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WHAT IMPACTS OF PROBLEM-ORIENTED POLICING WILL A MID-SIZED LAW
ENFORCEMENT AGENCY BE REQUIRED TO MANAGE BY THE YEAR 2002?

BY

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U.S. Department of Justice
National Institute of Justice

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COMMAND COLLEGE CLASS XVI

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JUNE 1993

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

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

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

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

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Introduction

The traditional crime-control, enforcement model of incident-driven policing frustrates law enforcement agencies across the United States. They find problems are not addressed and often re-occur. There is an endless supply of criminals to replace the ones arrested. Jail and courtroom overcrowding reduce the likelihood anyone will be "kept off the streets" or spend any significant time in jail. Relying entirely on enforcement tactics supports a system that does not exist.

Many managers recognize the changing face of the population and are beginning to experiment with service-oriented, problem-solving policing strategies. One such strategy is Problem Oriented Policing (P.O.P.). P.O.P. is a strategy that focuses on crime prevention, target hardening and fear reduction.¹ Officers employ a geographic focus and are alert for repeat calls, trends and the use of crime analysis to identify and solve problems within the community. Agencies venturing into these strategies know impacts will result, but it is unknown what form they may take. The issue question is, **"What impacts of Problem Oriented Policing will a mid-sized Law Enforcement agency be required to manage by the year 2002?"** The goal is to identify what those impacts could be and how they may manifest themselves.

The challenge of P.O.P. will surface both internally and externally. Just as law enforcement is frustrated with the traditional policing model, so shall the community become increasingly frustrated with rising crime and disorder. They have expectations of what law enforcement should provide and they will make those demands stronger as crime, disorder and a sense of losing control increases. Internally, the challenge may be greater as law enforcement is deeply entrenched in the traditional model of policing and the police culture is a difficult concept to change. It entails not only changing procedures, but changing minds, training and the belief system of what the role of the police should be in the community. Officers must be educated that current methods are ineffective and do little to solve the problems of today. Society is becoming more diverse and more complex and the role of law enforcement must mirror those changes. Externally, there is the added dimension of making all these

changes in a fishbowl. The police and their performance, activity, strategy is under review every day by the news media, the community, special interest groups, attorneys, the courts and everyone else with a perceived injustice. Everyone is an expert on how change should occur.

Frustration with the criminal justice system abounds. Three Judges in Orange County, California and a former police chief from northern California frustrated and overwhelmed by the sheer number of narcotics' offenders processed in court and the judicial gridlock they create, called for legalization of drugs.² County Sheriffs' are being forced to release prisoners and close jails due to overcrowding and budgetary constraints on the county.³ While at the same time the 1991 Uniform Crime Report from the Federal Bureau of Investigation reports one violent crime every 17 seconds and one property crime every 2 seconds.⁴ In 1960 the chances of being murdered in the United States were 1 in 19,646. In 1990 your chances are 1 in 10,504.⁵ Newsweek reports "With 426 prisoners per 100,000 citizens, the U.S. has the world's highest incarceration rate."⁶ "The National Center for Policy Analysis in Dallas calculated the expected punishment a criminal would endure once the odds of arrest, prosecution, conviction and sentencing are combined. They reported the average murderer in 1990 could expect to spend just 1.8 years in jail and the rapist could anticipate 60 days and the aggravated assault suspect could expect 6.4 days. All of these figures are down from their 1988 projections."⁷ The staggering criminal justice system is no surprise to anyone. In December of 1990 the Los Angeles Times polled Judges, Public Defenders, Prosecutors, Probation Officers and Police Officers about the state of the Criminal Justice System. They asked the question, "Over the next 10 years, do you think the criminal justice system will improve in its ability to administer justice that is "swift and sure?" Those who saw improvement ranged from 21% to 54% with the majority in the middle 30%. The remaining responses saw it declining, remaining the same, unsure or refused.⁸ Traditional policing is not the cause of all the conditions reported above, but much of this is the product of traditional law enforcement thinking as a whole on how to deal with crime and problems within the community. P.O.P. is about working smarter, not harder and solving problems, not creating them.

Exactly what specific strategy an agency may employ will depend upon the agency itself and the unique

make-up of their community. This is being studied in the context of a department wide Problem Oriented Policing strategy. This philosophy entails a geographic focus for patrol and investigation. Concentrating on problem-solving instead of case solving and being responsive to the community as opposed to random policing of singular events.

Futures Study

Issue and Sub-Issue Identification

The purpose of the initial phase is to develop a future issue question that would be useful and meaningful to study. Futures reading and conversations with law enforcement executives who are projecting change over the next ten years are the source of this issue. The issue question is, **“What impacts of Problem Oriented Policing will a mid-sized law enforcement agency be required to manage by the year 2002?”**

Three sub-issues related to the primary issue of the study are identified through the use of a Futures Wheel for study. Those issues are: (1) **What training and educational needs will a police officer require to provide the service required;** (2) **What will external interaction or liaisons with other agencies require;** (3) **What will citizen feedback, participation and expectation resemble in the year 2002?**

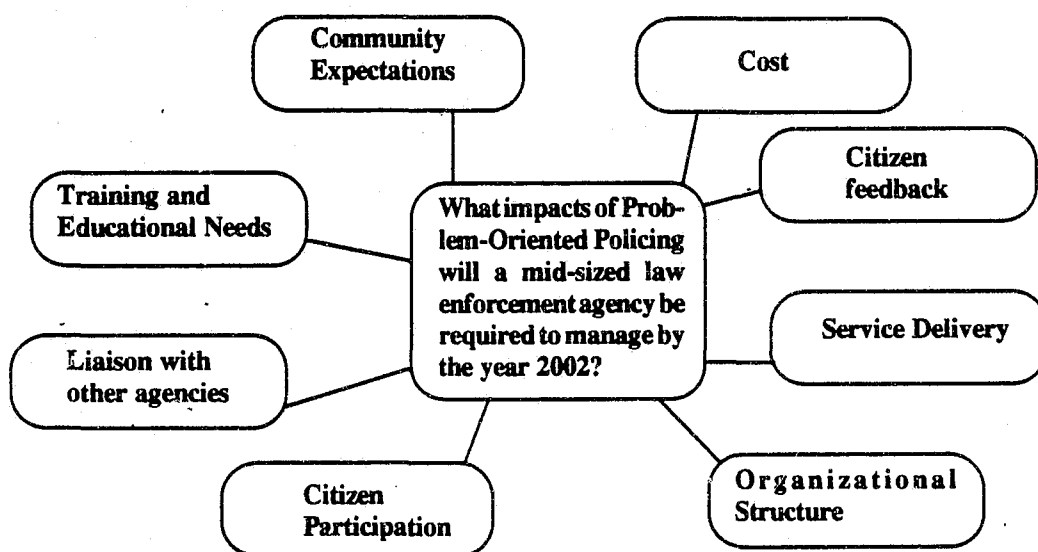


Illustration # 1

FUTURES WHEEL

A select group of intelligent, well read people who would be interested in helping with the process of studying this issue were identified. A panel of seven people in the law enforcement profession was assembled to participate in a Nominal Group Technique exercise for this study. On, April 23, 1992, at the Fullerton Police Department the following individuals participated:

Captain Larry Lewis, Captain, Corona Police Department
Captain Gene Hernandez, Captain, Orange Police Department
Captain Lee DeVore, Captain, Fullerton Police Department
Captain Ron Rowell, Captain, Fullerton Police Department
Lieutenant Bill Tegeler, Lieutenant, Santa Ana Police Department
Lieutenant Al Burks, Lieutenant, Fullerton Police Department
Sergeant Mike Stedman, Sergeant, Fullerton Police Department

The panel assembled consisted entirely of law enforcement personnel. To get a balanced view of forecasted trends and events, four additional people were selected to forecast the trends and events. Each was interviewed individually and asked to forecast the trends and events identified by the law enforcement panel. The four individuals consisted of a male senior citizen volunteer; a female college student; and two female executives' one employed by a municipal government and the other by a private university. The time of these interviews was April 1993 one year after the first panel. An analysis of those forecasts is included along with the first panel results. In analyzing the data it became clear that the non-law enforcement forecasters had a decidedly different view of the issues and events than the all law enforcement panel. The two groups will be referred to as the Primary Panel (law enforcement panel) and the Secondary Panel (all non-law enforcement). It was decided to keep the data separate because it was panel versus individual interviews; one year difference in time; and all law enforcement on one set of data and all non-law enforcement on the other set of data. The primary panel developed the trends and events and participated in the forecasting. The secondary panel was used only for additional forecasts of the trends and events.

The panel assembled and first addressed the issue and sub-issue so everyone understood the context of the discussion. The panel then turned their attention to the trends that would help define those issues. The seven panel members silently generated trends for approximately ten minutes. In a round robin

process the panel placed the suggested trends on flip charts and taped the paper on the walls around the room. The panel discussed the trends and consolidated those that were overlapping or similar. Each panel member then privately selected his top ten trends from the list of thirty-one. The question was asked, for the purpose of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the trends on the list by assigning a value using the trend screening form from priceless (5 points) too useless (1 point). After calculating the scores the ten trends were identified and placed on flip chart paper for discussion. Each panel member then narrowed the list of ten down to five using the same process of attaching a score to the top five trends. Scoring complete the top five trends were identified. All the trends identified are listed below starting with the most valuable:

Budgetary constraints (On the city or police department)
Effectiveness of traditional policing
Need for change in the criminal justice system
Changing methods of evaluating police effectiveness
Law enforcement understanding of cultural differences

Political Pressure
Changing Demographics
Media Attention
Change in Police Managers
Resistance to Change
Regional Policing
Training Still Done in the Traditional Thinking
Competing Community Interest
Technology Advances
Federal Funding Encouraging Change
No Consensus of Elements of P.O.P.
Expectations Exceed Resources
Privatization
Legislative Changes
Management Accountability
Home Grown Training of P.O.P.
P.O.P. is Important to a Professional Image.
City Government Demonstrates Awareness and Interest of P.O.P.
Ethics Training
Recruitment
Working Closer with Academics and law Enforcement Managers
Labor Unions
Impacting Citizens Complaints

The panel forecasted the top five trends using the trend evaluation form. They considered the trend level five years ago, five years from now and ten years from now. They also forecasted a "will be" trend level and a "should be" trend level.

Table # 1

Primary Panel

TREND EVALUATION TABLE Panel Median Forecasts April 1992		Level of the Trend (Today = 100)			
		5 Years Ago	Today	5 Years from now	10 Years from now
(T1)	BUDGETARY CONSTRAINTS (On the City or Police Department)	50	100	150 / 80	200 / 75
(T2)	EFFECTIVENESS OF TRADITIONAL POLICING	50	100	150 / 150	200 / 150
(T3)	NEED FOR CHANGE IN THE CRIMINAL JUSTICE SYSTEM	50	100	150 / 85	175 / 80
(T4)	CHANGING METHODS OF EVALUATING POLICE EFFECTIVENESS	50	100	150 / 140	200 / 175
(T5)	LAW ENFORCEMENT UNDERSTANDING OF CULTURAL DIFFERENCES	50	100	150 / 150	200 / 200

Will Be / Should Be

Table # 2

Secondary Panel

TREND EVALUATION TABLE Panel Median Forecasts April 1993		Level of the Trend (Today = 100)			
		5 Years Ago	Today	5 Years from now	10 Years from now
(T1)	BUDGETARY CONSTRAINTS (On the City or Police Department)	50	100	97.5 / 65	80 / 55
(T2)	EFFECTIVENESS OF TRADITIONAL POLICING	75	100	50 / 87.5	37.5 / 97.5
(T3)	NEED FOR CHANGE IN THE CRIMINAL JUSTICE SYSTEM	77.5	100	60 / 67.5	50 / 67.5
(T4)	CHANGING METHODS OF EVALUATING POLICE EFFECTIVENESS	50	100	65 / 65	55 / 65
(T5)	LAW ENFORCEMENT UNDERSTANDING OF CULTURAL DIFFERENCES	62.5	100	55 / 90	50 / 135

Will Be / Should Be

The panel then proceeded to identify events for the same issue and sub-issues. Each panel member silently and privately identified events that could impact the issues and sub-issues. The panel members took turns around the room offering events, as a result twenty-four was identified. They were placed on flip chart paper and the paper taped on the walls. A discussion of the events resulted in consolidation and clarification. Each panel member privately reduced the list to ten events and rated them with the event screening form giving them a priceless to useless score. After scoring, ten events were identified for further consideration. The panel privately reduced the list of ten to a list of five and again scored them using the event screening form with the priceless to useless scoring system. Five events remained after calculating the scores. The top five events are listed below followed by the remainder of the events identified:

Economic Catastrophe (Affecting the city or police department)
Community demands civilian review board to monitor the police
City manager appoints a blue ribbon committee to evaluate police effectiveness
Police Chief is fired or retires under pressure for insensitivity to community needs
P.O.P. training required by P.O.S.T.

Federal Funding Dependent on Problem Oriented Policing Program Development
Court Orders Police Personnel Makeup Reflect Community Demographics
City Council Appoints Civilian Manager as Chief of Police
Questionable Police Shooting in Minority Community
Media Covers Brutality Complaint in Affluent Community with P.O.P.
An Ethnic Minority Becomes Chief of Police
Minority Community Pickets Police Department
Uniform Crime Report Tracking Abandoned
Major Corruption Incident within Police Department
State Legislation Makes All Misdemeanors Non-Custodial Offenses
Major Labor Force Dispute
Major Re-organization of the City Structure
Violent Crimes Double, Citizens Want Traditional Policing Re-instated
City Hires Private Security Firm to Implement P.O.P.
Hispanics Become Demographic Majority
Private Community Contracts with City for More Police Service
Educational Standards Imposed for Hiring Officers
Drugs are Legalized
FBI Adds Quality of Life Index

The panel forecasted the top five events on the event evaluation form. The panel then identified how many years until the probability of this event first exceed zero. The panel gave a probability estimate of occurrence at five years and at ten years. The panel estimated the impact on the issue if the event occurred positive or negative. The trend data generated by the panel was analyzed identifying the panel

median forecasts and converted to a table. Using the two tables' graphs were prepared of each trend identifying the median nominal trend level; the highest trend level; the lowest trend level; and the median "should be" trend level. Each graph was interpreted (using the "will be" data) as follows:

Table # 3 Primary Panel

EVENT EVALUATION TABLE Panel Median Forecasts April 1992		Years until probability first exceeds zero	Probability		Impact on the Issues if the event occurred	
			Five years from now (0-100)	Ten years from now (0-100)	Positive (0 - 10)	Negative (0 - 10)
(E1)	ECONOMIC CATASTROPHE	1	50	75	0	10
(E2)	COMMUNITY DEMANDS CIVILIAN REVIEW BOARD TO MONITOR THE POLICE	2	20	50	5	5
(E3)	CITY MANAGER APPOINTS A BLUE RIBBON COMMITTEE TO EVALUATE POLICE EFFECTIVENESS	0.5	20	35	5	5
(E4)	POLICE CHIEF FIRED OR RETIRES UNDER PRESSURE FOR INSENSITIVITY TO COMMUNITY NEEDS	0.5	75	90	5	5
(E5)	P.O.P. TRAINING REQUIRED BY POST	2	70	90	8	1

Table # 4 Secondary Panel

EVENT EVALUATION TABLE Panel Median Forecasts April 1993		Years until probability first exceeds zero	Probability		Impact on the Issues if the event occurred	
			Five years from now (0-100)	Ten years from now (0-100)	Positive (0 - 10)	Negative (0 - 10)
(E1)	ECONOMIC CATASTROPHE	0.5	55	65	0	10
(E2)	COMMUNITY DEMANDS CIVILIAN REVIEW BOARD TO MONITOR THE POLICE	4	15	35	3	9.5
(E3)	CITY MANAGER APPOINTS A BLUE RIBBON COMMITTEE TO EVALUATE POLICE EFFECTIVENESS	2.5	20	32.5	5	7.5
(E4)	POLICE CHIEF FIRED OR RETIRES UNDER PRESSURE FOR INSENSITIVITY TO COMMUNITY NEEDS	0.5	62.5	67.5	5.5	5.5
(E5)	P.O.P. TRAINING REQUIRED BY POST	1.5	72.5	87.5	7.5	3

Trend One: Budgetary Constraints (On the city or police department) (Primary Panel)

All panel members felt budgetary constraints were less severe five years ago with a median of 50. Five years from now, the group anticipated the constraint would be half again as severe as it is today, and ten years from now it would be double today's level. The median

"should be" forecast an optimistic divergence of the trend to a level between today and five years ago.

**TREND EVALUATION
T1 Budget Constraints**

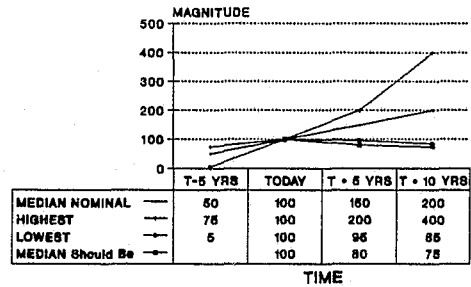


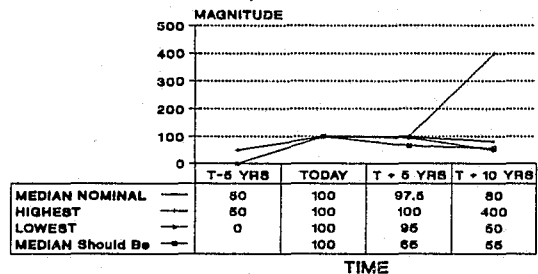
Illustration # 2

Trend One: Budgetary Constraints (On the city or police department) (Secondary Panel)

Just as the first panel, the second forecast panel viewed budgetary constraints as being less severe five years ago with a median of 50. However, this group was more optimistic about the future and forecasted a decline at five years and again at ten years. They also believed with good policy decisions

it would be possible to return to levels approaching five years ago by ten years from now.

**TREND EVALUATION
T1 Budget Constraints**



April 1983 Forecast

Illustration # 3

Trend Two: Effectiveness of Traditional Policing (Primary Panel)

The panel felt traditional policing was viewed as ineffective in recent years. This view was not the case five years ago. Both the "will be" and the "should be" forecasts continued to increase, implying traditional policing is ineffective and no policy decision that includes a simple continuation of traditional policing

**TREND EVALUATION
T2 Effective Policing**

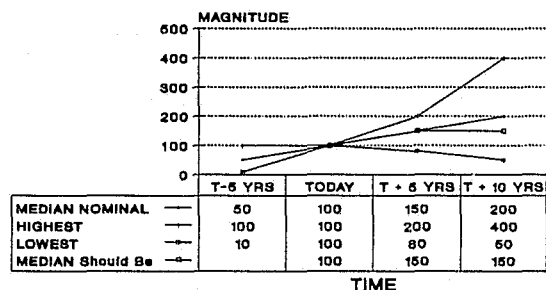


Illustration # 4

strategies will be effective. A change in thinking about the role and responsibility of the police and their relationship with the community are necessary. The panel felt an alternative strategy, like Problem Oriented Policing, could be effective in place of traditional strategies.

Trend Two: Effectiveness of Traditional Policing (Secondary Panel)

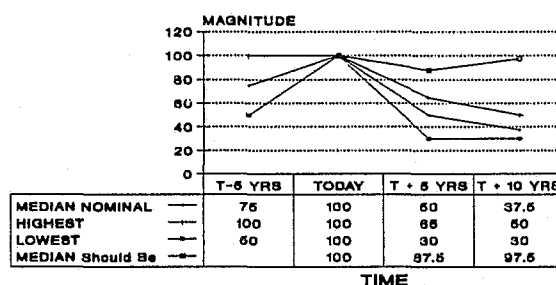
The secondary panel differed with the law enforcement executives who viewed the effectiveness of traditional policing to be half what it is today. The secondary panel did not see the effectiveness that different five years ago. The secondary panel see a decline in the trend where the primary panel see it continuing to rise. The primary panel saw good policy decisions as instrumental in causing the trend to decline, whereas the secondary panel see it rising with good policy decisions. This may reflect a lack

of understanding people outside law enforcement have about the effectiveness and quality of police service in existence. Previous studies have shown the general public views of law enforcement consist of three elements. If I call will you come quickly; when I talk to you, will you be polite and helpful; and lastly, do I see you patrolling my neighborhood. It comes down to response time, attitude and visibility.⁹ All three of which have nothing to do with solving crime, but everything to do with fear reduction, community peace of mind and victim de-traumatization. All of which are primary tenets of problem solving policing.

Trend Three: Need for change in the criminal justice system (Primary Panel)

Most panel members believe the criminal justice system is collapsing under its own weight and needs change. Five years ago they found it to be half the

TREND EVALUATION
T2 Ineffective Policing



April 1988 Forecast

Illustration # 5

TREND EVALUATION
T3 Criminal Justice System

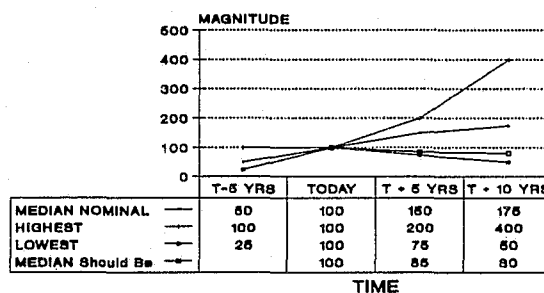


Illustration # 6

problem of today and believe left to its own end it will be nearly twice as bad in ten years. They believe policy decisions can improve its conditions, if large scale participation across the board were to occur. The current system is based on incarceration without the infrastructure to carry out that philosophy, better known as jail overcrowding. Thirty years of research by the U.S. Department of Justice has shown as incarceration levels were reduced, part one crime increased, supporting the warehousing of criminals. If they are not on the street, they cannot commit crimes. Absent the infrastructure to support that philosophy, prevention must take a more dominant role in solving community problems.

Trend Three: Need for change in the criminal justice system (Secondary Panel)

Again the secondary panel did not see the system to be as bad five years ago as did the primary panel. They also see the need for change declining in both the “will be” and the “should be” forecasts. The secondary panel see it increasing in the “will be” and declining in the “should be.” It again demonstrates the lack of understanding regarding the problems that exist.

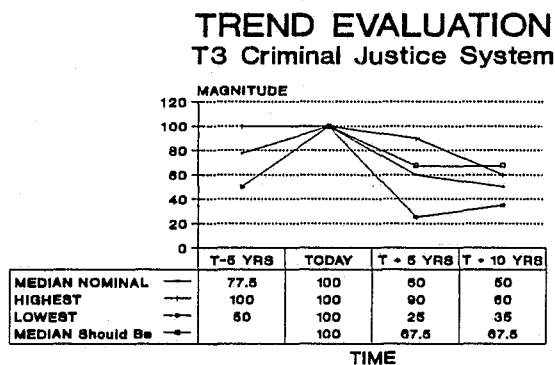


Illustration # 7

Trend Four: Changing methods of evaluating police effectiveness (Primary Panel)

All panel members felt five years ago evaluation of police effectiveness was not an issue of concern. Both the five and ten year trend forecasts in both the “will be” and “should be” categories show this trend will continue to increase. The panel believes police effectiveness will come under inspection for some time in the future regardless of changing policy. The autonomy and distance from the community, that has evolved as a part of traditional policing is no longer acceptable. The “will be” forecast projects

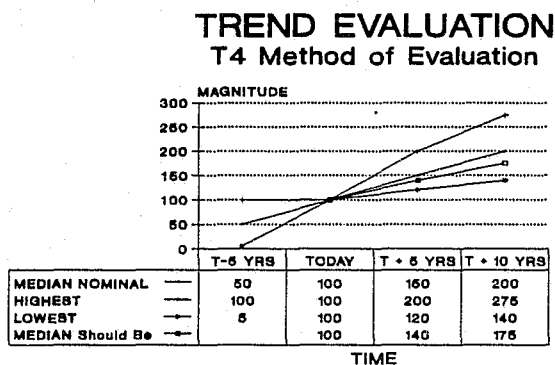


Illustration # 8

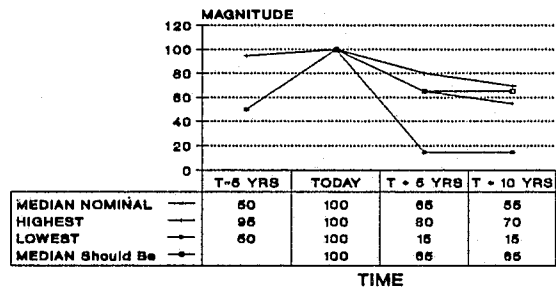
a belief that current evaluation techniques are flawed and will continue to be suspect by the community. The "should be" forecast reflects policy change could correct the flaws in evaluation of police effectiveness, but does not diminish the community concern about the issue in the future.

Trend Four: Changing methods of evaluating police effectiveness (Secondary Panel)

The forecasts agreed with the primary panel on the five years ago level as both were at 50. However, again the primary panel saw the trend increasing and the secondary panel saw it decreasing. All of these trends are familiar to those working within the system and less noticed by those outside the system.

The trends reflect the frustrations of law enforcement types with the system. The secondary panel seem more optimistic in every regard for they may not be subject to these frustrations on a daily basis.

**TREND EVALUATION
T4 Method of Evaluation**



April 1993 Forecast

Illustration # 9

Trend Five: Law enforcement understanding cultural differences (Primary Panel)

Panel members believe this trend is twice what it was five years ago and will be twice what it is today in ten years regardless of policy action. They see a changing population that will require understanding of cultural differences as a given in providing police service.

**TREND EVALUATION
T5 Cultural Differences**

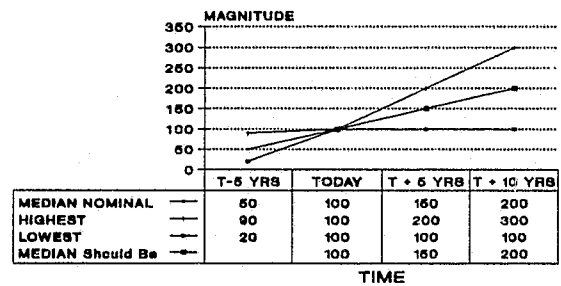


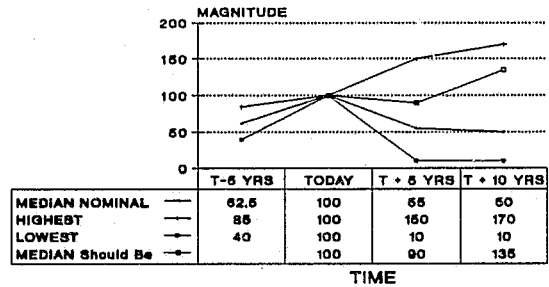
Illustration # 10

Trend Five: Law enforcement understanding cultural differences (Secondary Panel)

The primary panel felt their understanding of cultural differences would continue to expand. The secondary panel view covered both ends of the graph on this issue ranging from 10 to 170 at ten years.

The event evaluation data provided by the forecasters was used to create two tables depicting, years until probability first exceeds zero, the probability at five years and ten years and the positive and negative impact of these events.

TREND EVALUATION T5 Cultural Differences



April 1998 Forecast

Illustration # 11

Graphs depicting each event displaying the highest forecasts, the median forecast and the lowest forecast were prepared. Each graph was interpreted as follows:

Event One: Economic Catastrophe (Affecting the city or police department) (Primary Panel)

The panel forecast that the earliest time at which an economic catastrophe affecting the city or police department could occur would be between six months and three years.

The probability by the end of the fifth year from now ranged between ten and sixty percent. By the tenth year, the probability had risen to between fifteen and seventy-five percent. The median projection was closer to the high than the low indicating the probability was high. This event would have the highest negative impact on the issue.

EVENT EVALUATION E1 Economic Catastrophe

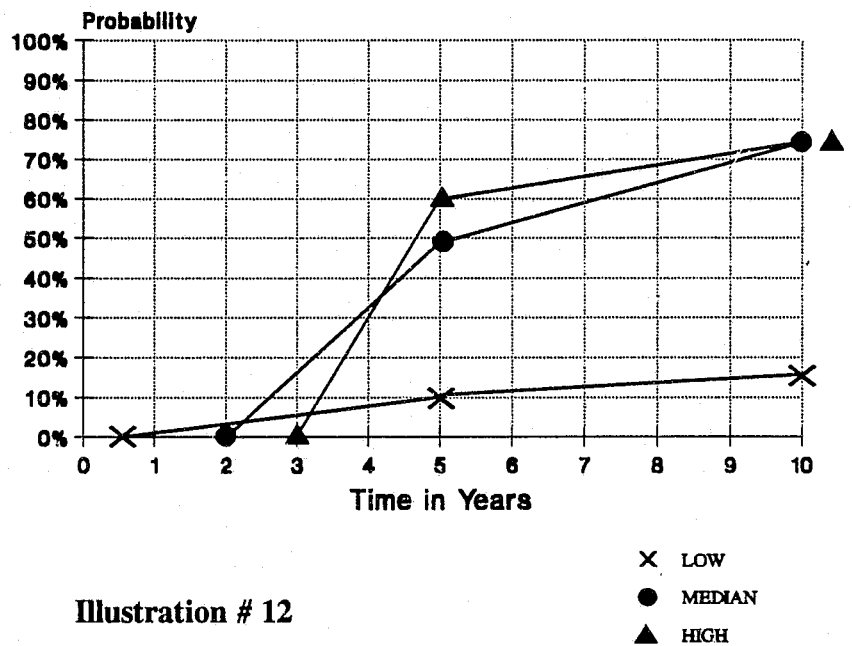


Illustration # 12

Event One: Economic Catastrophe (Affecting the city or police department) (Secondary Panel)

The secondary panel forecast this event to occur between now and two years with the highest being 100% probability at five years. The median however forecast the event to start sooner and reach only 50% to 60% of occurring.

EVENT EVALUATION E1 Economic Catastrophe

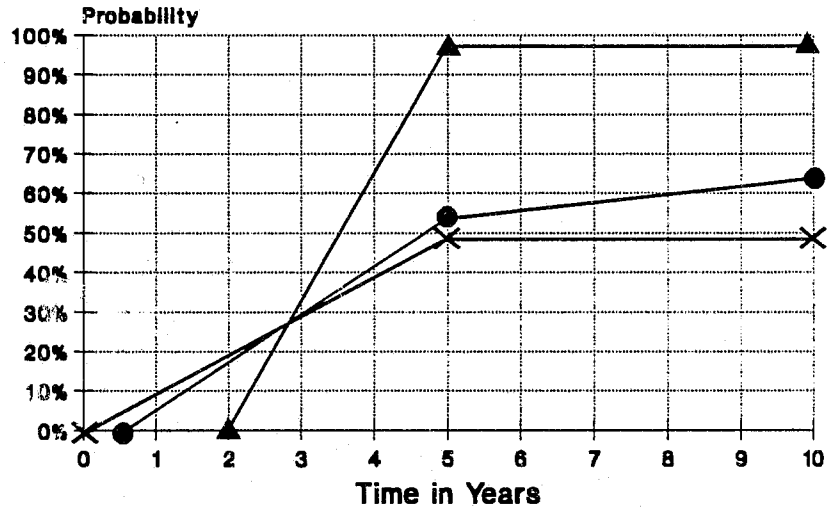


Illustration # 13

- X LOW
- MEDIAN
- ▲ HIGH

Event Two: Community demands a civilian review board to monitor the police (Primary Panel)

The panel forecast on this event in probability first exceeding zero ranged from six months to five years. The low end found the probability remote with only a ten percent probability over the ten year period. The median found a twenty percent probability after five years and a fifty percent probability after ten years. The high forecast found the event slow in coming, but found it at seventy-five percent at five years and ninety percent at ten years. The issue seems to be a coin toss that might be influenced by policy decisions or other events in the future. The projected impact was split at five positive and five negative, indicating ambivalence over this issue.

EVENT EVALUATION E2 Civilian Review Board

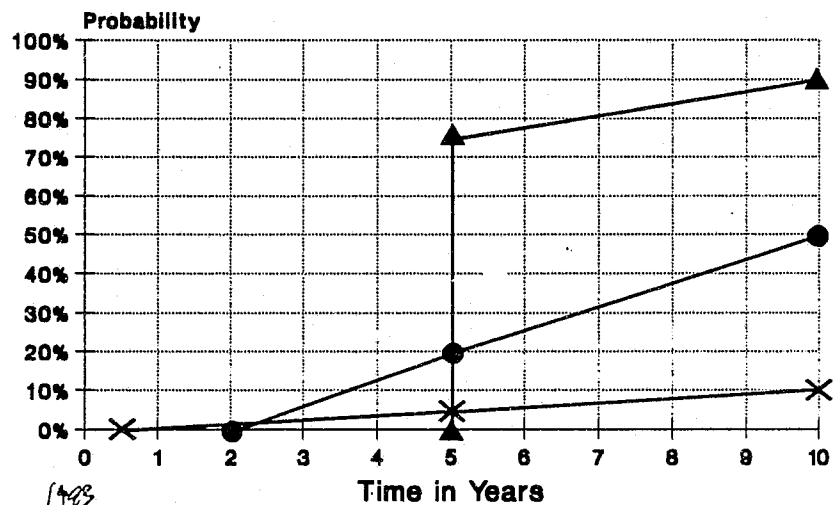


Illustration # 14

- X LOW
- MEDIAN
- ▲ HIGH

Event Two: The community demands a civilian review board to monitor the police (Secondary Panel)

The low forecast projected this could happen immediately but rose only to ten percent at ten years. The median did not project this event until four years and then only rose to thirty-five percent at ten years. The high forecast projected a delay of seven years, but saw a one hundred percent probability at five and ten years. The delay in occurrence could be attributed

to the median seeing this at 9.5 negative. There appears to be external confidence in the police and the system that is diminished in the insider's panel.

**EVENT EVALUATION
E2 Civilian Review Board**

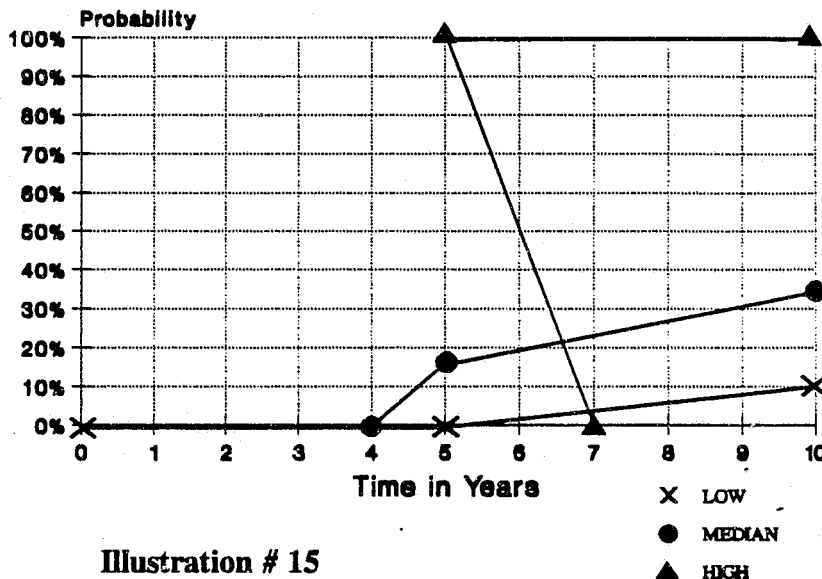


Illustration # 15

Event Three: The City Manager appoints a blue ribbon committee to evaluate police effectiveness (Primary Panel)

The panel forecast the probability of first exceeding zero from immediately to four years with the median at six months. The lowest probability was very low at both the five and ten year marks. The

**EVENT EVALUATION
E3 Blue Ribbon Committee**

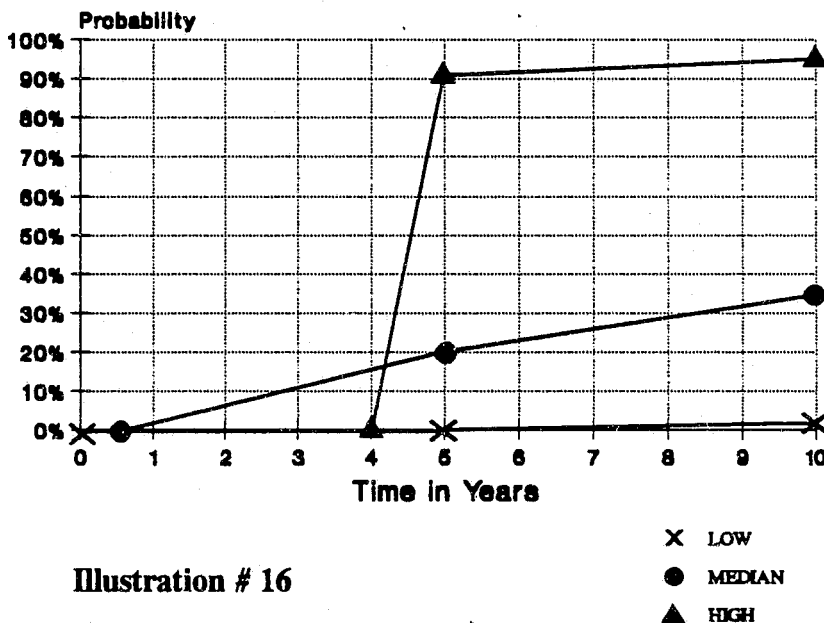


Illustration # 16

median saw the probability at twenty percent after five years and thirty-five percent after ten years. The high forecast was similar to the feeling about the civilian review board (E2). The high found it slow in coming at four years rising to ninety percent by five years and ninety-five percent by ten years. The median forecast suggests that a city manager would rather not take this step.

Event Three: The City Manager appoints a blue ribbon committee to evaluate police effectiveness (Secondary Panel)

The secondary panel forecast this event in much the same manner as the primary panel. They were a little more conservative feeling it was longer coming and less likely to occur.

**EVENT EVALUATION
E3 Blue Ribbon Committee**

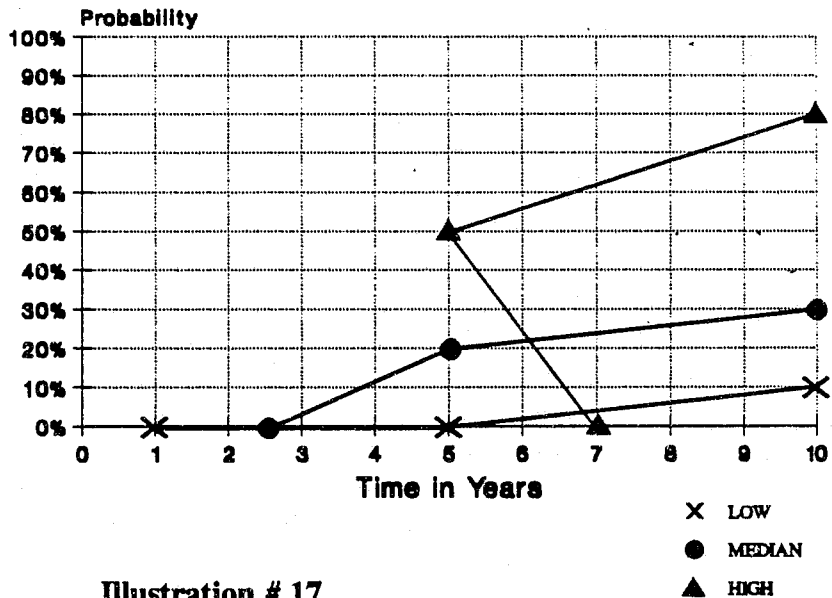


Illustration # 17

Event Four: Police Chief fired or retires under pressure for insensitivity to community needs (Primary Panel)

The panel forecast for, years first exceeding zero, ran from immediately to three years with the low projection seeing the probability very low at ten percent over ten years. The median panel forecast found the probability much higher at seventy-five percent after five years and ninety percent after ten years. The high forecast reached one hundred percent after five years. The panel seems to believe that some traditional police chiefs, which are the ones currently in office, will face this event if they are entrenched in a management style that is no longer acceptable to the community.

Event one (Economic Catastrophe) would have the highest negative impact on the issue. Event five

(P.O.P. Training required by P.O.S.T.) would have the highest positive impact on the issue. But this event would have a very large impact on the issue with mixed reviews as to the positive or negative impact on the issue. The median positive impact was five and the median negative impact was five.

EVENT EVALUATION E4 Chief Fired

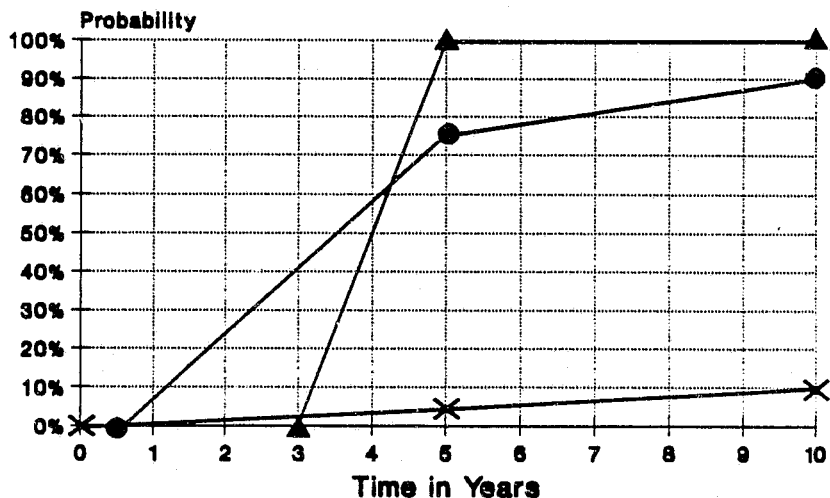


Illustration # 18

X LOW
● MEDIAN
▲ HIGH

Event Four: Police Chief fired or retires under pressure for insensitivity to community needs

(Secondary Panel)

The secondary panel forecast this event as occurring much sooner than the primary panel. The secondary panel saw this event within the next year and rated this as the second highest probability of occurrence. They were also split as were the primary panel whether this is a negative or positive impact. It appears the secondary panel have a much stronger view

EVENT EVALUATION E4 Chief Fired

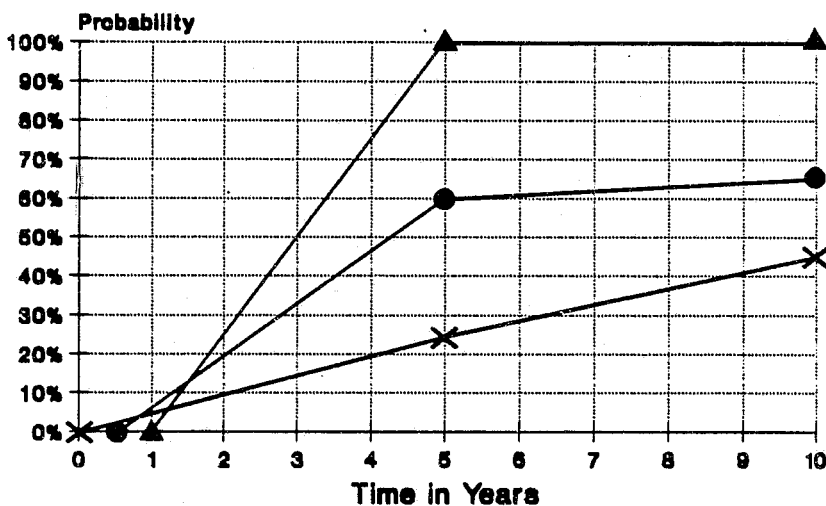


Illustration # 19

X LOW
● MEDIAN
▲ HIGH

on this issue. To many, the Chief of Police is viewed as the police department and people are quick to fix problems and blame at the chief level. This may be another example of the media's influence on the public.

Event Five: Problem Oriented Policing training required by P.O.S.T. (Primary Panel)

The panel forecast for, years until first exceeding zero, ran from one year to five years with the median at two years. The median probability forecast after five years was seventy percent and rose to eighty-five percent by the end of the tenth year. The highest estimate moved

on up to ninety and one hundred percent respectively, indicating inevitability. The impact was seen as eight on the positive side and one on the negative side. Of all the events, this had the highest probability of occurrence and the highest positive rating.

Event Five: Problem Oriented Policing training required by P.O.S.T. (Secondary Panel)

The secondary panel forecast this event very similar to the primary panel. They saw it occurring

**EVENT EVALUATION
E5 POP Training by POST**

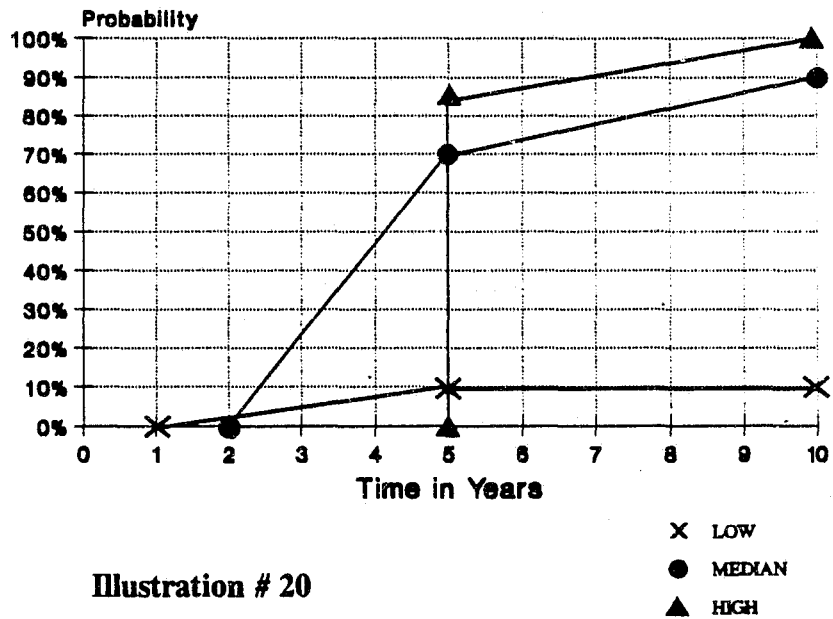


Illustration # 20

**EVENT EVALUATION
E5 POP Training by POST**

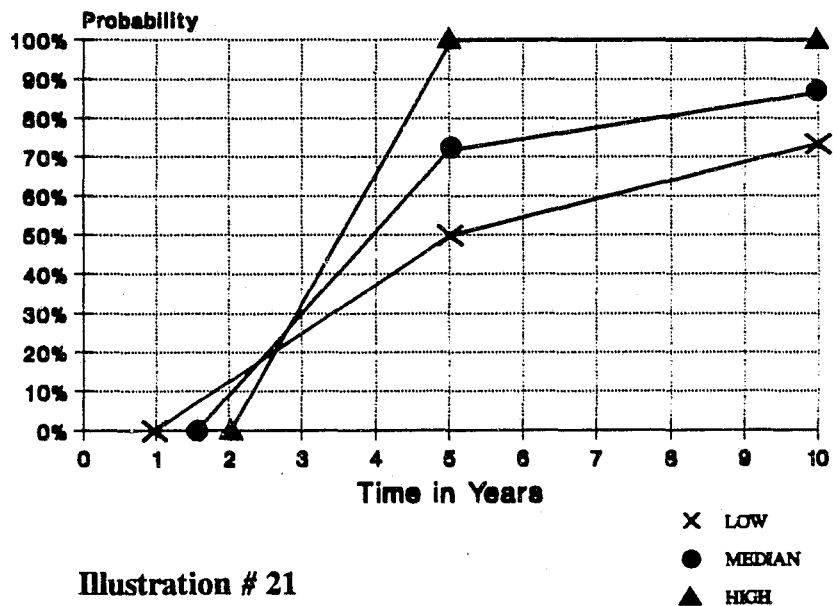


Illustration # 21

sooner and gave it the highest probability of occurrence and the highest positive impact.

Cross-Impact Evaluation

The next step was a basic cross-impact evaluation of the data provided by the panel. Personal analysis accounted for all cross-impact data. An examination of the panel median forecasts for trends and events was conducted. The impacted events and trends were evaluated using the following questions as a frame of reference: "What if each forecasted event actually occurred; What would be the impact upon each trend and each event at the point of maximum impact and how many years to maximum impact?" The percentage of change on impacted events and trends was projected. A Basic Cross-Impact Evaluation Matrix was prepared with the results of those projections.

Table # 5

BASIC CROSS-IMPACT EVALUATION MATRIX

Impacting Event	Impacted Event					Impacted Trend				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
(E1) Economic Catastrophe					-40	+100		+10		+5
					5	1		1		2
(E2) Community Demands Civilian Review board to Monitor the Police			+30	+5	+5	+5	+20	+10	+30	+20
			1	1	3	1	1	2	1	1
(E3) City Manager Appoints a Blue Ribbon Committee To Evaluate Police Effectiveness		-10		+5	+5	+10	+30	+10	+30	+20
		1		1	4	1	1	1	1	1
(E4) Police Chief Fired or Retires Under Pressure for Insensitivity to Community Needs		-10	+15		+2		+10	+10	+20	+20
		1	1		4		1	2	1	1
(E5) P.O.P. Training Required by P.O.S.T.		-5	-5	-5		+20	+30	+20	+20	+20
		1	1	1		2	1	2	1	1
(T1) Budgetary Constraints										
(T2) Effectiveness of Traditional Policing										
(T3) Need for change in the Criminal Justice System										
(T4) Changing methods of evaluating police effectiveness										
(T5) Law Enforcement Understanding of Cultural Differences										

An analysis of the cross-impact matrix revealed (E1) Economic Catastrophe had little impact on other events and trends with the exception of (T1) Budgetary constraints. This would result in a major negative impact. (E2) Community demands a civilian review board, forecast an increase in trend levels across the board. (E3) City Manager appointing a blue ribbon committee to evaluate police effectiveness, forecast similar results with the exception of its impact on (E2) Civilian review board, which realized a decrease in probability. The impact of (E4) Chief fired or retired under pressure, was very similar to that of (E3) blue ribbon committee. (E5) P.O.P. Training required, forecast a decline in probability in most events and an increase in all trends' levels. Most trends pointed out shortcomings in the traditional policing philosophy and most events tended to identify reactions to frustrations with those shortcomings.

A turbulent world situation was prepared to determine when events would occur using the thirty percent level. The only difference between the primary panel and the secondary panel turbulent world order was E5 and E1 switched positions. They were very close to each other in both. The differences were subtle.

(E1) ECONOMIC CASTASTROPHE

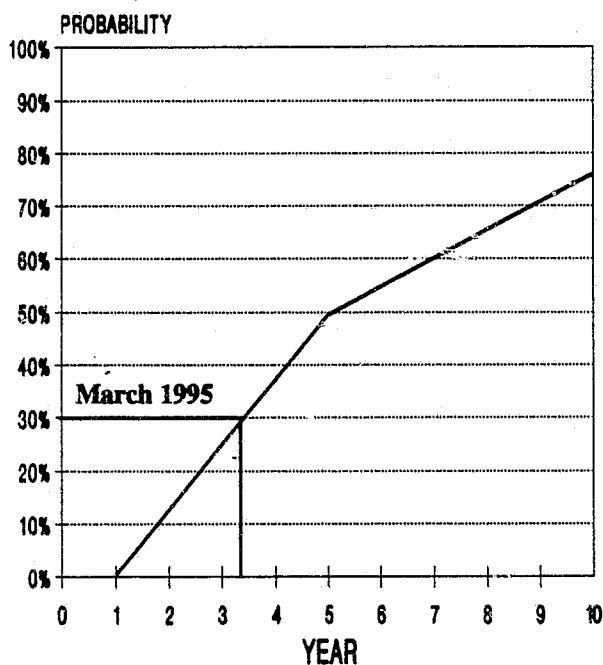


Illustration 22

Primary

(E1) ECONOMIC CASTASTROPHE

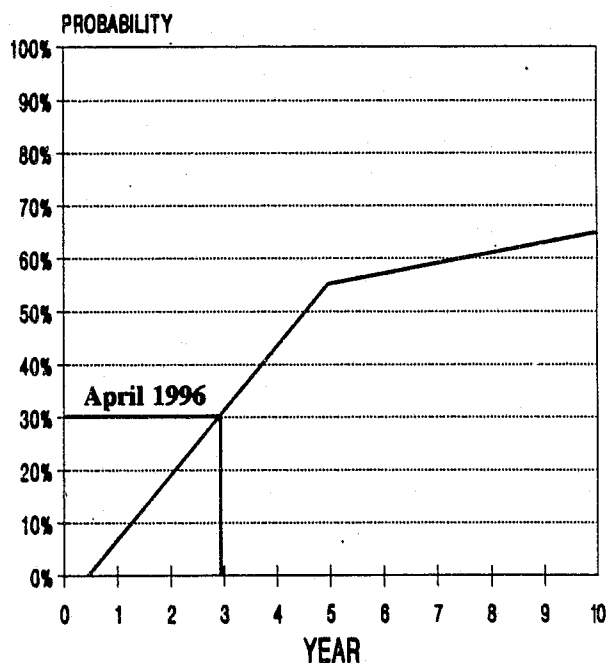


Illustration 23

Secondary

(E2) CIVILIAN REVIEW BOARD

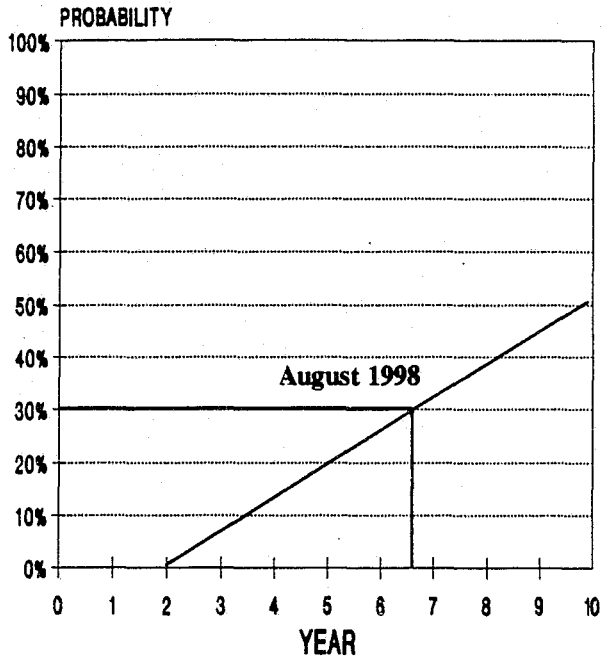


Illustration 24

Primary

(E2) CIVILIAN REVIEW BOARD

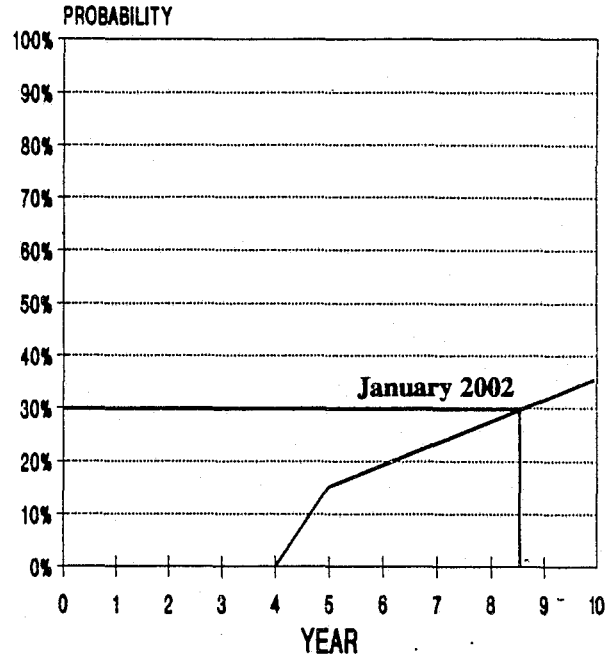


Illustration 25

Secondary

(E3) BLUE RIBBON COMMITTEE

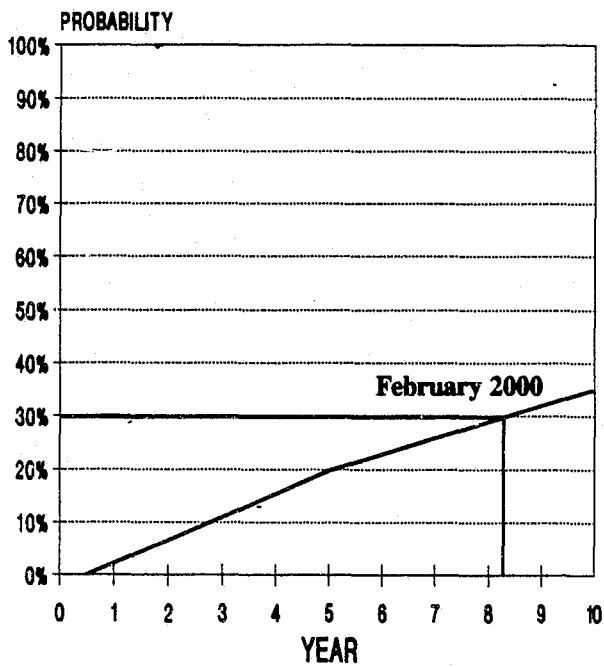


Illustration 26

Primary

(E3) BLUE RIBBON COMMITTEE

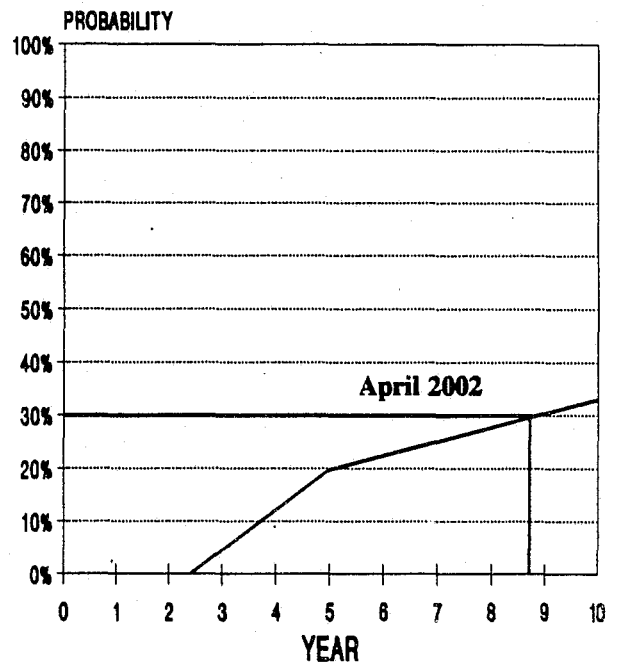


Illustration 27

Secondary

(E4) CHIEF FIRED OR RETIRES

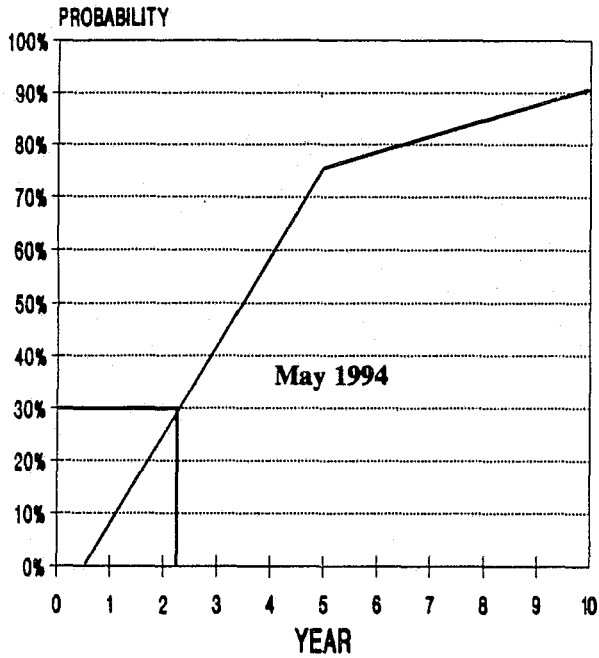


Illustration 28

Primary

(E4) CHIEF FIRED OR RETIRES

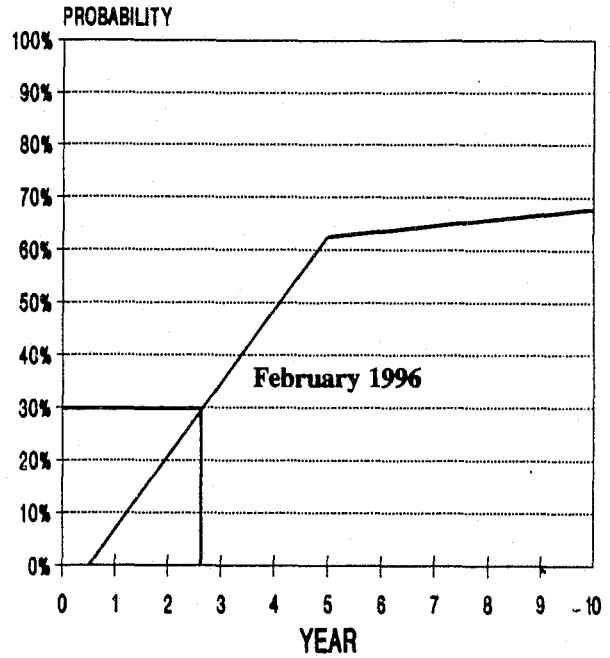


Illustration 29

Secondary

(E5) POP TRAINING REQUIRED

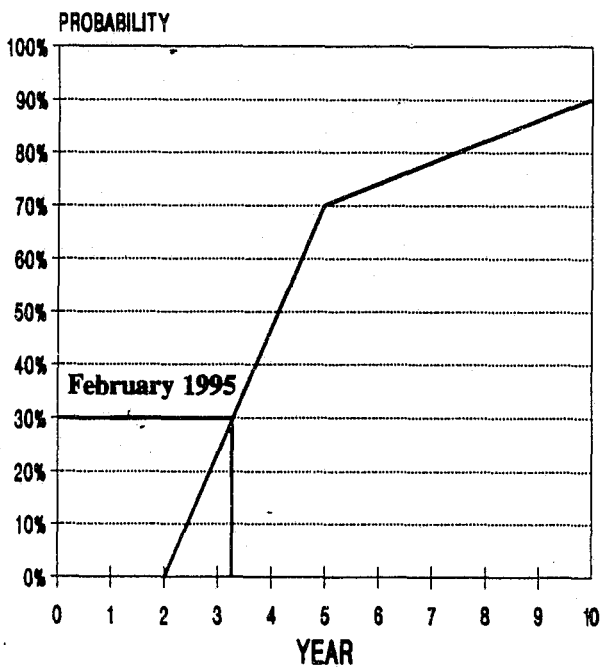


Illustration 30

Primary

(E5) POP TRAINING REQUIRED

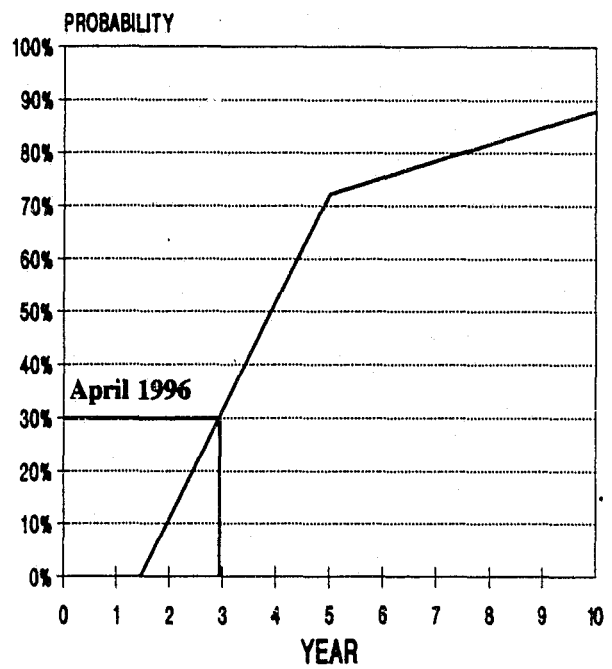


Illustration 31

Secondary

Graphs were prepared for each event and each trend showing the impact of each event on every other event and each event on every trend. The following is an interpretation of each graph:

Event One: Economic Catastrophe - February 1995 (Primary Panel)

This event was not impacted by any other event.

**CROSS IMPACT
E1 Economic Catastrophe**

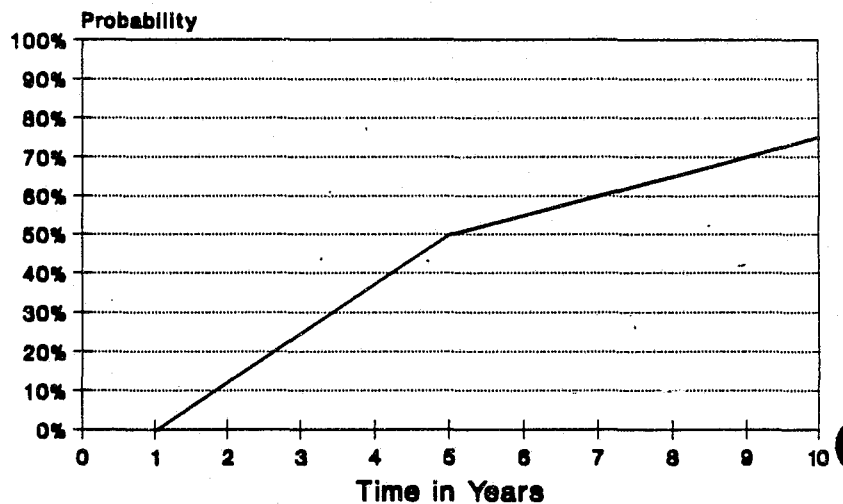


Illustration # 32

Event One: Economic Catastrophe - April 1996 (Secondary Panel)

This event was not impacted by any other event.

**CROSS IMPACT
E1 Economic Catastrophe**

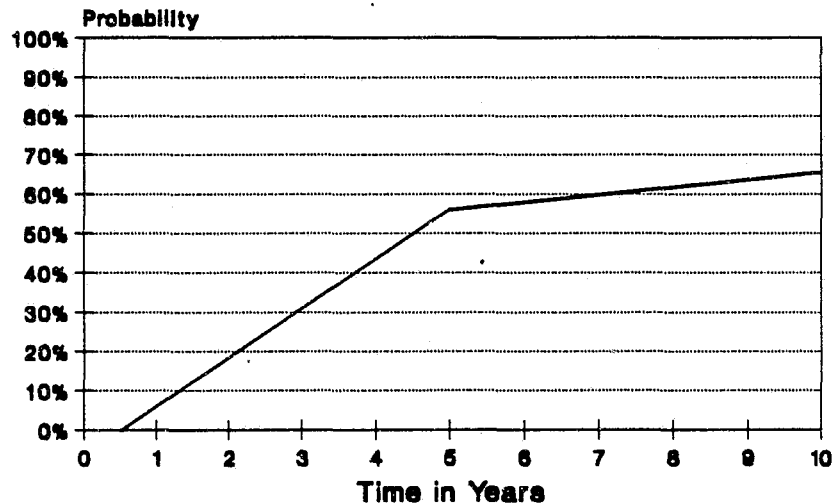


Illustration # 33

Event Two: Civilian Review board - August 1998 (Primary Panel)

In the turbulent world situation the first event to occur was (E4) the Chief fired or retired in April 1994. This event drove the probability of (E2) Civilian Review Board down. (E3) City Manager appoints a blue ribbon committee to evaluate police effectiveness, deflected the event to below the thirty percent line and the Civilian Review Board never occurred.

**CROSS IMPACT
E2 Civilian Review Board**

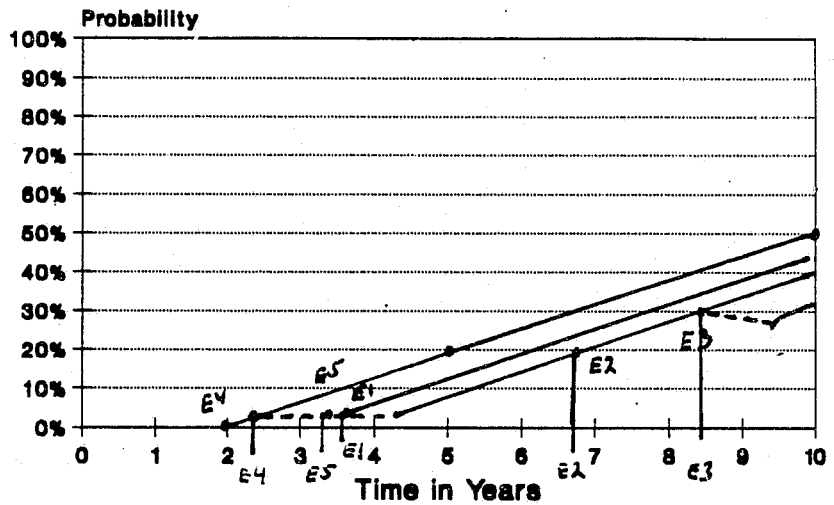


Illustration # 34

Event Two: Civilian Review board - January 2002 (Secondary Panel)

This event was not projected to occur until four years. (E4) Chief fired, (E1) Economic Catastrophe and (E5) P.O.P. Training all forecasted to occur before (E2) Civilian Review Board. (E2) was the first event to occur after the probability first exceed zero, therefore no events impacted this event.

**CROSS IMPACT
E2 Civilian Review Board**

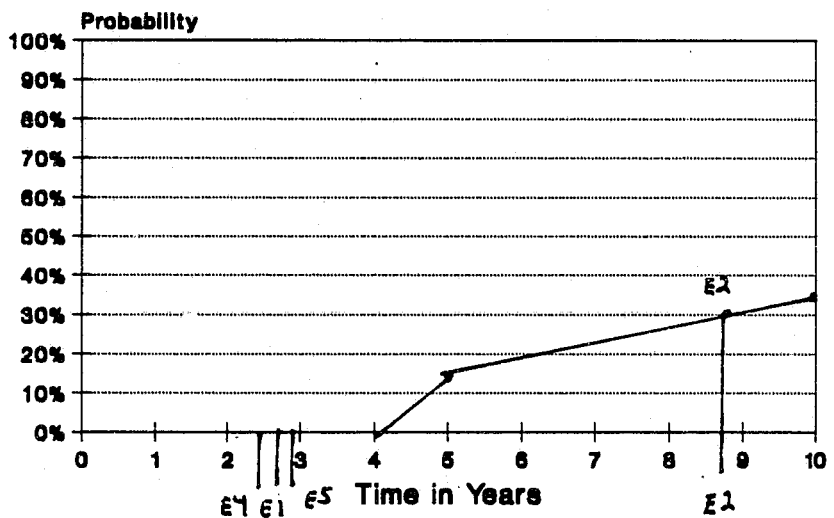


Illustration # 35

Event Three: Blue Ribbon Committee - February 2000 (Primary Panel)

This event was impacted by three events with (E5) POP training required and (E2) Civilian review board driving it down to a thirty-three percent probability in ten years. The date of occurrence was pushed back by one year to February 2001. This did not change its order, it still remained the last event to occur.

**CROSS IMPACT
E3 Blue Ribbon Committee**

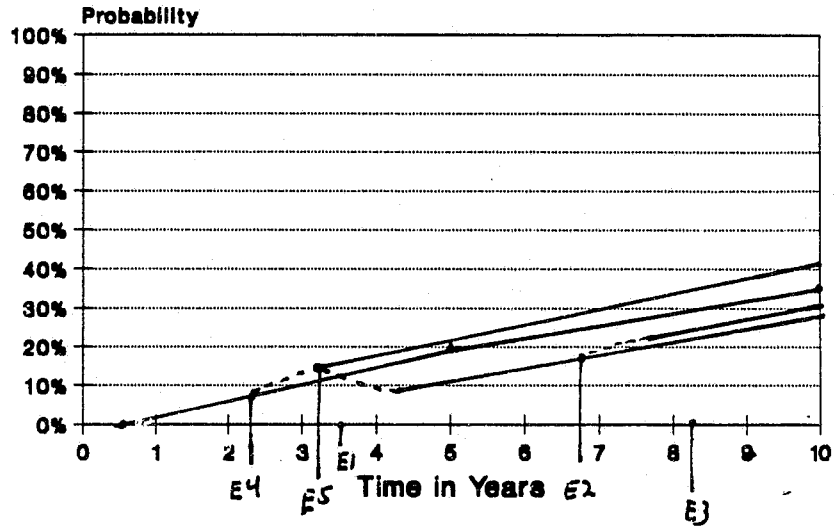


Illustration # 36

Event Three: Blue Ribbon Committee - April 2002 (Secondary Panel)

This event was impacted by (E4) Chief fired, (E5) P.O.P. Training required and (E2) Civilian Review Board all of which drove this event below the thirty percent line and this event did not occur.

**CROSS IMPACT
E3 Blue Ribbon Committee**

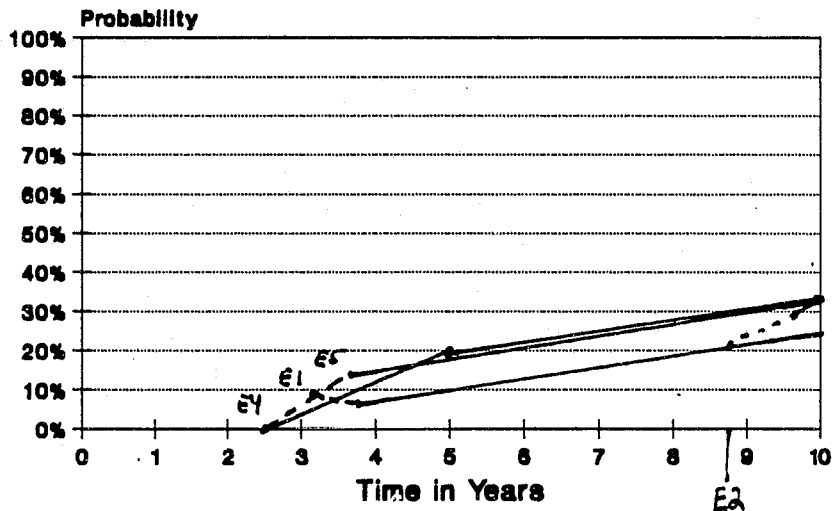


Illustration # 37

Event Four: Chief Retires or Fired under pressure - May 1994 (Primary Panel)

This event seemed to be a dominant event and as other events tended to parallel its path. The turbulent world future declared this event to occur first meaning it could not be impacted by other events.

**CROSS IMPACT
E4 Chief Fired/Retires**

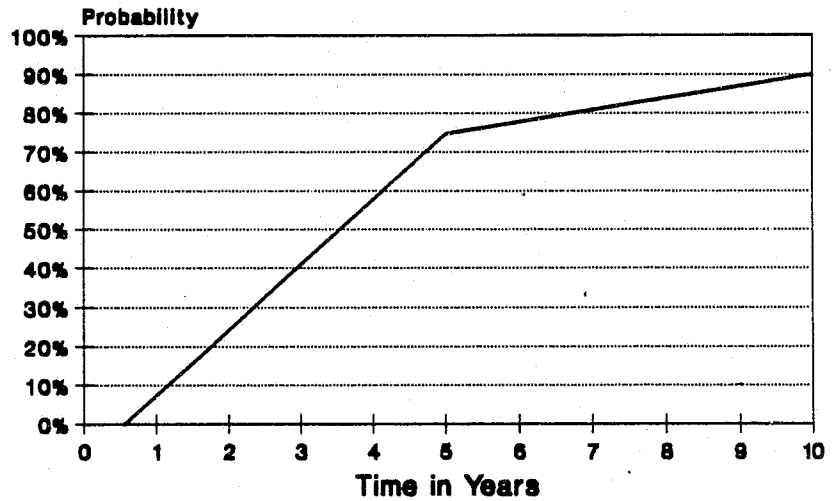


Illustration # 38

Event Four: Chief Retires or Fired under pressure - February 1996 (Secondary Panel)

As in the case of the primary panel this event was not impacted by any other event

**CROSS IMPACT
E4 Chief Fired/Retires**

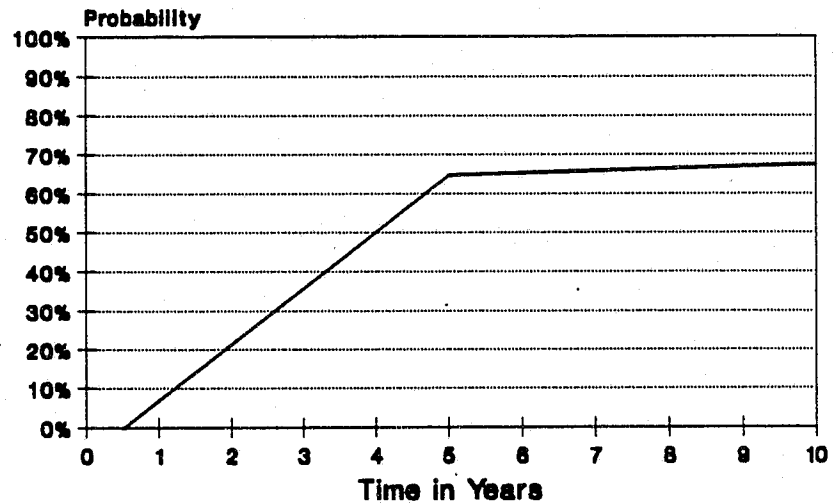


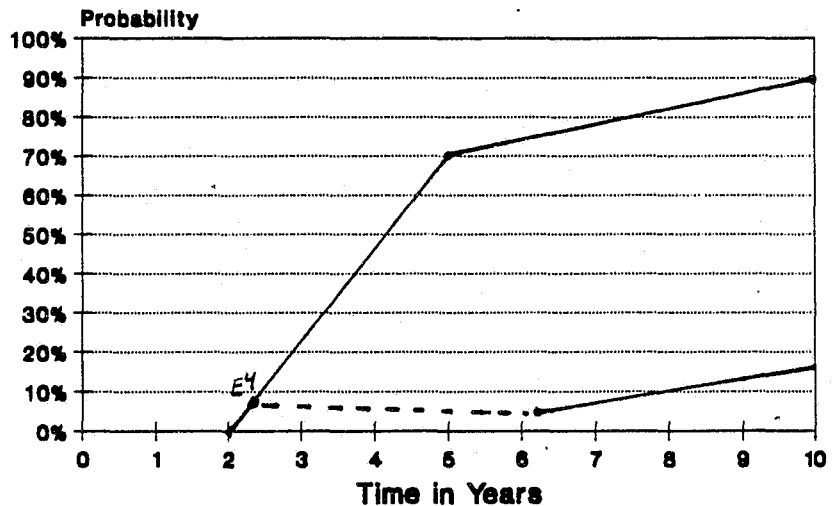
Illustration # 39

Event Five: P.O.P. Training required by P.O.S.T. - March 1995 (Primary Panel)

This event was impacted by only one event (E4) Chief fired or Retires at the 6% probability point and increased only 2% over four years. This brought this event down dramatically and caused this event to fall below the 30% line and it did not occur.

Illustration # 40

**CROSS IMPACT
E5 P.O.P. Training Required**

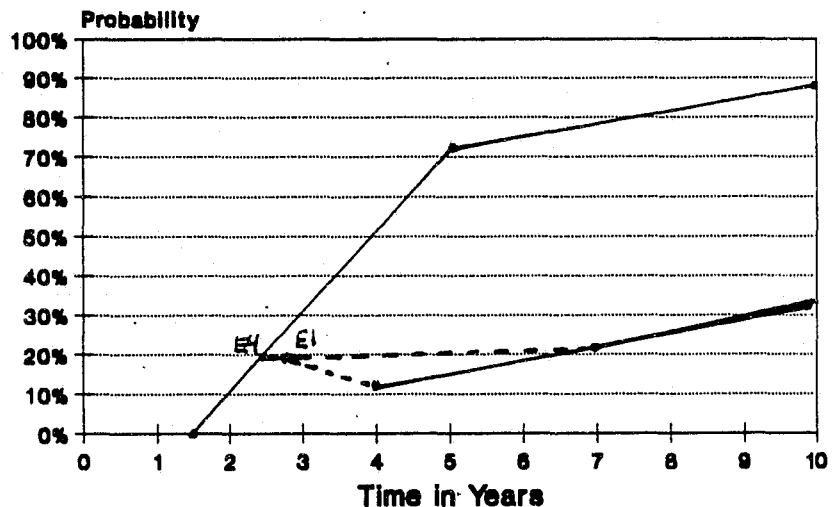


Event Five: P.O.P. Training required by P.O.S.T.- April 1996 (Secondary Panel)

This event was impacted by (E4) Chief fired or Retires and (E1) Economic Catastrophe. (E1) sufficiently impacted this event to drive it below the 30% line before ten years and it did not occur.

Illustration # 41

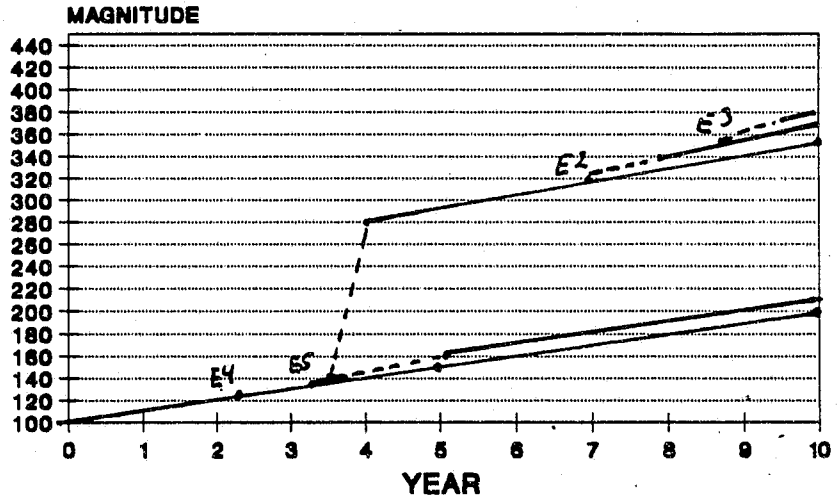
**CROSS IMPACT
E5 P.O.P. Training Required**



Trend One: Budgetary Constraints (Primary Panel)

This trend was dramatically influenced by (E1) Economic Catastrophe resulting in doubling its magnitude. All other impacts were relatively minor.

**Cross Impact Trends
T1 Budgetary Constraints**



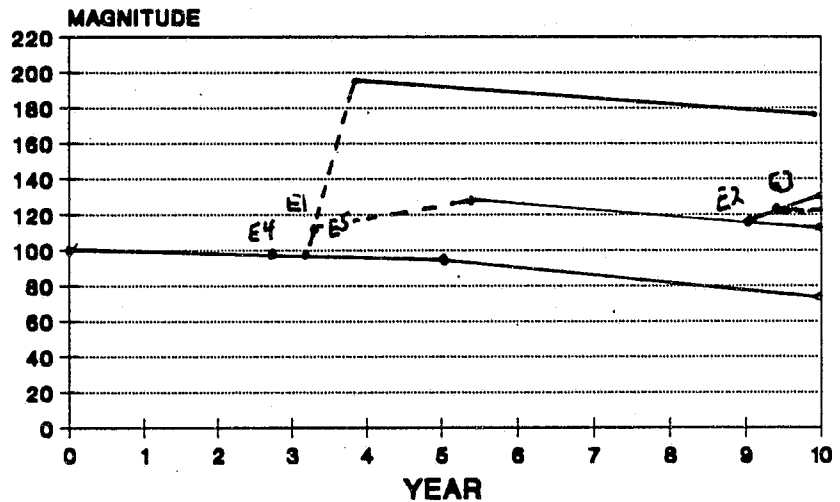
April 1992

Illustration # 42

Trend One: Budgetary Constraints (Secondary Panel)

This trend was dramatically influenced by (E1) Economic Catastrophe, but was intercepted quickly by (E5) P.O.P. Training. The influence of (E5) brought it to rest in ten years at a magnitude of 150 as opposed to the 190 area (E1) Economic Catastrophe had intended.

**Cross Impact Trends
T1 Budgetary Constraints**



April 1993

Illustration # 43

Trend Two: Effectiveness of traditional policing (Primary Panel)

The firing of the police chief (E4) had little impact on this trend. Required POST Training on P.O.P. (E5) along with (E2) Civilian Review Board and (E3) Blue Ribbon Committee drove this trend up from a panel median of two hundred at ten years to three hundred twenty at ten years. The traditional policing, incident driven mentality is seen as the problem

April 1992

and firing a traditional chief and replacing him with another will not further change.

**Cross Impact Trends
T2 Effectiveness of Policing**

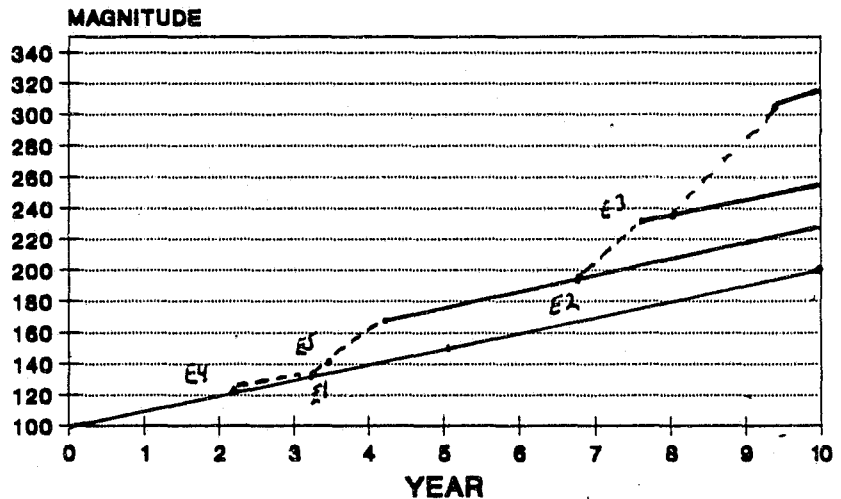


Illustration # 44

Trend Two: Effectiveness of traditional policing (Secondary Panel)

(E4) Chief fired and (E5) P.O.P. Training drove this trend up approximately sixty points in magnitude. (E2) Civilian Review Board and (E3) Blue Ribbon Committee had minor influence. The actor in this trend seemed to be (E5) P.O.P. Training required by POST.

**Cross Impact Trends
T2 Effectiveness of Policing**

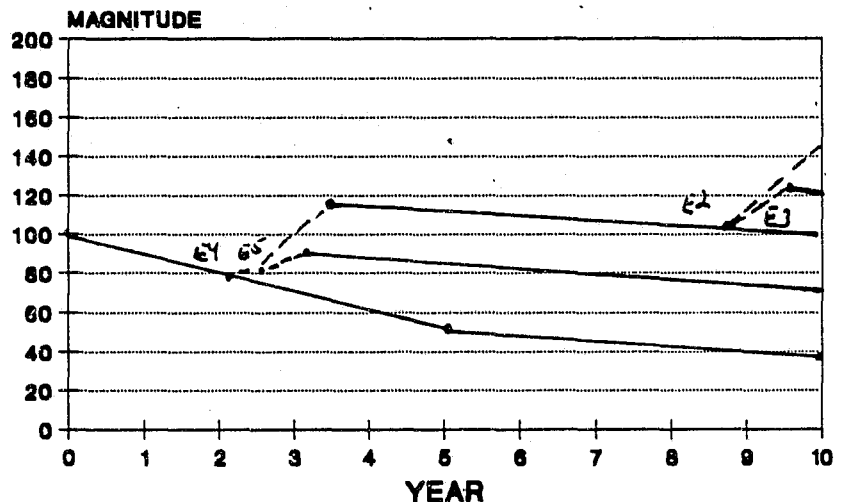


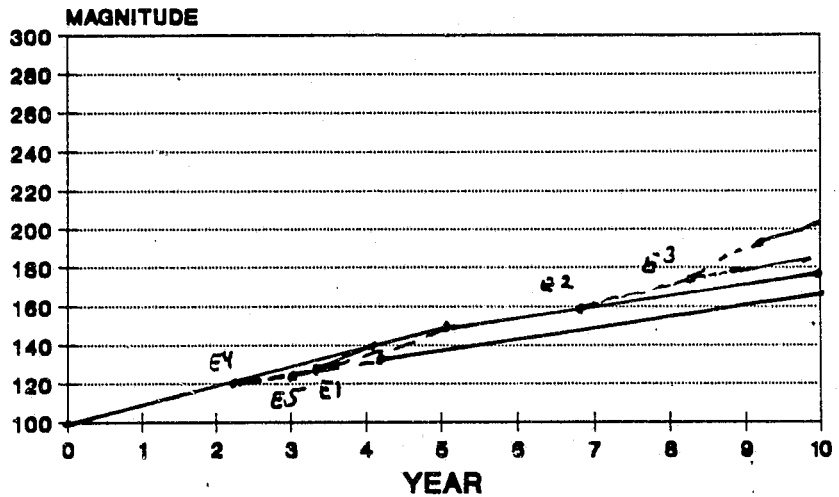
Illustration # 45

April 1993

Trend Three: Need for change in the Criminal Justice System (Primary Panel)

This was an interesting trend as each event tended to drive this trend up an equal amount and no events showing a decrease in this continual problem. In the turbulent world, at least, it only gets worse.

**Cross Impact Trends
T3 Criminal Justice System**



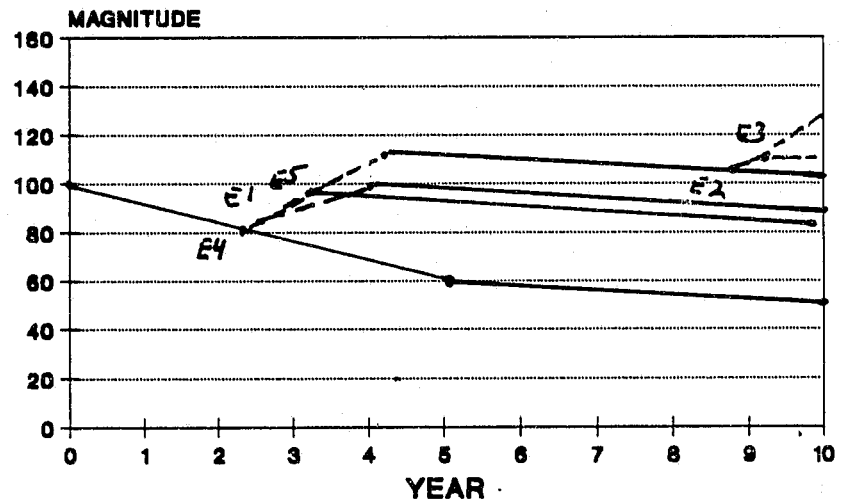
April 1992

Illustration # 46

Trend Three: Need for change in the Criminal Justice System (Secondary Panel)

The Secondary Panel viewed this trend as declining. It doubled its magnitude to a panel median level by all the events with each having approximately the same amount of influence.

**Cross Impact Trends
T3 Criminal Justice System**



April 1993

Illustration # 47

Trend Four: Changing methods of evaluating police effectiveness (Primary Panel)

This trend was re-enforced by each trend increasing in magnitude with each event. The trend rose from two hundred panel median magnitude at ten years to three hundred forty magnitude. (E2) Civilian Review Board and (E3) Blue Ribbon Committee was the dominant drivers in this trend.

**Cross Impact Trends
T4 Eval Police Effectiveness**

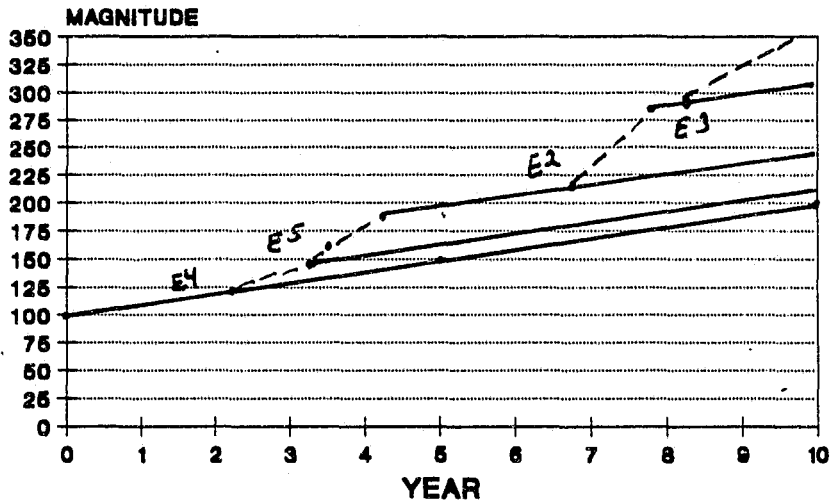


Illustration # 48

April 1992

Trend Four: Changing methods of evaluating police effectiveness (Secondary Panel)

This trend was forecasted to decline by the secondary panel and was driven up by each event to rest at a ten year magnitude of 140 from its panel median of 60.

**Cross Impact Trends
T4 Eval Police Effectiveness**

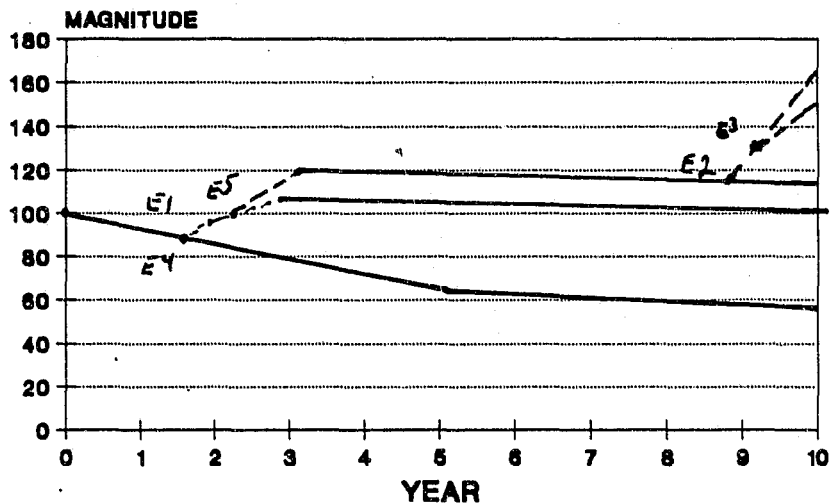


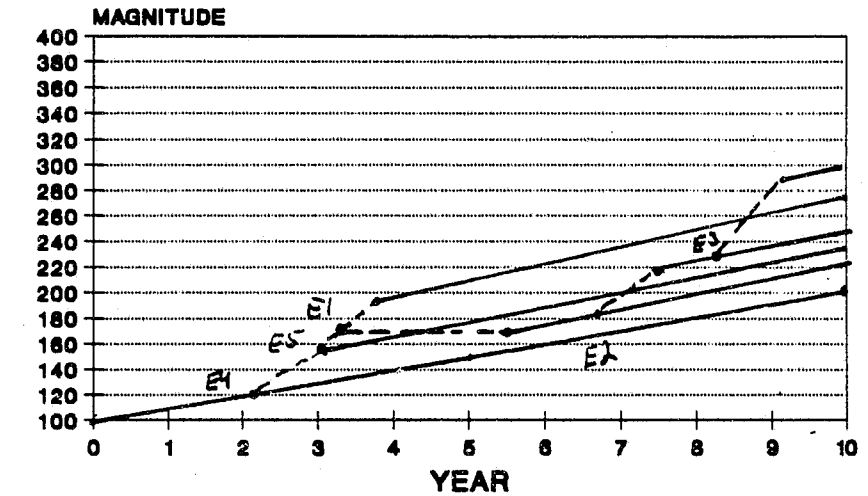
Illustration # 49

April 1993

Trend Five: Law Enforcement understanding cultural differences (Primary Panel)

This is another trend that was re-enforced by each event. This was a clear reactor trend that reacted to each event with increased magnitude.

Illustration # 50

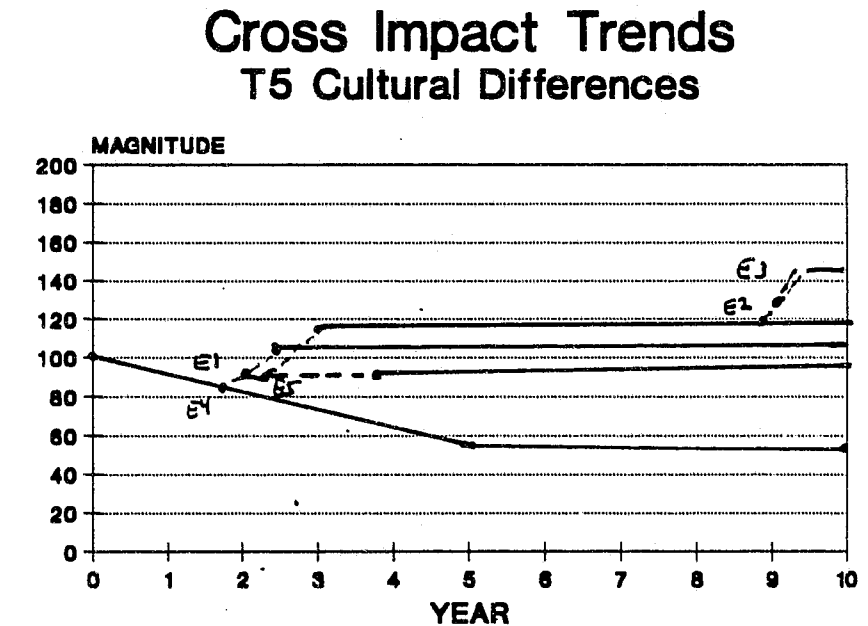


April 1992

Trend Five: Law Enforcement understanding cultural differences (Secondary Panel)

Again the secondary panel saw a decline in this trend and each event increased the trend to approximately twice its panel median at ten years.

Illustration # 51



April 1993

Scenarios

Note: It should be noted that the data collected from the nominal group technique was done so before the riots in Los Angeles. None of the data was skewed by those events. However, much of the data reflects the frustration levels demonstrated by the riots. The forecasts were collected one year after the riots and during the second Rodney King Federal Trial. These current local events could have influenced the mindset of those forecasting the events and trends.

Scenario One

The first scenario is a "most likely" model derived from the panel median forecasts of events and trends: Law Enforcement agencies across the United States had become frustrated with traditional crime control, enforcement model of incident driven policing. They find problems are not addressed and often re-occur. There is an endless supply of criminals to replace the ones arrested. Jail and courtroom overcrowding reduce the likelihood anyone will be "kept off the streets" or spend any significant time in jail. Relying entirely on enforcement tactics supported a system that does not exist as the criminal justice system grinds to a halt under the weight of it own girth. Judges overwhelmed by the sheer numbers of narcotics' offenders processed in court, call for legalization of drugs. County Sheriffs' are being forced to release prisoners and closes down jails due to overcrowding and budgetary constraints on the county. Patrol officers respond to call after call without consideration of pattern or repeat calls for service. Patrol officers view their job in a time orientation, concerned with calls for service that happen to occur on the days they work, during the hours they work, in the geographic area assigned on that day. If the problem does not fall within these criteria it is not their problem. Investigative specialization by Detectives results in focusing on cases and not focusing on crime within the city as they work only the cases assigned to them. Investigators solve few crimes and only proceed on cases with leads and named suspects. They only address the proliferation of a particular crime when political pressure emerges. As a result of the patrol and investigation paradigms, no one is responsible for devising a solution to reducing crime within the city.

The changing demographics of the community and frustration with the failure of traditional policing strategy to deal with community problems have lead many agencies to look to problem oriented policing strategies. Traditional policing is viewed as ineffective and this lack of effectiveness is projected to get worse and not better without rethinking the mission of the police. However, forty years of entrenched police values have left police agencies ill prepared to deal with the changing cultural community, and resistance to change in police practices is powerful. The efforts of police managers to evaluate performances are changing and wrestling with new evaluation tools is problematic. Officers will continue to perform ineffectively as long as they are rewarded and evaluated by the traditional policing values. Budgetary constraints dominate the upper level of police managers as they are faced with cut back management and downsizing of their organizations. Within the year anti-police rioting breaks out in neighboring counties creating an economic burden approaching a billion dollars to repair burned down businesses and lost tourist trade. The already dollar poor state faces an economic emergency, further compounding the plight of local government. The city manager fields regular complaints from the community about insensitivity from the police chief. The Chief has no political base in the community and rarely ventures out of his office to meet with community groups. The city manager is reluctant to criticize the Chief of Police because he hand picked the chief for the job and does not wish to appear to have made a mistake in the eyes of the City Council. The Chief and the City Manager resist the call for the Chief to retire, but as long as the Chief stays the complaints continue and multiply. The community sees the non-response by the City Manager and organizes among themselves and occasionally demands a civilian review board to monitor the police and their lack of responsiveness to the community. This effort is weak and never gains much backing within the community. The city manager is sensitive to the calls from council members and considers appointing blue ribbon committee to evaluate police effectiveness to diminish the complaints. The City Manager never feels pressured enough to appoint the committee and continues to protect the Chief.

The self appointed citizen committee recommends a change in policing philosophy and suggests hiring someone with a background in community oriented policing. The committee recommends recruitment and training be directed toward officers with college degrees, culturally diversity and emphasizing the

service aspect of law enforcement and not the adventure or excitement. Problem solving policing is getting much attention across the country from influential law enforcement executives. Police Chiefs throughout California are encouraged as the prestigious Commission on Peace Officers Standards and Training Organization, which regulates training for all California Law Enforcement agencies reports if the budget permits they are working on a model to require P.O.P. Training for all police agencies in California within the next five years. These problems persist and a strategy of keeping the lid on and putting out fires prevails with little change during the next ten years.

Scenario Two

This scenario is based on the cross-impact analysis with a turbulent world situation fixed at thirty percent created to determine the order of events and impacts upon one another. In this analysis, three of the five events ended up not occurring.

A mid-sized police agency begins planning to adopt Problem Oriented Policing on a department wide scale in April of 1992. This agency is frustrated with the failure of traditional policing to address repeat problems and find itself unable to make any measurable impact on crime in the community. It has taken the attitude that it is not in the "law enforcement" business, but is in the "Peace of mind" business. Enforcement of laws is but one tool in its toolbox of dealing with community problems. The Chief of Police was a traditional chief who viewed the P.O.P. Concept as another temporary program that would die down and go away. The community became frustrated with the promise of substations and community meetings and focus groups as promised by the chief. Within a year the chief retired as a result of complaints from the community regarding insensitivity to community concerns. Approximately five months later riots broke out in Los Angeles and the destruction of business and tax revenues as well as tourist dollars ran over two billion dollars. The collapse of the USSR triggered a decline in the defense industry that dominated California's economic health. These events became an economic catastrophe for the state. The loss of revenue dominated all other priorities within the local government community and service fell even further from the community desires. Businesses closed down and

unemployment grew. The sales tax that feeds many local governments was on the decline. The State government faced huge deficits and withheld ever more of local government's portion of revenue creating deficits for local governments. Cities began to consolidate functions and downsize operations cutting personnel through attrition and looking for other revenue resources. As the various ethnic groups increased in size, special interest groups developed and began to make demands upon local government. The prestigious Commission on Peace Officers Standards and Training (POST) has been following problem solving policing and in March of 1995 considered the possibility of mandatory training for all police agencies in P.O.P.. But the idea that was so promising for a number of years never happened. The overburdened criminal justice system continued to flounder and act as a source of frustration of law enforcement. Jail and courtroom overcrowding were epidemic. Only the most dangerous criminals go to prison and once there only do "half time." Half time means they get one day off their sentence for good behavior for every day they serve. The traditional model of policing through enforcement as the only tool is a system that is ineffective. Most police managers believe traditional policing is ineffective and problem solving is the role of the police in today's society. Police officers are evaluated internally and externally by the number of arrests made and citations issued. As a result they spend their time on activity that solves few problems and antagonizes the community with meaningless activity to improve their evaluation. In August of 1998 the city manager considered a civilian review board to monitor the police. But the new Chief hired by the City Manager was capable and sensitive to the internal needs of the department and the external needs of the community. The new chief was able to satisfy the concerns of the people calling for a civilian review board and this demand faded away. In, April 2000, the City Manager considers appointing a blue ribbon committee to evaluate police effectiveness. The local newspaper contacted the former police chief, who was now living on his considerable pension in the resort community of San Marcos, California. The former Chief commented on the transition of the department since his departure in 1994. The chief said, "We need more police officers, tougher laws and bigger prisons." Again the new Chief is able to reassure the City Manager and the community that problems are being addressed through the implementation of a Problem Oriented Policing strategy. The call for a civilian review board was defused and disappeared. Finally, the demand for understanding of cultural differences and hiring more minorities who could

relate to the community was increasing. The community was now 42% Hispanic, 39% white and 17% Asian, black and other minorities. Law enforcement has made strides in this area as the population changes to a more diverse culture. The trend should continue to evolve in this direction as recruitment and training are targeting those concerns.

STRATEGIC PLAN

The strategic plan is based upon the second scenario that depicted the cross-impact analysis. The strategic plan is developed around the Fullerton Police Department. The City of Fullerton has a population of approximately 115,000 people and is 22 square miles in size. It is the central city in North Orange County and is bordered to the South by the City of Anaheim, Placentia on the East and Buena Park on the West. North of Fullerton is La Habra and the City of Brea. The City is a Council/Manager form of government with a conservative council and community. The police department is 147 sworn personnel with approximately 225 total personnel. The police department has its own level one jail for booking prisoners before court appearances. The management of the police department consists of a Chief, three Captains overseeing three divisions and seven lieutenants. The community has changed dramatically in the last ten years. In 1980 Fullerton was 80% white. In 1990 it is now 64% white, 24% Hispanic and 10% Asian. The remaining ethnic groups are of various types. One of the first tasks of the strategic plan is to develop a mission statement depicted below.

MISSION STATEMENT

The principal mission of the Fullerton Police Department is the protection of and service to the citizens of Fullerton. Focusing on Target Hardening, Crime Prevention and Environmental Change as strategies that will deter and discourage criminals from victimizing Fullerton. Fear reduction and shared responsibility are motivations that will empower the community to share the responsibility for their safety and work with the police department to take steps to protect themselves and their property. To accomplish this vision, we commit to being responsive to the everyday problems that detract from the quality of life of our community. We commit to call upon our resources to anticipate circumstances that may threaten that conviction. We commit to examine community problems at a deeper level and work with the community in solving problems with long term solutions. We commit to examine community problems with a broad vision and not limit ourselves to a narrow agenda of crime control. We commit to accomplish this mission by embracing values of integrity and caring. We will be courageous and strive for excellence in our performance. We pledge to be consistent and resourceful to this end.

Objective I

The Fullerton Police Department will focus on providing peace of mind to the community. Tactics of target hardening, crime prevention and environmental change will be developed. The planning process will be used to identify impacts that could surface over the next ten years and take steps to manage those impacts within the concept of P.O.P.

- A. Training will be designed around the issues of crime prevention and problem solving. Current officers as well as new officers will be given training on alternative methods to reduce crime and solve problems in the community.
- B. Officers will be educated in the organizational structure of all city departments to familiarize themselves with what resources are available and who to contact for various types of assistance.
- C. Officers will be assigned to work with other agencies outside the Fullerton Police Department to develop liaison and explore means to work together and maximize the capabilities of both organizations.

Objective II

Recruitment, hiring and training of officers to meet the educational needs of an officer to provide the broad range of services required in a P.O.P. format. Pushing decision making down to the lowest levels require officers with a broad understanding of the social, economic and demographic structure of the community. Officers must have a realistic understanding of resources, budget and the vision of the police department and the mission. The autonomy needed for officers to function requires officers who are mature, educated beyond the police academy and with a broader social grasp of the community and the dynamics of diverse populations living together.

- A. A recruitment and training policy will be put in place to emphasize education and problem solving skills.
- B. Current officers will be trained in the dynamics of diverse populations living together.
- C. Promotional opportunities will be tied to educational performance and experience to encourage officers to continue their formal education.

Objective III

Community participation will be necessary to solve problems within the community. The community is aware of the problems and is more demanding about involvement in the solutions. Government will not longer accept total responsibility for solving community problems. Solving problems is a shared responsibility. Feedback from the community about the source of problems and participation in the solutions.

- A. Officers will be trained to work with the community to solve problems. Solving everyone's problems is an unrealistic expectation for both the officers and the community. The community must be educated to take responsibility for their own environment. If they wish the environment to improve they must take steps to make it happen. Officers will be trained on how to advise them on how to make it happen suggesting target hardening and environmental change to discourage criminals and reduce crime in Fullerton.
- B. A Police Community Council will be developed so a dialogue can take place between the community and the Chief of Police.

SITUATIONAL ANALYSIS (ENVIRONMENT)

Environmental conditions exist for a move away from the traditional crime control, enforcement based, incident driven policing style to a problem-solving, community involved policing strategy. NGT research revealed that trends and events were either viewed as a threat or an opportunity depending on your view of the current state of policing. The panelist would view the same event and half would rate it as positive and half would rate it as negative. Analysis of the environment will be from a perspective of supporting change to label threats and opportunities.

Socially, **opportunities** exist in the rapidly changing demographics of the community challenging police managers to rethink and reorganize their strategy for providing police service. The effectiveness of traditional policing is being questioned, as it has produced the largest jail and prison population in

the world. In 1980, one of every 362 adults was in prison or jail. In 1991, one of every 156 adults was imprisoned. It is projected in the year 2000, one of every 99 adults will live in a cell.¹⁰ The system cannot house the number of offenders it processes through the criminal justice system and most communities resist new construction of jails within their borders. Many social scientists say, we are creating an entire class or culture of prisoners with our fixation on narcotics. In 1983 9% of the prisoners held in local jails were charged with drug offenses. In 1989, that figure rose to 23%. **Threats** include the popular media and celebrity practice of "cop bashing." Another is major corruption incidents reported within the police department, such as narcotics' officers indicted for stealing money from drug dealers or questionable police shootings in minority communities. "Rodney King" type incidents and recent reports of institutionalized brutality and racism in police agencies have become all too common. Any event or trend that diminishes the credibility and confidence in the police establishment threatens transition to change.

Technology has provided **opportunities** allowing the police to work smarter and analyze information, to plan strategy and determine where best to make use of their resources. The opportunities extend beyond the hardware advances, to the technology of understanding neighborhood behavior, sense of community, cultural diversity and criminal behavior. Understanding helps officers recognize the underlying problems that exist and feed the disorder, criminal behavior, apathy and fear within the community. **Threats** associated with technology arise in the minds of the community, fearing right to privacy issues may be at stake when sophisticated technology functions in the hands of the police. The recent infatuation with video cameras could be viewed as an **opportunity** to expose police misconduct or as a **threat** to winning the confidence of the public. Public confidence is absolutely necessary for effective law enforcement and videos don't always reveal what really happened. In the case of John DeLorean, acquitted of selling drugs in 1984, and Washington Mayor Marion Barry, acquitted in 1990 of drug charges, both were caught on video tape in sting operations.¹¹ In the Rodney King case one jury found the officers guilty and one not guilty. Unfortunately, they are such a powerful medium, they are difficult to overcome when used irresponsibly.

Economic **threats** are the most formidable impact to any strategy. An economic catastrophe or budgetary constraints can reduce personnel, equipment, training, scheduling and every other resource needed to effect or sustains change. The economic threat can suspend every plan and reduce the organization to an "emergency only" philosophy. Economic recovery is always slow and often takes years to return to a point before the arrival of the downturn. The delay in recovery often results in loss of enthusiasm and interest by the catalyst personalities that support and feed the change environment. The status quo and comfortable are able to step in the void and strengthen their grip on policy decisions. California stands at the precipice of statewide economic disaster. Economic **opportunities** were not identified or foreseen.

Political aspects pose a dichotomy in viewing trends and events. If you are satisfied with the progress of your organization then the following events would be **threats**, for example: The community demands a civilian review board to monitor the police; A City Manager appoints a blue ribbon committee to evaluate police effectiveness; The Chief of Police is fired or retires for insensitivity to the community. Each of these events was forecast by the NGT panel. They are certainly negative events, but maybe welcomed by those exasperated by the status quo. If you were dissatisfied with the progress or commitment of your organization, these would be viewed as **opportunities** to affect change. If POST (Peace Officers Standards and Training) were to embrace P.O.P. and make P.O.P. training mandatory it would be viewed as a positive opportunity to further change. An opportunity exists in new police managers who often appear skeptical of the effectiveness of traditional policing and are more open to change. Internally, a major labor force dispute would be a threat to change depending on the thrust of the dispute. If the work force were not convinced of the need for change or if they view other priorities to be in their interest they could be a major threat to a strategy change. The labor force could represent the classic resistance to change scenario that could block or impede moving to P.O.P..

SITUATIONAL ANALYSIS (ORGANIZATION CAPABILITY)

The following is an assessment of the agency capability to embrace the stated mission and manage the impacts that could potentially result by stepping away from the traditional and accepted policing strategy to implement an untested, but intellectually, widely supported problem-oriented philosophy. Fullerton has many **strengths** supporting a changing police philosophy. A change in policing philosophy can be politically sensitive requiring the support of both the City Council and the City Manager. The Fullerton Police Department enjoys strong support from both. Working closely with other city departments to the point of increasing their work load will occur with a problem-solving approach. Again, the ground work has been laid and the other department heads are supportive. The command staff has been involved in discussions regarding the need to change and agree to move to this type of policing. The staff is willing to make structural changes in the organization to facilitate the implementation of this philosophy. The new Chief of Police is personable, charismatic and actively involved in the community. He demonstrates a great deal of energy in his job and is supportive of the efforts in POP. However, change is slow and patience is a virtue. Fullerton is a department that has few citizen complaints that imply a force of disciplined officers who already have a good working relationship with the community enjoying broad community support. Recent crime victim surveys were significantly positive about their impression of and confidence in the police department. Other strengths would include pay and benefits, equipment and technology, training and facility.

Weaknesses may include a new City Manager and his attitude is unknown. He is faced with enormous budget problems and may be unwilling to approve an unconventional style of policing as some of his first decisions. The management style of staff has been viewed as reactive and inconsistent. Veteran officers and veteran supervisors in particular have been unimpressed with the changing philosophy. If supervisors do not embrace the change it will be difficult to accomplish. The cities economic future is uncertain as the state continues to look for ways to deal with its own deficit.

SITUATIONAL ANALYSIS (STAKEHOLDER ANALYSIS)

A list of stakeholders has been considered and assumptions attached with respect to their interest in the issue.

1. City Council:

- Assumption A. The City Council is a political body that is sensitive to the mood of the community.
- Assumption B. They have avidly supported a citywide pilot program known as Operation Cleanup that supported community involved problem solving.
- Assumption C. They would be considered a strong supporter of the issue.

2. City Manager:

- Assumption A. The City Manager is sensitive to the mood of the community and the mood of the Council.
- Assumption B. The City Manager is new and his attitudes are unknown.
- Assumption C. The City Manager will be an important player in this issue as he gives direction to the other department heads and determines the level of cooperation.

3. Chief of Police:

- Assumption A. The Chief of Police has been supportive of this issue.
- Assumption B. The Chief of Police is new and his attitudes are unknown.
- Assumption C. The Chief is well liked by the rank and file and involved in the community.

4. Police Officers Association:

- Assumption A. As an organization it has been reduced little more than collective bargaining.
- Assumption B. It has become a power base for a small group of veteran officers who control the leadership of the organization. They are quick to use what influence or power they have to fight the police administration on any issue that personally affects

them. They have been very successful in confrontations with the administration.

Assumption C. They have not showed any objections to P.O.P. thus far.

5. Sergeants (Snaildarter):

Assumption A. They are very important to the success of any efforts by management. They have direct contact with the work force, who is strongly influenced by what the Sergeants supports, ridicule and discard as nonsense.

Assumption B. They have been dissatisfied with management for some time and have not been supporters of P.O.P.

6. Minority Community:

Assumption A. Is rapidly growing in Fullerton and should be a majority within five years. In 1980 Fullerton was 80% white as opposed to 1990 when it had dropped to 64% white.

Assumption B. They have not been a strong political force in the community to this point, but will in the future.

Assumption C. They have been very happy with efforts to work with the community thus far.

7. Community at large:

Assumption A. The community at large has been very support of city efforts working with the community.

Assumption B. If more affluent parts of the community perceive to many resources attributed to the minority community and not enough to themselves problems could arise.

8. Other City Departments:

Assumption A. Other city departments have been very cooperative in dealing with their increased workload when called upon to help.

Assumption B. They do not have the same problem solving philosophy strategy about their jobs.

9. Private Security Companies:

Assumption A. Private security companies enjoy the support from the police department.

Assumption B. Part of P.O.P. is the admission that the police cannot do everything and citizens' are encouraged to do as much as they can for themselves that often includes looking into private security.

10. Chamber of Commerce:

Assumption A. The Chamber of Commerce is impressed with anything that is positive about the reputation of Fullerton. A good reputation attracts businesses and customers.

Assumption B. Riot situations like occurred in Los Angeles are what the Chamber wants to avoid.

11. Apartment Owners:

Assumption A. Apartment owners like the involvement of the police with their complexes. It helps them to solve many of the problems they have with tenants.

Assumption B. Many has organized manager groups to collectively deal with their problems.

Assumption C. They have been very supportive of P.O.P. type efforts.

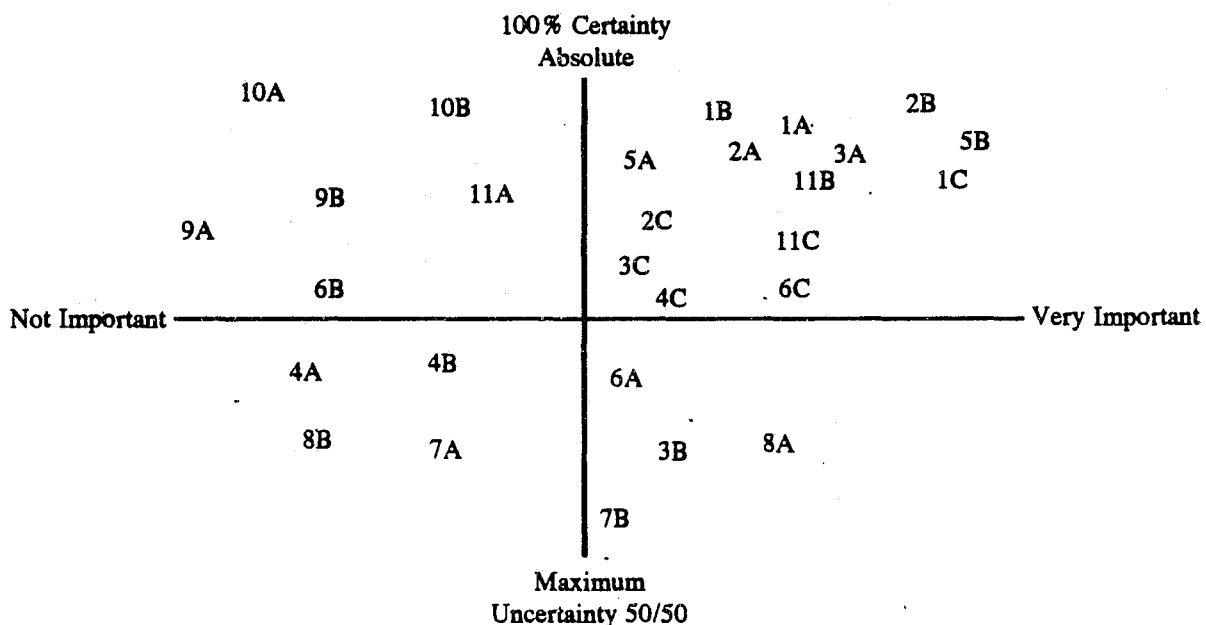


Illustration # 52

STAKEHOLDER ASSUMPTION MAP

ALTERNATIVE STRATEGIES

The next phase was to develop alternative strategies to achieve the stated mission. An assembled group of associates discussed the mission and what strategies could be possible. Using a modified policy delphi process three strategies were identified. The first and second were the most favored and the third was the most divergent.

1. Commit entire department to P.O.P. at one time.
2. Begin with a pilot project to prove possibilities and expand.
3. Run half the city under P.O.P. and other half under traditional method.

There are some common assumptions regarding changing to a P.O.P. philosophy that would apply to each strategy. The common assumptions will be discussed first and then each of the strategies. Three goals had to be accomplished regardless of which strategy was chosen. The first is re-education of the officers to understand their new role. The second was to de-emphasize activity. The third was to establish a geographic focus.

1. Re-education of the officer would entail redefining the role of the patrol officer and the role of the detective. What were the new expectations from them? Patrol officers have traditionally worked "time." If crimes were occurring or problems were arising during the time they worked, on the days they worked in the geographic area they were assigned that day, it was their problem. If the problems did not fall into these parameters it was not their concern. Detectives work "crime" or to be more precise "cases." They may be assigned to a specialty, for example auto theft. They would be assigned specific auto theft cases to work. When done with those cases, they were done working. If there was a great deal of cases they were busy, if there were few they were not busy. By these criteria, no one, not the patrol officer, nor the auto theft detectives were responsible for solving the auto theft problems in the city. A detective would view these crimes occurring all over the city and not know where to start. The city is too big and there are too many crimes and criminals to make a difference. The problem is systemic and they can't change it. Police officers are only responsible for the temporary resolution of calls or

cases that fall into their narrow frame of reference under the current philosophy.

2. Patrol officers are driven by the need to produce activity. The majority of which is meaningless activity. The problem they face is activity is used almost exclusively to evaluate their performance. Activity is represented by number of arrests made, tickets written, field interviews completed and suspicious persons contacted. These activities are elevated from the tools of the trade to the daily goals of an officer. A good evaluation meant keeping pace with the rest of the shift. As a result, officers spend a great deal of time accumulating meaningless activity to keep numbers up for evaluation purposes. It is true supervisors are supposed to consider a great many other factors, but it is much easier to look at a print out at the end of the month and determine who is doing good work. Activity had to be de-emphasized, evaluations had to be changed for officers to find the time to deal with problems in the community.

3. The third assumption is geographic focus. If officers work a different area of town every day, they fail to develop commitment, community knowledge or community contacts. The city is too big to assimilate a one to one philosophy. Presented a smaller area of direct concern they can apply personal responsibility and commitment to solving the small problems in a small area. They receive direct feedback and re-enforcement. The problems exist tomorrow and they will exist when they return after their days off. Whatever happens regardless of volume they become the officers' problems to solve. Knowing they will be working another area the next day, diminishes commitment. They now have a mandate to do something about crime and community problems within their area.

The first strategy was to commit the entire department to P.O.P. at one time. There is an obvious appeal of getting all the pain over with at one time and starting fresh with a new system and philosophy. There were structural changes that needed to take place and a great deal of training. Not only would patrol be broken down into geographic areas of responsibility, but investigation would also make a change from specialization to generalization. Investigators would have a corresponding geographic area of responsibility. When citizens call in to talk to a detective they would be referred to a member

of that zone. It would force teamwork among the patrol officers and the investigators. They now had exactly the same problems. Supervisors would become a great deal more involved in every problem within his area of responsibility. They would have to coordinate resources with investigation. They would no longer have activity sheets to aid in evaluation. They would have to be more personally involved. Officers would need new performance guidelines and supervisors would need evaluation direction. The question will be "What is a good day of work?" This process attempts to overcome a career of traditional police culture. It is a far more work than before and it is far more responsive to the community. It is likely to meet a great deal of resistance if thrust upon them all at one time.

Obviously, this is a very disruptive strategy. From a STAKEHOLDER point of view as long as service levels did not decline and complaints did not arise from the community the City Council would accept this change. The City Manger would feel similar, but may be concerned about backlash from the employees over such a major change so quickly. The Chief of Police is likely to be unwilling to allow this much disruption to his organization all at one time. The Police Officers Association could object if the change altered their working conditions adversely. The Sergeants who are generally older officers and more set in their ways are likely to resist to much change. They will be the group who will require the most convincing. They would be the group who could quietly sabotage the effort. **They are the Snaildarter.** The minority community is likely to appreciate the new effort. The rest of the stakeholders; Community at large; Other City Departments; Private Security Companies; Chamber of Commerce and Apartment owners would have little concern about the strategy. The reality is there is forty years of police culture to overcome, which makes it unlikely it could be accomplished over a short period of time.

The second strategy is to begin with a pilot project to prove possibilities and expand slowly. The plan is to identify two or three small areas that require a disproportionate level of police attention. All officers are aware of the problems within these areas and can relate to any success that may occur. Create liaison with other city departments that may be called upon to assist in solving the problems of these neighborhoods. Select a small group of officers and assign them responsibility for these areas

and train them in the solving of problems. Allow them the freedom and flexibility to develop innovative solutions to the problems that exist or arise. At the same time, engage in training for the remainder of the department to begin to indoctrinate them in the methods of P.O.P. providing them with articles and information to educate them in the changing philosophy of policing that are taking place across America. Following a predetermine time schedule make changes in the patrol division allowing them to practice the techniques they are being taught. The last step would be to involve investigators in the process and create a department wide unified effort to fulfill the stated mission.

The City Council and City Manager would find this strategy acceptable. Government typically prefers incremental change and this strategy is incremental in nature. The Chief of Police would have the opportunity to evaluate the progress and success of this strategy as it unfolds and he could anticipate any problems that may arise. This approach would allow for dealing with the concerns of the Police Officers Association. Hopefully the training would ease their expectations. Sergeants, as before, are the Snaildarter. If they cannot be persuaded to support this strategy, they will resist and impede the progress. Hopefully, the incremental approach will allow time for them to adjust to the change and accept it over a period of time. If any strategy will be successful in involving the sergeants this strategy will be most successful. The minority community and the community at large often realize a "Hawthorne Effect." Any attention at all is viewed as positive and welcomed. Other City Departments would be appreciative of being included in the ground floor planning process and requests for their time and efforts will be better received. Private Security and Chamber of Commerce would view this as positive and beneficial to their own needs. Apartment owners appreciate the effort and attention to their problems.

The third strategy involves dividing the city in half and splitting the work force in two. Allowing half to continue as they have and allowing the other half the opportunity to fully implement P.O.P. it is possible that half the personnel on the department could not effectively implement either the P.O.P. or the traditional policing philosophy even on a limited basis of dealing with only half the city. Infrastructure resources would have to be divided and scheduled for the use of both. On the pro side

of this strategy it would provide an even comparison to the two strategies with common community conditions and common police officer culture and experience. On the con side it would likely create a great deal of internal strife. The competitive nature of police officers would result in a negative impact on the community and the qualities of police service they receive. It would be unlikely enough resources would be available to run both at the same time. It is believed the uninformed stakeholders would not object to the strategy. All the internal and affected stakeholders would object to this strategy.

The strategy of choice would be the second strategy of incremental experimentation and changing over after winning consensus. This is a familiar strategy that allows for slow change, evaluation and feedback. It will prevent the Chief from making the big mistake that does a great deal of damage to the organization. The most important obstacle to this strategy resides in resistance to change. Police organizations particularly are resistant to change. They have decades of culture to overcome and their transformation will take time. This strategy will also allow for the least amount of disruption to services to the public during the process. It will also provide for input from the public how they perceive the change in policing.

IMPLEMENTATION PLAN

This strategy should be overseen by a Division Commander who has the authority to make command decisions and deal with other city department heads. This plan would require a great deal of flexibility and experimentation. At some point, this plan will begin to cross over divisional lines and consensus among the Division Commanders will be crucial. Support from the Chief of Police is critical. He must do more than verbally support the effort. He must show enthusiasm for the change and be willing to make structural changes in the organization to support the different philosophy. If the old structure remains in place the strategy will not succeed. If the rank and file sense he only supports this effort superficially, then each level below him will become less committed as we move down the organizational structure. The Chief's leadership cannot be overstated because everyone takes their cue from the Chief's attitude. The Chief of Police should monitor the progress closely to be sure it does not get side tracked by egos and separate agendas. The last concern about who should oversee the plan concerns commitment. The person overseeing the plan should be very committed to accomplishing this objective. He will run into many obstacles and will need the drive of a zealot to stay on course. Resources will include office space, office equipment, vehicles, bicycles and sub-stations. Assistance from other department heads in the event other city services like; code enforcement; finance; billing, etc. Personnel in the form of four or five officers to provide police service to the areas identified and one supervisor to handle the field operations. Spanish speaking officers will be extremely important. A minority affairs officer would be helpful in contacting the community. A source to develop, print and distribute flyers would be helpful with the community. You will discover your Community Services Bureau and your pilot project has many things in common. To show commitment and consolidate resources and personnel the Community Services Bureau and the pilot group known as, "Operation Cleanup," will be merged into one unit. The Community Services Bureau will bring personnel in the form of a Supervisor, a Police Officer, a non-sworn Community Services Officer, two D.A.R.E. officers who work in the schools and a High School Resource Officer that works in the high schools. They will bring press liaison, neighborhood watch, newsletter skills and community connections of every sort. The Operation Cleanup group will bring police officers to work in your

identified neighborhoods. They will bring your gang detail which should be assigned to this unit for many of the problems you will face will be with juvenile gang members and fringe juveniles. They will also bring another High School Resource officer attached to a gang violence grant assigned to this unit. The rapport developed by the gang unit, D.A.R.E. unit and High School Resource unit is invaluable. Bringing these groups together is a slow process that takes time, but they will become a highly motivated group with momentum and enthusiasm for their assigned areas because of the tremendous job satisfaction that goes with this type of work. The officers will need to announce the program to the press and arrange community meetings with apartment managers, owners, tenants and other neighborhood citizens and businesses. Inform them of the goals and solicit their cooperation. Identify the problems in the community with the help of the community. The officers must be visible to the community and maintain contact with key community members. Creation and distribution of a newsletter will be helpful in communication. The officers assigned to the areas must get results and solve problems. They must also educate the community in solving their own problems. The progress will be monitored by community meetings, community surveys, level of calls for service and the decline of unrest and disorder in the community. If successful the general appearance of the community should improve. Video tape of the neighborhood before and after your efforts will be very persuasive. The maintenance becomes a battle of attrition, you must keep doing it until it works. The final step is the generalization of investigation. The Operation Cleanup group will demonstrate how generalized investigation of a geographic area is successful. Other investigators who may have doubted to plausibility of moving from specialization to generalization will be less resistant to making the transition. Detectives will not longer work cases, but work crime and problems regardless of what type it may be. The primary key players in this move will be the investigation supervisors. They will take a more active role in problem identification, setting priority of assignments and following up on the progress of their detectives. They will have to be responsive to the problems of the moment and react appropriately.

TRANSITION PLAN

Research thus far has identified trends that tended to point out frustrations with the criminal justice system at all levels. Events identified tended to point out reactions to those frustrations. Hopefully, police managers taking notice of trends and forewarned of potential events may successfully plan a response to the demands of a changing community and a changing expectation of police service.

The strategic plan then falls upon the question of how do you change a policing philosophy with a deeply entrenched culture and re-educate your personnel to the transformation of a different philosophy. It was decided to proceed by identifying two or three small neighborhoods that require a disproportionate level of police attention. All officers are aware of the problems within these areas and can relate to any success that may occur. Liaisons must be created with other city departments that may be called upon to assist in solving the problems of these neighborhoods. A small group of officers must be selected and assigned responsibility for these areas and trained in the methods of problem solving. Allow them the freedom and flexibility to develop innovative solutions to the problems that exist or arise. The method here is to slowly pull in more of the department as you go along. As mentioned earlier when you examine your organization realize how many people are doing the same functions or failing to do what you wish because someone else is doing it you will see the benefit of consolidating and generalizing your forces. The combining of the Community Services Bureau and your problem oriented policing unit will send a strong message of commitment to the troops. It will also improve the performance of both units as they have so many common responsibilities and resources that each other need. At the same time engage in training for the remainder of the department indoctrinating them in the methods of P.O.P.. Providing officers with articles and information to educate them in the changing philosophy of policing that are taking place across America. Following a predetermine time schedule, make changes in the patrol division allowing them to practice the techniques they are being taught. The last step would be to involve investigators in the process and create a department-wide, unified effort to fulfill the stated mission. It is believed the City Council and City Manager would find this strategy acceptable. Government typically prefers incremental change and this strategy is

incremental in nature. The Chief of Police would have the opportunity to evaluate the progress and success of this strategy as it unfolds and he could anticipate any problems that may arise. It is believed the slow transition will temper the culture shock to the organization as a whole.

Critical Mass Individuals

The key players identified to make this happen are the Chief of Police, the City Manager and the senior Division Commander, who will be referred to as "The Captain" from now on. The Chief of Police represents a unique problem. The former Chief of Police has just retired. He supported the concept only minimally. The incoming Chief of Police is new, but he is charismatic, energetic and well liked by the troops. A fundamental philosophical change in traditional policing would be considered a dramatic and politically risky step for a new Chief of Police. A new chief may not wish to step into a strategy not his own that departs from the status quo as a radical first step in a new job. Support from the new Chief does look promising based on conversations and decisions he has made thus far and it is critical that we move him to a make it happen position to be successful. The Chief appearing on the chart will be the new Chief of Police, who will be listed as a let it happen until his attitude on this issue is explored more fully.

The next key person is the City Manager. The former City Manager has just retired. The new City Manager has been selected and is from a neighboring city, however, his views on policing are unknown. The first job of the new City Manager was to hire the new Chief of Police. If this strategy is to succeed the new Chief of Police must have confidence in this philosophy and support the change. If the City Manager selected a traditional Chief who does not espouse this philosophy, the new Chief would be an obstacle to this strategy going forward. The new City Manager was being asked to decide what type of police department, from a philosophical perspective, he will support and then go out and find a Chief who will carry out that philosophy. The new City Manager has just arrived and is faced with many

budget problems that he may view as more critical than a policing philosophy right now, so he will be listed as a block as a result of his uncertain attitude to this strategy.

The most important of the "Critical Mass" players will be the senior Division Commander, who has been a strong proponent of the P.O.P. philosophy and will bear the burden of helping the new Chief move the new City Manager from a potential block to a "help it happen" position. He must first help move the new Chief from a let it happen to a make it happen position. The Captain must put together a presentation for the City Manager that will demonstrate the logic and carefully thought out strategy of this plan. He must be convinced of the wisdom of this new philosophy and the commitment toward moving in that direction.

This task is further complicated as the Captain himself was a candidate for the Chief of Police position. He was not selected by the new City Manager. He is now faced with working closely and selling the benefits and wisdom of POP to the City Manager who passed him over and the new Chief of Police who got the job he wanted. This will not be an easy job personally or professionally for the Captain. Typically, a new Chief may wish to set their own agenda for the future of the department. There is occasionally subsurface resentment from the inside candidates who wanted the job, but were not selected. The rejected inside candidate goes into retirement mode and ceases to contribute. Once the smoke clears the other staff members begin politicking the new Chief because they see him as the future of the department and the future for them. Support for the change diminishes and the comfort of the status quo moves in as security for everyone. The plan dies an unceremonious death. All of these are obstacles in the face of this transition. To avoid the latter scenario from occurring the Captain must convince the City Manager of the importance of this transition and he must accept his position and convince the new Chief of the value of this philosophy. The Captain is the key "make it happen" player in this project.

COMMITMENT PLANNING

CRITICAL MASS ACTORS

Table # 6

ACTORS	BLOCK	LET IT HAPPEN	HELP HAPPEN	MAKE HAPPEN
CHIEF OF POLICE		X →	O	
CITY MANAGER	X →	O		
THE CAPTAIN				X O

Management Structure

Presuming the City Manager likes the idea and the new Chief of Police supports the change, the management structure of preference is the "project manager" option. The new Chief of Police will be very busy and unlikely to have the time to oversee the details of this transition. A project manager appointed at the staff level of Division Commander would be an appropriate choice. An organization this size has three Division Commanders. The transition will involve personnel and resources from all three divisions. A Division Commander would only have to interact with two other peers to make something happen. A lower level manager would have many more egos to stroke and would unnecessarily complicate the process. Current Division Commanders within the police department have been the driving force to push the plan to its present state. They are already committed to the idea and were involved in the planning from the beginning. The small team already in place to test the three geographic neighborhoods are a natural nucleus already headed by a Division Commander to continue under the project manager.

Technologies and Methods

Making a transition of this magnitude from a cultural perspective requires tremendous flexibility. Many mistakes and misunderstandings will occur. To avoid discouraging the officers involved instructions should be kept simple and criticism kept to a minimum. Well-intentioned failure is a valuable learning process. There is a tremendous amount of job satisfaction with this philosophy and officers enjoy the work when supported by management in their efforts. Instilling this attitude in supervisors will greatly diminish anxiety and uncertainty during the transition for the officers.

A responsibility chart must be established for the transition team to be aware of their responsibilities and to whom they must report. In a transition that will cover a long period of time there will be a great deal of turnover. Officers will be promoted, re-assigned, fired and retired. You must formalize responsibility to replace those that leave, or important tasks will fall through the cracks and not be passed on to the incoming team members. It also will provide the incoming team member a clear picture of what role he or she will play on the transition team and see how their work supports what others are trying to accomplish. It will further demonstrate to the department as a whole the serious intention to make this change a success.

The only way to re-educate the officers and share the vision of what is being accomplished is to have discussion groups and training workshops. Organized Team Building Workshops will be planned in which officers can ask questions, share views about P.O.P. and build consensus and a common frame of reference on the issues. The officers are being asked to step outside the boundaries they are familiar with and they don't know where the edge of their authority resides. You can have guidelines cannot answer every question. The officers must understand the spirit of the task and the goals of the organization, to make independent decisions about how to behave. Lecturing will not be enough, but open discussion will help this ambiguous philosophy finds its way to accomplish the vision. Officers will feel more comfortable when they can get a response to their questions. Monthly discussion groups and workshops will be scheduled where officers are encouraged to share information with one another

about their experiences and how they solved problems with which they were faced. Daily briefings are ideal in sharing this type of information. The feedback from the workshops and discussion groups can be directed back up to the managers by virtue of management workshops and discussion meetings. From these meetings they can determine the pace and direction of the transition and decide if policy decisions need to be made or the direction should be altered. Slight mid-course changes are easy to digest when everyone is involved in the process.

A communications plan can be developed that allows every member of the organization to make a comment or ask a question or offer a suggestion by means of a simple memo that will be sent directly to the transition team without filtering through supervision. They should be reviewed by supervision, but not altered or intercepted by supervision. Hopefully, many of these questions will be answered by supervision, but the communications lines will be open and it will serve as a feedback loop for the transition team beyond the workshops and discussion groups. More information is better than not enough information.

Over a period of years, cynical veteran officers see many plans come and go. They witness the flurry of commitment at the beginning particularly by a committed few. Typically, when the committed few moves on to their reward, efforts are not continued by those that follow and the change falls by the wayside due to lack of interest. That scenario can be avoided and the momentum continued by carefully following up on assignments, responsibilities and commitments made at the onset.

CONCLUSION

The traditional policing philosophy of the last forty years was ideal for the time in history, the demographic population and the expectations of the community. Times have changed, the population has changed and expectations have changed. The glamorization of police officers in action making arrests was like a ripple that became a tidal wave of misrepresentation. The police could solve all problems by making arrests. Making arrests are easy, solving problems are hard. Making arrests are fun, solving problems can be tedious, complicated and not very exciting. Policing philosophy is taking a more holistic approach to the community. If we expect officers to be creative we will have to hire officers with high educational standards. To be a problem solver you must have a broader vision of society. Officers with higher education tend to be less authoritarian and less cynical. If we are going to push decision making down to the lowest level, education and training becomes important. A college education makes an officer a more effective decision maker, a better service provider, a better communicator, and more responsive to the vision of the police mission.¹² A New York City-Rand Institute Study of NYPD concluded that "...college educated officers in New York performed at a level well above average." The study also found that more educated officers were "...less likely to incur civilian complaints."¹³ A study in Florida appeared to confirm that better educated officers generally can be expected to perform in an ethically sound way.¹⁴ As society itself becomes more educated so must the education level of the police be raised. Higher education for police officers promotes higher professional standards and goals. This in turn will command public respect and shape public opinion. The common refrain from police in the past has been that we train to our liabilities. We must also train to our mission. We must do more than train on shooting, chasing, choking, striking, gassing, controlling, cuffing and arresting. That is a an important, but a small part of the job. We must also teach communication skills, public speaking, problem-solving techniques, conflict resolution. Officers will be more effective is they understand the social, economic and demographic conditions of the community they work. Officers need to know the City departments, social agencies

and referral resources that are available in the community. A Chief of Police must know these things to survive in his job environment and so must the line officer.

How will departments interact with other agencies in the future? The frustration here is the conflicting missions of different agencies. When an agency moves to a problem solving philosophy one of the first things they will discover is they are now a square peg in a round hole. Other agencies do not have the same goals, structures and priorities as a problems solving police department. The transition time is slow. Initially, it was thought to take two to three years. That has now been revised to five to ten years. Even so, working together is the only answer. Regional resources will be developed to reduce the cost of everyone duplicating the same plan with the same costs and the same overhead and the same lack of personnel and equipment. Defining roles and cooperation with the private sector to take on as many functions as possible will be the only way to solve many problems of cost, personnel and training.

Citizens are becoming more educated, whether it be through traditional education or through the education of mass media. The population is more informed today than they have ever been in the past and that trend will continue. Television and radio will teach them what they need to know. Television thrives on the sensational and will pour gasoline on the fire to intensify the flame. Citizens will have the brightest minds in the country analyzing the problems for them on television informing them of the strengths and weaknesses of the system and advising them of their rights and expectations from the police and government in general. We can expect difficult and well thought out demands and arguments from them in the future. Telling them to go away and let the police handle it will no longer suffice. They will have to be included to minimize the criticism from without. Inclusion, participation and taking advantage of their resources and talents will be the prescription for future problem solving.

The trends and events identified were indicative of the frustration police managers feel within the system. The trends represented the aspects of providing service police managers find frustrating. Each of the events represented the obstacles foreseen in the future of policing. The sole exception being a positive event in the form of POP training required by POST.

All of the above represents the impacts, obstacles and benefits of the future in policing. A responsive police department using the problem solving methods of POP will find the challenge manageable and rewarding. Those who ignore the obvious and immerse themselves in the past can expect to function defensively and be rewarded with frustration.

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