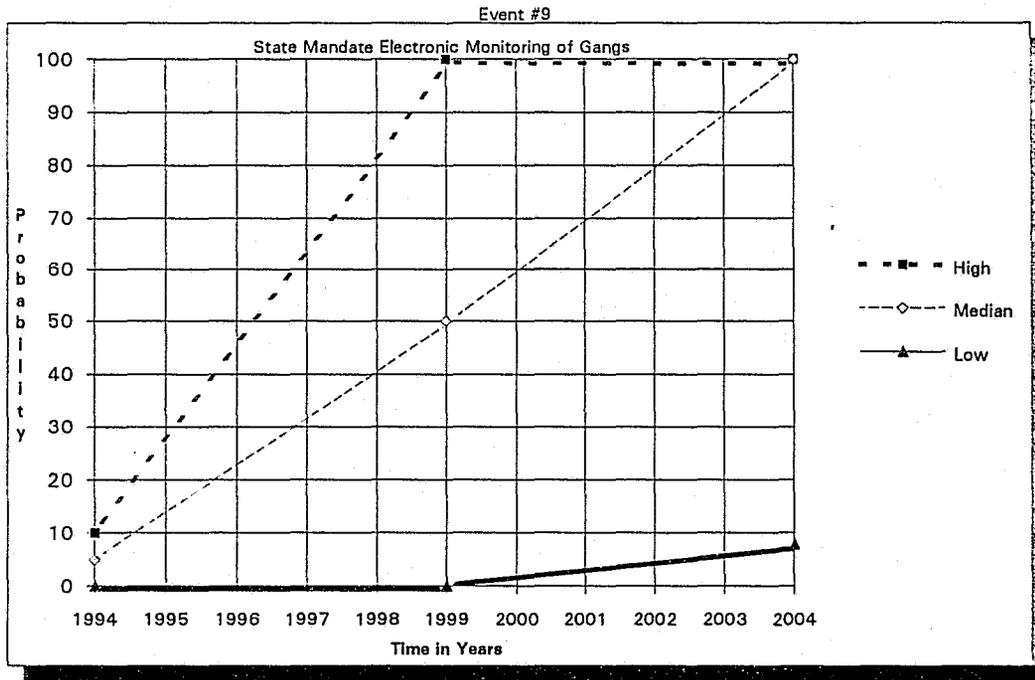
7. Public education system fails.



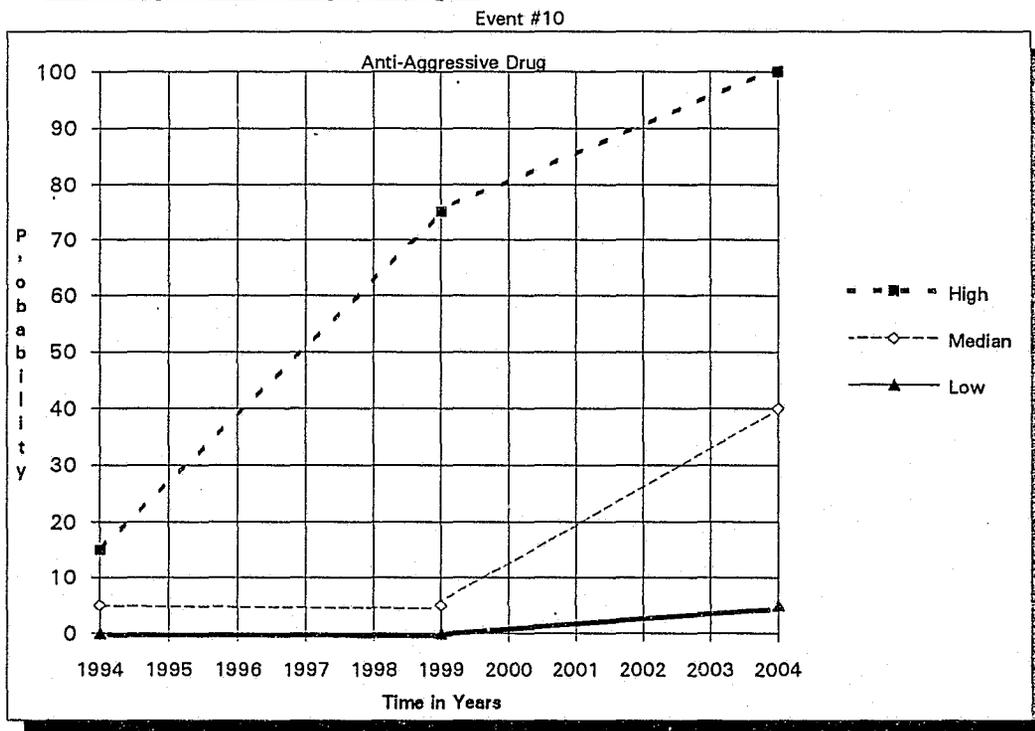
8. Juvenile gang member sentenced to State prison.



9. State Mandates Electronic Monitoring of Gang Members.



E10. Anti Aggression Drug Developed



CROSS - IMPACT ANALYSIS

A Cross - Impact Analysis graph was completed using the data generated via the NGT process by the researcher. The Cross Impact chart estimates the impact of (1) events upon events and (2) events upon the identified and discussed trends. These impacts were given values of negative 100 to positive 100 based on the relative impact (positive or negative) the studied event or trend combination would have on the topic issue, if it occurred. A level or impact of 0% meant the event had no impact on the trend.

CROSS IMPACT EVALUATION MATRIX

| IMPACTING EVENT | E1 | E2 | E3 | E4 | E5 | E6 | E7 | E8 | E9 | E10 | T1 | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 | T10 |
|--|-----|----|-----|-----|-----|-----|-----|-----|----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| E1 Public Schools Closed Due to Gang Violence | | 10 | 100 | 100 | 90 | 95 | 95 | 100 | 75 | 50 | 0 | 5 | 75 | 50 | 0 | 50 | 50 | 75 | 50 | 80 |
| E2 Government Closes Borders | 0 | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | -50 | -75 | 25 | -75 | 0 | -5 | -80 | -70 | 0 | -70 |
| E3 Gang Members Resp. For Assassination | 100 | 0 | | 95 | 95 | 100 | 50 | 10 | 75 | 50 | 0 | 75 | 0 | -50 | 50 | 0 | 30 | 80 | 100 | 100 |
| E4 Massive Victim (15-20) Homicide Committed by Gang Members | 100 | 5 | 100 | | 100 | 100 | 10 | 25 | 80 | 50 | 45 | 50 | 0 | -50 | 5 | 0 | 85 | 95 | 100 | 100 |
| E5 Open Conflict Bet. Rival Gangs | 100 | 0 | 100 | 100 | | 3 | 40 | 60 | 95 | 25 | 50 | 35 | 0 | -50 | 30 | 0 | 100 | 95 | 90 | 100 |
| E6 Vigilante Group Retaliates Against Gang Members | 100 | 5 | 95 | 100 | 80 | | 50 | 70 | 90 | 50 | 75 | -10 | 0 | -50 | 40 | 0 | 30 | 100 | 80 | 95 |
| E7 Public Education System Falls | 100 | 0 | 95 | 100 | 90 | 35 | | 100 | 90 | 100 | 70 | 100 | 100 | 95 | 60 | 100 | 100 | 100 | 100 | 100 |
| E8 Juvenile Sentenced to State Prison | 35 | 30 | 95 | 95 | 90 | 80 | 100 | | 90 | 65 | 65 | 80 | 0 | -50 | 100 | 5 | 85 | 50 | 65 | 75 |
| E9 State Mandates Electronic Monitoring of Gangs | 40 | 5 | 50 | 50 | 50 | 50 | -10 | 100 | | 40 | 80 | 40 | 0 | 10 | 95 | 60 | 50 | -50 | 30 | 40 |
| E10 Anti Aggression Drug Discovered | 50 | 10 | 50 | 60 | 60 | 80 | 80 | 95 | 80 | | 0 | 35 | 0 | 10 | 80 | 40 | 50 | 20 | 20 | 80 |
| Reactors | 3 | 6 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 7 | 10 | 3 | 10 | 9 | 6 | 10 | 10 | 9 | 10 |

Trend Statement Legend:

- T1: Expansion of Global Intelligence Network
- T2: Growth in California gang Population
- T3: Increased Demand on Public Education system
- T4: Uncontrolled Immigration
- T5: Restructure of the Court System
- T6: Increased Exposure to Prenatal Drug Use
- T7: Increase in Number of Multi-Ethnic Gangs
- T8: Unsolved Homicide Rate Increase
- T9: Witness Fear Of Retaliation From Gang Members
- T10: Growth in Geographical Area Impacted By Gangs

E1 *Schools Close Down Due to Gang Violence.*

1. Moderately high impact (75) on the complex economic systems demand on the educational system. A failed system will be expensive to restructure.
2. Increases likelihood (75) that the unsolved rate for gang related crime and homicides would continue to rise. Access to witnesses and victims would be further compromised if the school system closed down.
3. Increases likelihood that there would be a growth in the geographical area impacted by gangs. Largely due to more gang age juveniles being on the street and presented with the opportunity to participate in gang related violence and crime.

E2 *Government Closes Its Borders*

1. Reduces the likelihood (-75) that there would be an increase in the gang population due to reduced number of immigrants crossing the borders.
2. Significantly reduces the opportunity there would be uncontrolled immigration.
3. Reduces the likelihood/opportunity for an increase in the number of multi-ethnic gangs.

E3 *Gang Members Responsible for Assassination Of Political Leader*

1. Increases possibility (80) that the unsolved crime rate would increase.
2. With some certainty (100) ensures that there would be an increase in the fear of retaliation from gang members against witnesses and surviving victims.
3. With some certainty (100) ensures continued growth in the geographical area impacted by gangs due to open aggressiveness this action would demonstrate.

E4 *Massive Murder (multiple victims, i.e. 15-20) Committed By Gang Members*

1. Significantly increases possibility (95) that the unsolved crime rate will increase.

2. Ensures (100) a growth in the fear of retaliation by the overt lawlessness and fear of law enforcement a criminal act of this magnitude would demonstrate.
3. With some certainty ensures that there would be continued growth in the geographical area impacted by gangs.

E5 *Open Conflict Between Rival Ethnic Gangs.*

1. Significantly increases likelihood the unsolved crime rate will continue to rise.
2. With some certainty (100) ensures the growth of multi-ethnic gangs due to need for the various groups to "group together" for protection and turf rights..
3. With some certainty (100) ensures that there would be continued growth in the geographical area impacted by gangs.

E6 *Vigilante Group Retaliates Against Criminally Active Gang Members*

1. Significantly increases the likelihood (80) that there would be growth in multi-ethnic gangs. The panel felt that vigilante action would cause the various gang elements to unite in order to enhance their ability to survive this tactic.
2. High likelihood (95) this would positively impact the growth in geographical area impacted by gangs for many of the same reasons as stated above.
3. This would all but ensure (100) an increase in the unsolved crime rate. Criminally active gang members and the members of the vigilante groups would both be unlikely to cooperate with investigators.

E7 *Educational System Fails.*

The broad reaching impact of this event received the most significantly high (100%) in seven of the trends studied in the cross impact analysis. This included trends 2,3,6,7,8,9 and 10. The panel was obviously convinced the school system would fail and this would have a tremendous impact on the topic issue.

E8 Juvenile Sentenced to State Prison.

1. Some impact (80) on the growth in the gang populations.
2. Some impact (85) on the growth of multi-ethnic gangs.
3. With some certainty (100) would ensure/necessitate the redesign of the court system.

E9 State Mandates Electronic Monitoring of Gang Members.

1. Would all but ensure (95) the redesign of the court system to permit this to occur.
2. Would significantly (80) increase the likelihood of a global intelligence network to track the individuals "assigned" to this program.
3. Would decrease (-50) the likelihood that the unsolved crime rate would continue to grow.

E10 Anti-Aggression Drug Developed.

1. Some impact (80) on the redesign of the court system would be needed to permit this action against juvenile offenders. The panel thought the court system would be forced to authorize the administration of the new drug, this would require significant change.
2. Would impact (80) the growth in the geographical area impacted by gangs.
3. Would impact (50) the growth in multi-ethnic gangs.

FUTURES SCENARIOS

Based on the results of the NGT trend and event development process, in conjunction with the research evaluation, three futures scenarios were developed. These scenarios are presented for review of what the future *may* look like as it relates to gang related homicides and the impact these investigations will have on investigative systems by the year 2004. The first scenario presented will address a scenario most likely to occur in *no planning* takes place to impact the outcome of the topic issue. The second scenario will be a hypothetical situation or future.

This discussion/proposal is, as it sounds, a "what if" proposal that anticipates a worst case future in the topic area. The final scenario will address, or propose what will be referred to as a *normative case scenario*. A normative scenario will discuss a desired and attainable future. This scenario will discuss administrative action and strategic plans that can be taken to positively impact the future state in the topic area. This scenario will not only anticipate, but also strive to effectively impact, the future course of gang related homicide investigation.

The strategic plan discussion that follows these scenarios will be developed with the goal of creating a realistic opportunity for implementation of programs and methodologies to cause the normative scenario to become a reality in the model organization.

1. The Nominal Scenario

Gang Related Homicides Reach Record Numbers

In the recently published annual report for 2003 Department of Justice and the Federal Bureau of Investigation statistics for crime in the State of California once again validated that gang related violence, and most specifically gang related homicides, continue to rise throughout the State. Recently published statistical reports demonstrate that these incidents have reached recorded numbers during 2003. As the year came to a close, 1,500 individuals state-wide were victims of a gang related homicide. Published statistics also revealed that less than 30% of these crimes have been solved by local law enforcement authorities. In an interview this week in Sacramento, Los Angeles County Sheriff Michael Stone related that the growing gang population in the State, now conservatively estimated to be in excess of 300,000 individuals (T2) has significantly contributed to the growth of gang violence into the vast majority of communities throughout the State. (T10) Sheriff Stone was in the State capital to meet with the Governor and other law enforcement leaders to discuss plans to combat the continued increased numbers of illegal immigrants entering the state and the perceived link between this influx and the rise in gang related violence. A panel of local and state law enforcement executives was

convened after recently crime statistics brought this issue to the forefront of the public and political forums. The discussion was also motivated by the recently implemented decision by the Federal government to eliminate the United States Border Patrol (E2) due to the ongoing national budget crisis. This decision was seen as having a significant impact on the future of crime in the state.

The year 2003 also marked the first reported incident of a gang related homicide resulting in the death of over 20 victims in a single occurrence. (E4). This year also brought with it the first time in recorded history that a well known political leader was the victim of a street gang related homicide (assassination).(E3) In September of this year Senator Brown was assassinated as he was leaving a Board of Education meeting in the city of Los Angeles. Brown was in Los Angeles to participate in an emergency meeting to discuss proposed plans to enhance teacher and student safety on the campuses of the L.A. Unified School District. The Los Angeles School District is now in week three of a forced closure after the 100th homicide victim was killed on the campus of a mid city school in December.(E1) The suspect(s) involved in both of these high profile cases are still outstanding, in spite of local authorities repeated requests for public and witness cooperation in the investigations.(T9) Law enforcement officials continue to battle the impact of witness intimidation by gang members and associates of gang members during the course of gang related homicide investigations. This reality significantly impacts the course of these investigations.

State law enforcement officials are optimistic the newly-implemented G.G.I.N. (Global Gang Intelligence Network) (T1) will positively impact this aspect of criminal investigation in the future. The tremendous influx of gang members from Mexico and China continues to complicate the criminal investigations of these complex cases. This computerized, networking information system is seen as a invaluable resource in these investigations. (T1,T2,T4,T7)

Senator Brown closed the interview with that absent significant change in investigative and judicial response to gang violence in the near future law enforcement will have little ability to turn the tide of violence around.

II. The Hypothetical Scenario

State Declares State of Emergency Due to Rampant Gang Violence, National Guard Mobilized.

After years of ever increasing gang violence, growing gang membership throughout the state, and a sky rocketing rate of gang related homicides coupled with local law enforcement's inability to impact the problem in Southern California Governor Brown Gates has declared a state of emergency in L.A., Orange and Riverside Counties. (T2, T7, T8, T10) The final blow seemed to be the need to close the public schools in all three major counties due to the uncontrolled nature of the violence in the vast majority of the public school system campuses. (E1, E7, T3, E5, E36) Governor Gates has long held the opinion that local law enforcement lacked both the means and the will to fight the growing gang problem in ways that would be truly effective.

Since the 1980's law enforcement's chosen strategies for responding to the issue of gang violence has been one of social intervention, job placement and community awareness. It has now been realized that this strategy has have reaped very marginal (E21, E27) success rates towards reducing the violence and death that is at the core of the street gang phenomenon. The Governor, with the support of law enforcement executives throughout the state, now contends the solution to the gang problem is to meet violence and lawlessness with all the force necessary to curb the criminal behavior. (E6) Long an advocate of legalized vigilantism (E6, E40) the governor now intends to mobilize a fully armed brigade of National Guard Infantry into each county. These units will be under his direct orders to shoot to kill any individual who is encountered while committing any act of violence. Obviously, these units

will be deployed in areas of known gang concentrations and will target the territories of the most notorious street gangs. The Governor has said, "If law enforcement can not meet the crime challenge of the 2000's any better than they met the challenge of the 1990's I'll show them how it's done!"

III. Normative Scenario

Reported Gang Related Homicides At A Record Low. State Wide Solvability Rate Improves.

The chairman of the California chapter of the Gang Homicide Investigators Association has announced that California law enforcement investigators have successfully solved 85% of all gang related homicides committed during 2003.(T8) Department of Justice statistics also verified that the overall number of individuals involved in gang related activity (T2) as well rate of reported gang violence has fallen for the third straight year. Gang related homicides have fallen from a high of 1500 in 1994 to 500 this year.

These encouraging disclosures were announced at the annual meeting of U.A.G.V. (United Against Gang Violence), a cooperative effort between educators, business leaders and law enforcement executives throughout the State. This partnership is committed to reducing the escalating rate of gang violence that continues to terrorize communities throughout the State. (T3, E1) This organization was formed in response to the record high number of gang related homicides in 1994. Two notable cases highlighted that now infamous year. The assassination of Senator Brown by members of a local street gang and the killing of twenty (20) Asian gang members in a single event by a rival Hispanic gang in Sacramento. (E3,E5,T7) 1994 was also the year gang violence forced the closure of the mammoth Los Angeles Unified School District for over half the school year due to gang related violence on the campuses throughout the system(E1).

Homicide investigators across the State attribute the reduced number of homicides and

improved clearance rate to many positive factors coming together. After years of cooperative law enforcement strategies, community partnerships and consistent focus towards the utilization of technology and computerized information systems the corner has at long last been turned in this cycle of violence.

State bill 603, which was enacted in 1995, has finally begun to reap positive results for the cash starved school districts throughout the State(T3). This landmark decision provides for additional funding generated via the restructured court fine allocation system (T5,T3,E1,T2) One third of all fines collected in the State and local courts now must be diverted to local school districts for anti-gang, cultural awareness and job placement programs. This multi-faceted program has brought countless gang age juveniles off the streets and into the business community. (E7,T5,T7,T10) This program has also ensured that the once often criticized public school system in the State has improved consistently since the enactment of this funding provision. Homicide investigators State wide agree the improved school district has played a major role in reducing gang membership and the concurrent gang violence in their communities.

It is also seen that investigative techniques have improved significantly since 1994. Computerized gang intelligence systems, national gang information networks, cooperative enforcement strategies, information reward programs as well as meaningful witness protection programs are all now common place in the investigative process.(T1,T9) Most notable of these State wide programs is the recently approved grant that provides for a guaranteed college education for any gang member, or associate, that provides evidence and testimony that leads to the conviction of a suspect in a gang related homicide. (T3, T5,T8,T9)

Scientific advances in the area of anti-aggression drugs have also begun to have a positive

impact on the problem.(E10) The perceived failure of electronic monitoring systems for probationers and parolees, coupled with the reluctance of the courts to continue the use of these devices, (E9, E10) chemical agents are growing in acceptance and use throughout the State. This medical technology has demonstrated its effectiveness in the control of the behavior of the most violent gang members.

The conference participants all agreed that the continuation of these outlined strategies and partnerships is critical if the fight against gang violence is to be successful. To that end, the association has committed to redoubling their efforts in the coming months to encouraging new members, identify and assist in the implementation of innovative technological applications in the investigation of gang homicide and thereby enhancing the opportunity for success by the assigned investigators.

SECTION II: MANAGING THE FUTURE

**DEVELOPING A STRATEGIC PLAN AND NEGOTIATING TO
ACHIEVE THE DESIRED FUTURE**

INTRODUCTION

This section of the study focuses on the development of a strategic plan that will favorably impact the selected futures scenario. The selected scenario is the **Normative Scenario**. Through a process that involved the use of the Nominal Group Technique (NGT) and forecasting processes possible future scenarios were developed that related to the selected research issue: **"What Will Be The Impact Of Gang Related Homicides On Investigative Systems by the Year 2004?"**

Three possible scenarios were developed from the information generated in the NGT process as well as interviews with the previously desired panel of topic experts. These scenarios represented:

- ◆ *What would likely occur if no action is taken to alter the present course of the topic issue.*
- ◆ *What may occur if the trends and events result in a "worst case" outcome relative to the topic issue.*
- ◆ *What may happen if the course of the issue is managed to create the "most desired" future outcome.*

For the purposes of this study the City of Inglewood Police Department was selected as the model City and Department. Inglewood, California is a suburb of Los Angeles located three miles due east of the International Airport and approximately seven (7) miles west of downtown Los Angeles. Inglewood, CA. is a city of approximately 8.5 square miles, census reports documented a resident population of over 100,000 in 1990. The City is governed by an elected City Council composed of a Mayor and four (4) Council persons. An at-will City manager directs all City services and manages an operational budget of approximately 140 million dollars. Inglewood is the home of the Forum and the Hollywood Park Race Track.

City demographics reported by the 1990 United States Census reflected a 65% Black, 20%

Hispanic, 10% White, and 5% Other races population in the U.S. Census report for 1990.

The Inglewood Police Department is staffed by 208 sworn positions and 83 civilian positions with an annual budget of approximately 26 million dollars for fiscal year 1992/93. The Police Department is organized in a four (4) Office configuration: Operations (Patrol, Traffic, Reserves, K-9), Criminal Investigation, Special Enforcement (Anti Crime Team, SWAT, Vice/Narcotics) and Administrative Services. The Office of Administrative Services is commanded by a civilian Commander while the three remaining Offices are commanded by a sworn Captain. The focus Office of this study is the Office of Criminal Investigation, which also includes the Gang Intelligence Unit. The Office of Criminal Investigation is currently staffed with 26 sworn Investigators, three Civilian Identification Tech.s, three civilian clerical positions, four Sergeants, one Lieutenant and one Captain.

In a 1993 Department of Justice document it was reported that the citizens of the City of Inglewood were victimized by crime at the rate of 8,439 crimes per 100,000 population. This ranked Inglewood as the eightieth (18) most crime active in City on a per capita rate in the State of California during 1993. Department of Justice statistics also revealed that since 1978 Inglewood has reported an average of 37 homicides per year. The Inglewood Crime Analysis Unit reported in 1993 that since 1990 over 50% of these reported homicides were directly attributed to street gang violence.

Conclusions drawn from the literature scan, NGT process and expert panel member interviews suggest that if long range plans specifically addressing the topic issue are implemented now it would be possible to select, manage, and guide the course of gang related homicide investigations towards the **most desirable** future by the year 2004. The selected future would be one in which a more effective response by the investigative function created opportunity for

a climate of enhanced solvability rates and improved rates of successful prosecution.

This section represents the next phase in the planning process and involves the preparation of a strategic plan which would most likely guide the Department towards achieving the *most desirable future* for the topic issue. The goal of this plan is to develop, and ultimately implement, staffing, professional and community partnerships in conjunction with investigative strategies that will serve to increase the likelihood of an enhanced opportunity of success in the areas of identification and capture of the suspects in these difficult cases. Strategies will also be discussed that will encourage the organization and community partnership members to "buy into", and personally support, the proposed changes. With this focus in mind the following mission statement for the model gang homicide investigative unit was developed:

MISSION STATEMENT

The Inglewood Police Department Investigation Division is dedicated to providing effective and professional investigations in all cases. Investigations involving gang activity which results in the loss of human life will be given the highest administrative and investigative priority. These investigations will be pursued with an organizational focus committed to creativity, team work and professionalism at all times. Professional empathy and compassion for the families of victims, and concern for the rights of suspects will provide a cornerstone for each of these investigations. The Inglewood Police Department will be committed to successfully resolving every assigned gang homicide in an expedient, yet thorough fashion.

ENVIRONMENTAL ANALYSIS

An evaluation of the *current* state of the issue within the organization must be completed if any meaningful plans and strategies for a future state are to be developed. The organization must clearly define where it is before it can realistically develop plans for the future. In this section of the study the *WOTS - UP Analysis* (an acronym for Weaknesses, Opportunities, Threats,

Strengths, Underlying Planning) was used as a means to organize the evaluation of the topic issue. The *S.T.E.E.P. model* of evaluation organization was used to systematically analyze the impact of the social, technological, economic, environmental, and political environment (S.T.E.E.P.) currently impacting the Inglewood Police Department. These issues and driving forces were also considered during the development and discussion of the proposed strategic plan. Following is a discussion of the environmental evaluation process findings.

THE SOCIAL ENVIRONMENT

EXTERNAL THREATS:

The continuing decline of the public education system and the impact that decline has on the youth in the community negatively impacts society's and law enforcement's ability to effectively address the growing problem of the growth of the gang population in society and the commensurate growth in gang related violence, and homicides, in the community. Gang violence on, and in the immediate vicinity of, school campuses serves to further fuel a growing perception of fear of gang violence in the community.

The continuing economic recession has created the need for extreme fiscal constraints in municipal and State budgets. This reality has not abated the increasing social demands placed on law enforcement throughout the state. Significant reductions in funding levels has made organizational downsizing in law enforcement a reality throughout California. In the face of escalating crime rates throughout the state this fiscal reality significantly hampers law enforcement's ability to provide the level of service and definitive results communities demand in the war against street gangs.

An overloaded judicial system creates an atmosphere of ineffectiveness and an absence of a sense in the community that there is a "punitive" component in the criminal justice system. This is especially true in the of juvenile court system as it is currently structured.

This perception of ineffectiveness in the judicial system plays a critically powerful role towards the growing frustration level within the law enforcement community, to include gang homicide investigators. This sense of frustration reduces the investigators motivation for creativity and initiative and reduces the overall effectiveness of the investigative process.

Ineffectiveness created by growing investigative case loads reduce the number of investigative arrests. This reduced level of suspect arrests also plays a role in furthering an atmosphere of lawlessness by the criminal element in our communities. This is especially true of criminally active juvenile offenders who make up the vast majority of active gang members.

The level of public trust and confidence of the law enforcement profession continues to decline. This critically important "resource" has been adversely impacted by events such as Rodney King, the LASO Narcotics theft investigation and the recent conviction of two Detroit Officers for the murder of a possible narcotic offender, to name but a few. The loss of the public trust impacts local citizen's desire and willingness to cooperate with law enforcement in general and specifically with investigators in the course of sensitive investigations. These efforts include the investigation of gang related homicides. Much needed information is therefore unavailable to the investigators and therefore the investigation fails to move quickly towards resolution.

Widespread public perception that law enforcement personnel can not truly protect them from gang violence. This reality has played a role in the growing fear of retaliation for cooperating with investigators to be even more prevalent. The absence of active public participation in these investigations significantly reduces the opportunity for successful investigation(s) and prosecution of suspect(s).

EXTERNAL OPPORTUNITIES

Negative publicity towards law enforcement has redoubled Inglewood P.D.'s commitment towards organizational accountability, honesty, professional ethics and respect for the rights of every citizen. This commitment for change has also impacted the investigative functions throughout the law enforcement community.

Social and economic trends and events has forced the Department's administration to recognize the battle against crime can only be successfully fought by developing effective working partnerships with the public, private, support agencies of the law enforcement profession in the community. The wide spread focus towards community policing is an outgrowth of this movement.

Demographic dynamics in the community are providing law enforcement administrators, and investigators, with new opportunities for positive relationships with a broad spectrum of cultures, histories and orientations. This expanded view of society offers new opportunities for investigators to creatively pursue cases.

THE TECHNOLOGICAL ENVIRONMENT

EXTERNAL THREATS

Many of the technological tools available to law enforcement are costly. The realities of the ongoing recession complicates the timely acquisition of some of these resources impossible. The City of Inglewood has a demonstrated commitment to implement technology throughout the City structure, to include the Police Department. These efforts have slowed significantly in recent years in many areas due to the fiscal problems in the City.

Passive resistance amongst "pre-computer age" City and police management teams to provide law enforcement with computers and high tech tools slows the implementation of technology based programs in many organizations.

The wide range of contemporary knowledge levels, as it relates to law enforcement technology, hampers the implementation of technology in the Office Criminal Investigation.

EXTERNAL OPPORTUNITIES

City-wide automation programs, used in conjunction with law enforcement specific automation programs significantly increases the level and accuracy of information available to investigators. Inglewood has an effective system in this area currently on-line.

Computerized gang tracking and identification systems are now readily available throughout the State. This resource improves the opportunity to successfully investigate the growing number of gang related crimes. The difficult task of establishing victim, witness and associate identification has been greatly improved.

Opportunities for information and technology sharing amongst the various law enforcement agencies has been greatly improved through the use of computers and telecommunication. These resources offer significant potential for improvement in the area of case clearance and suspect apprehension by the homicide investigator(s).

Marketplace competition in the technology field will have an impact on the cost of the more generic tools available to law enforcement personnel. As costs fall these resources will become more available to a broader spectrum of the law enforcement community.

THE ECONOMIC ENVIRONMENT

EXTERNAL THREATS

The continuing economic recession in the State adversely impacts the availability of funds

available for law enforcement programs and strategies in the City. Inglewood P.D. is being challenged to do more with less, evidenced by the growing practice of "downsizing" public agencies as experienced by Inglewood in the fiscal budget of 1993/94. Significant positive change in the fiscal condition of the State and City is not anticipated in the near future.

Recent changes at the State level relative to revenue sharing policy have had a tremendous impact on the general fund accounts in most communities, including Inglewood. This action, in conjunction with the negative impact of the recession, has dealt a fiscal blow to the Police Department budget. Reduced funding equates to reduced opportunity for new, proactive programs and policies and lower staffing levels. Maintenance of the status quo becomes the focus at the expense of innovative plans for the future.

EXTERNAL OPPORTUNITIES

There is a growing level of public concern and awareness of violent crime. This reality has increased the level of public participation in the fight against crime. Widespread willingness to volunteer time and expertise to local Departments represents a real opportunity for law enforcement executives. Opportunities to privatize some traditional police services can not be overlooked in plans for the future. Revenue and personnel are can then be applied to other projects and issues.

Fiscal realities have forced police leaders to pursue private funding for special projects and community programs. Significant examples of this in the City of Inglewood would be the renowned Drug Awareness Resistance Education (D.A.R.E.) school program and the Police Athletics League (P.A.L.), an after-school sports program. Many special enforcement programs are also now privately funded, most notably the K-9 Team routinely receives donations for the purchase of the dogs in this program. Additional opportunities are available for the financing of technology, training and educational programs.

The pending approval of the State gambling license for a card club at Hollywood Park Race Track, which is located in Inglewood is anticipated to significantly impact the financial health of the City before the end of the fiscal year 1993/94. Additional general fund income should provide the City administration with the opportunity to reinstate recently eliminated management and supervisory positions on the Police Department.

THE ENVIRONMENT

EXTERNAL THREATS AND OPPORTUNITIES

The environment is an issue that is not seen as exerting direct influence on the topic of this research.

THE POLITICAL ENVIRONMENT

EXTERNAL THREATS

Rodney King, et al', have heightened the demand for public scrutiny, insight and hands on participation in the day to day operation of the police department. This interaction could lead to politically motivated decisions regarding case management and investigative strategy. These decisions could be in contradiction to the best interests of the case from an investigative point of view.

A city council that is routinely divided adversely impacts the Department's ability to receive funding and approval for new programs and additional staffing.

A Police Chief, and top city executives, that are frequently responsive to political "issues" which can impact enforcement and investigative strategies. This reduces the Departments' ability to effectively address the epidemic of street gang violence in the community.

EXTERNAL OPPORTUNITIES

Crime, and the perception of the fear of being victimized by crime, is the predominate issue

on the minds of citizens in every community. Gang violence dominates this fear in the vast majority of our inner-city communities. Failure to fund a support new enforcement and investigative strategies could prove to be politically impossible. This may loosen the "purse strings" that may have been otherwise tightly closed.

Education and school safety are also significant political issues in the state and nation. It may well be politically impossible to refuse support and funding for any viable program designed to improve the environment in and around the schools in a community.

THE ORGANIZATION'S CAPABILITY TO MAKE CHANGE HAPPEN

A strategic futures plan can not be effective without an analysis of the organizations' capability to accept and adopt a new program must also be studied. For this aspect of the study the researcher conducted an analysis of the Department's weaknesses and strengths as it relates to the implementation of a strategic plan addressing the topic issue. This analysis was completed through a process of interviews with the Office of Criminal Investigation supervisors and personal experience of the researcher who has served over 19 years with the Inglewood Police Department.

INTERNAL STRENGTHS:

A reorganization in the Office of Criminal Investigation resulted in the assignment of eight (8) additional Investigators to the Homicide Division. Reduced case loads can improve the ability of the investigators to spend the focused time and effort needed to successfully clear assigned gang homicide cases.

Recent personnel transfers have brought the Office of Criminal Investigation back to near full staffing levels. Enhanced staffing levels will improve the ability of the Office to respond to the demands of the ongoing gang related homicide activity.

Recent Staff promotions has introduced new leaders into the strategy formulating circle of the Department. With the commensurate support of the Police Chief, this should prove to be a strength for the implementation of new strategies in the Office of Criminal Investigation.

Anticipated promotions late in 1993 at the line and middle management levels will provide additional opportunity to bring new thoughts and creative vision to the management ranks in the Department.

Current wide spread acceptance and use of personal computers and the utilization of technology throughout the Office of Criminal Investigation will be a strength in the course of implementation of a strategic plan.

A well established, and professionally respected Gang Intelligence Unit will be a strength in this process. The well established networking capabilities of this unit, in conjunction with a excellent gang member data base will be beneficial in the implementation process.

INTERNAL WEAKNESSES

Reductions in staffing levels in the Office of Criminal Investigation has caused effective case management to be difficult at best, and in some settings impossible. This manifests itself in the Homicide Units all too frequently, thus reducing overall effectiveness.

An ever changing, volatile, City Council at times adversely impacts the Departments ability and willingness to take risks and be truly innovative. The ability to move freely in these areas is critically important in the fight against violent crime.

A clearly stated, specific mission as it relates to gang violence enforcement in the community still does not exist. The absence of an articulated, focused plan and consistently applied plan

can compromise the Department's ability to move forward aggressively in a new area.

Ineffective team work amongst the Staff officers hinders the various Divisions and Units throughout the Department from working as effectively as possible together for a common cause.

STAKEHOLDER ANALYSIS

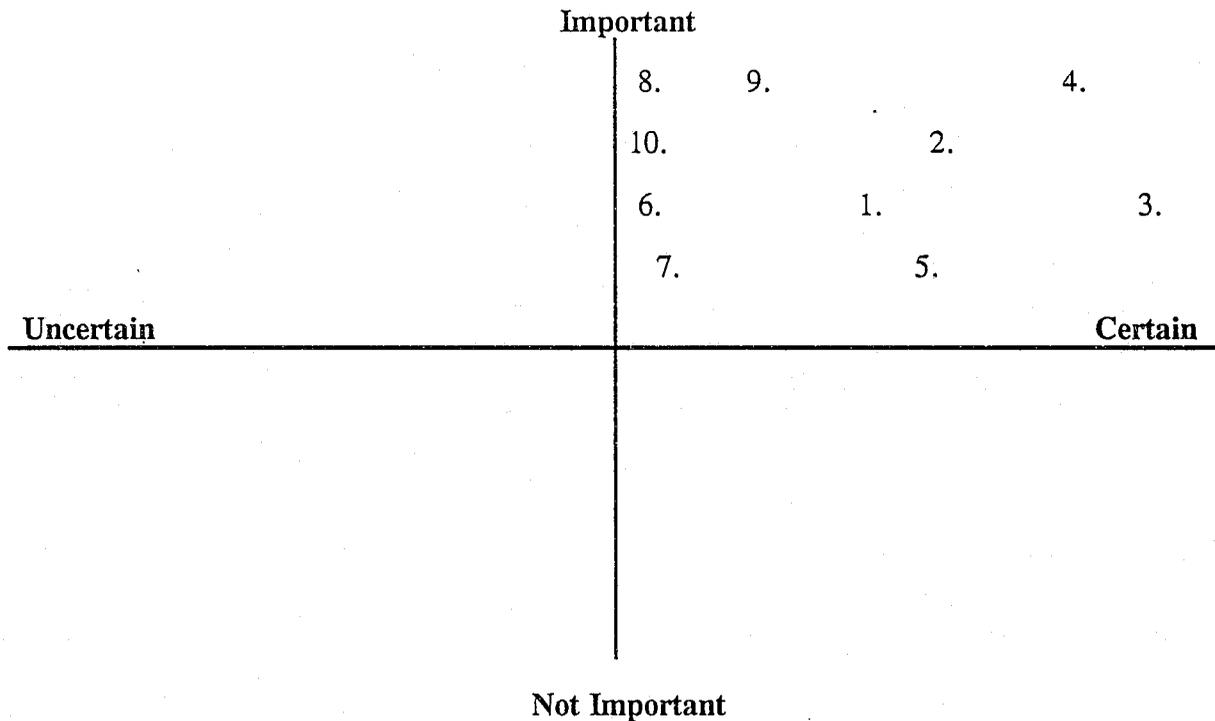
A Stakeholder Analysis looks at individuals and groups that are impacted by your actions, or who can have an impact your actions, or care about what it is you plan do. A person who on the surface would not appear to fit the profile of a stakeholder, but upon closer analysis does, many times with a negative view of the strategy, is called a *snaildarter*. A *Snaildarter* is an unanticipated *Stakeholder*.

The following list was developed through an interview and brainstorming session involving the same members of the panel of topic issue experts referenced in the previous section. The panel included individuals and groups internal and external to the organization that would have a definite interest in the issue and the outcome of any implementation strategy.

As a matter of reference an assumption can be defined as: *A statement accepted or supposed true without proof or demonstration.*²⁹ As a tool to be used as a means to organize the strategy for the change management implementation plan an assumptions map was developed by the researcher. Although this tool is just as it suggests, an assumption, as to the state of commitment of the various stake holders it will serve as a useful tool in the subsequent planning stage.

²⁹ The American Heritage Dictionary, *Second College Edition*, pg. 138.

STAKEHOLDERS ASSUMPTIONS MAP



Graph Legend:

- | | |
|---|---|
| <p>1. City Council</p> <p>2. Police Chief</p> <p>3. P.O.A. President</p> <p>4. District Attorney</p> <p>5. Police Command Staff</p> | <p>6. The Courts</p> <p>7. Media</p> <p>8. Gang Homicide Investigators</p> <p>9. gang Intelligence investigators</p> <p>10. School Administrators</p> |
|---|---|

SIGNIFICANT STAKEHOLDERS

STAKEHOLDER ASSUMPTIONS

(1) City Council

- ◆ Council members are concerned about the Department's ability to successfully clear homicide investigations.
- ◆ Council members want the Department to become more effective and efficient with reduced staffing and funding levels. Council wants to have the ability to understand funding and staffing requests will result in real benefit to the City and the Department.

- ◆ Council members want tangible, bonafide results in these investigations without political backlash or negative press exposure.
- ◆ Council members want politically sensitive leadership and sound direction in all police strategies.

(2) Police Chief

- ◆ The Police Chief serves as the guardian of the Police Department's reputation and standing in the community. The level of success the department realizes in the course of the gang related homicide investigations plays a significant role in the maintenance of this reputation.
- ◆ The Police Chief needs to be responsive and aware of the various political agendas of the Council members. He ensure that the Department plays a role in satisfying those agendas whenever possible. This would include the political ramifications of gang related homicide investigation.
- ◆ The Police Chief must be concerned about the level of fiscal discipline exercised by managers and administrators throughout the Department. The manpower intensive nature of gang related homicide investigation plays a role in the use of resources in the Office of Criminal Investigation. The use of these funds impacts the latitude available for overtime in each of the remaining three Offices in the Department.
- ◆ The Police Chief is must effectively manage the potential, and in some cases the reality of, negative press relations and coverage relative to gang homicide investigations.
- ◆ The Police Chief is concerned about the Department's efforts to reduce the opportunity for gang members to engage in violent behavior which can result in homicide.

(3) P.O.A. President

- ◆ The P.O.A. will be concerned about any change in the performance expectations and working conditions of the homicide investigators. Traditional benefits of working homicide such as on call pay and call out duty could be adversely impacted by the

creation of a task force, team concept for the investigation of gang related homicides.

- ◆ The P.O.A. board of directors has routinely supported and encouraged innovative, creative management strategies that are seen as realistic proposals for solutions of traditional organizational issues. The effective investigation of gang related homicides has been seen as just such an issue for many years.
- ◆ The P.O.A. has supported previous Department efforts to improve the homicide investigators' ability to effectively work assigned gang related homicide investigations.
- ◆ The P.O.A. has voiced concerns about any efforts to change the cultural orientation persona of the homicide investigator position in the Office of Criminal Investigation.
- ◆ The P.O.A. has held a skeptical view of the Departments' management teams motivations when it involves working condition changes in the Office of Criminal Investigation.
- ◆ Four of the seven members of the P.O.A. board of directors are assigned to the Office of Criminal Investigation. This reality could impact the P.O.A. board's objectivity as it relates to the strategic implementation plan proposed in this study.

(4) District Attorney

- ◆ Demands cases assigned for prosecution present an extremely high likelihood for a successful outcome in the court room.
- ◆ As with other components of the criminal justice system, the D.A.'s office is also struggling with the realities of the fiscal crisis in the state.
- ◆ The District Attorney has a demonstrated interest in the cultivation of partnerships and shared responsibilities the pursuit of gang homicide suspects and associates.
- ◆ The public and press develop a perception of the overall effectiveness of the District Attorney through his/her ability to successfully prosecute dangerous felons in the courts. This is a major concern in the area of the prosecution of homicide suspects.
- ◆ The D.A. has a concern that the application of shared technologies, computer

information and scientific identification of evidence are all done within the guidelines of law.

(5) Police Command Staff

- ◆ Is committed to improving the clearance rate of gang related homicide investigations through team work and cooperation between the various Offices of the department.
- ◆ Supports the application technological advances in the work place and specifically how these advances can play a role in the investigation of gang related homicides..
- ◆ The staff is committed to maintaining a sense of confidence with the public as it relates to the overall performance of the police department. The departments' ability to identify and capture gang homicide suspects is an important aspect of this equation.

(6) The Courts

- ◆ Want cases presented that are objective, legally constructed and complete.
- ◆ Want violent criminals aggressively pursued and captured by law enforcement.
- ◆ Demand effective relationships with the prosecutors and investigative officers.
- ◆ Are committed to ensuring the rights of the criminal(s) are protected and maintained throughout the proceedings.
- ◆ As with all other aspects of the system, the courts are also struggling with the realities of a fiscal crisis and are therefore attempting to do more with less.

(7) Media

- ◆ The media drives society's perception of the police, and investigator, through the nature and tone of the coverage of these emotional investigations.
- ◆ The media is recognized as an important component of the information network in the pursuit and identification of criminals.
- ◆ The media drives the political forum and provides local politicians with a vehicle to reach a significant portion of the citizens in a given community.

8) Gang Homicide Investigators

- ◆ Want to identify and prosecute homicide suspects.
- ◆ Want the time and latitude to be creative and innovative in the investigative process.
- ◆ Want leadership that participates in the investigations and is sincerely interested in their well being and effectiveness.
- ◆ Want a management team that is cohesive, responsive and working for a common purpose.
- ◆ Want management/supervision strategies that are designed to enhance the opportunity for success, not the reverse reality.

(9) Gang Intelligence Investigators

- ◆ Want to share information with the investigative team that leads to the identity and capture of gang members, and associates, involved in homicides.
- ◆ Want a hands on role in the development of the investigative strategies employed with gang related homicide investigations.
- ◆ Support the implementation of high tech information tools in their daily routine.
- ◆ Want to provide meaningful information and intelligence to the assigned investigators.
- ◆ Have concerns regarding the protection of the confidentiality laws relative to gang member information systems and the legal parameters defining the sharing of this information with homicide investigators.

(10) School Administrators

- ◆ Want safer schools through the establishment of working relationships with all components of the law enforcement community.
- ◆ Want to actively assist law enforcement's' efforts to identify those school age youth that are participating in gang actively and participating in acts of violence.
- ◆ Want to develop pro-youth programs in conjunction with law enforcement personnel to reduce the numbers of youth who join street gangs and participate in acts of violence.
- ◆ Want crime prevention programs around the campuses to be formulated with a sense of

shared responsibility with the schools and the criminal justice system, specifically law enforcement.

DEVELOPING ALTERNATIVE STRATEGIES

The next step in this process was the development of a list of alternative strategies that could be implemented to accomplish the mission statement. Using the *Modified Policy Delphi Process* the panel of issue experts identified in this section, and this researcher, developed the following alternative implementation strategies. The criteria by which each strategy could be evaluated for implementation are outlined below:

1. *Does the Department have the personnel and resources to implement the strategy?*
2. *Can the Department staff and supervise the proposed strategy effectively?*
3. *Is it cost effective? (Includes considerations for training and overtime expenses)*
4. *Is it "doable" in the current organizational culture and political climate in the community?*

The list of the initial strategy considerations developed by the panel was:

1. Reorganize the Office of Criminal Investigation to shift the majority of available manpower to the investigation of violent crime, specifically gang related homicide. This plan would call for the de-emphasis of the Property Section of the Office of Criminal Investigation to augment the additional staffing of the homicide investigation teams.
2. Develop a technology supported multi-jurisdictional investigative task force to investigate gang related homicides.
3. Implement a plan that creates a multi-discipline investigative task force composed of partnerships with local law enforcement, state, county and city prosecution, probation and parole teams as well as school district administrators. This team will operate with a commitment to apply all available investigative and identification technologies to investigate gang related homicides.
4. Privatize gang related homicide investigation throughout the state.
5. Create the State Department of Gang Homicide Investigation, funded through a state wide

4. Privatize gang related homicide investigation throughout the state.

5. Create the State Department of Gang Homicide Investigation, funded through a state wide joint powers agreement, the sole responsibility of this department is the investigation of gang related homicides, regardless of jurisdiction of crime.

Following is a discussion of the selected strategy for implementation. **Appendix B and C** discuss the strengths and weaknesses of the second and third choices for preferred strategies.

SELECTION OF A PREFERRED STRATEGY

Implement a plan that creates a multi-discipline investigative task force composed of partnerships with local law enforcement, state, county and city prosecution, probation and parole teams as well as school district administrators. This team will operate with a commitment to apply all available investigative and identification technologies to investigate gang related homicides.

After further discussion and review the panel reached consensus that *Strategy Three* represented the best opportunity for significant, meaningful change for the future in the issue area. It was felt that the other suggested strategies failed to address the full spectrum of issues, or involved a sufficient number of the stakeholders, to realistically impact the effectiveness of gang related homicide investigation. The NGT and expert panel drawn together to study this issue clearly felt that personnel and logistical resource sharing, community, schools and business partnerships with law enforcement, creative application of investigative technologies and a significant rethinking of the investigative methodologies utilized to pursue these cases were critically important components of any strategy that would represent a realistic opportunity for long term success.

It has been validated in the literature research and interview process that current fiscal and

stages of the planning and implementation process. ,

THE IMPLEMENTATION PLAN

If this strategy is to be successfully implemented a significant restructuring of the current investigative philosophy and administration, in the Inglewood Police Department will be necessary. These new policies and organizational orientation regarding the investigation of gang related homicides will then need to be interfaced with the policies and cultures of the participating agencies and organizations. The Department's participation in this selected strategy would be structured with the following administrative policies and investigative strategies in mind:

- Department supervision will be committed to effectively manage the case loads of each investigator to ensure optimum efficiency and investigator moral at all times.
- Investigators, and supervisors, are committed to aggressively utilize all available computerized gang information resources to pursue homicide suspects, their associates and any possible witnesses.
- Investigators, and their supervisors, will establish and maintain working partnerships with the various components of the Department as well as the other members of the task force and the community.
- Professional networking, to include private sector participation, will be a performance standard throughout the investigative operation.
- Effective liaison, and a spirit of partnership, will be established and maintained with the administration, teachers and students in the local public education system.
- Investigative creativity and personal initiative will be a primary focus in all gang related homicide investigations.
- The Department will maintain an unquestioned level of individual accountability from supervisors and investigators throughout the investigative process.
- All available technology, as it applies to the investigative process as well as the processing

and review of evidence will be applied to their full potential throughout the investigative process.

- With these core level values and commitments in mind the Department would then begin to solicit and organize the members of the proposed investigative task force.

Within the Office of Criminal Investigation of the Inglewood Police Department a newly formed investigative unit, supervised by an investigative sergeant who would report directly to the Executive Officer of the Office of Criminal Investigation, would be created. This will be made possible through a reorganization of the Office of Criminal Investigation. The Executive Officer of the Office of Criminal Investigation would serve as the coordinator for the investigative task force. The Executive Officer would also be responsible for the development of the task force team and the assignment of areas of responsibility for each participating organization and department in the operation. The newly created investigative team would include the direct assignment of the two investigators currently assigned to the Gang Intelligence Unit. This twelve (12) member investigative team would be the initial administrative action towards the Departments' participation in the selected strategy.

The development of a specific team of investigators to pursue gang related homicides would ensure consistency of focus and a timely exchange of relevant information between the four Offices of the Inglewood Police Department and the investigative team members. This specifically focused team would then enhance the Departments' ability to focus the internal efforts to investigate these crimes and capture the identified suspect(s). It is also felt that the significant deployment this team represents would allow the department the administrative latitude necessary to respond to the predictably varied levels of participation and resource availability the other participants in the strategy could offer during the implementation period. It is also felt this administrative latitude would be needed and beneficial during subsequent

gang homicide investigations.

The listed stakeholders would each be requested to participate in the planning, development and implementation of the investigative task force. Literature research and personal experience has clearly demonstrated that creating a sense of shared ownership in the development of a strategy or plan for implementation would positively impact the likelihood of success of the selected strategy. A plan that involved direct input from each of the stakeholders was seen to be the most likely to be organizationally accepted and sincerely supported from conception to implementation. Mutual buy in and personal commitment would be available for all the participants, thus reducing the possibility of snaildarters effectively sidetracking the strategy.

The most obvious administrative roadblock present in the selected strategy was the need to encourage the administrations of the participating departments and agencies to fund, staff and train what would be seen as an experimental investigative strategy. As was outlined in the stakeholder analysis the issue of gang related homicides also represents significant political liability and exposure. This reality further complicates the marketability of a task force strategy and places unique demands on the Executive Lieutenant's team building and negotiation skills. The reculturalization of police administrators and investigative supervisors who may rigidly oppose new administrative policies and be unreceptive to change in the ways these cases are pursued could undermine the proposal if they are not effectively addressed by the task force coordinator. Confused or bifurcated lines of accountability and supervision of the task force in the early stages of the planning and implementation process would create confusion and possible dissension amongst the participating Departments and agencies. Multi-jurisdictional efforts in the law enforcement historically bring with them a heightened opportunity for confusion, ego generated conflict and organizational problems created by

terroritorialism and fiscal responsibility issues.

These administrative and interpersonal dynamics must be understood and addressed in the initial stages of the development of a list of possible team members and organizations. the responsibility to identify and contact local Departments and organizations and establish an interest list would be the responsibility of the Executive Lieutenant. This process would be undertaken with the input and participation of the investigative sergeant of the Department who would solicit input of the personnel assigned to the newly created gang homicide investigative team. Currently available resources such as the Los Angeles County Homicide Investigators Association, Gang Intelligence Officers Network, L.A. County Probation Department, State Parole, Serious Habitual Offenders Program (S.H.O.) Coordinators, school administrators and long standing business and community relationships throughout the city would serve as the pool from which to solicit interested organizations and personnel. This aspect of the implementation process was anticipated to take approximately 30 days to complete.

Once a list of interested agencies had been developed the management team for the task force operation could then be developed. Here again, mutual participation and buy in were seen as critically important components in the process. Through a series of meetings attended by administrators and supervisors from each of the involved Departments and agencies a cohesive, responsive structure could be formulated and agreed upon. These discussions would include agreements to direct the investigations in reflection of the investigative strategies and focus outlined in this study. These meetings would be coordinated by the Executive Officer of the Inglewood Police Department. Having a management structure with clear lines of accountability and responsibility established when then permit this team of supervisors to develop the selection and desired professional background criteria for the investigators which would be assigned to the task force. This process was not anticipated to involve more than

develop the selection and desired professional background criteria for the investigators which would be assigned to the task force. This process was not anticipated to involve more than two meetings of the participants to resolve.

After the initial responsibilities of outlining the administrative and staffing needs of the operation were completed it would then be necessary to clearly define and agree upon the required circumstances and investigative elements of homicide cases which would be assigned to this task force. For the purposes of this study the definition of gang related homicides outlined and discussed in the introduction of this study will serve as the guidelines for assignment to this team of investigators.

Having clearly established why, who, and what as it relates to the implementation plan it would now be time to develop the "how" aspect of the investigative process. This phase of the implementation/planning process would include participation from the professional and private sector participants in the strategy. Team leader identification, consensus gathering as to team composition, training and development of the assigned investigators and supervisors, specific investigator assignments, equipment acquisition, identification of technology and computer training needs and the coordination of team building training exercises would need to be completed. This phase would also involve the education of the various department heads, and their staff, to ensure that these critical stakeholders have an accurate understanding of the administrative structure and investigative philosophy of the task force. It is seen that support from the executive level of the participating organizations and departments would be critical to the long term success of the operation.

This phase of the implementation plan will also address the development of meaningful follow up evaluation systems and objective rating criteria for the effectiveness of the operation. The

administrative processes needed to ensure the ongoing evaluation of the task force will also be developed. This responsibility will be directed assigned to the Executive Officer of the Department but shall be developed through a process of mutually agreed upon criteria by the task force members. Once the task force actually begins to investigate gang related homicides the plans to move from the "old, comfortable" investigative methods of the past to the new, uncertain, methods and focus of the *future* can be addressed.

SECTION III

TRANSITION MANAGEMENT
EFFECTIVELY MANAGING THE CHALLENGE OF CHANGE

The selected preferred strategy will necessitate a significant rethinking of the current investigative policies and philosophy in the Office of Criminal Investigation for the Inglewood Police Department. This strategy will also demand a renewed commitment towards partnerships and shared responsibilities with the various component members of the investigative task force.³⁰ If this strategy is to realize its full potential territorial barriers throughout the Department itself must be set aside. This shift in paradigm will necessitate a rethinking of the investigative process and policy in the Office of Criminal Investigation. The management of the performance and attitude of each investigator will also be a critically important aspect of the overall action plan undertaken in this process.

The *desired future* in gang related homicide investigation is one that seeks to significantly improve the solvability/clearance rate of these difficult investigations. In the previous section it was determined that the selected strategy would be built with the following goals and objectives in mind for the model Department:

- *Supervision will effectively manage the case loads of each investigator to ensure optimum efficiency at all times.*
- *Investigators, and supervisors, must continuously utilize all available computerized gang information resources to pursue homicide suspects, their associates and any possible witnesses.*
- *Investigators, and their supervisors, will establish and maintain working partnerships with the various components of the Department as well as other members of the law enforcement community. Professional networking will be a performance standard throughout the investigative operation.*

³⁰ Editorial Staff, "Administration Acts To Take Control of the Crime Issue", Los Angeles Times, Ventura County Edition, March 30, 1994, Section One, pg. A25.

- *Effective liaison, and a spirit of partnership, will be established and maintained with the business community as well as the administration, teachers and students in the local public education system.*
- *Investigative creativity and personal initiative will be a primary focus in all gang related homicide investigations. A positive, enthusiastic attitude will be a daily requirement.*
- *The Department will maintain an exceptional level of individual accountability from supervisors and investigators throughout the investigative process.*

Research has shown that the success of any organizational change process depends on the ability of the organization to manage that change effectively. Due to the range of issues this strategy attempts to address the effective management of the transition period will be critically important to the long term success of the proposal. Research, and discussion amongst law enforcement executives, also supports the contention that each transition plan must be tailored to the unique needs and culture of the organization undertaking the challenge of transitional change. This section will deal with three separate components of the change process in a well managed scenario. Each of these components ultimately interrelate in that they are all intended to assure the realization of the *desired future* with maximum efficiency and a minimal level of resistance and anxiety by the members of the participating organizations and departments.

The first section of this discussion will identify those individuals and groups absolutely needed (*to be referred to as the: critical mass*) to assure the success of the selected implementation strategy. Each of these individuals, or identifiable groups, will then be viewed from the point of view of, "where are they now, where does the organization want/need them "to be" to ensure the success of the selected strategy and ultimately the implementation of the plan. Secondly, the management structure needed to successfully initiate and supervisor the change will be identified and discussed from and "*what and why*" point of view. Finally, the

technologies, methods and tools needed to support the implementation plan will be identified and discussed.

"CRITICAL MASS"

THE IMPACT OF THE IDENTIFIED STAKEHOLDERS/CRITICAL MASS TOWARDS ACCEPTANCE OF THE CHOSEN STRATEGY

In Section Two of the study ten (10) significant stakeholders were identified by the researcher and panel members. The selection of the "preferred" strategy recognizes the unique concerns and orientations each of these identified stakeholders holds regarding the ultimate outcome of the selected strategy. While it is not necessary that each of these identified stakeholders totally supports the recommended strategy the following list of stakeholders does include the "*critical mass*" individuals and groups. *Stakeholders* and *critical mass* individuals represent two different identities in the long range planning of the implementation strategy. This difference can be compared in terms of each group's support of the selected strategy. Stakeholders compare to critical mass in that while the support of some of the stakeholders may not be **required for the strategy to succeed**, each of the identified critical mass individuals/groups must support the selected strategy to ensure the success of the implementation strategy.

As a reminder the identified stakeholders were:

SIGNIFICANT STAKEHOLDERS

1. City Council
2. Police Chief
3. P.O.A. President
4. District Attorney
5. Police Command Staff
6. Courts
7. Media
8. Gang Homicide Investigators
9. Gang Intelligence Investigators
10. School District Administrators

The situational and stakeholder analysis completed in Section Two of this research project served as the basis for the development of the list of the "*critical mass*" individuals and

groups. It was decided that these stakeholders were "critically" needed to ensure the success of the selected strategy. The various negotiating skills and methods outlined in the book, "Getting to Yes, Negotiating Agreement Without Giving In"³¹ will be utilized by each of the critical mass members and groups, to include the project manager, during this transition management process. This is not to say that the stakeholders not listed as members of the critical mass are not important, but merely that the absence of support from these individuals or groups would not potentially doom the selected strategy to failure. The list of "critical mass" individuals and groups is comprised of the following stakeholders, also to be referred to as actors in the subsequent pages of this research effort:

- *The Chief of Police*
- *The P.O.A. President*
- *The City Manager*
- *The District Attorney*
- *Gang Investigators*

TABLE 2: COMMITMENT CHART

This graph represents the commitment of the critical mass individuals as it relates to their willingness and ability to participate in the selected change management strategy.

Graph Legend:

X: CURRENT LEVEL OF COMMITMENT TO STRATEGY

O: DESIRED LEVEL OF COMMITMENT

³¹ Houghton, Mifflin, "Getting to Yes - Negotiating Without Giving In", Boston, 1981

| COMMITMENT/ CRITICAL MASS ACTORS | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|--|-----------------|-------------------------|--------------------------|--------------------------|
| POLICE CHIEF | | X ----- | -----O | |
| P.O.A. PRESIDENT | | X ----- | ----- O | |
| CITY MANAGER | | X ----- | ----- | ----- O |
| DISTRICT ATTORNEY | | X ----- | ----- | ----- O |
| GANG INTELLIGENCE INVESTIGATORS | X ----- | ----- | ----- O | |

DEVELOPING A COMMITMENT TO ENCOURAGE CHANGE

POLICE CHIEF: The current Chief is a police executive with 28 years experience in law enforcement. The vast majority of this time being spent with a major Sheriff's office in the eastern portion of the State. The Chief has said from very early in his administration that the improvement of the overall effectiveness of the Office of Criminal Investigation was a primary goal for the Department. In 1991 and early 1992 the Department, and specifically the Office of Criminal Investigation, was the target of a series of very critical newspaper articles. These articles addressed the fact the Inglewood Police Department Office of Criminal Investigation consistently reported a case clearance rate that was substantially less than the average clearance rate for all investigated crimes in the State. Especially hard hit and criticized was the dismal clearance rate reported for homicide investigation by the Department. The repercussions of this series of articles and commensurate political pressure brought to bear were still evident in the community, and the Department, when he became Chief.

In the midst of this issue local news coverage of a particularly brutal homicide of a kidnapped twelve year old victim swept fear and anxiety across the community. This homicide investigation proved to be as difficult as many of the past cases assigned to the Office. Unfortunately, the assigned investigators were unable to develop sufficient evidence to gain a

criminal complaint against the primary suspects in the case. The difficulty in this case did little to instill renewed confidence in the Office throughout the community. So motivated were the members of City Council to see this case successfully prosecuted that a \$10,000.00 reward fund was established. This fund remains in place to this date. The case remains "not prosecutable", although the investigators are now confident that the identity of the primary suspect is known. This course of this investigation proved to be the source of organizational and political pressure to initiate meaningful change in the Office of Criminal Investigation.

CITY MANAGER: As the executive administrative officer of the City the City Manager will play a critically important role in both the political and economic arenas surrounding this strategy. The current City Manager enjoys a solid working relationship with the majority of the city council. For a task force operation to be successful it must have political and economic support. With the assistance of the manager the selected strategy will move through this aspect of the implementation and planning stages without issue or conflict.

I.P.O.A. President (Inglewood Police Officers Association): The current Board of Directors of the Association is made up largely of more senior officers, four of which are assigned to the Office of Criminal Investigation. A recent I.P.O.A. election brought two new members to Board and the election of a new president. The new president is also a member of the Office of Criminal Investigation, Homicide Unit. While it is too soon to objectively evaluate the political agenda of this current I.P.O.A. "administration" and president it is widely felt the Board will be much more confrontational and resistant to administrative directives than the previous I.P.O.A. administration. The newly elected President and Board are certainly less trusting and confident of the Chief's motivations and methodologies than the previous Board leadership. As was described in the comments regarding the Homicide Investigator(s), traditional methodologies and the protection of the "aura" of the Investigator's

position within the organization could create potential roadblocks in the course of managing this proposed change. Active support by the IPOA President will serve a very positive role in reducing the level of anxiety regarding the proposed change.

Organizational research supports an orientation that shared ownership, achieved through an active exchange of information, knowledge, input and "hands on" participation reap tremendous benefits in the area of cooperation and support from members of the organization. Inglewood Police Department is no exception in this area. Establishing a true sense of "buy in" is very important to the success of the chosen strategy. It is safe to say that the management of the I.P.O.A., and the President, are critically important to the overall success of the proposed strategy.

DISTRICT ATTORNEY: The ultimate goal of this study is to enhance the solvability of these difficult investigations. Ultimately these case must be presented to the District Attorney for prosecution. The proposed use of new investigative methodologies, multi-jurisdictional pursuit of suspects and the increased use of technology in the pursuit of these suspects must be made with the prior support and legal insights provided by this office. Without cooperation and agreement in the course of the investigation(s) the entire strategy is doomed to failure.

GANG INTELLIGENCE INVESTIGATORS: The availability of meaningful intelligence information and historical information relative to gangs and their associates is a critically important aspect of the proposed strategy. Gang investigators have traditionally guarded the information they have gathered to protect the files and information from significant court review and seizure. The management of this legitimate legal issue while still serving the needs of the task force will be an important, albeit critical, component of the successful implementation of the strategy. Without the support and input from this group of investigators

the ability to successfully identify and locate the suspects in gang related homicides will be significantly handicapped.

As a part of the transition management process routine input from the School District Board of Directors will be sought throughout the various stages of the process. This action will play a positive role towards reducing the capacity and willingness of this group to become very formidable *snaildarters*. It is felt the project manager, who enjoys a very positive relationship with the President of the School District Administration and local campus administrators, will be able to serve as a change agent in this setting. With support and input from this individual school district administration backing and support is anticipated.

GOVERNANCE/TRANSITION MANAGEMENT STRUCTURE

The transition management team must be made up of a team of individuals that collectively possess the experience, expertise and desire to make well informed organizational and technical decisions. The identified critical mass actors is seen as just such a collection of experience and organizational stature. All of these individuals, except the Chief of Police, will play a daily role in the management team during the implementation process. It will be the responsibility of the project manager to keep the Chief well informed while concurrently keeping the management team focused and organized.

For the purposes of this strategy the Lieutenant assigned as the Executive Officer of the Office of Criminal Investigation will serve as the Project Manager. The Project Manager style of transition management was chosen due to the organizational realities of the Department and the support agencies that would become a part of this investigative strategy. The police middle manager is in a strong position to effectively interact with the administration(s) and supervisor(s) from the participating agencies and departments. The chosen project manager has a demonstrated ability to bring conceptual plans to reality as well as a demonstrated ability

to bring the best of the organization together to meet administrative and operational challenges. The ability to focus all available resources towards the achievement of a common goal will be of paramount importance throughout the transition management period. Here again, the project manager and the transition management team are seen as fully capable of meeting this need.

The selection of this organizational level of manager to serve as the Project Manager will bring to the project the needed organizational latitude to make the spontaneous decisions this transition period will surely demand. Finally, the chosen manager is an individual has a well earned reputation for turning conceptual ideas into operational reality. This skill, perhaps above all others, will prove to be the most beneficial to the project and its' members.

The decisions to be addressed during this process must also effectively respond to the administrative, logistical and fiscal issues unique to each participating organization. The identified critical mass possesses the breath of experience and organizational latitude to address the full scope of issues and conflicts likely to surface during the implementation process. The transition management team, to be lead by the project manager, must also possess the organizational freedom to develop sound strategies in a timely fashion. It has been shown that delay or inability to act swiftly during this stage of a implementation process frequently proves fatal to the project.³² It is felt the critical mass actors also can reasonably respond to these issues.

³² Beckhard, Richard and Harris, Reuben, *Organizational Transitions, Managing Complex Change*, Addison - Wesley OD Series, 1987.

The interpersonal and inner-Departmental dynamics outlined in the discussion of the critical mass individuals will demand strong interpersonal and negotiating skills by the project manager and transition management team members. These skills, coupled with a management style conducive to team settings, are seen as a mandatory prerequisite requirement for each member of the Transition Management Team. A shared commitment towards this end throughout the ranks of the management team must be a consistent focus if the full opportunity for success is to be realized. A commitment towards team building and true "buy in" are also seen as critically important for the overall success of the strategy. Each of the transition management team members has a demonstrated ability to meet this standard of performance.

Finally, the Project Manager would be responsible for bringing the major stake holders together to participate in the development of the strategies and plans to begin to move the Department towards the desire future. This component of the transition management strategy is intended to create a sense of team work, consensus building and mutual "buy in" to the project. Without these ingredients the project is doomed to failure.

TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

The final stage of transition planning involves identification and selection of the methods and technologies which can be used to support implementation of the desired changes in the organization. A clear understanding of the strengths and weaknesses of the organization that created the current state of affairs is critical to the understanding of what is needed to achieve the *desire future*. The selected transition management structure is designed to ensure this responsibility is met and the opportunity for critical aspects of this area are not overlooked.

The selected technologies and methods recommended for the chosen strategy include:

TEAM DEVELOPMENT/TASK FORCE APPROACH: Multi agency participation in this project is seen as imperative if information, personnel resources and modern technologies can all be used to their fullest potential. The active participation of this group in the transition management planning and implementation will foster a sense of shared ownership and personal commitment vital to the success of the project.

TECHNOLOGY USER GROUP: At the core of the selected strategy is the enhanced utilization of new technologies and suspect profile and identification information resources. Without the effective use of these resources the project will never achieve its full potential. The Project Manager will be tasked with the responsibility of developing a user group, comprised of members of the task force, to oversee the implementation and utilization of investigative technologies. A concurrent responsibility of this group will be to identify, and then coordinate the training of the other team members in the use of the chosen technologies. Finally, this team will ensure the timely implementation of these resources during the transition state so that the that the *desired future* will readily achieved through the use of these tools.

RESPONSIBILITY CHARTING: *A management tool to assist project administrators in the timely implementation of the various components of the plan. This method will help to ensure clear cut lines of authority and responsibility in the various task areas in the implementation strategy. Through effective organization the opportunity for the team members to become confused or misdirected will be significantly reduced thereby increasing the opportunity for success.*

GRAPH LEGEND:

- R = RESPONSIBILITY:** for action (but not necessarily authority)
- A = APPROVAL:** must approve, has power to veto.
- S = SUPPORT:** has to provide resources, but does not have to agree to the action.
- I = INFORM:** must be informed before the action, can not veto.

| ACTORS | COP | GANG HOMICIDE INVESTIGATORS | EXECUTIVE LIEUTENANT/ MANAGER | GANG HOMICIDE INVESTIGATOR | CITY MANAGER |
|-------------------------------|-------|-----------------------------|-------------------------------|----------------------------|--------------|
| TRANSITION STATE | ----- | ----- | ----- | ----- | ----- |
| POLICY DEVELOPMENT | A | I | R | I | A |
| SELECT PROJECT MANAGER | A | I | R | I | I |
| IDENTIFY RESOURCES | A | I | R | I | S |
| IDENTIFY TRAINING NEEDS | I | R | S | I | I |
| TEAM BUILDING SEMINARS | I | S | R | I | I |
| DEVELOP EVALUATION CRITERIA | A | S | R | I | I |
| FUTURE STATE | ----- | ----- | ----- | ----- | ----- |
| IMPLEMENT INVESTIGATIVE TEAMS | I | A | R | S | I |
| MONITOR PROGRAM PROGRESS | I | R | S | I | I |
| REPORTS TO CHIEF | A | I | R | I | I |

TEAM BUILDING SEMINARS: An important responsibility of the transition management team will be the "marketing" of the strategy to the various members of the organization(s) not directed involved in the operation. Team building seminars will be held for each of the participating agencies to ensure accurate information is disseminated to all interested people. "Rumor control" must be effectively managed if opportunities for snaildarters to side track the plan are to be held to a minimum. Organizational history has shown us that misinformation is the mother of rumors in the Department.... *"if you don't know it, make it up, when three people say the same thing... it's a fact."* The plan calls for this open forum, seminar setting to answer this need. The Project Manager will be responsible for the coordination of these seminars.

TRANSITION MANAGEMENT PLAN: TIME TABLE OUTLINE

MONTH ONE

Identify Project Manager.

Reorganize Office of Criminal Investigation.

Develop Gang Homicide investigation team within the O.C.I. of the model department.

MONTH TWO

Gain personnel and fiscal commitments from participating Departments and Agencies.

Schedule meetings of participating departments and agencies to establish management and supervisorial structure and lines of accountability.

Develop selection criteria for investigative task force members.

Develop assignment criteria for cases to be investigated.

Develop list of computer needs to support the task force.

Identify list a available technology resources on hand for use by the task force.

MONTH THREE

Identify critical training needs for assigned investigators and supervisors.

Identify technology and computer application skills within the task force members.

Establish program evaluation criteria.

Develop administrative review and reporting system and time table.

MONTHS FOUR TO SIX

Begin process of assigning cases to the teams.

Begin implementation of technology to be used by team members.

Create log of activities and progress of any assigned cases.

MONTH SIX

Evaluate post - implementation training needs.

Evaluate implemented technology for effectiveness.

Complete first written evaluation of program for review by the COP and Staff.

Adjust focus and direction of project as dictated by review.

ANTICIPATED OBSTACLES AND ISSUES DURING IMPLEMENTATION

The lyrics of a Beatles song related, "Life is what's happening to you while you are making other plans"; this strategy will, as so many things in life do, move towards this reality. History and experience has demonstrated there are at least two critical obstacles and issues that will become a part of the transition/implementation process. Some thought and discussion of these issues must be made to effectively plan for the future state in the investigation of gang related homicides. Those issues that arise that are unanticipated can be dealt with by the management team buffered by the many years of experience and education each member of the team will bring to the table.

The emerging trend of task force operations in the law enforcement community has become more and more common place in recent years. Trend evaluation and research analysis completed in this study would suggest the primary motivates of this reality is ongoing fiscal crisis facing the State and industry and the perceived "need" for organizations to collectively participate in asset seizure operations throughout the State. As discussed in the transition management plan a primary reason so many of these operations have failed has been the absence of clear cut lines of accountability and authority in the day to day management of the strategies. Territorialism continues to be a administrative/management problem in the law enforcement community. The "my investigators", "our case" mentality this creates has served to derail operations similar to the proposed investigative strategy. The proposed management team structure, which involves full participation and input from each organization, is anticipated to significantly reduce, if not eliminate, the opportunity for this fatal issue to surface in this plan.

No law enforcement effort can escape the realities of the fiscal recession and the impact this has on the staffing and operational resources available to the administration. The proposed investigative strategy will not be the exception to this rule. Once again, through team work and common focus it is anticipated that the program will receive the funding and staffing it demands to be successful. Although somewhat of a cliché the whole will exceed the sum of the parts in this setting. The structure of the team has sufficient flexibility and revenue sources built into it to respond to the dynamic nature of the economy and municipal budget processes. A personnel resource pool created through this joint effort will also provide a level of flexibility relative to staffing that any long term deployment will demand.

The Transition Management Plan outlined in this study has addressed the issues and individuals needed to make change happen in order to achieve the desired future in the topic area. Obviously, no single plan can anticipate all possible issues and conflicts that may arise in the course of managing change in an organization. A well thought out management plan would have as a ancillary benefit the flexibility to respond to unanticipated issues or conflicts during the change implementation period. It is felt this plan represents such a strategy.

CONCLUSION

This research study has attempted to forecast the future of the impact gang related homicides will have on investigative systems by the year 2004. Research completed in this study clearly suggests that if current trends continue gang violence, and specifically gang related homicide will significantly impact investigative systems in the future. Department of Justice and Federal Bureau of Investigation crime statistics, economic forecasting and demographic studies all suggest that gang violence is a growing epidemic in society. Media reports vividly document that gang violence is unfortunately becoming a part of the social fiber and conscious of this nation. Literature research completed in this study has revealed that the social, economic and

political indicators all point to the fact this epidemic of crime and violence is not abating. This study has demonstrated that there is no single action plan that can effectively address the immense range of issues this criminal epidemic represents to the law enforcement profession. Statistical analysis of local, state and national homicide clearance rates clearly suggests there is significant opportunity and need for improvement in the capacity of investigators to solve these difficult cases. Homicide investigation methodology and focus must change if the gang related murder is to be successfully resolved in the future.

Work load statistics and crime patterns clearly validate that no one department or agency has the personnel, economic resources or administrative latitude to effectively respond to the overwhelming work load created by gang violence. The impact of the ongoing economic recession as it relates to municipal budgets and law enforcement staffing issues can not be ignored. Reduced budgets and deployment realities have forced the vast majority of organizations in the criminal justice system to face new, and sometime painful decisions. At the core of the recommendation in this study are recommendations that address these facts. The need to develop effective working partnerships with the various enforcement identities within the system must now be considered in all areas of the profession, to include investigations. A commitment to pursue and develop relationships based on a commitment to team work in the investigative process and professional partnerships is at the core of the recommendations for the future of gang related homicide investigation. These relationships musty also include the local school district administration and private business if they are to be fully effective. Coordination that ensures a sense of shared ownership throughout the team to instill personal responsibility in the efforts to identify and then successfully prosecute the suspect(s) in these cases will be important components of a viable plan to address the issue.

As investigative systems move towards the year 2004 there will be tremendous opportunity for

creativity and dynamic change in the focus, technology and methodologies utilized to pursue these investigations. Computerization and information technology has made tremendous advancements in recent years. Recent economic realities in the private sector have motivated many industries to rethink their market and look towards law enforcement and crime prevention as the market place of the future. The well planned investigative system of the future must be fully prepared and ready to capitalize, and put to meaningful use, the technologies that will be assuredly be available. Preparing the organization to be fully capable of turning the opportunity these technological advancements represent into reality is also a recommendation of this study. The law enforcement profession must keep pace with the society it is sworn to protect, the research clearly validates the world is aggressively advancing in its use and application of technology. This study has suggested that if the law enforcement profession is to meet this need there must be a commitment now to bring these tools and resources into the daily culture of the investigative process. To do this effectively partnerships within the criminal justice system are imperative, shared resources and personnel are clearly demands of the future. To do less, is to ensure the patterns and statistics relative to the capture and prosecution of these suspects continues at current levels.

Personnel management and motivation must also be a continued focus of the successful police executive. The emerging workforce in the law enforcement profession has clearly demonstrated a new and more dynamic list of demands to remain committed and motivated. The gang related homicide investigator is not an exception to this orientation. It is recommended that through the application of the suggested strategies in this study there will a commensurate improvement in the perception that success is a real possibility in these cases. Reduced frustration levels, a renewed sense that the organization is pursuing and applying the full scope of available tools to address the problem will all play a positive role in the maintenance of the moral and motivational level of the gang related homicide investigator.

There is no question change in the homicide investigative process is needed. Change will inevitably occur, regardless of the level of administrative initiative present in a given organization to anticipate and respond to that change. The challenge that faces law enforcement executives lays not in *if* these changes will occur but in *how* and in *what* time table will each of their organizations pursue the future state of gang related homicide investigation. "Business as usual" can not be the order of the day as it relates to gang related homicide investigation. The challenge that confronts each individual who aspire to lead police organizations into the future is to recognize that adapting to change is a fundamental responsibility of the law enforcement community. It is hoped that this study will provide the reader with some thought provoking ideas and methodologies as it relates to the future of gang related homicide investigation.

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APPENDIX A

Dear Mr. Bediamol,

I need your help! I am currently in the second year of Command College. Command College is a two year police executive masters level program coordinated by P.O.S.T. The major goal of this educational experience is to motivate police executives to be more future oriented in their thoughts and organizational plans. A major part of this program involves the completion of an extensive research project dealing with an emerging law enforcement issue. The focus of this study is to forecast the future implications this issue represents for law enforcement executives. Each participant is also charged with the responsibility of developing a management strategy that will positively impact this issue in the future.

The issue I have chosen to research is: *What Will Be The Impact Of Gang Related Homicides On Investigative Systems By The Year 2004?*

One of the methodologies identified to assist in the identification of events, trends and strategies that will impact this issue in the future is the **Nominal Group Technique**. This technique involves bringing together a group (usually 8-10) of individuals with a common interest and background relative to the issue to be studied. While there is a shared background in the topic area, individuals with unique perspectives and orientations are brought together to discuss this commonly shared area of interest. Through open discussion and private work the group ultimately reaches consensus on a broad range of events, trends and issues impacting the issue.

I would very much appreciate your participation in this process. The group will meet on June 25, 1993 at 10:00 a.m. at the Day's Inn Hotel located at 5101 W. Century Blvd., Inglewood CA. We will convene in the "Hanger" room; this room is adjacent to the coffee shop. I anticipate completing the process by 4:00 P.M. Lunch will be provided as a part of your

participation in the discussion.

As a part of this communication I am sending each panel member additional information and statistical reports relative to this topic. I will also send each participant a roster of the other members in this discussion group. I would ask each member to review this information and begin to formulate his/her ideas regarding the topic. It is my hope that this information will provide each panel member with sufficient information to ensure continuity of focus when we do actually meet.

I am confident that the day long interaction will prove to be enjoyable and informative for everyone involved. If you have any questions or concerns I can be reached at (310) 412-5142.

I look forward to seeing you on the 25th.

APPENDIX B

STRATEGY ONE: Reorganize the Office of Criminal Investigation to shift the focus of all available manpower to the investigation of violent crime, specifically gang related homicides.

The first strategy selected to be studied was a plan to reorganize the Office of Criminal Investigation. The proposed reorganization would shift the majority of personnel resources in the Office to the Person Crimes Division, Homicide Unit. The newly assigned Investigators and supervisors would **only** be assigned gang related homicides. Prior to this reorganization Investigators were routinely assigned aggravated assault cases as a part of their routine workload. The driving force behind the Office reorganization strategy was a view that at the core of the investigative problem was the fact Investigators were simply assigned too many, and too diverse, a case load. Ineffective case management eliminated the Investigators' ability to professionally pursue the more complex homicide cases. The resultant overload created moral and performance problems that manifested itself in reduced investigative efficiency and lower case clearance rates. Through a shifting of significant manpower to the Homicide Team the Office could better meet the demands of these time intensive investigations.

The primary advantage of this strategy was the reduction of the case load responsibilities and the "focusing" of the efforts of the Homicide Investigators and supervisors. These changes would then enable the Investigators and supervisors to pursue these cases with the vigor, intensity and creativity they demand.

Obviously, any increase in the staffing levels of the Person Crimes Division would cause a concurrent reduction in the staffing of the Property Crimes Division. Concern that this could create a perception by property crime victims that they were somehow less entitled to profession investigations when they are victims of crime was immediately recognized. It was

also felt that in times of economic recession there is a need for increased sensitivity for the well-being of the business community. Statistics indicate that the business community is most often the victim of crimes investigated by the Property Crimes Division, i.e. Burglary, Thefts and Fraud. Significant downsizing of the Property Crimes Division could adversely impact the level of service provided to this critically important element of the community.

Concern was voiced by the Officers Association regarding the impact this strategy may have on the working conditions of the assigned Investigators. Assignment to the Homicide Team brings with significant "on call" responsibilities, and overtime pay. Individuals previously assigned as Property Crimes Investigators, who are not held accountable for on call staffing, would conceivably object to being administratively assigned to these teams.

Finally, it was discussed that this strategy was perhaps too narrowly focused to truly impact an investigative issue with some many concurrent contributory factors and causes. It was felt that staffing of the Homicide Unit was only one component of a possible solution regarding the gang related homicide issue.

APPENDIX C

STRATEGY TWO: Form a technology supported, multi-jurisdiction Investigative Task Force to investigate gang related homicides.

The second strategy focuses on the formation of a multi-jurisdictional investigative task force to work gang related homicides. This task force would be developed and maintained through personnel and management sharing as well as the full utilization of technology and commonly shared gang information data banks. This strategy could conceivably involve the vast majority of the key stakeholders, to include the schools, as outlined earlier in this section of the research. The obvious advantage of this strategy is the capabilities and latitude relative to information, personnel and resource sharing it represents to the management of all the involved Departments. In the midst of the economic recession this strategy appeared to have tremendous potential for all the involved Departments. Technological advances would become an important component of this plan in that currently available telecommunications capabilities, computerized gang information data banks and electronic identification systems could all become a daily part of the interaction with the various team members and their supervisors. These tools could eliminate the need for a common work site and shared resources while still ensuring timely, concise interaction and effective investigations.

The disadvantages of this strategy would conceivably have most to do with the problem of Territorialism and a demand for independent control which is a widespread problem in the law enforcement community. Administrators and Investigators who maintain a focus on "getting the credit" and "who's in charge" of an investigation could become *snaildarters*. It is also recognized there is significant disparity amongst the various law enforcement organizations in the area of technology utilization and expertise. This would create significant roadblocks in the implementation of the plan. Lastly, those agencies with little in the way of technological expertise or equipment may not be in a position to fund the development of these tools and

training requirements implementation would represent.

APPENDIX D

COMPLETE NGT GENERATED EVENT LIST

1. Government closes borders.
2. Vigilante group retaliate.
3. Gang violence rise in Palm Springs.
4. Rico law becomes state law.
5. L.A. Lakers win 4th time.
6. Second Rodney King trail.
7. Schools close down-gang violence (mostly due to gang violence.)
8. Carrying concealed weapon allowed by state law.
9. Gang attacks police facility.
10. Educational system fail.
11. Gang members responsible for assassination.
12. L.A. County probation officers.
13. Million bed prison colonies built in the desert.
14. Massive homicide done by gang members.
15. Gang involvement in terrorist attacks.
16. Record homicide rate in three years.
17. Artifice cocaine developed in lab.
18. Gang member (16 years) sentenced to death.
19. Wide spread gang extortion.
20. Open conflict between rival ethnic gangs.

21. Juvenile sentenced to state prison.
22. Family members must report gang activity - or be charged as an accessory.
23. L.A. suffers its 10th day of 110 degree weather.
24. Sudden significant down sizing of law enforcement agencies.
25. Lakers & Kings leave Inglewood.
26. State refuses to allocate additional funds for corrections.
27. 25,000 prisoners to be released at once.
28. State mandates electronic monitoring of gangs.
29. Fidel Castro supported by gangs.
30. Stiffer convictions on gangs related crimes.
31. World wide riots.
32. Open borders.
33. School P.D. double in size.
34. New drug of choice on street is ICE.
35. Anti aggression drug developed.
36. Principle arrested for selling drugs to elementary students.
37. Massive escape (2000) from L.A. County Jail.
38. Priest require to marry.
39. Unification of gangs.

APPENDIX E

COMPLETE NGT GENERATED TREND LIST

1. Larger gang population.
2. Developing a new educational system.
3. Complex economic systems demand on education.
4. Younger age gang members.
5. Inter-agencies Investigative partnership.
6. Global intelligence network.
7. Uncontrolled immigration impact.
8. Gang experts requirement on gang related homicide.
9. Demand for strict enforcement of the law.
10. Neighborhood Watch becoming more aggressive.
11. Redesign of court system Juvi/adult.
12. Gradual increase of children being exposed to prenatal drug abuse.
13. More female gang members.
14. Creative intelligence gathering.
15. Growth and anomomence.
16. Industry wide privatization.
17. Less turf oriented gangs.
18. Probation and parole becomes dysfunctional.
19. Less gang intervention opportunities.
20. Military tactics at street level.

21. Open war fair between police & gangs.
22. Legalization of drugs.
23. Availability of more lethal weapons to gang members.
24. Multi ethnic gangs.
25. Increase ethnic diversity of gangs.
26. Need to apply organizational theory to gang enforcement strategies.
27. Recreation/leisure programs will change.
28. Increase inter-gang conflict.
29. Non violent crimes no longer investigated.
30. Local government becomes ineffective.
31. Increase numbers of families in underclass/poverty level.
32. Schools forced to develop pro-active strategies against crimes.
33. Growth in geographical area impacted by gangs.
34. Police executives actively involved in lobby effort.
35. Unsolved rate increases.
36. Juvenile rehab. abandoned in justice system.
37. More fear of retaliation.
38. Sacrifice successful prosecution for gang intelligence.
39. Restructure of criminal justice training.
40. Increase community participation.
41. Increase automation of criminal justice system.
42. Privatization of law enforcement throughout the State.

43. Inability to prevent crime.
44. Increasing intolerance of criminals.
45. Lack of tolerance of crime becomes widespread.
46. Arming of probation officers throughout the State.
47. Increased use of volunteer police officers.

BASIC CROSS-IMPACT EVALUATION MATRIX

| | IMPACTING EVENT (Actors) | Trends & Reactors | | | | | | | | | | | | | | | | | | | | Impact |
|-----|--|-------------------|----|-----|-----|-----|-----|-----|-----|----|---|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|--------|
| | | E1 | E2 | E3 | E4 | E5 | E6 | E7 | E8 | E9 | E10 | T1 | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 | T10 | |
| E1 | School Closed Down by Gang Violence | | 10 | 100 | 100 | 90 | 95 | 95 | 100 | 75 | 50 | 0 | 5 | 75 | 50 | 0 | 50 | 50 | 75 | 50 | 80 | 17 |
| E2 | Government Closes Borders | 0 | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | -50 | -75 | 25 | -75 | 0 | -5 | -80 | -70 | 0 | -70 | 8 |
| E3 | Gang Members Resp for Assassination | 100 | 0 | | 95 | 95 | 100 | 50 | 10 | 75 | 50 | 0 | 75 | 0 | -50 | 50 | 0 | 30 | 80 | 100 | 100 | 15 |
| E4 | Massive Homicide by Gang Members | 100 | 5 | 100 | | 100 | 100 | 10 | 25 | 80 | 50 | 45 | 50 | 0 | -50 | 5 | 0 | 85 | 95 | 100 | 100 | 17 |
| E5 | Open Conflict bet Rival Ethnic Gangs | 100 | 0 | 100 | 100 | | 8 | 40 | 60 | 95 | 25 | 50 | 85 | 0 | -50 | 30 | 0 | 100 | 95 | 90 | 100 | 16 |
| E6 | Vigilante Group Retaliate | 100 | 5 | 95 | 100 | 80 | | 50 | 70 | 90 | 50 | 75 | -10 | 0 | -50 | 40 | 0 | 80 | 100 | 80 | 95 | 17 |
| E7 | Educational Systems Fails | 100 | 0 | 95 | 100 | 90 | 85 | | 100 | 90 | 100 | 70 | 100 | 100 | 95 | 60 | 100 | 100 | 100 | 100 | 100 | 18 |
| E8 | Juveniles Sentenced to State Prison | 85 | 50 | 95 | 95 | 90 | 80 | 100 | | 90 | 65 | 65 | 80 | 0 | -50 | 100 | 5 | 85 | 50 | 65 | 75 | 18 |
| E9 | St Mandates Elect Monitoring of Gangs | 40 | 5 | 50 | 50 | 50 | 50 | -10 | 100 | | 40 | 80 | 40 | 0 | 10 | 95 | 60 | 50 | -50 | 30 | 40 | 18 |
| E10 | Anti-Agression Drug | 50 | 10 | 50 | 60 | 60 | 80 | 80 | 95 | 80 | | 0 | 35 | 0 | 10 | 80 | 40 | 50 | 20 | 20 | 80 | 17 |
| | Events & Trends Reactors | 8 | 6 | 8 | 8 | 8 | 8 | 8 | 8 | 8 | 8 | 7 | 10 | 3 | 10 | 9 | 6 | 10 | 10 | 9 | 10 | |
| T1 | Expansion of Global Intelligence Network | | | | | | | | | | T6 Increased Exposure to Parental Drug Abuse | | | | | | | | | | | |
| T2 | Growth in California Gang Population | | | | | | | | | | T7 Multi-Ethnic Gangs | | | | | | | | | | | |
| T3 | Increased Demand on Public Education Economic System | | | | | | | | | | T8 Unsolved Crime Rate Increase | | | | | | | | | | | |
| T4 | Uncontrolled Immigration | | | | | | | | | | T9 Fear of Retaliation | | | | | | | | | | | |
| T5 | Redesign of Court System | | | | | | | | | | T10 Growth in Geographical Area Impacted by Gangs | | | | | | | | | | | |