

137141

**The Peer Connection:
Utilizing College Students
for Order Maintenance in University
Communities by the Year 1996.**

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by

**Barton Topham
Command College Class 13
Peace Officer Standards and Training
Sacramento, California
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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).

SECTION I - INTRODUCTION

A background is presented identifying increasing police/student conflict in college communities. An increasing student related workload at a time of diminishing resources.

SECTION II - A FUTURES STUDY

Will law enforcement use college students to assist in regulating off-campus crime control and order maintenance in college communities by the year 1996?

SECTION III - STRATEGIC MANAGEMENT

A model plan for the use of college students to assist law enforcement in crime control and order maintenance.

SECTION IV - TRANSITION MANAGEMENT

A description of the transition management structure necessary for implementing of a plan to utilize students to assist police in community crime suppression and and order maintenance. programs.

SECTION V - CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

The New Tomorrow - Participating Constituencies, A Collaborative Approach.

**WILL LAW ENFORCEMENT USE COLLEGE STUDENTS TO ASSIST
IN ORDER MAINTENANCE AND CRIME PREVENTION IN
UNIVERSITY COMMUNITIES BY THE YEAR 1996?**

**By
BARTON TOPHAM
COMMAND COLLEGE CLASS 13
PEACE OFFICER STANDARDS AND TRAINING (POST)
1991**

EXECUTIVE SUMMARY

This project examines the need and potential for utilizing college students to assist law enforcement by performing some functions heretofore handled by sworn officers. The focus of the study is developing the peer connection to reduce the police workload in college communities (off-campus).

Consisting of a futures study, strategic management plan, and a transition management plan, three significant sub-issues were identified: What will the internal resistance likely be? What will be the level of community acceptance? What will be the significant legal impacts on the use of students?

The futures study incorporated information from a literature review, survey questionnaire, and personal interviews, combined with a forecast process conducted by a group of experienced stakeholders. This stakeholder group identified five key trends and five key events that underscored the research suggesting deteriorating student/police relationships and a likelihood of increased conflicts in the future. This section ended with three scenarios which illustrated forecasted futures.

As a result of the forecast, a comprehensive strategy is offered in Section III. This strategic plan is intended to positively alter the forecasted future state. The plan offers a blueprint for working now to evolve a collaborative approach that incorporates using the peer connection--that is, using students for policing students in a very specific and structured program. The plan enables students, neighborhood groups, and University administration to be part of a collaborative solution, along with the police and community government officials. The plan suggests that this new approach incorporate certain crime prevention programs and local and state ordinance development as part of the overall effort toward better student/police relations.

The transition management plan serves to articulate necessary measures to avert fear and resistance to the change plan. Effective leadership, timely communication, and sincere collaboration are the keys to the successful transition to a new state.

The project serves to further identify the need for law enforcement leadership to look toward new and collaborative solutions for issues facing us over the next five to ten years. Innovation and reasonable risk are called for, talked about, and encouraged. The model program suggested in this research offers college community police departments an opportunity to put these technologies into action while also having a positive impact on officer workload.

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SECTION I
INTRODUCTION

A Look at Student Police Relations

Background

"It has been said with reference to the current trend in fiscal austerity and taxpayer revolts, 'As California goes, so goes the nation.'¹ This seems to have proven largely true. Public agencies across the country have had to respond to taxpayer revolts and develop new financial management policies in the wake spread by California's Propositions 4 and 13. Terms such as cutback management, volunteerism, managing more with less, and civilianization have taken on new meanings for law enforcement in the post-Proposition 13 era.

Faced with new fiscal realities, law enforcement has had to begin finding new solutions to help maintain current services and meet future needs. In Police Leadership in America, Raymond Davis noted, "The police must never forget that they need all the help they can get."² For most of law enforcement, shrinking financial resources and increasing workloads have forced them to take a new look at this concept.

For example, if an agency needs five more officers due to workload but simply can't afford them, what are their options. They could do without or they could quit performing a number of services traditionally offered.

Certainly, many of us have tried these approaches. A better approach seems to be the trend toward civilianization. In his study project for Command College, Richard Dana reported that a ten year study of police civilianization found this trend to have been both fiscally and operationally successful.³

University communities across the nation have experienced these same fiscal and resource impacts. However, they frequently have a somewhat more unique element to consider. A significant portion of their constituency is grouped by age. College students

may be diverse in racial, ethnic, or even religious backgrounds. They still form, however, a separate and individual constituency. Students in these communities often account for a disproportionate amount of the workload.

After a brief decline in the mid-1980's, student enrollment has been rising since 1985.⁴ In 1990 there were approximately 13 million students enrolled in colleges and universities throughout America.⁵ Collectively, this suggests that some of the unique issues facing university communities represent significant issues for society itself and, in particular, for law enforcement. During the last ten years many police agencies have experimented with civilianization or volunteerism. In fact, there was an increase of almost 29 percent in civilian positions in American law enforcement between 1974 and 1984. This compares with an increase of only 11.5 percent in sworn positions for the same period.⁶

This study will consider taking this concept a step further. Should law enforcement use college students in crime suppression and order maintenance activities? Can university communities positively impact on workload and fiscal considerations by making use of a "peer connection"? Is a program that substitutes students for sworn officers a possible future?

Definitions

To assist in a clear understanding of the concepts of this study, it is important to define the following key concepts and terms:

Law Enforcement: Law enforcement is any municipal, county, state, or federal agency whose responsibility it is to provide police services to a given population. Police department, law enforcement, or police agency are meant to mean the same and may be used interchangeably.

Student(s): Student(s), for the purpose of this study, shall refer primarily to those individuals generally between the ages of 18 and 25, who are enrolled full-time or part-time in a community college, state college, or university.

Community Policing: Community policing refers to any police program, model, or policy intended to require or encourage by intent, policy, or activity, a significant interaction or relationship by field officers with citizens in their assigned area, beat, sector, or zone.

University: University is intended to refer to any recognized center of education which is authorized to issue post-secondary degrees to include associate, baccalaureate, masters, or doctoral programs. The term college and university are intended to mean the same thing and may be used interchangeably.

Introduction

Will Law Enforcement in University Communities use College Students to Assist in Regulating Off-Campus Crime Prevention and Order Maintenance by the year 1996?

This issue raises a fundamental question of whether law enforcement should implement new, innovative approaches to assist with solving continuing and future problems facing university communities.

During the last five years, newspaper reports have detailed student riots in a number of university communities including California, Michigan, Illinois, Indiana, South Dakota, and Texas. One thing that many police and students agree upon is that conflicts between students and the police are getting worse.⁷ Time magazine may have hit on part of the reason for this in the July 16, 1990 issue when they described this "twentysomething" generation as one who "scornfully rejects the habits and values of the baby boomers..." The article described many of this generation as feeling alienated from the problems and solutions of the generation in control.

If this has merit then it suggests that police must go much farther toward involving this student generation in the resolution of local issues. "The involvement of the...community leads to a collective sense of responsibility for the control of crime..."⁸ Therefore, it stands to reason that serious efforts to affect police/student issues should involve that student peer connection.

To assist in a clearer understanding of law enforcement perceptions in university communities, a survey questionnaire was sent to 80 municipal and county law enforcement agencies in 32 states. The survey population was determined with the assistance of a University Police Chief who is an active member of a national organization of university

chief's of police. The survey questionnaire received a 33 percent response (Appendix G). A Likert scale format was used for the survey.

The questionnaire was followed up with site visits and interviews at four universities in three states and with phone interviews with another four agencies. The site interviews included police officials, university officials, and student representatives (Appendix H).

The survey revealed that 63 percent of respondents agreed or strongly agreed that student related calls-for-service (CFS) will increase during the next five years. It is notable that 88 percent of the respondents agreed or strongly agreed that their police department has a good relationship with the students. In addition, 54 percent of the respondents agreed or strongly agreed that their police department has sufficient programs in order to successfully communicate and work with the student community.

All the communities chosen for follow-up were respondents who reported that they have a good relationship with their student constituency and are successful in dealing with the student community. However, of the 24 interviews conducted, 90 percent of the non-law enforcement individuals reported a lower perception of both good relationships and success than did the law enforcement officials. In almost all cases the police viewed themselves as more successful and more highly viewed professionally than did the university officials and students with whom they were working. When asked why this might be, neither police nor students had an explanation. Both groups suspected, however, that the differences in perception were probably value based. This is to say that each group possessed a different belief about what constituted successful efforts and good relationships by the police with students.

Raymond Davis also said, "The department's crime prevention, public service, and other programs must be tailored to the community's particular needs...and...composition."⁹ In view of the survey and interview results for this research, it appears that law enforcement in many university communities may not fully recognize these composition needs. The research suggests that law enforcement in many of these communities should be prepared to go further in exploring programs that both include and represent the student constituency.

If law enforcement can make that peer connection they may be able to reduce the discrepancy of perception between themselves and the student population. What if this could be accomplished by initiating a collaborative program substituting students for sworn officers as first responders to certain CFS? Additionally, any effort between law enforcement and large bodies of the student population that will ease the traditional conflicts between "Town and Gown" will certainly improve the sense of social responsibility of many segments of the community. This is a direct tenant of the concepts of community based policing, addressing the base cause of the problems and providing solutions that potentially reduce police intervention. Is this a reasonable "change state" to help contribute to a future that is more productive than the present? This report will explore that question.

For ease of reading, this report will be limited to an essential summary of research findings. Charts, graphs, data, and reference material have been placed in the Appendix, except where necessary to enhance the narrative.

Three sub-issues were developed as a result of the futures wheel brainstorming, futures research, and literature review. These are:

1. How will police employees (Police Officers Association) react to substituting students in a role traditionally filled by sworn officers.
2. What will be the legal considerations and impacts of using students instead of sworn officers.
3. What will the level of community acceptance likely be for this kind of program.

Would efforts to use students in traditional police roles meet resistance from police officers? Can you have a collaborative program and still resolve concerns over liability and Workers' Compensation? Will neighborhood residents accept the substitution of students for police officers?

The sub-issues were identified as integral to the issue question and the feasibility of using students for order maintenance. These questions will be addressed as part of the strategic plan and summarized in the conclusions section.

It is the author's hope that this study will encourage university communities in particular to examine the potential open to them by considering untried concepts and by stretching the tried concepts. In the absence of plentiful financial resources and in keeping with a rapidly changing professional environment, we must open our minds beyond currently accepted parameters and risk leaving the safe confines of traditional police thinking.

Section I of this study will lead to a better understanding of the possible future state of police/student relations. Section II will offer a strategic plan for positively impacting this future. Section III will offer a transition management plan useful for moving from the present state toward the desired future state.

SECTION II

FUTURES STUDY

**Will Law Enforcement Use College Students to Assist
in Regulating Off-Campus Crime Control and
Order Maintenance in College Communities
by the Year 1996?**

The Scanning Process

The environmental scanning process consisted of four phases: literature review, survey questionnaire, selected personal interviews, and individual analysis. This process was reflected in data discussed in the introduction. It assisted in refining selected sub-issues critical to the main issue. This process further enhanced the understanding and development of trends and events.

Nominal Group Technique (NGT)

A nominal group technique panel assisted in developing relevant trends and events. The panel was comprised of nine community experts, each with unique experience in dealing with student and community relations and the delivery of government services. The panel included a Police Chief, a Police Captain, two Police Lieutenants, a Police Sergeant, a Councilperson, an Assistant City Attorney, a university Student Body President, and a university official (Appendix I).

The police officials have a combined experience of 100 years of law enforcement service. Three of them have conducted previous research in areas dealing with student/community relations. The councilperson represents a university community. The Assistant City Attorney (who also works in a university community) has extensive experience with the research and drafting of local ordinances dealing with the impacts of a significant college-age population. The Student Body President served on several committees dealing with student/community relations. The university official has over 20 years experience with several universities.

This nine-member panel developed a candidate list of 28 trends (Appendix J) and 25 events (Appendix K), identified by them as relevant to the research issue. The trends

and events were then prioritized and distilled to a list of five trends and five events considered to be of most significance to the issues being studied.

Identification and Definition of Trends

Trend 1 - Law Enforcement Manpower Availability.

This trend considers the likely growth or lack of growth in police manpower resources available to respond to calls-for-service during the next five and ten year periods. Will the last five year trend of static or reduced manpower availability continue?

Trend 2 - Changing Student Attitudes Toward Police.

This trend focuses on how students perceive and interact with the Police and how these perceptions might change during the next five and ten year periods.

Trend 3 - Student Related Calls-For-Service.

This trend considers expected changes in the volume of student related calls-for-service upon law enforcement agencies.

Trend 4 - Levels of Moderate-to-Serious Crimes.

This trend considers the crimes considered serious priorities for police response. It is important because of the effect it could have on police ability and willingness to respond to student related calls-for-service that do not fall into the serious crimes category.

Trend 5 - Community Demand for Police Intervention in Minor Disturbances and Quality-of-Life Issues.

This trend focuses on changing community perceptions that the Police should regulate and intervene in noise and zoning issues, particularly as they relate to conflicts in lifestyles between students and the community at large.

Identification and Definition of Events

Event 1 - Student Event Erupts into Violence.

This event depicts a student party that gets out of control and requires police response, then escalates into a violent confrontation.

Event 2 - State Orders Closure of Campus Police Department - Contracts with Local Police Agency.

This event considers the impact of significant budget constraints within the college and university systems and one of the options available to deal with serious fiscal deficits.

Event 3 - State Eliminates Budget Subventions to Cities.

This event focuses on a substantial reduction in local funding which would likely require significant adjustments in personnel and services by police departments.

Event 4 - State Orders a 10 Percent Increase in Student Admissions for College Campuses.

This event reflects the pressure to make college and university education available to more people, many of whom are turned away not by qualifications, but by the class availability or other non-qualification criteria.

Event 5- Student Voting Block Elects Councilperson.

This event focuses on the impact which would occur with increased student political activism at the local community level.

Trend Evaluation

The NGT panel was asked to forecast the five most critical trends using a ratio scale. This required a value determination of the level of each trend at different intervals of a stated time-line, with a given value of 100 for today. Panel members were asked to

identify what, in their judgement, the trend level was five years ago, five years from today, and ten years from today.

The five and ten year hence estimates included both nominal (Will Be) and normative (Should Be) estimates. These nominal versus normative estimates enabled the panel to express individual value judgements helpful for future goal setting.

Table 1 depicts the panel results of these trend forecasts using group medians. Graphs reflecting group trend forecasts for a high, low, median, and normative forecast can be located in Appendix C.

TABLE 1
TREND EVALUATIONS

Trend Statement (Abbreviated)	Level of the Trend * (Today = 100)			
	5 yrs Ago	Now	**/** 5 yrs	**/** 10 yrs
1 Manpower Availability	90	100	100/150	125/250
2 Student Attitudes	80	100	120/100	100/100
3 Student Calls-for Service	50	100	150/100	150/140
4 Levels of Crime	75	100	150/100	200/100
5 Demand for Intervention	70	100	150/100	150/100

* based on panel medians

** will be

*** should be

Trend 1 - Manpower Availability.

Since approximately 1978, police manpower availability in California has been increasingly pressed to keep pace with growth and demands for service. The restructuring

of municipal funding since the passage of Proposition 13, the California Tax Limitation Initiative, in 1978 was viewed by the panel as significant to slowing or limiting personnel resource growth.

Questionnaires and personal follow-up presented a mixed view on this issue. Interviewees agreed that manpower availability will be a significant issue during the next five years. Sixty percent of survey respondents agreed or strongly agreed that their sworn and non-sworn strength would increase during the next five years. However, phone and personal follow-up with 30 percent of the respondents revealed that their community is suffering from financial constraints that will likely require some kinds of cutbacks. In almost every case, the police officials contacted stated that their manpower needs were of such significance they believed an effective proposal on their part would result in some kind of staffing increases.

While the NGT panel of leaders from all areas of municipal and university services felt that there would not be significant personnel increases, the majority of police officials took a more optimistic viewpoint. The ratio of those who expect manpower increases versus those who don't was the same for agencies outside of California as it was for those within the state.

Trend 2 - Changing Student Attitudes Toward Police.

The panel consensus was that students' negative attitudes toward the police have increased slightly over the last five years from 80 to 100. The NGT panel members believed that these attitudes would likely decline slightly more, from 100 to 120, during the next five years. Of particular interest was the contrast between what the panel forecast and what they believed Should Be happening. Keeping in mind that this scale measured

attitudes worsening as the number or value rose, the panel expected a value of 120 but believed in a Should Be value of 100. The panel's consensus was that the changing values and lifestyles of students would continue to put them into conflict situations with authority.

Trend 3 - Student Related Calls-For-Service.

The majority of surveyed agencies felt that student related calls-for-service would increase or remain at present levels. The panel believed student related calls-for-service have risen dramatically--from 50 five years ago to 100 today--and that they will increase by one third over the next five years. This is in contrast to a Should Be evaluation of 100 today and 100 over the next five years. The panel consensus was that given local community and university resources, student populations should remain at present levels. However, the panel believed that based on experiences of the last five years pressures for growth in the student population would continue.

Perhaps of even greater significance was the panel's opinion that changing student values and lifestyles would continue to push upward the number of student related calls-for-service even if student populations remained static.

Trend 4 - Levels of Moderate-to-Serious Crime.

The panel felt that this trend was a significant measuring stick of the conflicting demands on police which might lead to more emphasis on new approaches or programs. The panel believed that most student related calls-for-service were quality-of-life issues. Therefore, if moderate (i.e., car theft, petty theft) and serious (i.e., robbery, burglary) crimes rose significantly, the police would be more interested in new or creative approaches to dealing with student related calls-for-service. This would be particularly true for quality-of-life calls such as noise complaints, parties, and minor disturbances.

Trend 5 - Demand for Police Intervention in Minor Disturbances.

A follow-up of 10 percent of the survey respondents confirmed the NGT panel believes that quality-of-life issues have grown significantly during the last five years. The panel believed that these kinds of issues helped drive the demand for police intervention in minor disturbances (e.g., parties, noise calls) from a 70 level five years ago to 100 today. It was forecast by the panel that this kind of demand would increase still further--from 100 to 150 during the next five years--although they believed that the demand Should Be at 100 during the next five years.

Event Evaluation

The NGT panel also forecast the five top events identified within their list of 25 events. These events were rated on a 0-100 percent scale of probability. In addition, the panel listed their forecast for the amount of time in years until each event would occur. Added to these forecasts was a median forecast for the positive and negative impact of each event (Appendix D). Table 2 depicts the median results of the forecasted events.

TABLE 2
EVENT EVALUATION

Event Statement	Yrs to Exceed 0	Probability 0-100		Impact on Issue 0-10	
		5 yrs	10 yrs	5 yrs	10 yrs
1 Student Violence	0	100	100	5	8
2 Closure of Campus PD's	4	50	60	10	1
3 Reduce Subventions	1	60	75	4	7
4 10% increase Student Pop.	3	50	70	5	4
5 Students Elect Councilperson	2	50	50	5	4

NOTE: All forecasts reflect panel medians.

It should be noted that the panel forecast that most events had a potential for moderate, negative, or positive impact on the issue. Event #2 was forecast as having the greatest range of impact, especially within the next five years.

Event 1 - Student Event Erupts into Violence.

Selected follow-up of the survey questionnaires confirmed that most college and university communities are experiencing periodic violence at parties or college-related events. Respondents felt that violence in these situations will increase. The panel concurred. They forecast that this event is a certainty within five years. They also perceived that this possibly could have a positive side affect of causing both students and police to work harder to find new solutions. However, they forecast that the negative effects were far more significant and could lead to greater polarization of positions and conflict between students, police, and the community.

Event 2 - State Orders Closure of Campus Police Department.

The NGT panel forecast that this event would be likely after four years. They believed that within five years there was a 50 percent likelihood of the event occurring. The panel believed that if current fiscal trends within college and university systems continued, new approaches to saving costs would have to be explored. They perceived this as a very possible event which, overall, could have a positive affect. This perception was based on a belief that it could result in requiring the local police to become more involved with the university and students as a constituency.

Event 3 - State Reduces Subventions to Cities.

State subvention funds have often been of critical importance to local communities. The panel believed that the fiscal problems and restructuring in California, as in many other states, could lead to significantly reduced subventions. This in turn would add great pressure to local departments--like the police--to either cut back on personnel or services, or to find new approaches to get the job done. They forecast one year until the probability

of this event occurring first exceeds zero. The panel forecast that within five years there was a 60 percent probability of this event occurring. They believed there would be a low to middle positive effect--based mostly on the potential for forcing newer, creative approaches--but that the negative impact was far more significant that such an event could even retard new or existing programs.

Event 4 - State Orders 10 Percent Increase in University Student Population.

Panel members, particularly educators, believed that the demand for opportunities to attend state colleges and universities would continue to exceed development of new campuses. They believed that within three to five years there was a 50 percent probability that many campuses would be ordered to increase student enrollment. The NGT panel felt that the positive and negative impact were nearly equal if this event occurred.

Event 5 - Students Elect Councilperson.

Follow-up research at selected universities both in and outside of California confirmed that many students felt under-represented or even disenfranchised in the community where they were attending college. The panel believed that the growing conflicts between students and the community would lead to a 50 percent probability that they would finally organize and register to vote locally, and in sufficient numbers to influence a local election within two to five years. The panel believed that the positive and negative effects of this event were fairly equal.

Cross Impact Analysis

A cross impact analysis was completed to assess how each forecasted event, if it occurred, would likely impact the other events and the trends. The results are helpful in selecting future scenarios and to show which events are actors (having the greatest impact on other events and trends) and which ones are reactors (most impacted by events). Table 3 reflects median scores.

TABLE 3
CROSS IMPACT EVALUATION

Panel Medians	Maximum Impact (% change +/-)										Actors
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1	XXX	-20	0	-5	+5	+30	+40	+50	+10	+75	8
E-2	0	XXX	0	-5	0	-10	+50	+50	+30	+80	6
E-3	0	0	XXX	+10	0	-20	0	0	0	0	2
E-4	+10	-10	+10	XXX	+20	+20	-10	+40	+10	+40	9
E-5	-10	0	0	0	XXX	0	+1-	0	0	-10	3
Reactors	2	2	1	3	2	4	4	3	3	4	

Legend:

E-1 Student Event Erupts in Violence

E-2 State Orders Closure of Campus Police Departments

E-3 State Reduces Subventions to Cities

E-4 State Orders 10% Increase in Student Populations

E-5 Student Voting Block Elects Councilperson

T-1 Police Manpower Availability

T-2 Student Attitudes Toward Police

T-3 Student Related Calls-for-Service

T-4 Levels of Moderate to Serious Crimes

T-5 Community Demands Police Intervention in Minor Disturbances

By evaluating how each actor event affects other events and trends, we can focus on developing policies and programs intended to make the actor events either more or less likely to occur--depending on our needs and desires. This is why the focus of policy action is on actor events.

Event 1 - Student Event Erupts into Violence.

This was identified as one of the most significant actor events. The consensus was that this event would also make Events 2 and 4 somewhat less likely and Event 5 a little more likely to occur. It was believed that this event would impact on all five critical trends with all five more likely to occur or continue. While student violence within the community somewhat diminishes the probability of the closure of campus police departments and slightly reduces the likelihood of student population increases, it significantly increases the probability upon the trends.

Event 2 - State Orders Closure of Campus Police Department.

The occurrence of this event is forecast to make Event 4 slightly less likely to occur but have no significant impact on other events. However, this event would have a significant and positive (from the police viewpoint) affect on all five trends. While this might seem to be the most unusual trend, panel members believed that this represented many opportunities for the community and the university. This could be more cost-effective for many universities while forcing the local police and students to have more interaction and a greater stake in each other's success.

Event 3 - State Reduces Subventions to Cities.

While it was forecast that a significant reduction in financial aid and support to the cities might make it slightly more likely that the state could provide additional aid to

colleges and universities, thus making Event 4 slightly more likely, it was forecast that this event would not affect other events. It was also believed that the only trend to be affected was manpower availability for police departments. This was forecast a 20 percent probability of adversely affecting growth on police manpower availability. However, it was also recognized that this would strengthen the impetus to develop alternate methods for dealing with service demands.

Event 4 - State Orders a 10 Percent Increase in College Student Populations.

This event was viewed as having an impact on all other events and trends. The panel viewed this event as increasing the probability of every other event occurring with the exception of Event 2, the closure of campus police departments. The panel consensus was that Event 2 would become slightly less likely to occur. The panel medians reflected a belief that any significant increase in student populations would somewhat decrease the probability of improvements in student attitudes toward the police. Event 4 would significantly increase student related calls-for-service. However, this event would also increase the probability that manpower availability might be increased through additional staffing and/or programs. It would also increase the probability that community pressure would grow for police intervention in minor disturbances.

Event 5 - Student Voting Block Elects Councilperson.

This event considers the probability that college students would begin to make themselves heard as a political constituency. This event somewhat increases the likelihood of improving student attitudes toward police through the pressure that could be added by this student advocate. However, the panel consensus was that this event would not affect most of the other events or trends.

Scenarios

The last element in this portion of our study is the development of possible futures. The futures are based on analysis of the trends and events combined with background research.

These possible futures are intended to offer a picture of what could be, and to provide planners and policy makers with an additional resource for meeting future needs.

The City of San Luis Obispo, California has been used as a model for the following scenarios. A more detailed description of this environment and its usefulness as a representative model will be presented in Section III of this study.

Three data-based scenarios will be presented: The Exploratory Mode (nominal/play out), the Normative Mode (desired/attainable), and the Hypothetical Mode (what if).

Exploratory Scenario

Police and Students Finish School Year

with Uneasy Truce

So far, 1996 has been witness to a rather on again-off again understanding between the university student population and the community. Nowhere is this more vividly demonstrated than when examining the relationship between students and local police.

Police manpower availability has remained fairly static when compared to increases in calls-for-service, however, last year's increase in student enrollment threatens to disrupt a delicate balance between student related calls-for-service and the police department's ability to respond to community pressures for more police intervention. Residents of neighborhoods continue to be increasingly frustrated by student parties and a variety of other activities that are viewed as disturbances to the tranquility of local neighborhoods. Student attitudes toward the police have continued to slowly erode as the responses and inevitable confrontations grow.

Complicating an already complex situation are the significant increases in the level of moderate-to-serious crime in our area. At the same time the police are trying to respond to increased pressure to "do something about those students," they must prioritize calls-for-service because of the need to respond immediately to more serious crimes. This has resulted in long delays to noise, party, and minor disturbance calls--most often related to student activities.

Local residents are not happy. This unhappiness has been translated into restrictive local ordinances by a city council trying to be responsive to a frustrated constituency. In the last several years the council has added new ordinances aimed primarily at students.

These regulations include a noise ordinance, a drinking ordinance, a zoning ordinance, and an abatement ordinance.

Unfortunately, the students see these same ordinances as unfair attacks on an unrepresented constituency. Students' views tend to be expressed most directly in their attitudes toward the only government representative they usually deal with--the police. The large party in April of this year which erupted into a small riot seems a good example of the frustrations shared by both sides.

Since that time police and student representatives have been working together even harder than before to develop policies or programs that will reduce the likelihood of further confrontations turning to violence. Police and student representatives have formed a Town and Gown Liaison Committee and are discussing the possibilities of developing some kind of collaborative programs.

The worrisome fact is that the only really new thing to come out of all this is a brand new crop of students every September. Does this mean we're doomed to start over every year or two?

Normative Scenario

Students and Police Join Forces to Improve Relations and Reduce Crime

In September 1996, in what may be a giant step in a new direction, local police and university students joined forces to fight crime.

The new relationship started when Associated Student President David King announced the formation of the Students on Patrol (STOP). Under this new program students employed by the Associated Students Incorporated (ASI) would begin responding to off-campus party and noise complaints.

Working as contract employees for the police, STOP was equipped with portable police radios and an ASI owned car. They were dispatched as first responders to routine noise and party complaints, their only uniform being a bright yellow windbreaker emblazoned with the program symbol.

STOP has been extremely successful in its first six months. While STOP employees take no enforcement action, they do make contact with responsible individuals and advise them of the complaint. They also fill out a Party Response Card. They explain that the police will respond to further complaints and will probably take action based on the City's now famous Second Response Ordinance. The ordinance makes violators responsible for the cost of police response. Naturally, this doesn't even count any criminal violations observed or any other municipal ordinance violations.

In its first six months, STOP appears responsible for a 42 percent drop in second responses by police. Remember--this doesn't consider the extra officers and time now available to do other police work.

ASI employees involved in the STOP program rotate party response duties with several other features of the program. For example, a team of two students is available four nights a week to escort female students who are working late on campus to their residences, as long as it is within a mile of the campus. When not busy responding to party calls, STOP responders can usually be found driving through the numerous student apartment complexes near the campus. If they see something suspicious, they don't take action, they summon the police.

While some students seem skeptical, most are enthusiastic about this new approach. Said one typical student, "I'd rather have another student show up at our party to give us a warning, than have the cops write tickets and make arrests."

How do the police feel? Well, some of them were skeptical too, in the beginning. But when they began to have more time to respond to serious crime and have fewer confrontations with students, they were quickly won over. Since the City Council, university administration, and the organized neighborhood groups are also enthusiastic about this new approach, we may be witnessing the birth of a new era in student/police relations.

Hypothetical Scenario

Students vs. The Community:

A Collision Course

More work and less money are two ingredients that seem to be major contributors leading to a serious conflict between students and the community.

Two years ago in 1994 the state further stressed frequently deteriorating local budgets by significantly reducing local subventions. Then last year they moved to shore up their own financial and political structure by ordering a 10 percent increase in the cut-off point for student enrollments. Now they appear to be experimenting with further cost reductions by closing some of the campus police departments and contracting with local police.

The police department saw this as an opportunity to acquire additional personnel, only they ended up with more service demands. Absent effective planning, the police were caught between the divided constituencies. The increasing student/community conflict resulted in increased demands for police intervention at every minor disturbance. Incidents that often would not be reported or would have been handled by neighbors now demand a police response.

However, the students are fighting back. After the latest riot, which occurred during the university's Open House Weekend, student leaders began looking for political muscle of their own. Those efforts resulted in the surprise election of fifth year Political Science major Rick Healy to the City Council.

Healy wasted no time as he began to question "anti-student" ordinances and zoning practices. Some of Healy's remarks may be falling on sympathetic ears--those of

Councilmen Barnes and Park. Heretofore a minority, Barnes and Park represent local business interests who have become keenly aware of the economic clout of the student population.

The student boycott of several downtown businesses last fall changed a number of businessmen's positions. People are wondering if this could represent the beginning of a new coalition with the traditional neighborhood groups suddenly finding themselves as the odd men out.

What everyone does agree on, however, is that things seem to have deteriorated rapidly and to a greater extent than expected. Suddenly, the most work being done is the choosing of sides. How did we get ourselves in this state of affairs?

SECTION III

STRATEGIC PLANNING

**A Model Plan for the Use of College
Students to Assist Law Enforcement in
Crime Control and Order Maintenance**

Subject of Strategic Management Plan

Strategic planning is a structured, ordered approach to anticipating an unknown future environment in terms of today's decisions. It involves the management of change. This section will outline that approach and discuss how it depends on today's decisions.

The strategic management plan will be based on the normative scenario articulated in Section II, "Students and Police Join Forces to Improve Relations and Reduce Crime." That scenario painted an improved and innovative future in student/police relations. The objective of this plan will be to provide a strategy to make that future a reality.

The subject of this planning process is the San Luis Obispo Police Department. The San Luis Obispo Police Department is comprised of 57 sworn and 30 non-sworn employees, 10 part-time employees, and several volunteers. It serves a city of 42,000 people. The daily service population is approximately 78,000.

Adjacent to the community is California Polytechnic State University, with a student enrollment of approximately 18,000. Cuesta Community College is located approximately three miles west of the city limits. The community college has an enrollment of about 9,000 students.

The vast majority of the students at both campuses come from outside the County. Most of the students live in or adjacent to the City of San Luis Obispo.

A great deal of tension has developed between the community and the student population over the last ten years. Increases in the student population and changing values of the student age population (18-24) have changed what were once quiet neighborhoods into battle zones, with the community on one side, the students on the other, and the police in the middle.

During the last ten years, and particularly during the last five years, the police department has experienced significant workload increases, partly as a result of the increased student population. Concurrently, there has been a decline in police/student relations. During this same time frame, the City government has experienced tightening financial constraints. These general trends have been forecast to continue for the next five to 10 years.

Policies and programs in response to many student issues have been perceived by students as negative, restrictive, and basically anti-student. Periodic conflicts involving students versus police have occurred.

This profile parallels many of the surveyed communities.

Mission Statement

A first step and formal expression of broad purpose and mission is the Macro Mission Statement. The mission statement helps to identify and clarify goals and values. It is helpful for laying the groundwork for change. The mission statement can be an important tool to assist in keeping an organization more focused on their intended commitments and direction. This researcher developed the following macro mission statement for the San Luis Obispo Police Department.

The San Luis Obispo Police Department is committed to providing the highest possible level of law enforcement services. We are committed to protect the rights of all persons in our community to live in peace, safe from criminal attack, secure in their homes and possessions. We will strive to engender the highest quality-of-life possible, through the cooperative efforts of law enforcement and all members of the community. The Department holds in the highest esteem the dignity, beliefs, and needs of our employees and the divergent people of our community. We are committed to enhancing their environment and quality-of-life through the service we provide and the trust we engender.

The mission statements that define specific organizational, program, or unit goals and commitments are Micro Mission Statements. The following micro mission statement reflects the goals, commitments, and structure of the issue question of this study.

We place the highest possible value and commitment on serving all people of our community equally, without regard to age, sex, color, origin, or other characteristics. We will strive to work with all elements of the community toward a mutual goal of enhancing our quality-of-life and betterment of the community. We will work to develop collaborative programs that involve students, neighborhoods, and the business community.

Situational Analysis

An important early step in the planning process is to assess the situation in which the change will occur. A group of seven police managers (a Captain, three Lieutenants, and three Sergeants) used two processes to conduct a situational analysis, the WOTS-Up and the SAST. The panel members participating in these processes were selected based on their background and experience as it pertained to the study issue.

First, they examined the internal and external environment. Second, they used a systematic process to identify stakeholders and their assumptions.

WOTS-Up Analysis

The WOTS-Up Analysis (Weaknesses, Opportunities, Threats, and Strengths) involved an external and an internal assessment. The external was an examination of outside environmental factors (based on opportunities and threats) that could impact San Luis Obispo Police Department's ability to respond to the strategic issue.

In this analysis, an opportunity would be viewed as a situation favorable to the plan. A threat would be viewed as unfavorable to the plan. Likewise, a strength is a capability or resource that the organization can use to help achieve the plan. A weakness is a limitation

that might hamper achievement of the plan. The internal assessment was based on a review of the strengths and weaknesses within the department (Appendix L).

External Environmental Analysis

Sociological (Generational) Values

The basic value systems of the groups external to the organization environment must be taken into consideration. One element of that environmental study revolves around quality-of-life concerns in the community. This aspect of the issue includes values that influence both behavior and response to conflict. The community feels that the student body has little regard for quality-of-life issues, as demonstrated by noise and litter problems. The community will be reluctant to believe that students will be willing to police themselves. An analysis of these influences and a plan for educating and co-opting disparate interests or views must be part of the final plan.

Technological Influences

As a result of fairly recent technological advancements, it is now easier to develop and access pertinent information on a wide variety of workload issues. This enables decision makers to better assess needs and to more effectively present cogent arguments in favor of new and innovative approaches. We can, for example, now break down calls-for-service by an assortment of categories. We can readily identify impacts on police workload by type of demographic data, like age, that enables law enforcement to better target their responses and their planning efforts. This provides opportunities to plan and initiate better responses and programs.

Economic Impacts

The need to do more with less has become a widely discussed maxim in local government over the last ten years. Frequently, funding has not kept pace with demands for service.

A typical example is San Luis Obispo, where the police line operating budget decreased from approximately 13 percent of the total police budget to just over seven percent of the total police budget in a ten year period. During that same period total workload increased by approximately 34 percent and staffing increased by approximately three percent.

Budget reports in San Luis Obispo, like those in many cities and counties, suggest that this trend is not likely to get significantly better in the next five years--and could even get worse. The need to develop new and cost effective methods of delivering services will likely be greater than ever before.

Included within economic impacts are the legal aspects of the issue. What will be the liability and legality attendant on new and innovative programs? For example, if the San Luis Obispo Police Department began using students in crime suppression areas, would this unacceptably increase city liability? What about university liability, or even student body associations? Follow-up on survey questionnaires suggest that legal and liability issues can vary significantly from state to state. In some locations this could be a decisive factor in successful development of the study issue.

Environmental Impacts

In a major article on environmental issues of the present and future, Time Magazine in July 1990 forecast that environmental issues would become one of our

greatest concerns and debates during the 1990's. Among these issues is the hotly contested debate on noise pollution. This has resulted in more and more communities like San Luis Obispo implementing comprehensive noise ordinances to combat environmental threats. These ordinances also play a role in focusing the debate on quality-of-life issues--not the least of which involves the differences in lifestyle between students and much of the rest of the community.

Political Impacts

Elected officials and the media greatly influence the political climate in most communities and this often influences decision making with regard to new programs, responses to service demands, and even attitudes toward related issues. As a component of developing a different future, these viewpoints must be understood and dealt with so as not to present an unrealistic threat. It is essential to clearly recognize and define these impacts and make them part of the planning process.

Internal Environmental Analysis

Internal Strengths

The second portion of the WOTS-Up analysis is an examination of the internal environment, again focusing on strengths and weaknesses. The San Luis Obispo Police Department is widely recognized as a forward-thinking, highly professional organization with a strong commitment to community service and interaction. This was evident when the police department was awarded the Service Organization of the Year award in July 1991. The police department was the only public agency even nominated in this county-wide recognition program.

The police department is well equipped and highly automated. A Management Information System, in place since 1986, enables the department to quickly categorize or profile a wide variety of crime statistics and calls-for-service. The department is recognized for its excellent leadership and the high level of training, education, and experience achieved by its officers.

Internal Weaknesses

The department has suffered somewhat from its inability to grow in resources as rapidly as the population and service demands have increased. The previous five years have seen some strain between police management and the police officers union, the Police Officers' Association (POA). Most of the issues have revolved around management's rights versus the POA's desire to participate in and influence policy decisions. Finally, during the last five years the department has had increasing conflicts with students as a result of responses to party and noise calls. While the leadership of both the student and the City groups has been working hard to improve relations, many of the rank-and-file on both sides remain somewhat skeptical. Given this climate, one might expect resistance by police officers to programs utilizing students in roles traditionally handled by sworn officers. Identifying and planning for this then becomes a significant element to both strategic planning and managing transition.

Adaptability to Change

A capability chart was used to evaluate change activity within the San Luis Obispo Police Department (Appendix M). The group consensus was that related change is encouraged by management, who have the necessary knowledge and skills to facilitate strategic planning. The evaluation of the organizational climate is that it would accept and

adapt to familiar and related changes and has the skill levels to do so. The consensus indicated that novel change is often avoided but is likely to be more acceptable as more staff receive training that helps them to become change agents and risk takers, i.e., through the Supervisory Leadership Institute and Command College experiences developed for California law enforcement agencies.

Line personnel are willing to try changes or risks that might have been vigorously resisted ten years ago. This greater willingness has come about partially as a result of team building efforts between staff and line personnel. However, just as significant has been the effects of an increasing workload, coupled with a realization of economic constraint. More police officers have become willing to try new approaches--to take help wherever they can get it.

Strategic Assumption Surfacing Technique (SAST)

The second key element of the strategic planning process is an aspect of the situational analysis that helps to identify stakeholders. Stakeholders are individuals or groups who impact what you do or who are impacted by what you do.

The issue under study requires that we identify those stakeholders who are concerned about what we will be doing and will have a claim or interest in its success or failure. This process is commonly called strategic assumption surfacing technique (SAST) and refers to the method of identifying stakeholder positions related to the issue. Assumptions are made as to the position of each critical stakeholder in relation to the issue (Appendix N).

These assumptions are subsequently charted for ease of reference. Both an A and B assumption are charted to indicate the importance of the stakeholder and the level of

certainty in the assumption assigned. As we proceed, this process will aid us in knowing where we can expect both assistance and resistance. Recognizing stakeholder positions helps us to know where we need to do more work and to develop our planning more realistically.

The following is a list of key stakeholders and the assumptions identified for each. Those that fall into the Most Important and Least Certain categories will require particular efforts to educate and co-opt. However, those that fall into the Least Certain category could represent surprise stakeholders. These individuals or groups, about whom you know the least, may be capable of providing unforeseen help or hindrance toward successful program implementation. Every effort should be made to identify and analyze stakeholders to the degree that you can honestly minimize the number of stakeholders in Uncertain territory.

Chief of Police - Supportive

- A. Will support new or innovative programs aimed toward easing police workload and/or improving police/student relations.
- B. Will be sensitive to other stakeholder positions and perceptions.
- C. Willing to be a risktaker if perceived payoff is significant.

Police Management - Supportive

- A. Will be supportive but not enthusiastic until program is proven.
- B. Will help sell program to troops if educated early by Chief of Police.

Police Officers Association - Mixed

- A. Reluctant at first, for fear of relinquishing perceived traditional police roles.

- B. Will become supportive when they see the benefits of program and realize more time for more serious criminal activities.

University Administration - Supportive

- A. Supportive but cautious, particularly regarding liability issues.
- B. Believes community often holds university unfairly responsible for student behavior.
- C. Will be concerned about costs.

University Student Leadership - Supportive

- A. Will see opportunity to improve community relations.
- B. Will be concerned about costs and legal issues.

City Attorney - Supportive

- A. Greatly concerned about liability issues.
- B. Supportive if Council is behind program.

University Legal Advisor - Mixed

- A. Greatly concerned about liability issues.
- B. Supportive if university administration wants program.

City Administrator - Supportive

- A. Will recognize potential relationship and workload benefits.
- B. Will support financial commitment if joined by university administration.

City Council - Supportive

- A. Will be supportive of greater student participation.
- B. Will be concerned with liability issues.

Community Neighborhood Groups - Mixed

- A. Will be mixed initially for fear of reduced police presence.

- B. Will become more supportive if educated and if there is no significant perception of reduction of police response to neighborhood problems.

While there appears to be solid support for this program, careful and thoughtful assumption mapping suggests that support could be reduced if liability issues in particular are not carefully addressed. Analysis shows that key groups will be looking for positive results early in the program. Glitches in the program would have to be worked out quickly and forcefully to avoid a rapid loss of support.

Modified Policy Delphi

The Modified Policy Delphi is a process designed to examine policy issues. It provides a medium for generating strategic alternative approaches while examining the feasibility and desirability of each alternative considered.

The nine cross-sectional consultants used in the NGT process were again employed to examine the normative scenario, "Police and Students Join Forces to Maintain Order." After developing 11 policy alternatives, each was rated on its feasibility and desirability (Appendix O). The following manageable, key policy alternatives were then selected.

1. Increase Sworn Officer Strength Sufficiently to Respond and Handle Additional Calls-for-Service. San Luis Obispo Police Department should be authorized additional sworn personnel in order to be able to adequately handle additional workload and maintain three to five minute response time to all in-progress hazardous calls.

PROS:

- Will improve currently deteriorating response times.
- Will reduce necessity of a waiting list of responses to party calls and noise disturbances.

- Will increase officer morale and reduce stress.
- Would enable more pro-active enforcement instead of re-active responses.

CONS:

- Would significantly increase personnel costs (at least 20%).
- Would significantly increase support and operating costs.
- Exceeds city funds available.
- Would eliminate funds necessary to hire students.

2. Police Department no Longer Responds to First Complaint of Party and Noise Calls. The police department could substantially reduce non-emergency workload by eliminating response to all first complaint party and noise calls, instead, waiting for at least two separate complainants.

PROS:

- Reduces Patrol workload.
- Makes more officers available for other assignments.

CONS:

- Politically unacceptable in a community the size of San Luis Obispo.
- Increases the potential that parties might be out of control by the time police respond.

3. City Makes use of California League of Cities to Obtain State Legislation Making University Students Subject to University Discipline for Off-campus Misconduct.

PROS:

- Gives police greater leverage in dealing with student misconduct.

- Enhances opportunities for university administration to be perceived as involved and cooperative with community.
- Might reduce party and noise violations.

CONS:

- Legality of such legislation unclear.
- Might increase anti-university/community activism among students.
- Might substantially increase resentment levels of students.
- Might be resisted by university officials and ACLU.

4. City Contracts with Private Security to Handle Party Complaints. The City could free sworn officers from a significant number of calls for service, about 1000 per year, by contracting for a specifically designed service by a private contractor.

PROS:

- Makes more officers available for more services calls and other pro-active enforcement.
- Would eliminate need for student employees.
- Provides additional staffing at lower cost than acquiring more sworn officers.

CONS:

- Would cause resentment and resistance from Police Officers Association.
- Could create additional liability issues.
- Might undermine community confidence in police department.

5. Police Department Re-Organizes in Order to Make Sworn, Non-Patrol Positions Available for Student-Related Calls for Service on Peak Nights. The San Luis Obispo

Police Department could use Traffic Officers and Investigators to respond to student-related calls during peak days and hours.

PROS:

- Makes more sworn officers available to respond during peak periods.
- Does not require new staffing.

CONS:

- Would reduce effectiveness of the Investigative Division and Traffic Unit.
- Would reduce morale.
- Could incite Police Officers Association to file lawsuit over working conditions.
- Would provide less traffic revenue to city and reduce crime clearance.

6. Police and Students Develop Student Patrol Program to Respond to First Complaint Party and Noise Complaints. The San Luis Obispo Police Department and the Associated Students, Incorporated (the student government) develop a program to provide students who respond to first complaint party and noise complaints to advise only of complaints and local ordinances covering violations.

PROS:

- Makes more sworn officers available for other calls for service.
- Reduces need for additional officer staffing.
- Minimizes fiscal impacts.
- Makes a peer connection.
- Demonstrates student participation in strategic community issue.

CONS:

- Could meet with some officer resentment until proven.

- Increases department training for students.
 - Raises new liability issues and costs.
 - Slightly reduces money available for regular officers.
7. Police Develop Student/Resident Neighborhood Patrol Program to Reduce Party and Noise Complaint Responses in Local Neighborhoods. The police actively work with neighborhood groups and residents in high response neighborhoods to develop inter-active program of self-enforcement for neighborhood issues.

PROS:

- Could enhance student/neighbor relations.
- Could reduce party and noise complaint responses.
- Would make more officers available for other activities.

CONS:

- Difficult to maintain from year to year because of student turn over.
- Neighborhood groups may be reluctant to become involved.
- Very labor intensive program.
- Takes away from other police department programs.

Recommended Strategy

The impacts on police services and the community in general, which are referred to in the introduction, are nowhere more true than in San Luis Obispo, where almost a quarter of the population is between the ages of 18 and 25.

The need to tap into the peer connection is significant. At the same time, the police department has a responsibility to develop a strategy to attempt to keep personnel and other resources as near as possible in line with population growth and service demands.

The focus of the selected strategy must be in keeping with our mission statement-- particularly our commitment to serving all people of our community equally...to involve and work with all elements of the community. Therefore, the final recommended strategy includes several focuses:

1. City Makes Use of the League of California Cities to Work Toward State Legislation Making Students Subject to University Sanctions for Off-Campus Misconduct. This is a long-term objective intended to increase the partnership of responsibility between the university administration and local government. Continued efforts in working with the University Administration, the Intra-Fraternity Council, and the University/Community Liaison Committee can help to build support and to minimize possible negative impacts for this strategy.

This strategy would be the responsibility of city administrative staff, working with League lobbyists. However, the futures modeling revealed that both university administration representatives and student leaders generally favor this change as part of a long-term strategy. A major reason for this is that it was perceived that this would alleviate much of the criticism leveled at both these groups by the community that they do not assume responsibility for student actions within the community and are thus not committed to the community welfare.

This strategy must be viewed as working toward a shared responsibility and accountability of actions for community betterment, but the initial focus will be at the state legislature level.

2. Police and Students Develop Student Patrol Program to Respond to First Complaint Party and Noise Complaints. This program provides students the opportunity

to be viewed as participating directly with the solutions to student related issues instead of just the problems. It reduces tensions by presenting party-goers with a low key peer response to initial complaints with a non-enforcement, informational, warning tenor to the contact. Furthermore, it reduces police workload by between 20 and 50 calls for service per week.

In effect, this strategy frees additional police officers for other activities without additional sworn police staffing. The only additional costs would be for the student responders at an approximately annual cost of \$10,000. This can be initially transferred from either overtime, contract services, or contingency funds. Subsequently, the city's portion would be added through the regular budget process under contract services. Research has indicated that the equipment and supplies needed can be readily obtained from existing resources.

3. Police Develop Neighborhood Cooperation Program to Help Reduce Neighborhood Tensions and Police Responses in Neighborhoods with Significant Student Populations. This strategy can be developed by taking advantage of the community-based policing program and incorporating students through the student body government and student patrol program. Although it would be a labor intensive program initially, consistency can be increased by bringing together some neighborhood groups with a standing student committee to work with police to develop neighborhood strategies for improving student/neighbor relations.

This program can be complimentary to the student patrol program. It will require some financial commitment from the City for ongoing promotional and educational

development. However, this should be developed as an integral part of the City's community policing program and five year plan.

Strategy Implementation

The Transition Management Plan for the San Luis Obispo Police Department will be discussed in detail in Section IV of this study. However, it is important to examine some of the action steps and resources that will be part of the overall strategy. These will be discussed in general terms in this section. Specifics within the general framework are most appropriately identified by the Transition Management Team.

The Chief of Police has overall responsibility for the planning and implementation of the Student Patrol and Neighborhood Cooperation Programs. The Assistant City Administrator, working with a Council representative, will have overall responsibility for passing legislative change through the League of California Cities.

The Chief must commit the time and resources to the development of these programs. He can demonstrate his commitment by incorporating program strategies with community policing goals, budget goals, and the department's five year plan.

The following time lines and resource reference serve to provide a foundation for moving toward transition of the strategies into implementation. For ease of reference, a time-line chart can be found in Appendix P.

Phase I - Review and Evaluation of Change

Time Line: 2-3 months

This phase includes:

- Review of conditions suggesting need for change.
- Internal and external assessment.

- Determination of department role and control over change conditions.
- Recommendations on change plan.
- Approval of preliminary recommendations.

Phase II - Preparation for Change

Time Line: 3-4 months (coinciding with beginning of City budget preparation)

This phase includes:

- Selection of Transition Project Manager by Chief of Police.
- Selection of police, student, residents, and university representatives.
- Chief of Police will convey need for change to police employees, University Administration, and City Council.
- Clarification of legal and insurance issues. Review of internal policies and procedures.
- Educational and promotional programs will be developed.
- Budget considerations and project costs will be determined.

Phase III - Implementation of Strategies

Time Line: 4-5 months (coinciding with start of new budget year)

This phase includes:

- Public awareness and education programs.
- Internal awareness and training.
- The Chief and Transition Management Team will introduce and sell the programs.
- Policies or procedures will be modified and reflected in community policing, five year plan goals, and as budget program objectives.
- On-campus awareness program will be introduced for students.

- An evaluation and audit mechanism will be identified and developed.

Sub-Issues

As suggested by the transition chart, Phase II includes the development of the collaborative team. This team will coordinate the implementation strategies and serve as the review and audit team during and after transition management. This approach also serves to increase the sense of community responsibility and participation. The draft proposal located in Appendix R illustrates the specifics of the program. By including neighborhood resident representatives we address the issue of community acceptance. The program is then offered as a community policing approach. It offers a reasonable level of self-policing by the student community with cooperation and input by neighborhood residents and government representatives, while still providing for police supervision and intervention as needed. It also offers students an opportunity to achieve a level of perception that they are taking responsibility and participating, at the same time reducing the potential for initial police sanctions and conflicts. An additional impetus for student cooperation and participation is that, if successful, this approach reduces the pressures for the city to enact or enforce a variety of "anti-student" legislation. Research and a follow-up survey suggest that police officers (POA) would respond favorably to an opportunity to reduce tensions with the students. They would also react favorably to a program that leaves them free to deal with other service demands as a result of not having to be first responders to these types of calls-for-service.

Follow-up research revealed the development of this type of program at Illinois State University in Normal, Illinois. Interviews revealed that initial employee reservations

were soon overcome when police officers saw the benefits of not having to respond to these initial calls (Appendix H).

Research at Illinois State University revealed that legal concerns were perceived to be the most significant sub-issue. This was resolved in the Illinois model by a joint declaration of responsibility for liability and city assisted funding commitments of Workers' Compensation claims. This has been proposed in the San Luis Obispo model by means of a contract service agreement. Site follow-up research at the Illinois model revealed that after four years of operating a program similar to the proposed San Luis Obispo model, no liability or compensation claims had been filed. This actually represented a reduction from experiences using sworn officers.

SECTION IV

TRANSITION MANAGEMENT PLAN

**A Description of the Transition Management Structure
for Implementing a Plan to Utilize Students to
Assist Police in Community Crime Suppression
and Order Maintenance**

Transitional Management

This portion of the study will focus on a transition management plan for the San Luis Obispo Police Department. As the subject infers, we will focus on development of a plan to manage transition from our current state to our desired state. In other words, how do we get from here to there. In this case, the question will be answered, "How are we going to manage a plan to incorporate the use of local students to assist with a peer connected area of order maintenance."

Success or failure may depend on satisfactorily managing the transition state by responding to previously identified key sub-issues: What are the legal hurdles or ramifications? How will the patrol officers react to this change? How will the community react or respond to this change? The transition management plan will address these concerns.

Commitment Strategy Development

The first phase of any transition plan should be to develop a commitment strategy. This requires a series of action steps designed to obtain support (or avoid opposition) from the key stakeholders who are likely to be critical to the change effort.

- | | |
|---------------------------------|---------------------------------|
| - Chief of Police | - University Student Leadership |
| - Police Management | - City Attorney |
| - Police Officer's Association | - University Legal Advisor |
| - Community Neighborhood Groups | - City Administrator |
| - University Administration | - City Council |

From this group of stakeholders, it is necessary to identify the critical mass. This critical mass is those groups or individuals whose active support or commitment is necessary for the change to occur. Through the strategic plan process, we identified ten stakeholders in this process. Analysis of each stakeholder has enabled us to identify the essential actors in the group.

Commitment Charting

Having identified the critical mass, it is necessary to determine each individual's or group's commitment to the proposed change. Table four illustrates each actor's present level of commitment and the minimum level of commitment required to help make the change happen. This is followed by a brief summary concerning each actor and relevant intervention strategies that can be used to gain the needed commitment.

Table 4

Critical Mass Commitment Chart

Critical Mass Actors	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				X-O
Police Management		X ————— O		
Police Association		X ————— O		
Neighborhood Groups		X ————— O		
Student Leaders			X ————— O	
University Administration			X-O	
City Council			X-O	
City Administrator				X-O

X = Present Commitment O = Commitment Needed

Chief of Police

The Chief of Police recognizes the need to try new strategies to improve police/student relations and to deal with increasing workload demands in the face of limited resources. During his four year tenure as Chief of Police in San Luis Obispo, he has witnessed two riots and several near riots, along with consistently increasing police workload demands, particularly with regard to student-related party and noise calls. He has become actively involved in and committed to working with student, university, and neighborhood representatives to explore better relationships and new programs designed to maintain or increase services while not increasing overall workload demands on field personnel.

The Chief's commitment to these issues is such that he is the one person who, initially, is totally committed and prepared to make the change happen. He is willing to take reasonable risks and to deviate from traditional police thinking. This commitment reflects his recognition that, given economic and value changes of the last ten years, dramatic new thinking or approaches will be called for in the future. The Chief of Police recognizes that the role and many relationships in law enforcement must begin to change. Change is needed if the police hope to keep pace with the new and future realities impacting communities in general and law enforcement in particular.

Police Management

Initially, the police management group will likely be divided in their support and skepticism of the proposed change. However, because of their loyalty to the department leadership, they will let change happen. The Chief of Police will have the responsibility to first identify a leader within this group to appoint as project manager, then win his or her

firm support and commitment. Together, the Chief and the project manager will meet with the rest of the management collectively and individually in order to move them from a Let Change Happen position to a Help Change Happen position. This can be accomplished by selling them on the need to try new strategies and to take reasonable risks. This support can be further engendered by helping them to recognize the benefits of success:

- 1) More available time for the officers to handle other types of service demands.
- 2) A possible reduction in tension levels with the student population.

Once management has made a full commitment, they must help sell this change to the line officers.

Police Officers Association

This group will most likely represent any reservations felt by the line officers. The POA is comprised entirely of line personnel who will initially have reservations about students replacing them in a function heretofore reserved for sworn officers. However, a Let Change Happen position can be moved to a Help Change Happen level if management thoroughly explains that the change will eliminate a significant number of service calls. It will also free them to respond to other and more important public safety needs. This can be further enhanced by consulting with the POA during program development, encouraging feedback, and responding quickly to questions and issues.

Community Neighborhood Groups

Local neighborhood groups may be somewhat skeptical at first, but likely to Let Change Happen. These groups could be helpful in moving both the city council and university administration to a higher level of commitment. Therefore, the Chief of Police

should make every effort to win their support. This can be accomplished by pointing out that no calls will go unanswered as a result of this change. The Chief should make the point that if progress can be made in the peer connection, a significant portion of the students might see themselves as part of the solution and therefore more responsible.

Coupled with the neighborhood relations portion of the program, the resident groups will recognize that the program offers opportunities for decreased tensions.

University Administration

The university administration will recognize the benefits of the program and be willing to Help Change Happen. However, they are likely to want the police and the City to take the lead because of concerns about financial constraints or liability. The Chief of Police, neighborhood representatives, and the city council should work toward gaining full commitment from the university administration. This can be accomplished by pointing out the community perception that the university is not involved enough in resolving community issues. This can be significantly reduced if the university is seen as taking a lead and active role in this change.

University Student Leadership

This student leadership will recognize the potential benefits of the proposed change and be willing to Help Change Happen. However, it is important that a coalition of the other critical mass actors work toward moving the student leadership into a Make Change Happen position. It is essential that the student population perceive this program as one in which their leadership is fully involved and committed.

The student leadership must be supported by a coalition of other critical mass actors, particularly the city council and the university administration. These two key

stakeholders must assure the student leadership that they will support funding and develop an acceptable liability strategy that would not unacceptably open any program participant to increased liability. If the students feel reasonably secure with these issues, their desire to demonstrate their commitment to the community will insure they move toward a Make Change Happen position.

City Council

The City Council has taken a position of trying to limit personnel increases and exploring all other alternatives first. The Council has also committed to responding to student/community conflict issues. For these reasons, they will be willing to Help Change Happen. The City Administrator and the Chief of Police must be responsible for insuring a high degree of commitment by the City Council. This can be accomplished by emphasizing the program's potential for increasing the availability of officers without the necessity of increasing sworn officer staffing. This is accomplished when STOP members become the first responders to almost 1,000 calls-for-service per year instead of police officers.

The Chief and CAO must satisfy the City Council that the liability risks are reasonable. The City is self-insured and must bear the cost of all claims under \$200,000. This can be accomplished by carefully explaining the program and its training components. The Council, like the university administration, must be clear that the program is designed and will be implemented in such a way that claim risks will actually be lower than if a sworn officer were the first responder. Just as important, they must be convinced that the risk of trying such a program is worth the potential benefits. It should be pointed out that a regular review and feedback component is built into the program and that it could be

suspended or altered at anytime if there was evidence that the risks might exceed the benefits.

City Administrator

The City Administrative Officer (CAO) originally suggested the general concept of a greater use of students and is highly committed to Make Change Happen. The CAO is the key person responsible for insuring commitment from the City Council and any other involved city staff outside the police department. He must insure that the strategy component to be followed up by the League of California Cities is assigned to the assistant CAO and his staff in order to address the need for state legislation. He must insure a high degree of commitment from them and personally monitor progress.

The CAO will also be the key individual responsible for insuring proper funding in those areas where the City will have a portion of the fiscal responsibility. It will be essential that his actions demonstrate a high level of commitment. This in itself will give significant impetus to the change.

Implementation Technologies

Developing an effective transition management plan requires consideration be given to the technologies and methods that can be employed to support implementation of the plan. These methods and technologies should serve to make the transition smoother and less stressful. Uncertainty, inconsistency, and anxiety will be reduced when consideration is given to effective timing, a free flow of communication, and clear and careful planning. Some of the key methods or technologies that should be employed in this change are the following:

Responsibility Charting

Responsibility charting is a valuable method for clarifying behavior and responsibilities, while also increasing communication. This tool helps to reduce unnecessary ambiguity and interpersonal conflicts. The Chief of Police assisted this researcher in developing a responsibility chart that outlines some of the key action steps necessary for the involved actors in this change process (Appendix Q).

The Chief of Police has overall responsibility for selection of the transition management team. This group will represent a coalition of concerned actors. The Chief will also have final approval, for operational purposes, of most of the key action items. The project manager will be responsible for developing the mission statement in consultation with the transition management team and for development of the overall action plan.

In later stages, the project manager will also be responsible for coordinating the recruitment and training of student patrol officers in cooperation with the university student body leadership and the department Field Training Officers. The project manager will also be responsible for team progress reports.

The responsibility chart enables those involved to have clearly defined roles and assists in avoiding confusion or possible power struggles.

Communication of the Vision

The Chief of Police and the CAO must play the crucial role of moving the key actors to necessary levels of commitment. They must communicate the benefits and opportunities in such a way as to engender enthusiasm and support on the part of both internal and external constituencies. By selling the change benefits and opportunities, they

will be able to overcome the initial reluctance of some of the actors regarding some of the technical details. This vision will filter down internally and translate into a heightened commitment among other actors. This must be accomplished early in the process.

Representative Constituencies

While a variety of management structures could be used, this change is best suited to a committee of representative constituencies. Implementation of the change calls for students, police, university officials, and city representatives to work together. By implementing a representative constituency management approach, a greater sense of involvement and commitment is likely to occur.

This also assists in co-opting somewhat disparate constituencies. This focus on a mutual goal also increases the likelihood that constituency representatives will sell or co-opt their constituency membership. A representative constituency approach will also lend itself toward goal setting through a collaborative approach, further increasing buy-in.

This also serves to improve the "Town and Gown" relationship by demonstrating the need and ability for all parties to be involved and committed with a benefit to all.

Evaluation and Review

Upon implementation, an evaluation and review committee should be formed. This should be facilitated by the project manager and supported by the other critical mass actors. While many of the critical mass actors should have participated on the transition management team, the evaluation committee should be made up of subordinate staff from each constituency. This insures a greater operational viewpoint and helps to continue the process of broadening the collaborative buy-in approach. This body will be responsible for post-implementation overseeing and review.

SECTION V

**CONCLUSIONS, RECOMMENDATIONS,
AND FUTURE IMPLICATIONS**

**The New Tomorrow
Participating Constituencies - A Collaborative Approach**

Conclusions and Recommendations

Like most cities and towns, university and college communities will continue to be challenged by conflicts between diminishing resources and increasing demands for service. Crime rates, demographic changes, new technologies, and the need to develop better relationships with the community are common threads for local law enforcement everywhere. However, unlike many other communities, university and college towns often have a significant clientele whose needs are unique because of their age and social habits. Students may be a diverse group ethnically, racially, or in other ways. This group, however, often shares common generational values, outlooks, and approaches. If law enforcement hopes to more effectively address student related issues, then new approaches will be called for.

New demands and approaches have caused a return to and further evolvement of community policing concepts in an effort to get back outside the police cruiser and develop a more intimate relationship between police and citizens. Law enforcement in university and college communities have the unique opportunity to reduce growing conflicts between police and students, while positively impacting on fiscal and staffing constraints. This can be accomplished by going outside traditional police thinking and treating students like a real constituency, by helping them to be part of the solution instead of simply part of the problem. The student population must be included in community policing concepts.

In the 1980's law enforcement began using non-sworn personnel to handle minor police tasks. Now we must begin to ask why our citizens couldn't also become partners in dealing with basic order maintenance and crime control.

In university and college communities, this requires that we consider the special and unique implications in dealing with our student populations. The influence of peer pressure is a well established element, one to which young adults are often particularly susceptible. We must begin to consider the possibilities in harnessing this influence to assist in dealing with this constituency. Programs like the proposed "Students on Patrol" provide an opportunity to meet these needs and challenges head on.

This research demonstrates that law enforcement will use students for crime prevention and order maintenance activities. The research here, and in several other communities, has led to the development of several models like the one proposed within this study (Appendix S). This research suggests that the development of a model like that offered here will increase the community opinion of the student population. This occurs by demonstrating the students' abilities to conduct some reasonable self-regulation and a desire to participate with the community in finding solutions to conflicts. Test programs and community policing efforts in other cities indicate that liability claims are likely to be reduced rather than increased.

Externally, the research suggests a level of uncertainty but a desire to attempt a new approach. It is likely that the diverse regulatory and insurance schemes from state to state will be viewed as the single largest roadblock to this kind of approach. In a society often characterized as lawsuit crazy, there is a growing reluctance to take either new risks or additional responsibility. This is particularly true of public agency bodies. This seems especially ironic when encountered among police or educational institutions. What business are we in if not the risk and responsibility business?

Critical to the success of new approaches, like that suggested by this research, will be the ability and courage of law enforcement leadership. If the potential legal impacts are likely to be the greatest inhibitor to innovative approaches in law enforcement, then the law enforcement leader must be the greatest accelerator. In particular, Chiefs of Police must be the great communicators of tomorrow's needs and visions. They must be able to guide and move stakeholders (internal and external) beyond fear of risk and change. They must be able to help them see the possibilities, to weigh benefits versus risk, and have the courage to reach forward. We must not allow risk management to become a manifesto for stagnation, mediocrity, or failure to achieve our responsibilities.

This research reinforces the notion that many stakeholders want to reach beyond the status quo toward new solutions for tomorrow's issues. This research has focused on a particular aspect of the changing roles and dimensions for law enforcement. The principle, however, seems applicable to many communities and aspects of law enforcement. We must find new solutions, we must be prepared for new issues, and we must be willing to break away from conventional police thinking. Public safety and crime control are not just the responsibility of the police. Policing can no longer afford to be something law enforcement does for the community. It must become something police accomplish with the community. Programs like that suggested by this research are a step in that direction.

Will law enforcement use college students to assist in order maintenance and crime control in university communities by the year 1996? The answer must be, Yes, they will. The research here has indicated that this is a change that is both realistic and possible. However, unlike an adaptation of, say, a technological advance, this change depends most not on things but on people. Will the stakeholders have the courage and commitment to

begin breaking away from traditional responses? Will police and university leadership be willing to risk innovation? There is no way to give simple black and white answers to these questions. However, if something like the San Luis Obispo model can be successfully implemented, it seems reasonable that this kind of change will prove beneficial to our future. This has been proven to be the case in at least one community already.

The research and modeling suggested a high degree of frustration with current efforts by many stakeholders. It also seems to reflect a significant anxiety about the future if current trends are left unimpacted by new approaches or more effective methods.

Specifically, law enforcement in university communities should:

1. Seek to develop collaborative programs that involve student and neighborhood constituencies in solutions and not just problems.
2. Examine more creative methods to reduce or positively impact on the student related workload.
3. Combine restrictions and prohibitions with incentives in order to increase compliance with regard to student violations.
4. Remember that our perception of ourselves and our efforts may not always be shared by those we serve. Reliable, consistent mechanisms for communication, feedback, and problem-solving must be in place.
5. Remember that the university--its faculty, staff, and student body--is a legitimate part of our constituency.
6. Remember - we need all the help we can get.

Future Implications

This research suggests that conflict and alienation by and toward student constituencies is likely to continue or even increase. That is, unless we can intervene to change trends toward a more desirable future state.

This research further reinforces the philosophy put forth by such law enforcement leaders and writers as Raymond Davis, Lee Brown, Paul Whisenhand and others who remind us that law enforcement must be willing to change. We must recognize that tomorrow's law enforcement must be willing and equipped to work in close partnership with all constituencies in their community. Law enforcement must develop new roles for themselves and encourage more involvement by community members of all ages, as well as ethnic and racial backgrounds.

Some specific issues related to this study that merit further study include:

1. Local police agency contracting: Campus policing by local law enforcement.
2. Using local ordinances to reduce police workloads: Innovative approaches.
3. Collaborative law enforcement: Getting the community involved in policy and enforcement.

APPENDIX

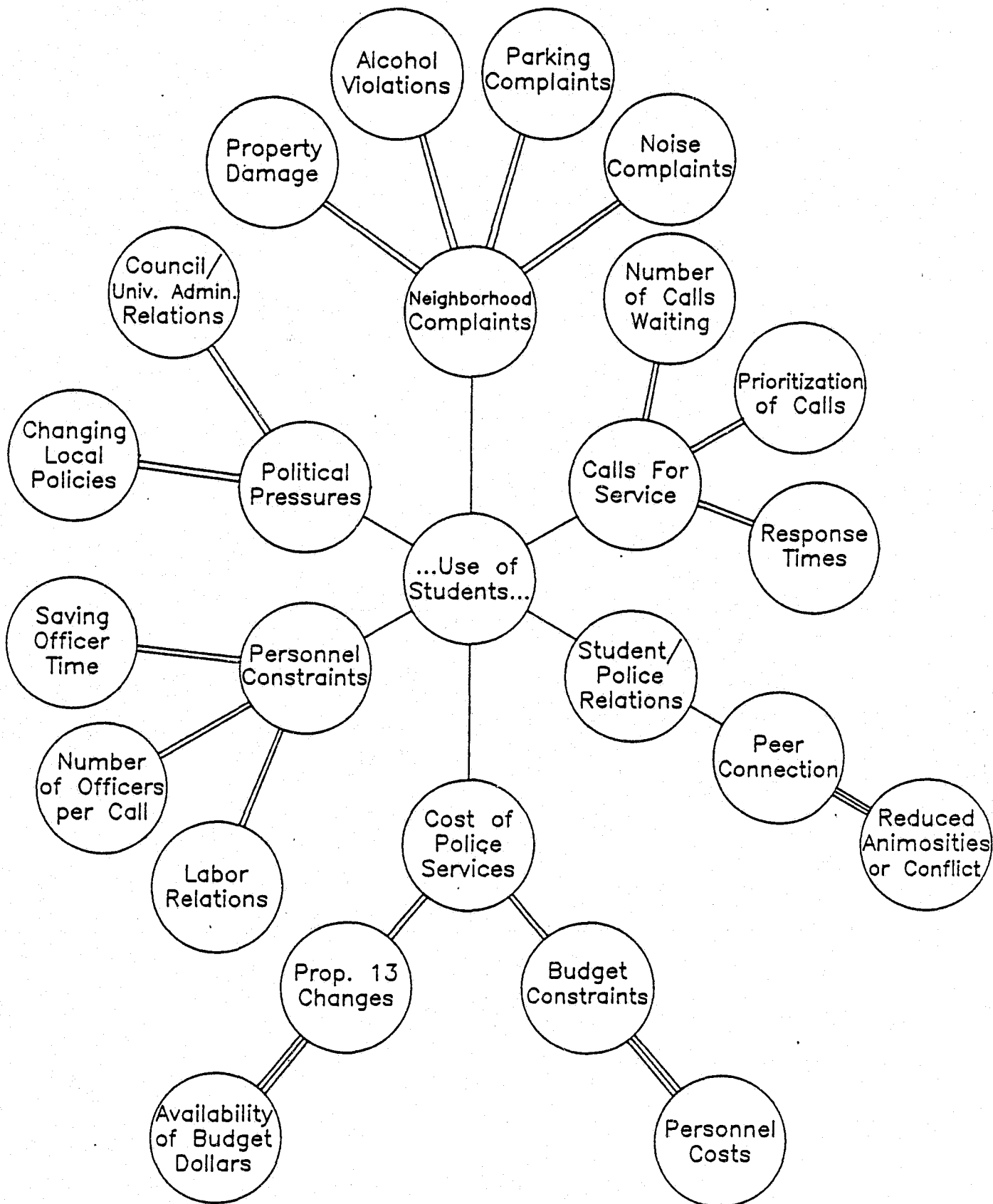
APPENDIX A, BIBLIOGRAPHY

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APPENDIX B, FUTURES WHEEL

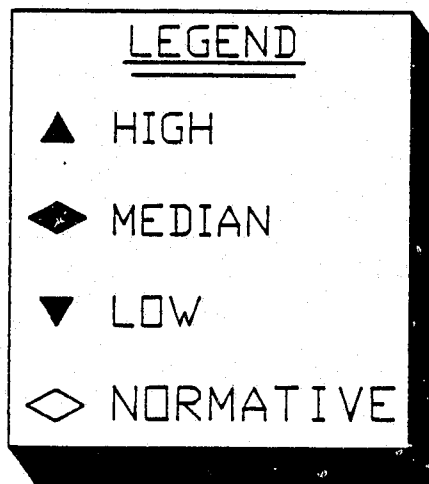
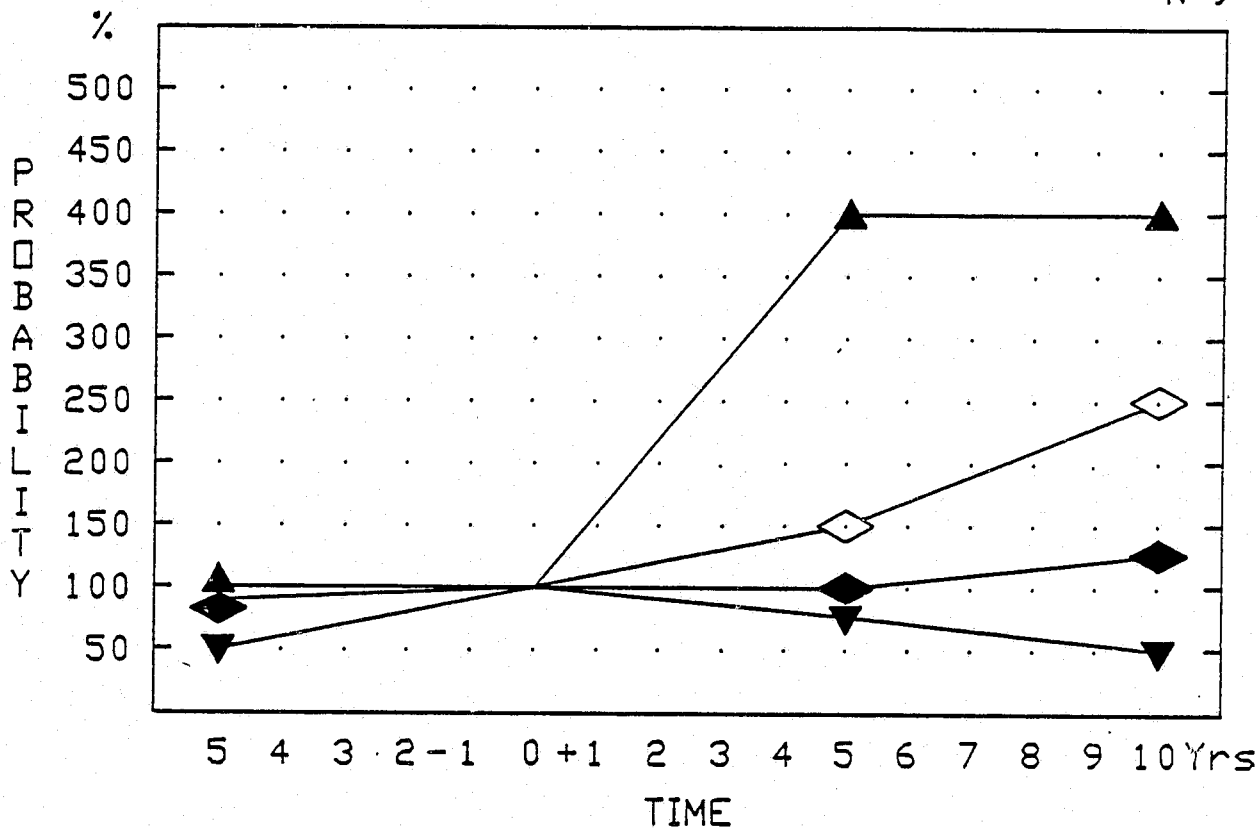
APPENDIX B FUTURES WHEEL



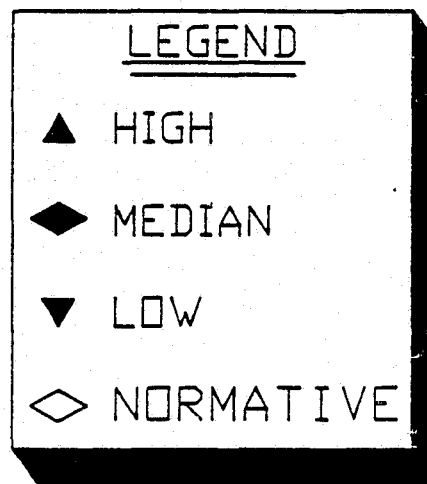
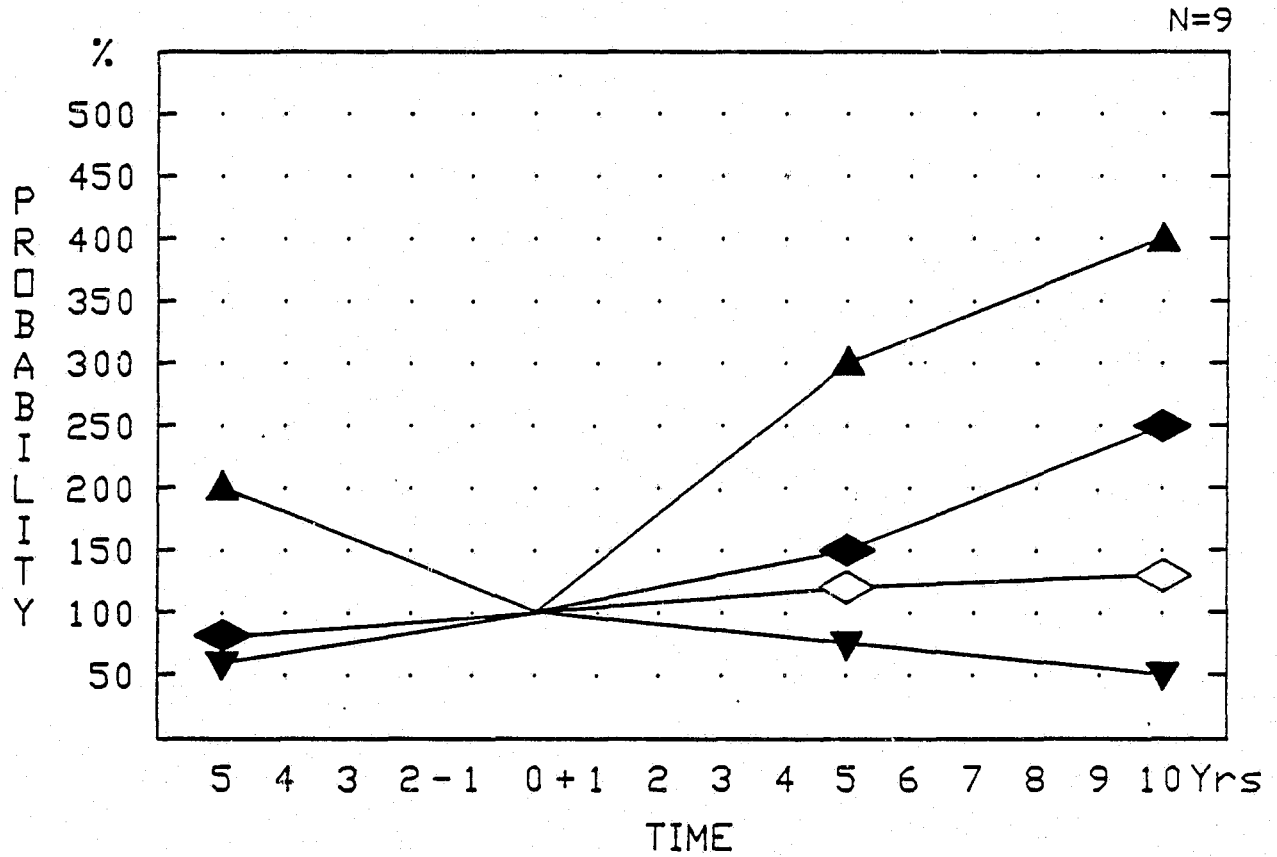
APPENDIX C, TRENDS GRAPHS

GRAPH T-1 MANPOWER AVAILABILITY

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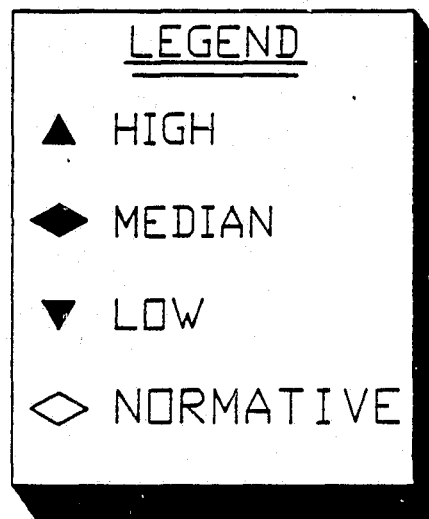
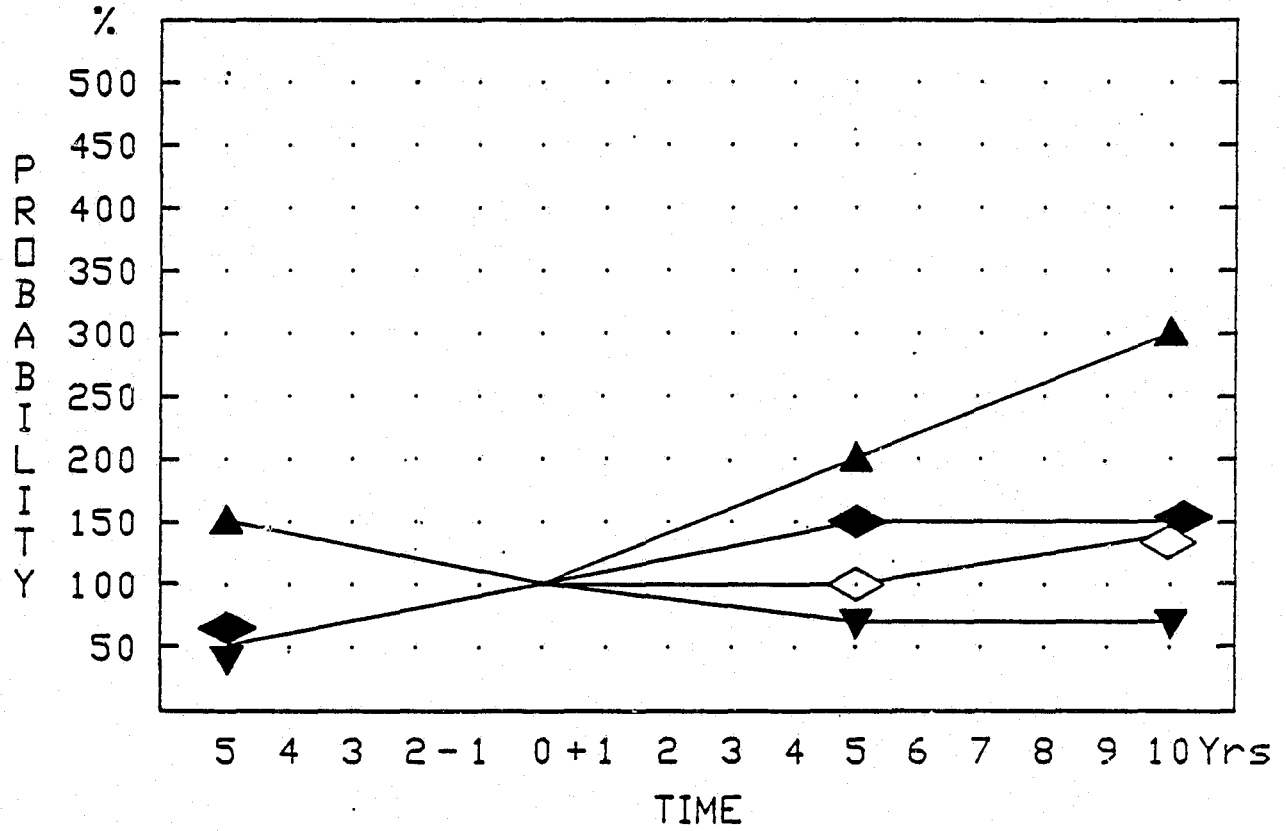


GRAPH T-2 CHANGING STUDENT ATTITUDES



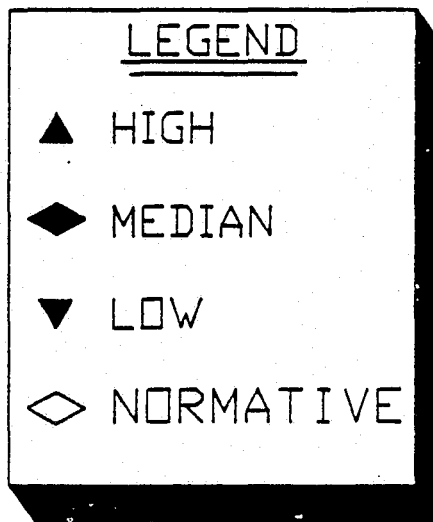
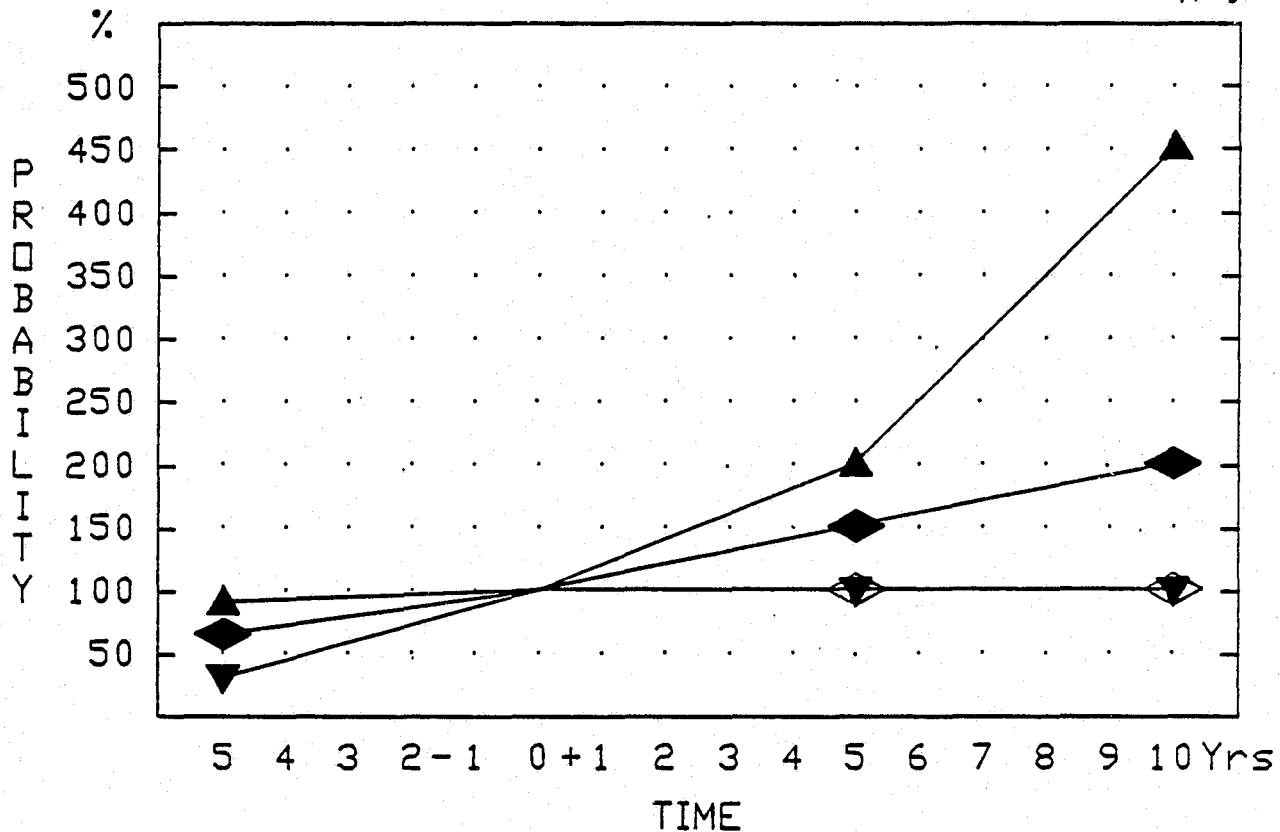
GRAPH T-3 STUDENT RELATED CALLS FOR SERVICE

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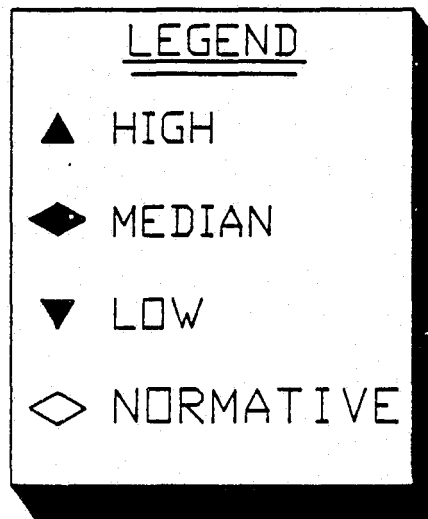
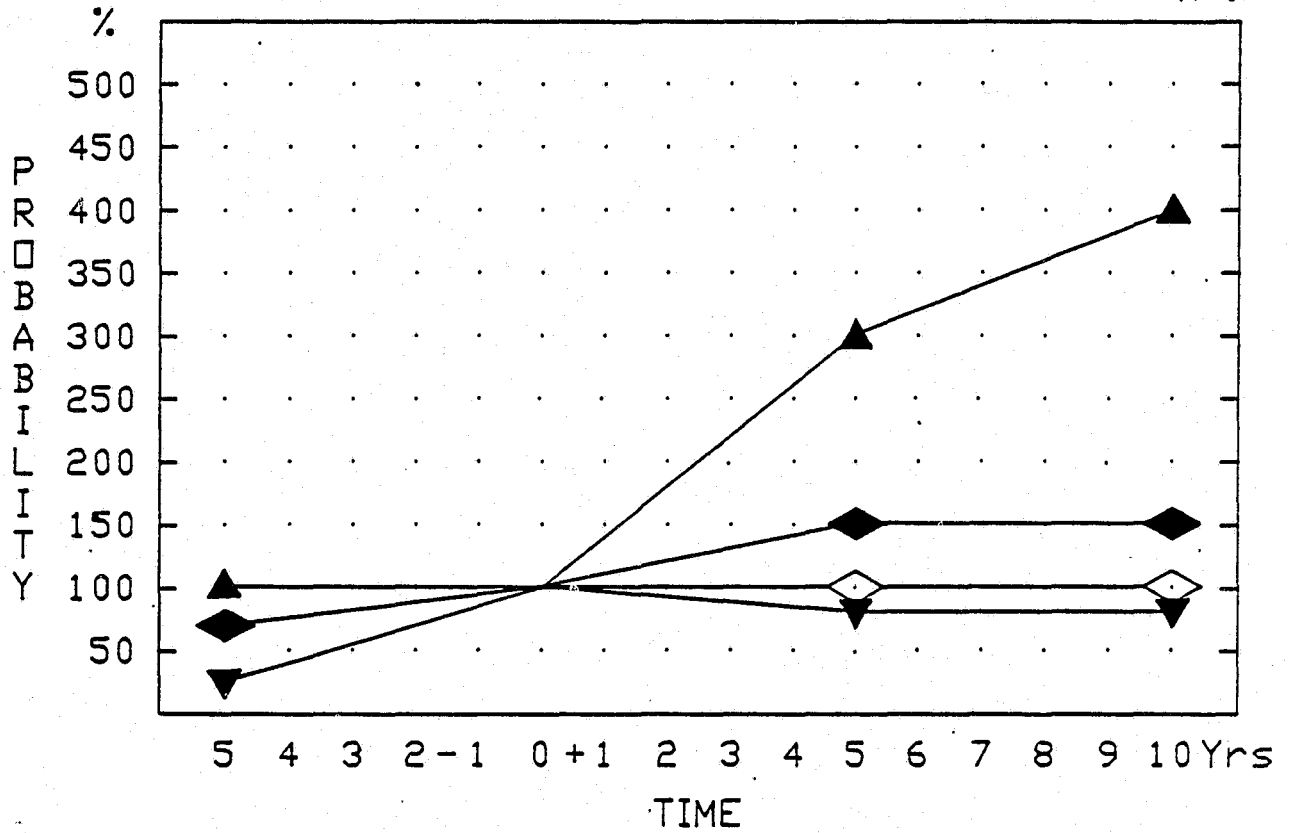
GRAPH T-4 LEVEL OF MODERATE TO SERIOUS CRIME

N=9



GRAPH T-5 DEMAND FOR INTERVENTION IN MINOR DISTURBANCES

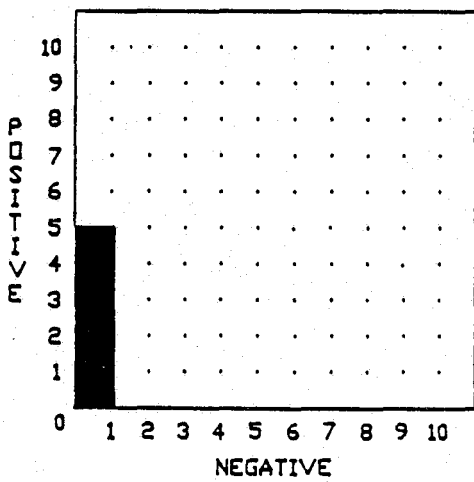
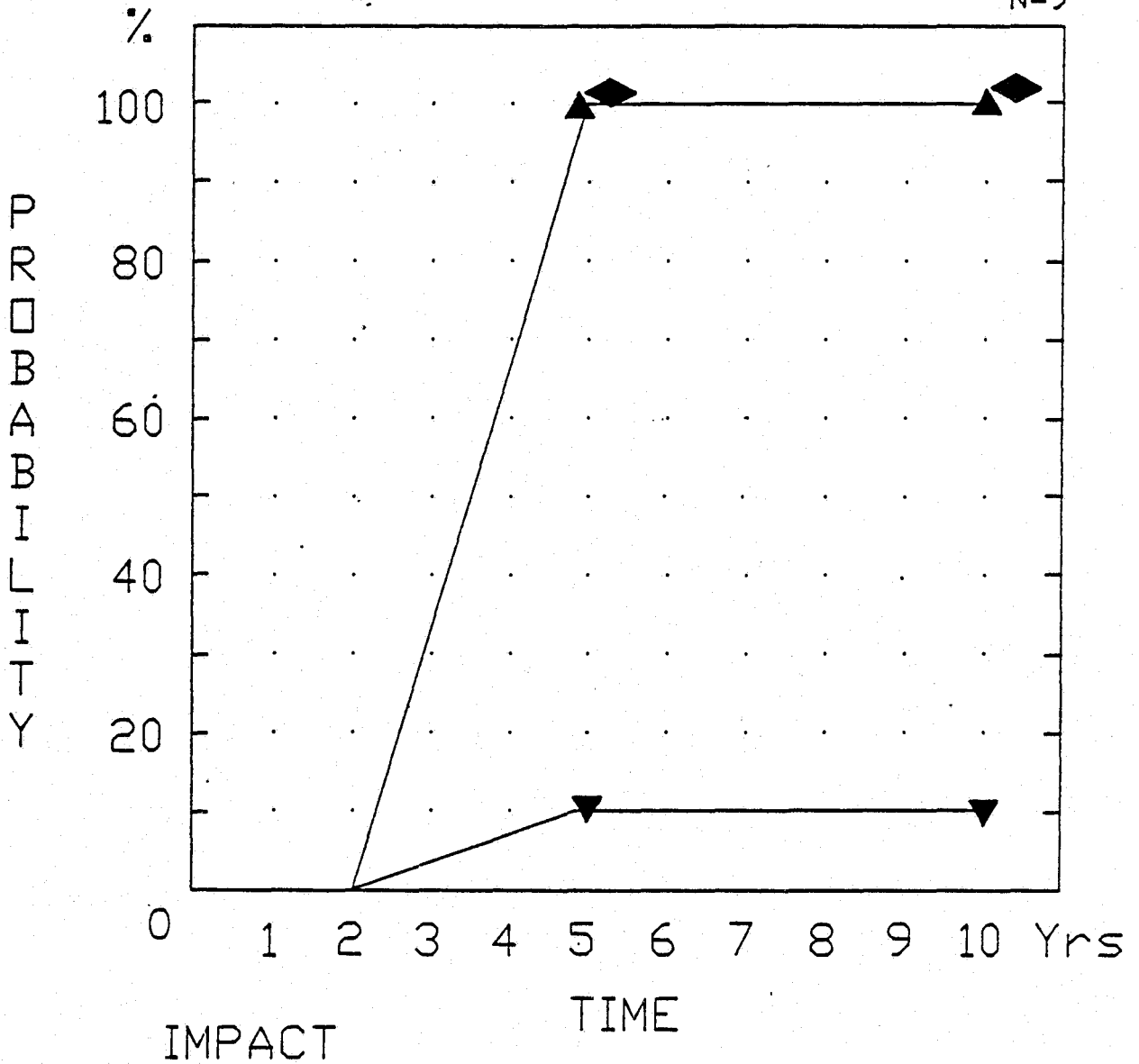
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APPENDIX D, EVENTS GRAPHS

GRAPH E-1 STUDENT VIOLENCE

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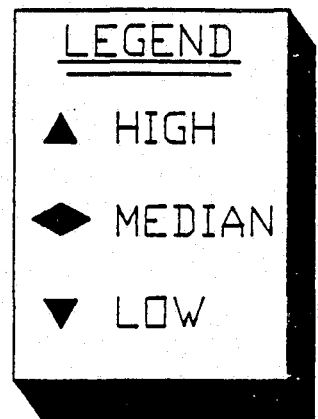
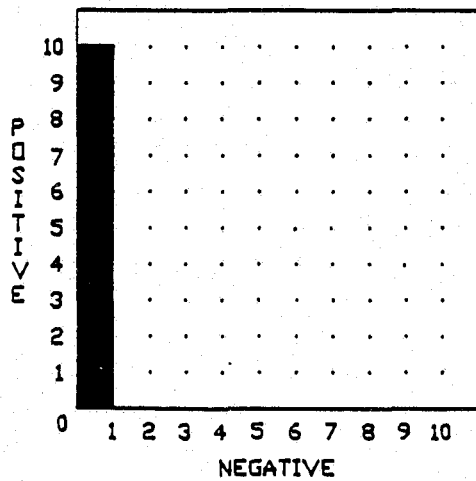
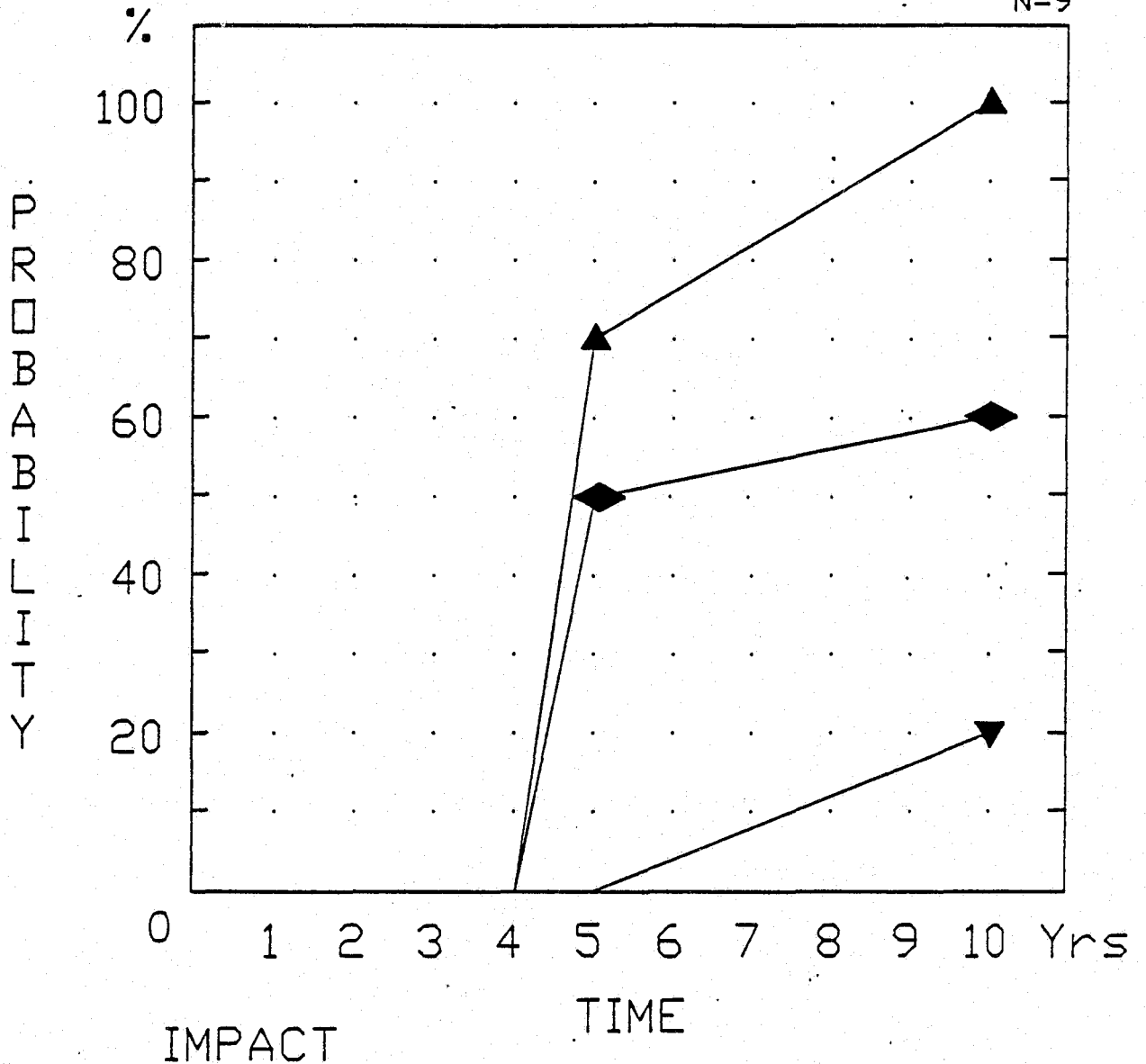


LEGEND

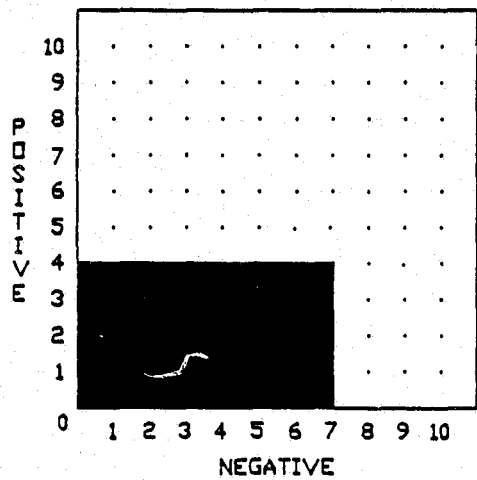
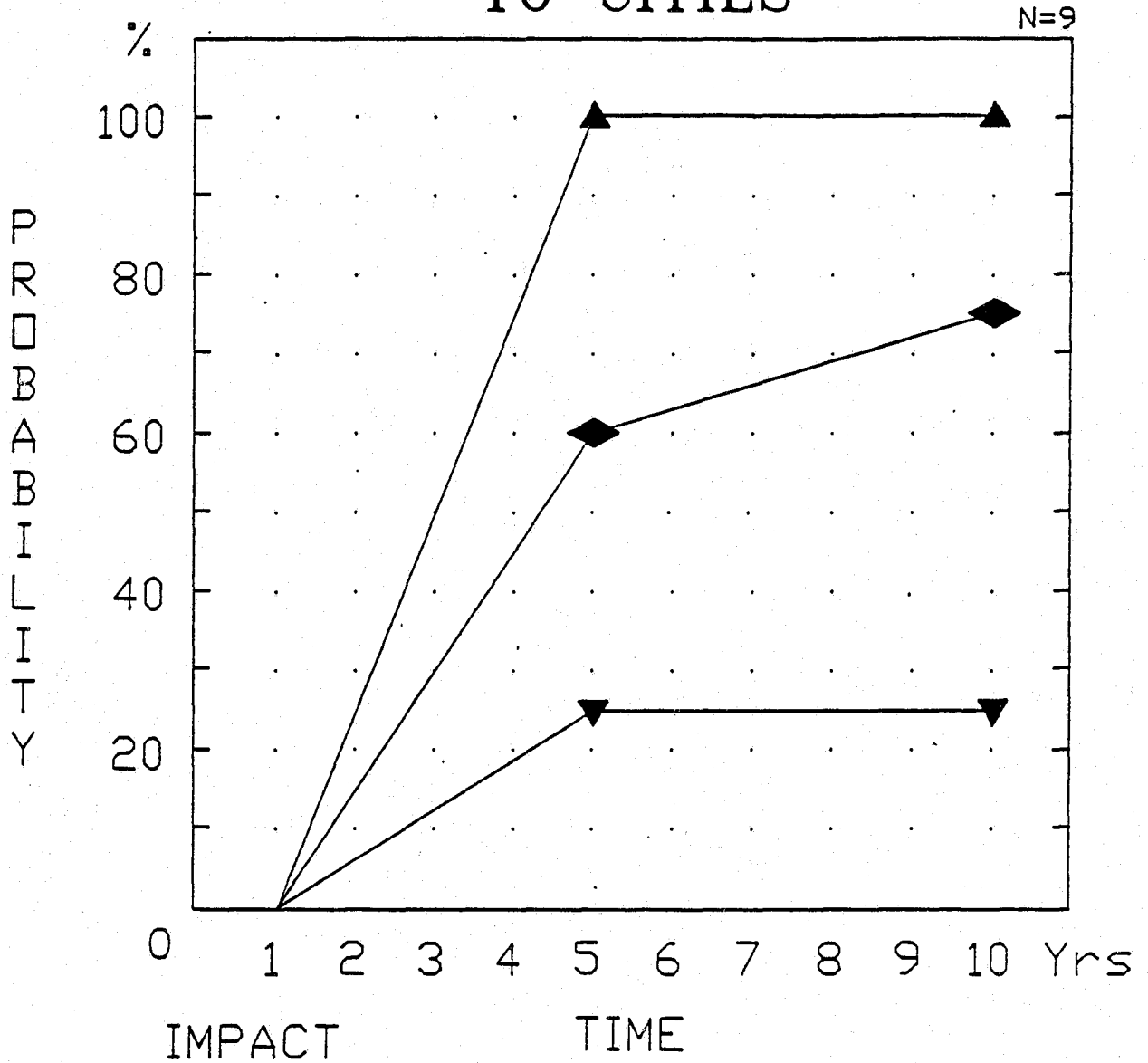
- ▲ HIGH
- ◆ MEDIAN
- ▼ LOW

GRAPH E-2 CLOSURE of CAMPUS PDs

N=9



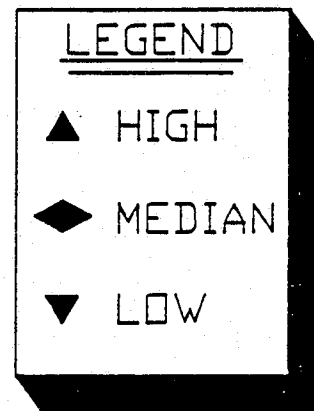
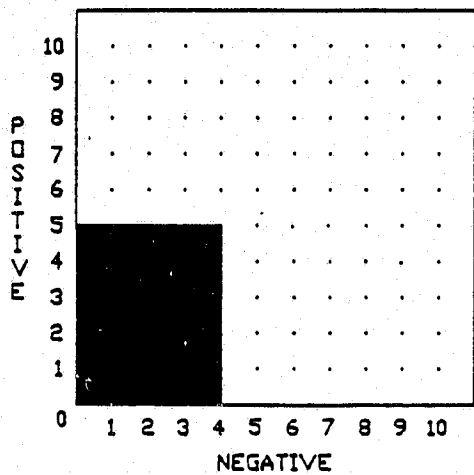
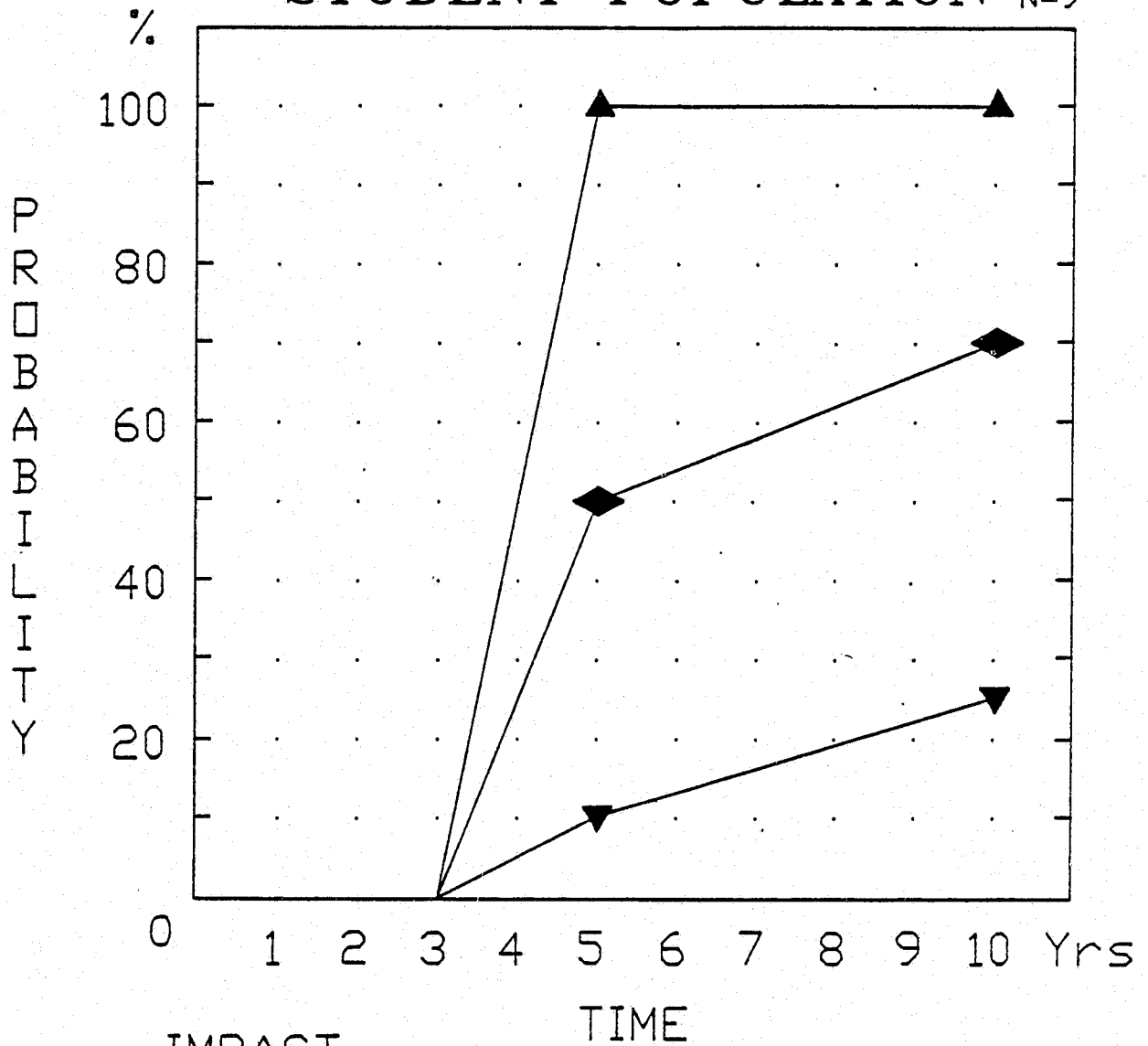
GRAPH E-3 REDUCED SUBVENTIONS TO CITIES



LEGEND

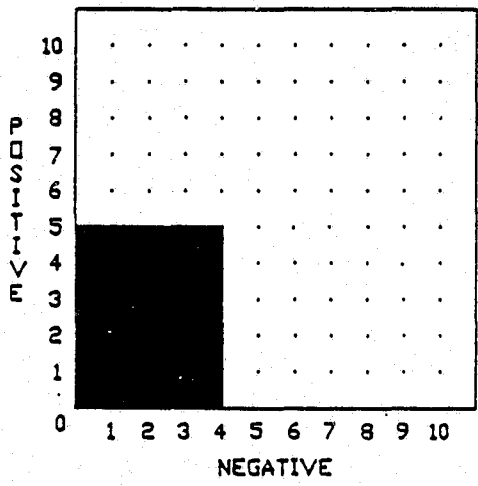
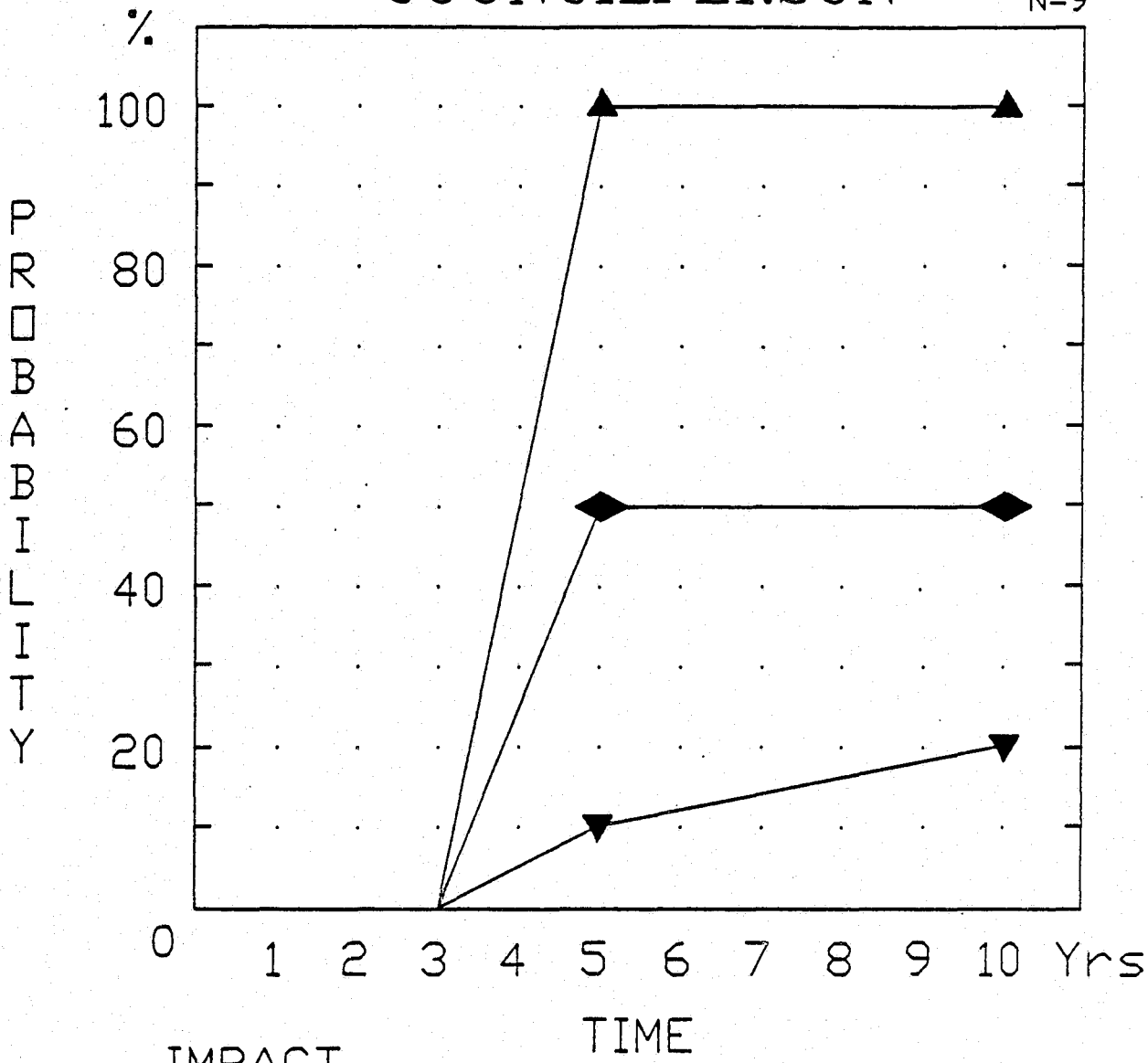
- ▲ HIGH
- ◆ MEDIAN
- ▼ LOW

GRAPH E-4 INCREASE IN STUDENT POPULATION N=9



GRAPH E-5 STUDENTS ELECT COUNCILPERSON

N=9



LEGEND

- ▲ HIGH
- ◆ MEDIAN
- ▼ LOW

APPENDIX E, LIST OF SURVEY AGENCIES

LIST OF SURVEYED AGENCIES

Chief Douglas Krathwohl
Arcata Police Department
736 F Street
Arcata CA 95521

Chief Jim Lewis
Bakersfield Police Department
P.O. Box 59
Bakersfield CA 93302

Lieutenant Pat Phelps
Berkley Police Department
2171 McKinley Avenue
Berkley CA 94703

Captain Jim Massie
Chico Police Department
P.O. Box 3420
Chico CA 95927

Chief Robert E. Moody
Claremont Police Department
570 W. Bonita Avenue
Claremont, CA 91711

Chief Phillip Coleman
Davis Police Department
222 F Street
Davis CA 95616

Lieutenant Art Venegas
Fresno Police Department
P.O. Box 1271
Fresno CA 93715

Lieutenant Ron Powell
Fullerton Police Department
237 W. Commonwealth Avenue
Fullerton CA 92632

Chief Joe Brown
Hayward Police Department
300 W. Winton Avenue
Hayward CA 94544

Lieutenant Victor Thies
Irvine Police Department
P.O. Box 19575
Irvine CA 92713

Commander Ray Jordan
Long Beach Police Department
400 W. Broadway
Long Beach CA 90802

Sheriff Jim Trevena
Stanislaus County Sheriff
1100 "I", Room 100, P.O. Box 858
Modesto, CA 95353

Lieutenant Torin Fischer
Palo Alto Police Department
275 Forest Avenue
Palo Alto CA 94301

Lieutenant Jim Harding
Pomona Police Department
490 W. Mission Blvd.
Pomona CA 91766

Lieutenant Richard Albee
Riverside Police Department
4102 Orange Street
Riverside CA 92501

Chief John Kearns
Sacramento Police Department
813 Sixth Street
Sacramento CA 95814

Captain Wayne Harp
San Bernardino Police Dept.
P.O. Box 1559
San Bernardino CA 92401

Commander Larry Gore
San Diego Police Department
1401 Broadway
San Diego CA 92101-5729

Chief Robert W. Burgreen
San Diego Police Department
1401 Broadway
San Diego, CA 92101

Captain Greg Winters
San Francisco Police Department
850 Bryant Street, Rm 525
San Francisco CA 94103

Captain Steve D'Arcy
San Jose Police Department
P.O. Box 270
San Jose CA 95103

Chief James Gardiner
San Luis Obispo Police Department
P.O. Box 1328
San Luis Obispo CA 93406

Lieutenant Joe Smith
Santa Barbara Sheriff's Dept.
P.O. Box 6427
Santa Barbara CA 93111

Chief Jack Bassett
Santa Cruz Police Department
809 Center Street
Santa Cruz CA 95060-3865

Chief Bill Rettle
Sonoma Police Department
175 First Street, West
Sonoma CA 95476

Chief John Johnson
Turlock Police Department
P.O. Drawer T
Turlock CA 95381

Chief Edwin D. Downing
Auburn Police Department
141 N. Ross
Auburn, AL 36830

Chief David W. Brown
Tempe Police Department
120 E. 5th St.
Tempe, AZ 85281

Chief Peter Ronstadt
Tucson Police Department
P.O. Box 1071
Tucson AZ 85702

Chief Timothy P. Daley
Conway Police Department
1105 Prairie Street
Conway, AR 72032

Chief Louie C. Caudell
Little Rock Police Department
700 W. Markham St.
Little Rock, AR 72201

Chief of Police
Boulder Police Department
1805 33rd Street
Boulder CO 80301

Chief James D. Munger
Colorado Springs Police Department
P.O. Box 2169
Colorado Springs, CO 80901

Chief Aristedes W. Zavaras
Denver Police Department
1331 Cherokee Street
Denver, CO 80204

Chief Bruce D. Glasscock
Fort Collins Police Department
Box 580, 300 La Porte Avenue
Fort Collins, CO 80521

Chief of Police
Greeley Police Department
901 7th Street
Greeley CO 80631

Chief Robert R. McCue
West Hartford Police Department
103 Raymond Road
West Hartford, CT 06107

Chief William A. Hogan
Newark Police Department
264 E. Main Street
Newark, DE 19711

Chief Charles W. Skalaski
Coral Gables Police Department
2801 Salzedo Street
Coral Gables, FL 33134

Chief Paul B. Crow
Daytona Beach Police Department
990 Orange Avenue, P.O. Box 2166
Dayton Beach, FL 32015

Chief Danny J. Wilson
Orlando Police Department
100 S. Hughey Avenue
Orlando, FL 32801

Sheriff
Orange County Sheriff's Office
PO Box 1440
Orlando FL 32802-1440

Chief Melvin L. Tucker
Tallahassee Police Department
234 E. 7th Avenue
Tallahassee, FL 32303

Chief of Police
Winter Park Police Agency
401 Park Avenue South
Winter Park FL 32789

Chief Mark Wallace
Athens Police Department
P.O. Box 1868
Athens, GA 30613

Chief Morris G. Redding
Atlanta Police Department
175 Decatur Street, S.E.
Atlanta, GA 30335

Chief James J. Carvino
Boise Police Department
7200 Barrister Drive
Boise, ID 83704

Chief Donald G. Hanna
Champaign Police Department
82 E. University Street
Champaign, IL 61820

Chief Ernest A. Jacobi
Evanston Police Department
1454 Elmwood Avenue
Evanston, IL 60204

Chief James Taylor
Normal Police Department
100 E. Phoenix Avenue
Normal, IL 61761

Chief Donald R. Scroggins
Muncie Police Department
220 E. Jackson St.
Muncie, IN 47305

Chief Dennis L. Mitchell
West Lafayette Police Department
609 W. Navajo Street
West Lafayette, IN 47906

Director Alvan D. Johnson
Manhattan Riley County Police
600 Colorado
Manhattan, KS 66502

Superintendent Warren Woodfork
New Orleans Police Department
715 S. Broad Avenue
New Orleans, LA 70119

Commissioner Edward V. Woods
Baltimore Police Department
601 E. Fayette St.
Baltimore, MD 21202

Chief Anthony G. Paolillo
Cambridge Police Department
5 Western Avenue
Cambridge, MA 02139

Chief Thomas J. Hendricks
East Lansing Police Department
409 Park Lane
East Lansing, MI 48823

Chief Ernest J. Barbee
Columbia Police Department
600 E. Walnut
Columbia, MO 65201

Chief Ellis E. Kiser
Billings Police Department
220 N. 29th Street
Billings, MT 59101

Chief Charles R. Boyer
Bozeman Police Department
Box 640, 34 N. Rouse
Bozeman, MT 59715

Chief Donald G. Millhouse
Missoula Police Department
435 Ryman Street
Missoula, MT 59802

Chief Allen L. Curtis
Lincoln Police Department
233 S. 10th Street
Lincoln, NE 68508

Sheriff John Moran
Las Vegas Police Department
400 E. Stewart Avenue
Las Vegas, NV 89101

Chief Jerry L. Zohner
North Las Vegas Police Department
1301 E. Lake Mead Blvd.
North Las Vegas, NV 89030

Chief R.V. Bradshaw
Reno Police Department
Box 1900, 455 E. 2nd Street
Reno, NV 89505

Chief William T. Conway
New Brunswick Police Department
P.O. Box 909
New Brunswick, NJ 08903

Chief John A. Dale
Albany Police Department
Morton Avenue/Broad Street
Albany, NY 12202

Chief William Lillich
Kent Police Department
319 S. Water Street
Kent, OH 44240

Chief Pamela E. Roskowski
Corvallis Police Department
180 N.W. 5th Street
Corvallis, OR 97330

Chief Dennis A. Falken
Brookings Police Department
307 Third Avenue
Brookings, SD 57006

Chief Robert Kirchner
Nashville (Metro) Police Department
200 James Robertson Parkway
Nashville, TN 37201

Chief David M. Kunkle
Arlington Police Department
P.O. Box 1065
Arlington, TX 76004

Chief Larry Scott
Waco Police Department
P.O. Box 2570
Waco, TX 76702

Chief Swen C. Nielson
Provo Police Department
351 W. Center, Box 1849
Provo, UT 84603

City Sheriff G. Carlton Baird
Charlottesville Police Department
315 E. High Street
Charlottesville, VA 22901

Chief J. deKoven Bowen
Charlottesville Police Department
606 East Market Street
Charlottesville, VA 22901

Chief Hal A. Rees
Ellensburg Police Department
100 N. Pearl
Ellensburg, WA 98926

Chief William T. Weatherly, Jr.
Pullman Police Department
260 S.E. Kamiaken, Box 249
Pullman, WA 99163

Chief (Acting) Toby Shy
Huntington Police Department
330 Third Avenue
Huntington, WV 25701

SURVEYED CITIES INSIDE CALIFORNIA

Arcata
Bakersfield
Berkley
Chico
Claremont
Davis
Fresno
Fullerton
Hayward
Irvine
Long Beach
Modesto
Palo Alto

Pomona
Riverside
Sacramento
San Jose
San Luis Obispo
San Francisco
San Diego
San Bernardino
Santa Cruz
Santa Barbara
Sonoma
Turlock

SURVEYED CITIES OUTSIDE OF CALIFORNIA

Arizona

Tempe
Tucson

Alabama

Auburn

Arkansas

Conway
Little Rock

Colorado

Boulder
Colorado Springs
Denver
Fort Collins
Greely

Florida

Coral Gables
Daytona Beach
Orlando
Tallahassee
Winter Park

Georgia

Athens
Atlanta

Illinois

Champaign
Evanston
Normal

Indiana

Muncie
West Lafayette

Idaho

Boise

Delaware

Newark

Connecticut

West Hartford

New York

Albany

Kansas

Manhattan

Louisiana

New Orleans

Missouri

Columbia

Montana

Billings
Bozeman
Missoula

Michigan

East Lansing

Maryland

Baltimore

Massachusetts

Cambridge

Nebraska

Lincoln

Nevada

Las Vegas
North Las Vegas
Reno

New Jersey

New Brunswick

South Dakota

Brookings

Utah

Provo

Ohio

Kent

Oregon

Corvallis

Texas

Arlington
Waco

Tennessee

Nashville

Virginia

Charlottesville
City
Charlottesville
Sheriff

West Virginia

Huntington

Washington

Ellensburg
Pullman

APPENDIX F, INTERVIEW QUESTIONS

POLICE QUESTIONS

1. Do student-related calls-for-service represent a significant part of your workload? How much?
2. Do students represent or contribute a significant economic impact in the community?
3. On a scale of 1-10 (10 highest/positive), how do Officers generally view and treat students?
4. On a scale of 1-10 (10 highest/positive), how do students perceive the Police?
5. Do you currently have sufficient manpower staffing?
6. Do you expect to have improved staffing during the next five years?
7. Do you currently have adequate budgeting to maintain services? Do you will believe you will continue to have adequate budgeting over the next five years?
8. What programs do you have geared toward students (positive)?
9. What ordinances or policies do you have geared toward students?
10. On a scale of 1-10 (10 highest/positive), do you believe that your department has been creative enough or effective enough in dealing with this segment of the population?
11. Does demographic diversity of students have an impact on calls-for-service? Will it within the next five years?

CAMPUS QUESTIONS (STUDENT/FACULTY)

1. On a scale of 1-10 (10 highest/positive) how do you see the relationship and attitudes of students toward Police?
2. On a scale of 1-10 (10 highest/positive) how do you see the relationship and attitudes of Police toward students?
3. Do you believe the Police generally treat students fairly?
4. On a scale of 1-10 (10 highest/positive) Do you think the University and community have a good relationship?
5. Do students have a significant economic impact on the community?
6. Does the University currently have a tight budget? Are there funds for special programs?
7. Do you have any programs designed to lessen tension or improve relations with the community?
8. What are general community attitudes toward students?
9. What are the significant issues facing the University, students, and community in terms of future relations?
10. Does the demographic make-up of the students have an impact on their attitudes? On their relationship with the Police or community?

APPENDIX G, SURVEY QUESTIONNAIRE

NAME: _____

DEPARTMENT: _____

TITLE: _____

PHONE #: _____

NAME OF COLLEGE OR UNIVERSITY: _____

QUESTIONNAIRE

For the purpose of this questionnaire, "student" is defined as someone between the ages of 18 and 24 who is enrolled, at least part-time, in a community college, state college, or university.

1. Please list your current total population _____

2. Please list your current student population _____

3. Please list your total number of calls for service for each year listed:

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

4. Please list your total Part I and Part II crimes for each year listed:

1990 I. _____ 1989 I. _____ 1988 I. _____ 1987 I. _____ 1986 I. _____
II. _____ II. _____ II. _____ II. _____ II. _____

5. Please list your total Operating Budget for each year listed:

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

6. Please list your SWORN personnel strength for each year listed:

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

7. Please list your NON-SWORN personnel strength for each year listed:

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

8. Please list the number of student-related citizen complaints, if known, your department has received for each year listed:

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

9. Please list your total party calls, if known, for each year listed.

1990 _____ 1989 _____ 1988 _____ 1987 _____ 1986 _____

Please check the box that most closely answers the following questions:

10. During the next five years, our student-related calls for service will increase.

18% Strongly Agree 50% Agree 20% Disagree
0% Strongly Disagree 12% Don't Know

11. The Police Department has a good relationship with the student community.

12% Strongly Agree 76% Agree 12% Disagree
0% Strongly Disagree 0% Don't Know

12. During the next five years our sworn personnel strength will increase.

19% Strongly Agree 50% Agree 27% Disagree
0% Strongly Disagree 4% Don't Know

13. During the next five years our non-sworn personnel strength will increase.

19% Strongly Agree 50% Agree 23% Disagree
0% Strongly Disagree 8% Don't Know

14. During the next five years our Operating Budget will increase, or at least keep pace with inflation.

23% Strongly Agree 50% Agree 23% Disagree
4% Strongly Disagree 0% Don't Know

15. We currently have sufficient programs in order to work and communicate successfully with the student community.

4% Strongly Agree 50% Agree 42% Disagree
0% Strongly Disagree 4% Don't Know

Please briefly list these programs:

COMMENTS:

This part of the survey was completed by police officials only.
There was a 33% return.

APPENDIX H, LIST OF PERSONAL INTERVIEWS

LIST OF PERSONAL INTERVIEWS

Steve Akers
Associate Dean of Students
Purdue University
West Lafayette, Indiana

Mark Begovich
President, Student Government Association
University of Illinois
Urbana-Champaign, Illinois

Dan Carter
Assistant Chief of Police
Champaign Police Department
Champaign, Illinois

Donald Cox
Chief of Police
Purdue University Police Department
West Lafayette, Indiana

Bonny DeVore
Corporal
Illinois State University Police Department
Normal, Illinois

Mark Ehle
Student Representative to City Council
Purdue University
West Lafayette, Indiana

Kevin Finke
Vice President - Education, Intra-Fraternity Council
University of Illinois
Urbana-Champaign, Illinois

James Gardiner
Chief of Police
San Luis Obispo Police Department
San Luis Obispo, California

Richard Justice
Associate Dean of Students - Judicial Affairs
University of Illinois
Urbana-Champaign, Illinois

Rick Kallmayer
Captain
University of Illinois Police Department
Urbana-Champaign, Illinois

John Martinez
Associate Dean of Students - Inter-Fraternity Affairs
University of Illinois
Urbana-Champaign, Illinois

Jim Massie
Captain
Chico Police Department
Chico, California

Kevin McCarthy
Vice President - Membership, Intra-Fraternity Council
University of Illinois
Urbana-Champaign, Illinois

Julie Meyer
President, Student Body Board of Directors
Illinois State University
Normal, Illinois

Denny Mitchel
Chief of Police
West Lafayette Police Department
West Lafayette, Indiana

Chuck Molter
Assistant Chief of Police
West Lafayette Police Department
West Lafayette, Indiana

Betty Nelson
Dean of Students
Purdue University
West Lafayette, Indiana

Richard Reed
Lieutenant
Chico Police Department
Chico, California

Michael Riley
Black Greek Council
University of Illinois
Urbana-Champaign, Illinois

William Riley
Dean of Students
University of Illinois
Urbana-Champaign, Illinois

Gary Speers
Lieutenant
Normal Police Department
Normal, Illinois

Joseph Smith
Lieutenant
Santa Barbara County Sheriff's Department
Santa Barbara, California

James Taylor
Chief of Police
Normal Police Department
Normal, Illinois

Ben Youman
Residence Hall Association
University of Illinois
Urbana-Champaign, Illinois

APPENDIX I, NOMINAL GROUP TECHNIQUE PANEL

NOMINAL GROUP TECHNIQUE (NGT) PANEL

Chief of Police	1
University Assistant Housing Director	1
University Student Body President	1
Assistant City Attorney	1
City Councilperson	1
Police Captain	1
Police Lieutenant	2
Police Sergeant	1
TOTAL:	9

APPENDIX J, LIST OF NGT TRENDS

NGT TRENDS

1. Law enforcement manpower availability.
2. Changing student attitudes toward law enforcement.
3. Levels of student related calls-for-service.
4. Level of moderate-to-serious crimes.
5. Demands for police intervention in minor disturbances.
6. Changes in college disciplinary policies.
7. Number of confrontations between Police and students.
8. Level of victimization of students.
9. Interaction between student and civic leaders.
10. Community oriented policing programs.
11. Level of student ethnic diversity.
12. Level of civil litigation.
13. Level of community resentment toward students.
14. Student-to-resident population ratio.
15. Level of political participation among students.
16. Educational requirements for Police Officers.
17. Size of law enforcement operating budgets.
18. Student housing locations.
19. Level of student age diversity.
20. Changes in public's perception of substance abuse.
21. Community-based overseer of law enforcement agencies.
22. Number of student entertainment facilities.

23. Cost of education.
24. Availability of student housing.
25. Change in educational technology
26. Legal constraints on Police powers.
27. Level of University/College services.
28. Level of over 55 age group.

APPENDIX K, LIST OF NGT EVENTS

NGT EVENTS

1. Student event erupts into violence.
2. State orders closure of campus police departments, contracts with local police.
3. State reduces budget subventions to City.
4. State orders 10 percent increase in student population of University and College campuses.
5. Student voting block elects councilperson.
6. Police no longer respond to noise complaints before midnight.
7. Major crime occurs while police disperse party.
8. College adjacent neighborhood complains about student noise.
9. Drive-by shooting occurs on College campus.
10. State closes major College campus.
11. College community bankrupt.
12. Citizen videotapes controversial arrest of student.
13. City passes stricter noise ordinance.
14. City JPA goes bankrupt.
15. Citizen review board formed to oversee police policies.
16. University sued for action of student patrol employees.
17. Student violence results in fatality.
18. Suspect arrested in rape/homicide at student apartment complex.
19. Controversial justifiable homicide of student by Police occurs.
20. City closes student nightclub.
21. Citizens group form community patrol.
22. Business community holds major fundraiser to form student patrol program.

23. Police sued for destruction of property at fraternity party.
24. University establishes fraternity row.
25. Council increases Police Officer staffing by 10 percent.

APPENDIX L, WOTS-UP ANALYSIS

WOTS-UP ANALYSIS

OPPORTUNITIES

To bring peer pressure to bear

To reduce workload

To reduce tension and conflict
in neighborhoods

To strengthen police/student
relationships

STRENGTHS

Highly professional organization

Well trained and equipped
organization

Strong community service
orientation

Strong management core

THREATS

Changing student values

Severe fiscal constraints

Rising environmental
conscience

WEAKNESSES

Lack of police manpower

Level of union vs.
management conflict

Level of student/police
conflict

APPENDIX M, CAPABILITY ANALYSIS

CAPABILITY ANALYSIS

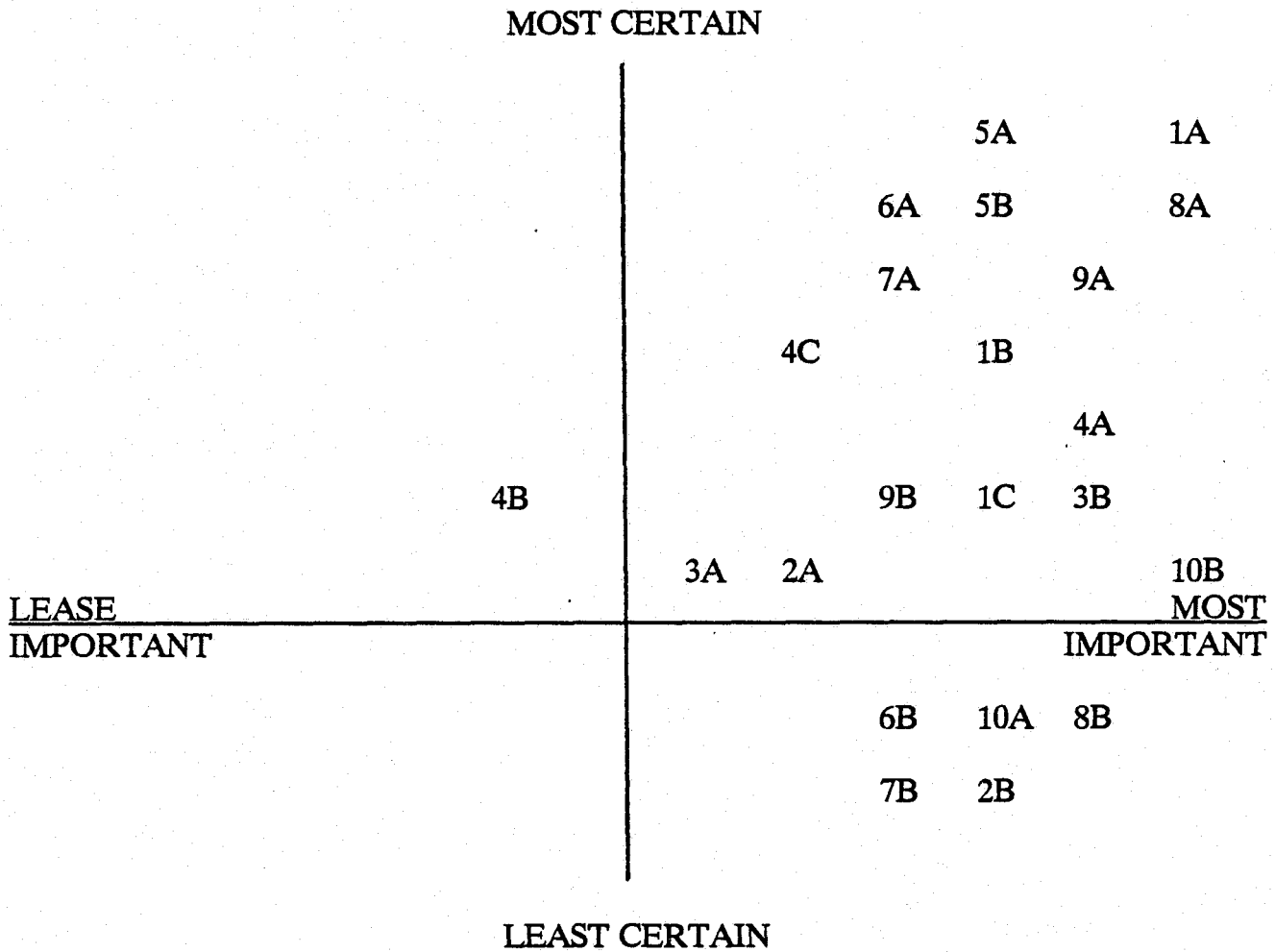
Adaptability to Incorporating the Use of Students For
Certain Crime Prevention and Order Maintenance Roles.

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

Category:	I	II	III	IV	V
<u>TOP MANAGERS:</u>					
Mentality/Personality				X	
Skills/Talents					X
Knowledge/Education					X
<u>ORGANIZATIONAL CLIMATE:</u>					
Culture/Norms			X		
Rewards/Incentives			X		
Power Structure			X		
<u>ORGANIZATION COMPETENCE:</u>					
Structure			X		
Resources				X	
Middle Management			X		
Line Personnel			X		

APPENDIX N, STRATEGIC ASSUMPTION SURFACING MAP

STRATEGIC ASSUMPTION SURFACING MAP



Stakeholders

- | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> 1. Chief of Police 2. Police Management 3. Police Officers Association 4. University Administration 5. Student Leadership (ASI) | <ul style="list-style-type: none"> 6. University Legal Advisor 7. City Administrator 8. City Council 9. Community Neighborhood Groups 10. Student Population |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

APPENDIX O, MODIFIED POLICY DELPHI

MODIFIED POLICY DELPHI

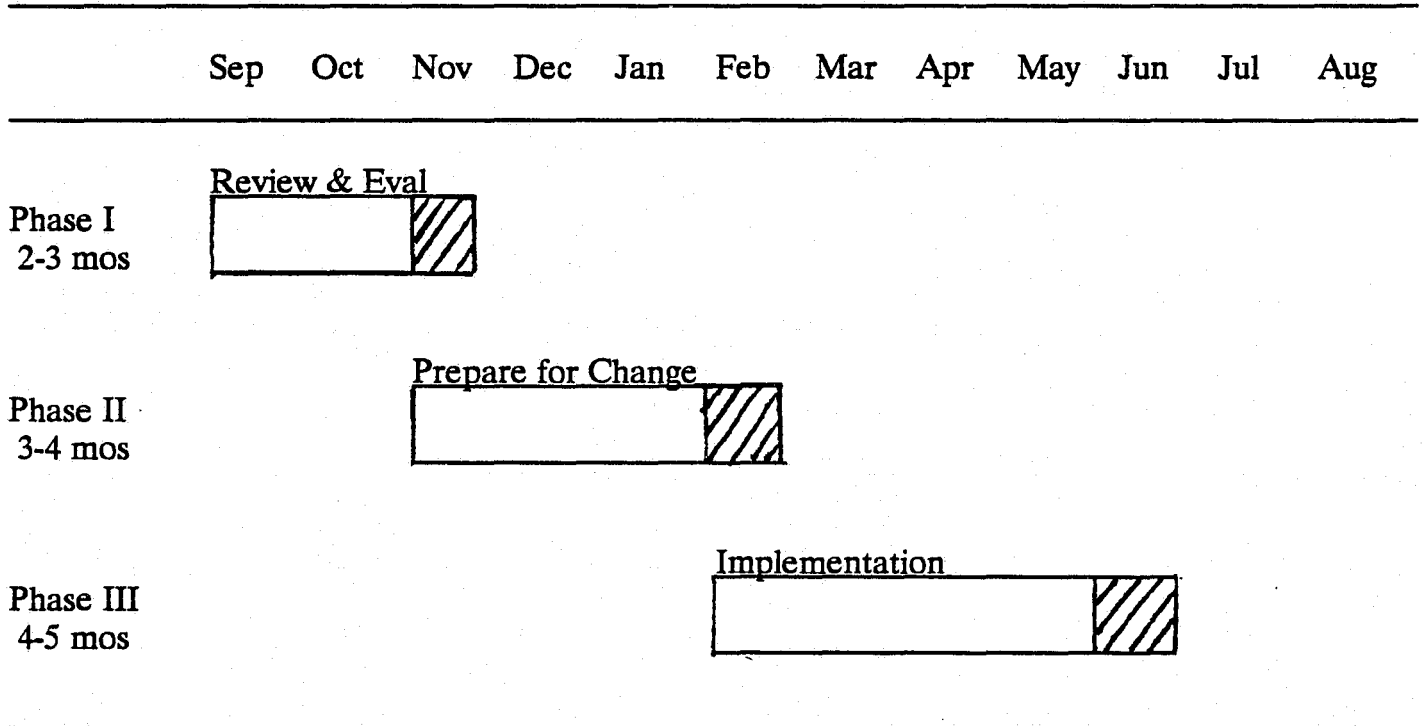
Alternative Strategies List

1. Increase sworn officer strength to a level capable of handling increasing workloads for the next five years.
2. No longer respond to first complaint of party and noise calls.
3. Use resources like the California League of Cities to obtain change in State Education Code, making students subject to discipline for off-campus misconduct.
4. Contract with private security to handle party complaints.
5. Re-organize police department to make more positions available for patrol use, reducing or eliminating some current functions; e.g. Traffic and Investigations.
6. Develop collaborative students on patrol program to utilize students as first responders to party and noise complaints.
7. Develop student/resident neighborhood patrol program in order to reduce student related calls-for-service.
8. University increases on-campus housing and develops on-campus Greek Row.
9. City develops student housing enclave and adjacent related services grouped into a "student" zoned fringe area of the city.
10. Police department reactivates a reserve officer program in an attempt to increase personnel strength.
11. City significantly increases police overtime budget in order to utilize off-duty personnel on overtime to augment strength.

APPENDIX P, TIME LINE ANALYSIS

TRANSITION MANAGEMENT

Time-Line Chart



NOTE: Representation of 12 months period, based on university school year. Time-line allows for two months cushion.



Shortest Projected Time-Line



Longest Project Time-Line

APPENDIX Q, RESPONSIBILITY CHART

RESPONSIBILITY CHART

Actors	Chief of Police	Project Manager	Student Leadership	City Administrative Officer	City Council	University Administrative Staff	Police Management
Actions							
Mission Statement	A	R	I	I	—	I	I
Overall Plan Development	A	R	S	S	—	I	I
Selecting Transitional Management	R	S	S	S	I	S	S
Communicate "Sell" within Department	I	I	—	—	—	—	R
External Communication	R	I	R	I	—	R	I
Recruitment/ Training	A	R	R	—	—	I	—
Budgeting	R	I	I	A	S	S	—
Progress Reports	A	R	I	I	I	I	S
Monitoring & Review	A	R	S	S	I	S	S

R = Responsibility (not necessarily authority)
 A = Approval (veto ability)
 S = Support (resources)
 I = Inform (consulted)

APPENDIX R, STUDENTS ON PATROL PROPOSAL

STUDENTS ON PATROL (STOP) PROGRAM

BACKGROUND

For several years, relations between students and the community have been deteriorating. The results, and even many of the reasons, have been documented in other reports. These reports have convinced us that part of the strategy for improving relationships necessitates involving students in cooperative programs. These programs will be designed to provide the students with an opportunity to actively help protect their own environment. This philosophy calls for students to both police and protect their peers--within the confines of a carefully designed collaborative program. We believe that this concept combines the best aspects of both community policing ideas and peer pressure involvement. The following is a draft summary of our vision of such a program.

PURPOSE

To enable and promote the involvement of the student constituency in securing a safer environment by assisting local law enforcement. This program will involve students taking an active role in specifically defined crime prevention and order maintenance activities within the community.

MISSION STATEMENT

The mission of the Students On Patrol (STOP) is to provide an opportunity for students to create a safer environment for themselves and the community. STOP participants will assist local law enforcement as first responders to specified student-related calls for service, conduct safety patrols in and around student housing areas, and provide a variety of student-oriented crime prevention services.

The STOP program will promote an increased sense of commitment and involvement by students in community life.

AUTHORITY

STOP will operate under the auspices of the Associated Students Incorporated of California State Polytechnic University (ASI). It will function in cooperation and agreement with the City of San Luis Obispo under the direction of the Police Department.

A STOP member has no authority to use force or make arrests and will not personally intervene in any situation that could endanger them. STOP members will act in strict accordance to the rules and regulations of the STOP program.

ORGANIZATION

STOP will generally operate Wednesday through Saturday of each week while the University and College is in session. Work assignments will generally be from 9:00 PM to 3:00 AM.

There will generally be two teams of STOP members. Each team consisting of two students. Each team will be equipped with the following:

1. ASI vehicle (clearly marked)
2. STOP program cap and windbreaker
3. Police portable radio and holder
4. Police flashlight
5. Police DAC forms
6. Rain gear as needed
7. Appropriate forms and related equipment

The on-duty Police Field Supervisor will be responsible for functional supervision of working STOP members. Ultimate responsibility and administrative supervision remains with the ASI and their authorized agents.

OPERATIONAL RULES AND REGULATIONS

1. Each tour of duty will be from 9:00 PM to 3:00 AM with a briefing at 8:45 PM.
2. When not responding to first reports of noise violations, STOP members will patrol the parking and public areas of student housing locations (see attached).
3. Any observed violations or crimes in progress will be immediately reported by radio to the Police Department. Members will not take action in crime suppression activities, but will act as the "eyes and ears" of the Police by reporting suspicious activity, crimes, etc.
4. Members will respond to assigned crime prevention services such as security surveys, neighborhood watch programs, elder assistance programs, and other similar duties as assigned.
5. All members must successfully complete and consistently comply with the training program administered by the Police Department. All members must complete and comply with all training updates and refreshers administered by the Police Department or the ASI.
6. STOP members will have frequent contact with the public and will be expected to remain courteous, helpful, and respectful to everyone at all times. No vulgar, insulting, or inflammatory language will be used by any member.
7. Members will periodically complete written reports as directed.
8. Members shall obey an order or instruction from a law enforcement officer at all times.
9. Members shall be exposed to confidential information from time to time. No information or knowledge gained as a member of STOP shall be discussed or in any way divulged to anyone outside the chain-of-command.
10. All members must successfully complete entrance requirements (see attached).
11. Other rules and regulations may be adopted as appropriate.

ENTRANCE REQUIREMENTS

1. Must be enrolled in either California Polytechnic State University or Cuesta Community College, and be carrying a class enrollment of nine or more units.
2. Must be between 18 and 26 years of age.
3. Must make application to STOP and successfully complete an oral interview board and a modified background investigation.
4. Must be free of misdemeanor and felony convictions. Misdemeanor citations may be excepted on a case-by-case basis.
5. Must possess a valid California driver's license and proof of active motor vehicle insurance.
6. Must be willing to comply with all program rules and regulations.

APPENDIX S, NORMAL ILLINOIS PARTY POLICY

GENERAL ORDER NO. 81-8 (Amends Existing Order)
Normal Police Department

SUBJECT: Party Policy

PURPOSE: To clearly delineate a standardized procedure for handling of party calls in the Town of Normal so that police officer and citizen alike knows what is expected of them.

POLICY: It is the policy of the Normal Police Department to respond to party calls utilizing a standard and consistent procedure to afford every citizen an opportunity to act in a responsible way.

PROCEDURE:

- I. Upon receiving a complaint, the officer taking the call will attempt to find out if the party in question is primarily an ISU student party of 100 persons or less. If it is, the Student Body Board of Directors party patrol will be notified, who will attempt to quiet the party down so that it is no longer a subject of complaints. A Police Unit will be dispatched to stand by the area until Student Body Board of Directors patrol leaves the confines of the party. If it is determined that the party is not an ISU student party OR is more than 100 persons, OR if we receive a second complaint of the same party after the Student Body Board of Directors party patrol has made an attempt to quiet the party down to no avail, the following procedure will be followed.
- II. Upon receiving a complaint, the officer taking the call will request that the complainant provide the department with their name and address.
- III. The officers assigned to a complaint will be responsible for locating a responsible person who is hosting the party and advising them of the complaint and to request this person's cooperation in quieting the party. They will do the following:
 - A. If they observe violations of the law or suspect there may be violations being committed, they will advise the individual they have contacted of the violations and firmly suggest their termination.
 1. If flagrant violations are occurring the officers shall disperse the party and make appropriate arrests.
 - B. They will obtain the name and address of the individual they have spoken with.

- C. After clearing, they will advise the station of the name of the individual they talked with and provide an estimate of the number of persons attending the party.
1. The Desk Officer will contact the complainant by phone and advise them that contact was made and what action was taken.
- IV. Upon receipt of a second complaint about a party, the department has previously been to and warned in accordance with paragraph 3 above, this party will be dispersed and appropriate arrests made.
- V. At the discretion of the supervisor on duty, the use of plain clothes personnel may be utilized. The supervisor on duty may also request that additional manpower be called in to deal with any enforcement action he deems appropriate.
- VI. At any large party (100 or more), the use of videotape may be utilized at the discretion of the shift supervisor. The use of videotape will be for identification and evidentiary purposes.
- A. Videotape may be used at such time that it becomes apparent that the participants will not cooperate with police requests to bring the party under control or to disperse.
1. When using videotape, care should be taken to film the minimum amount of footage needed to identify participants and show that illegal activity is occurring.

ISSUANCE DATE: July 1, 1984

EFFECTIVE DATE: July 1, 1984

 /s
 David C. Lehr, Chief of Police

ENDNOTES

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3. Richard L. Dana, What Adjustments Will Law Enforcement Have to Make to Accommodate Civilianization Within the Patrol Function by the Year 2000? An Independent Study Project, P.O.S.T., Sacramento, CA 1988, p. 2-3.
4. "The Condition of Education - 1991," Post-Secondary Education, Vol 2, US Dept of Education, National Center for Educational Statistics, Washington DC, 1991, p.44
5. "The Condition of Education - 1991," Post-Secondary Education, Vol 2, US Dept of Education, National Center for Educational Statistics, Washington DC, 1991, p. 45
6. Richard A. Breza, The Future of Civilianization, An Independent Study Project, P.O.S.T., Sacramento CA, 1985. p.II-4
7. Bart Topham, Questionnaire Results, Appendix I
8. William A. Geller, (ed.) Police Leadership in America, American Bar Foundation, Chicago IL, 1985, p. 73
9. Raymond C. Davis, "Organizing the Community for Improved Policing," Police Leadership in America, American Bar Foundation, Chicago, Illinois, 1985. Chapter 8, p. 73.