# THE ROLE OF POLICE PURSUITS AND THEIR IMPACT ON CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2001

by

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

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

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

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

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## Abstract

The study consists of three parts: a futures study of the impact of pursuits upon California law enforcement by the year 2001; a strategic plan incorporates alternative policies to achieve the desired future; a transition plan to manage change statewide. Data analysis revealed six trends increasing during the coming decade: the application of technology, statewide legislation, litigation, supervisory controls, training, officer accountability. South Bay City was devised to gauge the impact of events on the forecast trends: disabler technology, legislative restrictions, a ban on pursuits, municipal insolvency, Supreme Court intervention, a challenge from the ACLU. From these comparisons, policies are identified and included in a strategic plan, such as pursuit analysis, political action, technology exploration, leadership development, public awareness, and training assessment. A management strategy is presented in the transition plan, providing the methods and mechanisms to successfully manage police pursuits.

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Executive Summary
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## DEFINING THE FUTURE: WHAT WILL BE THE FUTURE ROLE OF POLICE PURSUITS AND THEIR IMPACT ON CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2001?

California law enforcement officers have historically relied on the police pursuit to apprehend law violators, and that condition continues today. What is changing is the frequency of police pursuits and the corresponding concluding event, which in over one-third of reported pursuits results in a collision. There is every indication that this trend will continue, based upon California's explosive population growth, which rose 24% during the last decade to 29 million in 1990. It is estimated that if this rate continues, California's population will swell to 35 million.

Throughout California, law enforcement agencies, in an effort to mitigate the inherent consequences of crime and traffic violations attributed to this phenomenal growth, instituted budgetary and staffing methods to further increase officer visibility in maintaining the quality of life to which our communities had become accustomed.

The combination of a skyrocketing population as well as police to insure their safety has resulted in increasing numbers of dramatic police pursuits and collisions resulting in 469 fatalities since 1980 which have gained the attention of the public, the courts, and the police.

The purpose of this study is to provide research in which law enforcement practitioners can enhance their management of future police pursuits. The study focuses on alternative strategies that will assist police leaders and their field officers in their attempt to balance the swift and efficient apprehension of violators while not compromising the safety of the public.

This study examines critical elements of police pursuits and their impact on California law enforcement by the year 2001. The scope was further defined by methods of literature scanning, surveys, and personnel interviews that identified four sub-issues. Comparisons and illustrations of the adequacy and effectiveness of police pursuit policy, training, supervision and technology were performed.

A futures panel was selected that forecast six trends: level of pursuit technology, state legislation of police pursuits, civil litigation from police pursuits, level of supervisory control of pursuits, level of police pursuit training, and level of officer accountability when engaged in a pursuit. Six events, introduction of vehicle disablers, state legislation restricting pursuits, a ban on pursuits, municipal insolvency, Supreme Court intervention, ACLU challenge of disabler technology (all having a high probability of occurrence), were also selected. This combination of trends and events, through cross-impact analysis and development of alternative future state scenarios, became the focus for the development of policies to produce desired change.

## STRATEGIC PLAN: AN ALTERNATIVE ROUTE

A strategic plan is developed for a model city, "South Bay City," a strategic plan that is formulated on analysis of the external and internal strengths and weaknesses of the model, as well as its capability to accept change. A modified policy delphi is used to generate selected policy alternatives that are viewed as both desirable and feasible. These include:

1) Develop a Technological Application Coordinating Council.
2) Create Regional Driver Skill Centers.
3) Develop Traffic Safety and Technology Coordinating Committees.
4) Develop curriculum that enhances supervisory leadership skills in pursuit liability and responsibility.
5) Create a statewide pursuit reporting system.
6) Create public awareness and support for pursuit interventions.

The implementation of these policy alternatives required the identification and analysis of key stakeholders and their respective positions, as well as strategies of negotiation.

## TRANSITION MANAGEMENT: A FREEWAY TO SUCCESS

The formation of the transition plan incorporates critical mass analysis, commitment analysis, readiness/capability analysis to which values are assigned. A combination of management structures, an executive committee representing the critical mass, project managers, and assigned task forces are selected to manage change during the implementation of the strategic plan. To assist in the successful implementation, technologies, and methods are presented to reduce fear and anxiety associated with change, and to enhance communication, cooperation, and commitment.

CONCLUSION AND RECOMMENDATION:

The study concludes by challenging responsible police leaders who have a vision of the future to embrace this complex issue and implement recommendations that enhance the apprehension of fleeing suspects while reducing the potential for injury and death. They are:

•A pursuit policy that provides clear guidelines and establishes expectations of pursuit performance.

•The development and maintenance of driving skill programs that demonstrate individual skill levels and the limits of police equipment.

•The inclusion of responsible supervision charged with the task of insuring that performance expectations are met.

•The development and application of technological systems that safely and with consistency conclude police pursuits.

This study is intended to provide an impetus to nurture and develop an emerging consensus within the law enforcement community to take an active role locally, regionally and statewide to develop organizational, public, and political support for managing the future impact of police pursuits.

## Preface

My selection of police pursuits as a topic for study was predicated on my intense belief that the field officer must be supported by the direction of policy, the wisdom and skill of training, the guidance of supervision, and the benefit of technology.

This study is not an indictment, nor is it intended to place blame, but rather it was undertaken to establish a perspective of the problem and present strategies to effectively manage police pursuits. A special thanks to Chief Philip Goehring of the Fullerton Police Department for the assistance he provided me; he is truly dedicated to making police pursuits safer. I would like to express my gratitude to my Chief, Frank Vincent Meehan, for his continuous support and encouragement for me to make a contribution; to my associates, Else Beckman and Dr. David L. Holmes, for their assistance, and special thanks to my wife Tammy and my children -- Matt, Erika, and Russ -- for sharing me with the Command College.

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# INTRODUCTION

Chapter 1

# INTRODUCTION

The issue of police pursuits, a custom long accepted by both police and the public, is undergoing closer and closer scrutiny. Property damage, injuries, and deaths -- with ensuing liabilities resulting from police pursuits -- are causing police officials, the public, and the media to examine first, the requisite involvement in vehicle pursuits, and second, to propose guidelines under which such incidents are controlled.

This scrutiny is now occurring throughout the country by small but ever-increasing numbers and voiced not only by special interest and consumer groups but by the police themselves. In order to understand the magnitude and importance of this issue -- police pursuits -- and the role of law enforcement by 2001, we must examine its evolution and its development, as well as the trends and events that have formed and influenced the police pursuit to how we know it today.

The one scene that is most predictable in almost every action movie that has been made is the pursuit scene. We have seen it portrayed in western movies from Matt Dillon in Dodge City to Eddie Murphy in Beverly Hills. The police pursuit scene usually depicts caravaning police cars, with sirens wailing and lights flashing, traveling at recklessly high speeds without concern for anyone or anything but the apprehension of the pursued. These chase scenes usually result in spectacular collisions that involve overturning cars and explosions among police pursuers and uninvolved, innocent bystanders who just happened to get in the way.

What the screenplay omits, what the director does not describe, and what the viewing public does not consider is the pain and suffering that begin immediately upon impact -- often continuing for a lifetime -- to the victims and their families of a REAL police pursuit.

Media Influence

It has been said that perception becomes reality for many. With the proliferation of messages of how police pursuits are conducted on the silver screen, we can begin to observe the conflict between reality and fiction, perception and truth.

In September 1980, the first TV expose focusing on police pursuits was dramatically narrated by Harry Reasoner on "60 Minutes".[1] As audiences viewed the program, they were first made aware of statistics which described 12,000 police pursuits a year nationwide, which resulted in 12,000 injuries. Mr. Reasoner then took the viewer to the Detroit Police impound lot and, as the camera panned a long row of smashed patrol vehicles, he commented on six police vehicles in one pursuit that were crashed, and that this was a national problem affecting the lives of people, both in and out of uniform. He then interviewed three innocent victims of police pursuits, and the camera again recorded severed limbs, paralysis, facial scars, speech and voice impediments, and wheel-chairs. Each victim described their innocent action prior to collision, and each noted that the suspect being pursued was fleeing for traffic violations, to which Mr. Reasoner pointed out, "The suspects were not mass murderers or escaping felons that caused your injuries." Beyond the drama and tragedy, Mr. Reasoner was successful in identifying policy, officer attitude, and training as having glaring similarities that contribute directly or indirectly to the unsuccessful police pursuit.

In May 1990, Geraldo Rivera hosted a similar television special wherein he interviewed the surviving relatives of innocent police pursuit victims. He also interviewed Maurice Hannigan, Commissioner of the California Highway Patrol, Professor Geoffrey Alpert, a pursuit researcher, Consumer Advocate Ralph Nader, and Herbert Williams representing the Police Foundation[2]

Again, this presentation was filled with drama, tragedy, and emotion. It served to identify the same factors: policy, training, and officer attitude, as well as additional conditions of supervision and technology that should be considered inherent to police pursuits.

As can be seen from the above, police pursuits are dramatic life-and-death incidents that are newsworthy attention-getters. At times, the media, special interest groups, law enforcement, and researchers exploit these tragedies to prove their positions relative to their specific and well-intended solutions. We also realize that although CBS's "60 Minutes" selected the St. Claire and Michigan Departments, and Geraldo chose departments in Texas to illustrate his viewpoints, the probability of a similar unsuccessful police pursuit occurring within our communities is a real and inevitable event that will continue to impact each and every law enforcement agency in California, unless we examine the issue and strategically plan for its implications.

Review of Literature

If we are truly going to provide a path for our agencies and others across the nation to follow that will reduce and possibly eliminate the potential for an unsuccessful police pursuit, we must not dwell on the drama. Rather, we must focus on verifiable statistics and scientific research conducive to the development of successful pursuit strategies.

According to Dr. Geoffrey Alpert, the public response to police pursuits has been a crisis-driven reaction to the pressure placed on media, public, politicians, and police officials, when a pursuit ends in death or serious injury. This response should be tempered and supported by fact, with the benefit of a comprehensive view of police pursuits.[3]

In order to provide that comprehensive view and determine the overall significance and cost of unsuccessful police pursuits, it has been reported that in the U.S.A. in 1988 fifty-eight law enforcement officers, or 38%, of those killed died as a result of police pursuits. That same year, 75 died from gunshot wounds.[4] Upon examination of the loss of human life, including police officers, suspects and the innocent public from police pursuits, one finds that 2,885 lost their lives from 1980 through 1989 for a yearly average of 288 nationwide.[5]

Aside from these statistics, compiled annually by the National Highway Traffic Safety Administration, Dr. Erik Beckman -- a pioneer in police pursuit research -- found scientific data of police pursuits noticeably absent prior to 1982. Two studies were located; the first, "Physicians for Automotive Safety - 1967", and the other, "U.S. Department of Transportation" dated 1970. A review by Dr. Beckman of these studies reports that they were "unscientific and used unworkable data that bordered on mythology".[6] Although quantifiable data was missing in these studies, the issue of police pursuits resulting in death and injuries soon generated a series of articles throughout the 1970s and 1980s that stimulated discussion within the criminal justice system, resulting in several pursuit studies. Since 1982, four comprehensive studies that have applied scientific controls have been conducted that address causation factors and outcomes of police pursuits.

Current Police Pursuit Studies

In 1982, the California Highway Patrol (CHP) studied 683 police pursuits initiated by its officers and the officers of ten additional California law enforcement agencies. It is important to note that the California Highway Patrol's 5,800 officers are jurisdictionally responsible for the state's freeway system and patrolling thousands of miles of unincorporated land within the state. Of interest is also that the ten participating municipal county agencies represented a combined sworn complement of 4,150 officers, serving a population of 1,620,000, making this a comprehensive sampling.[7] Two years later, Dr. Erik Beckman, Professor at Michigan State University (MSU), conducted a similar study but incorporated significant changes in his research that addressed officer training, pursuit outcomes, and the application of pursuit policy. This study of 424 pursuits involved 40 police departments and 35 sheriff's departments in nine western and southern states.[8] During that same year, 1984, Drs. Geoffrey P. Alpert and Roger G. Dunham from the University of Miami conducted a study of the Metropolitan-Dade Police Department, formerly the Dade County Sheriff's Office. The Metro-Dade research involved 398 pursuits initiated by 2,200 sworn officers responsible for a resident population of 1.8 million.[9]

The following year, 1985, the Baltimore County Police Department conducted an extensive four-year study of police pursuits within their department. This study examined 694 pursuits from 1986 through 1989 initiated by 1,534 sworn officers serving a community of 660,000.[10]

A comparison and review of these studies relative to establishing benchmark data should be helpful in building a foundation to discuss and correctly assess the influencing factors of police pursuits.

*Table 1*

**OUTCOMES IN FOUR STUDIES**

| STUDY<br>TOTAL PURSUITS | MSU<br>N=424 | CHP<br>N=683 | BALTIMORE CO.<br>N=694 | DADE CO.<br>N=398 |
|---|---|---|---|---|
| Traffic Collision | 40% | 29% | 36% | 33% |
| Property Damage | 23% | 17% | 25% | 18% |
| Injury | 15% | 11% | 11% | 14% |
| Death | 3% | 1% | 1% | 1% |
| Escape | 23% | 23% | 36% | 37% |
| Apprehension Rate | 77% | 77% | 64% | 73% |
| Voluntarily Terminated by Police | 5% | 4% | 3% | 7% |
| Voluntarily Terminated by Suspect | 28% | 36% | 21% | 18% |

By combining the data and analyzing the results, these studies are highlighted with consistencies and striking similarities. As **Table 1** illustrates, a collision of some type will occur in 3 out of 10 (34%) police pursuits. When the severity of these collisionsis analyzed, 2 in 10 (20%) will result in property damage, and 1 in 10 (10%) of the pursuits will result in injury collisions. Using the same method of comparison, a fatality will occur once in every 100 police pursuits. In defining the results of fatal and injury collisions, approximately 70% of all pursuit-related injuries and

fatalities will involve the occupants of the pursued vehicle while 14% will involve law enforcement, and 15% uninvolved, innocent parties.[11] The studies also conclude that the police are successful in apprehending the suspects in over 73% of the pursuits, and unsuccessful in just over 25% of the time. The most prevalent indicator of escape was that suspects outran the police in 12% of escape categories.

Dr. Alpert points out in his study that without adequate research data police strategies relative to pursuits often lead to faulty conclusions.[12] An example of this is the identification and frequency of the incidents preceding the initiation of a police pursuit. Although this has been a vexing question for many years, an analysis of the preceding factor in the 2,053 pursuits studied do not support the findings of N. F. Iannone, who in 1974 concluded that over 70% of police pursuits begin with a traffic violation.[13] Rather, the study reveals that only 57% could be attributed to traffic violations with the next largest contributor being a suspect in a minor criminal activity accounting for 15%; a known felony suspect, 10%; and, driving while under the influence, 8%.

As previously mentioned, Dr. Beckman expanded the parameters of his study beyond that of the California Highway Patrol's to test the hypothesis that, although the majority of police pursuits originate due to a combination of factors -- i.e. traffic, minor criminal conduct, and driving-under-the-influence -- the underlying reason is there are more serious crimes linked to the suspect's decision to flee.[14] Dr. Beckman tested this assumption by comparing the recorded preceding events and the resulting booking charges. The results of his study indicate that the original preceding event for each category -- traffic, DUI, criminal activity, and felony suspect -- resulted in no evidence of a more

serious crime at the time of booking. Dr. Beckman concluded in the MSU Study that all pursuits should be considered potentially dangerous, and written policies, practical training programs, and supervision must be developed and implemented to offset this danger.[15]

As a result of his study, Dr. Alpert recommended that the Dade Association of Chiefs of Police implement a strict pursuit policy which emphasized enhanced supervision of police pursuits. He went on to report that police pursuits can also be minimized by effective training.[16]

In a recent article written by James J. Fyfe in "Police Practices in the '90s," his comments summarize positions of the majority of scholars and practitioners relative to police pursuits today. He reiterates that relevant literature generally indicates that police pursuits are an extremely dangerous operation and that an officer's actions should be governed by a clearly articulated policy that incorporates careful training and supervision.[17]

The empirical research that has been conducted in addition to the referenced studies not only provides a bench mark from which to observe established pursuit behavior, but also provides opined conclusions and recommendations for future researchers to pursue. These conclusions and recommendations of today's researchers and practitioners repeatedly, and with consistency, focus their comments on the following four areas that, if addressed, will reduce the potential for unsuccessful police pursuits:

- COMPREHENSIVE POLICY
- ENHANCED TRAINING
- EFFECTIVE SUPERVISION
- TECHNOLOGY

Survey of Medium-sized California Police Departments

As can be seen from scanning the literature, a myriad of related factors interact to create an unsuccessful police pursuit.

Although the findings and recommendations of the researches point to these four factors, it is not sufficient to simply examine and report on them individually; one must go farther and assess their perception and application by the line officer in California law enforcement. Just as the statistical significance of police pursuits was assessed, it is incumbent upon researchers to evaluate the degree in which pursuit policy, training, and supervision is presently being applied on a statewide basis by California law enforcement and their officers. A survey was completed specifically for this future research project (Appendix "A").

A three-page survey was developed and mailed to 45 medium-sized police departments. The surveyed candidate departments were those agencies selected as employing 50-100 sworn officers, and major metropolitan departments having sub-stations of similar size (Appendix "B"). The corresponding populations ranged from 50,0000 - 150,000. Of the 270 questionnaires distributed to the 45 departments, the returned data represented a 78% response to the survey.[18]

The questions were designed to solicit responses that would determine the current status and effectiveness of policy, the status and importance of training, and the frequency and application of supervision in police pursuits. The questionnaire also made inquiries into officer attitudes and co-worker influence during and after police pursuits . Determining the current state of these factors, relative to unsuccessful police pursuits, is important to this study for the following reasons:

(1) To illustrate the adequacy and effectiveness of pursuit policy, training, and supervision.

(2) To provide comparisons as well as contrast to the status quo of policy, training, and supervision.

(3) To determine the extent and degree to which to prepare for future police pursuits.

(4) To identify the critical factors for police executives relative to the development of policy, training, and supervision.

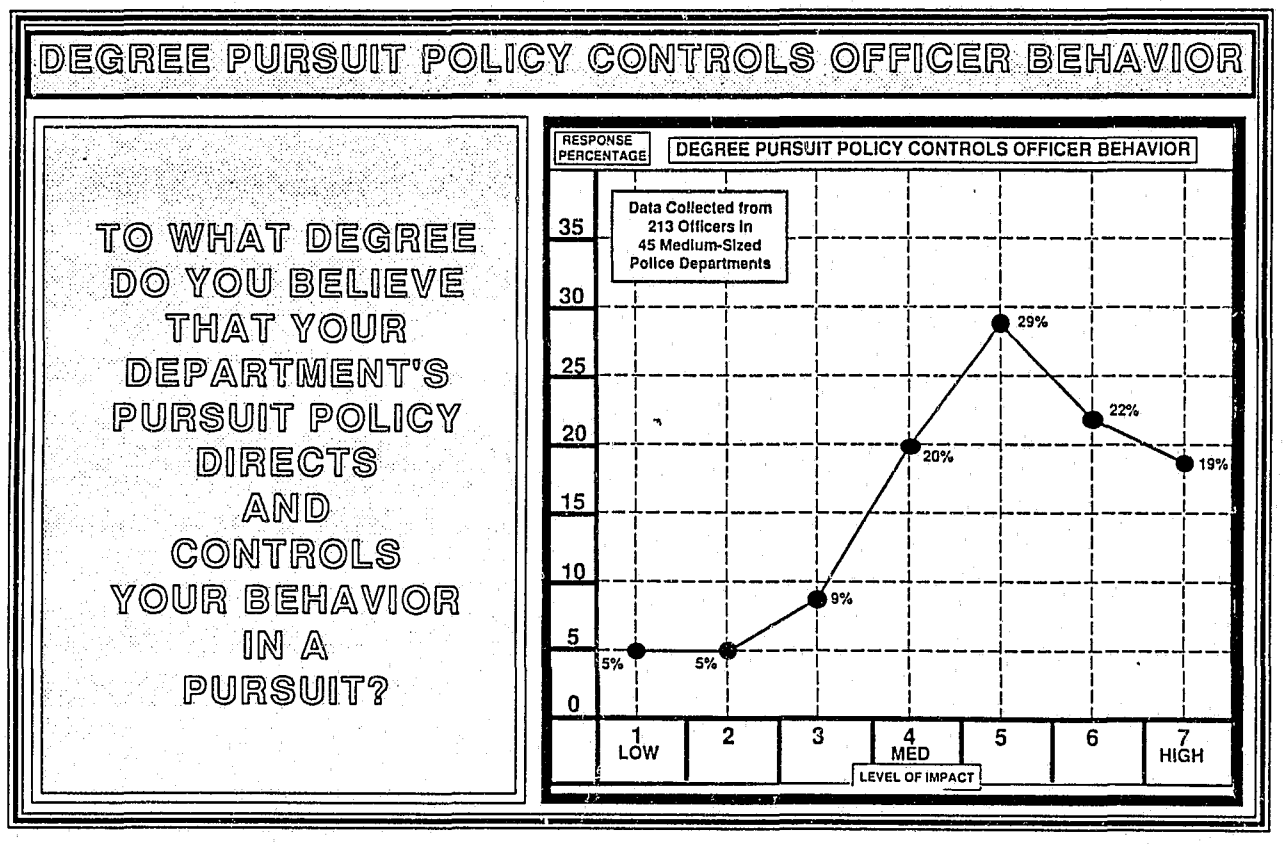
(5) To extrapolate the issue of police pursuits and its future implications.

The results of the pursuit survey reflect that of the 213 respondents, 201 (94%) were male officers, 12 (6%) female officers. The ages of the respondents were noted to be: 35% within ages 21-29, 47% within ages 35-39, 16% within ages 40-49, and 1% over 50. The median years of experience for the respondents was 14.5 years of service. Of that number, 17% had no pursuit experience, 74% had been involved in 1-6 pursuits, and 6% had been involved in 7-10 pursuits, with a combined pursuit experience of 775 pursuits.

Of the 775 pursuits, 167 (22%) had resulted in collisions. An analysis of the pursuits specifically questioned whether the respondents had ever been disciplined, resulting in 206 (97%) reporting no discipline, and 7 (3%) receiving some type of discipline. It also asked the frequency of a supervisor to call off a pursuit, resulting in a positive response of 31 (14%), and a negative response of 177 (83%).

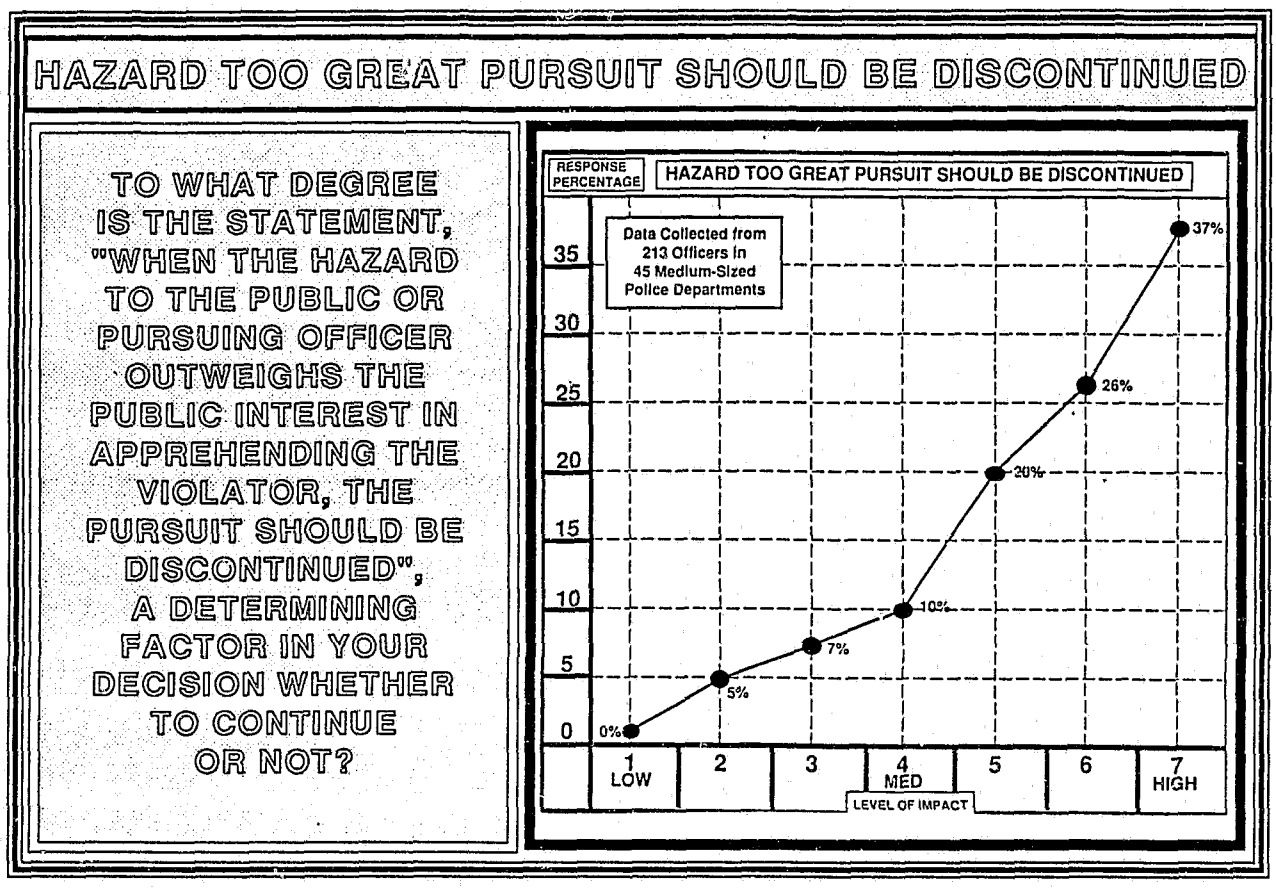
It was interesting to note that 135 (63%) of the respondents had reviewed their department's pursuit policy within the previous six months, 56 (26%) within the year, and 21 (10%) over one year ago. This review of the department's policy was attributed as follows: 118 (49%) to the officers' own initiative, 66 (27%) during briefing. As can be seen from **Figure 1**, the survey established that over 90% of the respondents reported their pursuit policy controlling their behavior during a pursuit. It is also noteworthy that 97% of the respondents indicated that their policy included language requiring "the pursuit will be discontinued if the hazard outweighs your safety or that of the public."

*Figure 1*



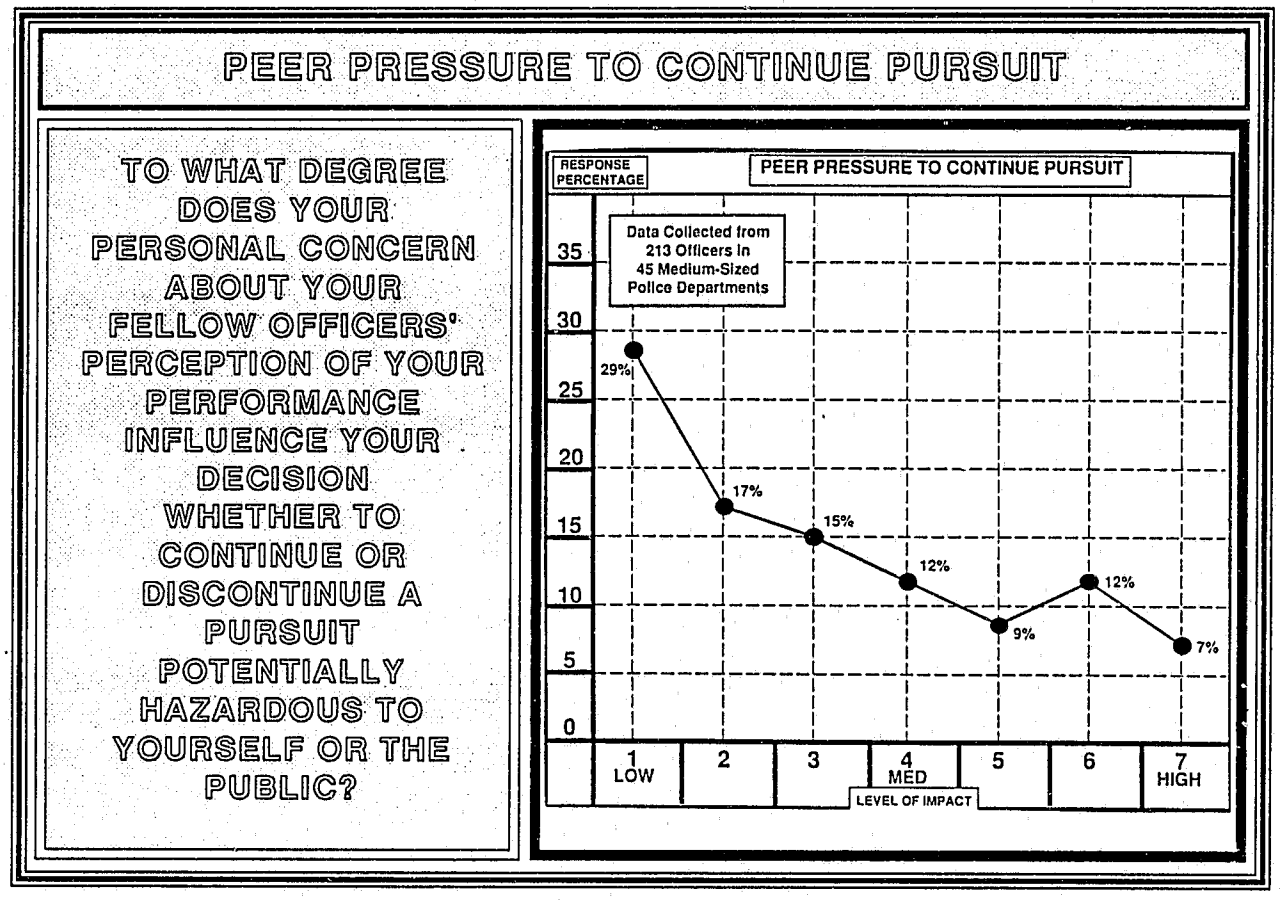
As illustrated in **Figure 2**, the survey found that over 93% of the respondents believed that when the hazard became too great, the pursuit should be discontinued.

*Figure 2*



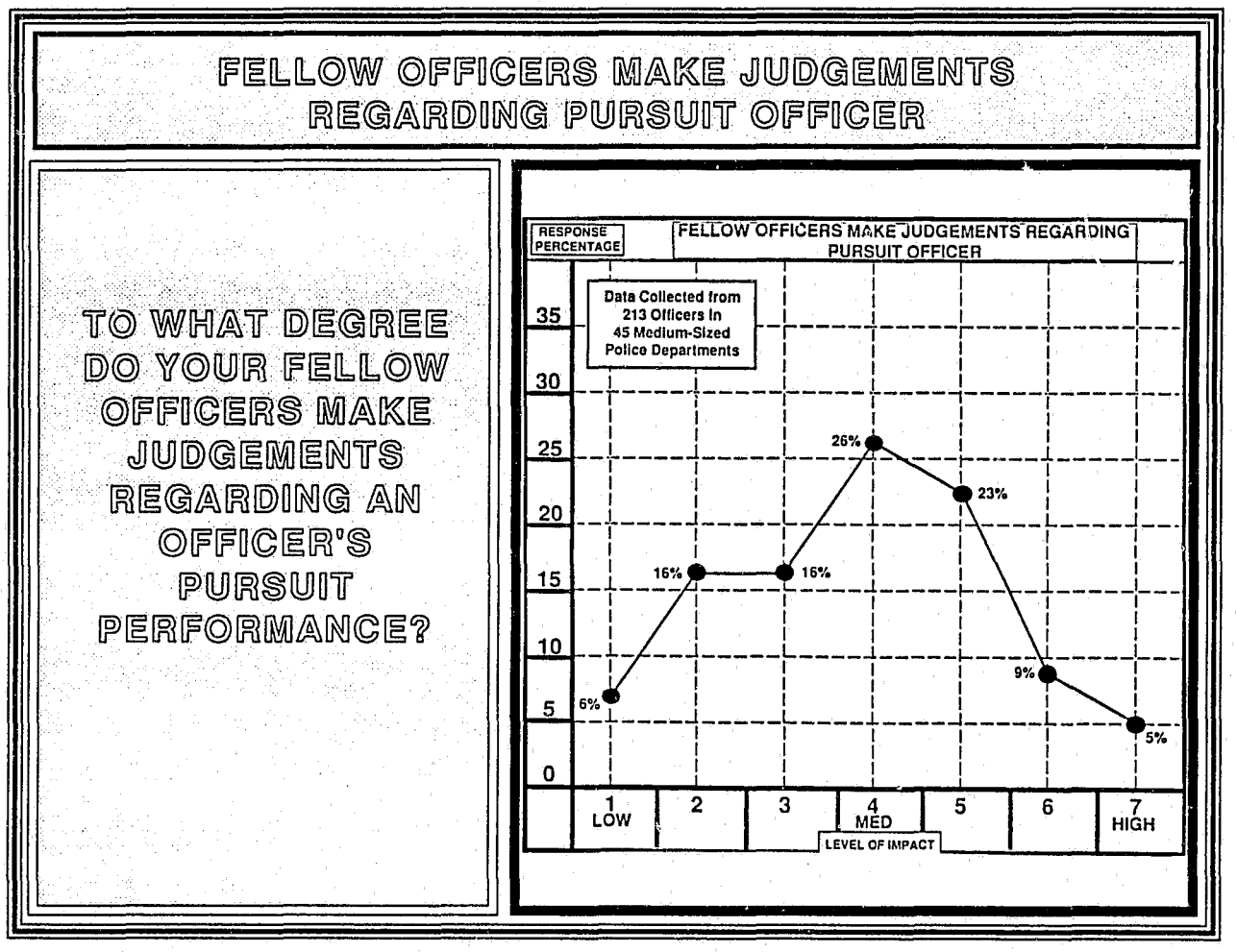
The following **Figure 3** depicts the influence from peer pressure upon the respondent, once the individual has decided whether to pursue or not to pursue. As can be seen from this Figure, over 40% of the respondents reported that peer pressure influenced, at medium-to-high levels, their decision to continue their pursuit, even though it was hazardous to the officer or the public.

*Figure 3*



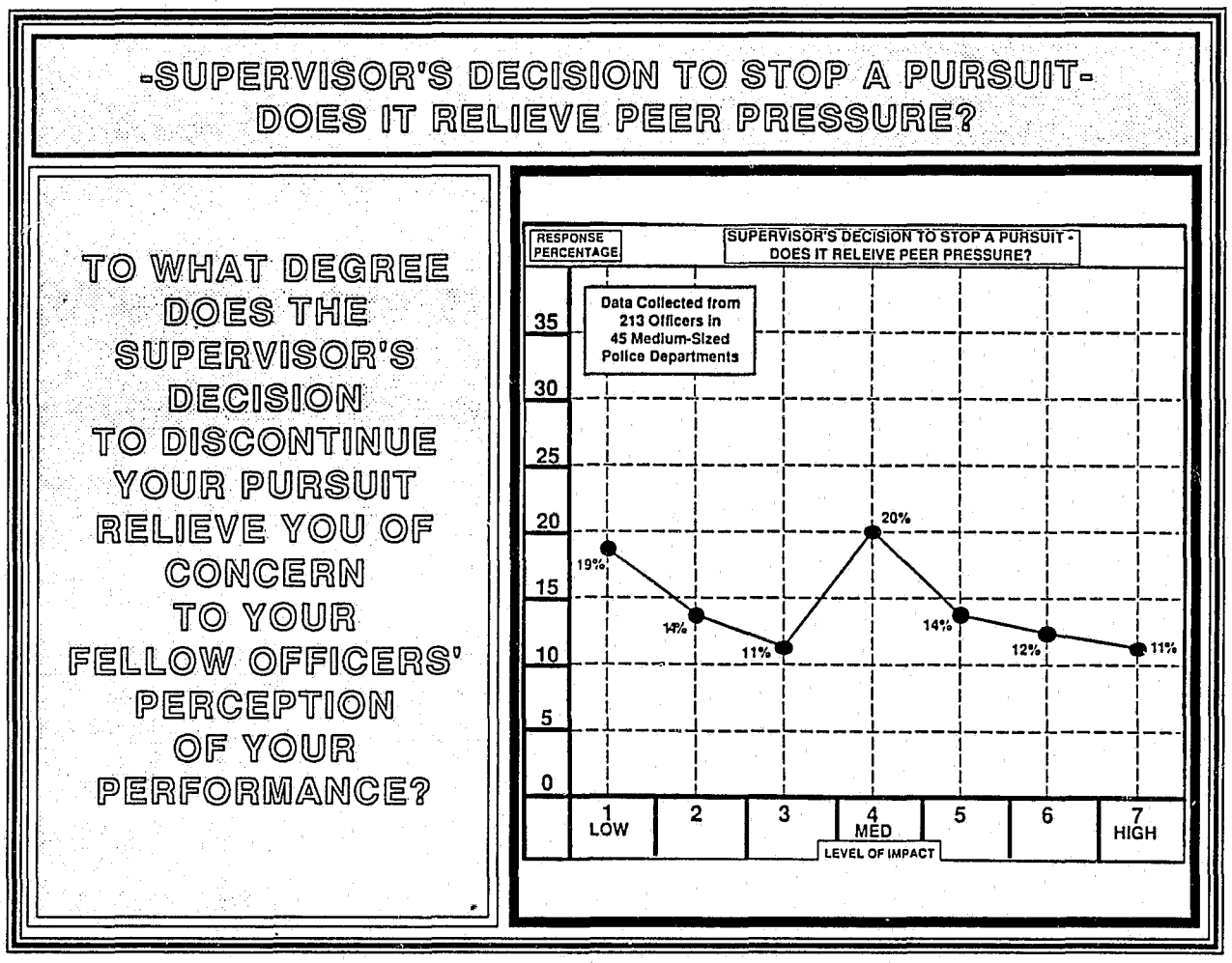
The survey asked the respondents to measure the level of impact and the frequency of fellow officers making peer pursuit judgments. As **Figure 4** illustrates, over 63% of the respondents reported a medium-to-high level of impact.

*Figure 4*



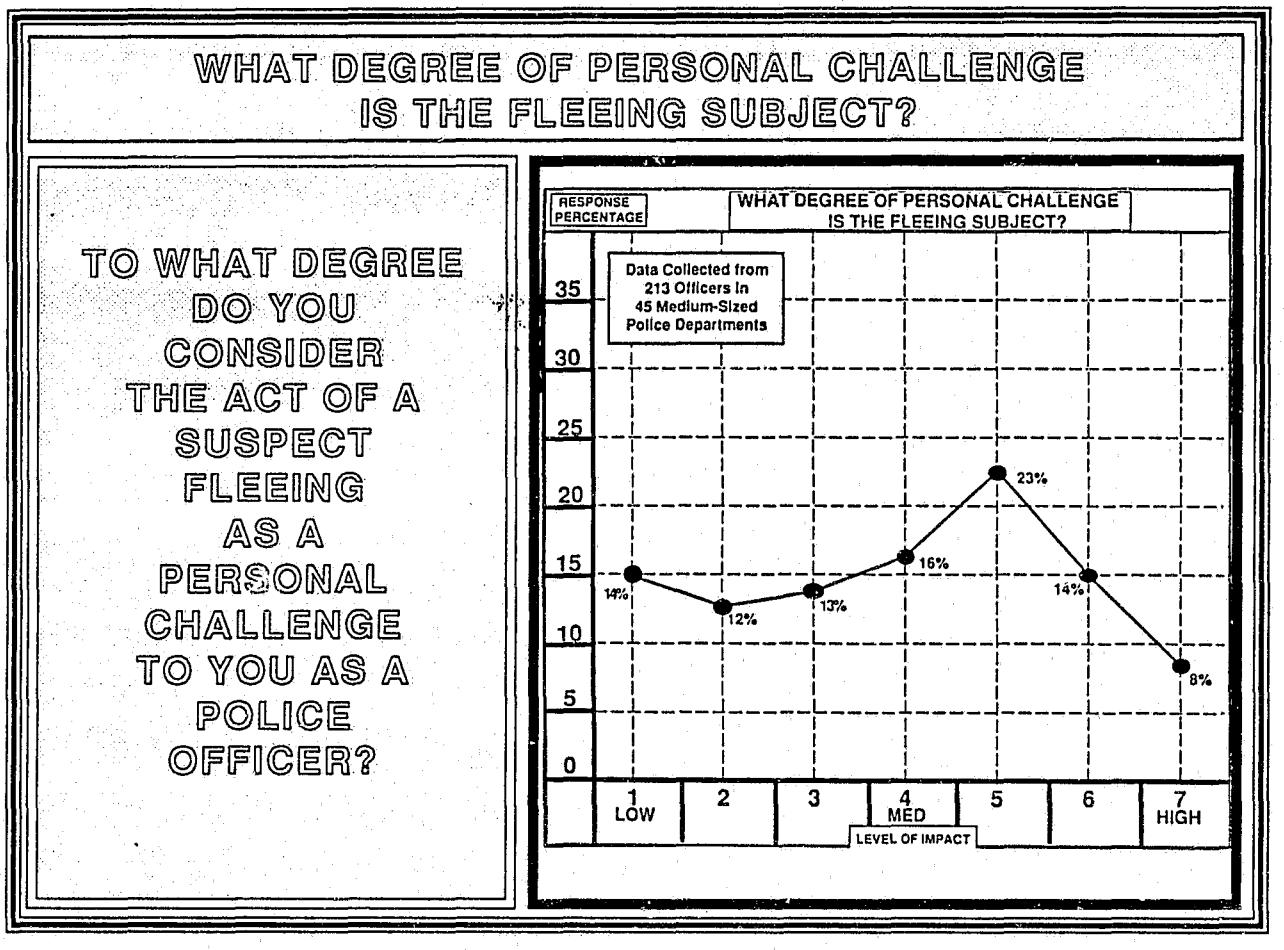
The respondents were asked to indicate whether or not a supervisor's decision to end a pursuit relieved the respondent of peer pressure and subsequent judgements. As **Figure 5** indicates, the responses were relatively evenly recorded.

*Figure 5*



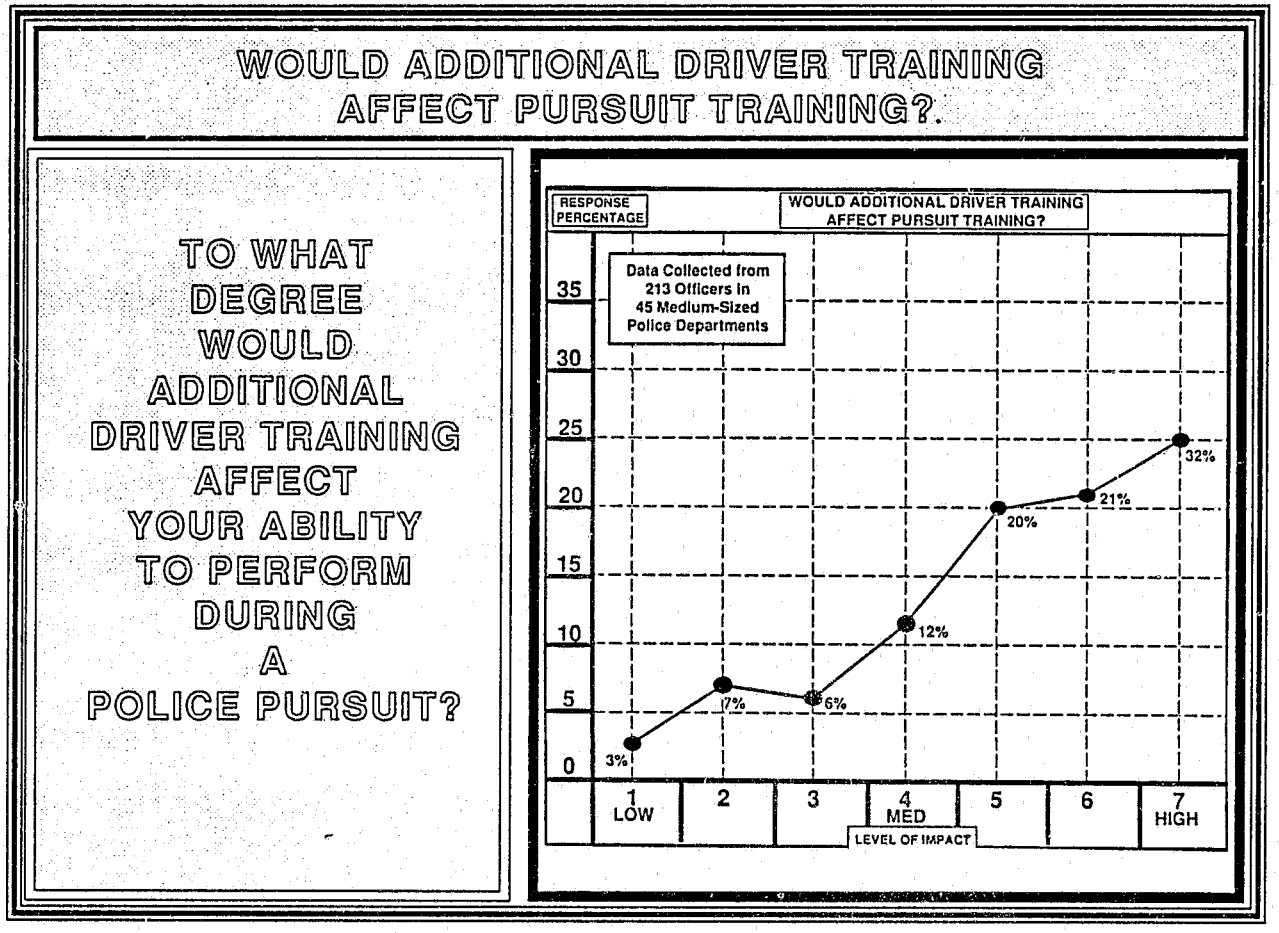
The respondents to the survey were questioned as to the degree in which they considered the initial act of a fleeing subject to be a personal challenge. As illustrated in **Figure 6**, over 61% reported that the act of fleeing from the officer was a personal challenge.

*Figure 6*



The respondents were asked, in two separate questions, about the importance of additional driver training and if, in their opinion, their department provided adequate training. As **Figure 7** depicts, 85% of the respondents indicated that additional driver training would have a medium-to-high level of impact on pursuits. Of the 213 respondents, 143 (67%) reported that their department does not presently provide adequate training. Seventy (33%) indicated that their department currently provides adequate training

*Figure 7*



Purpose and Scope of Study

The purpose of this study is to provide law enforcement officials, as well as other interested parties, with research that is focused on the future of police pursuits. By forecasting and evaluating future trends and events directly related to police pursuits, we as a profession can now direct our energies into taking decisive action to establish comprehensive strategies that will have a positive impact on the future of police pursuits.

In order to provide the reader with some operational definition and clarity, the following is provided for the purposes of this study:

(1) A pursuit is defined as an active attempt by a law enforcement officer, on duty in a marked police car, to apprehend one/more occupant(s) of a moving motor vehicle, providing the driver of such vehicle is aware of the attempt and is trying to avoid or resist apprehension or capture by maintaining increasing speed or other evasive tactic, thereby willfully failing or ignoring to yield to the officer's signal to stop.

(2) A local California law enforcement agency is defined as any full service municipal California police agency.

In order to develop a strategic plan that addresses the issue of police pursuits, a model has been selected for this study and is introduced by pseudonym "South Bay City," a medium-sized suburban California city of 65,000 residents with a full-time police department. South Bay City and its police department will be patterned from the author's own department, the City of El Segundo, which is a typical and possesses many of the same characteristics of most California police departments.

The study contains three major parts: the first is a futures study that analyzes and examines the general issue; the second part provides for a strategic plan to achieve the desired future state; and,

the third part -- or transition plan -- identifies a management structure to facilitate the transition from the present to the desired future state.

Chapter Two

# DEFINING THE FUTURE:

## What Will Be the Role of Police Pursuits and Their Impact on California Law Enforcement by the Year 2001?

Chapter 2

# DEFINING THE FUTURE: WHAT WILL BE THE ROLE OF POLICE PURSUITS IN LOCAL LAW ENFORCEMENT BY THE YEAR 2001?

Although the preceding chapter has dealt with police pursuits from a framework built upon existing literature, continuing studies, and current surveys, the ensuing chapters will be presented as a futures study; a format that will systematically forecast the alternative futures of police pursuits, what it is likely to be, what it can be, and what it should be.

In his explanation of future forecasting, George Bernard Shaw wrote: "We are made wise not by our recollections of our past, but by the responsibilities of our future."[19] These responsibilities, as futurist Alvin Toffler foresees them, are placed squarely on law enforcement professionals who for the next 25 years will face a confused society, struggling to find itself in a world bombarded by destabilizing technological changes and economic swings.[20] Toffler adds that police administrators can address the rapid external movements ensuring the *status quo* and suppressing change or becoming facilitators of social change, thereby guaranteeing democracy's future in the coming decades.[21]

To facilitate these changes, the study begins by addressing the issue of this futures research project: What will be the role of police pursuits in local law enforcement by the year 2001?

In order to focus on the central issue of this study and provide the reader with a graphic identification of important and related sub-issues, the study was further determined by a futures wheel (Appendix "C").

The sub-issues are:

To what extent will pursuit policy affect pursuits?

To what extent will pursuit training impact police pursuits?

To what extent will pursuit supervision affect pursuits?

To what extent will pursuit technological advances impact police pursuits?

Trends

A futures panel was selected and provided with the issue and sub-issue questions, and they reviewed potential trends and events identified in the scanning process and related material provided by the researcher. The panel was assembled to generate and identify a list of relevant trends and events which would impact police pursuits and the role of law enforcement by the year 2001. The method used by the panel was the Nominal Group Technique (NGT). The panel members included a police chief, a police expert in driver training, an aerospace military representative, an attorney experienced in police pursuit litigation, a police union official, an automotive scientist of simulator technology, a CHP station commander, a traffic engineer, a professional race car driver, driving trainer, and a police officer (Appendix "D"). The members represented a divergent background and provided a variety of experience that qualified them as experts in their specific fields. Their selection also intended to directly link their experience with the external factors that impact and influence police pursuits.

The futures panel utilized a three-stage screening process that resulted in defining and selecting 29 candidate trends (Appendix "E"). They were subsequently further reduced to 11 by

voting based on their critical relationship to the issue. By the third phase, six trends were identified that had the most significant impact on the issue and sub-issues. Those trends are:

(1) TECHNOLOGICAL DEVELOPMENTS AND ADVANCES is the degree of computerization, communication, video media, micro-chip, and other technologies applicable to police pursuit operations.

(2) STATEWIDE LEGISLATION relates to government legislation and direct involvement in pursuit policy standards.

(3) CIVIL LITIGATION is the level of civil lawsuits generated from parties involved in police pursuits.

(4) SUPERVISORY CONTROL is the level of police supervision that is exacted and applied during a police pursuit that addresses underlying conditions and ensuing problems.

(5) POLICE PURSUIT TRAINING is the level of training that is being exerted to support pursuit driving.

(6) POLICE OFFICER ACCOUNTABILITY is the level of accountability and responsibility assigned to officers engaged in a police pursuit.

The panel members were instructed relative to trend forecasting that once a trend is established and there are no intervening events, it will continue. The panel, relying on their established experience, used a ratio scale to forecast the trend levels. Today's value (the present) was equal to 100. An estimate *equal to today* would be 100, *less than today* would be less than 100, and *greater than today* would be more than 100. The forecast included past estimates (5 years ago), and both nominal and normative estimates for the future (5 and 10 years from now). **Table 2** depicts the median values of the NGT panel's trend forecast. A table of panel ranges and graphs of the trend levels are shown in Appendices "F" through "I."

**TABLE 2**

**TREND EVALUATION SUMMARY**

| Trend # | TREND STATEMENT (Abbreviated) | LEVEL OF THE TREND* (today = 100) | | | |
|---|---|---|---|---|---|
| | | 5 Years Ago | Today | 5 Years From Now | 10 Years From Now |
| 1 | Technological Developments and Advancements | 50 | 100 | 150 / 200 | 200 / 250 |
| 2 | Statewide Legislation Impacting Pursuits | 80 | 100 | 130 / 150 | 150 / 150 |
| 3 | Civil Litigation of Pursuits | 70 | 100 | 125 / 80 | 150 / 60 |
| 4 | Supervisory Control of Pursuits | 75 | 100 | 125 / 150 | 140 / 200 |
| 5 | Police Pursuit Training | 80 | 100 | 140 / 150 | 180 / 200 |
| 6 | Police Officer Accountability | 70 | 100 | 130 / 150 | 150 / 150 |

*NGT PANEL MEDIANS

WILL BE / SHOULD BE

The following is a brief analysis of the NGT Panel's evaluation of the trends based upon their discussion and their forecast data.

Trend #1: Technological Development and Advances in Police Pursuits

Technological development according to Futurist Alvin Toffler, in 1986, forecast that trends in technology, accreditation and training would facilitate major changes in law enforcement services

by the turn of the century.[22] The panel agreed and also forecast that the trend to apply technology in law enforcement, especially in communications and computers, had doubled in the last five years. The panel forecast that this trend level will increase to 150 in 1995 over today's level and will double by the year 2000. This trend revealed strong panel consensus registering a median value 150 five years from now with a comparitive range from 150 to 300 for that same period. Their belief in a continued increase of this trend was based on joint private ventures such as Hughes Aircraft and Delco Electronics that now produce military aircraft radars but plan to apply them to "smart cars." These companies anticipate a 450 million dollar market for their product by 1998.[23] It was interesting to note that the 10 year estimate was 200, with a range of 175 to 700, indicating that the level of pursuit technology *will be* almost equal to what *should be*. The NGT panel believed that development of joint ventures between law enforcement and private companies, dramatically illustrated in projects such as "LoJack" and "TeleTrac" were largely responsible. These electronic systems currently identify and locate stolen vehicles and will have the capability of disabling the vehicle in the near future. The expectations of the panel that the trend will continue to steadily increase were based on recent global developments between the "super powers," resulting in *detente* and a search for new markets for military and aerospace technology. The panel agreed this reduction in the defense budget would have a lasting effect on this trend which would continue to increase over the next decade.

Trend #2: Statewide Legislation Impacting Police Pursuits

The panel believed that the level of statewide legislation 5 years ago was less than today. The ranges measured 0-90, the median being 80. The median score of 80 was based on the fact that in

June of 1986 Proposition 51, "The Deep Pocket Initiative," was passed by the California voters, limiting "pain and suffering" award cases.[24] The panel forecast without dissent that the level of legislation impacting pursuits would increase in the next five years with a median of 130. The panel's range of 110-150 indicated that this increase will be a continuing effort of the California Legislature which in 1987, while being heavily lobbied by city and county governments passed a nine-bill package which became known as "Tort Reform." This reform package protected government from lawsuits involving accidents on public beaches, riptides, and submerged rocks, as well as landslides and traffic collisions resulting from police pursuits.[25] Its passage required the support of the California Trial Lawyers Association which had, up to that point, resisted legislation limiting government liability. However, fearing that the private sector may be included, an alliance was struck in exchange for government to abandon its support of the private sector seeking similar reforms.[26] All of the panel members forecast an increase by ten years from now; the range was 120-200. The median estimates for the *will be* and *should be* five years from now measured 130 and 150 respectively. The panel estimated that ten years from now both would reflect a median of 150, indicating a stabilizing and slowing of the trend based on the following assumptions:

(1) The special interest group alliance would occur infrequently.

(2) Existing tort legislation was not enacted specifically for pursuit cases, but as a liability issue.

(3) Existing Immunity Section 17004.7, California Vehicle Code, sufficiently addressed the responsibility of the legislature.

Trend #3: Civil Litigation from Pursuits

A member of the panel cited a 1977 study conducted for the International Association of Chiefs of Police found that, from 1967 through 1976, plaintiff verdicts in police pursuits ranked second in police liability suits in terms of judgement awards, exceeded by misuse of firearms and batons cases.[27] However, the panel recorded a wide range 40-200 for estimates five years ago; the median was 70. Only one member believed that the level of litigation was greater than today; the remainder split evenly above and below the median's level. The median estimates for five years from now and ten years from now, 125 and 150, indicates that the panel believes that the level of pursuit litigations will steadily increase. The panel based their *will be* forecast on what Koonz and Regan describe as the erosion of barriers that once previously prevented lawsuits. They go on to state that these obstructions have been overcome through legislation and judicial decisions.[28] The panel agreed that litigation trend has played an increasing role on the issue; however, the panel believes that with the application of effective policy considerations the *should be* forecasts for five years will decrease to 80 and to 60 in ten years. The group agreed that without these intervening policies the level of pursuit litigation *will be* far more than it *should be*.

Trend #4: Supervisory Control

The panel considered supervision and control of police pursuits as an extremely important component of this issue; they forecast, with the exception of one member, that level of supervision five years ago was less than today. The range was 30-125, the median being 75. All of the panel

members estimated that the level of supervision will increase by five years from now to 125 and continue to increase ten years from now to 140 with a range of 110-250. The panel believed that greater accountability *should be* placed on supervisors to enforce pursuit police and procedures, as well as evaluate individual performance and identify training problems and chronic offenders. The panel was solid in their position that with the application of policy considerations this trend would have a positive effect on the issue. This was reflected in a *should be* estimate of 150, five years from now and 200 ten years from now. The range was recorded at 110-300 for 1995 and 120-300 in the year 2000.

Trend #5: Police Pursuit Training

In 1989 the U. S. Supreme Court addressed the issue of pursuit training and issued two decisions that may influence the level of police pursuit training in California.[29] In *Canton, Ohio vs Harris 109 S. Ct. 1197 (1989)* the Court held that inadequate training can be the basis for liability under *USCA Title 42, Section 1983*. In the latest decision, *Brower vs Inyo, California 109 S. Ct. 1378 (1989)*[3], the Court held that the governmental termination of freedom of movement during a pursuit through intentionally applied pursuit procedures, such as roadblocks, ramming and deadly force, can be considered a seizure.[30]

The panel provided a variety of estimates to this trend based on these decisions. The range was from 20-120 with a median of 80 for estimates of five years ago. Five members directly involved in police training and the legal profession generally held that the level of training was equal or more

than five years ago today; the remainder of the panel rated training less available than today. The median scores for five years from now 140, and ten years from now 180, indicate that the panel believes the level of mandated pursuit training will continue to increase. Both the medians and ranges revealed that the level of pursuit training *will be* less than the *should be* forecast.

Trend #6: Police Officer Accountability

The panel indicated agreement on the critical need for officer accountability and emphasized that the officer must consistently and objectively evaluate the necessity of the pursuit. They also supported the prevalent attitude, also reported in the officer survey that, all too often, an officer becomes so personally involved that the safety of others is forgotten and the chase becomes a matter of personal pride, driving skills, and winning.[31]

All but one of the panel members believed that the level of officer accountability five years ago was less than today. The range of those estimates were 30-105, the median being 70. With the exception of one member, the panel reported that the level of officer accountability will increase by five years from now to 130. Again, with one dissenter, the panel forecast an increase by ten years from now to 150; the range was 90-200. The median estimates that officer accountability *will be* slightly less than what *should be* by five years. However, the median estimates for ten years from now both reflected 150. The panel's optimism that this trend will continue to increase was based on a growing awareness of court decisions, policy, training, and the inherent dangers of police pursuits.

EVENTS

Upon completion of trend forecasting, the futures panel was asked to identify and select events, applying the same three-stage process that had been used in the trend selection. In addition, this forecast included the number of years until the probability of each event first exceeds zero, the probability of occurrence of each event five years from now, and the probability of occurrence ten years from now. The probability scale was zero (event will not happen by the established time limit) to 100 (event will occur by the time indicated). The NGT Panel was also required to evaluate the impact on the issue, both positive and negative, on a zero-to-ten scale.

The panel then, individually and silently, selected 19 candidate events (Appendix "J"). This number was further reduced to 11 and, in the final round, six events were selected for further evaluation based upon the likelihood of occurrence and their impact on the issue and sub-issues. The events selected, in rank order, are:

(1) PURSUIT VEHICLE DISABLER is introduced that prevents police pursuits from being extended.

(2) STATE ENACTS LEGISLATION that establishes statewide guidelines and parameters that will reduce the frequency of police pursuits.

(3) A BAN ON PURSUITS is the decision to completely stop all police pursuits.

(4) BANKRUPTCY OF A CITY is the declaration of legal insolvency of a city as the result of litigation from police pursuits.

(5) U. S. SUPREME COURT ACCEPTS VENUE IN POLICE PURSUIT CASES thereby

establishing strict procedural pursuit guidelines.

(6) ACLU CHALLENGES THE LEGALITY OF VEHICLE DISABLERS, a position taken to protect citizen rights.

Table 3 depicts the results, using NGT panel medians, of the events forecast. A table of panel ranges and graphs of the event data are contained in Appendices "K" through "N."

**Table 3**

**EVENT EVALUATION SUMMARY**

| Event # | EVENT STATEMENT | Years Until Probability Exceeds Zero | PROBABILITY* | | IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED* | |
|---|---|---|---|---|---|---|
| | | | Five Years From Now (0-100) | Ten Years From Now (0-100) | Positive (0-10) | Negative (0-10) |
| 1 | Pursuit Vehicle Disabler | 2 | 50 | 95 | 10 | 0 |
| 2 | Legislation to Control Pursuits | 2 | 50 | 80 | 7 | 4 |
| 3 | A City Bans Pursuits | 3 | 20 | 25 | 3 | 6 |
| 4 | Bankruptcy of a City | 5 | 20 | 50 | 0 | 10 |
| 5 | Supreme Court Decides Pursuit Cases | 4 | 25 | 50 | 6 | 0 |
| 6 | ACLU Challenges Disablers | 3 | 50 | 95 | 0 | 10 |

*NGT PANEL MEDIAN

The following is an analysis of the NGT Panel's evaluation of the events.

Event #1: Pursuit Vehicle Disabler

Recent technological developments have provided law enforcement with additional methods of identifying stolen vehicles with locating devices. This technology is just now being directed into

vehicle identifiers which could be factory installed similar to air bags and security systems that would emit an identifiable one-of-a-kind signal. This concept could be advanced and devices developed that would disable a vehicle upon contact, thereby reducing the need for extended police pursuits.

The NGT Panel felt that the development and introduction of a pursuit vehicle disabler was possible in 2 years. The panel believed that there was a 50 percent probability within five years, and a 95 percent probability within ten years. The impact of this event would be viewed as a positive 10.

Event #2: Legislation Enacted to Control Pursuits

A major concern of law enforcement is the enactment of legislation intended to control police pursuits. The establishment of such legislation advocated by special interest groups would impact police effectiveness and the morale of personnel.

The panel forecast that the probability of enactment of statewide legislation, reducing pursuits through establishment of guidelines, could first occur in 2 years. For this even to occur in 2 years, a series of high-visibility pursuit incidents would have to occur to initiate this legislative action. The panel felt that there was 50 percent probability for this to occur by 1995 and 80 percent by the year 2000. Although there was a wide range, 0-90 in 5 years and 30-100 in 10 years, it was based on the doubt that the legislature will coordinate its efforts before technology can impact the issue. The panel agreed that some minor changes would occur in the law having a positive impact (seven), but overall discretion to pursue would be the responsibility of the individual agencies. Accordingly, the negative impact (four) would occur as the result of a restrictive law that prohibited

police pursuits statewide allowing criminals to escape.

Event #3: A City Bans Pursuits

The adoption of a policy that bans police pursuits is an alternative that poses significant challenges to the law enforcement agency.

The panel estimated that a ban of pursuits could occur within 3 years. The panel forecast for 5 years from now for this even to occur, the probability was 20 percent with a range of 0-85. At 10 years from now the probability increased to 50 percent with a range of 0-100. The wide ranges of the panel was due to their belief that other events with a higher probability of occurrence would take place prior to a ban. The panel recorded a positive impact of 3 which they attributed directly to a decrease in liability exposure. It rated a negative impact (6) in that it could impact apprehension and crime rates and morale within the police department. It was their position that a ban would result in an agency's loss of credibility with the public and the violators. Public knowledge of the pursuit ban would encourage people to flee, decreasing the probability of apprehension.

Event #4: Bankruptcy of City

Police pursuit liability and the potential of bankruptcy is a real threat to the economic survivability of cities. Without the benefit of insurance and the proliferation of self-insured communities that have weakened resources, the potential for bankruptcy is enhanced. The panel forecast that this event could occur in 5 years with a probability of 20 percent increasing to 50 percent in 10

years. The ranges of the forecast, both for 5 years and 10 years, were 0-100. This event was considered negative, having an impact of 10 in that it would prevent the city from budget expenditures for technology, training, equipment, and possibly its continued existence as a law enforcement agency.

Event #5: Supreme Court Decides Pursuit Cases

The decision of the U. S. Supreme Court to decide police pursuit cases would have definite impact on pursuit policy and procedure. The panel's familiarity with the make-up of the courts, and with impending appointments, felt that event could occur in 4 years, with the probability occurrence estimated at 25 percent in 5 years and 50 percent in 10 years. The range for these periods was 0-50 and 0-100 respectively and based on the panel's belief that the Court would continue, as in the past, to address only training and tactical issues as cited in *Tennessee vs Garner 105 S. Ct. 1694 (1985)* and *Ohio vs Harris 109 S. Ct. 1197 (1989).* The Supreme Court deciding pursuit cases would have a positive impact of six since it would address the issues nationwide and expedite the development of policies and procedures.

Event #6: ACLU Challenges Vehicle Disabler

The introduction of technology in which the public voluntarily participates, such as a stolen vehicle system or fleet management, has not been the focus of legal challenges. However, the

introduction of a vehicle disabler statewide could very well necessitate a challenge on a constitutional basis. A ruling supporting or rejecting vehicle disablers would have a significant impact on the issue.

The panel forecast that a challenge by the ACLU was probable in 3 years, shortly after the introduction of Event #1, Vehicle Disablers. The panel believed there was a 50 percent probability in 5 years and 95 percent in 10 years. The panel agreed that it would have a high negative impact on pursuit technology, based upon its protection of citizen rights from police intrusions.

## CROSS-IMPACT ANALYSIS

The purpose of Cross-impact Analysis of each of the six trends and events is to assess how each forecasted event, if it occurred, would impact the other events and trends. This analysis is critical in identifying trends and events that will formulate future scenarios. During cross-impact analysis, the impact is recorded as the percentage changes (either plus or minus) over the original panel forecast, and represents the maximum impact upon the event or trend.

Rather than having this complex process completed by the NGT Panel, the process was completed by two persons who were familiar with the cross-impact analysis process. The two persons were the researcher and a police manager from a large police agency. Each member conducted an individual cross-impact analysis; the results were then compared and concensus reached as to the results. The cross-impact analysis used a matrix, listing the six events vertically as well as placing the six trends and events horizontally in the matrix. A percentage change in a matrix box was considered a "hit," defined as an impact on the trend or event.

Table 4

## CROSS-IMPACT EVALUATION

Maximum Impact (% change +/-)
Years to Maximum*

| | EVENTS | | | | | | SUMMARY | | TRENDS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ** | E1 | E2 | E3 | E4 | E5 | E6 | T1 | T2 | T3 | T4 | T5 | T6 | IMPACT TOTALS |
| E1 | X | -50 | +25 | -50 | 0 | +20 | 0 | -50 | -20 | +20 | +30 | -10 | 9 |
| E2 | +45 | X | +80 | +20 | -10 | +10 | +45 | 0 | +25 | +30 | +30 | +50 | 10 |
| E3 | 0 | -50 | X | -10 | -25 | +20 | +20 | -25 | -25 | +15 | +30 | +40 | 10 |
| E4 | +50 | +30 | +20 | X | 0 | 0 | +50 | +30 | 0 | +40 | +40 | +40 | 8 |
| E5 | +40 | 0 | +25 | +25 | X | 0 | +60 | 0 | +40 | +50 | +50 | +80 | 8 |
| E6 | -20 | 0 | +10 | 0 | 0 | X | -20 | 0 | +15 | 0 | 0 | 0 | 4 |
| | 4 | 3 | 5 | 4 | 2 | 3 | 5 | 3 | 5 | 5 | 5 | 5 | |

IMPACTED TOTALS

Legend:**

EVENTS

E1 = Pursuit Disablers
E2 = Legislation to Control Pursuits
E3 = Ban of Pursuits
E4 = Bankruptcy of City
E5 = Supreme Court Decides Pursuit Cases
E6 = ACLU Challenges Disabler Technology

TRENDS

T1 = Development and Advancement of Technology
T2 = State Law Passed
T3 = Litigation Involving Pursuits
T4 = Supervisory Control of Pursuits
T5 = Police Pursuit Training
T6 = Police Officer Accountability

*Consensus Results of a Two-person Panel

As can be seen from **Table 4**, three actor events having the most impact upon the other events and trends were identified. These actor events will become the focus of policy action. By evaluating how each actor event affected the other events and trends, policies can be developed to make the event more or less likely to occur. The actor events were:

Event #1: Pursuit Vehicle Disabler (9 hits)

This event had an impact on 4 of the remaining events and 5 of the trends. Vehicle disablers, as defined by the NGT Panel, is a technology which can render a vehicle inoperable. Speeding cars can be brought to a stop by electronically slowing the engine to a halt. This technological development would have a dramatic impact on law enforcement's ability to rapidly terminate pursuits. This would decrease the need for mandated legislation to control police pursuits, thereby decreasing the probability of Event #2 (Legislation to Control Pursuits) and Trend #2 (State Laws Passed) from occurring. Since technology would be available to control pursuits, it is expected that the probability that pursuits would be banned would increase (Event #3).

The introduction of vehicle disablers would decrease the probability of cities facing financial bankruptcy (Event #4) as well as decreasing the probability of (Trend #3) pursuit litigation from occurring. The application of pursuit disabler technology would increase the probability of an ACLU challenge (Event #6) to occur based on their protection of any encroachment of citizen rights.

Pursuit disabler technology would be accompanied by a need for control and supervision (Trend #4) and training with the technology (Trend #5), thereby increasing positively Trend #4 and Trend #5 to occur. This technology would have negative impact on officer accountability (Trend #6) by decreasing the officer's opportunity to make decisions during a police pursuit.

Event #2: Legislation to Control Pursuits (10 hits)

This event had an impact on each of 5 events and on 5 of the trends. Legislation to control

pursuits, as defined by the NGT Panel, is statewide legislation that reduces the frequency of pursuits. The panel considered this a somewhat mixed event in that any attempt by the legislature to control pursuits would positively increase the probability of pursuit disablers (Event #1) and the advancement of technology (Trend #1) to occur. The enactment of state legislation requires considerable support from special interest groups to spearhead a drive for public support. If this occurred, pursuit legislation would increase the banning of pursuits (Event #3). Interestingly, this event increased the probability that bankruptcy of a city (Event #4) and pursuit legislation (Trend #3) to occur in that an agency's failing to comply with new legislation and officers subjected to additional restrictions would become the basis for increasing litigation and the potential for bankruptcy. Collaterally, this type of legislation would increase the probability of police pursuit training (Trend #5) to take place, positively impacting the level of pursuit training outlined in the new legislation. Correspondingly, this legislation would require that law enforcement demonstrate compliance, thereby positively impacting its supervision and control of pursuits (Trend #4) and officer accountability (Trend #6) by also increasing their probability to occur.

Event #3: Ban of Police Pursuits (10 hits)

If this event were to occur it would have a negative impact on 3 events and 2 trends. The impact of banning police pursuits would decrease the need to enact legislation to control pursuits (Event #2) and the passage of state laws (Trend #2), since law enforcement would be restricted from engagement.

The decision to abandon police pursuits will negatively impact the frequency of pursuit litigation (Trend #3) and, correspondingly, it will likewise decrease the occurrence of bankruptcy (Event #4). As the frequency of police pursuits declines from a ban, the occasion for the Supreme Court to decide such cases (Event #5) is negatively impacted, decreasing the probability of occurrence.

This event would have an influence on a department's morale based on the inability to pursue criminals. This factor would stimulate and positively impact the development of technology to apprehend fleeing suspects (Trend #1). Because a ban would affect the attitude and performance of both the officer and the suspect, supervision to control pursuits would be positively impacted (Trend #4). This increase in supervising control also impacts positively pursuit training (Trend #5) and officer accountability (Trend #6).

Reactor events and trends were those most impacted by the events. There were 6 reactors. They are listed below with a review of the number of impacted events and the perceived direction of their impact.

•Event #3 (Banning of Pursuits) 5 hits
-positively impacted by: all of the events
-negatively impacted by: none of the events

•Trend #1 (Development and Advancement of Technology) 5 hits
-positively impacted by: all events except Event #6 (ACLU Challenge)
-negatively impacted by: Event #6 (ACLU Challenge)

•Trend #3 (Litigation Involving Pursuits) 5 hits
-positively impacted by: Event #2 (Legislation to Control Pursuits)
Event #5 (Supreme Court Decides Pursuit Cases
Event #6 (ACLU Challenge)

-negatively impacted by: Event #1 (Pursuit Disabler)
Event #3 (Banning of Pursuits)

•Trend #4 (Supervisory Control of Pursuits) 5 hits
-positively impacted by: all of the events
-negatively impacted by: none of the events

•Trend #5 (Police Pursuit Training) 5 hits
-positively impacted by: all of the events
-negatively impacted by: none of the events

•Trend #6 (Police Officer Accountability) 5 hits
-positively impacted by: all events except Event #1 (Pursuit Disablers)
-negatively impacted by: Event #1 (Pursuit Disablers)

SCENARIOS .

Based upon the information already compiled, three scenarios are presented which systematically integrate the forecast trends and events to form a vision or picture of the South Bay City Police Department and how it appears on January 11, 2001.

These scenarios are intended to provide a plausible path, as well as to promote an imaginative and creative viewpoint on the range of futures. Each scenario establishes a common framework and beginning for evaluation of assumptions and policies.

Scenario Number One: Exploratory scenario typically would occur if there are no intervening policies and events which would alter the present course of forecast trends in a surprise-free fashion.

Chief Fleming was pleased at the results of his first regional meeting of the South Bay County Chiefs' Association, convened to address the issue of police pursuits, just one month after the incident. He recalled the incident, still vividly etched in his mind as he remembered how he had passed the reception desk and walked down the stark pale green hallway, remembering that just five years ago -- almost to the day -- in January 1996 he had entered this same operating room at South Bay Hospital following another unsuccessful pursuit. As he looked through the viewing partition, he watched the team of surgeons and nurses frantically working to save the life of his officer.

Chief Fleming knew, as he walked back to the waiting room, there was nothing he could do but pray for Officer Green. From the couch, he looked outside; he could see the drizzle falling, highlighted by the lights of the almost vacant parking lot, and asked himself what he could have done

to prevent this and so many other similar tragedies. In the silence of the early morning, he questioned whether he had provided Officer Green the training necessary to have avoided the collision. He knew all too well that the State lacked the regional driver training centers that had been recommended and the prototype driving simulators developed in the early 1990s; they became the victims of the economic recession that had soon followed. He also knew that technology had failed Officer Green, not only in the vehicle he drove but in the numerous advanced systems that failed to materialize because of an uncooperative leadership between the private and public sectors to plan and integrate that technology.

As he recounted his ten years as Chief, he saddened that he had become complacent with the status quo and, although he considered himself a progressive leader and responsive to the members of his department, he felt a void deep within himself. He knew that he had not done enough. He had not taken a leadership role within the State or, for that matter, his own South Bay County, to address the issue of unsuccessful police pursuits. It was at that moment that he vowed to dedicate his efforts as a police leader to develop a pursuit strategy at the State and local levels and, if needed, nationwide to stop these senseless tragedies.

As he leaned back into his chair in the now empty conference room, he gazed at the issues and sub-issues as well as the over 20 related concerns that were still high-lighted on the white sheet of paper posted on the walls. He knew that his task would be a difficult one and that it would require assistance and support, but he also knew that the answers were on those sheets of white paper. Training, Technology, Supervision, Legislation, Community Support, Officer Accountability,

Private Sector Support, and Policy were all factors or combinations of such which held the key to success. He knew there would be many more meetings before this problem was solved; but it was a beginning. He was confident that with the appropriate strategy this group of dynamic police leaders would be able to get the attention of the state legislature and state agencies for funding to study this critical issue of police pursuits.

Scenario Number Two: This Hypothetical Scenario is presented to consciously produce an alternative path of development by manipulating, as in this case, turbulent and chaotic events.

As Chief Smith looked down at the early edition on his desk, he wished he could turn the clock back 10 years. "Things would be different!" he swore. The headlines of the South Bay City News stared accusingly back at him: "25 Million Awarded in Police Pursuit Case", as he waited for the City Attorney to arrive to prepare their presentation to the City Council which would meet shortly in emergency session; a council which governed a self-insured city with only five million dollars in reserves; a city that was certainly facing bankruptcy at an accelerated pace as a result of this judgement. Chief Smith not only contemplated his own career but the very existence of the police department; a career that was now in a black binder marked *Rice vs. South Bay City*, as he flipped through the pages of the case book, complete with newspaper clippings of the unauthorized pursuit, and a copy of his now infamous *General Order* dated January 11, 1996, prohibiting police pursuits in South Bay City. He had learned, to his surprise -- as did the jury -- that this policy had not been

followed by his officers nor enforced by his supervisors. On the contrary, they had still pursued, but it was termed "following." He had sat there as a defendant and listened to the testimony of his officer as it was established to be common practice to participate in high-speed followings in order to apprehend violators, just like the night when the Rice family was killed by the speeding police car.

As the Chief reflected back on the closing arguments of the plaintiff's attorney, he knew all too well the jury's decision. He was guilty of relying on a policy that was not enforced, and he had not provided his officers with alternatives that ensured success.

Scenario Number Three: The Normative Scenario describes the "desired and attainable" future. This is a future that can be achieved by establishing and implementing policies that impact the future.

It was a beautiful evening, January 11, 2001, Officer Fowler had observed, as he approached the long line of shiny South Bay City police vehicles and was greeted by the police technician, opening the door of his assigned vehicle and exposing its interior that resembled a stealth fighter. The instrumentation and "vehonics" were identical to those at the POST Regional Training Center at the Los Angeles County Sheriff's Academy. He smiled as he recollected the arduous hours of mandatory training that he had completed each month for the last five years in firearms and pursuit driving. His skills had been honed by the simulators that mirrored not only this high-performance vehicle but provided a measurement of his skills, his limitations, and those of his vehicle.

A feeling of pride began to overcome him as he recognized that many agencies in both private

and public sectors, especially his own South Bay City had the foresight to equip and train him for what he knowingly was about to encounter.

As Officer Fowler traveled northbound on Vista del Mar, firmly secured to his contoured seat by a 5-point restraint system, he checked his instrumentation that insured his survivability. He felt secure knowing his vehicle had been equipped with an air bag, an anti-lock braking system, roll cage, self-activated fire suppression system, steering and suspension enhancements, as well as the new "vehonics" which were placed on his windshield directly in front of him for his heads up display, "HUD." He was able to monitor all systems by the HUD, keeping his hands firmly on the wheel. This monitoring included the collision warning system that relied on radar, video, and lasers to provide an early warning.

Next, he checked the stolen vehicle and robbery locator systems, refined and enhanced in the last ten years, and observed them to be activated and scanning. Within seconds, an indicator on his HUD, linked to his computer, began flashing. Officer Fowler activated the locating system and almost immediately a dimensional grid map appeared and began plotting a 1997 Chevrolet traveling eastbound on Imperial Highway, a mile to the east. As the police vehicle rapidly accelerated to 65 MPH on Vista del Mar's 45 MPH zone, Lt. Cummings turned in his Watch Commander's chair and began analyzing data relayed from the speeding police vehicle to his large screen. Lt. Cummings, who had experienced the results of unsuccessful pursuits of the last 25 years, quickly activated the remote video camera providing him the same view as Officer Fowler. Lt. Cummings continued to view his double screen which additionally gave displayed speed, weather, and upcoming road and

raffic conditions via the radar system on board.

Almost simultaneously, another factor was electronically added to the data as Officer Fowler closed the distance on the target. He and Lt. Cummings knew from 1700 yards out that the stolen Chevrolet, bearing license 2971RCA0, contained three escapees from the Los Angeles County Jail. This information had been provided by implants that were activated upon their escape from custody on bank robbery charges. Officer Fowler concentrated on monitoring his systems and on driving, knowing that Lt. Cummings had already dispatched additional units, a field supervisor, and air support.

As Officer Fowler closed within 1000 yards of the target, he confirmed its exact location by the hidden vehicle identification that continuously emitted its own distinct signal and encoded the disabling command into his own computer, as the assisting units monitored and held their positions. As the target entered Century Freeway, Lt. Cummings made the decision to activate the target's disabler, to which Officer Fowler transmitted the electronic command on his protected disabling system. Almost immediately, the target began to gradually decelerate from 90 MPH; although the driver had complete control, he was helpless in further evasion. As the vehicle pulled to the shoulder, the three felons saw that they were surrounded and began quick plans for their violent escape. But they were stunned as the seat belts and doors became inoperable. After activating the restraint system and closing the windows and locking the doors, Officer Fowler had one more button to push. As his index finger left the red button, tear gas engulfed the Chevrolet's interior from under the dashboard, and after 20 seconds three passive, armed felons were removed and returned to the County Jail.

A smile now came across Lt. Cummings' face as he switched off the screen, for he knew all too well how this incident could have ended just 10 short years ago, but for the wisdom of those who had taken the necessary steps to make this pursuit outcome a reality.

POLICY CONSIDERATIONS

These scenarios provide a divergent perspective of the possible futures of police pursuits by the year 2000. In order to achieve the desired future of the normative scenario and mitigate the undesirable future, six potential policies have been identified.

(1) Pursuit Policy Analysis
That police departments will conduct or participate in statewide pursuit studies that will result in sound pursuit studies. This analysis should be ongoing and requires an assessment of the elements of pursuits that both the police and public are protected.

(2) Political Action
Police leaders, through local and state organizations, gain the support of their members and become politically active to influence pursuit legislative action.

(3) Technology Exploration
Police departments must develop policy to identify and secure technological resource providers. The exploration of funding sources, both public and private, that provide the application of technology to law enforcement through joint venture agreements, such as training simulators and other pursuit interventions.

(4) Leadership Development
Police leaders must recognize the importance of the line supervisior in pursuit management and provide for his/her development through an expansion of leadership training in pursuit management.

(5) Public Support
That police agencies design and implement effective public relations programs that provide the public with an awareness of existing pursuit policies, training and interventions to gain their support. This would be required to achieve the desired future.

(6) Training Assessment
That statewide standards relative to pursuit and driver training be influenced by police leaders to ensure that they are enhanced and address the needs of our personnel.

CHAPTER REVIEW

The focus of this and the following chapters will be the future role of pursuits in local California law enforcement by the year 2001.

The chapter began with the selection and forecast of the probability of trends and events crucial to the issue and its sub-issues. From this examination and analysis scenarios and policies were developed that could make the desirable future a reality and provides the basis for the strategic planning of this futures study.

Chapter Three

# STRATEGIC PLAN: AN ALTERNATE ROUTE

Chapter 3

# A STRATEGIC MANAGEMENT PLAN: AN ALTERNATE ROUTE

The subject of this strategic plan is a medium-staffed police department serving the hypothetical community of South Bay City. This affluent community is located on the Santa Monica Bay just south of Los Angeles International Airport serving a residential and business community of 65,000 population. It is considered a major commercial center for the Pacific area connected to the Central City by freeways and light rail.

The development of this strategic management plan is the culmination of the trends, events, and related data combined with a three-stage assessment: situational, organizational capability, and strategic assumption analysis of the South Bay City Police Department. Its results are a mission statement, the identification of policy considerations, and a method of implementing and managing the proposed strategic plan. This structure plan will ensure that the desired change can occur to lessen the impact of police pursuits on California law enforcement.

The evolution of a strategic management plan that will assist South Bay City to manage police pursuits and their impact by the year 2001 is dependent on achieving the desired and attainable future. The primary objective of this strategic plan is the identification of key components of **Scenario Three**: manipulating specific and critical elements in order that they occur, and preventing others from occurring.

Situational Analysis

The methodology used in assessing the current situation of the model agency, South Bay City, is one that encompasses an analysis of the internal strengths and weaknesses as well as external threats and opportunities. This was accomplished by convening a group of six police employees representing a composite of the organization to perform situational analysis.

An internal survey of the South Bay City strengths and weaknesses (see **Appendix "O"**), and the department's ability to react to or initiate change (see **Appendix "P"**) was conducted and resulted in the following conclusions.

**Strengths:** South Bay City is noted for a long tradition of leadership in the South Bay. This leadership role undoubtedly was the result of being one of the first cities established in the early 1900s along the Southern California coast. Its residents today are the direct descendants of hardworking pioneers who settled the city with interests in agriculture and ranching. The vast majority, however, arrived here because Standard Oil of California had selected this coastal site for a large oil refinery.

Unlike its neighbors to the north and south, it does not lend its name to that of a beach community and a tourist attraction, but rather as a commercial center that has become home to over 25 major corporations providing for a healthy tax base. The spirit of both the businesses and the homeowners of South Bay City continues to exemplify their forefathers in their continued commitment and support of the total community, and specifically in their overall quality of life.

The issue of maintaining that quality of life within South Bay City is highlighted by their support for their police department that prides itself on a response time of under two minutes for a

Part I Crime (murder, rape, robbery, assault, burglary, larceny, auto theft, and arson), and boasts of the lowest crime rate in the area. These and other accomplishments which have been maintained consistently are the direct result of community support for the police department. The police department is community response-oriented and enjoys not only an envious relationship with the community but with the City Council and City Manager.

The situation has resulted in capital expenditures for law enforcement that far exceed all other government services. The department is adequately staffed, provided with advanced equipment and training, and subsequently responds well in crises. The attitude of the department is upbeat and supportive of the administration which is considered innovative, proactive, and fair in the management of the department, facing few disciplinary problems and low employee turnover.

The sworn and civilian members of the department are considered dedicated professionals who have recently been saddened by the tragic loss of one of their members, the result of an unsuccessful pursuit. This incident has stirred discussions from a variety of groups within the City.

The department is currently planning to implement a platoon policing system, in July 1991, that it hopes will boost morale by enhancing training and supervision.

**Weaknesses**: In the 1980s the public's awareness and the shift in political support in favor of environmental issues, especially air quality in the Los Angeles basin, have had a significant impact on the financial health of South Bay City, a city that was dependent upon the taxes generated from sales of low sulfur fuel from its refinery to power producing companies. Almost overnight, the shift from one fuel source to another -- natural gas -- has reduced the city's income by 66%, requiring it

to balance its budget through ever decreasing reserves and begin a search for new sources of revenue. These events, combined with *Propositions 13* and *4*, have forced South Bay City to be selective in its budget appropriations.

The City has chosen to increase police personnel to control and reduce the crime rate; concurrently the union, through collective bargaining, has negotiated a high standard of living for its represented members. The department's management employees have not been as fortunate and have lost ground in salary, resulting in competition between the Police Officer Association-represented employees and management employees. This dilemma has been the source of friction and low morale within the police department's management ranks.

The undesirability of a management position has provided little incentive for Police Officer Association-represented sergeants to improve their skills through education and training in an effort to advance to the rank of lieutenant. The absence of career and individual development has manifested itself in a poor assessment of future training and a void in strategic planning. The department staff continues to look inward for solutions, failing to reach outward for assistance.

**Threats:** It has been debated during the last two years whether a recession was in fact occurring. The term "rolling recession" accurately depicts the current economic condition throughout the nation, California, and South Bay City. If we view the rolling recession, we can visualize its incremental movement: the oil industry of southwestern Texas, the steel and manufacturing industry of the East, the farming and agriculture of the central states, the oil in Colorado, and in California the aerospace industry. The result has been the same in each of these industries and locations:

unemployment, increased poverty, and plummeting real estate prices.

South Bay City is threatened financially by this economic recession since a large group of aerospace companies resides within the city limits and others are based within the general area. Detente has resulted in a reduction in military budgets, affecting the very existence of the aerospace industries and subsidiaries whose livelihood is founded on the military-industrial complex. If these economic trends continue, combined with pursuit litigation, the South Bay Police Department will be forced to reduce personnel and corresponding expenditures for equipment and training.

Serious crime that has been held in check for years will begin to increase, and affordable housing caused by plummeting prices will, for the first time, change the demographic makeup of the community. In response, a reduced police budget and its priority for funding will be threatened; priorities which were once concerned with enhanced personnel selection and training but now set at maintaining the *status quo* and not losing ground. The emphasis on policy and adherence through supervision, as well as the application of technology, will be left unaddressed by managers who have chosen to stay or have been left behind with minimum resources.

**Opportunities:** The police department currently enjoys deep support from the community and the City Council. That support has been conveyed in special programs, equipment, and training that enhance officer safety and performance. This can be improved through continued regional training programs sponsored by P.O.S.T., such as sergeant leadership, and can be expanded to include driver training provided annually as part of the advanced officer curriculum.

The Police Chief has recognized the need to study the issue of police pursuits and has lobbied

the South Bay County Chiefs' Association to form an *ad hoc* committee of which he is Chairman.

The aerospace and military weapons contractors located within the city are searching for new theaters in which to market their existing and future technologies. The merging of corporations, such as General Motors and Hughes Electronics & Radar Systems, provides for the immediate infusion of military technology into the civilian and law enforcement markets.

Political leaders are meeting with local police officials and considering the sponsorship of legislation that may reduce pursuits by enhancing penalties. Other legislation being considered is: legislation similar to Section 101 of the Canadian Highway Traffic Act and New Jersey's Assembly Bill 1825 which in 1988 created a rebuttable presumption that the owner of a motor vehicle was the operator of that vehicle at the time of the offense; legislation that considers vehicle confiscations arising from pursuits patterned from asset forfeiture; law enhancement in pursuit sentencing from misdemeanor to felony status, loss of driving privileges, and increased fines, penalties and court costs.

An attempt to balance the federal budget and a lessening of worldwide hostilities will decrease the military budget. This action will further stimulate private and joint ventures into the public sector by applying technology, thereby ensuring continued growth of the private sector.

Capability Analysis

As previously mentioned and charted in **Appendix "P"**, the capability analysis examines South Bay City's Police Department for its capacity to reach and/or initiate change.

(1) Managers are perceived to generally possess the knowledge, skills, and talent to react and bring about change.

(2) Although management is perceived to be flexible and seek change, there are few organizational incentives in existence that encourage risk taking.

(3) The organizational competence regarding structure and resources is more than adequate to seek change; however, concern is noted in the mid-management ranks. Their flexibility in promoting and facilitating change may be inadequate, based on limited skill development and a close bonding, and a continuing alliance with line personnel. This conditionwill require emphasis on team building, supervisory leadership, responsibility, and accountability to ensure that the line personnel can also be moved to the upper limits of the flexibililty scale.

Strategic Assumption Surfacing Technique (SAST)

The basic concept of SAST is that organizational change occurs from a variety of origins, both within and outside the organization. Therefore, resulting policies have implications outside the organization, and outsiders can impact policy and implementation from these perspectives. It is important to anticipate their concerns and perceptions on the issue of police pursuits before developing policies that attempt to impact the issue.

The following SAST analysis identifies those interested individuals, groups, and organizations termed "stakeholders" who may affect, or be affected by a strategic plan for managing police pursuits by the year 2001. This interest is described as:

a) Impacted by what the organization does to this central issue of police pursuits.

b) Able to impact the central issue of police pursuits.

c) Concerned about the issue of police pursuits and/or the South Bay City Police Department.

Additionally, stakeholders who are seemingly insignificant but who have the ability to drastically impact the organization's policy or actions is termed a "snaildarter." A list of stakeholders was generated and presented as follows:

1. City Council
2. City Manager
3. Police Chief
4. Police Officers Association
5. City Residents
6. South Bay County Chiefs' Association
7. Department of Justice
8. Office of Criminal Justice Planning (OCJP)
9. Business Community
10. Police Supervisors
11. Police Civilian Trainers
12. Police Academy Director
13. Courts
14. California Legislature
15. Private Technology Firms
16. Insurance Companies
17. American Civil Liberties Union (ACLU)
18. Automakers (Snaildarter)
19. Special Interest Pursuit Groups
20. Allied Agencies
21. Board of Supervisors
22. United States Congress (Snaildarter)
23. Federal Agencies

Upon review of the candidate stakeholders, sixteen of the most important were assigned these assumptions.

1. <u>City Council</u>
   A. A strong interest in the welfare of police officers and the public.
   B. Supports coordinated regional efforts to resolve police pursuits.
   C. Will not support continued legal cost and judgements resulting from pursuits.
   D. Favors county and state officials to take a lead role in resolution of police pursuits.

2. <u>City Manager</u>
   A. Requires knowledge of policy prior to implementation to garner council and community

support.

B. Is flexible and a risk taker. He will provide support to reduce liability exposure and loss in productivity.

C. He supports training, but more so a proactive, responsible staff.

3. Police Chief

A. Has become an active supporter of pursuit countermeasures within his organization and the South Bay County Chiefs' Association to study pursuits.

B. He is concerned by a lack of support from state and county agencies.

C. He is aware that his own supervisors frequently fail to take responsibility for pursuits and is taking corrective action.

D. He has seen some technological progress related to pursuits, but application is not prevalent, and he offered his agency as a test site.

E. He is hesitant to further restrict his own pursuit policy from that of the state standard until it is done areawide or statewide.

4. Police Officers' Association

A. Desires to become involved in decision process.

B. May view pursuit policy changes as restrictive and threatening to their members.

C. Needs definitive explanation of policies and note benefits to reduce resistance.

D. Will support training programs and technology that improves their skills during a pursuit.

E. Concerned about officers and public safety.

F. Politically active and has community support.

5. South Bay County / State Chiefs' Association

A. A formidable group of police leaders who will take an active role at the state level.

B. South Bay County Chiefs support police pursuit interventions, and they are willing to integrate with the statewide Chiefs' Association.

C. Will be concerned that costs and undesirable unilateral policies may be imposed.

D. Will encourage inter-agency (public and private) cooperation and support.

6. Office of Criminal Justice Planning

A. May not support request for funding of intervening strategies.

B. Support regional and statewide projects.

C. Reacts to political pressure from special interest groups.

7. Peace Officers Standards & Training (POST)

A. Realizes their responsibility in providing new and improved driver training on a consistent basis.

B. Currently administers statewide training programs but lacks funding for enhancements.

C. Will be a proactive facilitator of pursuit training if political and financial support is generated.

D. Will respond to organized statewide pressure to enhance pursuit training.

8. Police Supervision
   A. Have an interest in officer safety and well-being.
   B. Need to be involved in decision making.
   C. Will support pursuit policies if convinced of their effectiveness.
   D. May feel threatened by being required to take on established responsibilities.

9. Civilian / Consultant Trainers
   A. Are anxious to develop entrepreneurial relationships with public sector.
   B. Have private resources readily available to law enforcement.
   C. May have difficulty becoming P.O.S.T. certified and resist bureaucratic process.
   D. May encounter resistance from established police training experts.

10. Police Academy Directors
   A. Want to ensure success for all students.
   B. May resist civilian instructors as encroachment.
   C. Are strategically located to promote advanced training.

11. Private Technology Firms
   A. Will support pursuit policy if there is a business application.
   B. Support profit-oriented ventures.
   C. Will continue venture on a long-term basis, once committed.
   D. Technology currently developed and operational in the military has a definite commercial application.
   E. The public sector has no research and development capability, therefore a viable market.
   F. The military budget is shrinking; new markets must be identified.

12. Insurance Industry
   A. Will support pursuit interventions that reduce liability exposure.
   B. Will resist if cost of interventions are prohibitive to their well-being.
   C. Will support wide range of technological advancements that prevent property loss.

13. American Civil Liberties Union (ACLU)
   A. Will resist technological applications that erode citizen rights.
   B. Will be active in forcing technological applications to be decided by court corresponding to their values.

14. Automakers (Snaildarter)
   A. A strong interest in automotive technological advancement.
   B. Will resist law enforcement technological applications, if not profitable to industry.
   C. Will apply law enforcement technology, if new features improve product and sales.
   D. Will tacitly support state-legislated vehicle manufacturing requirements.

15. Special Interest Pursuit Groups
   A. Support administrative and legislative control of police pursuits that concur with their values.
   B. Will become more active and better organized if pursuit mitigation does not occur.
   C. A nationwide movement consisting of a diverse interest group that will impact local and state plans.

16. United States Congress (Snaildarter)
   A. May not seek primary legislative role but defer to individual states.
   B. Will react to pressure from special interest groups to postpone mandated applications of technology.
   C. May reduce effectiveness of federal agencies on funding and support programs.

An analysis of the assumptions of these sixteen stakeholder groups indicates that opposition is present which can be viewed as undirected leadership, political influence, concern for increased costs, and financing competition. Influence should be directed in future law enforcement strategies that avoid these confrontations, and enhance and emphasize the cooperation of supportive stakeholder groups.

Additionally, each of the stakeholder's relationship to the issue, based on the following two criteria, was mapped and illustrated in **Figure 8**:

(1) How important is the stakeholder to the issue and the organization?

(2) What is the level of certainty that the assigned assumptions are actually correct?

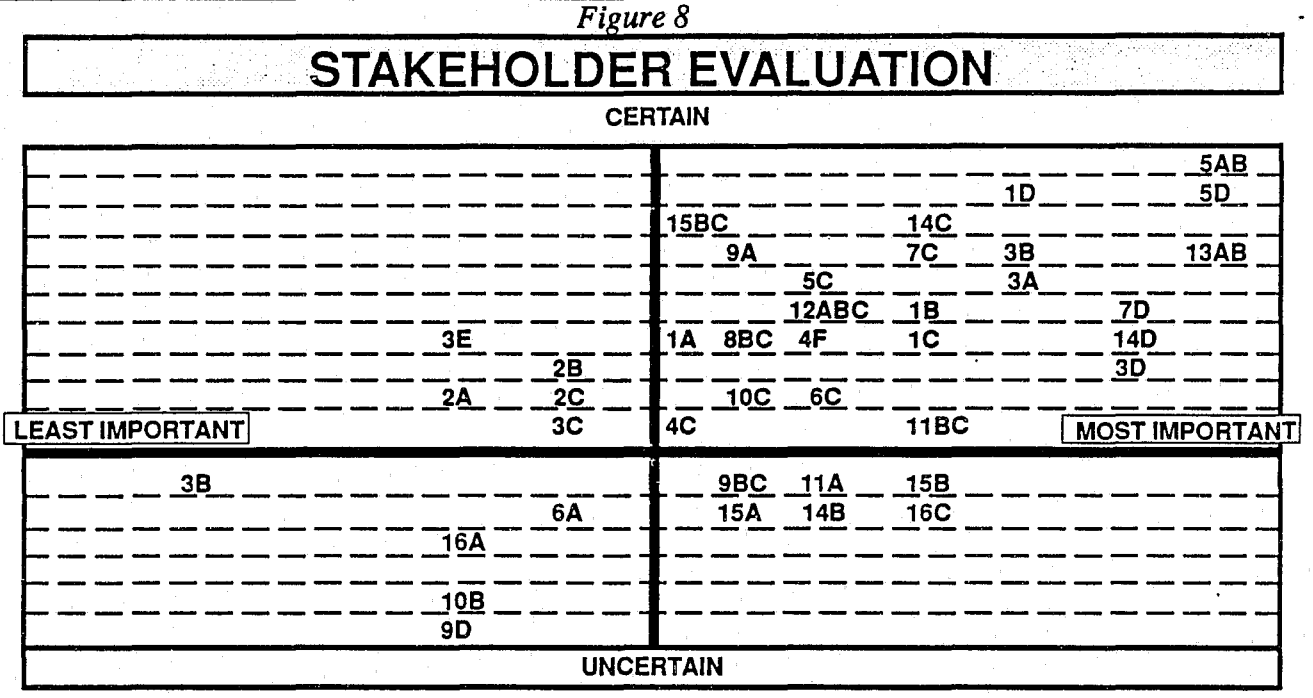
A review of the Stakeholder Evaluation, **Figure 8**, reveals a number of assumptions that are both important and uncertain relative to police pursuits in South Bay City.

The uncertain assumption (**9BC**) that private trainers will encounter difficulty in POST certification is based on the belief that the threat of competition from outside experts will result in resistance from inside experts and formalized police training institutions. A comparison can be gleaned with the experiences of K-9 providers of the 1980s and firearms providers in their quest for certification. Nonetheless, utilization of private trainers is very important to the issue. Assumption **11A** is uncertain in that its participation is directly linked to a profit margin. Its existence is very important, and support for technological applications similar to airbags, security, and telephone amenities, must be directed toward pursuit prevention technology. Assumption **14B** (Automaker's Resistance - Snaildarter) is important in that resistance will occur, if the direct cost of technology threatens auto prices and sales. The uncertainty can be controlled through public awareness, safety programs, and political influence to mandate pursuit technology statewide.

Assumptions **15A** and **15B** are uncertain because their interest is dependent upon police agencies and their pursuit policies succeeding or failing. Competent strategies will reduce the need for and the importance of special interest groups.

Assumption **16C**, that the U. S. Congress (Snaildarter) may reduce support and funding is uncertain, but political pressure from the automobile and insurance industries may be attempted to influence and counteract state strategies, thereby increasing its certainty.

*Figure 8*




## STAKEHOLDERS AND THEIR ASSUMPTIONS

1. City Council
   - A. Officer and public safety
   - B. Coordinated regional effort
   - C. Resist legal cost
   - D. Support state intervention

2. City Manager
   - A. Requires Council support
   - B. Supports local intervention
   - C. Supports training

3. Police Chief
   - A. Active supporter
   - B. Supports state and county action
   - C. Supports supervising responsibility
   - D. Provides technology test site
   - E. Hesitant to restrict policy

4. Police Officer Organization
   - A. Desires to participate
   - B. May be threatened
   - C. Support if needs met
   - D. Support if improves skill
   - E. Support if officer safety
   - F. Politically active

5. County / State Chiefs' Association
   - A. Will take an active role
   - B. Willing to combine forces
   - C. Concerned about costs
   - D. Encourage interagency cooperation

6. Office of Criminal Justice Planning
   - A. May not support funding
   - B. Support regional programs
   - C. Will react to political pressure

7. Peace Officers Standards and Training (POST)
   - A. Responsibility in providing driver training
   - B. Lack funding for enhancements
   - C. Proactive facilitator if support is generated
   - D. Respond to statewide pressure

8. Police Supervision
   - A. Interest in officer safety
   - B. Involved in decision making
   - C. Will support if convinced of effectiveness
   - D. May feel threatened by responsibilities

9. Civilian / Consultant Trainers
   - A. Anxious to develop entrepreneurialrelationship
   - B. Private resources available
   - C. Difficulty becoming POST-certified
   - D. Encounter resistance from police experts

10. Police Academy Directors
    - A. Ensure successful students
    - B. May resist civilian instructors
    - C. Strategically located training

11. Private Technology Firms
    - A. Support pursuit policy if business application
    - B. Support profit-oriented ventures
    - C. Will continue venture, once committed
    - D. Technology has commercial application
    - E. Research capability a viable market
    - F. New markets must be identified

12. Insurance Industry
    - A. Will support liability-reducing interventions
    - B. Will resist if costs are prohibitive
    - C. Will support technological advancements that prevent property loss

13. American Civil Liberties Union
    - A. Will resist applications that erode rights
    - B. Forcing applications to be decided by Court

14. Automakers (SD)
    - A. An interest in technological advancement
    - B. Will resist if not profitable
    - C. Will apply technology if improving product and sales
    - D. Support state-legislated requirements

15. Special Interest Pursuit Groups
    - A. Support administrative and legislative control
    - B. Will become more active
    - C. Will impact locally and statewide

16. United States Congress (SD)
    - A. Defer to individual states
    - B. Will react to preasure
    - C. May reduce funding and support programs

Mission Statement

A critical phase of the strategic planning process is the development of a mission statement and alternative strategies that will provide the South Bay City Police Department (SBCPD) with purpose and direction in the performance of their general and specific law enforcement duties.

The "macro," or overall mission statement, is: **The mission of the SBCPD is "To preserve peace, prevent crime, and enhance the quality of life of its citizens through active enforcement, education, and involvement in community activities, accomplished in an efficient and courteous manner within constitutional guidelines."**

The "micro," or issue specific mission statement, is: **"The Department will ensure the identification and ultimate apprehension of fleeing offenders through the effective methods of technology, training, and supervision ensuring the safeguard of both police personnel and the public."**

Alternative Strategies

A police planning group, consisting of six police leaders (**Appendix "Q"**), was familiarized with the trends, events, and "should be" scenario of **Chapter 2**. A "Modified Policy Delphi" process -- designed to generate, evaluate and select alternative strategies -- was employed to manage the impact of police pursuits on South Bay City by the year 2001.

Upon conclusion of the first round, 14 alternative strategies were assessed for their feasibility and desirability. In round two, following further discussion of the pros and cons of each policy, they

were assigned scores from 0 to 3 as to their desirability and feasibility. The scores were combined, totalled, and placed in order to conduct strategy analysis.

**(1) Develop A Technological Application Coordinating Council**

A group representing state, county, and municipal law enforcement, would be appointed by the Governor to receive, assess, and select law enforcement projects for initial study and subsequent site prototype testing.

The law enforcement technological council would develop requests for proposals and have priority funding made available through grants, increases in court penalty assessments, and gasoline and motor vehicle taxes. The appropriations of these funds would be used to assess the selected project's feasibility and desirability, as well as stimulate and provide direction to the private sector as to the technological needs of California law enforcement.

**(2) Develop Regional Driver Skill Centers**

The development of Regional Driver Skill Centers funded by an increase in motor vehicle fuel taxes and court penalty assessments would provide POST-mandated driver and pursuit training for all advanced officers whose assignments relate to emergency driving responses. At the completion of this training, which will be required every three years at the regional center, statewide legislation would authorize the development and issuance of a new class of operator's license, which will be known as an *Emergency Operator's Classification*, and issued by DMV upon successful completion of the advanced officer class requirements and practical test.

**(3) Develop Traffic Safety and Technological Coordinating Committees**

The State Office of Traffic Safety, in conjunction with the Department of Transportation, would become an active legislative advocate for the American public and law enforcement by forming an organization to identify automobile safety and disabler technology. The formation of this organization of national scope to coordinate, facilitate, and legislatively implement public safety and police pursuit technology into production, would be funded from a combination of federal and state contributions, as well as from the automakers and insurance providers.

**(4) POST Liability, Responsibility and Leadership Training**

The development of police liability, responsibility, and leadership training directed at field officers, their supervisors, and mid-management levels would be included in the Advanced Officer Curriculum and Supervisory Training Courses.

**(5) Statewide Pursuit Reporting**

This involves the enactment of statewide legislation that would require the documentation and referral of all police pursuit data to be forwarded to the Officer of Traffic Safety for the purpose of research, policy evaluation, and assistance to local law enforcement agencies.

**(6) Create Public Awareness and Support for Police/Pursuit Interventions**

This would involve the creation of a statewide effort by police leaders to develop public awareness and support of existing pursuit policies, training supervision, and future intervention through media and public communication.

Strategy Evaluation

In order to provide South Bay City with direction and guidance in its role in police pursuits by the year 2001, the group selected and evaluated the two highest scoring alternative strategies and the most polarized. The evaluation of these three alternatives included the group's assessment of advantages and disadvantages, as well as a stakeholder analysis that includes techniques and specific tactics to ensure implementation of the strategy.

**Strategy - Regional Driver Skill Centers**

POST will strategically locate Regional Driver Skill Centers within the State by seeking the active participation and accreditation of both public and private training providers and sites. The staff and facilities would provide recruit and advanced officer classroom as well as practical driver and pursuit instruction. In recognizing the need for continuous driver/pursuit training, POST would support legislation to require an emergency operator classification administered by the Department of Motor Vehicles issued upon successful completion of the POST-certified class and practical examination.

The funding of this selected alternative strategy would be derived from a combination of increased court fines, penalty assessments, and motor vehicle licensing fees.

ADVANTAGES:

1. Training available to all agencies.
2. Statewide funding source.

3. Statewide standards and training established.
4. Increase level of skill proficiency and professionalism.
5. Provides for POST to be lead agency.
6. Expedites implementation phase.
7. Coordinates application of technology, i.e., simulators, and provides test sites and test groups.
8. Reduces civil liability and gains public support.
9. Reduces unsuccessful pursuit outcomes.
10. Supports regionalization.

DISADVANTAGES:

1. Police leaders resist more mandatory training/loss of local control and staffing.
2. State and local financing constraints.
3. Local agencies must meet new state certification requirements.
4. May impact other segments of current training curriculum.
5. Dissimilar equipment at training sites.
6. Lack of training sites and travel expenses.
7. Implementation is dependent on State agencies (POST, DMV) that have their own politics and priorities.

As can be seen from the favorable and unfavorable listing, this strategy is complex and requires significant stakeholder support to ensure a successful implementation. Support for this strategy will be received from the South Bay City Council, City Manager, Police Chief, and Police Association since the advantages far outweigh the disadvantages to these stakeholders. Opposition and resistance may be encountered from State agencies charged with administering this strategy and those who presently compete for funding sources.

In order to gain the support and commitment for the implementation of this strategy, the organized persuasion of county and state Chiefs' Associations -- relying on logic and reason -- must convince POST that this concept and method of training is a *fait accompli*. This effort should be

accompanied by a lobbying of all law enforcement stakeholders to seek POST's active participation and provide a broad base of funding support. Participation must also be gained from public and private training providers who currently have the facilities and knowledge to implement such a strategy.

**Strategy - POST Liability, Responsibility and Leadership Training**

This strategy would require the development curriculum that specifically addresses police pursuit liability and responsibility. POST would incorporate this training in the Advanced Officer Program to ensure that the line officers are knowledgeable not only of pursuit policy but current on pursuit/ public issues of liability and recent court decisions. POST would also focus its training efforts on the field supervisor and mid-manager in order to heighten their awareness of pursuit liability and provide them training on assertive supervision and skill development in responsibilities and leadership relevant to pursuit interventions. This strategy could be incorporated effectively into the Regional Driver Skill Center strategy or as a stand-alone strategy.

ADVANTAGES:

1. Cost-effective statewide funding source.
2. Training available to all agencies.
3. Statewide standards and training established.
4. Utilizes existing POST training system and courses.
5. Reduces civil liability and gains public support.
6. Reduces unsuccessful pursuit outcomes.
7. Emphasizes supervisory control of pursuits.

DISADVANTAGES:

1. Increase in mandatory training - loss of job productivity.
2. Increased cost to POST.
3. Resistance from competing agencies for funding support.
4. Police unions may resist placing pursuit responsibility on represented members.
5. Local agencies must meet certification requirements.

This selected strategy will garner support from South Bay City officials, county and state associations that view this action as a positive impact on unsuccessful police pursuits. This concern is widespread among decision makers who believe the best method of controlling pursuits lies with the field officer and his/her supervisor. This factor, therefore, may result in resistance from police unions and supervisors who fear the increase in responsibility may result in legal and organizational sanctions. POST may lack funding to address the recommended curriculum, and competition and accommodation of courses would become critical.

This strategy can be implemented in a win-win situation if negotiation of key stakeholders takes place. Again, an organized statewide effort supporting pursuit responsibility and leadership curriculum must be communicated to POST, allowing them to participate in its development. Post will respond to this strategy and to this trust, if they are convinced that there is a need and funding sources are made available, reducing the competition between courses and their financing. Police officers and supervisors -- if allowed to participate in the curriculum planning stages -- will reduce resistance and promote support and involvement.

**Strategy - Traffic Safety and Technological Committee**

This strategy was considered by the group as the most polarized one. The State Office of Traffic Safety, in conjunction with its federal counterpart, the National Highway Safety Administration, would become an active legislative advocate for the American consumer and law enforcement agencies, forming an organization to identify automobile safety and disabler technology. This organization would have nationwide authority and statewide offices that could impact the issue of auto safety and pursuit prevention by coordinating and lobbying legislation to this end. Their advocacy of consumer protection issues, such as air bags and anti-lock brakes, could be extended to future safety and pursuit technology and guarantee their application and production. Funding sources would be derived from state and local agencies, as well as automobile producers and insurance providers.

ADVANTAGES:

1. Improves delivery of needed safety pursuit devices.
2. Stimulates the private sector industry to develop new technology.
3. Would be supported by special interest groups.
4. Nationwide approval to national problem.
5. Broad base funding source.
6. Supported by American public.

DISADVANTAGES:

1. Coordination between federal and state agencies.
2. Resistance from automakers and insurance companies to avoid cost.
3. Lack of local control.
4. Bureaucratic-political resistance.
5. Will require legislation before compliance from stakeholders.
6. Will require innovative incentives before automakers and insurance companies can be influenced.

7. Will encounter political resistance from funding competitors.
8. Loss of local and state control.

This strategy would be supported by the American public and consumer groups that believe the role of government is the mitigation of auto safety and pursuit hazards. This strategy has the potential to address the problem from a national standpoint. Its success depends on many factors, but principally on an alliance between government, the public, and private technology and product producers. If the mindset can be achieved that strives for product excellence, and the public is willing to pay for such a product, then government can facilitate this strategy. Although this support and that of law enforcement is evident, opposition would be encountered from the very agencies selected to provide consumer advocacy. This opposition would surface in many forms, but the driving force of politics, bureaucratic interaction, and economic influences from political power groups and product providers would rise to the forefront.

To offset this opposition, it would be wise to avoid direct confrontation between stakeholders and employ a compromise technique. The development of such an organization is an involved process requiring patience and avoiding an adversary stakeholder at an early point. Participation is a key negotiating factor in this strategy; however, a skilled negotiator will be required to coordinate and direct the multi-faceted stakeholders. The complexity of this strategy will require a give-and-take approach and the leveraging of power described as consumer, governmental, political, and economic.

Administration and Implementation

Each of the six alternative strategies presented focuses on the management of police pursuits and their impact on California law enforcement by the year 2001. Evaluation of these strategies indicates that they are all feasible and desirable, retaining significant stakeholder support, and should be implemented over a three-year period. Although three strategies were selected and discussed in detail, all of the strategies are considered integral in producing the desired and attainable future.

The successful administration and implementation of each of the selected strategies will provide a broad foundation for the coming chapter and includes the following components: statewide support, organization, and funding are necessary for an operational plan.

**Alternative Strategy Five,** the requirement to document and refer all pursuit incidents to a state agency for the purpose of research and policy evaluation, is critical and requires immediate statewide action; its associated cost is not significant when compared to its value. The California Highway Patrol has established expertise in capturing pursuit statistics; it should be used as a pattern in implementing this alternative or, optionally, the Office of Traffic Safety should become the lead agency on this strategy. Statewide support for this strategy will solidify the importance of police pursuits to that of police firearms and provide factual data from which police leaders can begin to develop a comprehensive, proactive, and uniform police pursuit policy that will impact pursuit performance.

**Alternative Strategy Six,** public relations to enhance awareness and support for existing police pursuit interventions, should be initiated both locally and regionally, but only upon the

accomplishment and implementation of other related alternative strategies. This strategy is important in that it defines the issue and influences public opinion relative to police pursuits, rather than taking a defensive and reactive position.

The timely delivery, as well as the professional content of this strategy, is critical to its success. The expense associated with strategy will depend on the manner and magnitude in which it is implemented. The fact remains that law enforcement must market its success and advances in pursuit policies in order to remain an important stakeholder.

**Alternative Strategy Two**, the development of regional driver skill centers, and **Alternative Four**, curriculum that addresses pursuit liability and responsibility, require significant and wide-spread stakeholder support due to their sophistication and expense. Although stakeholder analysis indicates overwhelming support for these concepts, and concerted and coordinated effort must be mounted. An alliance among county chiefs' associations, state chiefs' associations and professional associations -- such as the California Police Officers' Association -- are critical in demonstrating to POST and other decision makers that there is a need for these strategies.

In addition, support from special interest groups, private training providers, city and county governments, and the insurance industry should be involved to ensure that this issue of police pursuits is addressed at a level commensurate to its importance.

As momentum for these strategies develops, sufficient funding sources should be identified and allocated to POST to ensure that practical driver training, pursuit liability and responsibility curricula are developed and provided to each officer on the same level of importance as that given

to firearms.

**Alternatives One** and **Three** are similar in concept in that they both would become a clearing house for consumer and vehicle safety technology, serving the public and law enforcement. Both strategies are dependent upon political stakeholder support, requiring intense and continuous coordination between the government, the private sector, and the public. At this point the similarity disappears, and **Alternative One** focuses on a statewide approach to select and fund law enforcement technological projects for initial study and possible prototype site testing. In their deliberations, the policy group recognized that there is no current method or organization to direct, coordinate, and facilitate existing pursuit technology. The approach in **Alternative One** is feasible and desirable; however, funding law enforcement research and development does not have substantial state support but must rely on providing limited funds for initial stimulus studies and, once completed, demonstrate a market for the private sector producer.

**Alternative Three** focuses on the Department of Transportation/National Highway Traffic Safety Administration and its ancillary state traffic agencies to perform needs assessment on technological projects, such as pursuit technology that will assist both law enforcement and the public. Its role would be to fund projects, similar to **Alternative One**, but go further to establish requirements similar to emission standards that would mitigate the issues of auto safety, theft prevention, and pursuit technology to be included in production models. This alternative, as previously stated, was the most polarized, based on funding, political interaction, and stakeholder support.

CHAPTER REVIEW

The emphasis of **Chapter Three** has been to provide South Bay City with a strategic plan to manage the impact of police pursuits by the year 2001. That plan was developed from the trends, events, and of the desired future scenario presented in **Chapter Two**; a plan that analyzed South Bay City's external environment as well as assessing its internal strengths and external environment as well as assessing its internal strengths and weaknesses. This assessment included stakeholder identifications and their existing perceptions of the issue of police pursuits.

Following this discussion, a policy panel was convened; six alternative strategies were selected based upon their desirability and feasibility These alternate strategies were analyzed and presented in a structural operation plan which, in the following chapter, becomes the basis for a Transition Management Plan; a transition plan that will assist in the implementation of the strategic plan for managing the impact of police pursuits on California law enforcement.

Chapter Four

# TRANSITION MANAGEMENT: A FREEWAY TO SUCCESS

Chapter 4

# TRANSITION MANAGEMENT: AN EXPRESSWAY TO SUCCESS

The focus of **Chapter Four** is the management of change and, as Beckhard and Harris point out, it is a process that assists in the implementation of the recommended strategies that will allow law enforcement to manage the future impact of police pursuits.[32] More specifically, the following Transition Management Plan will establish conditions and activities that South Bay City must accomplish in order to move from the present state of police pursuits to the desired future state.

In order to manage this change we must first recognize that the uncertainty and fear of the recommended strategies will result in resistance. Our challenge, therefore, as law enforcement leaders is to manage this uncertainty successfully through the transition process.

The formation of a transition plan incorporates the following methods which are analyzed and assigned values: Critical-Mass Analysis; Commitment Analysis; Readiness/Capability Analysis; Transition Management Structure; Responsibility Charting; Implementation Planning.

## Critical-Mass Analysis

The initial step upon completion of the strategy for change is to identify the "critical mass." It is important to note that with any change -- whether voluntary or required -- if there are a minimum number of key individuals or groups who support the change, it will be successful; if they oppose it, it is likely to fail. This minimum number, whose support must be obtained to ensure the successful implementation of the pursuit strategies, is the "**critical mass.**"

South Bay City is composed of, interacts with, and is controlled by many individuals and groups that are influenced and controlled by key members of the critical mass. The following groups have been selected as the critical mass based upon their exacting relationship to the issue of police pursuits and their ability to influence critical stakeholder support required for a smooth transition from the present state to the desired future state.

-POLICE CHIEFS' ASSOCIATION
-COMMISSIONER OF THE CALIFORNIA HIGHWAY PATROL
-STATE LEGISLATURE
-COMMISSION ON PEACE OFFICER STANDARDS & TRAINING (POST)
-NEWS MEDIA
-GOVERNOR
-POLICE SUPERVISORS

**POLICE CHIEFS' ASSOCIATION:** The individual commitment of the state's police chiefs is essential and a requisite to addressing police pursuits on a local level, as well as on the state level. The police chief and related county and state associations possess influencing power to deliver stakeholders such as police unions, supervisors, city management, political groups, and governmental agencies both locally and statewide.

**COMMISSIONER OF THE CALIFORNIA HIGHWAY PATROL:** This agency has demonstrated its leadership role in police pursuit research and analysis. The Commissioner, as a proponent of pursuit research, training, and supervision can become a powerful voice, influencing stakeholders' support on the state and national levels. He has already established pursuit research and knowledge of the intricacies of state government, and the legislature is critical to the strategic

plan.

**STATE LEGISLATURE:** Their support for the strategic plan is critical in that they would provide legislative and funding sources.

**COMMISSION ON PEACE OFFICER STANDARDS & TRAINING (POST):** By their state mandate, they are charged with establishing standards and providing training for California peace officers. It is, therefore, essential that they become involved in the transition plan. POST is at the help-change-happen level, and should remain so.

**NEWS MEDIA:** The media's influence on the public and on special interest groups is critical. The perception portrayed in police pursuit documentaries and special reports highlighting an adverse position will not only affect the change effort, but will provide an impetus for resistance.

**GOVERNOR:** The recent election of a new governor for California has occurred. The governor has been supportive and actively sought the endorsement of law enforcement. The governor's guidance will be essential in providing support for pursuit legislation and funding.

**POLICE SUPERVISION:** This group is representative of the sergeants and lieutenants who are responsible for managing, training, and auditing of pursuit policies. Their commitment is required to successfully manage the future impact of police pursuits within law enforcement agencies.

Commitment Analysis

The current and desired levels of commitment for the critical mass is assessed and displayed in **Table 5**. As can be seen from the charting, commitment analysis is a technique assuming that for each member or group in the critical mass it is necessary to get some degree of commitment, or the change will not occur. As can be seen, the level of commitment does not need to be the same for all members. However, once the level is established, the level of desired shift should be charted that will ensure success of the strategic plan and the desired future state.

*Table 5*

**COMMITMENT PLANNING ANALYSIS**

| ACTORS IN CRITICAL MASS | TYPE OF COMMITMENT | | | |
|---|---|---|---|---|
| | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
| Police Chiefs' Association | | | —— | O |
| Commissioner of CHP | | | X—— | O |
| State Legislature | X—— | —— | O | |
| POST | | | (XO) | |
| News Media | X—— | O | | |
| Governor | | X—— | O | |
| Police Supervision | | X—— | O | |

X = Current State  O = Desired State

The level of desired shift is accomplished through negotiation, as well as the number of possible intervention strategies that can be employed to create the conditions for commitment. Those interventions are: Problem Finding, Educational Intervention, Resistance Management, Role Modeling, Changing Reward System, and Force Collaboration.[33]

Further commitment analyses utilizing these techniques of persuasion and negotiation are provided.

POLICE CHIEFS' ASSOCIATIONS realize their power generates from the unity of their individual members. The local chiefs must become knowledgeable on the issue of police pursuits and commit their efforts to role modeling in both directions, locally and statewide. They must raise the question and provide the forum for pursuit discussions in every county within the state. This single-minded purpose enhances the powers of the police chiefs and their associations. The directors of the regional and state associations must move from the *let-change-happen* to the *make-change-happen* commitments by taking an active leadership role at all levels of the police pursuit issue.

The COMMISSIONER OF THE CALIFORNIA HIGHWAY PATROL has been an active supporter of police pursuit research, training, and supervision; however, he has not gained or received the political or financial support needed to have a significant impact on the issue. The California Highway Patrol has been a role-model to some degree for the State, but it must move to a *make-change-happen* level and become a major champion of pursuit strategies, participating in their implementation.

The NEWS MEDIA would argue that they only present the news or examine the issues; however, the current media perception of police pursuits must be redirected if change is to occur. The media must be moved from a *block change* level in their movie-like expose' of pursuits to a *let-change-happen* level that describes the issue and the professional interventions being applied. This will require a unified effort by law enforcement to provide another media source, similar to Public

Broadcasting, to gain public awareness and support. As police leaders, we must also become vocal advocates of proper police policies, discounting and withdrawing our professional assistance from those who would profit from presenting a one-sided and negative viewpoint.

THE GOVERNOR is crucial to the transition plan in that this elected official can provide funding and influence all levels of stakeholder support. A more active commitment would be extremely beneficial for the transition plan as it encounters program competition and budgeting constraints. The Governor's movement can be gained through problem finding and educational interventions. Additionally, both candidates seek the continued support of law enforcement and the public; therefore, the Governor may be agreeable to move from a *let-change-happen* to a *helping-change-happen* commitment.

POLICE SUPERVISION is essential to the transition plan; however, it must be moved slightly from a *let-change-happen* to a *help-change-happen* commitment. This can be accomplished by changing the reward system and problem finding. The group, once knowledgeable of the strategies, will move quickly. All levels will be supportive of programs and strategies that employ effective methods for accomplishing successful police pursuits. Care should be taken to keep the group informed and trained in order to gain support on all levels in bringing about the desired change.

Readiness/Capability Analysis

An assessment of the critical mass for their readiness for change and their capability to make change is an integral part of the transition plan. The analysis of readiness of the critical mass relative

to their willingness, motives, and aims is illustrated in **Table 6**, along with their capability which assesses their power, influence, and authority to allocate resources.

*Table 6*

**READINESS - CAPABILITY ANALYSIS**

| ACTORS IN CRITICAL MASS | READINESS | | | CAPABILITY | | |
|---|---|---|---|---|---|---|
| | High | Medium | Low | High | Medium | Low |
| Police Chiefs' Association | X | | | | X | |
| Commissioner of CHP | X | | | | X | |
| State Legislature | | | X | X | | |
| POST | X | | | | X | |
| News and Entertainment Media | | | X | X | | |
| Governor | | X | | X | | |
| Police Supervision | X | | | | X | |

POLICE CHIEFS' ASSOCIATION possesses a high readiness based upon their enthusiasm and support for police pursuit strategies. This motivation stems from statewide concern to manage the impacts of police pursuits more effectively. The reduction of deaths, injuries, and property loss will have significant economic advantages for the state's police departments and jurisdictions.

The capability of the police chiefs is rated as high in that they possess the power, information, and skills necessary to carry out the strategies. They also have the authority to allocate resources on a local level, deferring statewide resources to other groups.

COMMISSIONER OF THE CALIFORNIA HIGHWAY PATROL is highly motivated, based on that agency's involvement in police pursuits as well as their leadership role statewide. The capability of the California Highway Patrol has been demonstrated by their past and continuing pursuit research. The Commissioner must secure additional resources to continue and implement an enhanced version of this strategy. Again, additional resources allocated from other groups would move the **capability** to a *high* level, when combined with already *high* levels of power and influence.

STATE LEGISLATURE's motivation and willingness to support pursuit strategies rates *low* on the **readiness** side of the table. Although that condition exists today, public and professional pressure must be implemented to increase their awareness and interest in focusing on funding and financial support.

The STATE LEGISLATURE's **capability** to make change happen is present at a *high* level. State legislatures possess the power, influence, and resources to facilitate the change necessary to implement the strategies.

POST's organizational aims reflect a *high* **readiness** rating for change. Its structure and objectives enable the group to adapt to changes in standards and corresponding training. Although POST is ready for change, its **capability** to make the change happen is rated as *medium*. POST and its commissioners have the information and power to influence the legislative and executive branches of government, but they lack the resources and funding to apply new strategies.

NEWS MEDIA rates *low* in the **readiness** for change for the following reasons: from the law enforcement agency's perspective, they seem to prefer to report the current status of police

pursuits in a manner that seems to border on sensationalism while being void of proactive strategies. This historical "entertainment appeal" for the typical pursuit scenario has been prevalent based on the media perception of the public's acceptance and financial gain. **Capability** to make change results in a *high* rating for this group. The press has the power to influence the public and change perceptions relative to this issue.

GOVERNOR's **readiness** is set at a *medium* level, based on existence of "pro" law enforcement support. GOVERNOR's **capability** to influence change is *high* , depending upon the actor/individual's position and power.

POLICE SUPERVISION's role is to be an active facilitator of change; therefore, that category has a *high* score for **readiness.** Its *medium* **capability** rating is dependent upon the resources and skill provided and allocated by other groups. POLICE SUPERVISION currently possesses the power and authority to influence change at the level of execution.

Transition Management Structure

The selection of an optimum structure that will best manage the transition state is critical in maintaining change and ensuring stability during this turbulent period.

As Beckhard and Harris point out, there are several structures to select from; however, consideration and preference should be given to that structure which creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system.[34]

Upon consideration of these structures, and recognizing the broad and intricate scope of the proposed strategies to manage the future impact of police pursuits, a combination of structures,

representatives of constituencies, and a project manager were selected for this study.

This preference for a representative of constituencies is predicated on the position and power of the critical mass and their leadership role in their respective agencies and groups. The concept of an executive committee selected from the members of the critical mass would assist in facilitating formal power by equalizing and distributing it throughout the committee. This approach would complement and assist in negotiation and group consensus through a participative and democratic process.

As previously reported, the recommended alternative strategies are sophisticated systems whose implementation require more than casual support from motivated leaders. Rather, each strategy will require a responsible project manager who possesses the skills and is provided with the resources to facilitate change, as well as managing, controlling, and auditing the implementation plan.

The project manager of each respective phase of the strategic plan would be accountable directly to the executive committee, and command a task force element composed of a diagonal slice -- a representative sampling from different levels, cultures, and functions -- from the agencies and groups which the strategies would serve.

The project managers would be selected based on the following attributes:[35]

> The clout to mobilize the resources necessary to keep change moving; in a change situation one is often competing for resources with others who have on going work to do.

The respect of the existing, operating leadership and the change advocates; a great deal of wisdom, objectivity, and linkage may be needed in order to make balancing decisions, such as how many resources to put into the new activity and at what pace.

Effective interpersonal skills; a large part of leadership at these times require persuasion rather than force or formal power.

Technologies and Methods of Implementation

The "transition state" differs significantly from the present and future state. It is unique as to its duration, as well as the organizational dynamics that characterize it. These characteristics of change can be described as uncertainty, an increase in anxiety, and emotional stress which can lead to inter-group conflicts and outbursts of undirected energy. These factors, if left unaddressed, pose a serious threat to successful change.

In order to successfully manage this change, the selected transition management structure will employ the following methods and technologies to manage the powerful impact of change on our personnel.

(1) Responsibility Charting: A method that has been successful in clarifying role relationships to reduce ambiguity, wasted energy, and adverse emotional reactions is known as "Responsibility Charting." This clarification of interrelating roles assists in gaining consensus, as well as formulating actions or decisions. As can be seen from **Table 7**, the horizontal lines identify the act and the levels of responsibility required.

**TABLE 7**
**RESPONSIBILITY CHARTING**

| DECISIONS OR ACTS | ACTORS | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | Representatives of Constituencies | Project Manager | Police Chiefs Association | Governor | State Legislature | CHP Commissioner | POST | News Media | Police Supervision |
| 1. Establish Community Awareness Liaison | S | S | R | S | S | S | S | S | S |
| 2. Gain Governor's Support | R | S | S | - | I | S | S | S | S |
| 3. Gain State Legislature's Support | R | S | S | S | - | S | S | S | S |
| 4. Needs Assessment - Plan Development | R | S | S | A | A | S | S | - | I |
| 5. Budget Preparation | A | R | S | A | A | S | S | - | I |
| 6. Pilot-Program Development | A | R | S | - | - | S | S | - | I |
| 7. Pursuit Research Analysis | S | S | S | A | A | R | S | - | I |
| 8. Training Curriculum Development | A | S | S | A | S | S | R | - | I |
| 9. Legislative Development | S | S | S | A | R | S | S | I | I |
| 10. Implementation Plan | A | R | S | - | - | S | S | - | I |
| 11. Program Coordination | A | R | S | - | - | S | S | - | - |
| 12. Resource-Staff Allocation | A | R | S | - | - | S | S | - | - |
| 13. Evaluation of Programs | A | R | S | A | A | S | S | S | S |
| Legend: | R = Responsibility (not necessarily authority)<br>A = Approval (right to veto)<br>S = Support (put resources toward)<br>I = Inform (to be consulted before action)<br>- = Irrelevant to the Decision | | | | | | | | |

(2) Mid-Point Goal Scenario: The Executive Committee and project Manager narrate scenarios that describe policy, training, and supervisor strategies jointly developed with a timeline for achieving the future state.

This method will provide for group consensus as to the realistic implementation of the strategic plan. Each level of the management structure will understand its responsibilities and timelines while serving as motivator for the critical mass to support and allocate resources.

(3) Team Building: This can be effectively used by the Executive Committee, project managers and his/her task forces to define roles and responsibilities among members and staff. This approach can assist in identifying problems and finding solutions associated with the strategies and implementation plans. Team building can provide a basis for conflict resolution, and a forum for

brainstorming and communicating goals and objectives throughout the transition state.

(4) Optimism & Vision: The Executive Committee and the project managers must continuously ensure that those individuals responsible for task force assignments -- such as training, supervision, research, and policy development -- are provided the optimum support to achieve the anticipated results. The project managers must be visible and interact with their respective task forces.

(5) Goals and Objectives: The Executive Committee must provide clear direction and establish goals for each project manager. These goals and objectives must be communicated to alleviate the fear and anxiety that personnel will encounter during transitional state. By providing this direction, the task force will relax and focus on the objectives.

(6) Standards and Guidelines: The project managers should assist their staff by establishing standards and guidelines for their roles within the organization during the transition state. This method will reduce fear, anxiety, and apprehension, because they will be familiar with their roles. The project managers must provide their supervisors and subordinates an auditing and evaluation system. A method of establishing checkpoints throughout the transition state to ensure that progress is being made according to schedule and goal expectation. This evaluation process will ensure that the transition to the future state is on track and that it will be successful.

(7) Communication and Evaluation: The Executive Committee and specifically the project managers should be aware of issues and actions that do not have the support of the stakeholders. He/she should be sensitive to developing an organizational culture that provides comfort and understand-

ing to the stakeholders, lessening anxiety and promoting cooperation. The project managers should continuously monitor stakeholder response to the strategic plans, communicating both negative and positive developments to the Executive Committee. This effort will facilitate adjustments and course corrections in order to lessen the impact of police pursuits on law enforcement by the year 2001.

## CHAPTER REVIEW

The focus of this chapter has been the development of a transition management plan to manage change. This transition plan allows us to continue to meet and maintain both our legal and organizational responsibilities while implementing this change.

The "transition state" begins with the introduction of police pursuit strategies for South Bay City in their quest to achieve the desired future state. It concludes when these strategies are implemented and the impact of police pursuits in California law enforcement is successfully managed.

The management of change requires the identification of the critical mass, their level of commitment, and their readiness and capability to allocate resources. A management structure was presented, headed by an Executive Committee which assigns project managers and task forces representing the critical mass and stakeholder groups. Their charge is to manage change during the implementation of the strategic plan.

To assist in the successful implementation, the management structure was provided with technologies and methods that will reduce fear and anxiety brought about by change not planned for, while increasing the level of communication, cooperation, and commitment.

Chapter Five

# CONCLUSIONS AND RECOMMENDATIONS

# FUTURE IMPLICATIONS

Chapter 5

# CONCLUSION AND RECOMMENDATIONS

The futures study began by asking the question, "What will be the role of police pursuits in California law enforcement by the year 2001?" It was further circumscribed by the development of sub-issues that questioned pursuit policy, supervision, training, and technology. These questions provided the issue definition and set the parameters for the study.

The initial research scanning and police officer attitude survey presented in the opening Chapter succinctly impart to the reader the critical need and importance of this future study. This need is not only vividly expressed to the extent of disagreement and difference in the expectation of performance between police line and staff officers but among researchers, scholars, and police professionals on issues of pursuit policy, supervision, and training.

Trends and events were forecast and used to develop a scenario of the desired and attainable future. This narrative story of South Bay City and its management of police pursuits was intended to stimulate and bring attention to the policy decisions. These policy decisions must be implemented by law enforcement leaders in a successful strategic management plan formulated on the following discussion and resulting conclusions.

Police pursuit policy has historically developed from existing department philosophy, principles, and objectives generated by accepted department and community practices and customs. Alpert agrees and adds that they have been developed without the benefit of empirical research or scientific evaluation.[36]

Additionally, in 1978 Scofe and Round found that few agencies had developed procedures that dealt with controlling officer discretion when initiating or continuing pursuits, but rather simply reiterated existing state law governing emergency response.[37]

In 1981, Territo conducted empirical research which examined pursuit policies of 45 agencies in 37 states. He reported that there were considerable variations in the quality and comprehensiveness, but concluded that if unsuccessful pursuits are to be reduced, pursuit policies must impose strong controls.[38]

The imposition of strong controls is magnified when it is considered that the majority of California law enforcement agencies continue to place their police officers in the precarious position of conducting a police pursuit armed with a pursuit policy tainted with inconsistency, indecisiveness, and unenforceable through supervisory neglect or inefficiency.

The development of future police pursuit policy cannot rely on the past methods that were prominent for individuality, parochial in scope, and lacked the willingness to apply sanctions.

Devising a statewide pursuit policy requires a balancing of conflicting interests; on one side, apprehension of known offenders; on the other, the safety of the officers and the public.[39]

Future pursuit policies and standards will indeed be founded on valid and current research that will become the basis of a statewide pursuit policy effectively directing the field officer's performance prior to, during, and upon conclusion of a police pursuit, but nonetheless it will provide the officer with the following:[40]

- A clear understanding of when and how to conduct a pursuit;
- A reduction in death and injury;
- A maintenance of the mission statement to protect life and property, and enforce the law;
- A minimization of liability resulting from pursuits.

The introduction of a statewide pursuit policy will concurrently require a significant effort on behalf of police supervision to enhance their cumulative skills in leadership and responsibility training, aggressively applying them directly to police pursuits to have a positive and judicious effect.

The level of police pursuit training is remarkable in its inconsistency and failure to address the training needs of the field officer. Gallagher, in his study of pursuit training, credits Domino's Pizza with a more comprehensive investment in driver training than some states require of their police.[41] This point is again emphasized in the California respondent survey of which two-thirds reported their agencies having no provision for advanced officer driver training.[42]

The situation is compounded by an in-service training system that lacks the delivery capability and intensity the subject demands, and a driver-training system that for the most part is nonexistent, except for the chronic remedial referral.

The future level of pursuit training will encompass a wide variety of training technologies, such as driver simulation, and low and high speed training taught and tested in conjunction with a uniform, statewide pursuit policy and procedures.

An example of this technology is known as Computer Generated Imagery (CGI) which

projects computer generated scenarios. The officer not only reacts to the driving scenario, but realism is added with interaction from dispatcher and supervision as well as radio and siren distraction.[43] This simulator technology is also being developed by General Motors and its subsidiary, Hughes Radar Systems Group, for commercial and law enforcement application. Advances and progress in Heads-Up Display (HUD) and in evaluative systems, providing an immediate assessment of the student's skills and of the performance capability of the vehicle, are in the prototype stages.

During the coming decade, law enforcement and society in general will undergo rapid and significant technological change. The application of radar, laser and vision enhancement to augment driver capability in collision avoidance systems, coupled with a commitment from some auto manufacturers to install airbags in their production models by September 1995, is a positive indication of the future of auto safety technology.[44]

The development of vehicle locating systems that incorporate vehicle identifiers, locators, and safe disablers is encouraging. This technology, when combined with cost-effective computerized geographic coordinance, will provide law enforcement the option of electronically tracking a vehicle and, when the optimum conditions and circumstances are present, the vehicle can be safely disabled.

The application of this exciting technology by the auto industry and its promising impact on law enforcement is not without problems. Those responsible for developing and implementing these systems will find opposition and resistance.

This project is also intended to provide an impetus to nurture and develop an emerging

consensus within the law enforcement community to take an active role locally, regionally, and statewide to develop organizational, public, and political support for managing the future impact of police pursuits.

The issue of police pursuits is indeed a comprehensive and complex problem for which there are no simple solutions, as can be seen from this futures study. But what can be seen, each and every day in ever-increasing numbers, is an awareness on the part of our police officers and the public they serve of the devastation of an unsuccessful police pursuit... an awareness that past policies, practices, and positions of law enforcement have been ineffective ... an awareness by the police and the public that the glamour and mystique of police pursuits is waning ... an awareness that the time has finally come to address and to manage police pursuits in a responsible manner as we enter the Twenty-first Century.

It is time that responsible police leaders, who have a vision of the future and a memory of the past, gather their supporters and begin to implement a strategic plan to manage the future role of police pursuits in California law enforcement.

## FUTURE IMPLICATIONS

During the decade of the 1980s, police pursuits had begun to slowly experience the dynamic changes that deadly force and domestic violence had previously undergone. This trend will continue during the 1990s and, unless the issue of police pursuits is strategically managed, it will undergo the same fate as aforementioned issues. These issues were characterized by mandatory rules, regula-

tions, and restrictions imposed by the courts and legislature driven by special interest groups and the legal profession.

There is no doubt that the future study and management of police pursuits will pose difficult policy decisions that will test the abilities of our police and governmental leaders, while at the same time test the patience of the public. The solution is apparent; we must continue our study of police pursuits to specifically address legislation, funding systems, air and ground technology, vehicle technology, government regulations and standards, education and training, legal aspects, civil and criminal litigation, and federal interventions.

This study, and the others that have preceded it and those that will follow, are but the first necessary steps that must be taken to create our pursuit future, thus preventing an undesirable one from being forced upon us.

# APPENDICES

# APPENDICES

A. Police Pursuit and Officer Attitude Survey

B. Cities Surveyed

C. Futures Wheel

D. Futures Panel

E. Candidate Trends

F. Table 2: Trend Evaluation Summary (Ranges)

G. Graphs of Trends

H. Graphs of Trends

I. Graph of Trends

J. Candidate Events

K. Table 3: Event Evaluation Summary (Ranges)

L. Graphs of Events

M. Graphs of Events

N. Graphs of Events

O. Capability / Resources Analysis

P. Capability / Readiness for Change Analysis

Q. Modified Policy Delphi Group

# APPENDIX A

Dear Officer:

This survey in which you are participating should take approximately six minutes to complete. It addresses the issue of line officer's attitudes relating specifically to police pursuits. The survey does not require, nor does it request, any personal identifying information in order to specifically elicit your candid and personal attitude on the subject. To ensure this anonymity, please use the self-addressed envelope provided and return same prior to September 6th. -Thank you.

POLICE PURSUIT AND OFFICER ATTITUDE SURVEY

1. What is your age: _____ Male: _____ Female: _____

2. Years of law enforcement experience: _____

3. Department's total sworn complement: _____

4. In how many police pursuits have you been involved, as a primary or secondary officer, in the last 2 years?

   _____

5. If yes, did any of the pursuits result in a traffic accident?

   Yes: _____ (number: _____ ) No: _____

6. Have you ever received any type of discipline as a result of your actions involving a pursuit in the last two years?

   Yes: _____ No: _____

7. Have you reviewed your Department's written pursuit policy within the last (select one):

   6 months _____ /1 year _____ /over 1 year _____ ?

8. If yes, how did this review occur?

   Your own initiative: _____ /Supervisor: _____ /Roll call or briefing: _____

   /Other: _____

9. Does your policy possess language similar to, or reference the fact that "when the hazard to the public or pursuing officer outweighs the public interest in apprehending the violator, the pursuit should be discontinued? Yes: _____ No: _____

10. How often has a supervisor evoked his authority to discontinue a pursuit in which you have been involved during the last two years due to the hazards to you or the public?

_____

11. Has your Department provided you any of the following driver training since your Academy graduation?

| | | | If YES, what year? |
|---|---|---|---|
| Classroom: | Yes _____ | No _____ | _____ |
| Slow speed: | Yes _____ | No _____ | _____ |
| High Speed: | Yes _____ | No _____ | _____ |
| Defensive driving: | Yes _____ | No _____ | _____ |

12. Has the amount of driver training relative to police pursuits as provided by your Department been adequate? Yes: _____ No: _____

NOTE: How would you rate the impact of each of the following questions relative to your experience in police pursuits? (In answering these questions, please use the following multiple-choice scale and circle the appropriate numeric.)

1 = not important
2 = less important
3 = somewhat important
4 = important
5 = very important
6 = most important
7 = significantly important

13. To what degree do you believe that your Department's pursuit policy directs and controls your behavior in a pursuit?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

14. To what degree is the statement, "When the hazard to the public or pursuing officer outweighs the public interest in apprehending the violator, the pursuit should be discontinued" a determining factor in your decision whether to continue the pursuit or not?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

15. To what degree does your personal concern about your fellow officers' perception of your performance influence your decision whether to continue or discontinue a pursuit potentially hazardous to yourself or the public?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

16. To what degree do your fellow officers make judgements regarding an officer's pursuit performance?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

17. To what degree does the supervisor's decision to discontinue your pursuit relieve you of concern to your fellow officers' perception of your performance?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

18. To what degree do you consider the act of a suspect fleeing as a personal challenge to you as a police officer?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

19. To what degree would additional driver training affect your ability to perform during a police pursuit?
1 - - - - 2 - - - - 3 - - - - 4 - - - - 5 - - - - 6 - - - - 7
(no impact .....(significant impact)

**********

Please provide your comments relative to any specific question(s) or issue(s) that may assist in the preparation of this study.

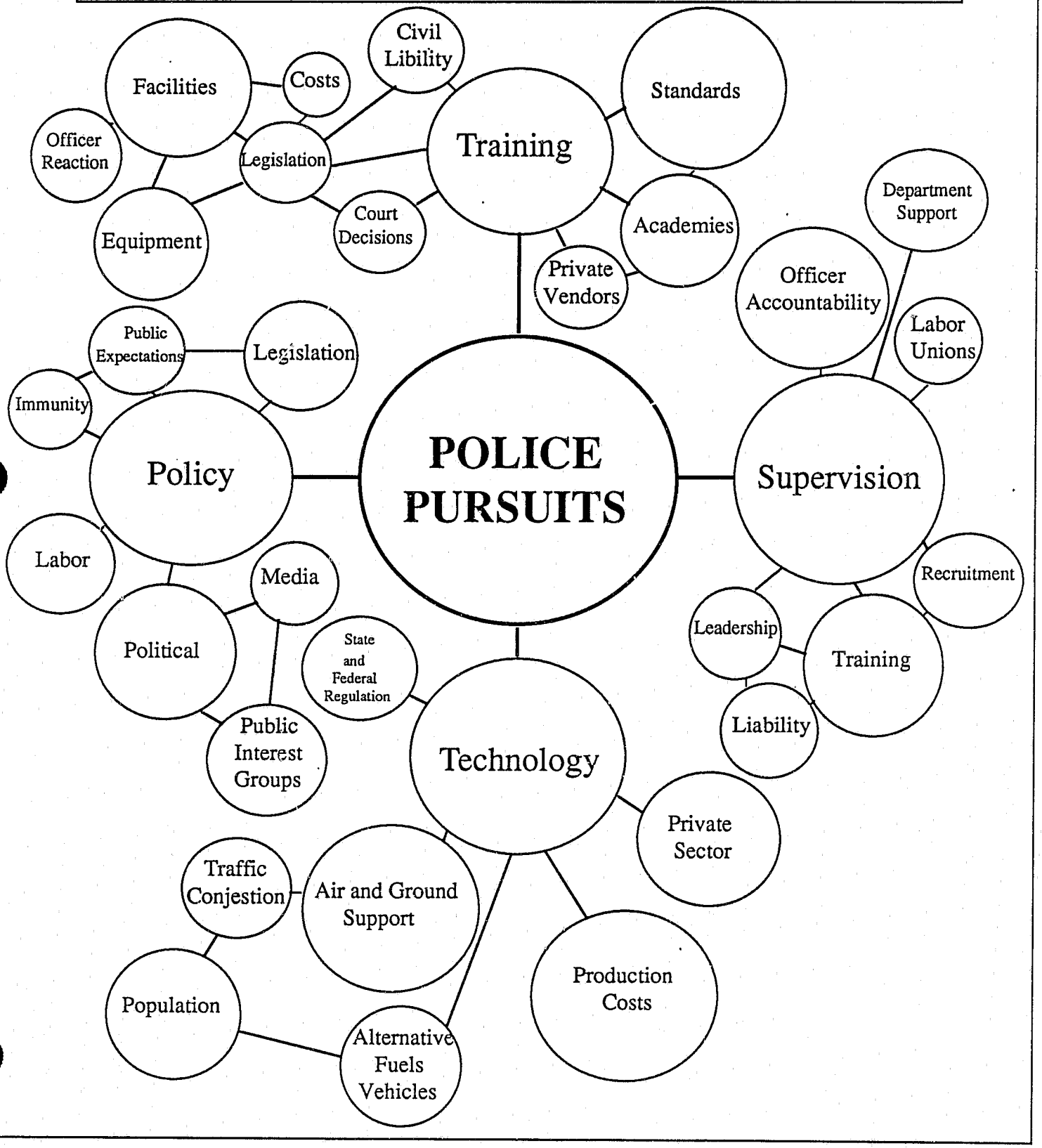
# APPENDIX B

## CITIES SURVEYED

Pursuit Survey mailed to 45 police departments in cities of 50,000-100,000 population and 50-100 sworn personnel.

Alameda
Alhambra
Antioch
Baldwin Park
Buena Park
Carlsbad
Chino
Concord
Cypress
El Segundo
Fairfield
Fountain Valley
Fullerton
Gardena
Inglewood
Hawthorne
Huntington Park
La Mesa
Livermore
Los Angeles-Rampart
Merced
Montebello
Monterey Park
Mountain View
Napa
National City
Palo Alto
Pleasanton
Redding
Redlands
Redwood City
Rialto
San Leandro
Santa Barbara
Santa Cruz
Santa Maria
South Gate
South San Francisco
Union City
Upland
Vacaville
Ventura
Walnut Creek
Westminster
Whittier

# APPENDIX C
# FUTURES WHEEL



# APPENDIX D

## Futures Panel

Scientist/Engineer - A scientist responsible for the research and development of computerized auto simulators, employed by a major automotive producer in their radar systems group.

Police Chief - A veteran Chief of Police from a major Orange County police department with a population of over 100,000 and 150 sworn personnel. He is an active member of the Orange County Police Chiefs' *ad hoc* committee on police pursuits.

Attorney - Civil litigation attorney employed by a major Los Angeles law firm serving numerous Southern California cities. This individual's Superior and Federal Court experience in civil litigation and third party liability, specifically police pursuits, is well-established.

Civil Engineer - Employed by a Southern California municipality, with 14 years of experience in traffic engineering. A graduate of Vanderbilt University and the University of California, Berkeley.

Police Captain - A career law enforcement officer with 25 years experience with a Los Angeles County police department. Experience includes all levels of municipal law enforcement.

Driving Instructor - A private driving instructor with 15 years experience and a professional race car driver since 1959, also as a stunt car driver in commercials. Currently employed by Toyota, Test Car Division, responsible for the Toyota's Long Beach Grand Prix, with years of experience in the private training of police officers and commercial drivers.

Police Lieutenant - Member of the labor union representing a police department within Orange County, with over 400 sworn personnel. Experience includes arbitration, salary and discipline negotiations, and grievance procedures.

Police Driving Instructor - A sergeant with over 20 years experience in a police department with over 9,000 sworn personnel, assigned specifically to police pursuit drivers education and training.

Scientist - Research scientist/engineer employed by a major aerospace corporation which provides equipment to the military. His experience specifically is in electro-optical data systems, ground systems, radar systems, and communications systems.

Police Captain - An Area Commander of a state police agency with over 20 years experience of all facets of commanding major offices within Los Angeles and Orange Counties, as well as administrative and staff operations.

# APPENDIX E

## CANDIDATE TRENDS

Level of pursuit litigation
Simulators - training
Highway construction
Level of ongoing training
Level of traffic congestion
Vehicle costs
Level of public involvement
Technology advances (IVHS driver performance)
Basic supervision (role responsibility)
Structure of policy
Regional helicopter programs
Police recruitment candidates
Proper mental attitude (training)
Level of traffic collisions from pursuits (property, death, injury)
Special interest groups
Police disclosures
Pursuits incidents
Insurance
Legislation - statewide pursuit policy/mandated training standards/initiating factors
Judicial appointments
Public confidence in police ability
Alternative vehicle types
Media portrayal
Officer accountability
Union involvement
Level of population - baby boom
Size of police force
Fuel cost - availability

# APPENDIX F

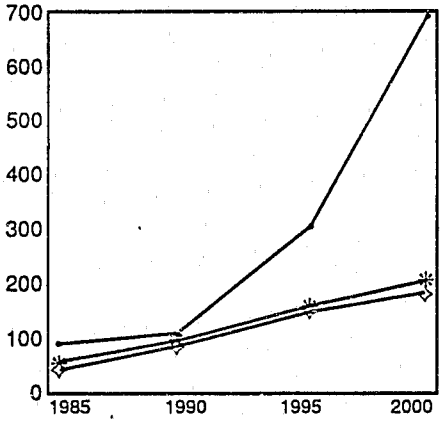
**TREND EVALUATION SUMMARY (Ranges)**

| Trend # | TREND STATEMENT (Abbreviated) | LEVEL OF THE TREND* (today = 100) | | | |
|---|---|---|---|---|---|
| | | 5 Years Ago | Today | 5 Years From Now | 10 Years From Now |
| 1 | Technological Developments and Advancements | 40-90 | 100 | 150-300 / 150-300 | 175-700 / 175-1000 |
| 2 | Statewide Legislation Impacting Pursuits | 0-90 | 100 | 110-150 / 100-200 | 120-200 / 100-250 |
| 3 | Civil Litigation of Pursuits | 40-200 | 100 | 90-200 / 20-150 | 50-300 / 20-200 |
| 4 | Supervisory Control of Pursuits | 30-125 | 100 | 100-200 / 110-300 | 110-250 / 120-300 |
| 5 | Police Pursuit Training | 20-120 | 100 | 110-250 / 120-300 | 125-400 / 130-500 |
| 6 | Police Officer Accountability | 30-105 | 100 | 95-150 / 100-200 | 90-200 / 100-250 |

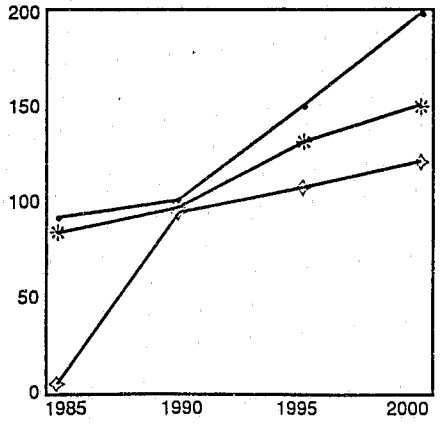
*NGT PANEL RANGES

WILL BE / SHOULD BE

# APPENDIX G
## Graphs of Trends




TREND #1 **Technological Developments and Advancements**

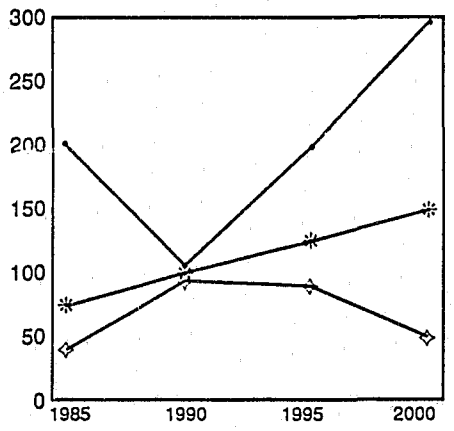



TREND #2 **Legislation Impacting Pursuits**

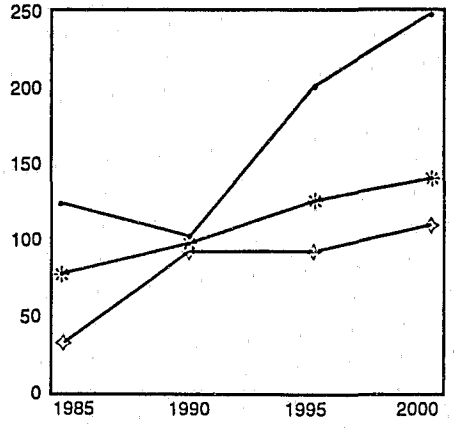
HIGH ——— MEDIAN ✳—✳—✳ LOW ◇—◇—◇

High and Low represent Innerquartile range

# APPENDIX H
## Graphs of Trends




TREND #3 **Civil Litigation**

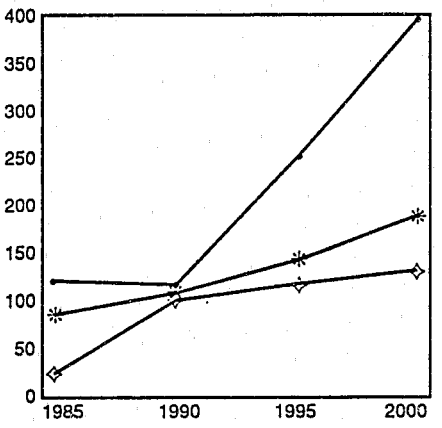



TREND #4 **Supervisory Control of Pursuits**

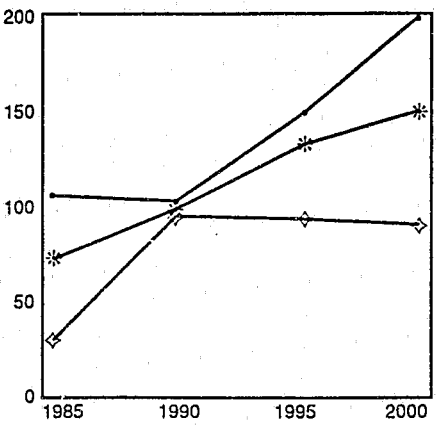
HIGH —•— MEDIAN —*—*—*— LOW —◇—◇—◇—

High and Low represent Innerquartile range

# APPENDIX I
## Graphs of Trends




TREND #5 **Police Pursuit Training**




TREND #6 **Police Officer Accountability**

HIGH —•— MEDIAN —*—*—*— LOW —◇—◇—◇—

High and Low represent Innerquartile range

# APPENDIX J

## CANDIDATE EVENTS

State legislature sets parameter for pursuits
Major development in driving simulator (cost-realistic)
Statewide ban on pursuits
Major incident in police/innocent third party dies
Disabler technology introduced to reduce/stop pursuits
Gasoline engine ban
Cost of training prohibitive
Mandatory application of helicopters
Interactive driver training
Work-related job action, the result of pursuit discipline
California implements IVHS System
ACLU challenges disabler technology
Union challenges policy to limit pursuits
Government entity goes bankrupt as a result of pursuits
Legislation/voter referendum is passed that joint/several liabilities eliminated
No fault insurance is passed
Supreme Court rules a pursuit is a seizure
ABS brakes on all police vehicles
Major depression

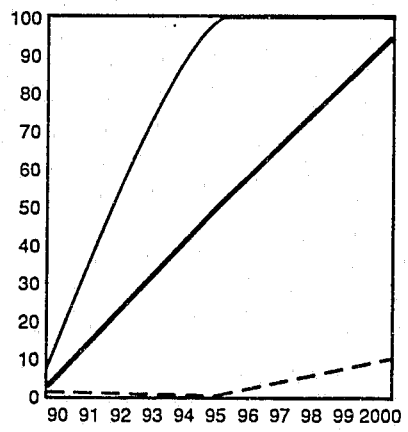
# APPENDIX K

## EVENT EVALUATION SUMMARY (Ranges)

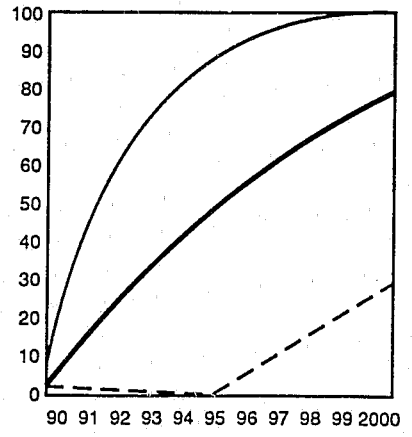
| Event # | EVENT STATEMENT | Years Until Probability Exceeds Zero | PROBABILITY* | | *IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED | |
|---|---|---|---|---|---|---|
| | | | Five Years From Now (0-100) | Ten Years From Now (0-100) | Positive (0-10) | Negative (0-10) |
| 1 | Pursuit Vehicle Disabler | 1-7 | 0-100 | 10-100 | 1-10 | 0-5 |
| 2 | Legislation to Control Pursuits | 2-8 | 0-90 | 30-100 | 5-10 | 2-10 |
| 3 | A City Bans Pursuits | 0-15 | 0-85 | 0-100 | 0-10 | 2-9 |
| 4 | Bankruptcy of a City | 0-10 | 0-100 | 0-100 | 0-10 | 5-10 |
| 5 | Supreme Court Decides Pursuit Cases | 1-20 | 0-50 | 0-100 | 0-10 | 0-8 |
| 6 | ACLU Challenges Disablers | 1-7 | 0-100 | 10-100 | 0-5 | 7-10 |

*NGT PANEL RANGES (LOW-HIGH)

# APPENDIX L
## Graphs of Events



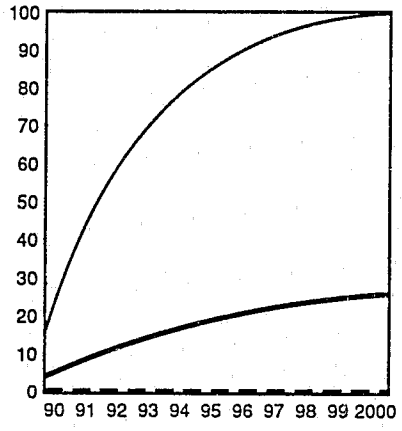

EVENT #1 Pursuit Vehicle Disabler



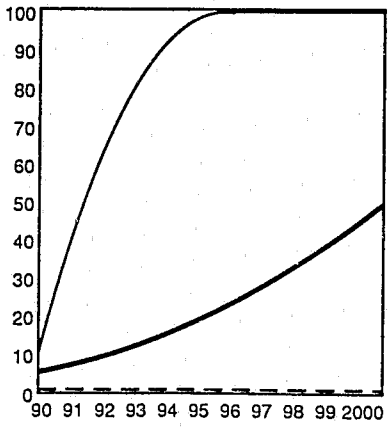

EVENT #2 Legislation to Control Pursuits

HIGH ——— MEDIUM ——— LOW — — — —

# APPENDIX M
## Graphs of Events



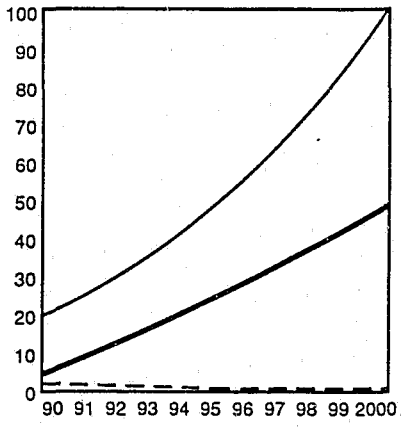

EVENT #3 A City Bans Pursuits



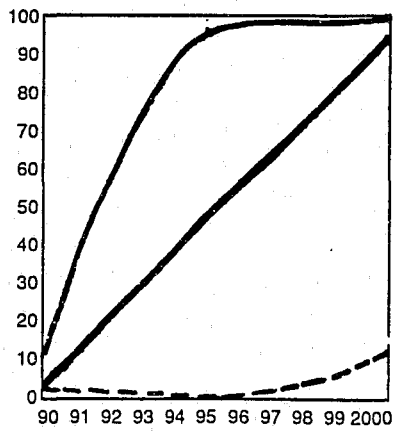

EVENT #4 Bankruptcy of a City

HIGH ——— MEDIUM ——— LOW - - - -

# APPENDIX N
## Graphs of Events




**EVENT #5 Supreme Court Decides Pursuit Cases**




**EVENT #6 ACLU Challenges Disablers**

HIGH ——— MEDIUM ——— LOW – – – –

# APPENDIX O
## Capability / Resource Analysis

### South Bay City Police Department
### Strategic Need Area

**Each item was evaluated 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.

| CATEGORY: | I | II | III | IV | V |
|---|---|---|---|---|---|
| Personnel Association | 60 | 40 | | | |
| Technology | | 20 | 80 | | |
| Equipment | | 30 | 70 | | |
| Facility | 10 | 70 | 20 | | |
| Money | | 20 | 60 | 20 | |
| Calls for Service | | 50 | 50 | | |
| Response Time | 90 | 10 | | | |
| Management SKills | | 80 | 20 | | |
| P.O. Skills | | 20 | 70 | 10 | |
| Supervisory Skills | | 50 | 40 | 10 | |
| Training | 10 | 70 | 10 | | |
| Attitudes | | 50 | 50 | | |
| Image | 10 | 30 | 50 | 10 | |
| Council Suport | 90 | 10 | | | |
| City Mgr. Support | 70 | 20 | 10 | | |
| County Chiefs Support | | 60 | 40 | | |
| Mgt. Flexibility | 10 | 60 | 10 | 20 | |
| Sworn/non-sworn Ratio | | 20 | 80 | | |
| Turnover | | 10 | 50 | 40 | |
| Community Support | 80 | 10 | 10 | | |
| Complaints Rec'd | | 60 | 40 | | |
| Enforcement Index | 30 | 60 | 10 | | |
| Traffic Index | 30 | 60 | 10 | | |
| Sick Leave Rates | | 10 | 80 | 10 | |
| Morale Management | | | 10 | 60 | 30 |
| Career Development | | 20 | 70 | 10 | |
| Promotion Opportunities | | | 50 | 40 | 10 |
| Internal Audit Inspection | | 20 | 60 | 20 | |

# APPENDIX P
## Capability / Readiness for Change Analysis

South Bay City Police Department
Strategic Need Area

Each item was evaluated for the 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: | I | II | III | IV | V |
|---|---|---|---|---|---|
| TOP MANAGERS: | | | | | |
| Mentality Personality | | | | 60 | 40 |
| Skills/Talents | | | 10 | 60 | 30 |
| Knowledge/Education | | | 10 | 80 | 10 |
| ORGANIZATIONAL CLIMATE: | | | | | |
| Culture/Norms | | 10 | 60 | 30 | |
| Rewards/Incentives | 10 | 60 | 30 | | |
| Power Structure | | 20 | 20 | 60 | |
| ORGANIZATION COMPETENCE: | | | | | |
| Structure | | | 10 | 80 | 10 |
| Resources | | | 60 | 40 | |
| Middle Management | 10 | 50 | 40 | | |
| Line Personnel | 10 | 60 | 30 | | |

# APPENDIX Q

## Modified Policy Delphi Group

| | |
|---|---|
| Captain | Culver City Police Department |
| Captain | El Segundo Police Department |
| Captain | Redondo Beach Police Department |
| Captain | Manhattan Beach Police Department |
| Deputy Chief | Inglewood Police Department |
| Lieutenant | El Segundo Police Department |

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# REFERENCES CITED


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