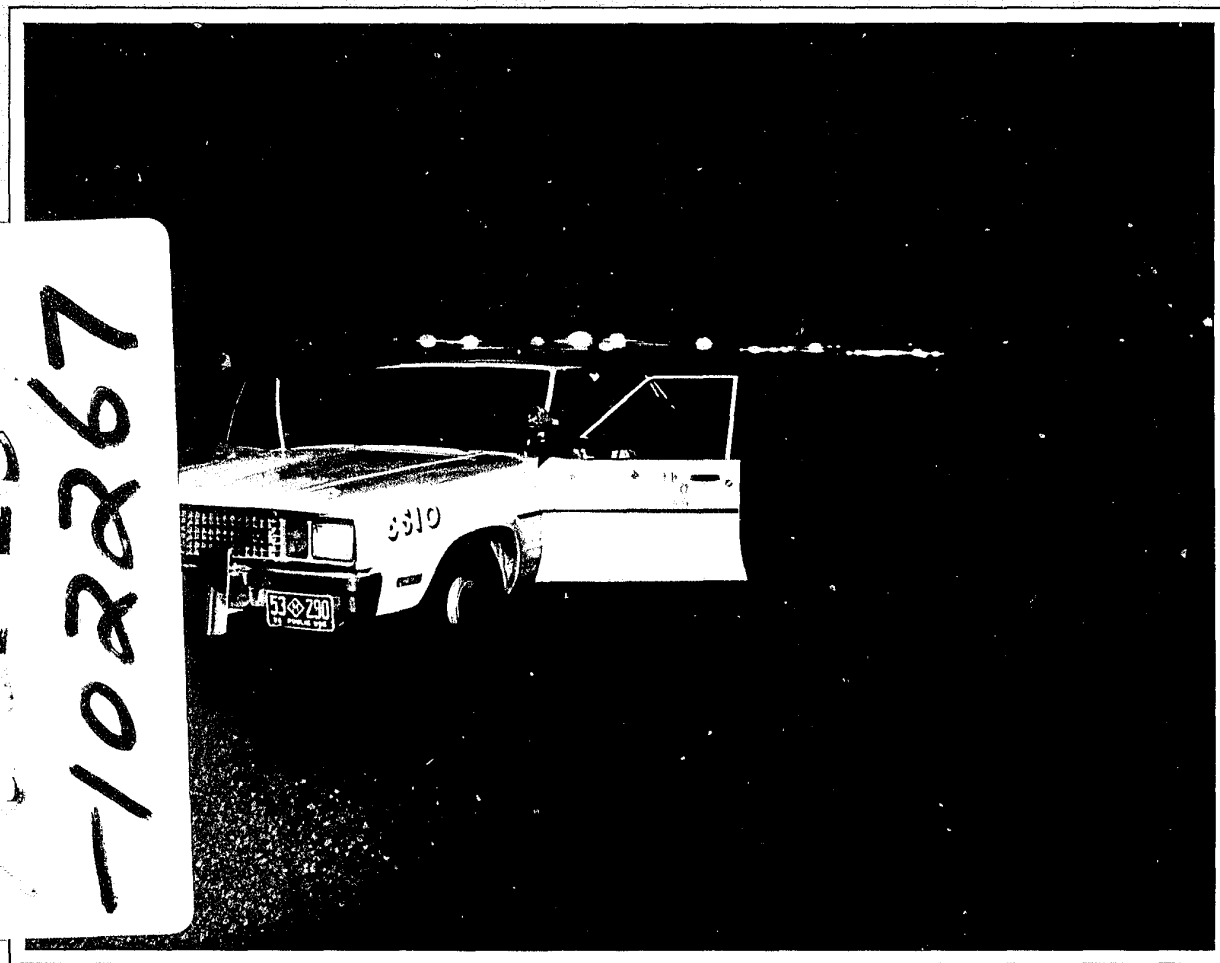




FBI

July 1986

Law Enforcement Bulletin



*The Near Future
Implications for Law Enforcement*

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ACQUISITIONS

The Cover:

The responses to an informal survey of 75 executives drawn from the world's largest law enforcement agencies identify major concerns facing their departments within the next 5 years. (See article p. 1.)

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Law Enforcement Bulletin

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The Near Future Implications for Law Enforcement

“... [the law enforcement] profession has always been highly responsive to criticism, challenge, and opportunity for change.”

By

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Editor's Note: The purpose of this article is not to provide correct answers to potential problems, but rather to pose problems so that they can be discussed and debated within the law enforcement community.

As a profession which necessarily exists and functions at the leading edge of social change, law enforcement has experienced its own considerable turbulence during the past 25 years. This turbulence has been caused by law enforcement's struggle to remain relevant to its basic mission of social control and by its attempts to cope with a changing mandate. To our credit, we have generally met the challenges posed by change, corrected the deficiencies in our organizations, and emerged more able to deal with the hard reality of the street than ever before. Our success stems from the fact that our profession has always been highly responsive to criticism, challenge, and opportunity for change. The current technological revolution has not generally been viewed by law enforcement as a problem, or threat, but

rather as an ally to be used as a tool in the race to become more efficient and effective in processing information.

This is not to say that law enforcement does not have significant problems. We will always have problems, the most significant of which in the near future will lie in the area of public financing, narcotics, personnel problems, organizational structure, crime control, and the assimilation of high technology. Such problems can be solved through the continuing process of good planning, training, and intelligent application of resources, but they need to be precisely identified beforehand so the process can be brought to bear on them. In August 1985, I asked the active graduates of the National Executive Institute (NEI) to furnish a list of three problems deemed most critical to their agencies prior to 1990. Virtually all questionnaires were returned. Returns were also received from Canada, the United Kingdom, and Hong Kong. The identified problems will not affect each department in

the same way, and in fact, there are a few departments that may not experience any significant problems whatsoever. However, in a general sense, the following areas were of sufficient concern to merit the attention of all law enforcement executives.

Public Financing of Law Enforcement

The role of governmental financing in the United States is undergoing a fundamental change. Since the early 1970's, the body politic has been observed to demand more control over their lives and to ask that governmental institutions be returned from Federal control to State, and ideally, to local control. This political movement is known by many names, but most commonly "New Federalism." New Federalism is the cornerstone of the Reagan administration, which is actively attempting to shift responsibility for the solution of social problems from collective to individual effort. Where possible, responsibility is being shifted from the Federal to the State level, or in some cases, Federal involvement is

“Public financing of law enforcement was the most frequently mentioned, near-term problem”

being curtailed completely. For example, the revenue-sharing program appears to be dead at this time. Law enforcement is designated as a local problem needing little, if any, Federal assistance. Finally, in the area of affirmative action, we are witnessing a significant reversal of the Federal role in this program versus what it was in the early 1970's. Additional program shifts spawned by either the New Federalism philosophy or the Federal deficit are under way and will continue for a considerable period of time, depending on the outcome of the 1988 elections and Federal deficit control measures. The change in government philosophy is not the only factor which is causing significant financial problems for major law enforcement agencies.

Public financing of law enforcement was the most frequently mentioned, near-term problem in the recent NEI survey. Other factors that are having an impact on fiscal matters are the declining revenue base in our older industrial cities, the continuing flight of the middle class to the suburbs, the relocation of some industries from our northern industrial areas to the Sun Belt, and finally, ramifications of a “strange,” and changing, economy that has brought prosperity to some States and recession, or near depression, to more than one-half the others. The combination of the above factors makes it unlikely that law enforcement budgets will show any substantial increase in the near future. At best, police budgets in the next 5 years will either be reduced or fixed. This is true at the Federal, State, and local level. Expect that “managing with less” will continue to be the operant phrase in law enforcement in the foreseeable future.

One exception to this general statement might be found in a few large cities in the United States (Tampa, FL, Atlanta, GA, San Diego, CA), all of which are experiencing rapid economic growth. However, even this bright spot must be tempered by the realization that these rapidly expanding entities will also have expanding law enforcement service needs.

Since the Federal Government is reducing its role as a “bank” to our society, it becomes obvious that the new “bank” necessary to finance social problems will be the State government. It should be recognized that the local property tax in most jurisdictions has been exhausted as a means to increase local government operations. Local government is finding that they have limited means by which they can raise additional revenues. State government, by contrast, is more capable of generating increased revenue. This is accomplished through sales tax, income tax, and business taxes. Thus, the State government will be, in the near-term, the only government entity which will be able to provide supplemental revenues for local governments whose tax base has eroded. Obviously, local law enforcement must tap into State resources in order to maintain local service levels or if it is to provide additional services to constituents. Thus, law enforcement organizations must get involved more directly with State legislatures in order to obtain a large percentage of the available tax dollars. Some law enforcement organizations in the United States have employed lobbyists to present their cases to State legislatures, and the results of their efforts have been quite substantial. The chiefs of police and sheriff's association in the State of Washington has been particularly adept in this lobbying process and is a model for others to follow. It is not un-

reasonable to expect that every major police department or police association will establish some form of liaison with the legislative branch of State government in the near future.

It is also reasonable to expect that law enforcement will begin to generate its own revenue by charging for some of its traditionally free public services. Several departments currently charge for automobile accident investigations, for response to false alarms, and for a host of other services which, historically, have been provided without charge. This trend is likely to grow, generating as it does additional income.

It is important, in these times of fiscal constraint, that law enforcement commit a significant part of its resources to achieve higher levels of productivity. There are several areas in which this may be considered. The current chiefs of police of Omaha, NE, and Los Angeles, CA, both make strong arguments that law enforcement break out of its traditional role in reacting to problems and become more proactive. One proactive technique is to be found in the development of additional collaborative activities with other law enforcement organizations in order to achieve better crime control. While some past collaborative activities have not proven to be successful, the majority have been beneficial and thus deserve the chief executive's commitment. Simply put, the problem of crime in the United States is so great that no single agency can hope to be effective by just relying on its own resources.

A new area of collaboration which needs further exploration is between law enforcement and the private sector. Law enforcement executives must insist in no uncertain terms that citi-

zens, institutions, and organizations within their community shoulder greater responsibility in assisting law enforcement in crime control. Some excellent examples are presently found in the collaborative activities known as Neighborhood Watch, Mothers Against Drunk Drivers, and Court Watch. These are laudable examples of citizen involvement in projects to achieve a more stable society. It has become clear that our profession, while mandated to control crime, cannot do it without substantial community involvement and support. Thus, we need to commit more law enforcement resources to public education and to the development of collaborative activities with the private sector. Such measures take a proactive stance.

The chief of police in Omaha notes that in the past, law enforcement has tried to control the supply of narcotics by targeting the distributor and the users. The results, while impressive, have not slacked either the supply or the demand. He, therefore, suggests that law enforcement now devote some resources to the demand for narcotics in an attempt to reduce this aspect of the problem. While all will agree that law enforcement alone has little ability to reduce demand, it is nonetheless an area in which successful collaborative activities can be designed in cooperation with local industries, churches, and schools. These new programs may be successful in reducing the demand side of the problem. Considering the extent of the problem, it is worth a try.

In conclusion, it is safe to assume that fiscal problems will continue to be a source of management concern. Each major department will have a slightly different problem. At this time it is difficult, if not impossible, to predict which jurisdictions will have good, or

for that matter, difficult economic times. In either case, law enforcement agencies should expect difficulty in obtaining additional revenues and should take appropriate steps to either increase productivity or secure new sources of revenue.

The Changing Pattern of Crime

Three important factors contribute to the changing nature of crime in the Western World—(1) the advent of high technology in our society, (2) the distribution and use of narcotics, and (3) a declining population in the 14–25 age bracket. While the chief of police in Minneapolis, MN, listed street people, drugs, the urban poor and their potential for social disorder as his three concerns, the police chief in Calgary, Alberta, Canada, indicated his concerns were with the growing problem of the drug scene, outlaw motorcycle gangs, and ethnic gang violence. Finally, the commissioner of the Royal Canadian Mounted Police (RCMP) listed terrorism, drug enforcement, and white-collar crime as his chief concerns in Canada.

The concerns of these professionals are justified as the nature of crime is rapidly changing, forcing a new law enforcement response. The new crimes of data manipulation, software piracy, industrial espionage, bank card counterfeiting, and embezzlement by computer are clearly not variations of older crimes that will peak in popularity and then fade away. They will remain with us for the foreseeable future—paradoxically, what probably will fade away are the traditional crimes of armed robbery and perhaps burglary. The new crimes spawned by high technology will require the devel-

opment of new investigative techniques, specialized training for law enforcement investigators, and finally, the employment of individuals with specialized, highly technological backgrounds. Taken together, they threaten to be the Achilles heel of our society, at least until better encryption devices are developed which will provide adequate security to electronic transmissions. Until then, the specter of a Three-Mile Island in the banking industry must cause all of us serious concern.

The abuse of narcotics in the United States seems to be spreading in numbers and throughout the various social classes. Narcotics violations continue to take an ever-increasing percentage of our time and resources. While it is critically important that we attempt to control the use of narcotics in the United States, we should recognize that law enforcement cannot, by itself, control the problem. Collaborative activities with educational and religious institutions, with private industry, and with government are necessary to achieve better control. The most that law enforcement can be expected to do in this regard is to continue narcotics enforcement at current levels and to provide leadership to the community. As has been stated before, the real solution to the narcotics problem, worldwide, is for individuals to stop demanding a supply. Like alcohol abuse, it is not a problem that will go away in the near future; in all probability, in fact, it will get worse before it gets better. Besides the continuing harm of widespread narcotics use, we must deal with the violence inherent in narcotics distribution schemes and the corrupting influence that narcotics has on our own law enforcement personnel.

“... our profession, while mandated to control crime, cannot do it without substantial community involvement and support.”

Finally, the nature of crime in the United States has been changed by a declining birthrate. The large number of crime-prone youth (14–25) has significantly declined in recent years as the Baby Boom generation of the 1950's moved into middle age. As a result, crime rates in the United States have begun to drop, although crimes may be increasing in violence. The present generation of crime-prone youth, however, often derives from a relatively poor immigrant population. This population tends to settle in major cities in the United States and often finds itself living contiguous to older, also poor, people who, in their declining years, cannot afford to leave their neighborhoods. Thus, the young criminals prey on the elderly and flourish. The growing number of young persons in their crime-prone years in our metropolitan areas virtually ensures that high crime rates will continue in these areas. One side effect of this situation is that the public at large, reading the press accounts of horrifying urban crimes, generates an exaggerated fear of crime. This tends to distort reality, and thereafter, places unreasonable pressures on suburban departments to protect their populations from criminal forces which are generally confined to the city. Finally, the continuing flow of migrants to the United States in general, and our large cities in particular, will continue to bring new forms of organized crime, ethnic gang violence, and ethnic victims. While this is not a new phenomenon in American history, it certainly is a significant factor in the continuing problems of policing in a metropolitan area. In short, the demand for police services in the metropolitan areas will continue to escalate in the next 5 years, while the tax base to support such service continues to decline.

Alternative To Force

With the introduction of hostage negotiations as an operational tool, law enforcement took a significant step in the evolutionary process of abandoning the use of deadly force to police civilian populations. While it may be 100 years before law enforcement abandons its reliance on deadly force, the evolutionary process to this end continues. The development and use of nonlethal weaponry offers some hope in this regard. It would be wise to examine each nonlethal product for its application to policing. If found to have application, we must train and certify our officers in its use, both to protect them and to avoid the problem of civil liability. We all know, and regret, the necessity of using deadly weapons in law enforcement. We must, as a profession, develop alternative methods as quickly as possible without endangering the lives of any officers. This is a demanding assignment and one that needs our full attention. The Indianapolis, IN, police chief listed deadly force as one of his concerns. In this litigious society, his concern is understandable.

Organizational Structure

Both the chief in Edmonton, Alberta, Canada, and the director general, Quebec Police Force, expressed concerns about future organizational structure. The director general called attention to the need to remodel the police departments so they could maintain acceptable service with only moderate increase in cost; the Edmonton chief of police, by contrast, called for adapting the organization to changing operational and environmental conditions and urged that traditional

police bureaucracy be amended. Both problems result from trying to force the circle of late 20th century communication networks into the pyramid of centuries-old bureaucratic structure. Problems with data storage, sharing of information, and access proliferate because the necessary connections for information flow simply don't exist. In other words, communications within the pyramid are often broken and frustrated by the levels of the bureaucracy. Both concerns are spawned by the fact that the process of communication has become extraordinarily rapid in our society. This causes significant problems within all organizations, but most importantly, it causes significant dysfunction in the pyramid structure. All types of communication within the pyramid often break down and are frustrated by superfluous levels of bureaucracy. If upward communication has become a known problem within an organization, we should consider changing our organization structure to a more horizontal design to facilitate the flow of information and ideas. Additionally, it should be expected that freedom of information problems and a citizen's right to privacy will be issues within the next few years. Rightfully so! Citizens are becoming concerned about the amount of information, or misinformation, that is being accumulated in various data banks regarding their personal lives. They will need access to this information and they will also need protection from unauthorized persons obtaining this information about them. Both problems are future legitimate concerns for the police executive.

High Technology

In the NEI survey, a large number of executives expressed their thoughts about the introduction of high technology in the law enforcement environment. The police chief of Corpus

Christi, TX, expressed concern about the integration of mobile terminals with computer-assisted dispatching, while the sheriff of Harris County, TX, was enthused about the development and implementation of computer-assisted information systems for countywide criminal justice application. The chief executive of the Ohio State Highway Patrol called for the expansion of the present 911 system into a nationwide emergency number, and the Baltimore County police chief was interested in how to handle and make use of technology in the mainstream of police operations and decisionmaking. Finally, the head of the Montana Highway Patrol expressed some frustration about not being able to afford modern communications during the information age.

All of the above comments point to the fact that in the recent past, there has been a rush to introduce various forms of high technology into the law enforcement workplace. The results have been mixed. It has clearly been of assistance in improving management controls, and in some cases, it has been used effectively to direct manpower utilization. Some success has been seen in using microcomputers in the resolution of various crimes. However, its full potential has not yet been realized. The problem does not lie with the machinery in and of itself, but rather with the human factor, that is, in the development of software that allows law enforcement problem areas to be addressed by high technology. Such software programs are difficult to obtain, and most are in the experimental stage. Moreover, the individual operators of our high technology equip-

ment have yet to demonstrate a complete acceptance of the technology, and thus, its full potential has yet to be realized. John Naisbitt's caution that high technology must be accompanied by what he called "high touch" bears further scrutiny so as to ensure that the human element does not reject the new machines as a threat to themselves or their jobs. It is clear that the machines of high technology are not a management or investigative tool which should be discarded or abandoned, but on the other hand, organizations should not rush to purchase the latest equipment without due investigation and consideration of its cost effectiveness. There are many examples of high technology benefit to law enforcement. Programs such as the National Crime Information Center (NCIC), computer-assisted dispatch, and the new Violent Crime Apprehension Program at the FBI Academy are excellent examples of how the computer can be made to work for the betterment of law enforcement. The most significant problem with high technology is its cost and application to our work. Both need to be considered very carefully so that the acquisition of high technology does not become an end in and of itself. To purchase high technology just for public relations purposes is unwise and exceedingly expensive. It is far better to wait until software programs are available, and if possible, establish some means within law enforcement to share software programs which have been demonstrated to be effective.

Training

In times of tight budgets, one of the first programs to suffer within any law enforcement organization is training. Although regrettable, this is historically correct. Enlightened executives

would not allow this to happen. Training is essential to any organization involved in the process of change. As we move to ever-higher levels of professionalism and faster rates of change, executives will find that the best antidote to the stress factors induced within the organization is the process of training. It is recognized that training is expensive in terms of time and money; however, an experienced trainer knows that most of the training required in law enforcement can be offered at a local level using local resources. Within each metropolitan area in the United States, there are more than sufficient resources to enlist in the design, development, and implementation of quality training programs, if only the department will make the commitment to that objective. Therefore, in a period of fiscal constraint, it is not necessary that training be cut; in fact, with proper direction the process of training can be, and should be, expanded.

The sheriff of Los Angeles County indicated that the development of human resources was his primary concern. He recognized that ethical conduct, labor relations, and employee retention were all factors within his community directly affected by the process of training. The police chief in Birmingham, AL, called for meaningful training that would transcend the simple mechanics of policing and develop some that addresses complex problems that we do have and will face in law enforcement. Both of these executives have placed their fingers on one solution to the problems faced in law enforcement in the near future.

“... recent collaborative activities among law enforcement agencies in the area of domestic terrorism have proven to be so successful and rewarding.”

Criminal Justice System

Virtually all respondents to the NEI survey who had responsibility for jail maintenance stated that inmate overpopulation would be a serious problem in the near future. Jail overcrowding will continue to be a serious problem and also a significant drain on fiscal resources. While alternative sentencing may offer some limited relief, the simple fact is that the body politic is demanding that criminals pay for their actions. The judiciary has responded by ordering more people to serve their sentence in prison and to serve a higher percentage of the sentence prior to hope of parole. It is apparent that more jail space is needed and the responsibility of the law enforcement executive in this problem area is to lead the community in a discussion and debate of the problem. In this role, the executive must provide information concerning the ramifications of the problem so that an informed public can make a wise political decision.

Additionally, our court dockets continue to be overcrowded. Again, the problems generated are of serious concern to law enforcement executives. Needless to say, it causes an unwarranted amount of overtime expenditure, a loss of faith in the criminal justice system, and compromises to our constitutional form of government (i.e., plea bargaining). Again, the role of the law enforcement executive is to bring this matter into clear focus so that the public can make an informed decision regarding possible remedies.

Personnel Problems

The most recent cause of concern for law enforcement executives in personnel matters is drug abuse by law

enforcement officers. Our policies and procedures in regard to alcoholism among police personnel have been carefully drafted over the past decade and have produced beneficial results. Recently, however, some enforcement officers have begun to use illegal substances which have led to their impairment, or worse, arrest for criminal violations. While the use of hard drugs by officers is not extensive, it does merit our special concern. Unlike alcohol, the possession and use of hard drugs is a crime. In the next 5 years, personnel policies must be crafted to protect the integrity of the profession. Debate is necessary regarding the use of the polygraph or mandatory urinalysis as a means to safeguard the organization. These need further examination and debate within our profession and also court review to resolve the constitutional issues involved. Clearly, the problem cannot be allowed to continue lest the public lose confidence in law enforcement.

Traditional personnel problems will continue to be a problem. Such matters as age discrimination, employee misconduct, sexism, new employee attitudes, and poor work habits will not be resolved in the near future. Perhaps two executives of the California Highway Patrol stated it best when they said, "It is becoming increasingly difficult to maintain current standards of conduct for police officers due to changing values in our society, court rulings addressing the rights of employees and the Peace Officers' Bill of Rights. Nevertheless, law enforcement administrators must take a firm stand and hold police officers to higher standards than those required of the general public."

Urban Unrest

For the past decade, we have enjoyed a period of relative calm in our

major metropolitan areas in the United States and Canada. This has not been the case in the United Kingdom. An inspector of the Constabulary, South Wales, reports that continued urban unrest was one of his chief concerns in the near future for British forces.

There has always been some measure of civil unrest within our large urban areas in the United States. The last period of difficulty was during the late 1960's and continued into the early 1970's. The problems were generated by the civil rights movement, or better the resistance to it, and the war in Viet Nam. It should be recognized that the interdiction of several social forces may occur in the near future which could result in the outbreak of unrest. Our economic difficulties, the friction of newly arrived immigrants, or lack of available opportunity are all forces present within our communities at the present time. As these problems continue to smolder, all that is needed is a catalyst, or spark, to ignite riotous behavior. The recent riots in England and Miami should serve as a primer to all of us regarding the potential for significant problems. It is not possible to predict when, or if, civil unrest will occur. It is a potential problem which bears close scrutiny so that our department response is effective and professional. We should not be caught unaware or unprepared, otherwise the destructive energies released will be difficult to contain.

Labor Management Relations

A key issue with police executives in the United States continues to be police unions. The chief of the Montgomery County, MD, Police De-

partment indicated that the one continuing problem in labor management relations is the "us/them mentality" versus the "one team" necessity. In addition to this, one can reasonably expect that fiscal constraints, the continuing problem with the Fair Labor Standards Act, bad faith negotiations, bad management practices, poor union leadership, and a continued loss of management prerogatives will all combine to produce forces which will cause a significant increase in disruptive job actions in the near future. Neither side is blameless. The tragedy of the situation is that the impact of poor labor management relations is relatively predictable and is thus avoidable. Since it is not expected that the fiscal situation will improve significantly in the next few years, one can expect that the pressure on the part of union leaders to obtain more benefits for their members will be frustrated. Since the result of the PATCO strike, public management has learned that times are conducive to regaining management prerogatives lost during the previous decade. The stage for confrontation between labor and management in the public sector is set, and in many areas, only requires an incident to force disruptive job actions. The only solution to this seemingly intractable problem lies in the area of skilled negotiations and good faith bargaining. This requires an extensive commitment on the part of management and labor to live up to the terms of existing contracts. It clearly is the responsibility of the chief executive to ensure that each side has a clear understanding of

the potential ramifications of bad faith or ambiguity. It is also the responsibility of the executive to ensure that both sides are equally skilled to negotiate evenly and in an atmosphere of mutual trust.

Terrorism

Of all the seemingly mindless criminal acts, terrorism is the most difficult for us in the West to understand and prevent. First, we must recognize that it is not mindless. It is a well thought out attack specifically designed to attract the attention of the mass media, which then spreads a confusing message which is often misinterpreted as mindless. Terrorism must be treated for what it really is—criminal activity. The joint efforts of various law enforcement agencies in the United States and Canada have considerably reduced the levels of domestic terrorism in the recent past. The United Kingdom continues to suffer the plague of the IRA and the other political groups in Ulster. However, if the financial support given to these groups by misguided romantics can be stemmed, then some violence can be averted while a political solution is reached.

It is not expected that levels of domestic terrorism will substantially increase in the next few years in either Canada or the United States. Effective law enforcement, particularly in the area of intelligence operations, has blunted the impact of terrorism as a political statement. Additionally, the access to communication channels in our society gives fringe political groups ample opportunity to present their views to the public.

International terrorism, however, has grown into a significant problem and a national concern. At present, the Western World is often held hostage

by terrorism generated in the Middle East. In choosing to dramatize their political plight, the international terrorist has chosen Europe as his center stage. Incidents of terrorism in Europe have increased in recent years as the deadlock in the Middle East continues. As no political solutions are in sight, the terrorist element will continue to strike at Western civilization at about the same rate in the near future as in the recent past. The patience of the victim nations is wearing thin. Retribution will become politically acceptable, even if not militarily feasible. This will, of course, generate a host of new problems, some of which will be better and some, perhaps, far worse.

Considering our present frustration, a majority of Americans, I think, are willing to take the risks involved. However, we must also be mindful of the deteriorating political situations in the Philippines, South Africa, Chile, Nicaragua, Mexico, and the entire Middle East. It is quite possible that the terrorist element inherent in the political factions within these countries may choose to present their version of the conflict using the United States, Canada, or England as center stage.

Whatever may be the case, the responsibility for intelligence operations in regard to transnational terrorism is generally passed to Federal agencies with legally mandated international responsibilities and matching resources. It is, therefore, expected that the impact of international terrorism will not overburden the resources of local law enforcement. We should take a great measure of pride in the fact that recent collaborative activities among law enforcement agencies in the area of domestic terrorism have

"... leadership implies that the vision of the leader will be both shared and implemented by all employees."

proven to be so successful and rewarding. Working together, this criminal problem can be successfully thwarted, and perhaps, if political solutions are found, it may even be brought under control.

People

Although we live in times of what seems to be perpetual crises, one observes that our social fabric displays an ever-increasing dominant thread. The thread is people, or perhaps more accurately, the human mind. The human factor has become our most important resource in this gradually emerging new world of ideas. Throughout history, organizations which existed to deal with ideas recognized that their important institutional resource was people. Thus, the church, education, and to a lesser extent, business, tried to recruit and develop highly qualified individuals to serve the organization. Thereafter, the primary purpose of the institution was to supply these talented people with the necessary environment and resources to do the job.

As we enter our new age, we should not forget that others have been there before. The Jesuits, Oxford University, and the Hudson Bay Company are a few organizations which offer examples of how we might cope successfully with our newly emerging world, inasmuch as they successfully existed and prospered in similar emerging worlds. We should also be mindful that the challenges inherent in crises have been, and will be, met by people, not high-tech machines, or money, or blind luck. Our challenge is to create a management atmosphere

which fosters the growth of people and offers them the freedom to fully apply their mental talents to the problems at hand.

It is not easy for men or organizations to change. While it is certainly possible to change, we seem to be able to do so only in proportion to our self-confidence and courage to let go of our present comfortable perception of reality. Many of our problems today are caused by our inability to view reality in any other way than what we have for the past several hundred years. Perhaps, the time has come to let go of the old paradigm and fashion a new one.

Conclusion

"The only thing permanent is change." Although Heraclitus' observation was correct, not even he could have anticipated the rate of change we, in the Western World, have experienced since the beginning of World War II. Heraclitus' world (500 B.C.) was relatively static; ours is not. I would argue that many of us have become addicted to rapid change in our lives and become bored, frustrated, and easily disenchanted in its absence. Many seem to crave the shock, or emotion, of political events, new fads, television stars, or even "bad news." We are conditioned to change for our own sake. This is disturbing.

Societies, organizations, and individuals need a degree of constancy. It seems as if it used to be that social rules and values offered shelter, a sanctuary if you wish, against the constant stress of living. But while all generations challenge accepted truth, most fail and reluctantly accept the dictums of the establishment. The past two generations, nurtured in this age of rapid communications, have not. Traditional values have been challenged,

and the debate over their worth continues. Some values have withstood the challenge and remain in force. Others have been abandoned or modified. Change ensures that this testing will continue until necessary self-discipline is restored.

The good news is that it seems as if we have reached a point of restoration. Admittedly, it is a sense, or a belief, but the currents seem to be in the direction of conservatism, or perhaps stoicism. A consensus seems to be developing that our appetites must be curbed. Our collective ability to rationalize our every action appears to have peaked. The necessity to return to a life governed by a central code of values is becoming intellectually fashionable. Experience has always dictated that nations, organizations, and men do not exist well in an unordered political, social, economic, or intellectual world. What is amusing, perhaps, is that any examination of enduring states, great men, or organizations demonstrates that proper conduct for all needs no new discovery to make it relevant, or valid, to our world. Admittedly, we may have to abandon our obscene pursuit of materialism, some of our pragmatism, and a great deal of our rationalizations to achieve an objective of a more constant world or peaceful personal life.

In terms of providing executive leadership in the years ahead, I think the translation of our current, and anticipated, condition simply means emphasizing the virtue of self-discipline. We must learn to manage ourselves before we attempt to lead others. In Warren Bennis's new book "Leaders," the issue of power and leadership are discussed in terms of our emerging age. He defines power

as the basic energy to initiate and sustain action translating intention into reality. Power, however, without vision on the part of the leader is a waste. Bennis states it well when he says, "Vision is the commodity of leaders, and power is their currency." A critical aspect of vision is to recognize the necessity for any law enforcement organization to insist on the ethical conduct of all of its members. This, of course, implies that the department rules and regulations be administered in a just and fair manner. The wise leader is

one who realizes and accepts the responsibility to set the tone of an organization and to preserve, where appropriate, its values, rituals, and traditions. Finally, leadership implies that the vision of the leader will be both shared and implemented by all employees.

It is ironic that in seeking answers for our current and future problems, we find our best guidance in the past rather than some newly discovered "truth." Great thinkers of history have given us ample guidance on the human condition. The fact that many of

us choose to ignore their advice does not diminish its quality, rather it reflects our arrogance. But we must keep in mind that we are human, not divine. Our simple mission in life is to try and improve the conditions which we find in our personal lives or in our work. Perhaps, we will not change the world significantly or with a dramatic flair; maybe it is enough to just change ourselves and the small world around us.

In order to succeed, you must risk failure

[FBI]

Managnog Stick—Handcuff Key

A metal miniature replica of Managnog Baton, purchased in an Ontario, Canada, variety store was found to have been tooled at one end, forming a handcuff key. The York Regional Police Force in Canada submitted this item because of the potential escape risk of any subject in custody who possesses this replica.

