

What Impact will the Chronicling of Police Activities by Private Citizens have on Police Operations in a Large Urban Area by the Year 2002?

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Abstract

The study contains two main parts; a technical report and a journal-style article. The technical report contains a futures study on what impact will the chronicling of police activities by private citizens have on police operations in a large urban area by the Year 2002; a strategic plan; and a transition plan guiding implementation. The article is based on the technical report and focuses on a proposed strategic management plan for dealing with effects of chronicling of police activities by private citizens including recommended policies. Five trends are forecast as impacting the issue over the next decade and five events are identified as possibly impacting the issue. Policy recommendations emphasize the development of a written policy and proper training for officers. Study findings suggests that the technology will continue to evolve, as will increased scrutiny by the public, requiring strategies and plans to manage crisis that will develop and mitigate this impact. Research data; non-extrapolative forecasting results; graphics, data and other instruments in appendixes; references and bibliography.

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JOURNAL ARTICLE

WHAT IMPACT WILL THE CHRONICLING OF POLICE ACTIVITIES
BY PRIVATE CITIZENS HAVE ON POLICE OPERATIONS
IN A LARGE URBAN AREA BY THE YEAR 2002

BY

DAVID J. GASCON

COMMAND COLLEGE, CLASS 16

JUNE 1993

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

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

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

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

INTRODUCTION

The purpose of this independent study project titled, "What Impact will the Chronicling of Police Activities by Citizens Have on Police Operations in a Large Urban Area by the Year 2002", was to attempt to project what the future may bring as advances in video and audio technology in the hands of community groups are used to document police incidents. As the technology has developed, primarily video, the equipment has become smaller and easier to use, more affordable and in much wider use. The George Holliday tape of the Rodney King incident has clearly demonstrated the power associated with a videotape of a controversial police incident, and the impact it can have on the specific agency as well as the profession itself. The results of the broadcast of the Holliday videotape will never be fully documented, however, the implications for law enforcement in the future are many. This futures study sought to forecast events and trends in the chronicling of police field incidents that may develop and their impact on police operations. Questions that are raised by advances in video technology include: What new training will have to be developed and implemented to cope with the ubiquitous video camera and the increased public scrutiny of police performance? Will the chronicling of police activities have an impact on the participation in police management by private members of the community and civil rights organizations? What are the impacts on the quality and level of service that may result? This study attempted to grapple with these issues based

on a forecasting of the events and trends that may develop in the next five to ten years, to fashion a strategic plan to assist law enforcement leaders in dealing with the changes that will be the inevitable consequence, and to analyze and discuss the issue of strategic plan implementation.

The importance of chronicling of police incidents by present and future technology has been made clear by the Holliday tape of the Rodney King incident. The exact costs of the Los Angeles Riots of 1992 will never be known. More than 50 people lost their lives and property loss estimates total one billion dollars. Other costs included a Chief of Police being forced from office, changes made to the Los Angeles City Charter, and a mandate for sweeping changes delivered to the Los Angeles Police Department. A few seconds of videotape had more impact on the Los Angeles Police Department than any event in its history. The implications for similar events occurring in other jurisdictions is obvious.

The scope of the futures study included interviews and research into the emerging trends of the last five years, the development through the use of a nominal group technique (NGT) to identify and forecast trends and events likely to occur over the next five to ten years, and a cross impact analysis. Finally, three hypothetical scenarios were constructed, based on the forecasted trends and events, as a way to view a "possible" future and in developing the strategic plan to get there.

This article will focus on the development of a strategic plan for managing the effects of chronicling police activities by private citizens. A section of the futures study which documents the desired strategic plan to manage the recording of police incidents will be reviewed here as it represents the benefit from any forecasting effort into future events. The viewing of possible future scenarios and then developing a plan to guide law enforcement towards a desired future is the essence of any futures study.

Law enforcement agencies must adjust to the new reality that field police work must be done as though on "center stage". The Los Angeles Police Department of 1991-92 is an example of the tremendous impact a chronicled event, the Rodney King incident, can have on an agency. Policies must be promulgated to work with this new reality to ensure the proper address of incidents which occur and to mitigate the potential difficulties. Such policies will also aid in the development of personnel and of the Department as a whole, thereby protecting both from civil and criminal liabilities.

STRATEGIC MANAGEMENT PLAN

The development of a strategic management plan for managing the effects of the chronicling of police activities by private citizens is the basis of the futures research study section of this project and represents an attempt to better prepare law

enforcement for the policy decisions that will have to be made as management begins to deal with the issue. For purposes of forecasting the future, the futures research study section of this paper identified five trends and five events as having significant bearing on the development of possible future scenarios.

Through the use of a nominal group technique (NGT), a panel identified 18 trends and 9 events that had significant bearing on the study issue. The panel ultimately reduced the list to five trends and five events. The lists of the five trends and five events were used as the basis for identifying the status of the trends and events five years ago and forecasting them through today to five and ten years in the future. The five trends identified were: 1) The amount of monitoring of police activities by civil rights organizations (a "monitoring incident" was defined as an instance where organized groups video or audio recorded police officers' encounter with the public; 2) The level of proactive police work; 3) The level of cultural sensitivity training for police officers; 4) The quality of police service; and 5) The level of public participation in police department management.

Events rated were: 1) Civilian posse group formed to monitor police activities; 2) State initiated legislation mandating civilian review boards for law enforcement agencies; 3) Chief of Police and/or law enforcement agency are proved lying as

evidenced by a videotape; 4) State legislation places limits on financial liability of law enforcement agencies; and 5) A law enforcement agency announces confidence in its officers and solicits recordings of police monitoring incidents. The five trends and five events were used to construct a cross-impact matrix.

The cross-impact analysis resulted in the rank-order of actor events and the rank-order of reactor trends and events. In descending order, the actor events which had the greatest impact on other events and trends were: Event 1, Event 2, Event 5, Event 3 and Event 4. Reactor trends and events, those most impacted by the events, in descending order were: Trends 1, 2, 5, 4 and 3. Reactor event order was: Event 4, 1, 3, 2 and 5. It is clear from a review of the cross-impact evaluation matrix that Event 1, the formation of any civilian group with the intent to monitor actual police field activities, and Event 2, the passage of a state initiative which establishes civilian review boards, are the most potent actor events and clearly make the best possible targets for policy consideration.

NORMATIVE SCENARIO

The year is 2002 and retiring Chief of Police Richard Eide is preparing his final speech for the citizens of Los Angeles. As he scans his scrapbook he notes the Year 2002 is a year of considerable optimism. After several difficult years following the notorious Rodney King incident, the threat that every indiscretion captured on videotape, however insignificant, would result in catastrophic events has subsided. Proactive police work has become a welcome sight. Most citizens

now have the capability to chronicle virtually every field police activity and do so. Officers and agencies are receptive to these occurrences and have used the recordings to significantly improve the quality of police work. Recordings are analyzed and performance evaluated. Training needs are individually and collectively addressed. Misconduct is appropriately handled through the disciplinary process.

Municipal governments recognize potential legal difficulties and are committed to quality police services through the finest possible training. All officers receive large blocks of instruction in problem solving, interpersonal relations, cultural awareness and tactics. Civil rights organizations conduct field audits of police officer performance to ensure quality. Chronicled police activities are solicited for administrative review by many agencies. A difficulty exists in that everyone is now a police "expert." Civilians in all walks of life critique performance and try, through elected officials and police review boards, to manage the police department. Chief executive officers of large urban agencies are very sensitive to political pressures.

Policy statements were developed on which to base the strategic management plan. Three policies were developed:

Policy 1 advises officers that they are public figures and perform in the public eye. They shall not confront a member of the public over the issue of being videotaped and should perform as professionals at all times.

Policy 2 advises officers that chronicled police activities are to be solicited from the public for administrative review and action. The purpose of the review would be for commendations and training. Obvious misconduct would result in disciplinary action.

Policy 3 establishes a training review board to process all chronicled activities. The purpose of the board would be to

review for training activities of individual officers and department-wide training implications. The board would refer misconduct issues to the department's disciplinary system.

STRATEGIC MANAGEMENT PLAN

The development of the strategic management plan involved the following steps:

1. Development of a mission statement.
2. A situational analysis based on the trends and events identified in the futures research study.
3. A capability analysis of the strengths and weaknesses of the Department.
4. A Strategic Assumption Surfacing Technique (SAST) to identify the stakeholders in the plan.
5. The recommended policy.

MISSION STATEMENT

Developing a mission statement is an important first step in the strategic planning process. The mission statement defines the fundamental uniqueness which sets one endeavor apart from another and provides direction and definition for the strategic plan. The statement should be large and bold enough to help satisfy the question of the worthiness of the mission being pursued. It forms the foundation for establishing priorities, strategies, plans and assignments. It is clearly an organizational starting point.

The mission statement:

The Department is committed to the protection of life and property. As a public agency, the Department is also committed to providing quality public service. Employees must be aware at all times that as public servants they are expected to perform their duties in the view of the citizens who employ them. Their every action is subject to scrutiny which promotes operational effectiveness and efficiency. The Department is accountable to the public it serves and is committed to professional performance.

On occasion, events will be chronicled by private citizens. The Department's response to such events is to objectively analyze the event and to commend employees when appropriate, identify training issues for the concerned employee or the Department, and in cases of misconduct, ensure appropriate sanctions.

SITUATIONAL ANALYSIS

A situational analysis was conducted based on the trends and events identified in the futures research study. The analysis consisted of a WOTS-UP (Weaknesses, Opportunities, Threats, Strengths, Underlying Planning) model. The WOTS-UP analysis incorporated an environmental scan to classify the trends and events as opportunities - those that would support the mission, or as threats - those that would block achievement of the mission.

ENVIRONMENT SCAN

The trends and events identified as a part of the Futures Forecasting Research required analysis for use in developing a strategic plan. The identification of external threats and opportunities and internal strengths and weaknesses is essential to the process. A summary of the systematic analysis of the critical environments follows.

SOCIAL ENVIRONMENT

OPPORTUNITIES

It is more clear today than ever in the past that law enforcement agencies must be mutually supportive and join in partnership with the communities they serve to ensure operational effectiveness. Without credibility and trust, the partnership will not survive. During the difficult times following the Rodney King incident, law enforcement agency cooperation was problematic and police/minority community relations was difficult at best. The trend of civil rights organizations establishing monitoring groups to observe police field activities may well result in officers being found to be doing their jobs as trained and help to establish credibility.

The level of police officers cultural sensitivity training shows a trend toward increasing. This trend is most helpful in improving the officer's ability to deal with diverse communities and establishing rapport. Also, fraternal organizations within

police agencies may be helpful to the formal agency. Excellent examples in Los Angeles are the Oscar Joel Bryant Association and La Ley, predominantly composed of African-American and Latino police officers, respectively. An improved quality of police service also reduces friction and builds trust and confidence in the Department's ability to work with the community.

The trend towards greater public participation in police department management may seem as an infringement or mettlesome, but is in fact an essential component of the community-based policing theory. Certainly the community has a right and a responsibility to manage its own affairs and to participate in guiding and shaping the police department's efforts and this will result in increased confidence and support.

The establishment of trust and confidence inevitably leads to greater credibility. This may also result in problematic police contacts which have been chronicled by private citizens being forwarded to the police department for appropriate action.

How law enforcement agencies project a concise message of commitment toward building a partnership with the community is highly dependent on the news media. A sophisticated media relations program can build considerable confidence in a police agency. Although this is an opinion, it is shared by many who watched the LAPD image develop as Jack Webb's productions of "Dragnet" and "Adam-12" depicted the Department in an idealistic

fashion. In the aftermath of the April, 1992, riots, it is reassuring that the LAPD has jointly worked with the Los Angeles County Sheriff's Department, the California Highway Patrol, local and county prosecutors and the courts to ensure greater efficiency. Problem-prevention and problem-solving are the concerns of all.

THREATS

The most significant threat to the mission will be dealing with the day to day operation of the department in a rapidly changing community while trying to bring about change. Los Angeles is an excellent example of what a major urban area is like today, "... a vast sprawl of peoples and cultures now living together in quite different personal circumstances." A trend of a lower level of proactive police work in a city of tremendous violence may adversely impact public confidence in a Department's ability to deal with crime. Individual police officers may disagree that any organization should establish monitoring groups to chronicle their field police work. Morale and productivity may fall, leading to an exacerbation and lower level of proactive police work.

ECONOMIC ENVIRONMENT

OPPORTUNITIES

During extreme economic times, government is forced to do more with less resources and must carefully prioritize services.

Police departments have the rare opportunity to focus on important issues and eliminate less important functions which are draining precious resources.

THREATS

The large budget deficit still faces the United States and a severe shortfall is now facing the State of California. Under such difficulties, labor intensive programs such as community-based policing and essential growth and development are threatened. Specialized training, such as cultural sensitivity training, are prevented from further expansion.

LEGAL ENVIRONMENT

OPPORTUNITIES

Intensified training, particularly cultural sensitivity training, coupled with constant monitoring and review of field activities will have an impact on individual performance. Additionally, the severe economic difficulties facing governments and the astronomical awards by juries in police liability cases may well result in legislation to limit police malpractice compensation.

THREATS

Monitoring groups increase the potential for capturing inappropriate police activities. And, clearly videotape evidence is graphic and more compelling than most other types of evidence. The possibility of a police chief twisting the truth to protect

his officers and agency, and being embarrassed by the broadcast of the truth, may cause severe credibility problems for a city's legal position and may result in increased and more severe litigation.

TECHNOLOGICAL ENVIRONMENT

OPPORTUNITIES

Advanced technology continues and favorably impacts the ability of a police department to fulfill its mission. Among the key opportunities is communications equipment. Computerized support technology now manages a significant portion of dispatch responsibilities. Scientific breakthroughs in fingerprint analysis and comparison, DNA analysis and evidence gathering has facilitated the mission.

POLITICAL ENVIRONMENT

OPPORTUNITIES

Law and order issues are significant election issues in large urban areas during times of violent and newsworthy crimes and high crime rates. Candidates generally find some fashion to take a position which allows them to present themselves as supportive of the police department with innovative strategies to find the funds, even in difficult economic times, to support the police department with more human and material resources.

THREATS

Some individual politicians, often supported by special interest pressure groups or civil rights organizations, have become quite proficient at bashing police departments. Frequently, law enforcement is attacked for the unfortunate actions of a few, actions in a specific incident, or because of who or what the agency leader is or represents.

CAPABILITY ANALYSIS

This portion covers an assessment of the strengths and weaknesses of the Los Angeles Police Department. The information contained in this chapter is not intended to portray the Los Angeles Police Department, but may reflect some situations experienced by that agency.

STRENGTHS

Support For Education And Training:

The Department's support for education and training is a significant strength to the success of the strategy. Cultural sensitivity training and the ability to perform while under the watchful eye of citizens with video cameras are issues which can be addressed.

Strong Internal Controls:

The Department has substantial controls, rules and regulations which are codified and subject to audit. This provides an in place system to evaluate and make in policy/out of

policy determination on recordings.

Support For Increased Staffing:

The Department, community and political structures are supportive of personnel increases.

Established Community Relations Program:

The Department has an established decentralized community relations program supported by a centralized functional group. This will provide a method of educating the public on the mission and to enlist their aid to obtain authentic recordings.

Innovation:

Internal competition and frequent opportunities for promotion lead to innovation and creativity. This will provide a vehicle of phased implementation of the strategy which will develop acceptance and support by officers.

Limiting Public Participation:

The Department has an evolving community-based policing program with citizen advisory councils. This will allow the Department a degree of autonomy in determining recording evaluation criteria and training curriculum.

High Level Of Skills And Competence:

The Department has been viewed as a model law enforcement agency. This will motivate the officers to be

receptive to training so that they will appear professional in recordings and not suffer public embarrassment.

WEAKNESSES

Lack Of Strong Management Direction:

A constant barrage of negative media attention and lack of unity in the management ranks has result in poor morale.

Territorialism By Management And Rank And File Officers:

A surprisingly large number of individuals and entities have a difficult time working together. This will cause contention in defining in/out of policy, the training curriculum and interpretation of the above.

Compartmentalized By Specialization:

The Department is overly specialized resulting in competing interests and lack of commitment to basic general police work.

Shortage Of Patrol Personnel:

The Department is extremely short on the number of patrol officers available to respond to calls for service. A lack of patrol personnel results in incidents where there is only one or two officers to handle the situation. This may therefore result in an increased number of negative recordings.

Limit Fiscal Resources:

The economy has caused severe financial hardship for the City. This will hamper implementation of training and acquisition of equipment.

Lack of Adaptability To Major Changes:

Personnel are conservative and resistant to change. Many officers will feel insecure about being recorded.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

A SAST was employed by the analysis panel to identify the stakeholders related to the issue question: those individuals or organizations who are impacted by the mission, are able to impact the mission, or are concerned about the mission. Also identified, when possible, were the "snaildarters." Snaildarters can suddenly present themselves during the planning process and cause the strategy to be modified or abandoned.

The following assumptions were made as to the projected position of each stakeholder in relation to the issue question:

1. Rank and File Police Officer - Opposed
 - A. Feel threatened with sanctions for imperfect performance.
 - B. Increased susceptibility to civil suits.
2. Police Union - Opposed
 - A. Department management will use police officer as scapegoats in controversial incidents.
 - B. Members will be subjected to unfair scrutiny.

3. Police Managers - Mixed
 - A. Fear of losing support of field officers.
 - B. Forced into numerous tough administrative decisions.
4. Chief of Police - Supportive
 - A. Possible increase of personal liability for employee misdeeds.
 - B. Troops may lack confidence in leadership.
5. City Council - Mixed
 - A. Increased liability for police malpractice.
 - B. Will demand greater accountability for Department.
6. Mayor - Mixed
 - A. Will face citizen mandate for personal involvement in Department issues.
 - B. De-stabilized relationship with many in community.
7. Civil Rights Organizations - Mixed (Possible Snaildarters)
 - A. Belief that the Department will not deal with issues.
 - B. Belief that more events chronicled will bring about faster change.
8. News Media - Opposed (Possible Snaildarters)
 - A. Compliance with Department request to submit "evidence" precludes scoops.
 - B. Department will fight to deny access and use of "evidence."
9. Civil Attorneys - Opposed
 - A. Department will seek to prevent litigation.
 - B. Submission of chronicled evidence to Department may reduce pool of possible clients who would have possession of evidence for litigations against Department.
10. Citizens - Mixed (Many possible snaildarters)
 - A. Want the best possible police service.
 - B. Different social and economic groups define "best possible police service" differently.
11. Potential Arrestees - Mixed
 - A. Desire to be taped during event.
 - B. Require evidence to show flawed due process to escape criminal liability.

RECOMMENDED POLICY

A Modified Policy Delphi (MPD) was employed to generate, analyze, and select strategies which would enable the Department to accomplish the mission.

The MPD resulted in the following policy recommendation strategies:

1. Development of a Written Policy.

A written policy will provide officers and citizens alike with operational guidelines so that all would know what is acceptable and ensure that employees know what is expected of them. It will serve to reduce fears and suspicion of change. It would establish guidelines for the classification of recordings and standardize evaluation criteria for determining training and disciplinary action, and ensure consistency in training and in the application of discipline. Input in writing the policy from stakeholders identified as opposed or mixed would help to prevent opposition down the road. Acceptance and support for the policy by politicians and the community could result in availability of funds with which to implement the strategy plan.

2. Training Program for Officers and Supervisors

Officers and their union will support such training because they will believe it is necessary to teach them how to deal successfully with recording encounters. Care must be given to ensure the training will protect the officers, yet serve to reduce Department and City liability in future law suits. It may be necessary to involve representatives of some civil rights organizations in the training plan to ensure their support of the overall strategy.

3. Solicit Recordings from Public

This would provide an additional source for training and policy enhancement. It would also provide for the development of expertise to refute misinterpretations of recordings, however, it could lead to allegations by civil rights organizations, civil attorneys and arrestees of the Department tampering with recordings. The Department will need to establish new controls and

tracking policies to belay these claims. Officers may feel threatened with sanctions for imperfect performance further deepening the low morale and alienating managers' support of the strategy. This will require close monitoring and evaluation. An emphasis on frequent positive reinforcement of recorded incidents which help officers would serve to neutralize these feelings. The legal implications of the Department recording or obtaining recordings of field incidents as it pertains to citizens' and officers' rights must be determined and passed on to the officers and public. This would also include the restrictions on use of private person's or organizations' recordings.

TRANSITION MANAGEMENT

The appropriate management structure to ensure a successful transition is the project manager structure with representatives of constituencies involved as a support structure.

As Assistant Chief of Police was tasked with the responsibility to be the project manager. He will also be charged with assembling representatives of the various constituencies impacted. As a starting point, eighteen police officers, one from each geographic Area, should be assigned to attend a "confrontation meeting" with a like number of similarly selected sergeants and a combined total of eighteen lieutenants and captains. The Chief and Assistant Chief would meet with the 54 employees in a structured eight-hour training session. The Chief would define the challenge and cite the crisis which envelopes the organization, and identify why this is the opportune moment to develop a program to enable the Department to manage such eventualities. The program would be highlighted by

breakout groups of officers, not including their supervisors, facilitated by experts from the Department's Behavioral Science Services Section (BSSS), with the composition reflective of those in attendance. The officer groups would be charged with fully exploring the issue, including determination of how an implementation team should be selected. The groups would be tasked with; identifying items that each functional group should address; and, targeting a small number of items for immediate significant progress with a specific time frame. As determined by the group, an implementation team will be selected. The Assistant Chief will meet with the team for a structured team building meeting facilitated by a BSSS staff member.

Additionally, two other groups will be developed to monitor the transition progress. A transition monitor team composed of a select cross-section of the original group of employees, consisting of four officers, four sergeants, two lieutenants and two captains, will be tasked with periodically meeting with the Chief of Police and Assistant Chief. Feedback on transition issues is the primary concern of this group. A formalized monthly vertical staff meeting process, consisting of nine police officers and three sergeants, will be established to ensure a snapshot view of the organization in general, but can be tapped for feedback on the transition issue.

CONCLUSION

This independent study project was an attempt to peer around the corner and into the future, to see what impact the chronicling of police activities by citizens will have on police operations in the large urban area by the Year 2002. This was accomplished by looking at current trends now being identified and established and extrapolating them 5 and 10 years into the future, and identifying events which the trends suggest may occur and which may have an impact on issue questions should they occur.

The chronicling of police field activities by citizens using video and audio equipment is here. This trend will clearly grow not only in the total number of occurrences, but also in the importance certain events can have on a specific agency and the profession itself. The law enforcement profession will have to face the issue whether we want to or not. How well we plan for this aspect of our future, will in part, dictate the desirability of that future.

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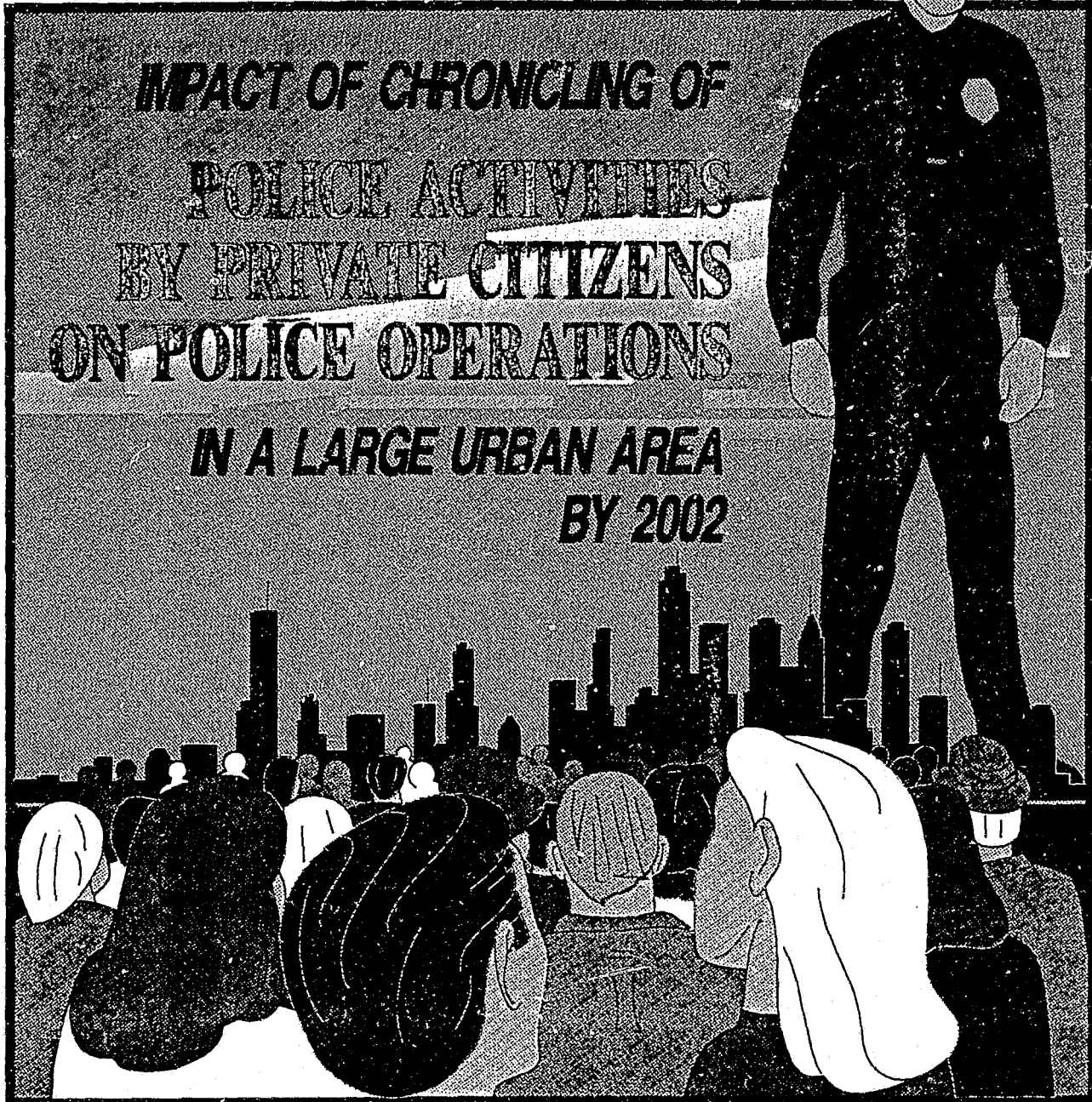
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**WHAT IMPACT WILL THE CHRONICLING OF POLICE
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YEAR 2002?**

**TECHINAL REPORT
BY
DAVID. J. GASCON
COMMAND COLLEGE XV1
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JUNE 1993**

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BY DAVID GASCON

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INTRODUCTION

On March 3, 1991, Mr. George Holliday, a Los Angeles area resident, used a newly purchased home video camera to chronicle the altercation/arrest of Rodney Glenn King by Los Angeles Police Officers in the Lake View Terrace area of Los Angeles.

The videotape of the police use of force on Mr. King was submitted to a local television station (KTLA) and was broadcast as a news story. The powerful images of white police officers striking King, an African-American, with batons and feet resulted in perhaps, according to CBS News Researcher Lorraine Hillman, "the most frequently broadcast piece of video ever shown on television news."¹ More than the Challenger explosion; more than the attempted assassination of President Reagan; and more than any sporting event in history.

The results of the broadcast of the videotape can never be fully documented. The public concerns and private fears of millions of people the world over will continue to have an impact on policing for many years. The obvious results are history. Many cities, but particularly Los Angeles, became seething cauldrons of emotion. Pent-up hostility toward police agencies and government was clearly expressed. Commissions were formed to study police abuses and recommendations were made to provide for City Charter amendments to hold the Chief of Police more accountable and expand the statute of limitations for misconduct cases against police officers. However, public outrage was not appeased by promises of criminal and administrative prosecution of the involved officers. The criminal prosecution of the four

officers resulted in a drawn out, news media sensationalized judicial proceeding which culminated in a near total victory for the accused officers. Hours later, the not guilty verdicts became the catalyst for one of the most destructive urban riots in the history of the United States.

Why did this all happen? Many would argue police abuse of minority group members has occurred for many years in this country and has never been properly addressed. What made this incident different was that it was chronicled on videotape. The magic of a home video camera and television allowed everyone to view and review the powerful images. According to KNBC News Director Mark Hoffman, approximately one piece of private citizen videotape is used every day on KNBC for news purposes.² This was not the first case of police activities being chronicled by a private citizen. Many other incidents were previously filmed and aired on local news broadcasts.³ However, this was the most graphic such incident ever captured and it contains all the elements of a movie script; including ex-convicts, racial angles, rookie cops, multiple police agencies, incredible radio computer transmissions and an embattled Chief of Police. As indicated by More and Shipley, "most citizens will have little, if any, direct contact with law enforcement. Generally, common perceptions will be formed on what is seen, read, and heard via the mass media."⁴

It is widely speculated that everything that followed the King incident arose because of the public viewing of the videotape. The impact of the tape stretches well beyond the estimated one billion dollars in damage. Fifty-two lives were

lost; a Chief of Police eventually retired under pressure; a City Charter was amended; Police Commissioners were changed; an investigative commission was formed to investigate the incident. It was not the videotape but the use to which it was put by the media, and the perceptions of millions of people that the action was so clearly wrong and that the police were out of control. Twenty years ago it would not have been likely that a "George Holliday" could have videotaped such an incident. Today, however, video cameras proliferate American society. Sales of video cameras have risen from 1,090,000 in 1986 to 2,348,000 in 1989. A gradual view of video camera proliferation is demonstrated by millions of dollars in sales. In 1985, sales were \$56 million dollars. In 1990, sales were \$2.26 billion dollars.⁵ Television programs are constructed using footage gathered by private citizens, and it seems that everyone is a potential free-lance reporter.

Reflecting on what occurred in the King incident and recognizing the potential for the proliferation of advanced technology equipment to facilitate the chronicling of police activities by private citizens raises the question of: What will be the impact on police operations in a large urban area in the Year 2002? Other questions associated with the central issue include: How will the training of police officers or the evaluation of their performance be impacted? Will the chronicling of police activities have an impact on the participation in police management by private citizens and civil rights organizations? What are the impacts on quality and level

of service that may result? This study will focus on all these questions. The King incident occurred in Los Angeles which, like most large urban centers, has many difficult social problems. The impact of a few seconds of videotape can compound these problems in many ways. By recognizing the importance of this issue, perhaps police management will be better prepared to deal with the future. Therefore, this researcher spent considerable time discussing the issue with members of his personal staff. A Futures Wheel was used to develop the sub-issues selected, based on significant impact on the issue question. It is important to note that this researcher recognizes the potential for future technological breakthroughs which may also impact the issues. However, this study is limited to a future based on existing technology. It is also limited to issues related to private citizen use of technology, not technology itself or the use of such technology by law enforcement.

CHAPTER ONE

DEFINING THE FUTURE

This chapter is a study of the trends and events which could influence and impact how the chronicling of police activities by private citizens may impact police operations in a large urban area. For the purposes of this study, a large urban area was arbitrarily defined as a major population center of above one million people. Through the use of a Nominal Group Technique (NGT), a panel identified 18 trends and 9 events that had significant bearing on the study issue. The panel consisted of the author, Commanding Officer of a geographic area, Los Angeles Police Department; Commander Art Lopez, Assistant Commanding Officer, Personnel and Training Bureau, Los Angeles Police Department; Captain Greg Berg, Commanding Officer, Communications Division, Los Angeles Police Department; Lieutenant Mike Post, Narcotics Lieutenant, Glendale Police Department; Captain Chuck Campbell, Station Commander, California Highway Patrol; Captain Roy McGinnis, Patrol Captain, Santa Monica Police Department and one additional member who requested anonymity. The 18 trends were: The amount of police field activities monitored by civil organizations; the level of proactive police work; the level of cultural sensitivity training provided to police officers; the quality of police service; public participation in police department management; camera sales of various types that continue to increase and result in a proliferation of cameras in the hands of private citizens; citizens recording more police activity, particularly police abuses; citizens selling video

tapes of police activities to news outlets; commissions and various governmental organizations being appointed to review police activities chronicled by private citizens; tape recorder sales, of various types, continue to increase and result in a proliferation of recording devices in the hands of private citizens; more citizens have micro tape recorders than in the past; more television stations are buying home video tape from citizens; police reenactment television programs become more common; private citizens begin to function as "free lance" journalists; police tactics being more carefully scrutinized as a result of chronicled activities; Neighborhood Watch groups begin to systematically monitor their own community; citizens will begin to mount video cameras in their private vehicles; and citizens begin to wear personal body wires. The nine Events were: Civilian posse group formed to monitor police activities; state initiative passes which establishes civilian review boards for all agencies; Chief of Police and/or agency are proved lying (cover up) as evidenced by a videotape; the state legislature places limits on police malpractice; a progressive police department announces confidence in its police officers and solicits recordings; a micro video camera for private citizen use at an affordable price will be developed; the United States Supreme Court will rule that video tape filmed by private citizens is legal and admissible in criminal trials in all cases regardless of privacy guarantees; private citizen video taping of police officers will clash with the video taping of private citizens by police officers resulting in, "Arena police work",

and the conflicting perspectives from actual video tapes of the same incident will give everyone cause for reevaluation; and a major incident will occur as a result of police officers seizing a video tape of a police activity filmed by a private citizen. The panel ultimately reduced the list to the five most significant trends and events. A combined list of five trends and five events was used to construct a cross impact matrix. The panel identified the trends and events five years ago, and forecasted them through today to five and ten years into the future. Three scenarios were developed, a normative, an exploratory and a hypothetical to aid in a critical assessment for the strategic planning process. One scenario, the normative, was selected as a foundation for the development of policies which would allow focus toward a desired future or to mitigate an undesirable future.

IDENTIFICATION OF ISSUES AND SUB-ISSUES

The issue question is: "What impact will the chronicling of police activities by private citizens have on police operations in a large urban area by the year 2002?" For purposes of this project, the term "chronicling of police activities" is defined as the use of video or audio recordings by private citizens to document police activities. To provide focus to the project, three sub-issues were used to further define the issue:

- How will the training of police officers or the evaluation of their performance be impacted?
- Will the chronicling of police activities have an impact on the participation in police management by

private citizens and civil rights organizations?

- What are the impacts on quality and level of service that may result?

The issue and sub-issues are clearly observable in the Futures Wheel (Figure 1) prepared by the author to provide clarity and focus to the study.

The use of electronic equipment by private citizens to document any number and type of incidents throughout their daily lives has become widespread in the United States. This is evidenced by the proliferation of television shows such as "Totally Hidden Video," "America's Funniest Home Videos" and "Rogan's Heroes." Commercialization of police and public safety activity has also become a popular theme for television with shows such as "Cops" and "Rescue 911." It is a logical conclusion to presume the level of this trend will increase and have significant ramifications, based on previously cited sales data. The scenarios explored in this research will assist in planning for the management of chronicled police activities.

FUTURES WHEEL

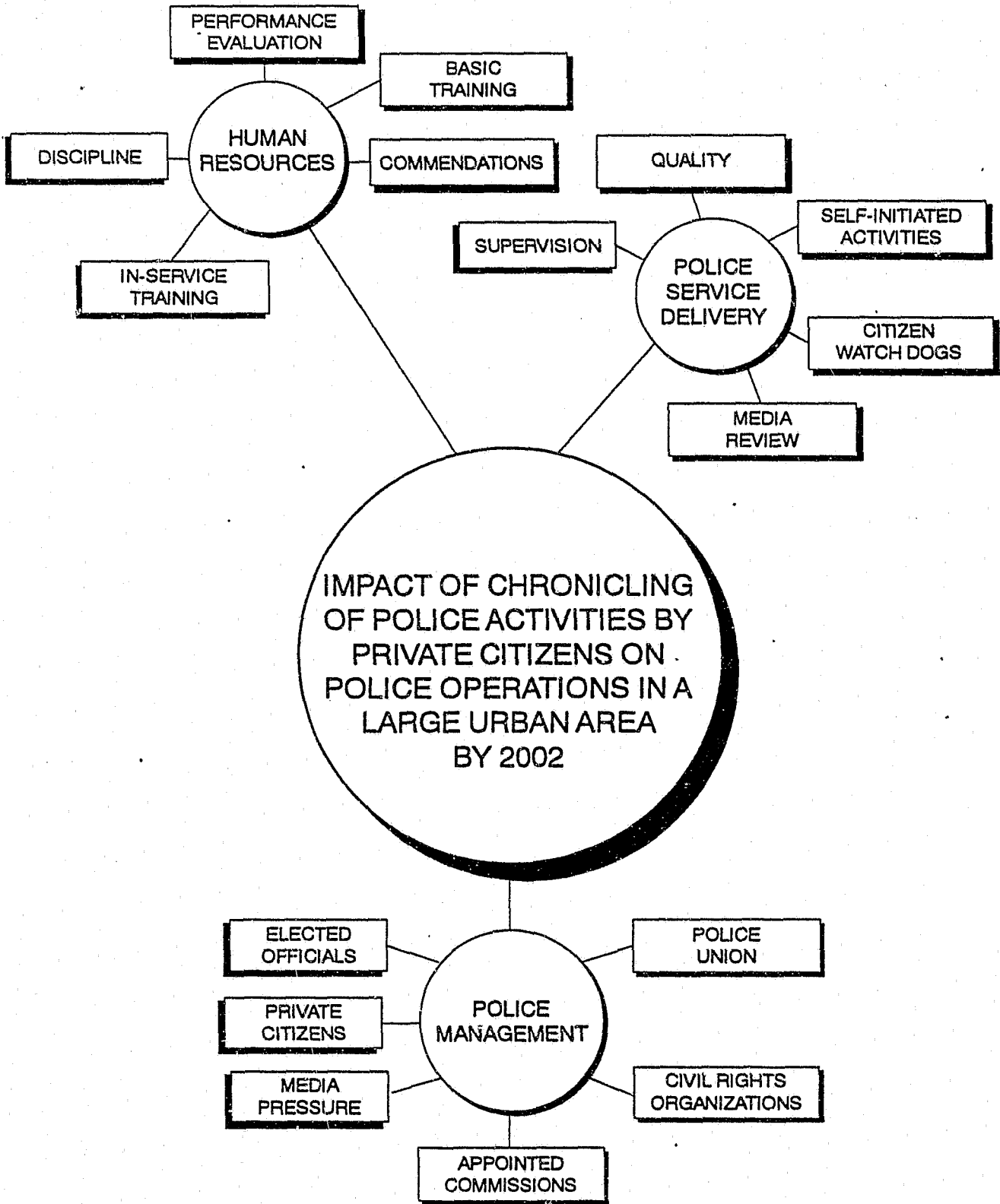


Figure 1

DETERMINATION OF TRENDS AND EVENTS

The determination of trends and events was accomplished through the use of a seven member panel using the NGT process. Panel members gathered at a local police station where they were briefed and participated in the process for approximately three hours. The panel consisted of: the author, Commanding Officer of a geographic area, Los Angeles Police Department; Commander Art Lopez, Assistant Commanding Officer, Personnel and Training Bureau, Los Angeles Police Department; Captain Garrett Zimmon, Commanding Officer of a geographic area, Los Angeles Police Department; Lieutenant Bill Sweet, Patrol Watch Commander, Los Angeles Police Department; Lieutenant Al Kerstein, Commanding Officer, detective division of a geographic area, Los Angeles Police Department; Sergeant J.J. Reece, Field Supervisor, Los Angeles Police Department; and Administrative Aide Waynette Trovato, Staff of an Area Commanding Officer, Los Angeles Police Department.

First, the members identified various trends which they believed related to the issue question. Each trend was listed on a board and further developed. Clear and concise definitions for each candidate trend was agreed upon. Care was taken to ensure that each trend was non-directional. The members individually voted on the list of candidates and rank ordered the trends according to their significance to the issue question.

Next, the members individually identified various events which they believed could impact the issue question. The events were listed on a board and further developed. Clear and concise

definitions for each event were agreed upon. The members then voted on the list of candidate events and rank ordered them according to the significance they would have on the issue question if they were to occur.

IDENTIFICATION AND DEFINITION OF TRENDS AND EVENTS

The panel used an "environmental scan" to reduce a rank ordered list of 18 candidate trends to 12: Civil rights organizations establish monitoring groups; level of proactive police work; level of cultural sensitivity training for police officers; quality of police service; public participation in police department management; camera sales increase and result in a proliferation in community; citizens selling video tapes of police activities to news media; government commissions are appointed to review chronicled police activities; more citizens have microtape recorders in their possession; police reenactment programs proliferate on TV; private citizens function as journalists; and, police tactics more carefully scrutinized. The panel then decided on a final listing of the top 5 trends. The environmental scan identified those factors which would most likely be faced in the next five to ten years. The panel then used a scale to rank order the trends in response to the question, "For purposes of top level strategic planning, how valuable would it be to have a long range forecast of each trend on the list?" The final list of 5 trends which the group adopted were:

Trend 1 (T1) - The amount of police field activities monitored by civil rights organizations. This was defined

as the number of video and/or audio taped police-related incidents.

Trend 2 (T2) - The level of proactive police work. This was defined as the amount of work which is generated by officer initiated activity as opposed to reactive work which is done in response to a call for service.

Trend 3 (T3) - The level of cultural sensitivity training provided to police officers. This was defined as the amount of commitment police departments exhibited toward cultural sensitivity training as evidenced by the number of training hours and variety of classes provided.

Trend 4 (T4) - The quality of police service. This was defined as a subjective police management assessment of the quality of police service provided to the public.

Trend 5 (T5) - Public participation in police department management. This was defined as the amount of citizen participation in police department management as evidenced by citizen inclusion on policy decisions and review boards.

The members then rank ordered the list of nine events and selected by vote, five events which had the highest probability of occurring within the next 5 to 10 years and would have the greatest impact on the issue question. The final events identified were:

Event 1 (E1) - Civilian posse group formed to monitor police activities. This is defined as the formation of an informal civilian group with the intent to monitor actual police

field activities in the community.

Event 2 (E2) - State initiative passes which establishes civilian review boards for all agencies. This is defined as the passage of a state initiative which mandates establishment of civilian review boards to review management issues in the administration of law enforcement agencies.

Event 3 (E3) - Chief of police and/or agency are proved lying (cover up) as evidenced by a videotape. This is defined as an incident where it is proven, through the use of a private citizen's videotape which chronicled a police activity, that the Chief and/or agency initially lied about the activity to cover up police malfeasance or incompetence.

Event 4 (E4) - The state legislature places limits on police malpractice. The passage of a state statute which places a limit on the amount of civil award damages which can be awarded against a local government for the actions of its law enforcement officers.

Event 5 (E5) - A progressive police department announces confidence in its police officers and solicits recordings.

This is defined as a police department announcement of confidence in its officers and soliciting the submission of any chronicled field police activities for review and management action.

FORECASTING

The panel was then asked to participate in the forecasting phase of the project. A Trend Evaluation Chart, Table 1, was completed by each member of the panel. Panel members were asked to make forecast estimates on the trend levels. The ratio used was relative to 1992, with 1992 having a level of 100 and a

forecast of zero meaning the trend ceases to exist. The scale had no upper limit. It was requested that the forecast include an estimate of the prior five year level and an estimate of nominal and nominative levels for the period 1997 and 2002.

Individual responses were collected and the high, low and median values calculated by the writer. The median value was used in a cross-impact analysis. It was noted that there was a consistency of responses with the median in the direction of the highest forecast. Table 1 depicts the range of panel responses and also reflects the median value determined from the group data.

TREND DISCUSSION
Table 1
TREND EVALUATION CHART

T r e n d	TREND STATEMENT	Level of the Trend (1992 = 100)			
		5 years Ago	1992	5 Years From Now	10 Years From Now
1	Civil Rights Organizations Establish Monitoring Groups	5-75 (25)	100	25-200 (45) / /100-300 (170)	25-200 (25) / /100-200 (200)
2	Level of Proactive Police Work	25-300 (100)	100	25-170 (25) / /125-375 (170)	0-200 (100) / /100-300 (200)
3	Level of Cultural Sensitivity Training For Officers	25-80 (50)	100	100-250 (150) / /100-250 (150)	100-300 (175) / /100-300 (200)
4	Quality of Police Service	25-150 (100)	100	50-150 (100) / /100-400 (200)	25-130 (100) / /150-400 (200)
5	Public Participation in Police Department Management	10-25 (25)	100	60-220 (150) / /100-300 (200)	50/175 (150) / /175-350 (200)
() Indicates median			N=7	Will Be/Should Be	

Based upon the data from Table 1, graphs of each trend were prepared which show the upper and lower quartile ranges of the forecast.

**TREND ONE
CIVIL RIGHTS ORGANIZATIONS**

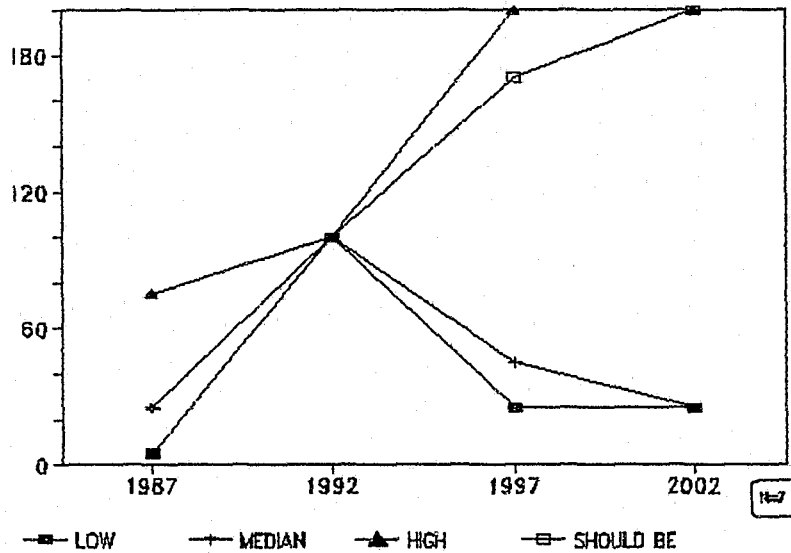


Figure 2

Trend 1 indicates a median view by the panel that civil rights organizations are monitoring police field activities in 1992 at a level four times higher than five years previously, and that the level of this trend will decrease by 55 percent in five years then decrease again in the ensuing five years to the 1987 level.

Although some of the panel members agreed this trend will grow, the patrol members of the panel provided the lowest estimates for five years ago resulting in their estimate of today's level being 95 percent higher. This perception of being monitored 95 percent more than five years ago is probably in reaction to events following the Rodney King incident. The same panel members provided the highest estimates for five and ten years from now. In other words, from the street personnel's point of view, there will be no relenting of the pressure placed

on the police from these groups. A very different perspective was offered by the other panel members. Their estimates revealed a median level of 50 percent for 5 years ago, remaining the same or increasing by only 50 percent for the next 5 to 10 years. The discrepancy between the street personnel and other members may support the troops view that management is often out of touch with what is occurring in the streets. This also raises the question of how police operations may be impacted in the future.

**TREND TWO
LEVEL OF PROACTIVE POLICE WORK**

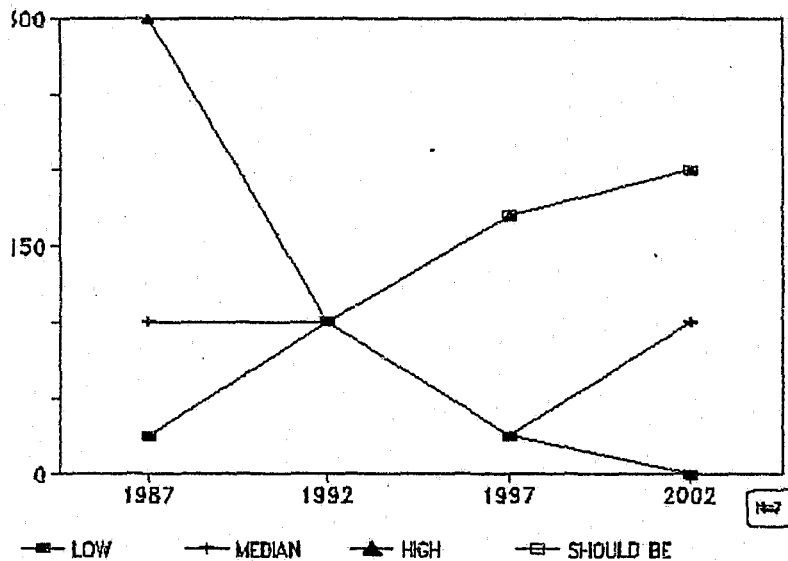


Figure 3

Trend 2 also appears to have resulted in a somewhat skewed evaluation by the inclusion of patrol personnel in the panel. The street personnel's perspective of the level of proactive police work was the highest for 5 years ago and the lowest for 5 to 10 years in the future. The median levels indicate other panel members agreed that the level would decline for the next 5 years then return to the 1992 level in 10 years. Patrol panelists believed officers would avoid proactive work for fear

of being recorded in a negative situation. This would clearly impact the quality and level of police service provided in the community.

**TREND THREE.
LEVEL OF CULTURAL SENSITIVITY TRAINING FOR OFFICERS**

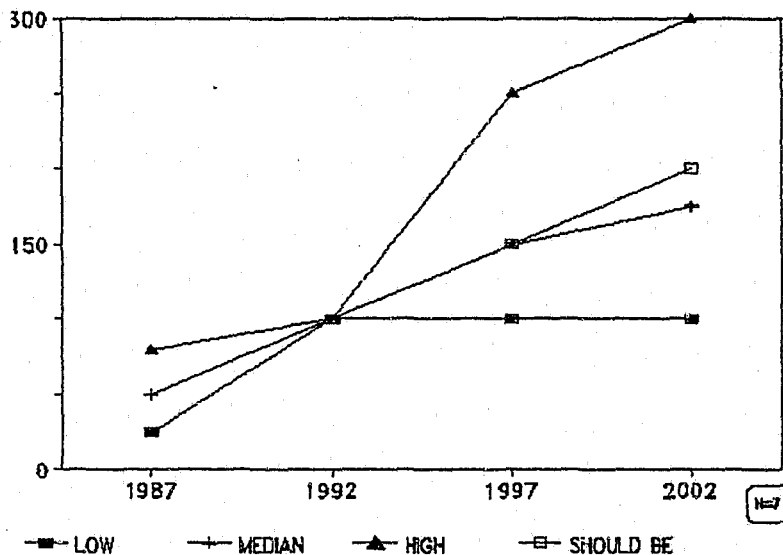


Figure 4

Trend 3 indicates that the level of cultural sensitivity training for police officers has doubled in the past five years. Because of tremendous social and political pressures and radical demographic changes, the level of training is forecasted to increase by 50 percent over the next five years with only a slight increase occurring in the following five years. Panel discussions on the reasons for a small increase in the future focused on the arguments that: 1) a majority of like sized police departments have already doubled in the amount of training and would double again in the next 5 years, and 2) the

measurement tool, the number of classes and variety of subjects, limited the amount of growth which could be expected after five years.

TREND FOUR QUALITY OF POLICE SERVICE

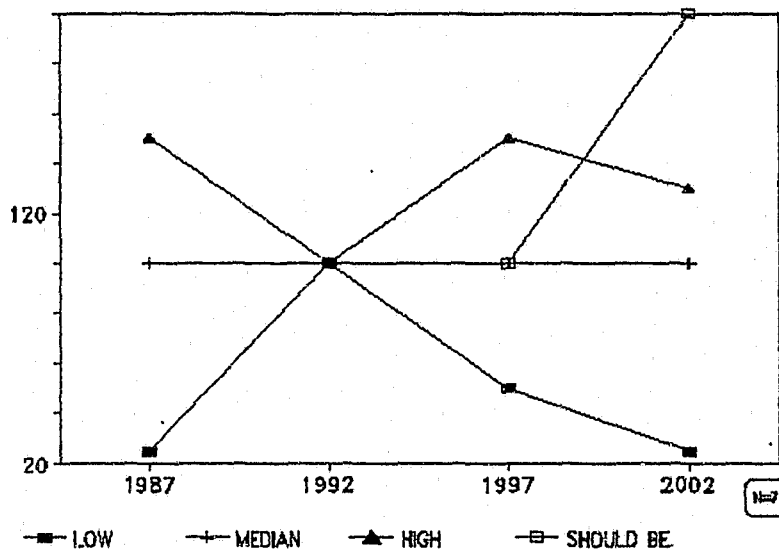


Figure 5

Trend 4 median forecasts revealed the quality of police service of 5 years ago equalled the quality that is provided in 1992, and the quality which will be provided in the future. The range of estimates indicate some panelists believe this will drop significantly. None of the estimates for the future reached the "should levels." The main reason for this was because the panel opined that the measurement of quality was a subjective issue and would change according to developments in Trend 5. An increase in Trend 5, public participation in the management of the police

department, would probably create more demanding levels of measurement for Trend 4 therefore showing no change or a decrease in service quality.

**TREND FIVE
PUBLIC PARTICIPATION IN POLICE DEPARTMENT MANAGEMENT**

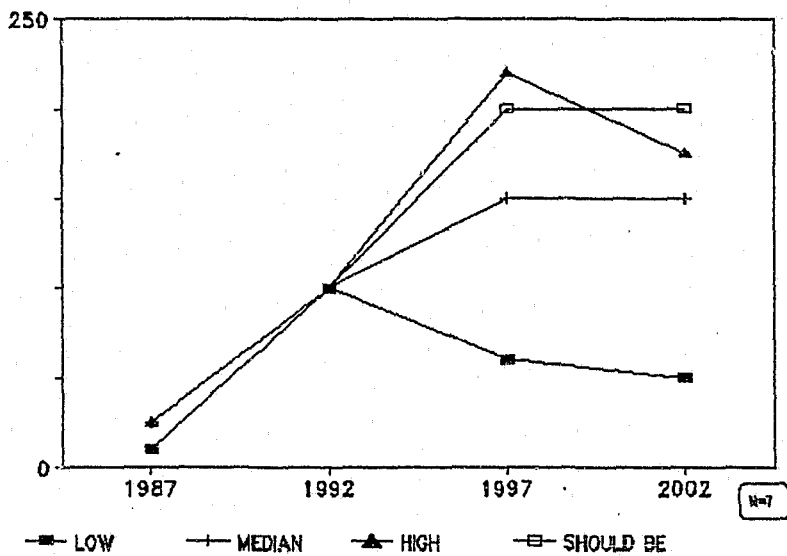


Figure 6

Trend 5 was determined to be a topical trend which would fluctuate from year to year depending on a multitude of events. The panel believed public participation has dramatically increased to a level four times that of 5 years ago and that the level would increase by another 50 percent five years from now. They felt that level would remain for the next five years. The panel agreed that when law enforcement issues, such as the Rodney King incident, are in the forefront of the news, the public becomes heavily involved. The public interest and publicity generated by this type of incident creates a climate in which many agendas are brought to bear on the management of police

agencies. Over time, successful changes within the department, which occur as a result of the public's involvement, actually contribute to less involvement. In addition, the absence of public focus on the department eliminates it as a vehicle of focus for many agendas. The panel also felt it was not possible to sustain a long term commitment by the general public.

EVENT DISCUSSION

The panel then evaluated the selected events on a probability scale of zero (will not happen) to 100 (will occur). An estimation of the impact of each event on the issue area was also developed based on a zero (no impact) to 10 (maximum impact) scale. Events could have both a positive and negative impact on the issue.

The resultant data was analyzed and discussed. A series of graphs depicting the panel medians have been prepared. Table 2 reflects the median ranges.

TABLE 2

RANGE OF PANEL RESPONSES FOR EVENTS

EVENT EVALUATION CHART

Event #	Event Statement	Years Until Probability Exceeds Zero	Probability		Impact on the Issue Area if the Event occurs	
			5 Years From 1992 (0-100)	10 Years From 1992 (0-100)	Positive (0-10)	Negative (0-10)
1	Civilian Posse Group Formed to Monitor Police Activities	3-5 (1)	25-100 (65)	25-100 (65)	0-8	5-10
2	State Initiative Passes Establishing Civilian Review Board for all Agencies	0-6 (4)	0-75 (10)	0-100 (25)	0-5	5-10
3	Chief of Police and/or Agency Proved Lying(cover-up) as Evidenced by a Video Tape	1-10 (2)	0-100 (75)	0-100 (75)	0-2	0-10
4	State Legislature Places Limits on Police Malpractice Compensation	0-10 (4)	0-70 (30)	0-100 (80)	0-10	0-10
5	A Progressive Law Enforcement Agency Announces Confidence in Its Officers & Solicits Recordings	1-5 (4)	20-100 (80)	25-100 (100)	5-10	0-5

N=7

**EVENT ONE
CIVILIAN POSSE GROUP FORMED TO MONITOR POLICE ACTIVITIES**

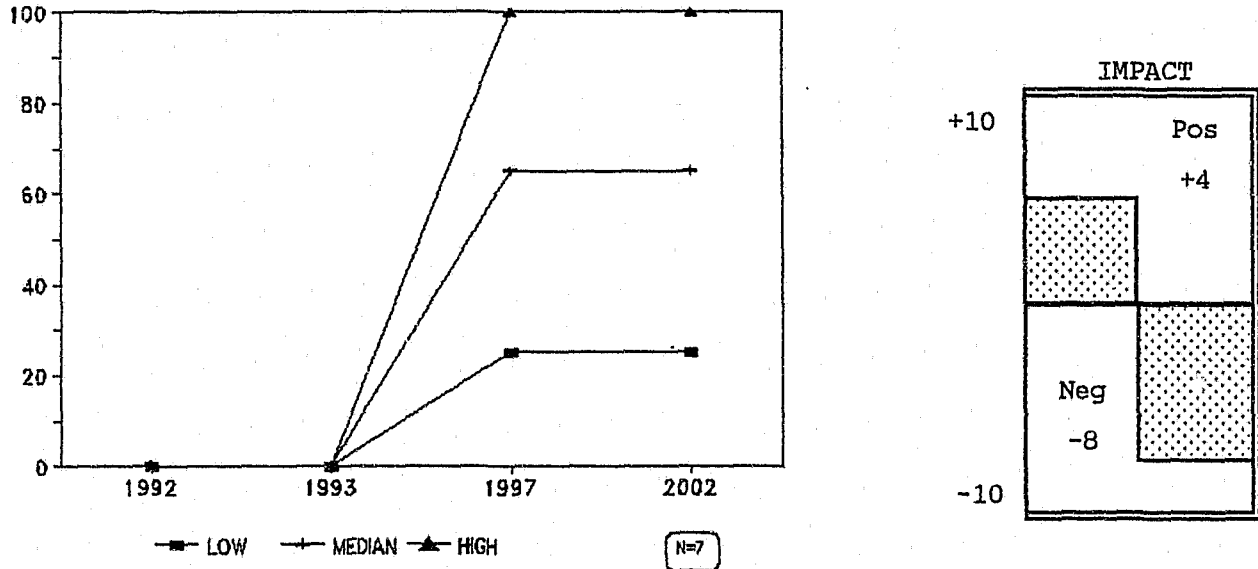


Figure 7

Event 1 was determined to be likely to occur within the next year. The formation of these monitoring groups would be for a variety of reasons. In addition to organized monitoring efforts, many people will just try to "cash in" by catching the police on video doing something wrong. The estimate of 65 percent chance of this occurring in the next year, and sustaining the same level for 5 additional years, was strongly influenced by the technological advances anticipated in video and audio equipment. The reduced size and increased range of monitoring equipment coupled with an increased affordability would lead to more and more people having equipment readily available. The negative impact would far outweigh the positive due to attempts to manipulate the interpretation of the chronicled events for personal gain by illustrating unlawful actions by police officers.

**EVENT TWO
STATE INITIATIVES PASSED TO LIMIT POLICE LIABILITY COMPENSATION**

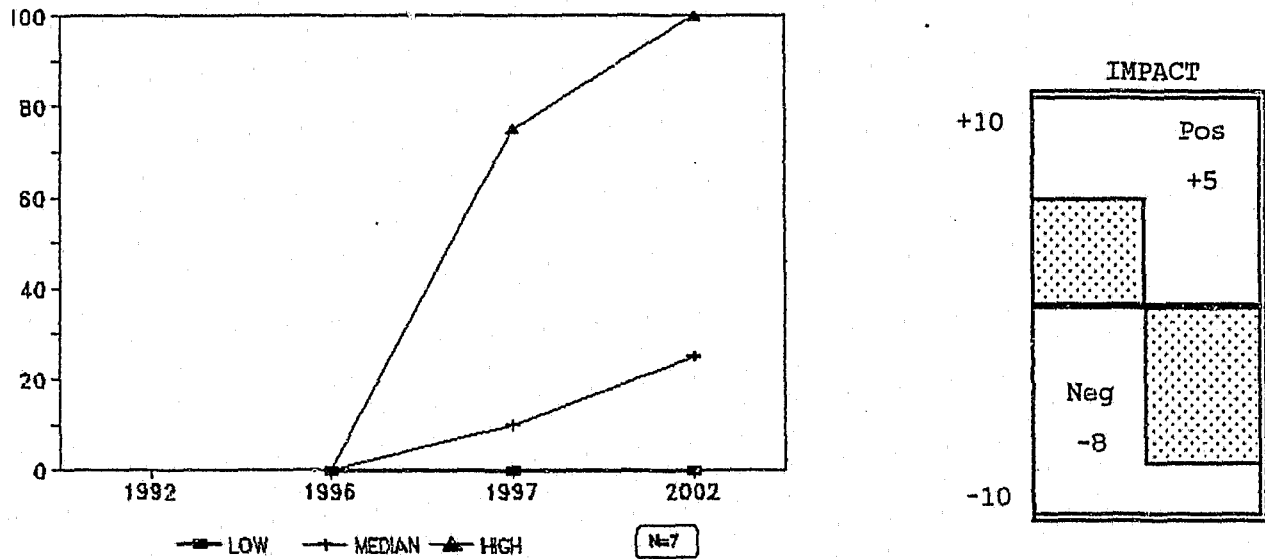


Figure 8

Event 2 indicates the panel forecasts that this event will not happen for at least four years, if at all. Even at five years, the panel saw only a 10 percent chance of this occurring. The reasoning for this forecast was the belief that state officials would be reticent to force such specific governmental structures on municipalities. The likelihood increased to 25 percent in 10 years because of the correlation between this event and events 3 and 4, and the great probability of events 3 and 4 occurring. Event 4 would directly impact event 2. It would be natural to expect that the legislature would only limit police malpractice compensation if the public was convinced there was some type of regulation of police actions in place.

EVENT THREE
CHIEF OF POLICE AND/OR AGENCY ARE PROVED LYING (COVER-UP) AS
EVIDENCED BY A VIDEO TAPE

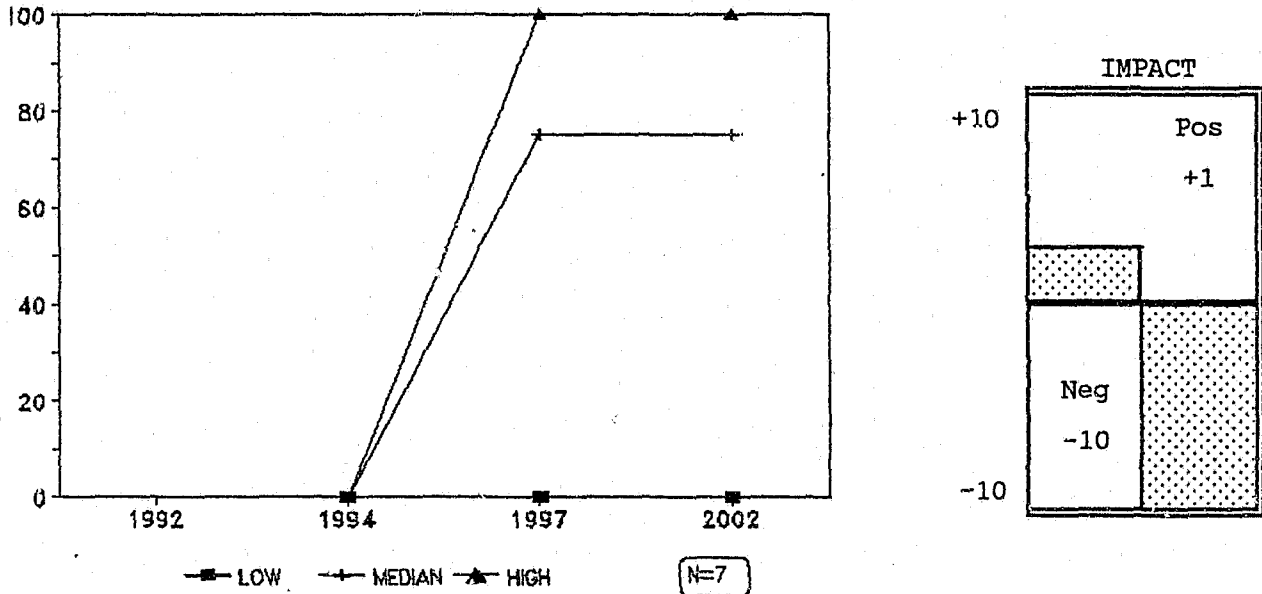


Figure 9

Event 3 was estimated as occurring within two years because of the high probability of event one occurring so soon. Event one, an increase in people monitoring police activities, would undoubtedly lead to chronicling of some type of negative police action and a cover up of some type, whether intentional or not. Naturally, this would have the same negative impact on the project issue as it would have on every other aspect of law enforcement.

**EVENT FOUR
STATE LEGISLATURE PLACES LIMITS ON COMPENSATIONS**

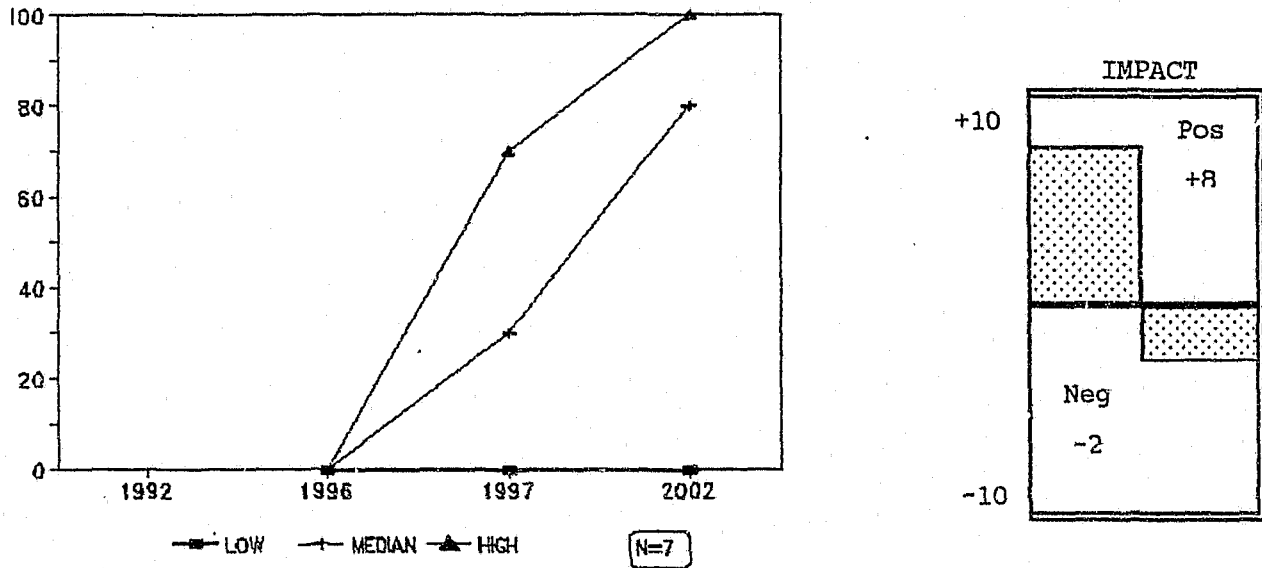


Figure 10

Event 4 was perceived as tied to event two. The panel believed the state would legislate limits of police liability as a fiscal protection for municipalities. The high likelihood of trend one, organized monitoring activities, would undoubtedly result in more lawsuits and an increased chance of ever larger awards. The panel considered the fact that interpretation of event recordings are subject to different interpretations and slanted points of view. The state would find it necessary to step in to prevent economic breakdown due to municipal bankruptcy as a result of escalating settlement amounts.

EVENT FIVE
A PROGRESSIVE LAW ENFORCEMENT AGENCY ANNOUNCES CONFIDENCE IN ITS OFFICERS AND SOLICITS RECORDINGS

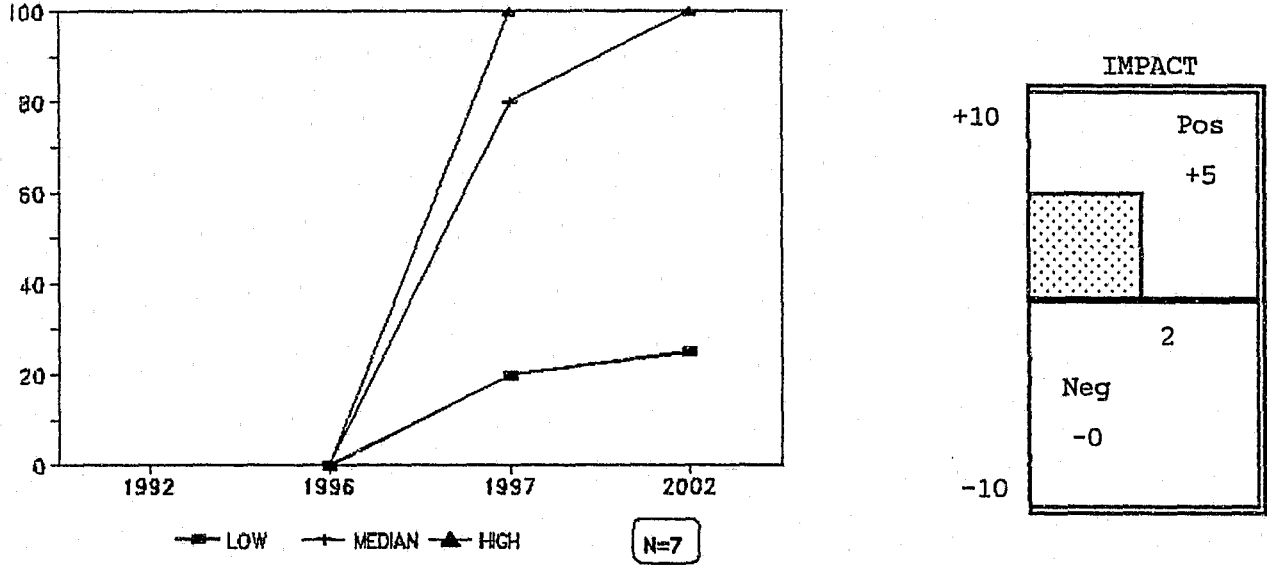


Figure 11

Event 5 was estimated to most likely occur within five years, but have almost no affect on the issue question. Although agencies may solicit and use recordings, it would not reduce the number of recording incidents (trend one). This proactive approach would foster more effective training programs, possibly reducing the number of successful lawsuits against the agency, but not to a significant degree. It could impact the amount of proactive police work (trend two), but again not to a significant enough degree to impact the issue one way or the other.

CROSS-IMPACT ANALYSIS

The panel was then tasked to conduct a cross-impact analysis of each forecasted event upon each other forecasted event and the forecasted trends. The impact was recorded as a percentage change (+ or -) over the original median forecasts and represented the maximum impact upon the event or trend. In addition, an assessment was made as to the number of years to maximum impact. The results of the cross-impact analysis are reflected in Table 3.

**TABLE 3
CROSS-IMPACT EVALUATION MATRIX**

IMPACTING EVENT	IMPACTED EVENT										ACTOR HITS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
POSSE GROUP FORMED E1		+50/3	+25/.5	-10/.5	+20/.5	+10/.1	+25/.1	+10/1	+10/2	+20/.5	9
REVIEW BOARDS E2	+10/.1		0	+5/.2	+10/1	+10/.1	-25/.1	0	-10/.1	+50/.1	7
COP LYING E3	+10/.1	+20/1		-50/-1	0	+50/.1	0	0	0	+50/.2	5
LIMITS ON LIABILITY E4	0	0	+10/.5		+10/1	0	+10/1	0	0	0	3
CONFIDENCE IN OFCRS E5	+15/.1	0	-10/.1	+10/1		+15/.1	-10/.1	0	+5/.5	+5/.5	6
REACTOR HITS	3	2	3	4	4	4	4	1	3	4	

EVENTS ON TRENDS:

PERCENTAGE CHANGE (= OR - 1)

POLICIES ON EVENTS:

SAME AS EVENT-TO-SCALE
MANAGEMENT

T-1 CIVIL RIGHTS MONITORING

T-2 LEVEL OF PROACTIVE SERVICE

T-3 CULTURAL SENSITIVITY TRAINING

T-4 QUALITY OF POLICE SERVICE

T-5 PUBLIC PARTICIPATION IN POLICE DEPARTMENT

The cross-impact analysis resulted in the rank-order of actor events and the rank-order of reactor trends and events. In descending order, the actor events which had the greatest impact

on other events and trends were: Event 1, Event 2, Event 5, Event 3 and Event 4. Reactor trends and events, those most impacted by the events, in descending order were: Trends 1, 2, 5, 4 and 3. Reactor event order was: Event 4, 1, 3, 2 and 5. It is clear from a review of the cross-impact evaluation matrix that Event 1, the formation of any civilian group with the intent to monitor actual police field activities, and Event 2, the passage of a state initiative which establishes civilian review boards, are the most potent actor events and clearly make the best possible targets for policy consideration.

SCENARIOS

Scenarios have been constructed based on the panel's analysis of trends and events. The scenarios provide an indication of the future so that policies and strategies may be developed.

EXPLORATORY

The Year is 2002 and as Police Academy Instructor Lieutenant Richard Eide prepares for his first class in Risk Management, he reviews old newspaper accounts of the civil suit settlement of the Rodney King incident in Los Angeles.

This case resulted in a record high settlement of police malpractice. Police malpractice lawsuits climbed to a level which threatened the solvency of many communities.

The following year the state legislature intervened to control the mounting fiscal crisis these settlements were causing. Legislation was passed to establish a cap on the amount

of liability which could be awarded against a police agency. The quality of police service and the level of proactive police work remained static. The settlement cap seemed to stabilize the fiscal situation, but did not result in significant positive changes in the citizen group's perception of the police. Civil rights groups continued the same level of active monitoring and documenting of police activity.

Over the next five years most police agencies undertook extensive cultural training, expanding the number and quality of courses which had been developed in the early 1990's. In 1996, the state legislature again stepped in to legislate the requirement that all agencies establish civilian review boards. This issue was hotly debated over the next five years. However, as police agencies developed more cultural awareness and the proactive approach of utilizing citizen's video and audio tapes for training became more widespread, the justification for civilian review boards declined. The trend of public participation in police department management also grew, further negating the need for state interference. Throughout this time, proactive police work dropped from 1992 levels by 20 percent. At the end of the decade, the quality of work and the amount of proactive work were static at 1992 levels. Civilian posse groups were monitoring police activity at 1997 levels, and public participation in Department management also remained at 1997 levels. The sum result of the decade was greater cultural awareness on the part of police officers, a cap on police

liability and a failure of the police to increase proactive police work or quality of service.

By the Year 2002, severe fiscal difficulties of the mid-1990's were having a devastating effect on large urban police agencies. The funding crisis worsened and agencies became more and more dependent upon technological developments to replace mounting labor costs. The electronic advances of the twenty-first century resulted in highly sophisticated equipment being available at minimal cost. Micro-size video cameras, audio recording equipment, and portable computers were carried as casually and routinely as pocket calculators of the past. The proliferation of advanced technology has resulted in the chronicling of police activities by private citizens, civil rights organizations, attorneys and even the police themselves, becoming a common practice. Major law enforcement agencies began using recording equipment to support their side of every incident. The media, particularly television, became the court of choice for many citizens. Documenting police activities with recording equipment, citizens then solicited the sale of tapes to news channels. Although a portion of the incidents were released for humanitarian reasons, the majority were released for the express purpose of creating a specific political climate or financial gain. Municipalities realized the proliferation of recording equipment used by the public was causing budget deficits because of large civil suit awards. Working with the state legislature an initiative was eventually passed which placed limits on police malpractice claims. Agencies have become

quite sensitive to the public image projected through documented incidents and commit considerable time and effort to training issues of significance, particularly cultural sensitivity issues. Police officers have accepted that they are under constant scrutiny and subject to video and/or audio surveillance at any time. After initial concerns resulted in some reduction in the level of proactive police work, officers have returned to a level equal to 1993.

NORMATIVE SCENARIO

The year is 2002 and retiring Chief of Police Richard Eide is preparing his final speech for the citizens of Los Angeles. As he scans his scrapbook he notes the Year 2002 is a year of considerable optimism. After several difficult years following the notorious Rodney King incident, the threat that every indiscretion captured on videotape, however insignificant, would result in catastrophic events has subsided. Proactive police work has become a welcome sight. Most citizens now have the capability to chronicle virtually every field police activity and do so. Officers and agencies are receptive to these occurrences and have used the recordings to significantly improve the quality of police work. Recordings are analyzed and performance evaluated. Training needs are individually and collectively addressed. Misconduct is appropriately handled through the disciplinary process.

Municipal governments recognize potential legal difficulties and are committed to quality police services through the finest possible training. All officers receive large blocks of instruction in problem solving, interpersonal relations, cultural awareness and tactics. Civil rights organizations conduct field audits of police officer performance to ensure quality. Chronicled police activities are solicited for administrative review by many agencies. A difficulty exists in that everyone is now a police "expert." Civilians in all walks of life critique performance and try, through elected officials and police review

boards, to manage the police department. Chief executive officers of large urban agencies are very sensitive to political pressures.

HYPOTHETICAL

The Year is 2002 and Chief of Police Linda Bustamonte has just been sworn in as the first female Chief in the City's history. Outgoing Chief Richard Eide hands her a large file on his predecessor, Chief Walter Dume. Dume had been removed from office in 1995 for attempting to coverup gross misconduct by his officers. Many of the news clippings of the day give a historical perspective to the event.

Since 1991, citizens have been inundated through advertising campaigns to protect themselves against law enforcement by making video or audio recordings of all police encounters. In early 1993, several civil rights organizations developed groups to monitor and document police activities. Becoming aware of this trend, one progressive agency began to solicit these recordings from citizens to aid in the development of topical training programs. By late 1994, a civilian posse group was formed expressly to monitor police encounters. The group used highly developed technical equipment, allowing them to record police activity surreptitiously. This resulted in the publication of an incident which had been previously brought to public attention and justified by the Chief of Police. Publication of the tape made it apparent the Chief was lying to the public and had twisted the facts to save the officers and agency from liability.

The damage to the Chief's credibility was fatal and the Department and the City were embarrassed. Dume was fired after outraged citizens and elected officials pressured the Mayor and threatened his recall if prompt and decisive action was not taken.

POLICY CONSIDERATIONS

The normative scenario was chosen for the development of policy statements. The purpose of the policies was to bring about a desired future or to help mitigate an undesired future. Three policy considerations were developed by the author:

- Policy 1 - philosophically this policy should advise officers that they are public figures and perform in the public eye. They shall not confront a member of the public over the issue of being videotaped and should perform as professionals at all times.

- Policy 2 - there should be a policy which serves as an advisory to officers that chronicled police activities are to be solicited from the public for administrative review and action. The purpose of the review would be for commendations and training. Obvious misconduct would result in disciplinary action.

• Policy 3 - a policy statement establishing a training review board to process all chronicled activities. The purpose of the board would be to review for training, activities of individual officers and department-wide training implications. The board would refer misconduct issues to the department's disciplinary system.

TABLE 4 - POLICY CROSS IMPACT EVALUATION MATRIX

IMPACTING POLICY	IMPACTED EVENTS					IMPACTING TRENDS				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
OFFICERS PERFORM AS PUBLIC FIGURES. NON-CONFRONTATIONAL WHEN MONITORED	-8	-25	-25	+10	+10	-5	-25	0	+10	+20
CHRONICLED POLICE ACTIVITIES ARE TO BE SOLICITED FROM THE PUBLIC	+25	-10	-50	0	+5	+25	-25	+10	+20	+10
ESTABLISH A TRAINING REVIEW BOARD TO PROCESS CHRONICLED ACTIVITIES	+5	0	0	0	+10	+5	-5	+10	+10	+5

E1 CIVILIAN POSSE GROUP TO MONITOR POLICE ACTIVITIES
 E2 CIVILIAN REVIEW BOARD
 E3 COP AND/OR AGENCY PROVED LYING AS EVIDENCED BY TAPE
 E4 STATE LEGISLATION PLACES LIMITS ON POLICE LIABILITY
 E5 LAW ENFORCEMENT AGENCY ANNOUNCES CONFIDENCE

T1 CIVIL RIGHTS MONITORING
 T2 LEVEL OF PROACTIVE POLICE WORK
 T3 CULTURAL SENSITIVITY TRAINING
 T4 QUALITY OF POLICE SERVICE
 T5 PUBLIC PARTICIPATION IN POLICE MANAGEMENT

A policy cross impact evaluation matrix was developed by the author to determine how trends and events would be impacted by the policies considered. Each policy is significant in its impact on trends and events. The trends and events reveal that law enforcement agencies must adjust to the new reality that field police work must be done as though on "center stage". The Los Angeles Police Department of 1991-1992 is an example of the tremendous impact a chronicled event, the Rodney King incident, can have on an agency. Policies must be promulgated to work with this new reality to ensure the proper addressing of incidents which occur and to mitigate the potential difficulties. Such policies will also aid in the development of personnel and of the Department as a whole, thereby protecting both from civil and criminal liabilities.

CHAPTER TWO
STRATEGIC MANAGEMENT PLAN
INTRODUCTION

The following is a plan for managing the effect chronicling of police activities by private citizens would have on police operations in a large urban area. The Los Angeles Police Department of 1991-1992 will serve as the model for the police department of this hypothetical large urban area. The City is roughly 467 square miles with a population of roughly 3.5 million. Countless undocumented aliens also reside in the City. The demographics have shifted dramatically in recent years with the Latino population now being the majority, but virtually all races and ethnicities are represented. Hispanics are 40 percent of the population with Anglos 37 percent, 13 percent African-American, 9 percent Asian-American and 1 percent Native American.

The information contained in this chapter is not intended to portray the Los Angeles Police Department, but may reflect some situations experienced by that agency.

The normative scenario was selected for the strategic plan. A focus on a happy public and workforce is a highly desirable future.

MISSION STATEMENT

A mission statement was developed by the author to provide direction and definition for the strategic plan. Adherence to the mission would reduce the likelihood of negative events occurring and place the Department in a position to capitalize on

those trends identified as positive. The mission statement flows from a macro to micro statement:

The Department is committed to the protection of life and property. As a public agency, the Department is also committed to providing quality public service. Employees must be aware at all times that as public servants they are expected to perform their duties in the view of the citizens who employ them. Their every action is subject to scrutiny which promotes operational effectiveness and efficiency. The Department is accountable to the public it serves and is committed to professional performance.

On occasion, events will be chronicled by private citizens. The Department's response to such events is to objectively analyze the event and to commend employees when appropriate, identify training issues for the concerned employee or the Department, and in cases of misconduct, ensure appropriate sanctions.

SITUATIONAL ANALYSIS

A situational analysis was conducted based on the trends and events identified in the Futures Forecasting Research study. The analysis consisted of a WOTS-UP (Weaknesses, Opportunities, Threats, Strengths-Underlying Planning) model and a Strategic Assumption Surfacing Technique (SAST). The WOTS-UP analysis incorporated an environmental scan to classify the trends and events as opportunities - those that would support the mission, or as threats - those that would block achievement of the mission.

The internal and external environment was assessed with a view of using the selected scenario to try to create a desirable future.

ENVIRONMENTAL SCAN

The trends and events identified as a part of the Futures Forecasting Research require analysis for use in developing a strategic plan. The identification of external threats and opportunities and internal strengths and weaknesses is essential to the process. A systematic analysis of the critical environments follows.

SOCIAL ENVIRONMENT

OPPORTUNITIES

It is more clear today than ever in the past that law enforcement agencies must be mutually supportive and join in partnership with the communities they serve to ensure operational effectiveness. Without credibility and trust, partnerships will not survive. During the difficult times following the Rodney King incident, law enforcement agency cooperation was problematic and police/ minority community relations was difficult at best. The trend of civil rights organizations establishing monitoring groups to observe police field activities may well result in officers being found to be doing their jobs as trained and help to establish credibility.

The level of police officer cultural sensitivity training shows a trend toward increasing. This trend is most helpful in improving the officer's ability to deal with diverse communities and establishing rapport. Also, fraternal organizations within

police agencies may be helpful to the formal agency. Excellent examples in Los Angeles are the Oscar Joel Bryant Association and La Ley, predominately composed of African-American and Latino police officers, respectively. An improved quality of police service also reduces friction and builds trust and confidence in the Department's ability to work with the community.

The trend toward greater public participation in police department management may seem as an infringement or mettlesome, but is in fact an essential component of the community-based policing theory. Certainly the community has a right and a responsibility to manage its own affairs and to participate in guiding and shaping the police department's efforts and this will result in increased confidence and support.

The establishment of trust and confidence inevitably leads to greater credibility. This may also result in problematic police contacts which have been chronicled by private citizens being forwarded to the police department for appropriate action.

How law enforcement agencies project a concise message of commitment toward building a partnership with the community is highly dependent on the news media. A sophisticated media relations program can build considerable confidence in a police agency. Although this is an opinion, it is shared by many who watched the LAPD image develop as Jack Webb's productions of "Dragnet" and "Adam-12" depicted the Department in an idealistic fashion. In the aftermath of the April 1992 riots, it is reassuring that the LAPD has jointly worked with the Los Angeles County Sheriff's Department, the California Highway Patrol, local

and county prosecutors and the courts to ensure greater efficiency. Problem-prevention and problem-solving are the concerns of all.

THREATS

The most significant threat to the mission will be dealing with the day to day operations of the Department in a rapidly changing community while trying to bring about change. Los Angeles is an excellent example of what a major urban area is like today, "... a vast sprawl of peoples and cultures now living together in quite different personal circumstances"... The 1990 Census reported that 40 percent of the City's residents were Hispanic, 37 percent Anglo, 13 percent African-American, nine percent Asian-American and one percent Native American. The approximately 640,000 students enrolled today in its schools speak 100 different languages. A wide gulf of disparity in economic circumstances between its most affluent and its most disadvantaged residents has opened up over the past ten years. The poverty rate here has climbed to almost 33 percent as recession holds the country in its grip. Over the last decade, the Los Angeles youth gang culture has mushroomed bringing a wave of violence and crime to the City. "By early 1992 the problems of the inner-city; gangs, crack cocaine, poverty, and racial and ethnic tension, made Los Angeles a tinderbox ready to explode with the striking of a single match."⁶

A trend of a lower level of proactive police work in a city of tremendous violence may adversely impact public confidence in the Department's ability to deal with crime. While trust and

confidence in the police department is essential, individual police officers may disagree that any organization should establish monitoring groups to chronicle their field police work. Their view, as expressed by panel members, is that they already live in a goldfish bowl. The media, police administrators and various individuals are constantly evaluating individual performance. Morale and productivity may fall, leading to an exacerbation of the lower level of proactive police work. Police unions must react to the views of their memberships and be careful not to run counter to members' desires. Therefore, an attitude of indifference toward proactive police work, born out of self-preservation concerns may be a self-fulfilling prophesy supported by the unions.

ECONOMIC ENVIRONMENT

OPPORTUNITIES

In light of obvious economic difficulties facing cities, counties, states and the nation, it was difficult to identify any opportunities. However, one issue did arise worthy of this assessment. During extreme economic times, government is forced to do more with less resources and must carefully prioritize services. Police departments have the rare opportunity to focus on important issues and eliminate less important functions which are draining precious resources.

THREATS

The budget deficit facing the United States has reached such a stressing amount that the numbers lack reference for most Americans to truly comprehend. The State of California is

currently facing a projected shortfall of revenues of approximately 15 billion dollars. The Governor recently indicated that schools and the state prison system will be properly funded. The burden apparently will shift to the counties and cities. The Los Angeles County Sheriffs Department is facing a 16 percent cut in funding which may result in hundreds of layoffs for the first time in history. Under such difficulties, labor intensive programs such as community-based policing and essential growth and development are threatened. Specialized training, such as cultural sensitivity training, are prevented from further expansion.

Significantly, elected officials commonly view the answer to a problem as passing new legislation. As local and state lawmakers create laws, the expectation is that enforcement will occur. However, with limited resources and escalating responsibilities, law enforcement will scramble to do more with less even as officers reduce the amount of proactive work.

LEGAL ENVIRONMENT

OPPORTUNITIES

The panel focused on several trends which may present great opportunity. Intensified training, particularly cultural sensitivity training, coupled with constant monitoring and review of field activities will have an impact on individual performance. The recognition that law enforcement activities are fertile grounds for litigation is apparent to police officers. They recognize their personal liability, and coupled with a lower

level of proactive police work, police liability cases may be reduced for a period of time.

Additionally, the severe economic difficulties facing governments and the astronomical awards by juries in police liability cases may well result in legislation to limit police malpractice compensation.

THREATS

Our society is among the most litigious in the world. There are also more lawyers in the profession than in the past. Add these factors to the social environment indicated and the mixture is highly volatile. The Office of the City Attorney, City of Los Angeles, reports juries are not finding for the plaintiff in approximately 50 percent of the police liability cases. In the years proceeding the Rodney King incident, juries found for the City in 90 percent of the cases. Awards are also much higher. Monitoring groups increase the potential for capturing inappropriate police activities. And, clearly videotape evidence is graphic and more compelling than most other types of evidence. The possibility of a police chief twisting the truth to protect his officers and agency, and being embarrassed by the broadcast of the truth, may cause severe credibility problems for the city's legal position and may result in increased and more severe litigation.

TECHNOLOGICAL ENVIRONMENT

OPPORTUNITIES

Advanced technology continues and favorably impacts the ability of a police department to fulfill its mission. Among the

key opportunities is communications equipment. The capability to communicate officer to officer, officer to dispatch center/police station, and officer to citizen has never been better.

Computerized support technology now manages a significant portion of dispatch responsibilities. Scientific breakthroughs in fingerprint analysis and comparison, DNA analysis and evidence gathering has facilitated the mission.

Advanced technology has also aided in surveillance activities with tremendous gains in optics and sound enhancement tools.

THREATS

Advanced technology is what produced the home video camera and micro tape recorder equipment which is small in size, much less costly and capable of superior performance. A common video camera of the past such as the 1981 RCA CC007, which weighs 5.75 pounds and has dimensions of 7-15/16" X 8-5/16" X 14 13/16" for the camera, and 11 pounds for the tuner/timer battery pack with dimensions of 4 1/2" X 10 1/2" X 10 1/8" has been replaced by advanced technology camcorders which are commonly light, two to four pounds, and highly portable, typically about 4 1/4" X 4 1/4" X 9-14". PK Electronics now produces several video cameras for surveillance which weigh 220g, and have minute dimensions of 135 X 43 X 30mm.⁷ Sales of video cameras and micro tape recorders has resulted in a proliferation of this technology in large urban areas.⁸ This technology has developed the equipment which raises the issues in this study and which requires no further elaboration in this section.

POLITICAL ENVIRONMENT

OPPORTUNITIES

Law and order issues are significant election issues in large urban areas during times of violent and newsworthy crimes and high crime rates. Our political system generally calls for elections at two, four and six-year intervals, thereby presenting an opportunity of debate and support for "strong" law and order. Candidates generally find some fashion to take a position which allows them to present themselves as supportive of the police department with innovative strategies to find the funds, even in difficult economic times, to support the police department with more human and material resources.

THREATS

Some individual politicians, often supported by special interest pressure groups or civil rights organizations, have become quite proficient at bashing police departments. Frequently, law enforcement is attacked for the unfortunate actions of a few, actions in a specific incident, or because of who or what the agency leader is or represents. Unfortunately, in large urban areas, the frequency of such events occurring is high and the opportunity to attack the police department is ever present.

ORGANIZATION CAPABILITY ANALYSIS

This portion covers an assessment of the strengths and weaknesses of the department.

Strengths

Support for education and training

The department's support for education and training is a significant strength to the success of the strategy. The basic tenet of the mission is to ensure officers perform their duties in a manner acceptable to both the Department and the public. Successful dealings with the public will require line police officers to assume broader responsibilities and to perform their jobs in more creative and innovative ways. This mandates officers who have a higher level of education and extensive training. Two factors many believe are the key to producing officers who are more effective decision-makers, better communicators, and more responsive to the mission.

Strong internal controls

The department has substantial controls, rules and regulations which are codified and subject to audit. This provides an in place system to evaluate and make in-policy/out-of-policy determinations on recordings. This will also serve to identify areas needing additional training or policy development.

Support for increased staffing

The department, community and political structures are

supportive of personnel increases. Funding is the obstacle to be overcome. Increased staffing is necessary to provide an adequate number of personnel to review recordings, conduct training and maintain control of the recordings.

Established community relations program

The department has an established decentralized community relations program supported by a centralized functional group. This will provide a method of educating the public on the mission and to enlist their aid to obtain authentic recordings.

Innovation

Internal competition and frequent opportunities for promotion lead to innovation and creativity. Although officers are resistant to major changes, there is an acceptance of the fact that the department is continually experimenting with new programs. This will provide a vehicle of phased implementation of the strategy which will develop acceptance and support by officers.

A limited amount of public participation

The department is not hampered by tight political control. It has an evolving community-based policing program with citizen advisory councils. This will allow the department a degree of autonomy in determining recording evaluation criteria and training curriculum.

High level of skill and competence

The department has demonstrated outstanding skill and competence for many years and is viewed as a model law

enforcement agency. This will motivate the officers to be receptive to training so that they will appear professional in recordings and not suffer public embarrassment. The department's good reputation within the law enforcement community will garner support from other agencies for development of a method to successfully manage chronicling.

Weaknesses

Lack of strong management direction

Competition for the Chief of Police position has resulted in diverse actions by the ranking officials of the Department. It will be difficult to ensure command staff fully support the Department's strategy in managing chronicling. A constant barrage of negative media attention and lack of unity in the management ranks has resulted in poor morale. This will make the manner in which the mission is presented critical to its success. Training must be designed to create motivation within the officers.

Territorialism by management and rank and file officers

A surprisingly large number of individuals and entities have a difficult time working together. This will cause contention in defining in/out of policy, the training curriculum and interpretation of the above.

Compartmentalized by specialization

The Department is overly specialized resulting in competing interests and a lack of commitment to basic general police work. This could cause resentment because of the money

deferred from other areas within the Department to support the training, evaluation and equipment acquisition needed to manage this issue.

Shortage of patrol personnel

This affects the strategy in two ways. First, the Department is extremely short on the number of patrol officers available to respond to calls for service because of the number of officers working special assignments and an increased number of service requests. This will create an obstacle to finding time for training.

Secondly, there is less chance of an incident becoming negative when officers do not feel threatened. Enough back up on the scene (plenty of officers) of hot incidents allows officers to feel in control and less likely to take aggressive action. A lack of patrol personnel results in incidents where there is only one or two officers to handle the situation. Based on the above premise, this may therefore result in an increased number of negative recordings.

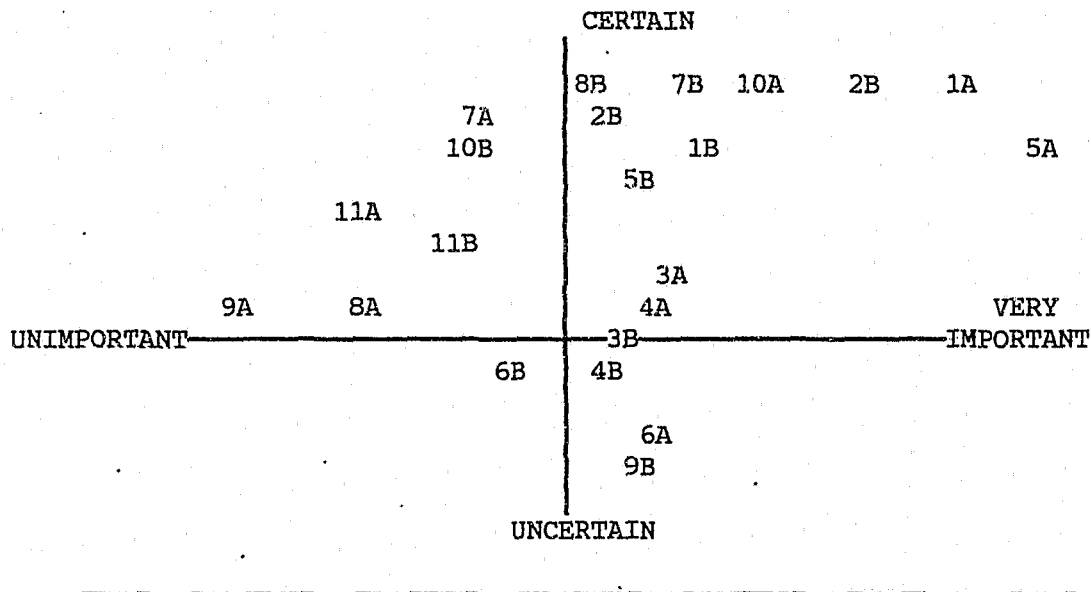
Lack of adaptability to major changes

Personnel are conservative and resistant to change. Many officers will feel insecure about being recorded. This will be further complicated by the fact that an "outsider" was selected to be chief of police and has implemented this policy.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

A SAST was employed by the author to identify the stakeholders related to the issue question - those individuals or organizations who are impacted by the mission, are able to impact the mission, or are concerned about the mission. The following strategic assumption surfacing map plots the position of each stakeholder.

STRATEGIC ASSUMPTION SURFACING MAP



Stakeholders

- | | |
|-----------------------------------|-------------------------|
| 1. Police Officer's Organizations | 7. Civil Rights |
| 2. Police Union | 8. News Media |
| 3. Police Managers | 9. Civil Attorneys |
| 4. Chief of Police | 10. Citizens |
| 5. City Council | 11. Potential Arrestees |
| 6. Mayor | |

Also identified, when possible, were the "snaildarters".

Snaildarters can suddenly present themselves during the planning

process and cause the strategy to be modified or abandoned. The following assumptions were made as to the projected position of each stakeholder in relation to the issue question:

Stakeholder Analysis

1. Rank and File Police officers - Opposed

Police officers may well feel threatened with sanctions or imperfect performance and that they may be more susceptible to civil suits.

2. Police Union - Opposed

Police officers may believe Department management will use them as scapegoats in controversial incidents and that officers will be subjected to unfair scrutiny.

3. Police Managers - Mixed

Police managers may be fearful of losing support of field officers. They may also fear being forced into numerous tough administrative decisions.

4. Chief of Police - Supportive

The Chief is always in a difficult situation but believes responsibility and accountability is essential.

5. City Council - Mixed

Elected city officials will be diverse in their views. Increased liability for police malpractice will be a major concern.

6. Mayor - Mixed

The Mayor will face citizen mandate for personal involvement

in Department issues.

7. Civil Rights Organizations - Mixed

Members of various civil rights organizations do not believe that the Department will deal with negative issues. They also believe that more events chronicled will bring about faster change.

8. News Media - Opposed

Traditional news organizations will not be happy because compliance with Department requests to submit "evidence" may preclude scoops.

They may also question whether the department will fight to deny access and use of "evidence."

9. Civil Attorneys - Opposed

Civil attorneys have a financial interest in the Department seeking to prevent litigation.

The submission of chronicled evidence to the department may reduce the pool of possible clients who would have possession of evidence for litigation against the department.

10. Citizens - Mixed (Many possible snaildarters)

Generally, citizens want the best possible police service. However, different social and economic groups may define "best possible police service" differently.

11. Potential Arrestees - Mixed

Clearly some arrestees would desire to be taped during their arrest, particularly if officer misconduct occurred. Also evidence which showed a flaw in due process may result in an escape from criminal liability.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi (MPD) was employed to generate, analyze, and select strategies which would enable the Department to accomplish the mission. The MPD panel consisted of the author, Commanding Officer of a geographic area, Los Angeles Police Department; Administrative Aide Waynette Trovato, Staff of an Area Commanding Officer, Los Angeles Police Department; Sergeant David Reynolds, Field Supervisor, Los Angeles Police Department; Sergeant William Guerrero, Field Supervisor, Los Angeles Police Department; and Detective J.D. Nelson, Detective Supervisor, Harbor Detective Division. In round one, panel members individually generated 15 policies. In round two, the panel condensed the list to the following five final policy candidates and evaluated pros and cons of each.

POLICY PROS AND CONS

POLICY	PROS	CONS
Written Policy	Guidelines for officers. Sends msg to civil rights organizations. Reassures citizens	Could be used against Department.
Training Program	Help ofcrs deal with situations. Ensures appropriate demeanor is recorded. Reduces Department liability.	May increase individual ofcr liability. Expensive.
Purchase Equipment	Refute doctored tapes. Source for training and policy enhancement. Alternative viewpoint.	Ofcrs would resist. Expensive. Could be used against Department.
Solicit recordings	Provide Additional training and policy refinement.	Tampering allegations. May be non-representative.
Seeks limits on liability	Stabilize costs. Reassure City Council/Mayor. Offset cost of acquiring Department equipment.	Difficult to accomplish. Negative reflection on Department. Perceived as unfair.

A stakeholder assumption analysis,

STAKEHOLDER ANALYSIS OF POLICY

STAKEHOLDER	Written Policy	Training	Purchase Equipment	Solicit Recordings	Seek Legislation
Police Officers	+	+	-	-	+
Police Union	+	+	-	-	+
Police Managers	+	+	+	+/-	+
Chief of Police	+	+	+	+/-	+
City Council	+	+/-	-/+	+/-	+
Mayor	+	+/-	-/+	+/-	+
Civil Rights Org	+	+	+/-	+	-
News Media	X	X	-	-	X
Civil Attorneys	+	+	-/+	+	-
Citizens	+	+/-	+/-	+	+
Potential Arrestees	+	+	-/+	-/+	-
Points (Value to be factored into policy rating)	40	37	25	29	31

LEGEND

(+) = Supportive of Policy (4 points)

(-) = Non-Supportive of Policy (1 point)

(+/-) = Mostly Supportive/Some Non-Support (3 points)

(-/+) = Mostly Non-Supportive/Some Support (2 points)

(X) = No Opinion or No Impact on Policy (0 points)

Policy feasibility and desirability rating were then conducted:

STRATEGY RATING FORM

STRATEGY	DESIRABILITY	FEASIBILITY	STAKEHOLDER SUPPORT *	TOTAL POINTS
Written Policy	15	15	3.6	33.6
Training	15	12	3.3	30.3
Purchase Equipment	13	9	2.2	24.2
Solicit Recordings	13	11	2.4	26.4
Seek Liability limits	15	6	2.5	23.5

* Average of Total Points Attributed to Stakeholders rounded off to tenths

Scale

Desirability 0-15 (0-3 times 5 raters)

Feasibility 0-15 (0-3 times 5 raters)

Stakeholder Support 0-4.4 (Avg of total stakeholder points)

Total 0-34.4 (Sum of desirability, feasibility and average stakeholder points)

RECOMMENDED POLICIES

The MPD resulted in the following policy recommendations, strategies and ratings:

1. Development of a Written Policy - (33.6 points)

The lack of clear direction and strong management were one of the weaknesses identified within the Department. This policy will provide officers and citizens alike with operational guidelines so that all would know what is acceptable and ensure that employees know what is expected of them. It will serve to reduce fears and suspicion of change. A written policy would establish guidelines for the classification of recordings. It would standardize evaluation criteria for determining training and disciplinary action to ensure consistency in training and in the application of discipline. This strategy will gather support from the majority of stakeholders; officers, managers, police unions, politicians, and civil rights organizations who will feel more supportive of the mission by knowing the Department's position on the issue. Input in writing the policy from stakeholders identified as opposed or mixed would help to prevent opposition down the road. Acceptance and support for the policy by politicians and the community could result in availability of funds with which to implement the strategy plan.

2. Training program for Officers and Supervisors (30.3 points)

Officers and their union will support training because they will believe it is necessary to teach them how to deal successfully with recording encounters. This will be an expensive process

which will be scrutinized by the politicians to ensure it is cost effective. Citizens will support training efforts, but with today's financial situation will resist providing additional funding to accomplish it. Care must be given to ensure the training will protect the officers, yet serve to reduce Department and City liability in future law suits. It may be necessary to involve representatives of some civil rights organizations in the training plan to ensure their support of the overall strategy.

3. Solicit recordings from public (26.4 points)

This would provide an additional source for training and policy enhancement. It would also provide for the development of expertise to refute misinterpretations of recordings, however it could lead to allegations by civil rights organizations, civil attorneys and arrestees of the Department tampering with recordings. The department will need to establish new controls and tracking policies to belay these claims. Officers may feel threatened with sanctions for imperfect performance further deepening the low morale and alienating managers' support of the strategy. This will require close monitoring and evaluation. An emphasis on frequent positive reinforcement of recorded incidents which help officers would serve to neutralize these feelings. The legal implications of the department recording or obtaining recordings of field incidents as it pertains to citizens' and officers' rights must be determined and passed on to the officers

determined and passed on to the officers and public. This would also include restrictions on the use of private person's or organizations' recordings.

IMPLEMENTATION PLAN

The adopted policy resulted in identifying the following implementation strategies and timeframe:

Action Steps

1. Develop a written policy.

The lack of clear direction and strong management were one of the weaknesses identified within the Department. This policy will ensure that employees know what is expected of them. It will serve to reduce fears and suspicion of change.

2. Determine lines of authority for the implementation.

By virtue of position and influence the Chief of Police would direct the implementation. A management team composed of representatives from the Department's Scientific Investigation, Internal Affairs, and Training Divisions and representatives from the City and District Attorneys Offices along with a representative from the City Administrative Office would be the project oversight team. They will control the overall planning and coordination of effort.

3. Establish recording evaluation guidelines.

Guidelines must be established for the classification of recordings. Standardized evaluation criteria for determining training and disciplinary action is necessary to ensure consistency in training and in the application of discipline.

4. Establish a monitoring tracking system.

A strong system of control similar to that utilized for criminal evidence must be established to prevent claims of tampering or altering of recordings.

5. Determine legal constraints and requirements.

The legal implications of the Department recording or obtaining recordings of field incidents involving citizens' and officers' rights must be determined. Also the restrictions on use of private persons or organizations recordings must be determined.

6. Develop a formal audit system.

The implementation of an internal audit system will ensure compliance with the policy and mission statements. The audit system will also evaluate the quality and accuracy of citizens' recordings.

Timeframe

Determining a strategic plan

As funding is a key issue throughout the plan, an assumption of the status quo is appropriate for discussion purposes. Therefore, all actions are based on the use of existing resources.

Timeline - 6 months to 1 year

Identify assessment panel members to conduct a strategic analysis.

Conduct the analysis.

Identify and rate trends and issues.

Conduct an internal assessment of the state of the

Department, an environmental scan and identification of stakeholders and stakeholder analysis.

Draft a policy and mission statement.

Obtain concurrence from Mayor, City Council, City Attorney
and other selected stakeholders.

Ensure adequate resources are available from City
Administrative Officer.

Draft implementation plan.

Phased Implementation

Timeline 1 to 2 years

Prepare a video training tape for officers explaining the
new policy and the mission.

Conduct training for officers and supervisors.

Issue a press statement covering the new policy and mission
(Includes an expression of confidence in the officers).

Implementation of the new policy.

Follow-up review and evaluation.

Modification as necessary.

Continuous follow-up, review and evaluation.

Timeline 2 years to 10 years.

Ensure audits and inspections occur at regularly scheduled
unannounced time to monitor activities.

Ensure management review and evaluation of activities.

Ensure modifications occur where necessary.

CHAPTER THREE
TRANSITION MANAGEMENT
INTRODUCTION

A mission statement was developed to provide direction and definition for a strategic plan to address the issue. Adherence to the mission would reduce the likelihood of negative events occurring and place the department in a position to achieve a desired future or mitigate an undesirable future. The mission statement reaffirms the department's commitment to protecting life and property and providing quality public service. It also advises all employees that their duties are generally performed in full public view and are subject to scrutiny which, therefore, promotes effectiveness and efficiency. On occasion, events will be chronicled by private citizens. The department's response must be to objectively analyze the event and to commend employees when appropriate, identify training issues for employees or the department, and in cases of misconduct, ensure appropriate sanctions.

The lack of clear direction and consistent management were identified as weaknesses in the organization. The development of a written policy to address chronicled events will provide officers and citizens alike with operational guidelines so that all will know what is acceptable and will ensure employees know what is expected. It will serve to reduce fears and suspicion of change.

Similar to the Los Angeles Police Department, formal documentation of the mission, department policies, and the disciplinary system is essential in a large police department.⁹

The strategic plan necessitates the selection of an assessment panel to conduct strategic analysis of trends and issues; a department environmental scan; an identification of stakeholders; and, a stakeholder analysis. It requires concurrence from the Mayor, City Council, City Attorney and other selected stakeholders. Adequate resources must be allocated by the City Administrative Officer and documentation of the implementation plan must be done. The implementation plan must include a video training tape for all members of the organization which fully explains the issue. Training must be conducted for all officers and supervisors. A full press release must be made explaining the issue. The plan must be implemented, reviewed through audits, evaluated against established measures of effectiveness, and modified where appropriate. This entire process should follow a carefully considered time line.

CRITICAL MASS ANALYSIS

All previously identified stakeholders were analyzed to determine the key players (critical mass individuals). The previously identified stakeholders are:

- | | |
|----------------------------------|------------------------|
| 1) Rank and File Police Officers | 2) The Police Union |
| 3) Police Managers | 4) The Chief of Police |
| 5) The City Council | 6) The Mayor |
| 7) Civil Rights Organizations | 8) The News Media |
| 9) Civil Attorneys | 10) Citizens |
| 11) Potential Arrestees | |

Newly identified stakeholders are:

- | | |
|------------------------|--------------------------------------|
| 12) Police Supervisors | 13) The Assistant Chief
of Police |
|------------------------|--------------------------------------|

The following section identifies the key players essential to the implementation of the plan; categorizes their current level of commitment; and, identifies the level of commitment opined by the author as necessary from them to ensure successful implementation. The following Commitment Chart reflects current levels of commitment and the levels necessary to ensure a successful transition. When appropriate, the suggested approach to accomplish a movement in commitment is included.

COMMITMENT CHART

	BLOCK	LET	HELP	MAKE
RANK & FILE	X → → →	→ → →		
CHIEF OF POLICE				X
UNIONS	X → → →	→ → →		
SERGEANTS		X → → →	→ → →	
POLICE MANAGERS		X → → →	→ → →	
ASSISTANT CHIEF		X → → →	→ → →	→ → →

1) Rank and File Police Officers

Clearly the issue impacts the individual police officers and the officer's performance. Officers would tend to feel threatened by sanctions for imperfect performance and recognize an increased susceptibility to civil suits. They currently would be opposed to the plan and would block it by demanding their union prevent the plan from occurring. In order for the change to occur, rank and file officers must move to a "let it happen" position. This can be accomplished through the management structure using various methods and technologies such as the meet and confer process with their union,

discussions through roll calls, and an open atmosphere where the benefits of such a change are demonstrated to serve the officers' interest.

2) The Chief of Police

The Chief of Police is clearly the key player to make this change occur. Any reasonably bright individual alive at the time of the Rodney King incident will recognize the importance of dealing with the issue. Self-interest and professional responsibility will ensure that the Chief of Police must make the plan a reality. The Chief will recognize that the officers may object to the plan and may doubt his leadership as a result of the effort. He also recognizes it may increase officer liability for misdeeds. However, the chief is committed to the plan and will make it happen.

3) Police Supervision

Supervision, primarily sergeants, is of major concern in this issue. Most supervisors fully understand the King incident and its aftermath. They also recognize the necessity for trying to manage the issue. Although most supervisors are empathetic with police officers, their sense of duty ensures they are in the "let it happen" category. For the change to be successful, sergeants must be in the "help" position. An appeal to their sense of responsibility for the welfare of their subordinates is sure to motivate them favorably. Also, strong direction from management will compel them to support the change.

4) Police Managers

Police managers in today's environment are diverse in their views. Many are waiting for direction and most desire not to

engage in controversy. Everyone recognizes the damage done by the King incident and its aftermath. All recognize a need to manage the issue. The preponderance of managers would currently "let" the changes occur. An appeal to their sense of responsibility, the management structure, and some participation in the process will easily move the managers into a "help" mode, which is necessary to ensure implementation of the plan.

TRANSITION MANAGEMENT STRUCTURE

The appropriate management structure to ensure a successful transition is the project manager structure with representatives of constituencies involved as a support structure.

A change in approach internally and externally in trying to manage chronicled police activities is quite dramatic and flows counter to the traditional police culture. Officers resent being second guessed for their actions and will not appreciate being in the spotlight. To actually embrace the public scrutiny and risk being captured in a less than perfect performance will be tough for many officers to accept.

The decision to appoint a newly promoted Assistant Chief as the project manager will assure maximum administrative commitment to securing a successful transition. The Chief, and subsequently the Assistant Chief, will clearly signal to the management staff that the change is necessary and must be supported. This will, in turn, move the supervisory staff to help management transition to the desired program. The Assistant Chief has line authority over the overwhelming majority of field personnel and their supervisory and management staffs. He therefore has his

authority supported by the Chief to impact his line personnel.

With a select group of representatives of the various constituencies, i.e., field police officers and sergeants, the Assistant Chief will have clear communication with the impacted employees. All issues and concerns can be openly and honestly discussed and the employee group representatives can raise any and all objections. The Assistant Chief, coupled with the experience of the Rodney King incident, the Christopher Commission Report, the April 1992 riot and the Webster Commission Report, all provide a convincing rationale why this change is necessary so that the Department can, to some degree, manage the future.

The employee representatives will clearly influence the masses of interested rank and file as well as the union. This will cause the two key critical mass entities to move from a position of "blocking" the change to "letting" it occur.

TECHNOLOGIES AND METHODS FOR IMPLEMENTATION

The chaos following the King incident, the Christopher Commission investigation report, the retirement of the Chief of Police and hiring of a replacement from outside the Department, and finally, the Webster Commission investigation report are events which can only be described as de-stabilizing. The Department is characterized by high uncertainty, inconsistency, high emotional stress and intergroup conflict. The technologies and methods for implementation will be developed with specific purposes in mind. The Assistant Chief of Police will be tasked with the responsibility to be the project manager. He will also

be charged with assembling representatives of the various constituencies impacted.

As a starting point, eighteen police officers, one from each geographic Area, should be assigned to attend a "confrontation meeting" with a like number of similarly selected sergeants and a combined total of eighteen lieutenants and captains. The Chief and Assistant Chief would meet with the fifty-four employees in a structured eight-hour training session. The Chief would define the challenge and cite the crisis which envelopes the organization, and identify why this is the opportune moment to develop a program to enable the Department to manage such eventualities.

The program would be highlighted by breakout groups of officers, not including their supervisors, facilitated by experts from the Department's Behavioral Science Services Section (BSSS), with the composition reflective of those in attendance. The officer groups would be charged with fully exploring the issue, including determination of how an implementation team should be selected. The groups would subsequently present their findings to the aggregate. After lunch, the Chief and Assistant Chief would address all assembled and task them with specifics relative to the program. Breakout groups of officers with their superiors would be assembled for further discussion. The groups would be tasked with: identifying specific problems for top management to address; identifying items that each functional group should address; and, targeting a small number of items for immediate

significant progress with a specified time frame. All in attendance would then reassemble for discussion and a final presentation by the Chief.

As determined by the group, an implementation team will be selected. The Assistant Chief will meet with the team for a structured team building meeting, facilitated by a BSSS staff member. The following Responsibility Chart provides clear identification of roles and responsibility and will be presented and discussed with the team for possible modification and adjustment.

RESPONSIBILITY CHART

Decision	ACTORS									
	Chief of Police	Asst Chief	Police Lts (Mg rs)	Police Sgts (Supr)	Police Ofcrs	Police Union	Mayor	City Council	Transition Team	Trng Div
Manages Police Dept	R	A	S	I	I	I	I	I	I	I
Selects Transition Team Reps	I	A	I	-	-	-	-	-	I	-
Establishes Dept Policy	A	S	I	I	I	I	I	I	S	-
Communicates Program to Dept	A	A	S	S	I	-	-	-	S	S
Identifies Employee Concerns	I	I	I	S	S	S	-	-	S	-
Established Video Review Committee	A	A	S	S	S	I	I	I	S	S
Media Relations	A	A	-	-	-	-	-	-	A	-
Meet with Outside Stakeholders	A	S	S	-	-	-	-	-	-	-
Addresses Public Mtgs	S	S	S	S	S	-	-	-	-	-
Trains Employees	A	S	S	S	I	-	-	-	-	S
Appropriate Funds	S	S	-	-	-	-	I	A	-	-

R = Responsibility (not necessarily authority) A = Approval (Right to veto)
 S = Support (Put resources toward) I = Inform (To be consulted)
 - = Irrelevant to this item

A transition monitor team composed of a select cross-section of the original group of employees; consisting of four officers, four sergeants, two lieutenants and two captains, will be tasked with periodically meeting with the Chief of Police and Assistant

Chief. Feedback on transition issues is the primary concern of this group.

A formalized monthly vertical staff meeting process, consisting of nine police officers and three sergeants, will be established to ensure a snapshot view of the organization in general, but can be tapped for feedback on the transition issue.

Every effort will be made to channel the "negative energy" which exists in the organization into a redirected and well managed transition program. The Chief of Police and the Assistant Chief will be highly visible. They will be proactive and provide affirmation and leadership to the implementation team that the organization is ready for change because of what has transpired since the King incident. Having the Chief of Police spell out a desired goal statement dealing with the potential threat of a recurrence will serve as an effort toward stability. The program is also clear and certain for the employees. As the assorted processes occur, all employees will understand the various roles and the commitment to communicating, as well as the opportunity for honest feedback. Trust in leadership is a by-product of this effort.

The Chief of Police will task the project with the responsibility for providing a document which evaluates the program and provides candid feedback for institutional follow-up.

CONCLUSIONS

As in all academic efforts, one must ask the question, what is the value of this work? Frequently the endeavor results in few if any answers or solutions but rather serves greater value

in the questions it raises. Merely pondering the future in light of the past is insufficient. Learning from the experiences from the past and using that experience to shape, guide and direct a police agency as it enters the 21st century is an extremely valuable contribution.

Chronicled cases of police abuse are costly financially and the adverse impact to institutional credibility is damaging to our society. As long as we employ human beings as police officers we will have mistakes, misjudgments and even occasional cases of abuse. As technology continues to evolve, the proliferation of equipment to chronicle police activities also continues. Are we as a society to incinerate our cities every time a King-type incident occurs?

This study has demonstrated in a number of ways the impact of chronicling of police activities by private citizens on police operations now and in the future. Trends of increased and continuing monitoring of police operations by civil rights organizations, while the level of proactive police work decreases is worthy of concern by police management. While the trend is consistent quality of police service provided, perhaps public perception is different. Clearly the public is, through various means, more involved in police management. Clearly the responsibility is fixed on police management to insure employees are culturally sensitive and dedicated to providing high quality service. Interestingly, greater public scrutiny also leads to greater citizen participation and police management.

The events identified nearly all blend in with trends and have a direct impact on the issue and sub-issues identified.

When one considers the probable events over the course of ten years, it becomes apparent that policies, plans and strategies are essential for a police chief to manage the crisis or mitigate its impact. Training must continuously improve and police supervision and management must hold officers strictly accountable for their performance.

In the past, police work was done in a "Goldfish Bowl" or "Under a Microscope", today, however, it is done on "Center Stage", with the opportunity for repeats, slow motion and frame-by-frame analysis by expert commentators. Everyone is now subject to instant review. Anything short of perfection may result in a variety of unanticipated adverse impacts.

CHARTS

- A. Strategic Assumption Surfacing Map
- B. Policy Pros and Cons
- C. Stakeholder Analysis of Policy
- D. Strategy Rating Form
- E. Commitment Chart
- F. Responsibility Chart

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