

124725

*THE IMPACT OF THE TELEVISION MEDIA ON
THE PUBLIC'S IMAGE OF CALIFORNIA LAW ENFORCEMENT*

By

MICHAEL SKOGH

COMMAND COLLEGE CLASS VIII

PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

1989

124725

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfilm only has been granted by
California Comm. on Peace Officer
Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Copyright 1989
California Commission on Peace
Officer Standards and Training

PART ONE

A FUTURES STUDY

*How Will The Television Media Impact The Public's Image Of
California Law Enforcement By The Year 2000?*

PART TWO

*A Model Plan For California Law Enforcement In General And The
Azusa Police Department In Particular*

PART THREE

*The Development Of A Transition Management Plan By Which The
Strategy Developed In Part Two Is Implemented And Managed To
Produce The Desired Results*

Supplementary Executive Summary

PART ONE - A FUTURES STUDY

Background: In addressing the research topic "How will the television media impact the public's image of California law enforcement by the year 2000?" this research seeks to reach an understanding of law enforcement and media roles and responsibilities. Through an analysis of social, technological, environmental, and economic trends and events, the potential future of law enforcement and the television media in relation to one another will be explored.

Methodology: The question was studied by eleven people who participated in a modified conventional delphi. The criteria for their selection was based on their knowledge of the issue from their variety of professional backgrounds. Four trends were developed: (1) people are watching TV more and reading less; (2) public concern about the ethics of public figures is growing; (3) racial tension between the public and the police is increasing; (4) the ability for TV to go live to the public from the scene of an event is increasing. Three events were developed as significant to law enforcement: (1) regionalization of California law enforcement; P.O.S.T.-mandated code of ethics for law enforcement with sanctions for violations; and (3) police use of non-destructive weapons.

Additional issue-related data was collected from personal interviews and a statewide opinion survey. This information was combined with trend and event data to become the foundation for the development of policies to produce desired change.

PART TWO - STRATEGIC MANAGEMENT

Strategic Plan: California law enforcement in general and the City of Azusa in particular became the focus of a plan which offered the means to impact the public's view of law enforcement as captured by and transmitted through the television media. The most desired alternative was the development of a satellite telecommunications training and information system to improve officer effectiveness, ethics, and professionalism. Strengths and weaknesses internal and external to the organization were evaluated. Analysis of the stakeholders in the plan was conducted. The modified policy delphi method was used to develop a specific policy for implementation.

Administration and Logistics: It was determined that, while the police chief's support is critical to the successful implementation of the plan, the line officers' and first line supervisors' buy-in to the program were absolutely necessary if

the program was to be effective. The role of the police chief, the first line supervisor, the middle manager, and the police officer in the implementation and evaluation of the program was set forth.

Stakeholders Points of Negotiation: The key stakeholders were defined: (1) the police chief; (2) TV news media; police patrol force; (3) Commission on P.O.S.T.; (4) the general public; (5) the Law Enforcement Television Network. The items each group would be and would not be willing to negotiate on were determined.

PART THREE - TRANSITION MANAGEMENT

For a City in Transition: Transition management for the successful implementation of the strategic management plan focused on an analysis of the critical mass and their present and desired position on the development and implementation of satellite telecommunications training. The management structure chosen for the transition management plan was the "project manager." Responsibility charting was determined to be an appropriate and effective means to ensure the smooth implementation of the program.

Conclusions and Recommendations: The City of Azusa was encouraged to pursue satellite telecommunications training using the programs of P.O.S.T. and LETN, thereby benefiting from what the public and private sectors have to offer.

CONTENTS

	Page
Introduction	1
Background	3
Part One: A Futures Study	9
Methodology	12
Interviews	12
Survey	16
Modified Conventional Delphi	20
Scenarios	26
Areas of Policy Consideration	35
Part Two: Strategic Management	37
WOTSUP Analysis	38
Modified Policy Delphi	48
Strategic Assumption Surfacing Technique	53
Administration and Logistics	57
Stakeholders Points of Negotiation	60
Planning System	65
Part Three: Transition Management	67
Commitment Plan	68
Critical Mass	69
Management Structure	72
Responsibility Charting	73
Conclusions and Recommendations	76

Appendix A	79
Appendix B	83
Appendix C	85
Appendix D	86
Appendix E	88
Appendix F	90
Endnotes	91
Bibliography	92

INTRODUCTION

"Too often the machine runs away with itself... instead of keeping pace with the social needs it was created to serve." -- William S. Paley, 1936

What discovery has made the greatest difference in human history? Fire is one traditional answer. Some say the wheel. Others, the alphabet and its happiest consequence, the printing press. To suggest that a mostly maligned newcomer -- the boob tube, the idiot box, the electronic baby-sitter, the plug in drug -- might belong in that hallowed ideological company could seem trivial, or even depressing -- a vision of the ascent of man from ape to couch potato. Yet in the half century since NBC undertook the first regular U.S. television broadcast from the 1939 World's Fair, television has spread its influence among humankind far faster than those earlier landmarks of insight. It also has had as deep and everyday impact in shaping how we live, interact, govern ourselves, and comprehend our world.¹

California law enforcement is in the midst of rapid social, environmental, and technological change, as exemplified by the first 50 years of television. It is primarily through the medium of television that the people of California are informed of the activities of law enforcement. From this information, they form their opinions and develop an image of those men and women charged to protect and serve the people of this state.

In addressing the research topic "How Will The Television Media Impact The Public's Image Of California Law Enforcement By

The Year 2000?" this paper seeks to reach an understanding of law enforcement and media roles and responsibilities. It is hoped that this understanding will foster cooperative efforts between the two groups to produce fair and accurate reporting of law enforcement activities. Through an analysis of social, technological, environmental, and economic trends and events, the potential future of law enforcement and the television media will be explored.

The research will be presented in three sections. Section One will provide the informational foundation for the futures study of the issue, with data collected from literature, a statewide survey, personal interviews, and a modified conventional delphi analysis of issue related trends and events. From this data, three scenarios depicting the nominal, normative, and hypothetical future states of law enforcement, as impacted by the television media, will be presented.

Section Two will present a strategic management plan where California law enforcement in general and the Azusa Police Department in particular will be offered the means to impact the public's view of law enforcement as captured and transmitted through the television media. Finally, Section Three of the research will present a transition management plan for the implementation of the selected futures scenario.

BACKGROUND

The public's image of California law enforcement is formed based on information from what it sees, reads and told. People's opinions and impressions are influenced when direct contact is made with a police officer. People also form opinions of the police based on newspaper and magazine articles. The medium of television has made it by far the most convenient method for all people to see, hear, and be told what the police do or fail to do.

Law enforcement has provided television with an abundant amount of material upon which entertainment is designed and of which news is made. Law enforcement has no control over fictional police drama or comedy shows other than that provided by a technical advisor. The public typically views this entertainment as fact or closely approximating how police officers do their jobs. Therefore, the image people have of law enforcement is at least partially based on fictional entertainment created to hold the viewer's attention up to and through the commercial advertisement. Television news, however, is one area that law enforcement can and does impact the image portrayed to the public.

Law enforcement executives recognize that a well informed, cooperative public is absolutely essential to successful policing. In addition to the efforts initiated by law enforcement agencies to inform and educate the public as to their profession and activities, other attempts have also been made by private concerns with law enforcement's assistance.

One unique effort to help achieve successful policing is the television show "Crime Stoppers," established in 1976 by Albuquerque police officer Greg McClure. Unsolved crimes are reconstructed for television with cash rewards and anonymity given to anyone calling with information about the crime. In its thirteen years on the air, more than 182,000 crimes have been solved after being on the show.

Another television program, COPS, is being billed by Fox Broadcasting as the first real-life police series on television. COPS is a collection of scenes taped by camera operators who follow five Broward County, Florida, deputy sheriffs on the job and at home. There is no acting, scripts, or sets. The footage is actual, unrehearsed material. The sheriff's department hopes the show will educate the public to the problems officers face every day and every night.

Public trust and confidence in law enforcement are dependent upon open and honest communication with the citizenry. Such communication is most effectively achieved through the news media. Police departments and professional organizations acknowledge this and have developed media relations policies. A well-defined policy, such as that outlined in the Law Enforcement Media Relations Model Policy drafted by the California Peace Officer Association (October 1988), provides the means for a relationship with the media based on trust and open communication.

Even with policies and procedures in place, training in the implementation of the policy is essential if the police officer

and the reporter are to understand the roles and responsibilities of each other's professions. In September 1988, the Society of Professional Journalists, Sigma Delta Chi, Los Angeles Chapter, initiated a "reverse ride-a-long" program to improve relations between the media and law enforcement. Officers are allowed to spend a shift with a field news crew to view their needs and how a story is developed and presented to the viewers or the readers. This unique program should be beneficial to the media and law enforcement as they strive to understand each other's professions.

Recently, in Southern California, several incidents of law enforcement activity have been captured for viewing by the public on the evening news. These incidents have focused on alleged accounts of police brutality and racial harassment. This news obviously impacts the public's image of law enforcement. However, it is incumbent for law enforcement not to provide material for such news. It is also incumbent of the news media to act within their code of ethics as stated in the preamble to the Code of Ethics of the Society of Professional Journalists.:

"THE SOCIETY OF PROFESSIONAL JOURNALISTS, Sigma Delta Chi, believes the duty of the journalists is to serve the truth.

We believe the agencies of mass communication are the carriers of public discussion and information, acting in our constitutional role to seek the truth as part of the public's right to know the truth.

We believe those responsibilities carry obligations that require journalists to perform with intelligence, objectivity, accuracy, and fairness."2

The responsibility of creating a positive image of law enforcement primarily rests with those in the profession. It is, however, a shared responsibility with the news media who deliver the information and the picture to the people.

Criticism of the press and law enforcement is healthy and characteristic of a democratic society. The founding fathers no more admired the press than do its critics today. The First Amendment of the Constitution, in the free-press clause, ensured the ability of the press to oversee government in an effort to safeguard the freedoms set forth in the Constitution and the Bill of Rights. Two hundred years later, this watch-dog role of the media continues.

Training our rookies and veterans to be skilled, honest professionals is critical to the issue of the public's perception of law enforcement as influenced by the news media. The media films and talks about what it sees. If it sees careless, sloppy, and dishonest cops--that is what the public will see. If, on the other hand, skilled, careful, and thoughtful professionals are what the media sees, then so too will the public.

The California Commission of Police Officer Standards and Training provides the majority of the training California law enforcement personnel receive. To better serve the increasing and demanding training needs of all California law enforcement agencies, P.O.S.T. is designing a satellite telecommunications training program. As part of the program evaluation process, P.O.S.T. conducted a survey of over 400 law enforcement agencies to evaluate their pilot project of video tapes and satellite

training. Over 90% of the respondents strongly supported the project. The P.O.S.T. productions will be offered in bimonthly segments beginning in the summer of 1989. P.O.S.T. is also exploring the possibility of live teleconference training. The individual agency will be responsible for the purchase and set-up costs for the telecommunications equipment, such as a satellite dish, to receive the P.O.S.T. transmission.

In the collection of the technological data for the research, another satellite training program for law enforcement was discovered. The Law Enforcement Television Network (LETN) is a subsidiary of Wescott Communications founded by Carl Wescott, automobile dealer-turned- entrepreneur. Westcott was named as the 1988 recipient of the Arthur Young Entrepreneur of the Year for his advancement in the growing industry of private-satellite television broadcasting.

According to President and Chief Executive Officer Robin Glackin, LETN hopes to provide training and information to the potential 640,000 sworn law enforcement officers in the continental United States. LETN'S 24-hour, 5-day-a-week program schedule will be provided via satellite transmission on a subscription basis for law enforcement agencies only. The approximate cost will be \$500.00 per month, which includes the installation and use of a satellite dish.

The programming and curriculum will complement local law enforcement training programs, and will enable agencies to schedule training around their department's unique schedules and training needs. LETN programming will feature the nation's best

law enforcement instructors to teach critical and timely topics, including officer survival and crime control and prevention. Officers and trainers will have available to them daily updates on the war on drugs, new weapons, and scientific techniques to help combat crime in their communities. Programming will also address administrative and supervisory issues such as civil liability, motivation, stress management, ethics, and problem solving.

Wescott noted that he selected law enforcement for this programming based on marketing studies which indicated a high demand for timely and flexible training programs. There are not enough qualified teachers available to provide the training law enforcement professionals across the United States need today. A satellite television network can take the best instructors in the law enforcement field to everyone.

LETN executives have met with several law enforcement training commissions, including P.O.S.T. in California, in an effort to obtain support for the network. It is the desire of LETN to work with state governments to provide the best training and information through this proven vehicle of advanced technology. Former Dallas Police Chief Billy Price, who will serve as Executive Vice-President of LETN, believes that training is a key ingredient if officers and organizations are to maintain and improve their professional image with the public. LETN, he believes, is the vehicle needed to enhance local training programs. This prototype of advanced training and information is a prime example of the technological advancement available to law enforcement.

PART ONE

A FUTURES STUDY

*How Will The Television Media Impact The Public's Image Of
California Law Enforcement By The Year 2000?*

An integral part of the research is the identification of past, present, and future sub-issues as related to the topic under study. The relevant sub-issues were developed through brainstorming sessions with law enforcement colleagues, members of the television news media, a review of current literature, and discussions with fellow command college members.

Past Issues

1. What have been the legal and constitutional issues faced by the media and law enforcement?
2. Has the media presented unbiased accounts of law enforcement activities as a matter of policy?
3. Has the television media actively portrayed a fair, multi-perspective view of law enforcement?
4. How has the media shaped the public's image of law enforcement?

Present Issues

1. What is the public's image of California law enforcement today?
2. What is the television reporters' image of California law enforcement today?
3. Is California law enforcement concerned about its image as presented by the television media?
4. What are the social, technological, environmental, economic, and political factors impacting the ability of law enforcement to change the direction of television media coverage of law enforcement?

5. What power does the public have as a consumer group to influence the quality of news produced today?
6. Is the television media concerned about how it portrays law enforcement?
7. Do the members of the television media see the issue at question as a problem?
8. How does the media react to the general statement, "The only thing that matters is the story for the sake of high ratings."

Future Issues

1. What can law enforcement do in the future to encourage the media to present a multi perspective view of law enforcement to the public?
2. What technologies will be available and used by the television media in the future?
3. What is the future of public, cable, and commercial televisionvis-a-vis law enforcement?
4. What opportunities does law enforcement have to work with the television media to present a multi-perspective, fair, and unbiased view of law enforcement?
5. What technology and technical expertise will be available to law enforcement for use in the future?
6. How important is the issue of image to the television media and law enforcement?

METHODOLOGY

A variety of research methodologies was used to develop and evaluate the information relating to the issue. These included literature scanning, brainstorming and interviews, systematic sampling opinion survey, modified conventional delphi for trend and event identification, trend and event forecasting, cross impact evaluation matrix, and development of future scenarios.

Interviews

A series of interviews were conducted with professionals in the fields of broadcast journalism, law enforcement, and government. The interviews were semi-structured in nature, with the issues discussed being developed from information gathered through the scanning process and the results of the statewide random-sampling survey. All of those interviewed were provided background information on the research topic prior to the scheduled interview.

As noted in the introduction, this research seeks to achieve an understanding of law enforcement and media roles. Interview questions addressed the image of law enforcement and the media's contribution toward the formation of that image. The interviews also explored what the media and law enforcement can do to promote a positive image of law enforcement and the fair and accurate reporting of its activities.

There was agreement among those interviewed that for fair and accurate news reporting, police departments must maintain open lines of communication with the media. Some law enforcement

officials addressed this issue further, noting that law enforcement in general are their own worst enemies when it comes to obtaining positive coverage from the media. The insular nature of most law enforcement agencies tends to arouse suspicion about their honesty, integrity, and competency. To counteract this, it was felt that the best press policy for an agency to have was an open one which allowed the media, printed and electronic, access to police departments to obtain necessary information. All concurred with this basic press policy for law enforcement. Some noted that the most significant factor affecting the ability of television news to impact the image of law enforcement is the lack of access to key police personnel, and thus information. Unable to communicate with police personnel, the media is forced to obtain filtered information; i.e., information from other sources.

When asked about the role of law enforcement agencies in establishing positive press relations and thereby encouraging fair and accurate reporting, the group had the opinion that police departments must be pro-active in this area. A designated public information officer was suggested as one means most agencies could use to ensure press access to police departments. Certain authority must be given to that person, which would allow him, among other things, to respond quickly to press inquiries about both routine and non-routine police matters. Many newsworthy items are seen by law enforcement as just routine and a normal part of their daily activities. From the public's perspective, however, such incidents are unique and should be

brought to the attention of the television news media by the public information officer.

Assuming accessibility has been achieved, it is the responsibility of those police personnel speaking with the media to provide factual and accurate accounts of police activity. Law enforcement must go to great lengths to ensure that the media is provided with the necessary information to compose a fair and accurate story.

The concern expressed in discussions of the police department's role and responsibility in press relations is the lack of training and experience police have in dealing with the television news media and in press relations in general. Training was seen by many as key to the issue of law enforcement's image. How police officers project themselves to the media is the image that will be portrayed on television. Law enforcement has the ability to influence the media. Whether this is done and how well this is done is the responsibility of law enforcement.

The growing trend of private citizens using their video cameras to film police activity was also discussed. Those from broadcast journalism felt that such videos are a valuable source of news. They have found, however, that most privately shot videos are not of the quality that lend themselves to network television. It was felt that if the material is found to be valid and credible, the media has the right and the obligation to present the story to the public. Unfortunately, many such stories reflect negatively on police departments.

Recent incidents in Southern California, in which a bystander filmed alleged police brutality against college students, and in which a former black police officer enlisting the film crew of a network news station "set up" another police agency to show racial harassment, were questioned as to the motives of those filming and, in the later case, creating the incident. It was felt that while these incidents and the trend might have an impact on the image of certain law enforcement agencies, in the long term the general public will consider them only as isolated incidents and not indicative of the behavior or attitude of the majority of police officers.

The "ratings game" was recognized as the primary consideration in determining what gets aired on the evening news. Broadcast journalists are in a system in which the sales of air time and advertising are the rewards for their news product. Their motive is to make a profit and to inform. Some suggested that television seems to be a designed, calculated effort to provoke, anger, and attract the emotional interest of the viewer. Those that do this best attract the most viewers and hence receive the highest ratings. The challenge for law enforcement is how to encourage the television news media to balance the sensational and often negative news about law enforcement with the positive aspects and activities of the profession. The challenge to the television news media is to learn about the law enforcement profession, conduct the research necessary to present balanced multi perspective stories, and air stories that also show the good work police officers do.

Survey

A mail-out opinion survey (Appendix A) was designed to obtain additional data from a sample group of California police chiefs and county sheriffs. Given the subjective nature of the research, the opinion of the state's top law enforcement executives was desirable and necessary.

A systematic sampling method was used beginning with the Adelanto Police Department and then selecting every fourth agency of the 408 California police agencies. Of the 408 agencies, 140 or 34.4% of them returned completed questionnaires. The high percentage of return may be seen as indicative of the high level of interest in this research topic.

The survey questions were designed to gather opinions on issues concerning law enforcement and the media, including the following:

1. Bias in television news accounts of law enforcement activity.
2. The "fairness" of the television news media.
3. The influence of the television news media on the image of law enforcement as presented to the public.
4. Television news coverage of alleged police corruption and brutality.
5. The public's perception of law enforcement's mission and goal as influenced by the television news media.
6. Television as a source of information.
7. The degree of concern for law enforcement's image as presented by the television news.

8. The importance of high ratings.
9. The ability of law enforcement to influence television news.
10. The degree of commitment of resources to television related projects by the year 2000.
11. Agency commitment to media training and policy formation.
12. Current agency staffing levels for media related activity.
13. Current agency use of television production for public distribution.

Survey Findings. Concerning the issue of bias, a strong majority of those who responded (68%) believe that the television news media presents biased accounts of police activity. An even stronger majority of the group (77%) agreed or strongly agreed that the television news media is the major factor influencing law enforcement's image. A series of three questions were designed to examine how the television news media impacts the public's perception of police corruption and police brutality, and the dangers of law enforcement as a profession. A strong majority of the group agreed or strongly agreed that the public's perception of police corruption, police brutality, and the dangers of police work are influenced by the television news media.

Another series of three questions were designed to determine what type of television programming is the primary source of information to the public on law enforcement activities. The

evening news was rated by 72% of the respondents as being a primary source of information on the activities of law enforcement. Cable television came in second, with 53% of those responding believing that it is a primary source of information on the activities of law enforcement.

An extremely high majority (92%) of the California law enforcement executives surveyed are concerned about the image of law enforcement as presented by the television news media. A corollary statement couched in terms of to what degree the television news media perceive the issue of their impact on the public's image of law enforcement as a matter that needs to be addressed by them received mixed ratings. Of the survey respondents, 48% disagreed or strongly disagreed that the media feels that the issue needs to be addressed, while 18% agreed that the media finds this issue as one that they need to address. Another 33% of the group had no opinion, which may indicate that these respondents had no information upon which to formulate a response.

In a strong majority statement (87%), felt that the television news media is primarily concerned with whether their story will contribute to high ratings. Interestingly, 60% of the respondents felt that law enforcement has the ability to influence the television news media to present a fair and multi-perspective view of law enforcement.

While there appears, from the survey results, to be a concern with the public's image of law enforcement as influenced by the television news media, a significantly low number of the

agencies responding (30%) felt that by the year 2000, funding of television-related projects by law enforcement would be a priority budget item. Therefore, while law enforcement managers are concerned about the image of law enforcement as portrayed by the television news media, and while at least 60% believe that law enforcement has the ability to influence the news media to present a fair view of law enforcement's activities, there appears to be a lack of financial commitment by agencies to creating their own programming or participating in other television- related projects.

The strongest commitment is seen in the area of cable television news programming. Of the survey respondents, 47% agreed or strongly agreed that by the year 2000 law enforcement will have taken an active role in cable television news programming. To date, 44% of the respondents have not done any type of television programming for use by local cable television stations. A slight majority (55%) of the respondents have done some programming for airing on local cable television stations.

Finally, in addressing media relations policy, almost all of the agencies surveyed (94%) have a media relations policy; however, in comparison, a significantly low number (55%) of those surveyed provide any type of formal training in media relations for their personnel.

Some of the respondents offered spontaneous written comments on the survey document. These included, "Generally it is law enforcement themselves that has shaped its image, not TV news," "The tact and opinion of the local television media has a major

effect on what that region believes to be the image of the police. Omissions can be just as destructive to the image as exposes," and "The media loves those bloody police shootings."

Modified Conventional Delphi (MCD)

As information and opinions were gathered from persons throughout the state, the modified conventional delphi was used to evaluate the trends and events related to this topic. The eleven (11) delphi members were selected based on their demonstrated knowledge of the issue and related areas of concern. The delphi group was comprised of four law enforcement executives, one police public information officer, two television reporters, two media executives, and two university professors. Each member of the delphi group was provided information about the research followed by a telephone review of the delphi process.

The delphi was conducted in two rounds via the mail. In the first round, the group rated a list of candidate trends and events that were the product of the research completed to this point. The trends and events were rated as to the degree of importance to the issue.

Trends. The candidate trends (Appendix B) were evaluated as to their importance during the first round of the delphi.

After some consolidation and clarification of terms, four trends were selected as having the most impact on the issue:

1. People are watching television more and reading less.
2. There is a growing public concern about the ethics of public figures.
3. There are increasing incidents of racial tension between the public and the police.
4. The media has a greater ability to go live to the public from the scene of an event.

Trend Evaluation. The author then evaluated the impact of each of the selected trends upon the general issue through the year 2000. This was accomplished by the use of an evaluation form that works on the assumption that the present value of each trend is 100. Each trend was given a numerical value, 500 being the maximum, as compared to its current value of 100. The reference years for evaluation were 1984, 1989, and 2000.

The evaluation of each trend's impact on the issue is detailed on the Trend Evaluation:

Trend Evaluation

Trend Statement		Level of the Trend Ratio: Today=100			
		1984	1989	1994	2000

People are watching TV more and reading less.	T1	100	100	200	250
A growing public concern about the ethics of public figures.	T2	75	100	300	500
There are increasing incidents of racial tension between the public and the police.	T3	80	100	200	300
The media has a greater ability to go live to the public from the scene of an event.	T4	100	100	150	175

Events. The candidate events (Appendix C) were rated as to their importance during the second round of the delphi. The delphi group also distilled the list of candidate events to the top five:

1. Individual California law enforcement agencies are abandoned in favor of regionalizing.
2. POST- mandated code of ethics for law enforcement is instituted with sanctions imposed for violations of professional standards.
3. Criteria is legislated for the use of anonymous news sources by the media.
4. Police use non destructive weapons.
5. Federal telecommunications policy mandated to guide public and private strategic planners.

After the second round of the distillation process, Event #3 and Event #5 were eliminated from the study. Both were seen as significant if they occurred, having a major impact on the issue, but the probability of occurrence was seen as zero.

Event Evaluation. The author then assigned a numerical value to the probability of each event happening by 1994 and 2000, using a form designed for this purpose. In assigning the numeric values, the author listed a zero if he believed that the event would not happen. The probability scale went to 100, which indicated that the event would absolutely happen.

The second portion of the form evaluated each event's impact, if the event did in fact occur, on the general issue and on California law enforcement. The range of scoring was from a -10, meaning a strong negative impact, to a +10, meaning a strong positive impact.

The results are indicated on the following chart:

Event Evaluation

Event Statement	Year Probability First Exceeds Zero	1994	1999	Impact on the issue area if event occurred	
				+	-
				0-10	0-10
Individual California law enforcement agencies abandoned in favor of regionalizing.	1994	30	50	6	0
P.O.S.T.-mandated code of ethics for law enforcement with sanctions for violations of professional standards.	1994	50	80	8	0
Police use non-destructive weapons.	1989	50	75	5	0

Cross-Impact Evaluation. By use of a cross-impact analysis, the author evaluated the impact of each event, assuming it happened, upon the other events and trends. The value of the events' impact could range from a +100 to a -100. The valuation produced the following results:

Cross-Impact Evaluation

		E1	E2	E3	T1	T2	T3	T4
E1	50	X	90%	90%	+10%	+50%	-10%	+30%
E2	80	60%	X	90%	No E.	+50%	-30%	No E.
E3	75	95%	85%	X	-20%	-20%	-40%	No E.

No E. = No effect

Events:

- Event 1: Individual California law enforcement agencies abandoned in favor of regionalization.
- Event 2: POST-mandated code of ethics for law enforcement with sanctions imposed for violations of professional standards.
- Event 3: Police use of non destructive weapons.

Trends:

- Trend 1: People are watching TV more and reading less.
- Trend 2: There is a growing public concern about the ethics of public figures.
- Trend 3: There are increasing incidents of racial tension between law enforcement and the public.
- Trend 4: The media has a greater ability to go live to the public from the scene of an event.

The following summary will aid the reader in interpreting the "Cross Impact Evaluation Matrix":

If Individual California Law Enforcement Agencies Are Abandoned in Favor of Regionalization:

The Probability of Occurance For

- | | |
|--|---------------------|
| - POST mandated code of ethics with sanctions for violations | 80% increase to 90% |
| - Police use of non-destructive weapons | 75% increase to 90% |

The Probability of Impacting

- | | |
|---|---------------|
| - Increased TV watching; less reading | Increases 10% |
| - Public concern about the ethics of public figures | Increases 50% |
| - Increased incidents of racial tension between cops and the public | Decreases 10% |
| - Ability to go live to the public from the scene | Increases 30% |

**If POST Mandates A Code of Ethics for Law Enforcement With Sanctions
Imposed for Violations of Professional Standards:**

The Probability of Occurrence For

- Individual agencies abandoned
in favor of regionalization 50% increase to 60%
- Police use of non-destructive
weapons 75% increase to 90%

Probability of Impacting

- Increased TV watching;
less reading No effect
- Public concern about the
ethics of public figures Increases 50%
- Increased incidents of
racial tension between
cops and the public Decreases 30%
- Ability to go live to the
public from the scene No effect

If Police Use Non Destructive Weapons:

The Probability of Occurrence For

- Individual agencies abandoned
favor of regionalization 50% increases to 95%
- POST mandated code of ethics
with sanctions for violations 80% increases to 85%

The Probability of Impacting

- Increased TV watching;
less reading Decreases 20%
- Public concern about the
ethics of public figures Decreases 20%
- Increased incidents of
racial tension between
cops and the public Decreases 40%
- Ability to go live
from the scene No effect

SCENARIOS

Three future scenarios have been developed using the information gathered from all of the methodologies used in the research. Related issues, trends, and events as identified earlier in the paper are seen in the future. The scenarios are a look backward in time from the year 2000 from the perspectives of the officer and the media. The three scenarios are presented in the normative, exploratory, and hypothetical mode.

Scenario One: "Can You Train for an Image?"

Eased back in his massage recliner, off-duty Officer Mike Garret contemplated the television allowing the silly slapstick comedy carry him out of reality. It was a short lived journey, though, as Garret was rudely returned to reality just as a pie was sailing towards Curly Joe's face.

"We interrupt this program to bring you live, from Los Angeles, the following broadcast." The pie sailed into oblivion as a riot scene replaced it on the telescreen. Oh no, thought Garret, not another one. Why can't these people get along? He recalled stories of the famous sixties riots some forty years back. But those were just blacks and whites. Now its blacks and Orientals, blacks and Mexicans, Mexicans and Orientals. And everybody hates the whites. Man, we're getting to be a lousy minority. On the screen, in full living close-up color, someone was torching a baby stroller with a flame thrower while the mother lay unconscious on the asphalt, oblivious to her child's dying screams. "Damn!" cursed Garret. Someone ought to do

something about this kind of so called news reporting, he thought. Just what I want to watch on my days off!

"Lousy orientals, buying up America, trying to make us all an over-crowded American Tokyo!," screamed the screen. Unconsciously, Garret began rubbing his temples, his brows furrowed in tension. Behind the scene of police officers trying to place a barricade in an intersection, a silver car cruised further down the street and parked in the driveway of an old bookstore. Garret knew the bookstore; it was the only one in town. Ahhhh...smart place to park, Mr. Reporter. No one's going to bother you there. Safely distant from the scene of the main action, the rooftop cameras of the car automatically swung into action.

Garret futilely changed channels. No use. Every channel was broadcasting the senseless carnage, so he returned to his original one, hoping against all hope for good ol' Larry, Moe, and Curly Joe. No such luck, he complained to himself as the view suddenly changed to action from right in the reporter's vehicle. A lone officer was trying to calm down two men, one black, the other Mexican, who were shouting accusations at each other. "Oh, God, NO! That's Andy! He's just a rookie!" Garret screamed, as he sat bolt upright in his easy chair feeling very much ill-at-ease.

The two men began shoving at each other. Andy stepped between them. The pit in Garret's stomach widened, threatening to engulf him. "Andy, be careful!" he shouted to the telescreen, helplessly watching as Andy struggled to separate the two

combatants. "Come on Andy, don't forget your training! Don't be a fool! Come on! We all went to the same training academy! You know what to do! And don't forget our image! Think!" Garret gripped the armrests, sinking his short nails into the leather.

As one, the two men jerked around to face Andy, hatred running rampant over their faces. Suddenly, all of their intense anger and hatred was focused on Andy. "Hey white boy, you don't know nothing! Get out of our business!" yelled the black, fists clenched. "Yeah, man, you better get your white mama's boy face outta here if you know what's good for you!" threatened the Mexican. Sweat beaded on Garret's face... he couldn't see Andy's. "Come on Andy," he growled, "don't blow it. Don't let all that training go down the tubes." And, he whispered quietly to himself, "Don't get yourself fired either." Garret involuntarily flinched as he caught the flash of a knife. Had Andy seen it?

Andy saw it. His stomach lurched. His hear pounded. His hearing suddenly diminished. His mouth commanded, "Drop it!" while his brain argued with itself: Taser or .45? The gun, the gun! no, use the Taser; you're close up. Just stun them. Quick. One right after another. The gun! Don't take a chance. Use the gun! His right hand moved to his Sam Browne. He didn't see or hear the knife clatter to the pavement. Just as his fingers felt the touch of stiff new leather, his eyes caught sight of the silver car.

It registered. He pulled out his Taser, and stunned the Mexican. The black's hands immediately shot straight up into the

air as he cried, "Okay! Okay!" As Andy handcuffed the black, another district peace officer ran over, handcuffed the Mexican, and assisted him to his feet. Andy replaced the Taser in his Sam Browne, glanced at the silver car, and walked away with his two prisoners.

Garret unclenched his teeth, passed his hand over his sweat-beaded forehead, and turned the "massage" knob onto to "deep." "Good job, Andy, you looked good out there! The department will be real proud of you," he proclaimed as he gave the unseeing Andy the thumbs up. "Thank God it wasn't me," he sighed.

Scenario Two. "Decide Now, Pay Later"

Yung Subaru rested her mini cam on her desk at KABC, and stared at her ballot. This is the biggie. Ban local PD's or keep them as is. Hmmm. Off and on throughout the last week, she had mulled it over, arriving only at indecision.

All right, let's be logical about this, she admonished herself. First state the issue: Should individual California law enforcement agencies be abandoned in favor of regionalization? Okay, now what are the advantages in general? Well, the obvious thing is economics. If there are just a few regional districts, there's less operational costs, less maintenance to worry about, reduced air-conditioning and heating costs...stuff like that. Maybe parking structures, instead of little spread-out parking lots spread out all over the place. Frees up the land for houses, parks, whatever. Okay, obviously you could standardize everything...training, chain of

command, policies and procedures, weapons, beat layouts. Less paper work...that would be great!

Okay, that's the physical stuff. Should reduce the burden placed on taxpayers. What about the political scene. Ugh! The city councils will squawk like all get out! They'll be out of control. The mental vision of a few faces in particular contorted in childish rage makes Yung chuckle. All right, get serious now, if law enforcement is regionalized, that could put a lot of power into the hands of a few cops. Hmmm, don't know if I like that too much either. Aside from the few idiots we have in city councils, would it be an advantage to have their fingers out of the police pie? I don't know. They're probably the only way Joe Blow citizen can voice an opinion or problem with law enforcement and have it mean anything. That's the point of democracy. Okay, scratch this off 'till later. Voting's a privilege?? Sheesh, it's a pain in the butt! No wonder 70% of the people don't vote! It's hard and confusing!

Now what's this mean for good ol' ME? I know by experience that large departments have a regular staff to deal with the media. They are really pleasant to work with... I like that a lot. Makes my life easier. Since people are watching more and more TV, this kind of setup is going to be important. If there is a central place I can go to in each law enforcement region, that cuts a lot of red tape...drastically reduces time lost in getting the news on the air. Good news is fast news... on time...on the spot. Okay, we're getting there. Plus, I can keep tabs on what's really going on. The cops won't have time to

sweep something important into the back-of-the-basement bomb shelter before we get there. That'll keep 'em on their toes...they'll be more aware of their public image. This is looking good. Our news agency will be better able to satisfy the demands of the public on keeping up with the whole ethical conduct scene. Now it's looking REAL good. Hmm, actually, this gives us a WHOLE lot more influence than we had before. Very interesting. If law enforcement is centralized, that automatically centralizes us. We'll have the power, by our mere presence, to influence officers' decisions...like not using the gun so much and using the zappers instead. THAT would be good for society...fewer police-related deaths. The cops look good..and WE look good. OUR public image will be enhanced 'cuz the public will trust us as being sort of benevolent watchdogs...

Okay!! Now back to square one. Cops and power (sigh). If there's regionalization, will this put the head honchos too far out of reach? With the wrong guys up there, maybe it will be too easy for them to get power hungry...good targets for corruption. It could turn into a "lawful" Mafia deal...or subtle Chinese Tong. OR Big Brother...no thanks! If these "regional cops" turned out to be like some cops I've had to deal with in this county, that would be a disaster. No way. That's it! I'm voting NO!! Hoisting her video-cam over her shoulder, Yung grabbed her Sample Ballot and left for the studio.

Scenario Three. "Times Are Changing..Or Are They?"

"Citizen reports a drunk urinating in the dumpster at 653 East Project Drive."

Alerted, the free-lance reporter turns off his scanner and pressed the "Camera Ready" button on his remote controller. The camera mounted on the car roof automatically elevated its microphone-lens and set the zoom focus for 400 feet. By the time he recorded the date and time (01-01-00; 0412 hours), he had arrived at 649 Project, just a fraction of a second after the police unit had arrived at 653. He clicked the "Roll" button and sat back to watch the action on his high-resolution viewer. Officer Sandy Parker exited her unit and approached the disheveled man who stood staring mutely at the puddle he had just finished creating.

"Good morning, sir. Is everything alright?"

"NO! Bug off!"

"Is there something I can help you with?"

"NO!! Leave me alone! I don't need no help from no dumb broad cop!"

"Sir, it's four in the morning. Everyone's been out late celebrating. Perhaps I can assist you home if..."

"I don't want to go home! My wife kicked me out. Now leave me the Hell alone!"

"Sir..."

"Shut up! Lousy cop! Whadda you know? Stinking pig! I hate pigs! Nothin' but a bunch of power-hungry kids! Why don't you

join the army if you want to wear a uniform? Huh? You ain't worth dog crap! I could beat the hell out of you! You guys think that just cuz you have guns you can do whatever you want to us little guys!" The drunk kicked at the dumpster, once, twice. The third time he slipped in the spreading puddle, screaming. Stooping to help him back up, the officer reached for his arm but the drunk grabbed at her legs. "Go ahead pig! Kick a man when he's down! You're just like my wife! She's gonna be sorry, the slut! And so are you!" Where upon the drunk, embroiled in his own rage, kicked out at the bent-over Parker, who fell to the ground. Arms, legs, and loose clothing entangled, they both tried to get up. "Get off me, you filthy pig!" the drunk raged as the officer struggled up. A nearly empty whiskey bottle crashed to the sidewalk, shattering. How ironic, quickly flashed the thought in Parker's mind, "Southern Comfort." Taking advantage of the officer's momentary distraction, the now sobbing drunk lunged at her, grabbing her weapon out of its holster.

Startled, Parker desperately tried to retrieve it. But the sobbing broken man before her shoved the weapon into parker's chest, fired, placed it against his own head, and fired again. Lifeless, they both collapsed to the ground.

"Good morning. This is Marsha Mitsubishi reporting to you live from the Headquarters of the Commission on Peace Officer Safety and Standards. Just a few hours ago, an unfortunate altercation took place between a drunk male and a district peace officer. I am speaking with COPSS Board member, Robert Lisenbaum. Robert?"

"We have carefully reviewed our copy of the reporter's film and have determined that the officer's actions were well within the guidelines set forth by the Commission. In compliance with the Cooperative Agreement of Law Enforcement and Media Sources (CALMS), names are not being released. However, we would like the public to be aware of the final disposition of this unusual incident."

"The suspect has admitted himself to a detox center for therapy. The officer, after a good night's rest, will be back on duty tomorrow midnight. Thanks to the new standard issue non-destructive compliance field-piece being used in all regional districts in California, two lives have been saved."

"Thanks you, Robert. That's wonderful news. And Happy New Year to all our viewers! It already looks to be a good one."

Twelve hours later, Officer Jim Collins exited the swing-shift briefing. A detailed account for "police eyes only" had been beamed over from the Commission to all regional sub-stations; at the same time the public was getting its more sketchy version. Briefing sure is a lot different nowadays, he thought. Now I always feel like I'm at the scene. Definitely no more snoozing through briefings while the watch commander reads off the old 'briefing board!' Hmph! Briefing's changed... but the drunks haven't! As he grabbed the keys to his unit, he wondered, man what would I have done out there?

AREAS OF POLICY CONSIDERATION

Thus far, the research has examined the issue of the impact of television on the image of California law enforcement. The identification of management policies to generate a positive impact on law enforcement's image through television is the next task. Based on all the data collected in the preceding methodologies, the following areas of policy review are recommended:

1. Law enforcement should regionalize Crime Stoppers programming whereby all agencies would have the mechanism to solicit public assistance in the development of crime information.
2. The Commission on Peace Officer Standards and Training should design and distribute comprehensive media relations training programs directed at all levels of California law enforcement in order to provide the knowledge required and improve the skills needed when working with the media.
3. The Commission on Peace Officer Standards and Training should provide and utilize satellite telecommunications as the primary training tool for all California law enforcement agencies. Programming would also include news and other information pertinent to California law enforcement.
4. The Commission on Peace Officer Standards and Training should mandate that each agency provide comprehensive

training of its officers in ethics, interpersonal skills, and the cultures of the various ethnic groups in their respective communities.

5. The news media should work with the Commission on Peace Officer Standards and Training to establish a statewide media relations policy for all California law enforcement agencies.
6. California law enforcement should initiate the development of an internship program for the media and law enforcement to exchange personnel to work at each other's facilities.

PART TWO

STRATEGIC MANAGEMENT

*A Model Plan For California Law Enforcement In General And The
Azusa Police Department In Particular*

The purpose of this section is to develop, for California law enforcement in general and the Azusa Police Department in particular, a strategic plan to guide efforts to deal with the impact of law enforcement's image as portrayed to the public via television.

Section One examines the issue through various research methods. The findings of the data collected in Section One, and played out in the hypothetical scenario, provide the foundation for the development of a strategic plan moving forward to the year 2000. The Azusa Police Department will serve as the basis for this section. Its strengths and weaknesses as they relate to the issue will be examined. These strengths and weaknesses may also apply to many law enforcement agencies throughout the state.

The following techniques will be used in the strategic planning and development of policy considerations:

1. W O T S U P Analysis (Weaknesses, Opportunities, Threats, Strengths, Underlying Planning)
2. Modified Conventional Delphi
3. S A S T (Strategic Assumption Surfacing Technique)

Based on the examination of the external and internal environment, the most feasible and desirable strategy will be selected and an implementation plan presented.

W O T S U P S Analysis

The ability of an organization to anticipate and be responsive to the needs of the community is influenced by

environmental trends; the organization's resources and capabilities; and the needs, expectations, and demands of stakeholders, internal and external to the organization. Further, the development of a strategic plan is dependent upon the accurate assessment of how environmental trends and trend-based events will impact the organization.³

Before the WOTSUP Analysis is detailed, a brief look at the Azusa community is necessary so that the reader can visualize how the environmental trends and trend-based events are taking shape in the city. The Azusa Police Department's 58 sworn members serve a residential community of 38,000 in the heart of the San Gabriel Valley. Like many cities in the area, Azusa has a significant minority population. Hispanics comprise approximately 43% of the population with blacks at 5% and Asians at 2%. Whites continue to be the largest group represented at 50% of the population. Its residents are, for the most part, employed in blue collar jobs. Older housing stock predominates, with little new residential development. The city's commercial tax base is limited, with the city's real estate taxes being the largest single source of income.

During the next ten years, California law enforcement and the Azusa Police Department will be faced with the threats and opportunities born from the trends and trend-based events discussed in Part One. Of the thirty-one trends identified, four were selected as the ones most closely related to the impact of the television media on the public's image of California law enforcement. These trends, their impact on the organization, and the threats and opportunities they create are outlined below:

Trend 1 People are watching television more and reading less.

Impacts:

- * Opportunity to see the news 24 hours a day.
- * Opportunity to communicate with all the people in the community.
- * Opportunity to promote a positive police image through ethical and professional performance.
- * Threat to the police image when conduct is unprofessional, unethical, or illegal.
- * Opportunity to develop community support.
- * Opportunity to inform and educate the public through the media.

Trend 2 There is a growing public concern about the ethics of public figures.

Impacts:

- * A threat to favorable public perception of the police.
- * Opportunity for the police to be positive community role models.
- * Threat to the public's trust of decisions made by police and government leaders.
- * Threat to financial support for public safety programs.
- * Threat to the recruitment and retention of quality personnel.
- * The actions of one may threaten the image of all.

Trend 3 There are increasing incidents of racial tension between the public and the police.

Impacts:

- * Threat to public support of police policies procedures, and programs.
- * Opportunity for police management to correct police actions.
- * Threat to the perceived safety of citizens and the morale of the officers.
- * Opportunity for management to educate the officers and public in order to improve relations.
- * Threat to police effectiveness.
- * Threat to the recruitment of racial minorities.

Trend 4 The media has a greater ability for television news to broadcast live from the scene of an event.

Impacts:

- * Opportunity to present a professional image of law enforcement to the public.
- * Opportunity to quickly inform the public via the media.
- * Opportunity to enhance media relations.
- * Threat to media relations if law enforcement is not prepared to handle the media.
- * Threat to police tactical operations or sensitive investigations if the media violates the trust of the police.
- * Threat to law enforcement's image if conduct is unprofessional.

Organization Capability. The ability of the Azusa Police Department to deal with environmental threats and to capitalize on the environmental opportunities previously noted were determined through identification of the department's strengths and weaknesses. Rating forms designed for this purpose were

distributed to twelve Azusa Police Department employees representing management, supervision, and line officers. The group also included those with media relations responsibility. Composite scores indicating the department's strengths and weaknesses are found in the appendix.

The employees rated the department on 28 areas of performance (Appendix D) using the following scale:

1. Superior: Better than anyone else!
2. Better than Average: Suitable performance, no problems.
3. Average: Acceptable; not good.
4. Problem: Not as good as it should be; deteriorating; must be improved.
5. Real Cause For Concern: Situation bad; crisis: must take action to improve.

The following were determined to be the organization's strengths and weaknesses:

Strengths:

- | | |
|-------------------------|------------------|
| * Management Skills | * Pay Scale |
| * Police Officer Skills | * Benefits |
| * Supervisory Skills | * Specialties |
| * Equipment | * High Retention |

Weaknesses

- | | |
|------------------------|-------------------------|
| * Facility | * Sworn/Non-sworn ratio |
| * City Council Support | * Money |

The strength of the Azusa Police Department is in its personnel. Excellent salaries and fringe benefit package, and quality equipment contribute to the organization's high morale, favorable retention rate, and low incidence of sick leave usage.

One of the four major weaknesses is the old and cramped facility. This is not as much a threat to morale, safety, or efficiency as it is a reflection of a weak local economy. The City of Azusa does not enjoy a strong diversified tax base. It continues to struggle to attract major retail development and other tax-based sources of city revenue. These fiscal constraints are a threat to the future growth of the department and the implementation of its future programs. The perceived lack of city council support is indicative of a growing statewide trend for city political leaders to be more active than in the past in the management of city operations. According to numerous Command College colleagues, these strengths and weaknesses are not unique to the Azusa Police Department. They are commonly shared concerns of many police departments throughout the state.

The second internal rating mechanism evaluated the type and level of change activity which is encouraged within the Azusa Police Department. The group rated the department on a scale of 1 (low) to 5 (high) in three categories -- Top Management,

Organization Climate, and Organization Competence --, using the following rating scale criteria:

- * Custodial: Rejects change
- * Production: Adapts to minor change
- * Marketing: Seeks familiar change
- * Strategic: Seeks related change
- * Flexible: Seeks novel change

The consensus of the group's observations of the organization is that strategic (related) change is encouraged and top management has the skills, knowledge, and mentality to facilitate future strategic plans to impact community needs. The group evaluated the organizational climate with a consensus view that the organization's culture structure would accept and adapt to familiar and related change. The organization's overall skill level would accept and adapt to related change, but not to novel change. The composite group scores from the change capability analysis is found in the appendix.

Thus far, the organization's strengths, weaknesses, and adaptability have been examined. The Azusa Police Department is, as are virtually all law enforcement agencies, concerned about its image as portrayed to the public on television. The level of agency capability, adaptability, and commitment to progressive change will impact the issue of image to the public. The training

of law enforcement personnel is a key ingredient in the pursuit of a positive image and a cooperative working relationship with the media.

Mission Statement

With the internal foundation of the department examined, the group then provided input toward the preparation of a mission statement.

Macro. The mission of law enforcement is to prevent and detect criminal activity, apprehend criminals, and serve the public through safeguarding lives and property.

Micro. The mission of the Azusa Police Department is to reduce the threat of crime and conditions that would adversely affect public safety in the community. The department shall strive to provide a sense of security and safety to the community-at-large by maintaining a high level of community interaction. The police department is committed to the further development and continued support of a sound, progressive organization through organizational and individual training and development. Service to the community is the specific mission of the Azusa Police Department. All people will be treated with respect and dignity. Violators of the law will be treated within the scope, provisions, and latitudes of the law, with no consideration for one's color or national origin. As it carries out its mission, the Azusa Police

Department reaffirms its commitment to an informed public through its cooperative efforts with the news media.

Stakeholder Analysis. In the development of a strategic plan, it is necessary to identify the stakeholders -- any person, group, or organization that has, or could have, an interest in the strategic plan.⁴ Within the scope of this issue, there are many people and groups who have an interest in how the television media will impact the public's image of law enforcement in the community and the state. The most significant stakeholders are the following:

- | | |
|--------------------------------------|-------------------------------------|
| * Chief of Police | * School Students |
| * TV News Media | * Neighborhood Watch |
| * Azusa Cable TV | * Police Public Information Officer |
| * Police Patrol Force | * Chamber of Commerce |
| * City Council | * Police Middle Management |
| * Commission on P.O.S.T. | * Police Supervisors |
| * Assoc. of Cal. Chiefs | * The General Public |
| * Law Enforcement Television Network | |

An internal brainstorming session was conducted to explore the assumptions of each of the major stakeholders. The position of each stakeholder is critical to know for the strategic plan to succeed. The list of fifteen stakeholders was condensed to the six most critical for the strategic plan to develop and succeed.

The following is an overview of each critical stakeholder's assumptions:

Azusa Chief of Police:

- * To be successful, the strategic plan must have the support of the agency's top executive.
- * The public's image of the department is a primary concern of the chief.
- * The chief sets the tone of the agency media relations policy.
- * The strategic plan will fail without the full support of the chief.

Television News Media:

- * The TV news media is the primary mechanism for the delivery of the image of law enforcement to the public.
- * A cooperative, as opposed to an adversary, relationship requires the media to be pro-active in learning about the law enforcement profession.
- * Some members have strong negative feelings about the police and convey their agenda to the public.
- * Recruitment and retention of personnel are affected by the images created by the media.

Police Patrol Force:

- * The patrol force is the primary focus of the plan and is generally suspicious of the media and any plan which involves "outsiders."
- * They must support any plan designed to improve law enforcement's image.
- * As a group and as individuals, their performance is news for the media. They control the type of news which is generated by the media.
- * As a group, they are consumers of the media product and have the power to influence the direction of the plan internally and externally.

Commission on P.O.S.T.:

- * As a major state policy body, P.O.S.T. would support a plan to improve the public's image of law enforcement.
- * A negative image of law enforcement also reflects on the effectiveness of P.O.S.T.
- * P.O.S.T. must be flexible and open to innovation and creativity in the development and implementation of the strategic plan.
- * P.O.S.T. support of the plan is important and essential for full participation by law enforcement as opposed to isolated regional participation.

The General Public:

- * The general public are the consumers of service from the TV news media and law enforcement; therefore, they will judge the strategic plan from their external vantage point.
- * The general public will continue to watch TV more, and TV will remain a primary source of information and news.
- * The general public will continue to be suspicious of police operations.

Law Enforcement Television Network:

- * The research has projected that the use of satellite dishes and cable TV will rapidly expand, which will allow LETN to expand its future cable utilization to California law enforcement agencies.
- * LETN will support the strategic plan as it will receive financial gain from the plan.
- * LETN will encourage and promote law enforcement interest in its programming and services as it achieves acceptance and recognition with P.O.S.T. and the law enforcement community.

Modified Policy Delphi

A review of all the data gathered in the preceding futures methodologies was conducted. Based on the previous data and input from internal brainstorming sessions, a group of policy statements

was prepared. The statements are general areas that are issue-related and adaptable to the formation of the strategic plan to address the image of California law enforcement as seen by the public through television.

The modified policy delphi technique was used, drawing upon the wide range of expertise from the ten persons who participated in the modified conventional delphi in Part One. They were provided with a summary of the research to the point of policy formation for the strategic plan. This would help them in their rating of the policy statements as to their feasibility and desirability. The scoring range for the feasibility and desirability was from 0 (least desirable/feasible) to 3 (most desirable/feasible). With a ten-member delphi, a maximum score of 30 was possible for each policy alternative. The total scores for each of the policy alternatives rated by the delphi group are found in Appendix E.

The following six policy alternatives were rated by the Delphi group:

Alternative 1. Law enforcement should regionalize Crime Stoppers programming whereby all agencies would have the mechanism to solicit public assistance in the development of crime information.

Alternative 2. P.O.S.T. should design and distribute comprehensive media relations training programs directed at all levels of California law enforcement to provide the knowledge and improve the skills needed to work with the media.

Alternative 3. P.O.S.T. should provide and utilize satellite telecommunications as the primary training tool for all California law enforcement agencies. Programming would also include news and other information pertinent to California law enforcement.

Alternative 4. Mandated comprehensive training for all officers in ethics, interpersonal skills, and the culture of local ethnic groups.

Alternative 5. Law enforcement and the media should develop a statewide media relations policy for all California law enforcement agencies.

Alternative 6. An internship program should be established for the exchange of television news media and law enforcement personnel.

The policy delphi process indicated that policy alternative #3 (P.O.S.T. satellite communications training and information) was the most feasible and desirable course of action to impact the image of California law enforcement as viewed by the public.

Policy alternative #4 (comprehensive training in ethics, interpersonal skills and community ethnic culture) was second in feasibility and desirability. The most polarized alternative was #6 (law enforcement and TV media internship program exchange of personnel), which was the most controversial with the widest range of high and low scores.

The following is an analysis of each of the three final strategies and their potential for implementation. Consideration was given to the resources available both within and outside the organization and law enforcement community. The strategic relative impact on the issue and the strategies compatibility with the agency's mission was also considered.

#1 Satellite Telecommunications Training. The training of California law enforcement personnel is the key to the furtherance of a positive professional image whether it is displayed in face to face contacts with citizens or through television in the reporting of an event. The training presented to law enforcement personnel provides the basis for a professional standard which may vary from one agency to another or one region of the state to another.

Through the technology of satellite telecommunications training, timely and relevant material will be presented at the convenience of the individual law enforcement agency. Through this medium, creative and innovative presentation methods will impact the learning process of the officer in a way that will help ensure maximum retention and application. This strategy would combine the most desirable aspects of satellite telecommunications training soon to be presented by the Commission on P.O.S.T. and the Texas-based Law Enforcement Television Network (LETN). Both programs are directed at improving law enforcement training, and are supported by extensive research of the law enforcement profession and its personnel. It is now critical to utilize the best elements of both programs and move forward in the areas of law enforcement training and news information.

#2 Mandated Comprehensive Training Of All Officers in Ethics, Interpersonal Skills, and the Culture of Local Ethnic Groups. As expressed in the department's mission statement and emphasized throughout the research, professional and ethical conduct is directly related to the image of California law enforcement as projected by the television news media. To some extent, professional and ethical conduct of officers is being tested by the cultural explosion present in California today. As the hub of the Pacific Rim, California has become the new home for a multitude of diverse ethnic groups from a variety of cultures. This cultural boom often places new pressures and rekindles biases among law enforcement personnel.

This strategy would require comprehensive training to address the needs of the young and older members of the patrol force. As the law enforcement profession continues to evolve as a service-oriented profession, knowledge of diverse cultures and the interpersonal skills needed to deal with these people are critical for the image of law enforcement and the safety of the public and the officer.

#3 The Development Of An Internship Program For The Media And Law Enforcement To Exchange Personnel To Work At Each Other's Facilities. This strategy was rated as the most polarized by the delphi group. The media and law enforcement share a common problem of a shortage of personnel which drastically reduces the feasibility of this plan. The concept of learning how the "other" side works would improve relationships and develop the mutual need of trust and confidence, and thus from this perspective is desirable.

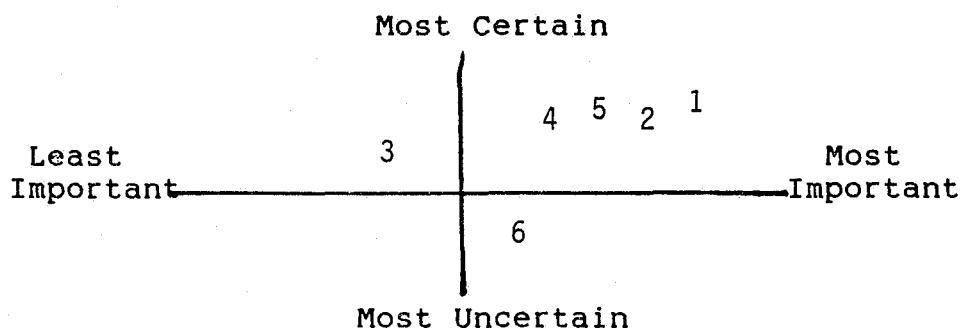
Strategic Assumption Surfacing Technique

To aid in the development and implementation of the strategic plan, the position of each primary stakeholder as related to each policy alternative was examined through the use of the strategic assumption surfacing technique. The vertical scale (most certain) displays the stakeholder's position either for or against the policy. The vertical scale (most uncertain) displays the degree of uncertainty for the stakeholder or that his position is unknown. The level of import placed on the change by each stakeholder is displayed on the charts' horizontal axis.⁵

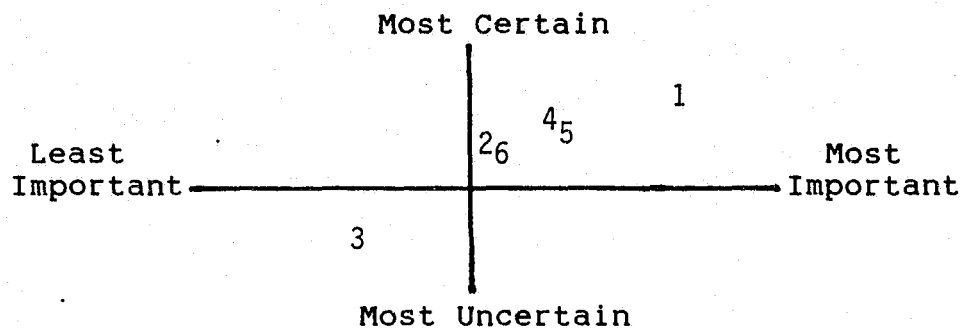
Stakeholders

- | | |
|--------------------|---------------------------|
| 1. Chief of Police | 4. Police Patrol Force |
| 2. TV News Media | 5. Commission on P.O.S.T. |
| 3. LETN | 6. The General Public |

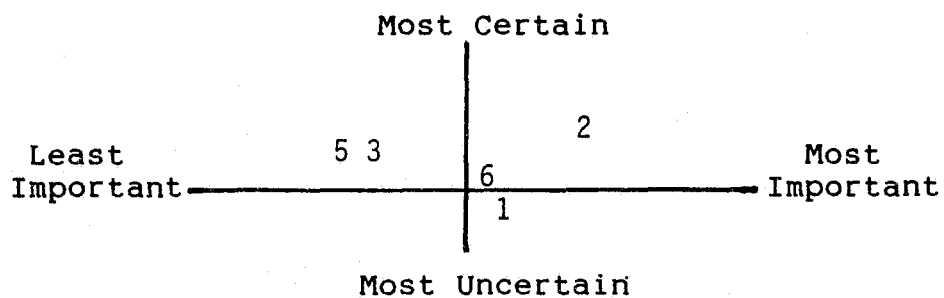
Satellite Telecommunications Training



Comprehensive Training in Ethics Interpersonal Skills
and Community Culture



Law Enforcement and TV Internship Program



A determination was made as to whether the stakeholders would be "for," "against," "split," or "neutral" on them.

<u>Stakeholder</u>	<u>Strategy 1</u>	<u>Strategy 2</u>	<u>Strategy 3</u>
Police Chief	For	For	Against
TV News Media	For	For	For
Police Patrol	For	Neutral	Against
P.O.S.T.	Neutral	For	Neutral
General Public	For	For	Neutral
Local Cable TV	For	For	For
LETN	For	For	Neutral
City Council	For	For	Neutral
School Students	Neutral	For	Neutral
Neighbor. Watch	For	For	For
Police Pub. Info	For	For	For
Chamber of Commerce	For	For	Neutral
Police Mid. Mgt.	For	For	Against
Police Supervision	For	For	Against
Cal. Chiefs	Split	For	Neutral

Further analysis of the strategies examines the pros and cons of each.

<u>Strategy</u>	<u>Pro</u>	<u>Con</u>
Satellite telecommunications training	<ul style="list-style-type: none">*Uniform training & information to all*Improved image*Less travel required for training*Improved quality of instruction*Cost effective*Video network for teleconferencing*Improve needed skills*Proactive risk management	<ul style="list-style-type: none">*Additional cost to city and state*Difficult to develop regionally*Fear of "outside" influence
Training in ethics, inter-personal skills, community culture	<ul style="list-style-type: none">*Needed to improve quality of service.*Reinforces positive values*Reduces personnel complaints*Problem-solving mechanism*Fosters professional pride*Builds professional role models	<ul style="list-style-type: none">*Not "macho" material*"They" need it; "I" don't*Hard-to-change bias
Media/law enforcement internship	<ul style="list-style-type: none">*Improves lines of communication*Develops mutual respect*Enhances trust & confidence	<ul style="list-style-type: none">*Drain on resources*Fear of the unknown

Strategy Recommendation

Thus far the research has examined the internal and external forces influencing how the television media will impact the public's image of law enforcement by the year 2000. It is clear that the image created is based significantly upon the actions of individual officers and the collective actions of law enforcement agencies in California. The training provided to the officers and to the agencies is the most critical factor which contributes to how well the law enforcement mission is accomplished, be it face-to-face with a citizen or on camera for millions to see.

The most desirable and attainable strategy is the implementation of a statewide satellite telecommunications system as the primary training tool for all California law enforcement agencies. The selected strategy will provide a system for statewide standardization and uniformity in the critical area of training. Delivery of the training ideally would be combined with current law enforcement news and information programming. California law enforcement has enjoyed a reputation of being the best-trained and most professional law enforcement in the country. With the development of this strategy, the City of Azusa Police Department and the State of California will continue to be a leader in the law enforcement profession.

Administration and Logistics

For the strategic plan to become reality, the full support of the chief and top executives must be obtained. The Azusa Police Department thrives on innovation and creativity, but like many municipal organizations faced with fiscal constraints, many of its programs lack needed funds for implementation.

The subscription to the satellite telecommunications program will be paid from revenue derived from narcotic asset forfeiture cases. The Azusa Police Department will subscribe to the Westcott Communications Law Enforcement Television Network at a cost of \$6000.00 a year. The department will also participate in the California Peace Officers Standards and Training (P.O.S.T.) telecommunications program. As both programs are ambitious and innovative, it is anticipated that they will have the customary technological and implementation problems. To ensure continued participation beyond the first year, the necessary improvements must be made during the initial subscription period.

The most critical group to the program's success are the first-line officers. The supervisors and middle managers will evaluate the program based on their observations of the officers' performance and the input from the officers. The executive staff will seek feedback from the other agencies subscribing to LETN and the P.O.S.T. program, which will provide additional information in the evaluation process. For the LETN and P.O.S.T. programs to be deemed successful, full participation by the subscribing agencies and their critical evaluations are necessary.

Ideally, P.O.S.T. would eventually expand its training program to be a full-service telecommunications network statewide, with 7 day-per-week/24-hour programming of news, training, and related information. This expansion will necessarily be costly, and may require innovative funding arrangements between the public and private sectors. While the cost obstacles may seem high, P.O.S.T. should be encouraged by law enforcement executives throughout the state to expand their programming as indicated.

Points of Negotiation

It is critical at this point to examine the attitudes and opinions of the stakeholders as the strategic plan approaches implementation. It is imperative that the plan and course of action have the acceptance and the support of the stakeholders. The successful implementation of the strategic plan will be accomplished through the process of negotiation.

The following issues were identified as the points negotiation in the strategic plan. General issues, identified below, are categorized as being either flexible and non-flexible:

Willing to be flexible on:

1. Alternative funding plans for the department to initiate and continue participation in the satellite training programs.
2. P.O.S.T. use of the private sector for technical support.
3. Program content.
4. Sources of training information.

Not willing to be flexible on:

1. Informative satellite broadcasts dedicated to improving performance.
2. Quality training and information.
3. The importance of professional and ethical conduct by all in the profession.
4. Quality satellite telecommunications training to all law enforcement agencies in the state.

Stakeholders' Points of Negotiation

Chief of Police. As the key executive of the department, he will be supportive of any program which will enhance the effectiveness, efficiency, and image of the officers. He is sensitive to the internal and external political and social environment and responds accordingly in the role of final decision maker. The chief will be flexible on:

1. A strategic plan based on sound research and feasible financial support.
2. Programs that improve the present and future law enforcement needs of the community.
3. Improved training programs that reduce costs and increase the level of officer skills.
4. Plans which involve new fields of technology.

The chief of police will not be flexible on:

1. Strategic plans which threaten the traditional image of law enforcement.
2. Any program which would detract from the basic mission of the department.
3. Any program that is not in the best interests of the community, department, or law enforcement profession.

TV News Media.

The TV news media is the delivery system of information to the public. It plays a key role in the public formation of opinion on the local, state, and national levels. The TV news media views law enforcement as a valuable source of material through which to draw viewers. The TV news media will be flexible on:

1. A plan which improves their ability to provide information to their consumers.
2. A plan which enhances the image of law enforcement as long as it is interesting and informative.
3. A program that bridges the gap between the media and law enforcement.

The TV news media will not be flexible on:

1. A program which impedes their ability to broadcast live from a newsworthy event.
2. A program that threatens the media's role as "watchdog" of public officials.
3. A plan which restricts the TV media's access to material.

The Police Patrol Force. The patrol officers are the visual force in the eye of the public and TV news. They are the "good guys" when things go well and the "bad guys" when they do not. The patrol officers are the key to the success of the strategic plan and the image of law enforcement. The patrol officers will be flexible on:

1. A plan that would improve their skills.
2. A program that would improve the image of law enforcement as viewed by the TV news media and the public.
3. A program which is interesting, holds their attention, and demonstrates meaningful application.
4. A plan that does not involve a trade-off.

The patrol officers will not be flexible on:

1. A plan which receives criticism from police administration or outside groups.
2. A plan which is forced without education, explanation, and a demonstration of individual benefits.
3. A program which is interpreted as a gimmick or a trick to change their behavior or performance.

The Commission On Peace Officers Standards and Training.

P.O.S.T. is continuously confronted with the pressure of serving the needs of California law enforcement with limited resources. This is particularly difficult when attempting to adapt in order to experiment with new and creative ways to deliver a service. To adapt and change P.O.S.T. will be flexible on:

1. Programs which are cost-effective and improve their ability to serve all California law enforcement agencies.
2. Programs which respond to the demands of major law enforcement groups such as the California Police Chiefs Association.
3. New programs to improve the delivery system of training to law enforcement personnel on-site at police departments, yet which still meet mandated training requirements.

P.O.S.T. will not be flexible on:

1. Quality control of programs; this responsibility must remain in P.O.S.T.'s jurisdiction.

2. Review and approval of all materials transmitted to them.
3. The sharing of material with organizations outside of law enforcement without first establishing a relationship based on trust and confidentiality - which will take time.
4. Any plan which threatens their role as the state coordinator and governing body of peace officer standards and training.

The General Public. This group of stakeholders is the essence of the law enforcement mission and represents the "why" and "for who" of law enforcement. The general public is the final judge, vocal critic, and supporter of law enforcement.

This group will be flexible on:

1. Advanced systems and technologies that improve law enforcement's ability to provide professional service and information on a local level.
2. A plan that is cost-effective and is not provided at the expense of the taxpayer.
3. A plan that is directed at improving officer skills to reduce the threat of crime.
4. A program to enhance human relation skills.

The general public will not be flexible on:

1. Programs which do not directly or indirectly impact the public.
2. A plan which is perceived as a waste of tax dollars.

3. A plan that would compromise the safety and security of law enforcement and the general public.
4. A program which lacks direction from either the local or state level.

Law Enforcement television Network (LETN). LETN is a private, for-profit TV network. It is a group of civilian "outsiders" from another state. They have developed a plan to improve law enforcement training and to network via satellite telecommunications, providing their information to law enforcement agencies throughout the country. LETN would be flexible on:

1. The sharing of information for a win-win resolution with mutual benefit for the public and private sector.
2. The sharing of available technological systems for mutual benefit.
3. A program which would allow the "outsiders" in.

LETN will not be flexible on:

1. A plan that would threaten their ability to profit financially.
2. A program which would not allow maximum subscriber (customer) satisfaction with their product--law enforcement training and information.
3. A program which does not allow for continued growth, development, and increased corporate profits.

For the strategic plan to gain acceptance by the key stakeholders, it is necessary for each, at the proper time, to "buy in" to the plan. "When" strategy (Nirenberg 1981) provides

the guide to deal with the unique needs of each of the stakeholders. Suspicion and a fear of the unknown can be tempered by forbearance and an appeal to the self-esteem of law enforcement executives and the rank and file. This can be accomplished by providing the opportunity to take a lead role in the development of satellite telecommunications training on the local and state levels. As the plan develops and gains the support of Cal Chiefs and the California Sheriffs Association, the position and participation of P.O.S.T. will be critical.

Planning System

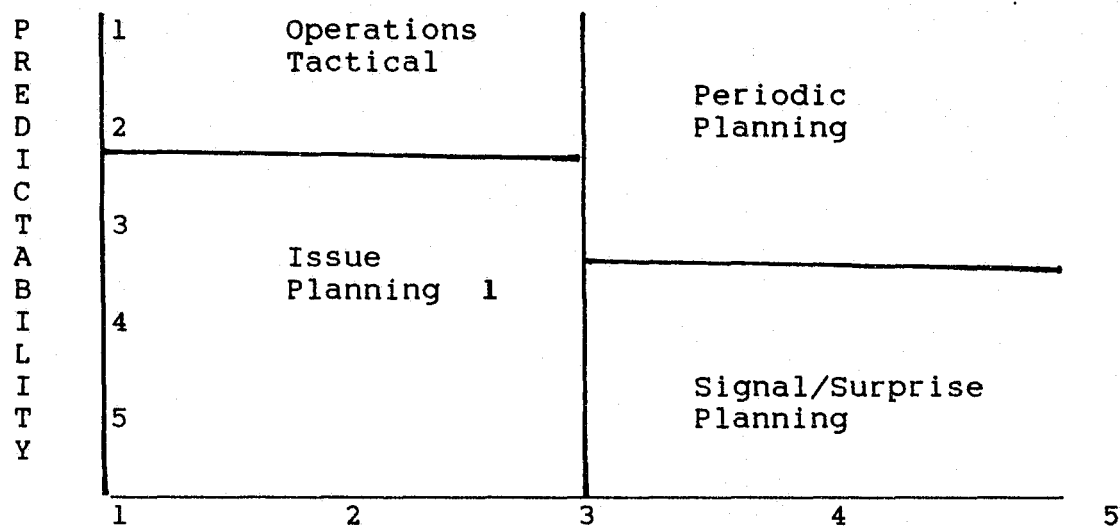
The planning system provides an overview of the environment of the Azusa Police Department. A brainstorming session was conducted among middle management and department executives to explore the appropriate planning system. The group considered the level of predictability of the future, displayed on a vertical scale. The range of the scale was "1" for a high degree that an event will occur to a "5" for an unpredictable future. The number "3" represents a predictable future. The level of turbulence was displayed on the horizontal scale from "1" as no change to "5" as continuous change.

The four basic planning systems examined by the group were:

- * Operational
- * Issue
- * Periodic
- * Signal Surprise

It was the consensus of the group that issue planning was best suited for the development of a satellite telecommunications-

based system of law enforcement training and information. Given this tested field of technology and new area of application, the future is predictable with a degree of turbulence.



1 Satellite Telecommunications Training and Information

At this point, the issue has been evaluated, the future defined, and a strategic plan has been developed. The final phase will be the development of a transition management plan.

PART THREE

TRANSITION MANAGEMENT

*The Development Of A Transition Management Plan By Which The
Strategy Developed In Part Two Is Implemented And Managed To
Produce The Desired Results*

The purpose of this section is to develop the transition process for the implementation and management of the strategic plan developed in Part Two. Part One examined the past, present, and possible future image of law enforcement as seen by the public via the television medium. Part Two presented the development of satellite telecommunications training for law enforcement to use in improving its level of performance and thus enhancing a positive public image. The following methods were used to develop the transition management plan:

- * Commitment Planning
- * Critical Mass Analysis
- * Commitment Analysis
- * Management Structure
- * Responsibility Charting

Commitment Plan

The strategy of commitment planning consists of actions directed at obtaining the support of key groups or individuals which are vital for the desired plan to happen. According to Beckhard and Harris, the steps in the development of a commitment plan are:

- * Identify target individuals or groups whose commitment is needed.
- * Define the critical mass needed to ensure the effectiveness of the change.
- * Develop a plan for getting the commitment of the critical mass.
- * Create a monitoring system to assess the progress.⁶

Critical Mass

Critical mass is defined as "individuals or groups whose active commitment is necessary to provide the energy for the change to occur."⁷ The critical mass for the strategic plan to happen are the

- * Chief of Police
- * Police Patrol Force
- * P.O.S.T.
- * LETN
- * Cal Chiefs Association
- * Police Supervisors
- * Police Middle Managers.

The chart on the next page sets forth the critical mass, and depicts their current level of commitment and the level of commitment required of them in order to ensure the implementation and success of a satellite telecommunications system of training and information programming.

Key Players	No Commitment	Let It Happen	Help It Happen	Make It Happen
Chief of Police		X----->		O
Patrol Officers		X----->	O	
P.O.S.T.		X----->	O	
LETN			X----->	O
Cal Chiefs		X----->		O
Police Supervisors		X----->	O	
Police Mid. Mgt.		X----->		O

Legend: X - the present position
O - the desired position

Initially, the chief of police and the Cal Chiefs Association are viewed as "let the program happen." By holding key positions of leadership in the agency, in law enforcement statewide, and in the critical mass, movement by the chief and the Cal Chiefs Association to "make it happen" is a must for program success. This requires that the chief be provided accurate feedback on the reception and results of satellite telecommunications programming from line officers, supervisors, mid managers, and chiefs in other agencies.

The patrol officers are seen as holding the position of "let it happen," but must be encouraged by the informal leaders of the group to "help it happen" by providing honest, straightforward evaluation of the P.O.S.T. and LETN programs. Without the patrol officers' support and feedback, the plan will fail.

Police supervisors initially will "let the program happen," but must help it happen through promoting use of the programs. If the supervisors do not use the programming themselves or encourage the officers to regularly view the programming and communicate their reactions, the program will fail. First-line supervision also has informal leaders who need to buy into the plan and support it for maximum success.

Police middle management are key members of the critical mass. The chief aside, they are the people responsible for the execution and evaluations of the plan. Middle management must make the plan happen with their support and program evaluation to the agency executive, the chief of police.

P.O.S.T. is viewed as holding the position of "let it happen." They desire maximum participation of California law enforcement in their satellite training program. P.O.S.T. will also "let" private enterprise such as LETN develop in the state. The competition between both is healthy and will help promote the quality development of both programs. P.O.S.T. must move to help the development of the satellite telecommunications training system. P.O.S.T. will receive input from Cal Chiefs and the California Sheriffs Association, with both groups having formal and informal leaders who are critical to the success of the plan.

The Law Enforcement Television Network (LETN) will "help" the plan, as they must, for their primary motive is financial gain through subscription sales of their service to law enforcement. LETN will only survive if their product is far superior and /or serves a different need than the programs produced by P.O.S.T.

LETN can "make the plan happen" if their product meets the often unique needs of California law enforcement, and is able to work with P.O.S.T. for an integrated communications system. The ideal end result of the plan is for P.O.S.T. to control a statewide system of satellite training and information. This will require liaison with the private sector for full program success.

Management Structure

Prior to initiating the transition process, the management structure and the responsibility for the management of this phase must be determined. Beckhard and Harris have identified seven management structures suitable for this stage:

1. The Chief Executive
2. Project Manager
3. The Hierarchy
4. Representatives of Constituencies
5. Natural Leaders
6. The Diagonal Slice
7. The "Kitchen Cabinet" ⁸

The management structure best suited for the Azusa Police Department to implement the strategic plan is the "project manager." The chief of police will communicate a policy statement to all department personnel stating his personal and the department's financial commitment to the satellite communications program. The policy will further require the training afforded by the program for all designated personnel. The day to day implementation of the program will be delegated to a middle manager who will serve as the project manager of the program.

The project manager will have the flexibility to obtain the input from the informal leaders of the organization at the supervisory and line officer ranks. The project manager will also inform the department executive staff on the progress of the plan. Finally, the project manager will also act as the liaison between the department, P.O.S.T., and LETN. It is critical that both producers of satellite training receive prompt and pro-active evaluations from the participating police departments.

Responsibility Charting

Of the methods available to support the establishment of the strategic plan, responsibility charting would be the one most effective to ensure the smooth implementation of the program. In responsibility charting, each party is assigned a behavior during each step of the change process. Thus, the behavior that is required to implement change, task assignment, and decisions is made clear for all those involved. Ambiguity, unnecessary redundancy, and any negative emotions that could result during such a process are reduced. Responsibility charting facilitates the team-work necessary for the establishment of a satellite telecommunications training and information system.

Responsibility Chart

	Actors						
	Chief of Police	Police Officers	P O S T	L E T N	Cal. Chiefs	*Sup.	*MM
Decision							
Funding approval for program	R	-	-	I	-	I	I
Arrange LETN to install	A	-	-	S	-	S	R
Arrange with POST for program	R	-	S	-	I	S	R
Provide employees the ability to see programs	A	S	-	-	-	A	A
Evaluate the programs' feedback	R	I	I	I	I	I	I
Make necessary changes	A	I	A	A	I	I	I
Decide whether to continue the program beyond one year	R	-	I	I	I	I	I

R = Responsibility

A = Approval (right to veto)

I = Inform (to be consulted)

- = Irrelevant to this item

*Sup = Police Supervisors

*MM = Police Mid Managers

Team-work is the main ingredient for the program's success. The responsibility charting method is the means to hold the team together and allows for those people and organizations impacted to participate in, implement, and manage the program. Further, responsibility charting allows each team member to evaluate their performance and that of the other team members.

Responsibility charting ensures that accountability for an action is fixed on a person or a particular group. The approval power for necessary actions is clearly stated, as is the degree of support required from key players and groups. This method also ensures that information gets to the people that need to be informed. Responsibility charting clearly defines the "who" and "what" of the transition management program and reduces the unknown commodity which may hinder the successful implementation of the program.⁹

Supporting Technologies

in addition to the previously described transition management plan, there is the education of department personnel. The establishment of satellite telecommunications for law enforcement training and information is a change in the work environment. Through a series of presentations, the program manager will draw department personnel into the strategic plan by building upon the group's desire to "play" with a new method of training and communication. The educational process will help overcome the natural reaction to change and pessimism toward outside influences. Without education, the plan may be viewed as just another mandated training program provided by the bureaucrats. Without full participation, the necessary constructive evaluation and recommendations will fall short, at the expense of the plan's success.

The ultimate goal of the plan is to provide the best training and information to those who provide police service to the citizens of the City of Azusa and the State of California. When

the officers are untrained and uninformed, the end result is often tragic and expensive in terms of physical harm to the officers and/or the people. When the end result is graphic, today and in the future, the TV news media will be there to perform their job.

Conclusions and Recommendations

The image of California law enforcement has been and will continue to be dramatized by television. Law enforcement activity sells commercial time on television but at whose expense and profit? Law enforcement will continue to be a target of this visual and dramatic direct line of communication to the people from the scene of a murder, rescue, drug seizure, or incidents of police misconduct. The public will continue to use this picture to form their opinion of an individual officer, his agency, or the law enforcement profession.

It has not been the intent of this research to criticize the TV news media or to suggest the tightening of existing controls or to create new controls as it performs its job. This attitude would only be counterproductive and contrary to the constitutional guarantees established over 200 years ago. Law enforcement does not have (nor should it have) control over what information is given to the public by the media. Law enforcement is, and should be, concerned about the quality of information used by TV news. The quality of this information is equivalent to the training provided by law enforcement to their members. The use of satellite telecommunications for on-site training and information was developed as a strategic plan to maximize and enhance the resources,-- e.g., skills and values,-- an officer

must draw upon as he or she performs the job. The State of California has enjoyed a reputation for excellence in law enforcement training. Today, California law enforcement is rapidly moving toward a satellite telecommunications training system designed to bring to all law enforcement communities the best and most timely training available. Research data developed in this study and by P.O.S.T. supports the need and desire for this significant application of satellite technology. The research also explored the development in the private sector of the Dallas-based Law Enforcement Television Network (LETN), which hopes to sell police training and information via satellite to law enforcement agencies.

The P.O.S.T. and LETN programs are innovative, motivated toward serving the training needs of the future, and costly. But what price tag should be fixed on the training of law enforcement? Whether on the state or local level, law enforcement agencies must receive necessary funding for training. If budgets are cut at the expense of officer training, the end result will be expensive in terms of diminished image, lost lives, and reduced service levels. As a profession, we must plan and act now or be willing to pay this price in the future.

P.O.S.T. is encouraged to continue moving forward in the area of satellite telecommunications as played out in the hypothetical scenario. The strategic plan recommends that P.O.S.T. expand its roll to also include regular information broadcasts with programs transmitted statewide. This may require integration with private systems for a spectrum of training and

information provided in a rapid and professional manner. The key to this concept is to say it can be done.

A major aspect of this study is suitable for concentrated research--exactly how and to what degree is television used by the general public to form its opinion of law enforcement? This information would be valuable as the law enforcement profession continues to develop and expand in our service-oriented society.

APPENDIX A

Questionnaire

Instructions

You may use either a pen or pencil to complete this questionnaire.

Please read each statement carefully and indicate BEST answer by placing an "X" in the box next to the answer you choose.

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1. The television news media presents unbiased accounts of police activities as a matter of policy.	()	()	()	()	()
2. The television news media actively portrays a fair, multi perspective view of law enforcement.	()	()	()	()	()
3. The public's image of law enforcement is primarily influenced by the television news media.	()	()	()	()	()
If you respond agree or strongly agree please answer below. If you respond no opinion, disagree, or strongly disagree skip to question 4.					
3a The public's perception of police corruption is influenced by the television news media.	()	()	()	()	()
3b The public's perception of police brutality is primarily influenced by the television news media.	()	()	()	()	()

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
3c	The publics perception of the dangers of police work is influenced by the television news media.	()	()	()	()	()
3d	The philosophy that the police "protect and serve the public" is presented in the T.V. news media.	()	()	()	()	()
3e	The publics perception to distrust a police officer is influenced by the television news media.	()	()	()	()	()
3f	The publics perception to fear the police officer is influenced by the television news media.	()	()	()	()	()
4.	The television news media has shaped the public image of law enforcement.	()	()	()	()	()
	If you respond agree or strongly agree please answer below. If you respond no opinion, disagree or strongly disagree skip to question 5.					
4a	The television evening news is a primary source of information for the public on the activities of law enforcement.	()	()	()	()	()
4b	Television news magazine programs such as 60 Minutes and 20/20 are primary sources of information for the public on the activities of police.	()	()	()	()	()

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
4c	Cable television news is a source on the activities of law enforcement.	()	()	()	()	()
5.	California law enforcement executives are concerned about the image of law enforcement as presented by the television news media.	()	()	()	()	()
6.	The public has power as a consumer group to influence the quality of television news.	()	()	()	()	()
7.	Members of the television news media perceive the issue of their impact on the public's image of law enforcement as a matter that needs to be studied and addressed by the television news media.	()	()	()	()	()
8.	The television news media is primarily concerned with whether their story will contribute to high ratings.	()	()	()	()	()
9.	Law enforcement has the ability to influence the television news media to present a fair and multi perspective view of law enforcement.	()	()	()	()	()
10.	Law enforcement executives and agencies' goals by the year 2000 will address funding of television related projects.	()	()	()	()	()

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
11. Local law enforcement agency funding will be earmarked in the budget for television news media projects by the year 2000.	()	()	()	()	()
12. By the year 2000, law enforcement will have taken an active role in cable television news programing.	()	()	()	()	()
13. By the year 2000, law enforcement will have taken an active role in network television news programing.	()	()	()	()	()
14. Currently, my police agency has a media relations policy.		Yes ()		No ()	
14a If no, do you plan to develop a policy in the next year.		Yes ()		No ()	
15. Police officers in my agency receive formal training in media relations.		Yes ()		No ()	
16. How many personnel in your agency have as a primary responsibility media relations/public information.		0 () 1-2 () 3-5 () 6 or more ()			
17. How many programs has your agency developed for use by your local cable station within the past five years.		0 () 1-2 () 3-5 () 6 or more ()			

APPENDIX B

CANDIDATE TRENDS

1. Growing public concern about the ethics of public figures.
2. The use of world wide satellite network operated by news media; near real time news from anywhere on earth.
3. New information technology, i.e. customized electronic - computerized TV to replace printed newspapers.
4. Growth of free-lance "subculture" reporters, "Have mini-cam will travel...and sell."
5. Spontaneous capture of news events by people in the right place...with their mini-cam.
6. People are watching TV more and reading less.
7. Greater ability to go live from to the public from the scene of the event.
8. The changing demographic in California.
9. The public's growing willingness and ability to question government as an institution and its individual members.
10. The decline of the effectiveness of the public education system to prepare students for the job market.
11. General decline of moral standards in American society.
12. Continued decline of the American work ethic.
13. Desire for information now.
14. Rapid growth toward a service oriented society.
15. A television media tendency to dictate social values.

16. We are a "fast lane" society.
17. The cost of living continues to increase.
18. The continued shrinkage of tax dollars for municipal government.
19. Law enforcement labor unions continue to grow and gain power.
20. The emphasis on image molding of our public and private leaders.
21. Government moves to the use of satellites for communications.
22. Growing market of cable TV subscribers.
23. The public has more choices to obtain information through cable TV.
24. Continued growth of our "information society" through technology.
25. Reduced pool of qualified police candidates.
26. The continued abuse of drugs in our society.
27. The growth of social and political special interest groups.
28. Law enforcement news is coordinated through a professional central municipal public information clearing house for distribution.
29. Information is increasingly being sold rather than shared.
30. Increase in civilian police review boards.
31. Increased incidents of racial tension between the public and the police.

APPENDIX C

CANDIDATE EVENTS

1. FCC imposed code of ethics for the TV news media with sanctions for violations.
2. POST mandated code of ethics for law enforcement with sanctions imposed for violations.
3. World wide depression.
4. Direct conversion of solar energy.
5. Point to point telephone system.
6. The police shut off information flow to commercial news service.
7. National communications network.
8. Establishment of joint law enforcement/TV standards review committee at the state level.
9. Individual California law enforcement agencies are abandoned in favor of regionalizing.
10. Community wide electronic mail.
11. Privatization of public schools.
12. Labor benefits tied to productivity.
13. Police use of nondestructive weapons.
14. Solar powered satellite.
15. Losers pay attorney fees.
16. Voice inputs to computer.
17. Federally mandated telecommunications ethics policy to guide public and private strategic planners.
18. True artificial intelligence.
19. Legislated criteria/rules for the use anonymous news sources.
20. Foolproof telecommunications scramble/security system to ensure no intrusion of signal.

APPENDIX D

CAPABILITY ANALYSIS: .RATING

Instructions

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower	<u>1</u>	<u>4</u>	<u>6</u>	<u>1</u>	<u>0</u>
technology	<u>0</u>	<u>2</u>	<u>8</u>	<u>2</u>	<u>0</u>
equipment	<u>0</u>	<u>7</u>	<u>4</u>	<u>1</u>	<u>0</u>
facility	<u>1</u>	<u>0</u>	<u>2</u>	<u>9</u>	<u>0</u>
money	<u>0</u>	<u>3</u>	<u>5</u>	<u>2</u>	<u>1</u>
calls for service	<u>0</u>	<u>5</u>	<u>6</u>	<u>1</u>	<u>0</u>
supplies	<u>0</u>	<u>3</u>	<u>8</u>	<u>1</u>	<u>0</u>
management skills	<u>0</u>	<u>8</u>	<u>3</u>	<u>1</u>	<u>0</u>
P.O. skills	<u>0</u>	<u>8</u>	<u>4</u>	<u>0</u>	<u>0</u>
supervisory skills	<u>0</u>	<u>7</u>	<u>5</u>	<u>0</u>	<u>0</u>
training	<u>0</u>	<u>3</u>	<u>8</u>	<u>1</u>	<u>0</u>
attitudes	<u>0</u>	<u>5</u>	<u>6</u>	<u>1</u>	<u>0</u>
image	<u>0</u>	<u>5</u>	<u>7</u>	<u>0</u>	<u>0</u>
Council support	<u>0</u>	<u>3</u>	<u>5</u>	<u>3</u>	<u>1</u>
C.K. support	<u>0</u>	<u>5</u>	<u>5</u>	<u>2</u>	<u>0</u>
growth potential	<u>1</u>	<u>4</u>	<u>6</u>	<u>1</u>	<u>0</u>
specialties	<u>0</u>	<u>6</u>	<u>5</u>	<u>1</u>	<u>0</u>
mgmt. flexibility	<u>1</u>	<u>5</u>	<u>5</u>	<u>1</u>	<u>0</u>
sworn/non-sworn ratio	<u>0</u>	<u>2</u>	<u>6</u>	<u>4</u>	<u>0</u>
pay scale	<u>0</u>	<u>7</u>	<u>3</u>	<u>2</u>	<u>0</u>
benefits	<u>2</u>	<u>7</u>	<u>1</u>	<u>2</u>	<u>0</u>
turnover	<u>0</u>	<u>6</u>	<u>6</u>	<u>0</u>	<u>0</u>
community support	<u>0</u>	<u>3</u>	<u>9</u>	<u>0</u>	<u>0</u>
complaints rec'd	<u>0</u>	<u>2</u>	<u>10</u>	<u>0</u>	<u>0</u>
enforcement index	<u>0</u>	<u>1</u>	<u>9</u>	<u>2</u>	<u>0</u>
traffic index	<u>0</u>	<u>3</u>	<u>7</u>	<u>2</u>	<u>0</u>
sick leave rates	<u>1</u>	<u>3</u>	<u>7</u>	<u>1</u>	<u>0</u>
morale	<u>0</u>	<u>4</u>	<u>8</u>	<u>0</u>	<u>0</u>
	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>

STRATEGIC NEED AREA The impact of the television ne
media on the public's image of
law enforcement.

CAPABILITY ANALYSIS: RATING 2 .

Instructions

Evaluate Each Item For Your AGENCY as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

Category

TOP MANAGERS:

	I	II	III	IV	V
Mentality Personality	<u>0</u>	<u>0</u>	<u>1</u>	<u>3</u>	<u>8</u>
Skills/Talents	<u>0</u>	<u>0</u>	<u>2</u>	<u>8</u>	<u>2</u>
Knowledge/Education	<u>0</u>	<u>0</u>	<u>6</u>	<u>4</u>	<u>2</u>

ORGANIZATION CLIMATE:

Culture/Norms	<u>0</u>	<u>2</u>	<u>6</u>	<u>5</u>	<u>0</u>
Rewards/Incentives	<u>0</u>	<u>3</u>	<u>5</u>	<u>3</u>	<u>1</u>
Power Structure	<u>0</u>	<u>4</u>	<u>4</u>	<u>4</u>	<u>0</u>

ORGANIZATION COMPETENCE:

Structure	<u>0</u>	<u>1</u>	<u>4</u>	<u>6</u>	<u>1</u>
Resources	<u>0</u>	<u>2</u>	<u>5</u>	<u>4</u>	<u>1</u>
Middle Management	<u>0</u>	<u>1</u>	<u>5</u>	<u>6</u>	<u>0</u>
Line Personnel	<u>1</u>	<u>1</u>	<u>5</u>	<u>4</u>	<u>1</u>

APPENDIX E

RESULTS OF POLICY DELPHI

Evaluation and Score Criteria

Feasibility:

- 3 points: Definitely Feasible -- No hindrance to implementation
- 2 points: Possibly Feasible -- Could happen with further consideration
- 1 point: Possibly Infeasible -- Some indication that it is workable
- 0 points: Definitely Infeasible -- Cannot be implemented

Desirability:

- 3 points: Very Desirable -- Justifiable on its own merits
- 2 points: Desirable -- Some pro and con, but beneficial
- 1 point: Very Undesirable -- Extremely harmful, major negative

The maximum score that each policy option could realize would be 60 points (ten group members all rating three points for Feasibility and Desirability).

The individual and combined scores for each policy option are:

Alternative 1: Law enforcement should regionalize Crime Stoppers programming whereby all agencies would have the mechanism to solicit public assistance in the development of crime information.

Feasibility: Total score: 10
Desirability: Total score: 22

Combined score: 32

Alternative 2: P.O.S.T. should design and distribute comprehensive media relations training programs directed at all levels of California law enforcement to provide the knowledge and improve the skills needed to work with the media.

Feasibility: Total score: 21

Desirability: Total score: 25

Combined score: 46

Alternative 3: P.O.S.T. should provide and utilize satellite telecommunications as the primary training tool for all California law enforcement agencies. Programming would also include news and other information pertinent to California law enforcement.

Feasibility: Total score: 27

Desirability: Total score: 28

Combined score: 55

Alternative 4: Mandated comprehensive training of all offices in ethics, interpersonal skills, and the culture of local ethnic groups.

Feasibility: Total score: 25

Desirability: Total score: 28

Combined score: 53

Alternative 5: Law enforcement and the media to develop a statewide media relations policy for all California law enforcement agencies.

Feasibility: Total score: 5

Desirability: Total score: 17

Combined score: 22

Alternative 6: The establishment of an internship program for the exchange of television news media and law enforcement personnel.

Feasibility: Total score: 19

Desirability: Total score: 21

Combined score: 40

Appendix F

The following persons contributed their time and knowledge to the author during the research and preparation of this paper.

Dan Cook, Retired Lieutenant, Los Angeles Police Department

California State Senator Ed Davis

Jack Drown, Assistant Sheriff, San Diego County Sheriffs Department

Douglas Faigan, President City Service, Los Angeles; and President Los Angeles Chapter Sigma Delta Chi

Ronald Martinelli, Ph.D, Criminologist; and Police Officer, San Jose Police Department

Pete Noyes, Managing Editor, KNBC Television, Burbank

Joy Nuell, Foundation For American Communications

Tony Rimmer Ph.D, California State University, Fullerton, Department of Communications

Joe Saltzman Ph.D, University of Southern California, Department of Broadcast Journalism

Steve Shusman, Bureau Chief, Cable News Network, Hollywood

Norm Stamper, Assistant Chief of Police, San Diego Police Department

Norm Traub, Former Chief of Police, City of Orange

Carl Westcott, Chairman, Westcott Communications, Dallas, Texas

Lloyd Wood, Police Chief, City of Azusa

ENDNOTES

1. William A. Henry III, "The Meaning of TV," LIFE March, 1989:66.
2. "If The Press Didn't Tell Us, Who Would," The Society of Professional Journalists, Chicago, Illinois.
3. Thomas C. Esensten, "Handouts for POST Command College," (1987):1.
4. Esensten, 3.
5. Esensten, 3.
6. Richard Beckhard and Reuben T. Harris, Organizational Transitions (Reading, Massachusetts:Addison-Wesley Publishing Company, 1987), 93.
7. Beckhard and Harris, 92-93.
8. Beckhard and Harris, 76-78.
9. Beckhard and Harris, 104.

BIBLIOGRAPHY

Beckhard, Richard and Reubin T. Harris. Organizational Transitions: Managing Complex Change. Menlo Park: Addison-Wesley Publishing Company, 1987

Bernan, Rod and Joy Nuell. "Meeting The Press." Police (April 1988): 35-38

Broadcasting "Spot News: Around The Block And Around The World." (September 1, 1986): 40-85

Broadcasting "Hostage Coverage Hindsight: Competition, Technology Shape The Story." (July 8, 1985): 33-34

Broadcasting "Study Shows Press Is Responding To Public Demands." (January 28, 1985): 90

Broadcasting "A Futurist In Charge At NBC News." (February 29, 1988): 44-46; 48-49; 54

Cannon, Lou. Reporting: An Inside View. California: California Journal Press, 1977

Cirino, Robert. Don't Blame The People. New York: Vintage Books, Random House, 1971

Citron, Marvin J., Wanda Rocha, and Rebecca Luckins. "Into The 21st Century--Long Term Trends Affecting The United States." The Futurist (July-August 1988): 32

Collins, Monica. " 'Wanted' Captures its Audience." USA Today (March 2, 1989)

Cook, Chief James I., Sgt. C.R. Miller and Officer Julie Newell. "Teaching Traffic Safety In Little Saigon." Western City (January 1989): 17-18

Criminal Justice Digest. "N.Y. Chiefs Develop Fair Trial, Free Press Guidelines." (May 1988): 8-10

Dickson, Sgt. Roger. "An Automated News Media System." FBI Law Enforcement Bulletin. Office of Congressional and Public Affairs, Washington D.C., 18-21

Engquist, Marvin G. "Release Of Crime And Arrest Information To the News Media." The Police Chief 47(3) (March 1980): 252-253

Epstein, Edward Jay. News From Nowhere: Television And The News. New York: Vintage Books, Random House, 1974

Fowler, Fred W. "Lights, Camera, Action? You Can Make Friends With The Media." American Fire Journal (November 1984): 24-27

Franklin, Karen. "Pain Behind The Camera." Newsweek (February 6, 1988): 9

Friendly, Fred W. Due To Circumstances Beyond Our Control. New York: Vintage Books, Random House 1967

Garner, Gerald W. "Your Partnership With The Press." Police Product News 10(4) (April 1986): 24-29

Garner, Jerry. "Meet The Press: Media Relations For Police." Law and Order 30(2) (February 1982): 28-32

Glebs, Robert T. "PR Success: Spell It C.O.M.M.U.N.I.C.A.T.E." Waste Age (March 1986): 46-47; 50, 53, 54

Goldstein, Patrick. "Hollywood vs. The Media: A Presence Of Malice?" Los Angeles Times/Calendar (September 4, 1988)

Howard, Carole. "On Deadline...Managing Special News Media Events." Management Review (October 1984): 56-58

Law Enforcement Media Relations: A Model Policy Manual. California: Police Community Relations Committee, California Peace Officers Association (1988)

Lieberman, Bill. "Police Media Relations; A View From The Middle." Law And Order (September 1980): 62-64

Lazin, Fred A. "How The Police View the Press." Journal Of Police Science And Administration 8(2) (June 1980): 148-159

Niernberg, Gerald I. The Art Of Negotiating. New York: Fireside Edition, Simon & Schuster 1986

Rainey, James "Officer Hits Prime Time." Los Angeles Times/Southland (January 20, 1989)

Richmond, Ray. "The New TV Cops--Real Ones." Orange County Register (January 8, 1989)

Rivel, Deborah L. "The Expanding Horizons Of Local TV News." Broadcasting (September 28, 1987)

Saltzman, Joe. "Stay Tuned...No Details 'Till 11." The Journalist 7(1) School Of Journalism, University of Southern California (January 1989)

Sanoff, Alvin P. with Debora Kalb and Michael Kimmelman. "The Way It Is In the Network News." U.S. World and News Report (March 16, 1987): 51, 54

Snow, Robert L. "Arresting Vision." Police (November 1988): 48-49, 69

Telecommunications For Local Government Washington DC:
International City Management Association (1982)

U.S. News and World Report "How the Public rates The News Media."
(October 31, 1986): 74

Wieson, Jeff. "FBI To Probe Long Beach Confrontation." Orange County Register (January 18, 1989)

Woodward, Chris. "Citizen Police Review Urged After Sting." Los Angeles Times (January 17, 1989)

Woodward, Chris. "Trial Set For Activist In Long Beach Sting Arrest." Los Angeles Times (February 9, 1989)