

CIVILIAN REVIEW IN CULTURALLY DIVERSE,
MID-SIZE CITIES IN CALIFORNIA BY THE YEAR 2003

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ABSTRACT

This study is a look into the future to determine what affect civilian review processes may have on law enforcement in culturally diverse, mid-size cities in California by the year 2003. The result is a police/community networking system which replaces the traditional civilian review process and has civilians becoming an integral part of police planning and evaluation. Trends and events are identified and forecasted, model strategic and implementation plans are presented, and a transition management plan for directing the proposed change is recommended. More in-depth research containing non-extrapolative forecasting results, graphs, additional data and instruments, end notes, and bibliography are contained in a separate technical report.

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**JOURNAL ARTICLE
BY
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COMMAND COLLEGE XV11
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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

What impact will civilian review processes have on law enforcement by the year 2003? The purpose of this article is to describe a study of events and trends which could impact civilian review processes and determine their effects on law enforcement. Hopefully, it will benefit agencies throughout California in dealing with the issue of civilian review processes, whether they become mandated or not.

Over the years, there has been a push by civil rights groups, political activists and special interest groups to have various forms of control over police, especially in the area of the use of force.¹ History has shown that a hue and cry usually erupts after a significant event has occurred. These events have affected segments of society in a negative way or at least in what is perceived as a negative way. Examples include the Los Angeles Riots (1966), riots at the Democratic National Convention (1968), and the most recent, and possibly most infamous incident, the beating of Rodney King.²

During the aftermath of each of these events, the issue of police review boards has surfaced. The age-old question that Roman satiric poet Juvenal asks, strikes at the heart of the question: "Who should watch the enforcers of our laws?"³ Proponents for civilian review processes have gone to the political bodies and demanded review of police tactics by non-police organizations and civilian groups. Traditionally, most police chiefs, sheriffs and police organizations, have fought the imposition of a civilian review process. The rationale is simple: law enforcement can monitor its own and civilians do not really know the job of the police. How are civilians to determine whether or not the police acted correctly? Usually, it is the radical, liberal segments of society which push for the adoption of a civilian review process. These actions create an adverse reaction from police. This adverse reaction probably stems from law enforcement having a more conservative role in society, defender of the existing rules and regulations, and not a group that challenges authority.⁴

Putting those statements aside, there are more in-depth issues that need to be examined. Presuming that civilian review processes will be mandated, what impact would the projected implementation have on local agencies? Will civilian review processes adversely impact the effectiveness of police services in the community? Will civilian review processes have an effect on department heads and their ability to manage, investigate wrong-doing or complaints against personnel, and administer discipline? What would be the effect of civilian review processes on implementation of community-oriented policing around which many agencies are attempting to design individual policing philosophies?

Although civilian review processes have been a topic of debate within law enforcement for over thirty years, relatively few California law enforcement jurisdictions have them. According to the Commission on Peace Officer Standards and Training, Library and Management Counseling Bureau on October 22, 1992, there were only twelve agencies who had civilian review boards/police advisory boards. They were Berkeley, Calexico, Cotati, Fresno, Long Beach, Los Angeles (Police Commission), Novato, Oakland, Richmond, San Diego (City and County have separate boards), and San Francisco.⁵ Since then, three other jurisdictions that have adopted civilian review processes are Chico, San Jose, and Santa Cruz. To date, only 14 of over 630 California law enforcement agencies have some type of civilian review process.

A literature search produced relatively few publications considering the length of time civilian review processes have been an issue. Some material contained nationwide comparisons of various law enforcement jurisdiction processes. Hardly any of the processes were the same. It seemed that each jurisdiction developed its own civilian review through a specific political need to satisfy a local problem.

A study was undertaken to examine the questions. The first step was to clearly develop and refine the issue and sub-issues for this project. After careful consideration

the issue that was decided to be addressed is: What will be the role of civilian review in culturally diverse, mid-size cities in California by the year 2003? The sub-issues which also need to be examined are:

1. What will be the logistical issues?
2. What will be the funding issues?
3. What will be the controls or the reporting and responsibilities of a civilian review process?

These sub-issues are critical because as law enforcement continues to enter into economic crisis, can any more money be squeezed out of agencies to fund mandated expensive programs? Will the economy turn around, and if it does, will the voting populace, not just a vocal few, want to create further levels of government to fund? The age old question then surfaces; Who is in control? The people who have been clamoring for civilian review processes, for the most part, have been vocal liberals and some minorities. Should society allow the radicals to control the processes, or can law enforcement assist in ascertaining a way to accomplish a process composition that accurately reflects society as a whole? Selection of members is vital to the success of a civilian-monitoring program. In order to be effective, a review process must be trusted by both the community it serves and the police force it judges. For this to be accomplished, should processes include both civilian and members of law enforcement?

A current nationwide telephone survey of 1,248 people asked the question "When police officers are charged with alleged misconduct, what kind of committee do you think should judge them?" The survey found that an overwhelming majority, 80%, of people across a broad spectrum of demographic groupings believe that police officers accused of misconduct should have their cases reviewed by a committee composed of both civilians and law enforcement officers. Forty-seven percent polled felt that a review should consist solely of police officers, and 15 percent indicated that

only civilians should make up the review boards. This survey did not question whether there should or should not be review boards, but what the composition of the board should be in order to fairly judge police actions.⁶

For purposes of this research study, in order to attain a narrower focus, the City of Salinas and the Salinas Police Department were used as realistic illustrations. Salinas is located in Monterey County, 17 miles inland from the Monterey Peninsula. It is 106 miles south of San Francisco and 325 miles north of Los Angeles, along State Highway 101.

The City of Salinas encompasses 17.7 square miles with a 1990 census of 108,777 people. Salinas is an ethnically diverse city with the Hispanic community comprising 50.6% of the population. Other population includes 39% white, 7.1% Asian/Pacific Islander, 3% Black, and .03% other. The police department consists of 138 sworn police officers, 20 reserve police officers, and 49 civilian employees.⁷

Many Salinas neighborhoods are facing problems of criminal street gangs, illegal use and sales of drugs, and high population density. Compounding these problems are a large transient population, high levels of crime, and a high percentage of residents who do not speak English.

The first part of this document encompasses the future of the issue. Trends and events were developed by a selected group to forecast a ten year scenario of what might occur to affect the issue. The second part presents a strategic plan to assist in attaining the desired future using the Salinas Police Department to illustrate what would be involved. The weaknesses and strengths of the organization were identified and a listing of stakeholders was developed along with a stakeholder analysis. Part three contains the transition management plan. This entailed identifying the critical mass and preparing a Readiness Capability Analysis. By doing this, the individuals who will support the policy and make it work were identified. Part four is the conclusion and recommendations.

THE FUTURE OF THE ISSUE

In order to develop events and trends that would have an impact on the issue, the Nominal Group Technique was used. Participants included a cross section of the community and law enforcement executives.

The group subsequently prioritized the events and trends to attain the top ten listing of each, as follows:

- Event 1 - Gang violence erupts
- Event 2 - Large state budget cut
- Event 3 - Community group gets participation in the management of large police department
- Event 4 - Police officers charged with excessive force
- Event 5 - Riot stemming from inappropriate police response at a college/high school
- Event 6 - High tech equipment used by police to violate a person's civil rights
- Event 7 - Election of a liberal Democratic Governor
- Event 8 - Juvenile with a toy gun is killed by police
- Event 9 - Slow police response to a racial incident
- Event 10 - Loss of local law enforcement control due to mandated regionalization
- Trend 1 - Level of political power of the Hispanic community
- Trend 2 - Level of pressure for Affirmative Action
- Trend 3 - Level of cultural diversity in California
- Trend 4 - Review process' impact on law enforcement professionalism
- Trend 5 - Level of police training
- Trend 6 - Interaction of new political power groups vs. old political power groups
- Trend 7 - Level of police effectiveness where civilian review processes are present
- Trend 8 - Accountability of police to public
- Trend 9 - Police and governments ability to meet public needs

Trend 9 - Police and governments ability to meet public needs

Trend 10 - Conservative activism due to liberalism

These trends and events were then utilized to develop possible future scenarios. An analysis of the hypothetical scenarios revealed that the spread of events and the flow of the trends caused municipalities and jurisdictions to acquiesce to political pressure for civilian review processes. If we trust our analyses, it is imperative that strategic planning for transition from the present process to the anticipated civilian review process begins now.

STRATEGIC PLANNING

Strategic planning is defined as:

"A structural approach, sometimes rational and other times not, of bringing anticipation of an unknown future environment to bear on today's decision."⁸

This strategic plan assumes that political pressure results in a civilian review process. Whether a civilian review process is forced on an agency in four years or ten years is irrelevant. The important issue is to be prepared to bring order to the change process, thus reducing confusion.

The history of civilian review processes has shown that individual agencies become focal points of civilian review processes. The City of Salinas was, therefore, used as a realistic illustration because of the size, cultural diversity, and political climate. However, any city of the same makeup could have also been used as an example.

The macro mission statement for the Salinas Police Department was developed during a core staff team building seminar on March 27, 1992; it reads:

"Working in partnership with the people of Salinas to enhance the quality of life through the delivery of professional, superior and compassionate police services to the community."

The micro mission statement developed for this study by this author is:

"The Salinas Police Department, with the help of the community, will evaluate the necessity of a civilian review process and develop a strategic plan to address both short and long term goals."

The Salinas Police Department enjoys support from the vast majority of the citizens it serves. If a civilian review process is mandated to occur, then it is a prime opportunity for the department to provide information during the formulation process and to be heard.

Even though gang violence is a negative aspect, the high level at which it has been occurring in the city has taken the civilian review process out of the limelight. This gives time for more planning and for people to reflect on whether a civilian review process is needed or if it is just a knee-jerk reaction to a tragic event, not an ingrained trend.

Current and projected state budget cuts obviously will impact local government's ability to fund any new programs. In January of 1993, Governor Wilson proposed another statewide property tax reduction for cities. The cut is approximately 21.7% of general property taxes coming back to the cities.

The League of United Latin American Citizens (LULAC), backed by the American Civil Liberties Union (ACLU), has heartily endorsed powerful civilian review processes. For the past 20 years, they have supported and led a county-wide campaign to force local jurisdictions into some type of open civilian review.

From the perspective of the Salinas Police Department, an open relationship exists with the community. In the past two years, a philosophy entitled, Community Oriented Public Service (COPS), has developed within the city which reinforces the concept of "we wish to work in partnership with the community to create a win-win resolution." A black police chief and an Hispanic police captain were hired from

outside agencies, which along with other minority staff members, has created a more harmonious relationship with the minority community.

On the other hand, the police department cannot combat crime problems effectively because of a shortage of staff. Due to the heavy workload, the attitude of some officers is that they are involved in a war against crime and drugs. This can be translated into what appears to be offensive conduct. Even though these instances rarely occur, there are special interest groups which are quick to try to create negative situations to further their own purposes.

Minority groups within the city have demanded more representation within the police department; however, recruitment efforts have been very difficult due to low pay scales and the inability to attract qualified candidates. This also adds to the potential problem of distrust.

Developing a list of stakeholders is an important step in determining who will impact or be impacted by the issue. These stakeholders will determine whether or not the mission will be successful. Careful consideration must be given to who these people are and what role they may play. The key stakeholders for this issue and assumptions of their position include:

Police Management - Management inclusive of the police chief, will not want to give up management prerogatives to outsiders. They will oppose any process which lacks integrity and will want to keep any internal processes separate.

City Council - They will want to work out a compromise, although, some will use the opportunity to further their own political platforms. As policy makers they will want to be the final determining factor and not increase expenditures.

League of United Latin American Citizens (LULAC) - They will want to take the lead role in demanding a civilian review process. By attempting to control the process they will also be able to further their political agenda.

Salinas Police Officer's Association (SPOA) - They and their legal representatives will oppose any type of civilian review process and, if necessary, allocate funds to challenge one. If their position becomes weak, they will then want involvement in the process.

Three strategies were developed using a modified policy delphi process to address the issue. Strategy one (the one selected) entitled the Informational/Passive Role, suggests that the chief of police act as a basic information giver to the city manager and city council. It is more of a middle-of-the-road approach to see what develops, and save existing relationships. When it appears that a civilian process of some type is needed for Salinas, the police chief will then present an alternative process.

Strategy Two, entitled, Do Nothing Approach, has the police chief in a non-involvement role. If any information is passed, it is behind closed doors and is only provided to a few. The assumption of this strategy is that, if left alone, the issue will dissipate as time passes. Strategy Three, the Strong Opposition Approach, has the police chief in total opposition to a civilian review process. Support will be sought to make it a win-lose situation and wherever possible, "stonewalling" and "pigeon-holing" will be utilized to slow the process.

In order to implement the selected strategy, the police chief and his management staff should start collecting data and information on civilian review processes. At the same time, the chief needs to formulate a plan as a counter proposal (alternative process) to a civilian review process. This plan should encompass the ideas which best meet the needs of the department as well as give the community a chance to become involved. Communication should be the key element.

The alternative process subsequently developed, encompasses a Police/Community Network Program which involves community oriented policing and a

problem solving process. A critical element in the fact finding and creative response techniques of the program is community participation.

The crux of the proposal is to have three people nominated by each council member to serve as liaisons between the police department and the community. Two nominees from each of the six districts and the mayor's selections would then be selected by police staff to serve on fact finding committees, work with the police department in assessing community issues, and developing action plans.

The selected people from each district will be performing volunteer services, working out of the two police service centers and the main police station. One of their first functions will be to develop and complete a city wide survey, which will examine the entire community's opinion regarding crime and police services currently offered. Attaining dedicated volunteers for this process will be a critical element. The services performed by the volunteers would not supplement current police personnel, but would provide a conduit for information sharing between the police, community, and the city council.

It is critical that the program have a continual evaluation process. After the surveys are completed identified problems need to be addressed. When implemented strategies have been in place for a period of time they need to be re-evaluated. This evaluation process allows for identification of new problems, correction of existing problems, and an avenue for continued growth and community/police co-operation into the future.

The results of these instruments would dictate how successful the Police/Community Network program is and how the process should develop from there. The important aspect of the plan is the incorporation of the community and its opinion as a whole, not that of just a vocal few. Community participation, communication and flexibility are the keys. The more effectively and openly civilian/community participation

is embraced, the more harmonious the transition will be. The details and time lines for carrying out the strategic plan are addressed in the transition management section.

TRANSITION MANAGEMENT

During transition management, commitment from the organization is developed, action plans are implemented, and a structure to manage this change is identified. No single plan or management structure will be effective for every change process for every organization. The unique features of the environment within an organization will dictate how best to facilitate the new plan. Transition management will complete this research project and take the Salinas Police Department from the present state to the future state.

The critical mass are those people/groups who need to actively support the position to ensure the desired change will take place. Through a consensus process, their current positions were identified and what their required disposition should be to make the plan successful. The following were determined to be the critical mass:

1. Chief of Police
2. City Manager
3. Mayor
4. Salinas Police Officer's Association President
5. Council Person from District 6

Commitment planning is an essential element used to assess each critical mass person's current level of commitment and project the minimum level of change needed to make the plan successful.

Now that the positions of the critical mass have been identified and how movement must occur to be successful, it is important to know why they were identified as key players. The analysis follows:

Chief of Police - The police chief is in a critical mass position to set policy for the police department and is in a leadership role within the community. If he were to take a position of being vocally in favor of a civilian review board process for the police department; his position would be difficult, if not impossible, to overcome. Currently, his position has been non-committal; that of an information giver. It appears that with the election of two new council members, who are strong advocates of a civilian review process, his role must change. As reflected in the original strategy, the chief must now adopt a positive leadership role to minimize the power and cost of whatever process is mandated. He should diligently attempt to convince the city manager, SPOA President, and city council members his plan is the best. If that can be done, employees, politicians and management needs will be met. The vocal minority will be satisfied in that they will have a process for civilian review, even though it might not be what they initially proposed.

City Manager - The city manager is in the position of being the buffer between the city council and the police department. He also directs the police chief on departmental/city policy. He has been in a "let it happen" mode due to the politically expressed views of the city council. In conjunction with the police chief, he must convince the council the police chief's proposal is the best plan to follow. His main emphasis should be to change the attitude of those strong advocates who support a very structured, powerful, costly civilian review board.

Mayor - The mayor is in a highly visible political role. As such, he has a decisive leadership role on the city council. The mayor's position has been to dissuade the council from making any snap decisions on a civilian review process. Inwardly, it is felt that his position has been that the city council is the ultimate review process and a strong civilian process is unnecessary. Being in a "help it happen" mode, he suggested that the council have a study session so that it gave time for the issue to

subside. Now that it politically appears a civilian review process of some type will become a reality, he needs to move to a "make it happen" position.

It behooves the mayor to use his influence on the council person from district 6 to ensure that she will vote for the chief's proposal instead of that by LULAC and the ACLU.

SPOA President - The president of the Salinas Police Officer's Association is very influential over the rank-and-file officers of the police department. To date, their organization has been strongly opposed to any type of civilian review process. Both the president and the SPOA supporters have addressed the issue before the city council. He needs to move to a "let it happen" position at minimum. The police chief will need to convince the employee representative that the political reality of the situation is that there is going to be some type of civilian review process.

Council Person, District 6 - The issue of a civilian review process has divided the city council as to what to do. Due to her comments, she appears to be the swing vote. She appears to be in a "no commitment" position and for the strategy to be successful has to move to a "help it happen" position. This would ensure a city council vote of four to three in favor of the police chief's proposal. The police chief, city manager and mayor should attempt to convince her that the chief's proposal would be in the best interest of the city and police department. It's very likely that she in turn could influence the positions of the new council members.

As previously indicated, the formulation and coordination of the strategy for a civilian review process should lay with the police chief. Principally, he will be the one to challenge, from a management point, the concept of a civilian review process. If this political view is unattainable, he should be the one to attempt to control whatever process that may be mandated.

To facilitate the inner workings, time lines and resources, the chief will need to designate a project manager. The project manager in this case should be the administrative division captain.

A critical part of the project manager's position will be to gain internal support for the chief's position. The project manager will also be responsible for assimilating the necessary research materials and preparing the written reports.

To accomplish the change and attach and clarify relationships, a listing was compiled on who should be the "actors" involved in the process and what their tasks will be. Once this process was completed, a consensus decision was agreed upon to develop the person's role.

The re-organization of the department is necessary to accomplish the goals of the police chief's proposed process. Currently, there is only one community relations officer responsible for the whole city. The Police/Community Network proposal calls for the volunteers to be working out of three separate police facilities. This will in turn demand more police participation and presence where officers are not currently assigned. The two satellite facilities are only staffed on an as needed basis.

The initial project manager for the planning process is the administration captain but as the proposal is implemented, the responsibility will be redirected to the patrol captain. The analysis for this change is due to all of the personnel assigned to the implemented program will be from his division.

Being able to manage change is the key to any successful program. Change is stressful and people tend to avoid and resist stress. One of the easiest ways to lessen stress is communication; the better communication the more likelihood there is for success. Several methods should be utilized to create the least amount of tension which will facilitate the implementation of the new program:

Commitment of Vision - If people are going to support the program, they must understand the purpose and what the end result will accomplish. Both the police chief and project manager must be able to articulate the program goals.

City Council Meetings - By using this forum, discussions with various interest groups throughout the community will be encouraged. This should bring to the surface any issues which need to be addressed. The opportunity to speak will be given to everyone to ensure all views are heard, not just a select few.

Media Releases - Preparation of carefully worded material which will be attainable by the media for circulation. This allows for an avenue of thought other than the spoken word.

City Council Study Sessions - These meetings will educate the council members as to the issues. Focus will be on types of programs available, cost factors, and adaptability to local needs. During the final phase these will be used to formulate a plan customized to the needs of Salinas.

Lobbying - The police chief needs to contact the critical mass individuals to garner support. This will establish what their current positions are and what efforts will be needed to get them to re-evaluate their positions.

Police Department Team Building - The police chief and project manager need to have team building sessions (possibly several) with the management staff to discuss and educate them as to why the designated program is necessary. This will achieve two purposes, one; to communicate with critical members of the police department who will be able to help sell the concept and two; evaluate any ideas the staff may have before presenting the program to the line personnel.

Community Forums - Once the council has endorsed the chief's plan and the community members have been chosen, community meetings will be utilized as a platform to assess community needs.

Volunteers - Being able to get the right people to volunteer will be instrumental in making the process work. Choosing them from their own districts should enhance their individual continued interest. Training processes will need to be developed.

Evaluation Process - Once the process is implemented, monthly and annual reports will be made to the chief on its progress. This process will include community and organizational surveys, media assessments, tracking complaints, and monitoring the budget. The following is a time line chart carrying the process over a ten year period:

Time Line Schedule of Events

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
City Council Meetings	■	■		■						
City Council Study Sessions	■	■								
Lobbying	■	■	■	■						
Media Releases	■	■	■	■	■	■	■	■	■	■
Commitment of Vision		■	■	■	■	■	■	■	■	■
Police Department Team Building		■	■	■						
Community Forums				■	■	■	■	■	■	■
Choosing Volunteers				■		■		■		■
Volunteer Training				■	■	■	■	■	■	■
Evaluation Process/Monthly				■	■	■	■	■	■	■
Evaluation Process/Yearly				■	■	■	■	■	■	■

CONCLUSIONS AND FUTURE IMPLICATIONS

This project was not designed to answer every question regarding civilian review processes but rather to design a generic model that law enforcement administrators can examine. This will allow them to ascertain if there are indicators in their respective jurisdictions which point to the formulation of a civilian review process. In turn, this project may give them some insight and direction.

It is ironic that during the formulation of this research project, the demand for civilian review processes surfaced locally. In the City of Marina, a knife-wielding suspect was killed by law enforcement. The Filipino community rejected the outcome

of the police investigation. They then forged a coalition with the League of United Latin American Citizens (LULAC) and the American Civil Liberties Union (ACLU) and demanded a civilian review board to examine the case.⁹

The week of January 11, 1993, the City of Santa Cruz allocated \$45,000 for a feasibility study on implementing a civilian review board for the police. Santa Cruz has been touted as being a very liberal area, as indicated by the past demonstrations in their county, especially at the University of California at Santa Cruz. Since then, they have implemented a civilian review board at an annual cost of over \$130,000.¹⁰

San Jose has also been in the news. Their chief, an Hispanic, had made statements to the effect that, if a civilian review board was brought into the city, he would resign.¹¹ They now have a civilian review process, an Independent Police Auditor process, and he did not resign.

On January 11, 1993, a Salinas police officer killed a teenage Hispanic gang affiliate who was attempting to remove a sawed off shotgun from his pants. Before the smoke cleared, the local president of LULAC was before the city council demanding a civilian review process. That issue is still a focal point in the political atmosphere.¹²

As indicated during the Nominal Group Techniques, the events which were selected are very realistic. Some of them have transpired before; some will come again.

When dealing with the future, law enforcement must consider the past. If there were no change, everything would remain stagnant. History, therefore, becomes future change.

What people must realize now is that today is the threshold of history. Are police agencies going to drag their feet when confronted with civilian review processes? The large majority probably will. Traditionally law enforcement has been slow to change. Society, as a whole, expects law enforcement to be that way. Law enforcement represents society as a whole, not just a vocal few.

The issue which rang true throughout is that if civilian review processes do become a reality, they will require change in law enforcement, change in government, and change in attitudes of people who are demanding the review boards. Law enforcement is governed by a set of rules which are dictated by the people, and is honor-bound to follow these rules until ordered to change. Interest groups can change anytime they choose; one set of rules today, another set tomorrow. What happens if they do not agree with the outcome of the civilian review process? Will another review be demanded to oversee the review board? Some people attain their status and power through controversy. If a status quo is developed, will the special interest groups be satisfied?

The NGT group which discussed and projected the trends and events of this paper are leaders in the community, law enforcement, and minority groups. Few people had not made up their minds regarding the issue of civilian review boards before the meeting. The interpretation of their data would lead one to believe that there will be considerable debate now, and into the future, over the issue of civilian review processes.

Will civilian review processes be ineffective and die? Will they possibly be a compromise and not cause the big furor some suggest? Will they become a future ballot initiative and become state-mandated? There remains much uncertainty around this issue. But one thing is certain, the future will hold the answer.

Based on the research this author conducted, it is imperative that law enforcement take a proactive role in shaping its future. If that does not transpire then the restrictive, over controlled, costly civilian review processes will become a reality.

Maybe the Police/Community Network Program is not the answer for every community. However, law enforcement administrators should be cognizant that something has to be done to bridge the gap between the police and community to develop a more congruous relationship.

ENDNOTES

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7-11

**CIIVLIAN REVIEW IN CULTURALLY
DIVERSE, MID-SIZE CITIES IN
CALIFORNIA BY THE YEAR 2003**

**TECHNICAL REPORT
BY
LARRY MYERS
COMMAND COLLEGE XV11
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JANUARY 1994**

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

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

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

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

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INTRODUCTION

What impact will civilian review processes have on law enforcement by the year 2003? The purpose of this research paper is to discover, discuss and study events and trends which could impact civilian review processes and also what their effect will be on law enforcement. Hopefully, it will benefit agencies throughout the state in dealing with the issue of civilian review processes, whether they become mandated or not.

Over the years, there has been a push by civil rights groups, political activists and special interest groups to have various forms of control over police, especially in the area of the use of force.¹ History has shown that a hue and cry usually erupts after a significant event has occurred. These events have affected segments of society in a negative way or sometimes in what is perceived as a negative way. Examples include the Los Angeles Riots (1966), riots at the Democratic National Convention (1968), University of California at Berkeley (1967-68), San Francisco State College (1968), and the University of California at Santa Barbara (1970-71). Other significant events have included shootings of illegal aliens and other racially connected shootings; or the most recent, and possibly the most infamous incident, the beating of Rodney King.²

During the aftermath of each of these events, the issue of police review boards has surfaced. The age old question that Roman satiric poet Juvenal asks strikes at the heart of the question: "Who should watch the enforcers of our laws?"³ Proponents for civilian review processes went to the political bodies and demanded review of police tactics by outside organizations and civilian groups. Traditionally, most police chiefs, sheriffs and police organizations, have fought

the imposition of a civilian review process. The rationale is simple: law enforcement can monitor its own and civilians do not really know the job of the police. Who are civilians to determine whether or not the police acted correctly? Usually, it is the radical, liberal segments of society which push for the adoption of a civilian review process. These actions create an adverse reaction from police. This adverse reaction probably stems from law enforcement having a more conservative role in society, defender of the existing rules and regulations, and not a group that challenges authority. Police departments are society's institution of last resort. Severe societal problems are often left to local law enforcement whether or not they involve criminal justice issues and whether or not police officers have the tools, training and expertise to effectively address them.⁴

Putting those statements aside, there are more in-depth issues that need to be examined. Presuming that civilian review processes will be mandated, what would the projected implementation have on local agencies? Will civilian review processes adversely impact the effectiveness of police services in the community? Will civilian review processes have an affect on department heads and their ability to manage, investigate wrong-doing or complaints against personnel, and administer discipline? What would the affect be of civilian review processes on implementation of community-oriented policing around which many agencies are attempting to design individual policing philosophies? In addition, if the dominant philosophy of delivering police services is based on building a strong relationship between the police and the community, then any kind of police misconduct is antithetical to that philosophy.⁵

After reflecting on these questions this author then called a meeting with two other senior police executives to develop and refine the issue and sub-issues for this project. Both are captains with the Salinas Police Department, one is a past graduate of Command College and the other is currently enrolled.

From that meeting, the issue that was decided to be addressed in this research study is: What will be the role of civilian review in culturally diverse, mid-size cities in California by the year 2003? The sub-issues which also need to be examined are:

1. What will be the logistical issues?
2. What will be the funding issues?
3. What will be the controls or the reporting and responsibilities of a civilian review process?

These sub-issues are critical because as law enforcement continues to enter into economic crisis, can any more money be squeezed out of agencies to fund mandated programs? Will the economy turn around, and if it does, will the voting populace, not just a vocal few, want to create further levels of government to fund? The age old question then surfaces; who is in control? The people who have been clamoring for civilian review processes, for the most part, have been vocal liberals and some minorities. Should society allow the radicals to control the processes, or can law enforcement assist in ascertaining a way to accomplish a process composition that accurately reflects society as a whole? Selection of members is vital to the success of a civilian-monitoring program. In order to be effective, a review process must be trusted by both the community it serves and

the police force it judges. For this to be accomplished, should processes include both civilians and members of law enforcement?

A current nationwide telephone survey of 1248 people asked the question "When police officers are charged with alleged misconduct, what kind of a committee do you think should judge them?" The survey showed that an overwhelming majority of people across a broad spectrum of demographic groupings believe that police officers accused of misconduct should have their cases reviewed by a committee composed of both civilians and law enforcement officers. Eighty percent of the respondents felt this way. Forty-seven percent of the people polled felt that a review board should consist solely of police officers, and fifteen percent indicated that only civilians should make up the review boards. This survey did not question whether there should or should not be review boards, but what the composition of the board should be in order to fairly judge police actions.⁶

For purposes of this research study, in order to attain a narrower focus, the City of Salinas and the Salinas Police Department were used. Salinas is located in Monterey County, near the mouth of the Salinas River, 17 miles inland from the Monterey Peninsula. It is 106 miles south of San Francisco and 325 miles north of Los Angeles along U.S. Highway 101.

The City of Salinas encompasses 17.7 square miles, with a 1990 census of 108,777 people. Salinas is an ethnically diverse city with the Hispanic community comprising 50.6% of the population. Other population includes 39% White, 7.1% Asian/Pacific Islander, 3% Black, and .03% other. There are 24

elementary schools, 3 middle schools, 4 high schools, and 1 community college. Additionally, there are 4 parochial elementary and 2 parochial high schools.⁷

As the County seat, Salinas is the largest city in Monterey County. With more than 100 major industrial and manufacturing facilities, it is the retail and wholesale trade center for the region. Salinas' ideal climate and agri-businesses make it the Salad Bowl of the Nation. The firms with the largest employment mainly include agriculture: Bud of California (3,000), D'Arriago Brothers (1,500), Bruce Church and Company (1,200), and Tanimura and Antle (1,000). Other large employers include Monterey County (2,000), Salinas Valley Memorial Hospital (1,300) and the Household Credit Services, Inc. (1,250).

The Salinas Police Department consists of 138 sworn police officers, 20 reserve police officers, and 49 civilian employees. There are 92 officers currently assigned to field operations. A normal patrol watch consists of a lieutenant watch commander, a sergeant and between 12 to 16 officers. During the overlap shift from 10:00 p.m. to 3:00 a.m., between 24 and 32 officers are available for duty.

Many Salinas neighborhoods are facing problems of criminal street gangs, illegal use and sales of drugs, and high density. Compounding these problems are a transient population, high levels of crime, and a high percentage of minorities who do not speak English.

Although civilian review processes have been a topic in law enforcement for over thirty years, relatively few California law enforcement jurisdictions have them.

According to the Commission on Peace Officer Standards and Training, Library and Management Counseling Bureau on October 22, 1992, there were only twelve agencies who had civilian review boards/police advisory boards. They were Berkeley, Calexico, Cotati, Fresno, Long Beach, Los Angeles (Police Commission), Novato, Oakland, Richmond, San Diego (City and County have separate boards), and San Francisco.⁸ Since then, other known jurisdictions which have adopted civilian review processes are Chico, San Jose, and Santa Cruz.

A literature search was conducted by this author. It produced relatively few publications considering the length of time civilian review processes have been an issue. Some material contained nationwide comparisons of various law enforcement jurisdiction processes. Hardly any of the processes were the same. It seemed that each jurisdiction developed its own civilian review process through a specific political need to satisfy a local problem. The listing of that search is contained in the bibliography.

The first part of this document encompasses a futures study. Trends and events were developed by a selected group to forecast a ten year, into the future, scenario of what might occur to affect the issue. That data was then transposed to a computer program to develop 100 different iterations from which alternative scenarios could be developed.⁹ Two other scenarios were then developed from these iterations.

The second part presents a strategic plan to assist in obtaining the desired future. This involved using the Salinas Police Department as a model agency.

The weaknesses and strengths of the organization were identified and a listing of stakeholders was developed along with a stakeholder analysis.

Part three contains the transition management plan. This entailed identifying the critical mass and preparing a Readiness Capability Analysis. By doing this, the individuals who will support the policy and make it work were identified.

Part four is the conclusion and summary section; it contains a review of the purpose of the study. The main points are examined to ensure the issue and sub-issue questions are answered.

PART ONE

FUTURES STUDY

The purpose of Part One is to examine from a futures perspective how a series of trends and events could impact the issue question:

What will be the role of civilian review in culturally diverse, mid-size cities in California by the Year 2003?

In order to examine the issue question more closely, a brainstorming session was held between Captain Roy Hanna, Captain Carlos Bolanos, the two previously mentioned senior police executives, and this author. A Futures Wheel was used to identify sub-issues that related to the primary issue question (Figure 1, page 10). From that, the following three were chosen to expand upon and develop:

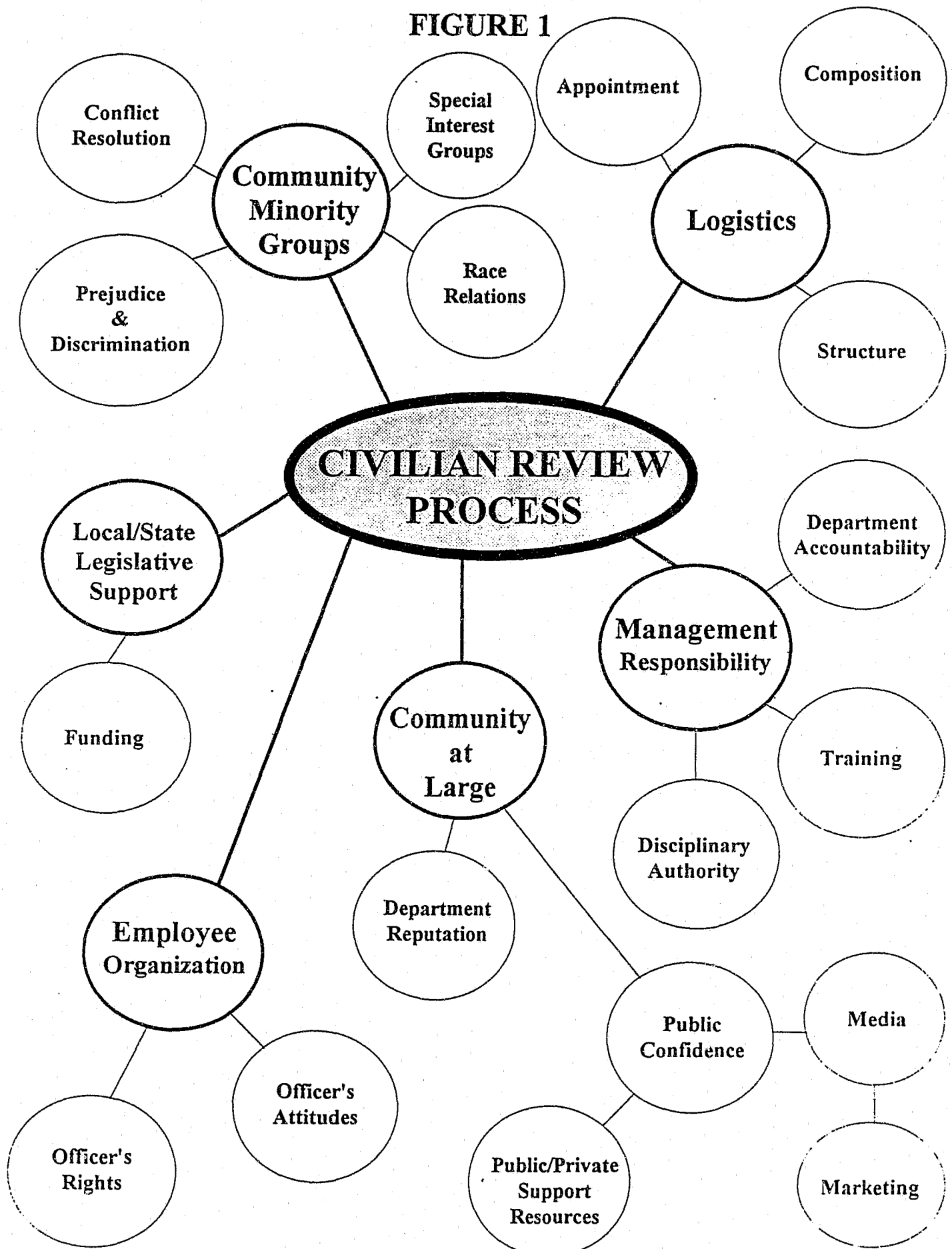
1. What are the logistical issues involved?
2. What are the funding issues?
3. What are the controls or the reporting and responsibilities of a civilian review process?

Nominal Group Technique (NGT)

In order to develop events and trends that would have an impact on the issue, a Nominal Group Technique was conducted on December 11, 1992. The group consisted of one black female, two Hispanic females, three white males, one black male, four Hispanic males, and one Asian male. The twelve people had varying backgrounds and all but one had opinions on a civilian review process before the meeting. The following is an individual list including their areas of interest:

FUTURES WHEEL

FIGURE 1



1. Pete Maturino:
 - Independent Union President
 - Mid-County League of United Latin American Citizen's, Treasurer
 - Mexican-American Political Association
 - Monterey Affordable Housing Corporation
 - Panetta Immigration Naturalization Service Task Force

2. Crescencio Padilla
 - Mexican-American Political Association, President
 - League of United Latin American Citizens, Housing Chairman
 - Panetta Immigration Naturalization Service Task Force
 - Sam Karas Housing Task Force
 - Investigator, Monterey County Public Defender's Office

3. Wayne Schapper
 - Technical Services Coordinator, Salinas Police Department

4. Chuck Lerable
 - Senior Planner, City of Salinas

5. Rachel Amparano
 - Records Coordinator, Salinas Police Department

6. Carlos Bolanos
 - Police Captain, Salinas Police Department
 - Command College Student

7. Gilberto C. Padilla
 - League of United Latin American Citizens
 - Fire Captain, Salinas Fire Department

8. Willie Brown - National Association for the Advancement of Colored People
- Police Captain, Soledad Police Department
9. Valerie Golden - National Association for the Advancement of Colored People
- Director of Patterns, Prenatal Project
10. Irma Bough - Personnel Analyst, City of Salinas
11. Roy Hanna - Police Captain, Salinas Police Department
- Command College Graduate
12. Henry Yoneyama - Police Lieutenant, Salinas Police Department
- Japanese-American Citizen League

Prior to the meeting, each person was contacted and asked if they were willing to participate. A discussion was conducted explaining the process regarding this issue.

Follow-up letters were sent with examples of events and trends so each would be prepared prior to the meeting (Appendix A). At the meeting, an introduction and overview of the subject were covered. Each person also introduced him/herself and stated why he/she was interested in a civilian review process.

The group was then asked to individually write a list of events which could affect the issue in question. Afterwards, a round robin method was used to record the ideas. The list was placed onto chart paper to avoid duplication and posted so

everyone could see. Once the list was completed, the group was asked to clarify the meaning of the items and why the items were relevant. The results were as follows:

EVENTS

1. Gang violence erupts
2. Juvenile with a toy gun is killed by police
3. Juvenile hangs himself
4. Labor strike
5. Election of a liberal Democratic Governor
6. Riot stemming from inappropriate police response at a college/high school
7. Use of AIDS virus as a weapon against police
8. Community group gets participation in the management of large police department
9. Agricultural virus hits Salinas Valley
10. Police officers charged with excessive force
11. Large state budget cut
12. High tech equipment used by police to violate a person's civil rights
13. Ku Klux Klan incites violence
14. Los Angeles Police Department disbands and sub-contracts law enforcement
15. Anti-police song incites riot
16. Earthquake costs take resources from police
17. Hazardous material spill handled improperly
18. Police vigilante group uncovered
19. Corruption discovered in police department

20. Supreme Court decision causes a police strike
21. Slow police response to a racial incident
22. United States decides to close Mexican border
23. Americans with Disabilities Act causes hiring of a handicapped police officer
24. Loss of local law enforcement control due to mandated regionalization
25. Business failure causes mass unemployment
26. Local politician arrested for assault with a deadly weapon on a police officer
27. Community Oriented Policing Program becomes integrated into police department
28. City watch group gets voice in city government
29. Los Angeles Police Department enters into joint police/civilian police review board
30. Voters defeat a state-wide mandate for civilian review boards

After the events, the same method was used to list the trends. The results were as follows:

TRENDS

1. Level of cultural diversity in California
2. Level of gang violence
3. Conservative activism due to liberalism
4. Level of police effectiveness where civilian review processes are present
5. Level of political power of the Hispanic community

6. Gay activists political influence in community
7. Level of domestic violence due to poverty and homelessness
8. Emphasis on educational levels
9. Level of pressure for Affirmative Action
10. Review process' impact on law enforcement professionalism
11. Stockholder syndrome effects on a civilian review process
12. Emphasis on new techniques for riot training
13. Accountability of police to public
14. Worker displacement due to technology
15. Interaction of new political power groups vs. old political power groups
16. Level of distrust for government
17. Level of state-wide jail population
18. Community collaboration efforts
19. Ability of chief to set ethical/moral standards
20. Level of police training
21. Ethnic sensitivity requirements at recruit academies
22. Law enforcement as a career
23. Sizing of specialized units to meet community needs
24. Level of community support
25. Police and governments ability to meet public need
26. "White Flight"
27. Police reserve officers' influence on ability to provide services
28. Level of law enforcement acceptance of civilian review processes
29. Level of governmental costs due to review processes
30. Emphasis on privacy issues due to technological advances
31. California's coming of age
32. Level of law suits for excessive force against law enforcement

The group then prioritized the events and trends to attain the top ten listing of each, as follows:

- Event 1 - Gang violence erupts
 - Event 2 - Large state budget cut
 - Event 3 - Community group gets participation in the management of large police department
 - Event 4 - Police officers charged with excessive force
 - Event 5 - Riot stemming from inappropriate police response at a college/high school
 - Event 6 - High tech equipment used by police to violate a person's civil rights
 - Event 7 - Election of a liberal Democratic Governor
 - Event 8 - Juvenile with a toy gun is killed by police
 - Event 9 - Slow police response to a racial incident
 - Event 10 - Loss of local law enforcement control due to mandated regionalization
-
- Trend 1 - Level of political power of the Hispanic community
 - Trend 2 - Level of pressure for Affirmative Action
 - Trend 3 - Level of cultural diversity in California
 - Trend 4 - Review process' impact on law enforcement professionalism
 - Trend 5 - Level of police training
 - Trend 6 - Interaction of new political power groups vs. old political power groups
 - Trend 7 - Level of police effectiveness where civilian review processes are present
 - Trend 8 - Accountability of police to public

Trend 9 - Police and governments ability to meet public needs

Trend 10 - Conservative activism due to liberalism

After the top ten events and trends were selected, further discussion did not change the group's initial decision.

Having completed the event and trend identification and rank ordering, the same group was then asked to perform a Modified Conventional Delphi forecasting process.

EVENT EVALUATION

As a forecasting group they were asked to complete an events evaluation form. The group used the existing ten events which had been developed during the Nominal Group Technique process. These ten events were examined by the group in relation to their probability of occurring (0-100) both five years from now (1998) and ten years from now (2003). The group was also asked to forecast the number of years until the probability of an event happening first exceeds zero. If an event was to happen it had to occur within a ten year time span.

As previously mentioned, the group represented a plethora of feelings about civilian review processes. It was obvious that some of the more liberal members definitely felt that civilian review processes were going to be mandated and it would only be a matter of time. One even spent several minutes making a speech about the fact that it will happen.

After the initial forecasting was completed, a group discussion took place about each event and a second forecasting of the same events took place. The second forecast allowed for any change of opinion and the totals were used to compile the median figures for Table 1.

EVENT EVALUATION MEDIANS

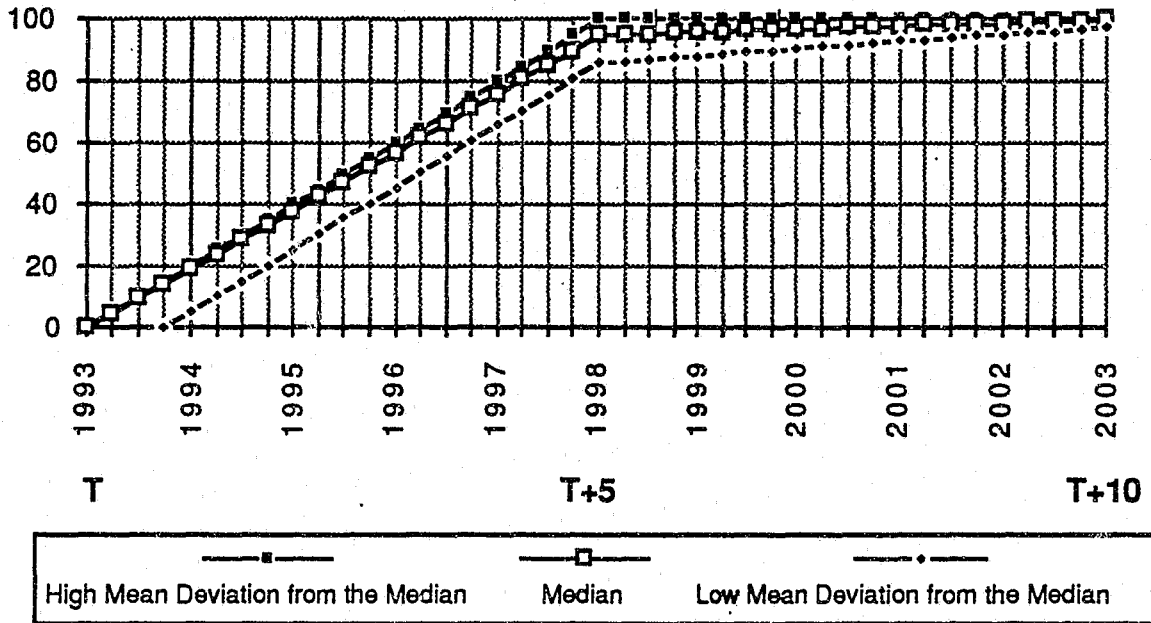
TABLE 1

N = 12

EVENT EVALUATION FORM What will be the role of civilian review in culturally diverse, mid-size cities in California by the year 2003?		PROBABILITY FORECASTS (Medians)		
EVENT STATEMENT		Years Until Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)
Event 1	Gang Violence Erupts	0	95	100
Event 2	Large State Budget Cut	2	65	77.5
Event 3	Community Group Gets Participation in Management of Large Police Department	3.5	65	90
Event 4	Police Officer Charged with Excessive Force	8	0	20
Event 5	Riot Stemming from Inappropriate Police Response at a College/High School	5	20	67.5
Event 6	High Tech Equipment Used by Police to Violate a Person's Civil Rights	5	12.5	47.5
Event 7	Election of a Liberal Democratic Governor	2	100	100
Event 8	Juvenile with a Toy Gun is Killed by Police	0	37.5	45
Event 9	Slow Police Response to a Racial Incident	2	35	55
Event 10	Loss of Local Law Enforcement Control Due to Mandated Regionalization	8.5	5	52.5

To graphically illustrate the forecast this author then prepared event charts using the group's individual figures. They indicate the high and low mean deviation, median, and comments regarding the group's thoughts on the events. The use of high and low mean deviation from the median softens the possibility of a single individual from skewing the data. This was used on all graphs even though there may have been a close consensus on the issue.

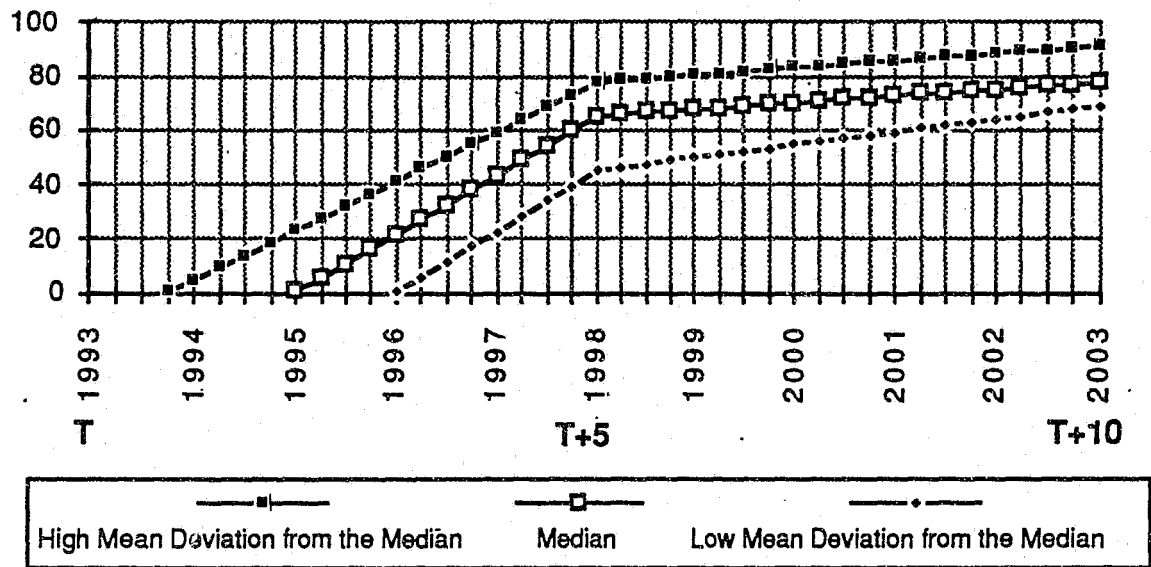
EVENT ONE
Gang Violence Erupts
N = 12



The median for probability is 0 with a high mean of 0 and a low mean of 0.75. The probability median for five years is 95 with a high mean of 100 and a low mean of 86.25. At ten years, the probability median is 100 with a high mean of 100 and a low mean of 97.5.

During the NGT, the group listed this event as number 1 of 32 which were identified. Even though the initial discussion had this happening during the summer of 1997, the voting reflects it could happen today and the probability increases sharply with the passage of time. The group felt this is an event which is definitely going to happen and impact civilian review processes. As with all the events except one, this borders on the line between the political and social nature.

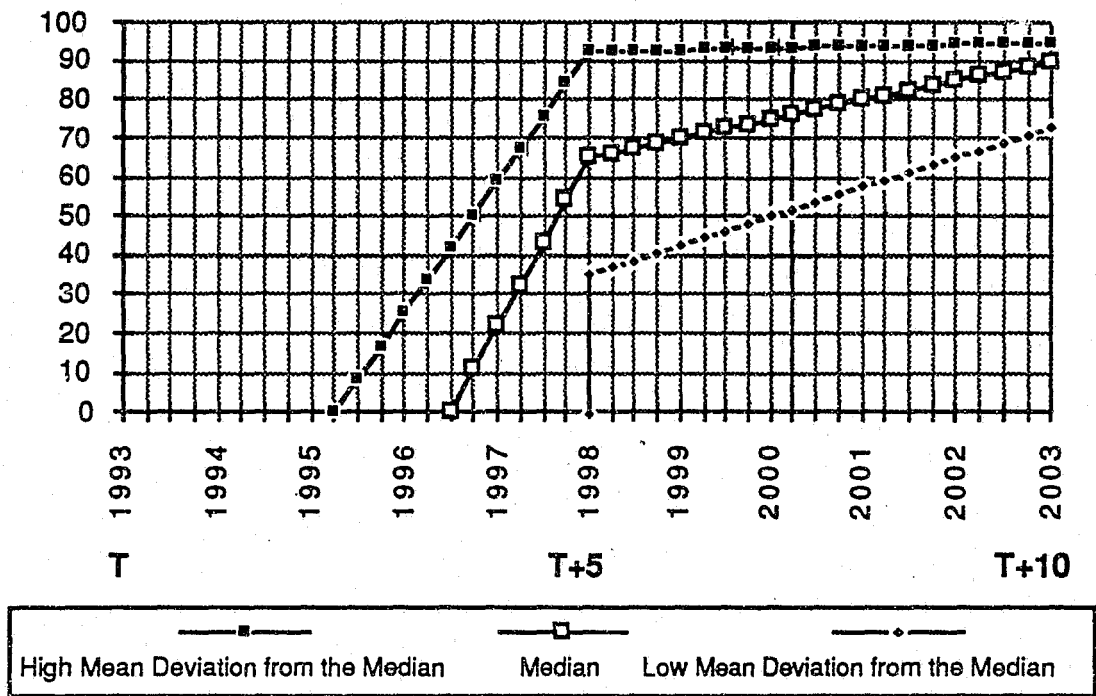
EVENT TWO
Large State Budget Cut
N = 12



This chart indicates that the median for years until probability passed zero is 2 with a high mean of 0.75 and a low mean of 3. The probability median for five years is 65 with a high mean of 77.5 and a low mean of 45. At ten years the probability median is 77.5 with a high mean of 91.25 and a low mean of 68.75.

During the NGT, the group listed this event as number 11 of 32 which were identified. The group felt that the economy will worsen over the next few years and that projected budget cuts in 1996 would have a negative affect on any state funding for a civilian review process. The increase in the number of people availing themselves of publicly funded services and the concomitant decrease in the tax paying populace will, by necessity, produce a reduction in funding for peripheral programs. There was significant discussion about whether agencies could survive if the state continues to mandate programs without funding them. None of the participants felt there could be a civilian review process without it costing someone.

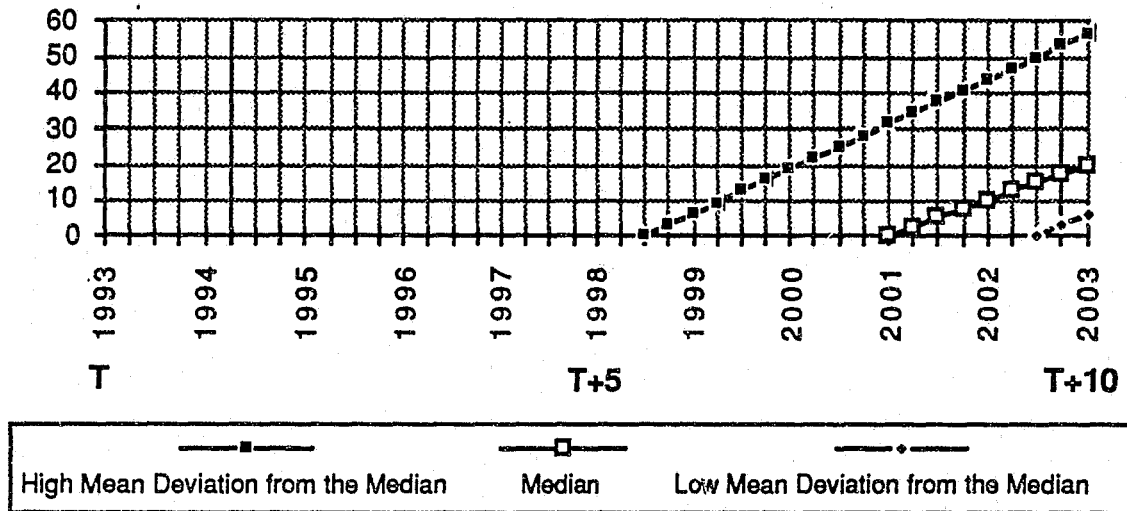
EVENT THREE
Community Group Gets Participation in the Management
of Large Police Department
N = 12



This chart shows that the median for years until probability passed zero is 3.5 with a high mean of 2.25 and a low mean of 5. The probability median for five years is 65 with a high mean of 92.5 and a low mean of 35. At ten years, the probability median is 90 with a high mean of 95 and a low mean of 72.5.

During the NGT, the group listed this event as number 8 of 32 which were identified. Two major factors came into play. One was that four of the group who were members of the League of United Latin American Citizens and one of the two from the National Association for the Advancement of Colored People felt that there was a strong probability that a liberal Democratic Governor will be elected in 1994. This would enhance their group's chances of attaining more power, thus forcing their way into the system. Secondly, others felt it would happen due to the trend towards a community-based policing philosophy.

EVENT FOUR
Police Officers Charged with Excessive Force
N = 12

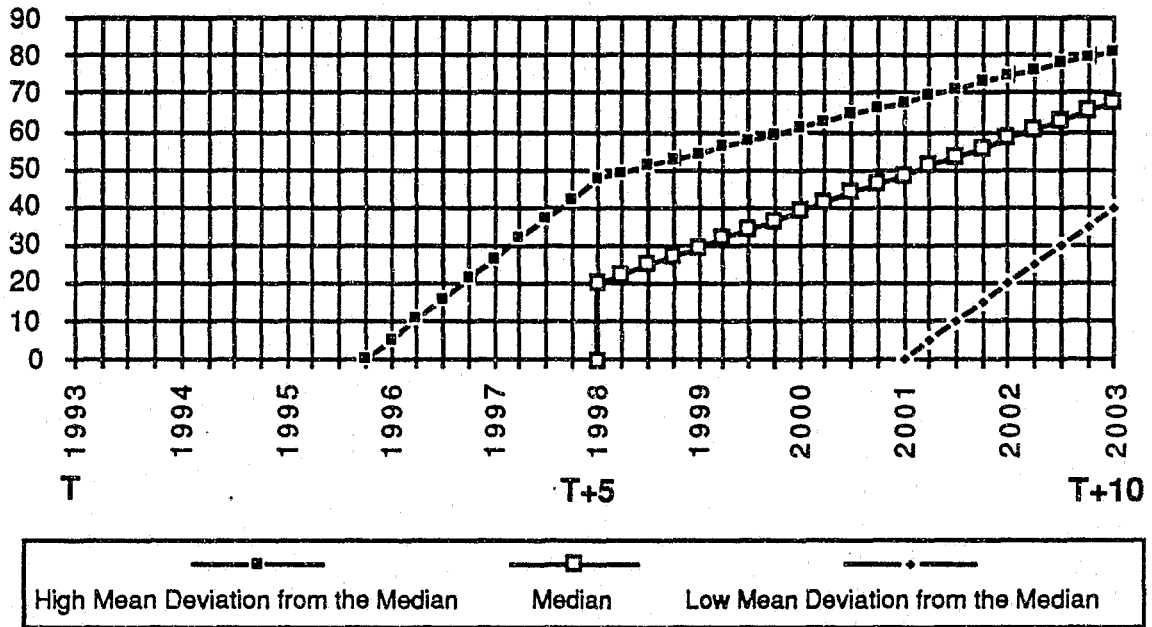


As the chart reflects, the median for years until probability passed zero is 8 with a high mean of 5.5 and a low mean of 9.5. The probability median for five years is 0 with a high mean of 0 and a low mean of 0. At ten years, the probability median is 20 with a high mean of 56.25 and a low mean of 6.25.

During the NGT, the group listed this event as number 10 of 32 which were identified.

After reviewing notes of the meeting, it was hard to figure the probability factors on this chart. There was a verbal consensus during the discussion that it would definitely happen by 1996, but the high median probability only gives it a 20% chance of happening by 2003.

EVENT FIVE
Riot Stemming from Inappropriate Police Response
at a College/High School
N = 12

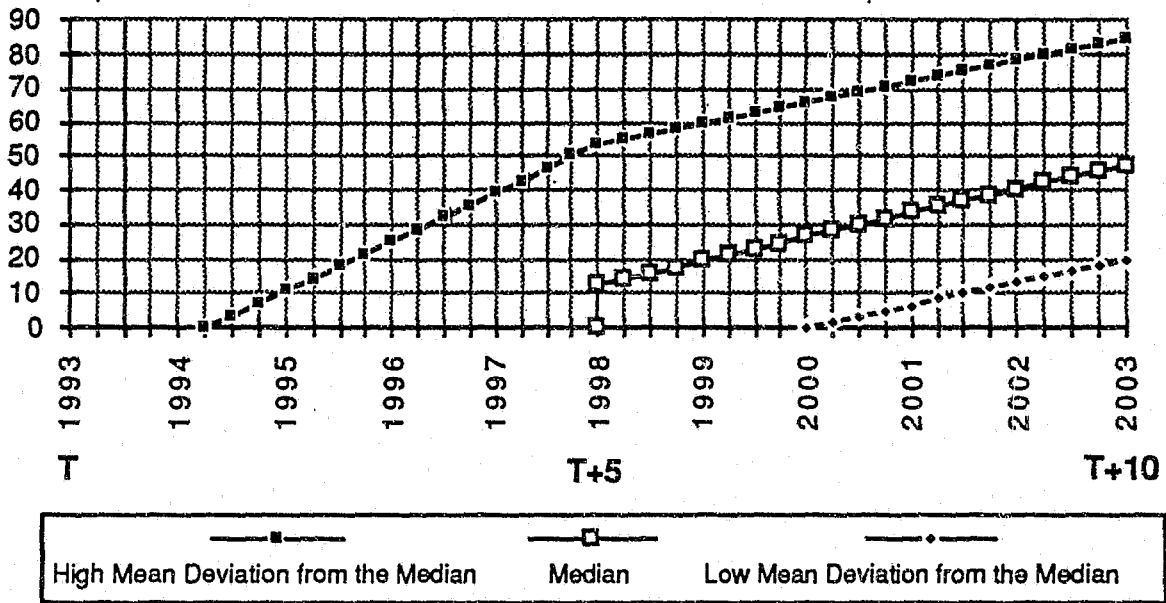


The median for years until probability passed zero is 5 with a high mean of 2.75 and a low mean of 8. The probability median for five years is 20 with a high mean of 47.5 and a low mean of 0. At ten years the probability median is 67.5 with a high mean of 81.25 and a low mean of 40.

During the NGT, the group listed this event as number 6 of 32 which were identified.

At first, this discussion dealt with the possibility that a riot might occur in Salinas at the Junior College. It then widened to cover any city with a population over 100,000. The significance of the event was that several members of the group (the ones involved in ethnic organizations) were positive that the police would respond inappropriately.

EVENT SIX
High Tech Equipment Used by Police to Violate
a Person's Civil Rights
N = 12

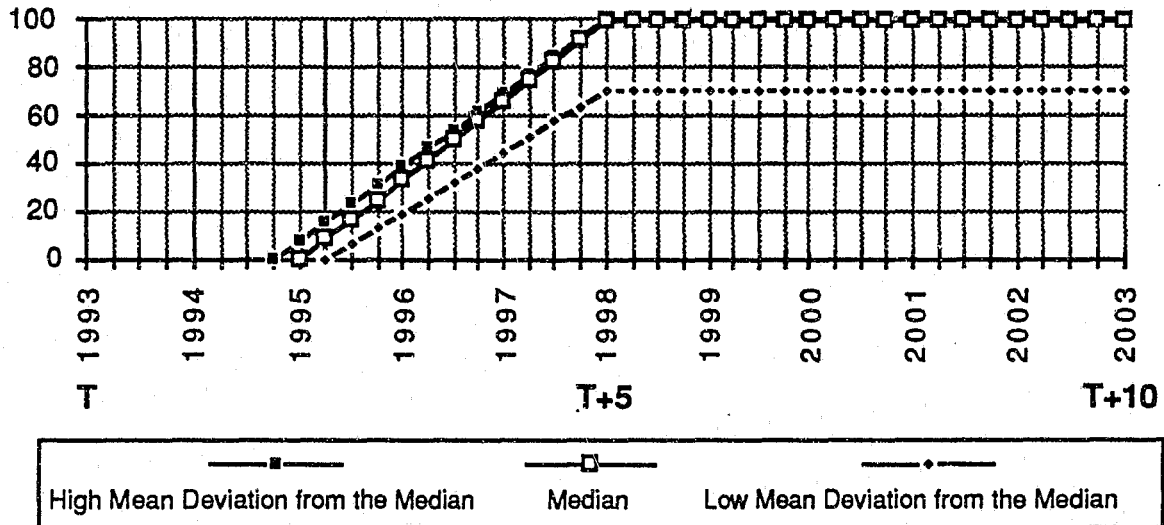


As the chart points out, the median for years until probability passed zero is 5 with a high mean of 2.25 and a low mean of 7. The probability median for five years is 12.5 with a high mean of 55 and a low mean of 0. At ten years the probability median is 47.5 with a high mean of 85 and a low mean of 20.

During the NGT, the group listed this event as number 12 of 32 which were identified.

When this event was initially discussed, the group expressed the opinion that it could happen any time. Some members felt that new technology would evolve which would enable the police to obtain information more easily. The members outside the police circle had no idea that the technology is currently available. Once explained that indiscretions could be done today, probability moved the event ahead a few years with a zero probability until 1998.

EVENT SEVEN
Election of a Liberal Democratic Governor
N = 12

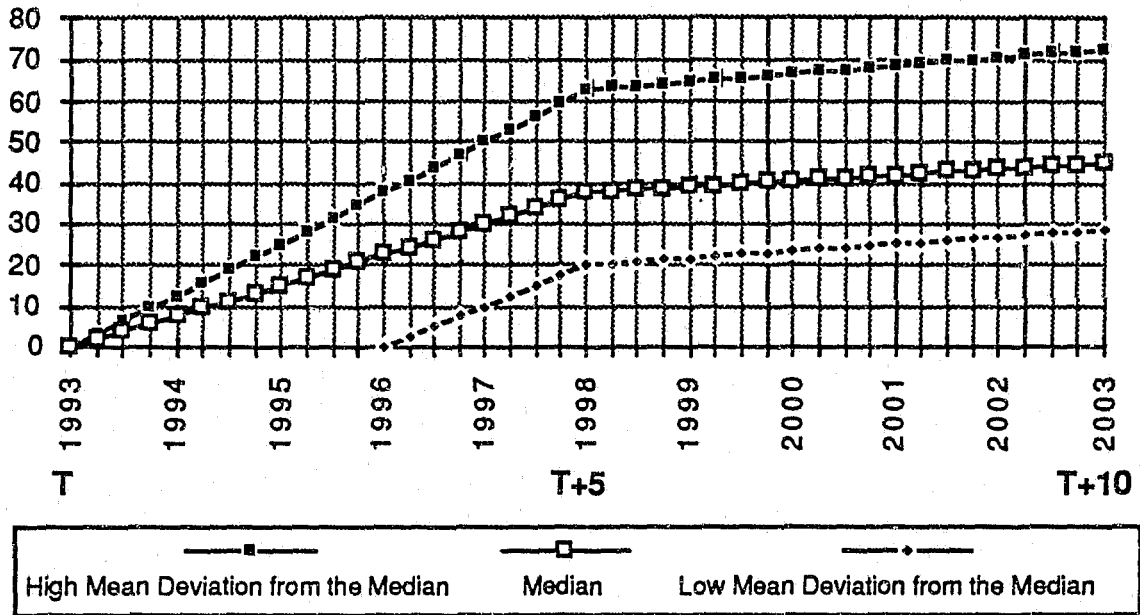


This chart presents a median for years until probability passed zero that is 2 with a high mean of 1.75 and a low mean of 2.25. The probability median for five years is 100 with a high mean of 100 and a low mean of 70. At ten years, the probability median is 100 with a high mean of 100 and a low mean of 70.

During the NGT, the group listed this event as number 7 of 32 which were identified.

This chart is not reflective of the group's stated opinion on a Democratic Governor. As mentioned before, the group as a whole expressed it was extremely likely that a liberal Democratic Governor would be elected in 1994. After the voting took place, a Democratic Governor will not be elected until 1998. Once again, it was stated by some of the minority members of the NGT that a Democratic Governor would be more liberal, thus paving the way for civilian review processes to become mandated.

EVENT EIGHT
Juvenile with a Toy Gun is Killed by Police
N = 12

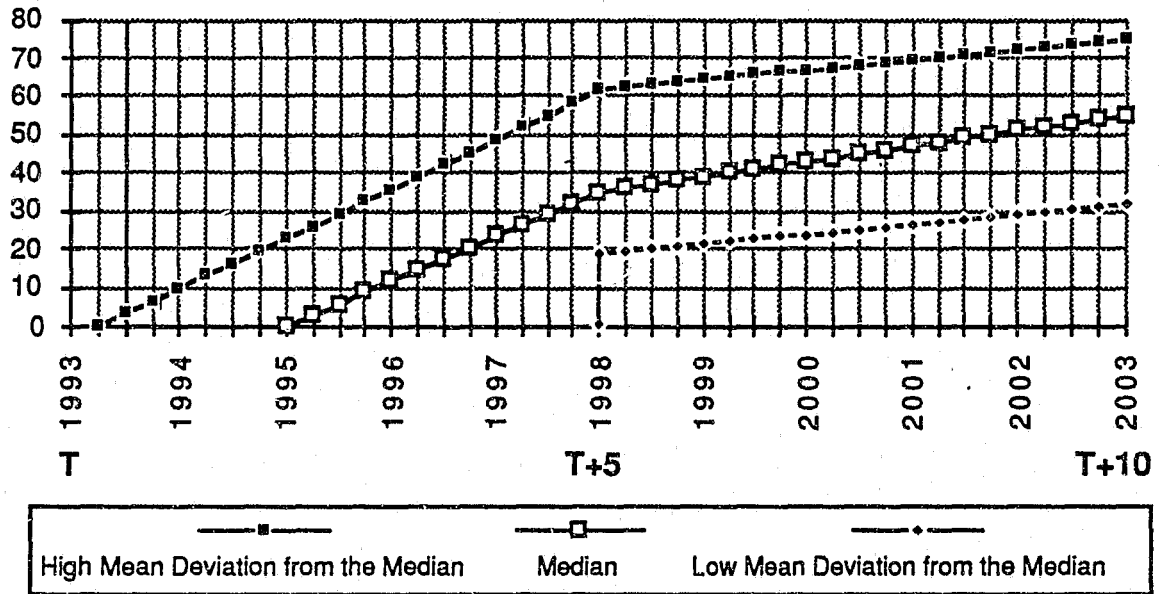


As the chart shows, the median for years until probability passed zero is 0 with a high mean of 0 and a low mean of 3. The probability median for five years is 37.5 with a high mean of 62.5 and a low mean of 20. At ten years, the probability median is 45 with a high mean of 72.5 and a low mean of 28.75.

During the NGT, the group listed this event as number 2 of 32 which were identified.

The group felt this event could happen today. The more police/juvenile contacts, the more likely the incident. The outcomes varied, based upon possible events occurring in the particular community at the time. Outwardly, one thing that was not particularly important to the group was the ethnicity of the juvenile or the officers. There were, however, underlying currents which reflected different thoughts. Even though nothing was stated overtly, this author heard side discussions implying that such a shooting would involve a minority.

EVENT NINE
Slow Police Response to a Racial Incident
N = 12

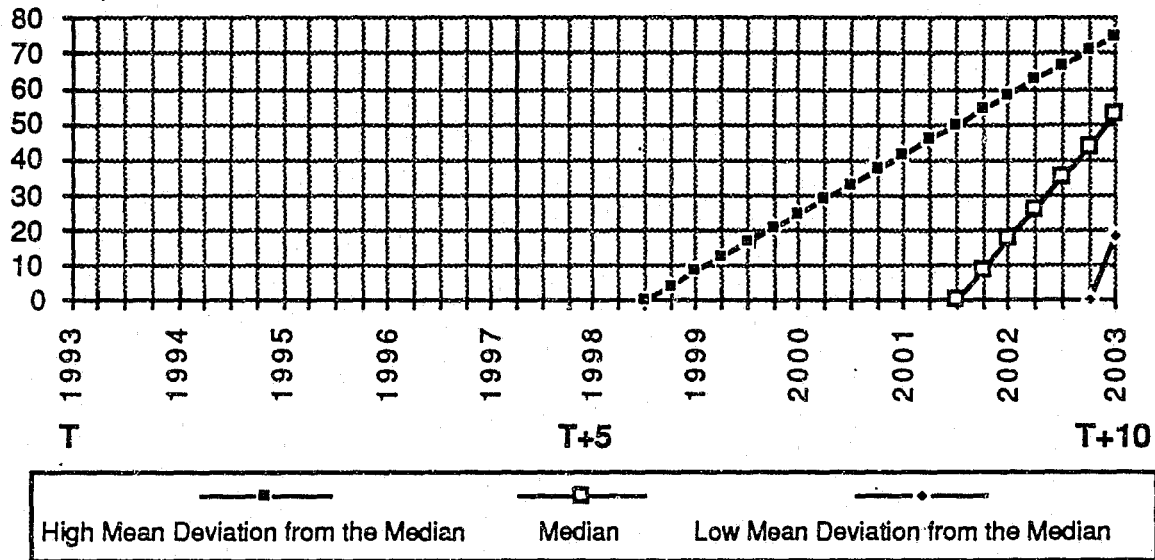


As the chart indicates, the median for years until probability passed zero is 2 with a high mean of 0.25 and a low mean of 5. The probability median for five years is 35 with a high mean of 61.5 and a low mean of 18.75. At ten years, the probability median is 55 with a high mean of 75 and a low mean of 31.75.

During the NGT, the group listed this event as number 21 of 32 which were identified.

The example most discussed regarding this event was the Los Angeles Police Department response to the riots after the Rodney King verdict. It was interesting that most condemned the lack of response, but offered no alternatives. Due to the recent publicity, this could very likely have been a catalyst towards mandating a civilian review process. This author was; therefore, surprised that it was not ranked higher.

EVENT TEN
Loss of Local Law Enforcement Control
due to Mandated Regionalization
N = 12



As the chart reflects, the median for years until probability passed zero is 8.5 with a high mean of 5.5 and a low mean of 10. The probability median for five years is 0. At ten years the probability median is 52.5 with a high mean of 75 and a low mean of 18.75.

During the NGT, the group listed this event as number 24 of 32 which were identified.

This was one of the negative events that the group saw impacting the probability of mandated civilian review processes. Discussion dealt with the loss of local control and the fact a more regionalized policing agency would be more independent. Considering the probability factors and the listing of the other events, this author was surprised that this event made the top ten.

TREND EVALUATION

A trend evaluation form was then passed out to each member of the Modified Conventional Delphi Group to evaluate the top ten identified trends. The group employed a ratio scale and determined the trend levels of five years ago and then forecasted five years and ten years into the future. The fixed point of the scale was 1993, which was set at 100. A trend value of 100 was given for today. A trend with less than today would have a value less than 100, and a trend greater than today would be in excess of 100.

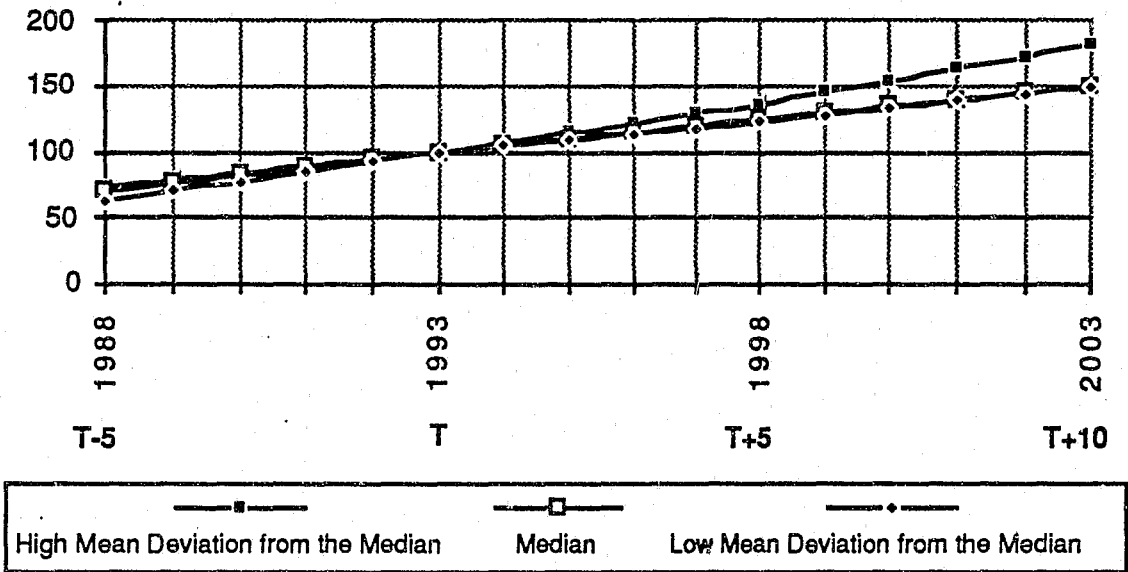
After the initial evaluation took place, the results were discussed openly and a second forecasting evaluation was conducted by each member. The medians for the group trend figures were compiled and placed on a trend evaluation form, Table 2.

TREND EVALUATION MEDIANS
TABLE 2

TREND STATEMENT		Level of Trend (Median Forecasts; N = 12) Today (1993) = 100			
		5 Years Ago	TODAY	5 Years From Now	10Years From Now
Trend 1	Level of Political Power of the Hispanic Community	70	100	125	150
Trend 2	Level of Pressure for Affirmative Action	90	100	110	120
Trend 3	Level of Cultural Diversity in California	85	100	120	140
Trend 4	Review Process' Impact on Law Enforcement Professionalism	100	100	110	120
Trend 5	Level of Police Training	85	100	120	140
Trend 6	Interaction of New Political Power Groups vs. Old Political Power Groups	50	100	122.5	130
Trend 7	Level of Police Effectiveness Where Civilian Review Processes are Present	100	100	102.5	107.5
Trend 8	Accountability of Police to Public	100	100	120	130
Trend 9	Police and Government's Ability to Meet Public Needs	80	100	90	80
Trend 10	Conservative Activism Due to Liberalism	117.25	100	120	115

Once again, to graphically illustrate the forecasts, this author then prepared trend charts using the group's individual figures. They indicate the high and low mean deviation, median and components regarding the group's thoughts of the trends. The use of high and low mean deviations from the median softens the possibility of a single individual from skewing the data. This was used on all graphs even though there may have been a close consensus on the issue.

TREND ONE
Level of Political Power of the Hispanic Community
N = 12

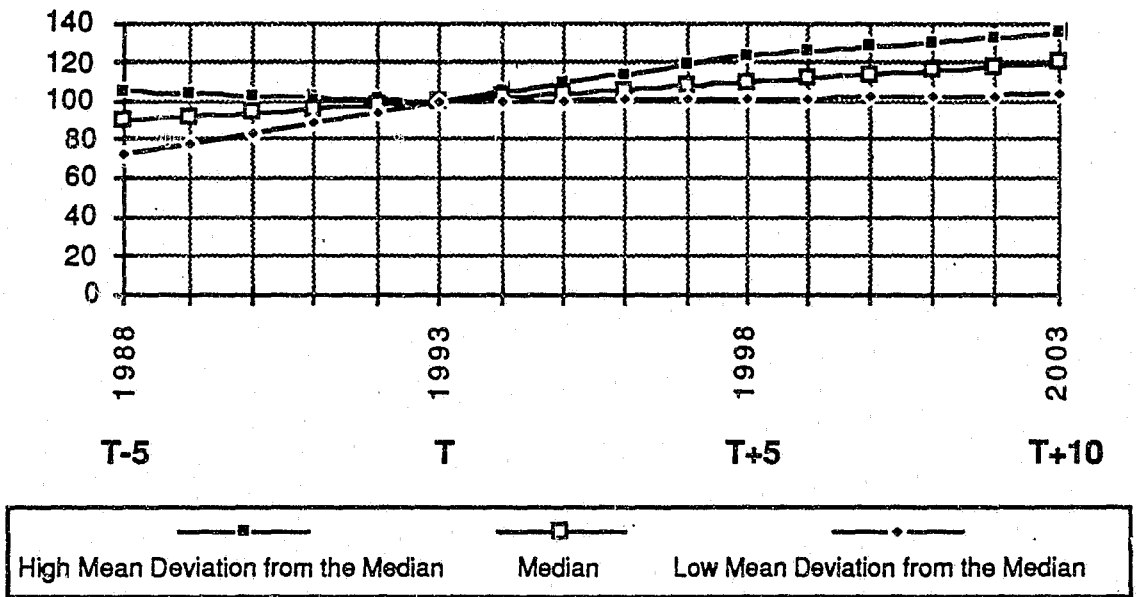


As this chart denotes, today (1993) all values are 100. Five years ago the median was 70 with a high mean of 73.5 and a low mean of 62.5. Five years into the future the median is 125 with a high mean of 136.25 and a low mean of 122.5. Ten years from now the median is 150 with a high mean of 182.5 and a low mean of 150.

During the NGT, the group listed this trend as number 5 of 32 which were identified.

The group held the relatively consistent opinion that the Hispanic community steadily gained political power during the past five years. They also felt that there would continue to be a marked increase of power over the next ten years. This was important to the subject issue because the League of United Latin American Citizens is one of the biggest proponents of a civilian review process.

TREND TWO
Level of Pressure for Affirmative Action
N = 12

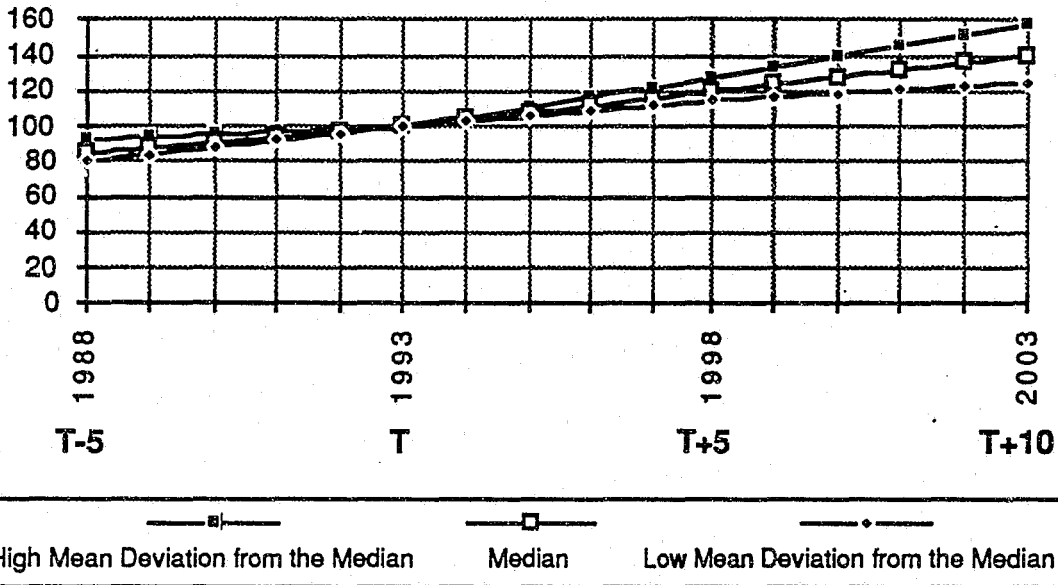


Today (1993) all values are 100. Five years ago, the median was 90 with a high mean of 105 and a low mean of 72.5. Five years into the future the median is 110 with a high mean of 123.75 and a low mean of 101.25. Ten years from now the median is 120 with a high mean of 135 and a low mean of 103.75.

During the NGT, the group listed this trend as number 9 of 32 which were identified.

As a whole, the group felt Affirmative Action has been an important issue. They expected it to continue to be a focal point for the entire ten year period. Some felt that police departments had made great efforts to recruit minorities and women, others felt things had changed very little.

TREND THREE
Level of Cultural Diversity in California
N = 12

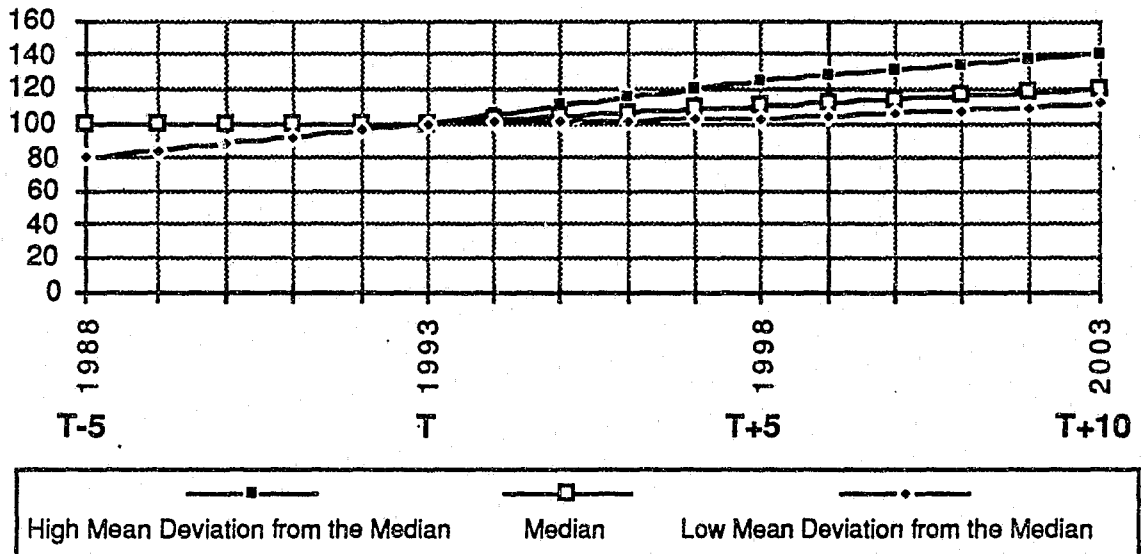


As the chart reflects, today (1993) all values are 100. Five years ago the median was 85 with a high mean of 92.5 and a low mean of 80. Five years into the future the median is 120 with a high mean of 127.5 and a low mean of 115. Ten years from now the median is 140 with a high mean of 157.5 and a low mean of 125.

During the NGT, the group listed this trend as number 1 of 32 which were identified.

This issue is extremely important due to policing problems over the past several decades. The group saw this trend continuing for years to come. It was seen as extremely important regarding Hispanics and Asians as they felt language barriers create problems. Instead of people becoming incorporated into the American culture the immigrants are clinging to their own cultures. Isolated pockets of people of like cultures form and this makes them difficult to police. The group also noted the large and growing number of youth in California.

TREND FOUR
Review Boards Impact on Law Enforcement Professionalism
N = 12

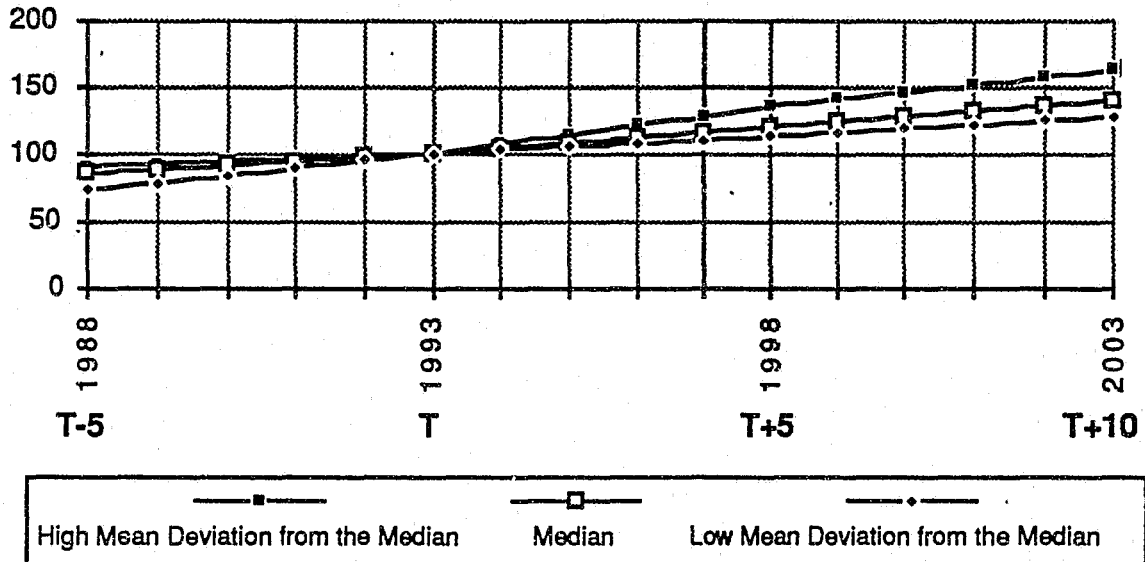


All values on this chart are 100 today (1993). Five years ago the median was 100 with a high mean of 100 and a low mean of 80. Five years into the future the median is 110 with a high mean of 125 and a low mean of 102.5. Ten years from now the median is 120 with a high mean of 141.25 and a low mean of 111.25.

During the NGT, the group listed this trend as number 10 of 32 which were identified.

Several jurisdictions currently have civilian review processes. The group felt that more enlightened communities would continue to adopt civilian review processes without a mandate. By having to deal with a civilian review process, police agencies would then take steps to have more cultural sensitivity training towards minorities and, therefore, become more professional in their actions.

TREND FIVE
Level of Police Training
N = 12

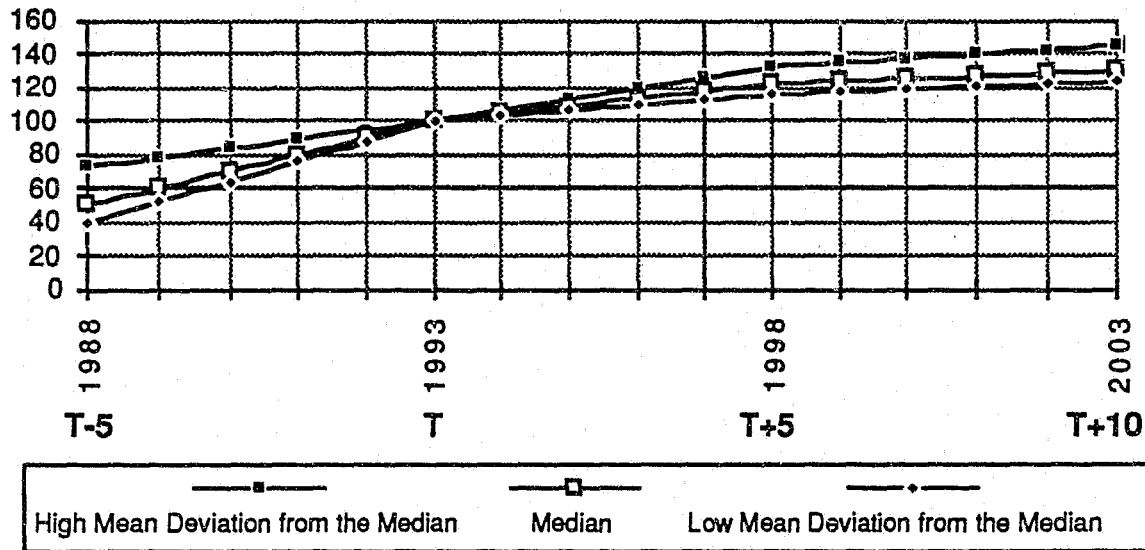


On this chart also, today's (1993) value is 100. Five years ago the median was 85 with a high mean of 90 and a low mean of 72.5. Five years into the future the median is 120 with a high mean of 135 and a low mean of 112.5. Ten years from now the median is 140 with the high mean of 162.5 and a low mean of 127.5.

During the NGT, the group listed this trend as number 20 of 32 which were identified.

The group felt that many of the negative events in which police were involved would cause the trend in training to become more positive. Bad press would cause academies to change their curriculum, specifically in the areas of the use of force, cultural training, and communication skills.

TREND SIX
Interaction of New Political Power Groups
vs.
Old Political Power Groups
N = 12

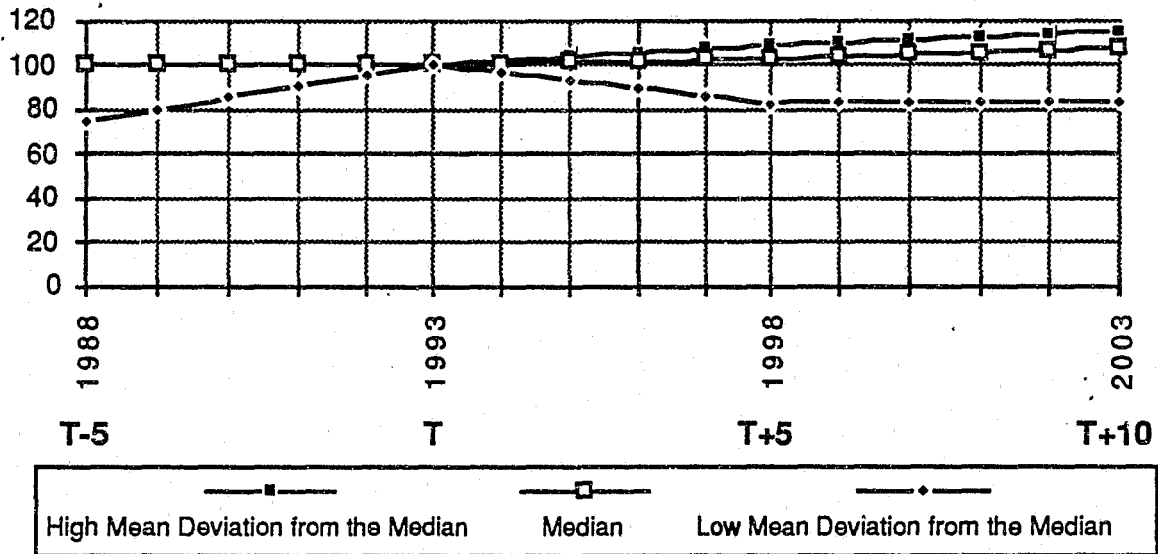


Once again all values today (1993) are 100. Five years ago the median was 50 with a high mean of 72.5 and a low mean of 40. Five years into the future the median is 122.5 with a high mean of 132.5 and a low mean of 116.25. Ten years from now the median is 130 with a high mean of 145 and a low mean of 123.75.

During the NGT, the group listed this as number 15 of 32 identified trends.

The discussion of political power groups arose from one person's political views which were related to the group. It was never fully explained what was meant other than a change of power. The changes of power occur both within a political group and from one political group to another. The group saw dramatic changes during the last five years and with the verbally expressed predicted election of a Democratic Governor in 1994, foresaw a continued sharp increase. The group felt five years from now the incline would taper off after the Democrats are in power.

TREND SEVEN
Level of Police Effectiveness Where Review Processes
Are Present
N = 12

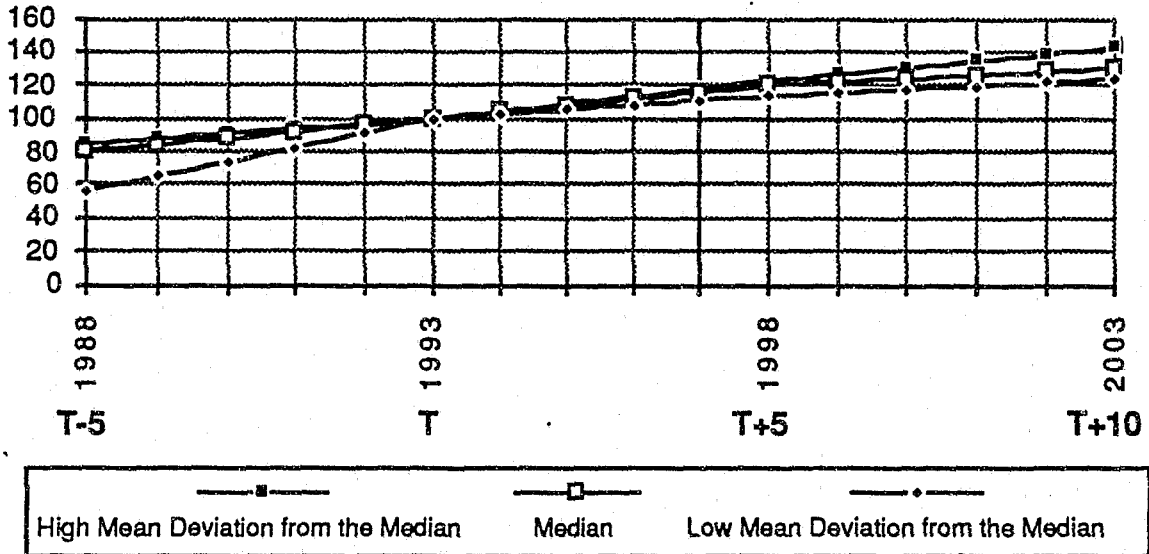


As the chart reflects, today (1993) all values are 100. Five years ago the median was 100 with a high mean of 100 and a low mean of 75. Five years into the future the median is 102.5 with a high mean of 108.75 and a low mean of 82.5. Ten years from now the median is 107.5 with a high mean of 115 and a low mean of 83.75.

During the NGT, the group listed this trend as number 4 of 32 which were identified.

The discussion centered on the question: "Would police officers cease to take positive actions if a civilian review process was implemented?" Would the police fear that any forceful action be seen as excessive force? Would this foster an attitude of "just do the job and don't get involved"? The group, as a whole, wanted to believe the police would adjust to a review process and continue to do their jobs.

TREND EIGHT
Accountability of Police to Public
N = 12

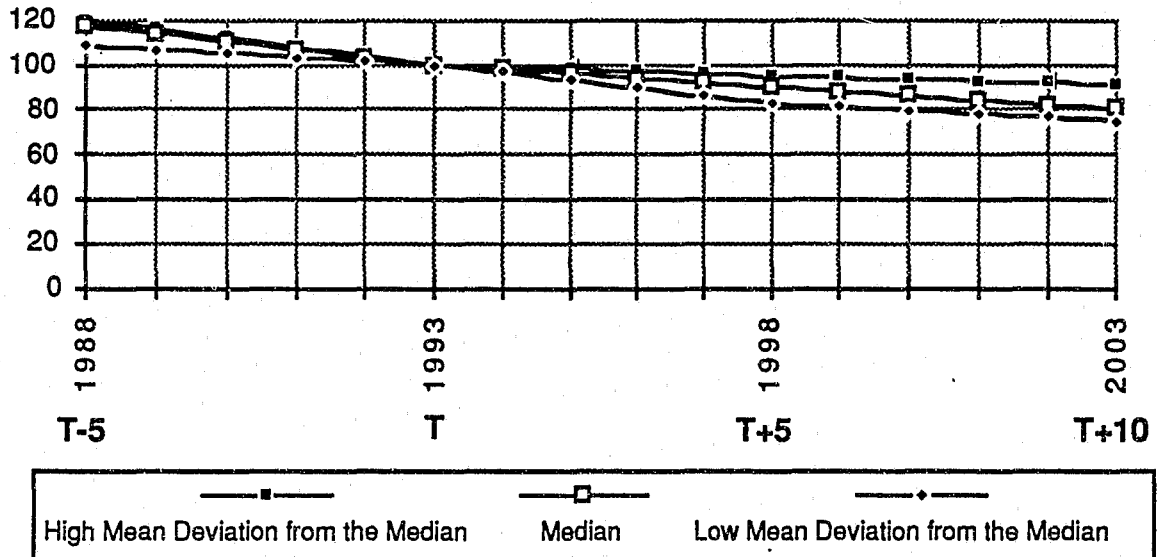


As the chart denotes, today (1993) all values are 100. Five years ago the median was 80 with a high mean of 85 and a low mean of 56.25. Five years into the future, the median is 120 with a high mean of 122.5 and a low mean of 113.75. Ten years from now the median is 130 with a high mean of 142.5 and a low mean of 123.75.

During the NGT, the group listed this trend as number 13 of 32 which were identified.

The trend toward being more accountable has existed for some time. The group felt there would continue to be an upward movement created, not only by the public, but the police themselves. Prime examples were the basic car plan in Los Angeles and the trend toward community oriented policing philosophies.

TREND NINE
Police and Government's Ability to Meet Public Needs
N = 12

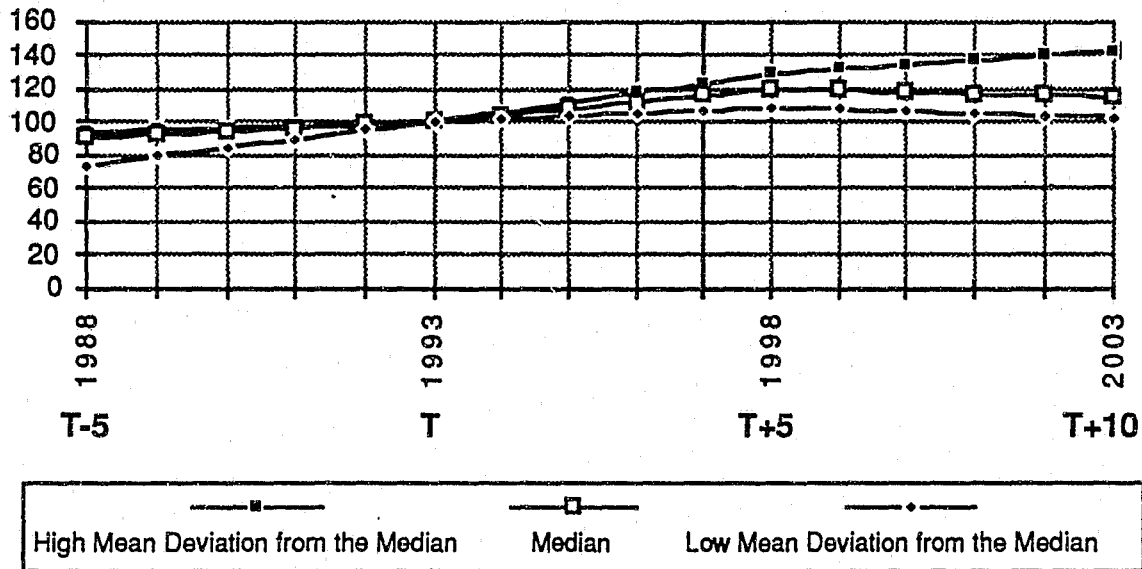


As the graph indicates, today (1993) all values are 100. Five years ago the median was 117.25 with a high mean of 120 and a low mean of 108.75. Five years into the future the median is 90 with a high mean of 95 and a low mean of 82.5. Ten years from now the median is 80 with a high mean of 91.25 and a low mean of 75.

During the NGT, the group listed this trend as number 25 of 32 which were identified.

Money, or the lack thereof, was the basis for this trend. How can police or government continue to provide programs and services if there is no funding? The economy is still in a downward spiral and the group expects it to continue. The chart reflects that the consensus of opinion was very close.

TREND TEN
Conservative Activism Due to Liberalism
N = 12



As the chart reflects, today (1993) all values are 100. Five years ago the median was 90 with a high mean of 93.75 and a low mean of 73.75. Five years into the future the median is 120 with a high mean of 128.75 and a low mean of 108.75. Ten years from now a median is 115 with the high mean of 142.5 and a low mean of 102.5.

During the NGT, the group listed this trend as number 3 of 32 which were identified.

As a political trend, the group felt that there has been a fight to get more liberal democrats into power. They expect this to happen in the 1994 election and then expect to see a sharp backlash by the conservatives for four years until the 1998 governor's election. It was felt that after the backlash abated, for a while, there would be more mutual agreement.

CROSS-IMPACT ANALYSIS

Cross-impact analysis was utilized to further consider and comprehend how the events would affect each other and how the events would affect the trends. The same two police captains who assisted in the refinement of the issue question assisted this author in the cross-impact analysis. Between the three people is a total of seventy years of law enforcement experience.

On the event-to-event cross-impact evaluation matrix, events are listed vertically, then horizontally. The panel then individually estimated how each event would impact the other event based on their individual law enforcement experience.

The estimation probabilities were compiled, both positive and negative. A value of 0 was given as neutral, any positive values were marked "+" and negative values were marked "-". The estimations range from 0 to 100 and were strictly educated guesses, whether the events had any affect on each other. If they did, a numerical value was assigned to them.

The actors columns on the matrix depicts the number of events that were impacted. The reactors column indicates the number of times that an event was reactive.

The panel then discussed the individual estimations and came to a consensus. Those consensus figures were then placed onto an event-to-event cross-impact evaluation matrix, Table 3.

EVENT-TO-EVENT CROSS-IMPACT EVALUATION MATRIX

TABLE 3

Consensus ~ N = 3

IMPACTING EVENT	IMPACTED EVENT										ACTORS
	E - 1	E - 2	E - 3	E - 4	E - 5	E - 6	E - 7	E - 8	E - 9	E - 10	
E - 1	X	-5	+25	+30	+50	0	+5	0	+30	+20	7
E - 2	+2	X	+5	0	-5	0	0	0	+5	+5	5
E - 3	+15	0	X	+60	+45	+10	0	+20	+25	-5	7
E - 4	+25	0	+25	X	25	0	0	+30	+50	0	5
E - 5	+30	-5	+40	+50	X	0	+5	+20	+25	-5	8
E - 6	0	0	+30	0	0	X	0	0	0	-5	2
E - 7	0	-25	+5	0	0	0	X	0	0	0	2
E - 8	-5	0	+20	+35	+25	0	0	X	-5	0	5
E - 9	-15	-5	+25	-60	-70	0	0	+20	X	-10	7
E - 10	-5	+10	-50	-20	+10	-5	0	+5	+20	X	8
REACTORS	7	5	9	6	7	2	2	5	7	6	X

Event 1 - Gang violence erupts

Event 2 - Large state budget cut

Event 3 - Community group gets participation in the management of large police department

Event 4 - Police officers charged with excessive force

Event 5 - Riot stemming from inappropriate police response at a college/ high school

Event 6 - High tech equipment used by police to violate a person's civil rights

Event 7 - Election of a liberal Democratic Governor

Event 8 - Juvenile with a toy gun is killed by police

Event 9 - Slow police response to a racial incident

Event 10 - Loss of local law enforcement control due to mandated regionalization

With the same members on the panel, the event-to-trend cross-impact matrix was compiled in much the same manner. The difference was in estimating how an event would affect trends if the event occurred. The independent comparisons were made, and there were some opposing opinions, with directly opposing members. After discussing these findings, it was found that, in reality, there was agreement. It was a misunderstanding in assessing the negative issues which, keeping the subject matter in mind, called for positive responses.

The consensus figures were then transposed to the event-to-trend cross-impact matrix impacted trends, Table 4.

EVENT-TO-TREND CROSS-IMPACT EVALUATION MATRIX

TABLE 4

Consensus ~ N = 3

EVENT	T-1	T-2	T-3	T-4	T-5	T-6	T-7	T-8	T-9	T-10	ACTORS
E-1	+25	0	+15	+20	+10	+5	+20	-10	-25	+15	9
E-2	+10	0	-15	-5	-10	+10	-10	-5	+40	+10	9
E-3	+15	+20	+20	+20	+5	+5	-15	+40	+20	-10	10
E-4	+10	+15	0	+15	+15	+5	+20	+30	-20	0	8
E-5	+2	+10	0	+5	+5	+12	-20	+5	-20	-5	9
E-6	+2	0	0	0	+1	0	-20	+10	0	-2	5
E-7	+15	+15	0	+1	0	+30	0	0	-10	+10	6
E-8	+10	0	0	+5	+2	0	+10	+5	0	0	5
E-9	+60	+40	+30	+20	+10	+10	-30	+20	-25	-10	10
E-10	-10	+5	0	+5	+5	-9	-10	+10	+10	+5	9
REACTORS	10	6	4	9	9	8	9	9	8	8	

- | | | | | | |
|----------|---|---|----------|---|---|
| Event 1 | - | Gang violence erupts | Trend 1 | - | Level of political power of the Hispanic community |
| Event 2 | - | Large state budget cut | Trend 2 | - | Level of pressure for Affirmative Action |
| Event 3 | - | Community group gets participation in the management of large police department | Trend 3 | - | Level of cultural diversity in California |
| Event 4 | - | Police officers charged with excessive force | Trend 4 | - | Review process' impact on law enforcement professionalism |
| Event 5 | - | Riot stemming from inappropriate police response at a college/high school | Trend 5 | - | Level of police training |
| Event 6 | - | High tech equipment used by police to violate a person's civil rights | Trend 6 | - | Interaction of new political power groups vs. old political power groups |
| Event 7 | - | Election of a liberal Democratic Governor | Trend 7 | - | Level of police effectiveness where civilian review processes are present |
| Event 8 | - | Juvenile with a toy gun is killed by police | Trend 8 | - | Accountability of police to public |
| Event 9 | - | Slow police response to a racial incident | Trend 9 | - | Police and governments ability to meet public needs |
| Event 10 | - | Loss of local law enforcement control due to mandated regionalization | Trend 10 | - | Conservative activism due to liberalism |

As one can see by looking at the event-to-event matrix, many of the events acted and reacted to each other. E-3, "Community group gets participation in management of a large police department", was impacted by every event. They were all positive impacts except for E-10, "Loss of local law enforcement control due to mandated regionalization". This particular event was affected by a negative factor, due to the feeling that the larger regional agencies would be less apt to pay attention to the opinions of local people.

E-6, "High tech equipment used by police . . . ," and E-7, "Election of a liberal Democratic governor", only had two actions and two reactions each. It is interesting that E-6 is the only technological event and E-7 is the only pure political event. In reviewing the event-to-trend matrix, E-3, "Community group gets participation in management of a large police department", impacted every trend, eight positively and two negatively. T-7, a negative impact, deals with police being less effective due to fear of the civilian review processes, and T-8, deals with being accountable to the public.

T-9, "Police/Government ability to meet public needs," also altered trends. T-1 through T-6 were impacted positively and T-7 through T-10 were impacted negatively. Only T-1, "Level of political power of the Hispanic community", was impacted by all ten events. Most of the other trends were impacted by the majority of the events.

SCENARIOS

A computer program was used to develop alternative futures based upon the originally generated trends and events (10 each) from the NGT. The following data was entered to provide tables from which to develop alternative futures:

- Event-to-event cross-impact matrix results
- Event-to-trend cross-impact matrix results
- Median cumulative event probabilities for ten events each year for ten years
- Median forecasts of ten trends over ten years; the average median forecast

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into two scenarios to complement the "most likely" scenario developed as a result of the Nominal Group Technique plus forecasts. The two scenarios were selected for their unique and interesting futures.¹⁰

Iteration number 10 (Table 5) and iteration number 66 (Table 6) were the choices primarily because of the spread of the occurrences. Iteration number 10 had five happen in the third year, and number 66 had five happen in the fourth year.

MOST LIKELY SCENARIO

This scenario will present the most likely future for the next ten years. The future trends and events that were developed by the Nominal Group Technique group were used to forecast what is or is not to come. It is being presented by Arthur Thaddeus Hlodnicki, President of the California Chiefs of Police Organization at

their annual membership meeting in the year 2003:

Good evening ladies and gentlemen and welcome to the annual meeting of the California Chiefs of Police.

The past decade has been quite an eventful one, one in which the winds of change have blown very vigorously on law enforcement. Many segments of our multi-ethnic society have expressed dissatisfaction with us, our methods, and our entire outlook on community service. We are, unfortunately, a reactive service. That is, we cannot staff preventatively, fund for predicted trends, or manage future events. We are here today to discuss trends and events which have led these segments to wanting state mandated civilian review processes.

The demographics of our state have been in constant flux for the past half-century. In the past decade Asians increased from 9.7% to 12.7% of the population. Blacks increased from 7.5% to 8.1% and Hispanics from 25.2% to 28.7%. Whites, during the same time frame, decreased from 57% to 50.5%. Keeping these figures in mind, it's easy to understand why so many ethnic political groups have surfaced. Having an Hispanic population of 28% and a voting bloc that checks in at 26%, the League of United Latin American Citizens is an extremely strong organization and has been vociferously demanding more and more representation in all areas of government. During the past ten years they have constantly stressed the need for civilian review processes.

Historically, we have opposed the imposition of civilian-only processes.

Since the populace-at-large cannot truly understand nor regulate police work, compromise has been reached in the pending legislation now in Sacramento. This legislation, as it is now written, would require review processes to include members of law enforcement, as well as members of the community. This could work well because it would foster better understanding and communication between various ethnic groups. As it is now, these new Americans tend to be isolated in pockets and avoid assimilation into the so called 'melting pot' American culture. Including these elements of society in their own policing would draw them out and enable them to become more involved members of their communities.

By understanding the difficulties faced by our multi-racial police forces, politicians could see that the quota system previously used in Affirmative Action is not the most effective method to ensure ethnic blend. An under-educated or under-trained Asian, Hispanic or Black is ineffective and, therefore, detrimental to both their police force and their ethnic group. In essence, we are all minorities and must strive together. We cannot succeed as separate entities.

We must demand better recruits, more education, and more training if we are to restore our position of trust and respect in the community. Our academies are now nine months long due to the increased need to cover many expanding areas of interest including sensitivity and cultural training brought about by minority groups. We must continue to reach the leaders of the ethnic groups to enlist their help. The increasing teenage population must be made to realize that gangs are not the answer to society's problem and gang violence never solves anything. Witness the

1998 gang war in Fresno; rival factions had Hispanics killing Hispanics, Blacks killing Blacks, Hispanics killing Blacks, and so forth. The result--twelve police officers killed or permanently disabled; twelve difficult-to-replace, vital members of our fraternity. I do not wish to sound callous, but it will cost over \$2 million in training costs alone to replace these fine people. Eighty-three citizens killed--most of those under the age of 25. Boys, girls, adults, teens all wiped out in the prime of life. And who won? No one. After the firestorm, the families are left behind to mourn and to hate. The ninety-five men, women and children are still dead. The isolation continues, animosities fester, and battle lines remain drawn. Remember the outcry by the ACLU to mandate review boards even after the FBI cleared the police of any wrong doing?

In these days of increasing fiscal restraints, innovative recruiting and training techniques, specialized public relations thrusts and renewed efforts in gang mediation are absolutely necessary. The budget cuts of 1996 severely hampered law enforcement efforts. It is a mathematical assumption that a decrease in law enforcement personnel results in a like increase in criminal activity. Likewise, welfare cuts forced many people to seek other sources of income. Unfortunately for us, the majority turned to illegal, violent activities. This, of course, produced a hue and cry from all factions for increased police protection. This protection could not be forthcoming because of the previously mentioned reduction of forces. With a paucity of reserves and fewer and fewer quality recruits, we could not respond. The ensuing criticism of police forces widened the chasm between law enforcement and the populace. In these days of dwindling resources, we must solve our own problems.

No one is going to step in and magically solve these problems for us. We certainly are not going to win the lottery and be able to fund more officers. The point is, where will we get the money to fund the review processes?

Our estimable governor has shown her liberal roots by catering to all minorities, factions, and special interest groups which sought her attention. She has made promises that she cannot keep because of our budgetary crunch. State mandated programs that are not funded, cannot survive nor succeed, no matter how well-meaning they are. There is no increase in funds in the offing. The tax base of this state is decreasing for a variety of reasons. Number one, more and more people are availing themselves of publicly funded services, that is, feeding at the public trough. Secondly, there is 'white-flight'. An increasing number of middle income taxpayers are leaving California to seek the lower taxes and cleaner lifestyles available in places like Oregon, Idaho, and Montana. Retirees are trying to find a crime-free environment and a lower cost of living. This exodus means a decreased tax base, but the continually increasing immigrant population requires specialized education and training for the work force. More importantly for us, they tend to reject our values and resent our policing efforts on their turf.

An example of this resentment, once again, is the involvement of the ACLU after last year's riot at Chico State University. The ACLU made charge after charge of the excessive use of force in dealing with these rioters. Every ethnic minority claimed racism and unwarranted attacks. How could this be true? How can all minorities be the targets of blanket discrimination? Obviously, it is not possible. Each of these groups is interested only in its own interests. 'You can shoot them, but just don't

shoot me'. That is not what we are about.

But, are state mandated civilian review processes the answer? When one looks at the total ineffectiveness of the civilian review process mandated by the City of Los Angeles in 1999, I think not. It has been just another added level of bureaucracy, very expensive and hard to control. The results of findings of that review process have been hampered by long investigations. When decisions have been made, the discipline given was less than what the police traditionally recommended for themselves. Other cities and jurisdictions that have review processes have been found to have many of the same problems.

These are the things one must consider when deciding whether we will support civilian review processes. To reiterate, we must be free with our information, we must be open with the public as to what we are doing, and we must be brutally honest when assessing our tactics. The motto of the Los Angeles Police Department says it all . . . 'To protect and serve'.

ALTERNATIVE FUTURE SCENARIO #1

ITERATION #10

After reviewing this iteration, it appears the spread of the events and the flow of the trends would indicate review processes were not state mandated. Heavy consideration was given to political/social events. They caused municipalities and jurisdictions to acquiesce to political pressure, which made a state mandate unnecessary. Chief Hlodnicki is addressing the California Chiefs of Police Organization again:

Good afternoon, I am happy to see everyone here. Once again, we are here to discuss our joys and woes. The past decade has been very eventful. Money has been a topic of concern for everyone since the legislature made the horrendous cuts in the 1994-95 budget. Remember the big buzz words at the time, "Do more with less"? We have found that was a big joke. Most of us had to make drastic changes in the services we provided and the way we conducted business.

The changing demographics have also caused us much concern. We have had to re-evaluate our training programs. POST Academies changed their curriculum during 1996 to include eighty additional hours in the area of weaponless defense and the use of non-lethal force. Another 120 hours were added for cultural awareness and police professionalism two months later. These represent two of the largest academy mandated blocks for instruction ever added.

At the same time, violence was a major concern. Numerous police-involved shootings occurred, which caused more and more demand for civilian review processes. Of particular memory was the 1993 Modesto incident when the rookie, black, female officer killed the 14 year old Hispanic boy with the toy gun. No charges were filed against the officer and the League of United Latin American Citizens claimed collusion between the new black police chief and the District Attorney. Demand for a civilian review process echoed throughout the Hispanic community.

In late 1995, Sacramento became the focus of the entire state, and not just for being the capital. Rampant gang violence erupted in and around

the Old Town area near the Sacramento River. One tragic morning in May, rival factions closed on Brannan High School in West Sacramento and teachers tried to intervene. Fourteen of those well-meaning people were injured, five seriously. By the time the police were called, a full scale battle was being waged--guns, knives, chains, brass knuckles, and any other lethal weapon you can think of were in evidence.

Regrettably, police response was marginal, at best. Too few officers were available in the immediate area; distances between Brannan and available forces too great for the rapid response necessary to prevent multiple casualties. What we saw was the result of the massive budget cuts that all state agencies have had to endure. The people of the State of California have made their choice, but it has been a very costly choice in terms of human life. The Brannan clash resulted in the death of twenty-two teenagers and young adults before any law enforcement personnel arrived. Obviously, necessary force was used and the Hispanic power groups objected. More demand was directed at mandating civilian review processes.

San Jose was also having major problems with the Hispanic community demanding civilian review over the civilian review process they had in effect. A compromise was reached, and that was the beginning of the first major police/community participation management group in the state.

A California Highway Patrol officer in pursuit of a car full of Hispanic teenagers caused major problems in Fresno. The officers were in pursuit of the car for multiple violations and after a prolonged high speed chase involving five CHP vehicles, one CHP car rammed the teenager's car,

which burst into flames, killing all occupants. As soon as this became public knowledge, massive riots erupted throughout the entire Fresno area. Reluctantly, our governor saw fit to declare martial law and call in the National Guard. When peace was finally restored, fifteen civilians and two police officers were dead.

During the post-mortem, all factions screamed for a civilian review process to investigate police actions. These interest groups lobbied vociferously at the Capitol to have legislation enacted to force civilian review processes on the entire state. Before such legislation could make it through committee, six major police departments, working in concert with all the minority interest groups, created their own civilian review process. The success of these civilian review processes spread to other cities like wildfire, therefore, state mandation was unnecessary.

After the election of the liberal Democratic governor in 1994, there was hope of economic recovery. This did not occur; therefore, we are now facing yet another budgetary crisis. Mendocino County was forced to go to regionalized law enforcement because of lack of funds. We have come full circle. The budgetary crisis of 1993 is still with us, only more so. We are once again called upon to provide more with less. Can we? We must. It is why we are members of law enforcement.

ITERATION 10
TABLE 5

Trend Values for Iteration No. 10											
	Jan 1993	Dec 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
T- 1	100	96.5	75.2	200.6	191.6	194.1	192.8	193.2	181.3	187.8	346.8
T- 2	100	101	93.1	139.7	142.3	151.1	149.1	147.1	149.6	144.1	217.8
T- 3	100	99.4	99.8	127.3	143.5	143.9	146.6	148.1	150.2	152.7	200.1
T- 4	100	96.7	93.2	125.2	132.7	136.3	135.7	135.8	138.4	134.3	198.3
T- 5	100	101.2	104.1	117.6	124.5	131	134.7	138.5	143.3	144.6	173.6
T- 6	100	102.8	89.3	139	130.8	145.4	144.8	145.3	138.8	138.8	207
T- 7	100	103.5	114.1	78.7	84.9	71.2	78.1	84.9	80.7	67.6	-11.1
T- 8	100	105.4	115.6	81.7	116.6	123.4	122.8	121.7	108.5	119.4	147.6
T- 9	100	102.5	102.1	85.1	91.5	105.6	100.9	96.3	97.5	88.3	107.6
T- 10	100	100.6	96	119.6	112	110.7	110.9	111.2	115.9	112.3	128.9

Event Occurrences in Iteration No. 10											
	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	
E- 1	0	0	1	0	0	0	0	0	0	0	
E- 2	0	0	1	0	0	0	0	0	0	0	
E- 3	0	0	0	1	0	0	0	0	0	0	
E- 4	0	0	0	0	0	0	0	0	0	0	
E- 5	0	0	1	0	0	0	0	0	0	0	
E- 6	0	0	0	0	0	0	0	0	1	0	
E- 7	0	1	0	0	0	0	0	0	0	0	
E- 8	1	0	0	0	0	0	0	0	0	0	
E- 9	0	0	1	0	0	0	0	0	0	0	
E- 10	0	0	0	0	0	0	0	1	0	0	

- | | | | |
|----------|---|----------|---|
| Event 1 | - Gang violence erupts | Trend 1 | - Level of political power of the Hispanic community |
| Event 2 | - Large state budget cut | Trend 2 | - Level of pressure for Affirmative Action |
| Event 3 | - Community group gets participation in the management of large police department | Trend 3 | - Level of cultural diversity in California |
| Event 4 | - Police officers charged with excessive force | Trend 4 | - Review process' impact on law enforcement professionalism |
| Event 5 | - Riot stemming from inappropriate police response at a college/high school | Trend 5 | - Level of police training |
| Event 6 | - High tech equipment used by police to violate a person's civil rights | Trend 6 | - Interaction of new political power groups vs. old political power groups |
| Event 7 | - Election of a liberal Democratic Governor | Trend 7 | - Level of police effectiveness where civilian review processes are present |
| Event 8 | - Juvenile with a toy gun is killed by police | Trend 8 | - Accountability of police to public |
| Event 9 | - Slow police response to a racial incident | Trend 9 | - Police and governments ability to meet public needs |
| Event 10 | - Loss of local law enforcement control due to mandated regionalization | Trend 10 | - Conservative activism due to liberalism |

ALTERNATIVE FUTURE SCENARIO #2

ITERATION #66

This iteration was chosen because most of the events and trends which would affect the probability of mandated civilian review processes occurring by the end of year four. Once again, Arthur Thaddeus Hlodnicki, President of the California Chiefs of Police Organization, addresses his annual meeting:

The past decade has been quite eventful. It started out with a boom, leveled off, and maintained a steady, positive pace during the last six years. The first four years, however, were catastrophic.

If you remember, the boom occurred in 1994, when Los Angeles Police Department officers shot and killed the 12 year old deaf Hispanic juvenile carrying a toy Uzi. The District Attorney refused to file charges, even though there seemed to be sufficient evidence to warrant an indictment. The League of Latin United American Citizens pushed for a review of the incident and became extremely vocal regarding civilian review boards because of the District Attorney's decision. The governor was asked to intervene and, not wishing to confront a voracious political shark, refused. The aftermath was turbulent enough to allow the liberal Democrats to form an alliance with the League of United Latin American Citizens and the American Civil Liberties Union and elect a liberal Democratic Governor.

On the surface, the next two years were quiet, but extremely noteworthy. While the League of United Latin American Citizens continued to gain

political power, gangs proliferated, became dominant entities in the major cities, and gained influence in small to medium cities. To compound this problem, there was a continuing downward spiral of the economy. Fresno was hit so hard by the lack of funds that eighty police officers were laid off. With gangs so prolific, massive war-zone battles took place. Fresno was unable to cope and called for mutual aid, but by the time sufficient police arrived, eighty-three citizens and twelve police officers had been killed. To make matters worse, Bakersfield had a riot two weeks later arising from the arrest of several illegal aliens by the Immigration Naturalization Service at Bakersfield High School. While the arrests were technically legal, criticism abounded about the methods the INS used. The Hispanic community and the liberals attacked the INS agents for boarding a public bus to arrest the illegals. The other school kids and parents found this to be a traumatic incident and resented the assault-force tactics of the agents. The resulting news coverage sparked those racially-motivated riots. If you recall, the damage in those riots was compared to the devastation which decimated entire neighborhoods in Los Angeles after the Rodney King verdict in 1992.

Those two incidents were the catalyst for the American Civil Liberties Union to push for a ballot initiative mandating civilian review processes. That election in 1996 was hard fought, with interest groups on both sides expending incredible sums of money. It was the closest winning margin ever. Fortunately, the legislation contained sufficient strength to guarantee that the review process would be fair and impartial. The composition of the process became an issue for a short period of time, until compromises were made on both sides. Other issues that surfaced

caused concern among police groups, primarily regarding personnel actions being confidential. There were many factions that wanted to publicly crucify officers, whether they were found in violation of any policies or not. Luckily for all police groups, the issue of confidentiality remained the province of the police departments.

At about the same time, San Jose allowed a council-appointed commission to become an integral part of the police department. This commission had direct input in preparing strategic plans and mission statements. No one thought the results would be positive, least of all the police management and rank and file, but they were the first to acknowledge it was working.

Another difficulty has been training the police to understand and deal with multi-ethnic pockets of society. The growth of multi-ethnic groups has been extremely high, especially in the larger cities.

The Commission on Peace Officer Standards and Training, as an organization, was quick to assess the circumstances and adjust the academy curriculum to reflect the changes in society. In the area of cultural sensitivity and police professionalism, 120 hours were added and another 80 hours were added to deal with psychological issues and use of force techniques.

Affirmative Action was still a factor in hiring, but could not keep up with the necessity to attain ethnically diverse police forces throughout the state. Compounding the recruitment problem were the more stringent academy requirements.

Nevertheless, we have been able to cope with these seemingly insurmountable issues and continue to perform a vital service to the public. Everyone's initial fear of civilian review processes was quelled. The implementation of civilian review processes, which caused fear to run rampant throughout the police community, now has become common-place, another accepted practice.

In 2000, we started facing economic hardship again, caused by the increase in the number of people availing themselves of publicly-funded services and the concomitant decrease in the taxpaying populace. Now the problem we face is that people are afraid they will lose local control due to the economic necessity to regionalize. Regionalization will not destroy law enforcement any more than civilian review processes did. Keep in mind, law enforcement did not fail because of mandated civilian review processes, we have not failed at all! We will continue to adapt to the changing times; we can and will continue to provide professional police services to the public."

ITERATION 66
TABLE 6

Trend Values for Iteration No. 65											
	Jan 1993	Dec 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
T- 1	100	96.5	88.1	78.2	194.2	194.1	192.8	193.2	196.8	187.8	346.8
T- 2	100	101	93.1	95.7	153.3	151.1	149.1	147.1	144.1	144.1	217.8
T- 3	100	99.4	99.8	91.2	143.5	143.9	146.6	148.1	150.2	152.7	200.1
T- 4	100	96.7	98.7	87.5	138.2	136.3	135.7	135.8	132.9	134.3	198.3
T- 5	100	101.2	106.5	105.6	130.5	131	134.7	138.5	138.5	144.6	173.6
T- 6	100	102.8	89.3	109.3	145	145.4	144.8	145.3	144.7	138.8	207
T- 7	100	103.5	124.5	140.9	64.2	71.2	78.1	84.9	70.4	67.6	-11.1
T- 8	100	105.4	121.5	122.8	122.5	123.4	122.8	121.7	131.9	119.4	147.6
T- 9	100	102.5	102.1	94.1	109.5	105.6	100.9	96.3	88.5	88.3	107.6
T-10	100	100.6	96	102.6	106.3	110.7	110.9	111.2	107.9	112.3	128.9
Event Occurrences in Iteration No. 65											
	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	
E- 1	0	0	0	1	0	0	0	0	0	0	
E- 2	0	0	0	1	0	0	0	0	0	0	
E- 3	0	0	0	1	0	0	0	0	0	0	
E- 4	0	0	0	0	0	0	0	0	0	0	
E- 5	0	0	0	1	0	0	0	0	0	0	
E- 6	0	0	0	0	0	0	0	1	0	0	
E- 7	0	0	1	0	0	0	0	0	0	0	
E- 8	0	1	0	0	0	0	0	0	0	0	
E- 9	0	0	0	1	0	0	0	0	0	0	
E-10	0	0	0	0	0	0	0	0	1	0	

- | | |
|---|---|
| Event 1 - Gang violence erupts | Trend 1 - Level of political power of the Hispanic community |
| Event 2 - Large state budget cut | Trend 2 - Level of pressure for Affirmative Action |
| Event 3 - Community group gets participation in the management of large police department | Trend 3 - Level of cultural diversity in California |
| Event 4 - Police officers charged with excessive force | Trend 4 - Review process' impact on law enforcement professionalism |
| Event 5 - Riot stemming from inappropriate police response at a college/high school | Trend 5 - Level of police training |
| Event 6 - High tech equipment used by police to violate a person's civil rights | Trend 6 - Interaction of new political power groups vs. old political power groups |
| Event 7 - Election of a liberal Democratic Governor | Trend 7 - Level of police effectiveness where civilian review processes are present |
| Event 8 - Juvenile with a toy gun is killed by police | Trend 8 - Accountability of police to public |
| Event 9 - Slow police response to a racial incident | Trend 9 - Police and governments ability to meet public needs |
| Event 10 - Loss of local law enforcement control due to mandated regionalization | Trend 10 - Conservative activism due to liberalism |

PART TWO

STRATEGIC PLANNING

The three future scenarios that developed from the Nominal Group Technique forecasting data in Part One may provide future probabilities of civilian review processes. The most likely scenario has a series of events and trends happening over the next ten years which interact on one another that could foster an initiative for a statewide vote. The ballot initiative will determine whether it is necessary to have state regulated and state formulated civilian review processes.

The second scenario's hypothesis (iteration 10) has the spread of events and flow of trends such that it was unnecessary for the state to mandate civilian review processes. Heavy consideration was given to political and social events. They caused municipalities and jurisdictions to acquiesce to political pressure, which made the state mandate unnecessary.

The third scenario (iteration 66) produced events and trends occurring at such an increased rate that civilian review processes became the subject of a ballot initiative at the end of four years.

The one issue that was true throughout was, if civilian review processes do become a reality, they will require change. Change in law enforcement, change in government, and change in the attitude of people who are demanding the review processes.

This strategic plan is designed to focus on the second scenario (iteration 10) which has agencies acquiescing to political pressure for a civilian review process. Whether a civilian review process is forced on an agency in four years or ten years is irrelevant. The important issue is to be prepared to bring order to the change process, when and if the event occurs, thus reducing the confusion.

Strategic Planning is defined as:

"A structural approach, sometimes rational and other times not, of bringing anticipation of an unknown future environment to bear on today's decisions."¹¹

This scenario was used because the history of civilian review processes has shown individual agencies becoming the focal point of review processes not statewide initiative. The City of Salinas was used as a model agency because of its size, cultural diversity, and political climate.

The strategic plan incorporates the following elements:

- Mission Statement (Macro and Micro)
- Situation Audit (WOTS-UP Analysis)
- Strategic Assumption Surfacing Technique (SAST)
- Strategic Alternatives
- Implementation Plan

MISSION STATEMENTS

A mission statement should address the basic purpose of law enforcement. It should state the underlying philosophy of the organization, its goals, and its ethic. As a general rule, a mission statement should be a broad, all-encompassing philosophical statement that acts as a guide for the agency.

The macro mission statement for the Salinas Police Department was developed during a core staff team building seminar on March 27, 1992; it reads:

"Working in partnership with the people of Salinas to enhance the quality of life through the delivery of professional, superior and compassionate police services to the community."

This macro mission statement addresses who we are, what our business is, and who we serve.

A micro mission statement describes a specific activity or program. The micro mission statement developed for this study by this author is:

"The Salinas Police Department, with the help of the community, will evaluate the necessity for a civilian review process and develop a strategic plan to address both short and long term goals."

SITUATION AUDIT (WOTS-UP Analysis)

The purpose of this audit is to evaluate the Salinas Police Department's current capability to adapt to change. The environment, both external and internal, of the organization must be analyzed to determine weaknesses and strengths, as well as opportunities and threats which must be considered during the planning process.¹²

Thirteen people were appointed as a departmental strategic planning group in May 1992. The group members were:

Rachel Amparano	Steve Hood	Roger Milligan
Al Asuncion	Tom Huff	Manny Perrien
Gil Bacis	Chuck Lincoln	Vivien Villar
Carlos Bolanos	Kelly McMillin	
Brandon Hill	Scott Miller	

The group was used to identify organizational strengths and weaknesses via a brainstorming method. A second group of five departmental management people was chosen to refine the strengths and weaknesses and define the organizational climate and capability. This same management group was used in completing the Strategic Assumption Surfacing Technique, Strategic Alternatives and Implementation Plan. The group consisted of this author and:

Roy Hanna	Rachel Amparano
Carlos Bolanos	Wayne Schapper

ENVIRONMENT

The issue of civilian review processes brings a feeling of discontent to many law enforcement personnel. Officers of the Salinas Police Department are no different. The mere fact that civilians could possibly sit in judgment of law enforcement professionals has provoked much rhetoric throughout the community. The trends and events that were developed during the initial

process may be deemed an opportunity or a threat, depending upon one's point of view, when considering a civilian review process.

The current city atmosphere is very volatile. Gang violence is reaching unprecedented proportions. On one hand citizens are demanding more assertive action from the police and on the other hand, others are demanding a civilian review process to hold officers in check. An officer involved shooting a year ago has provided the catalyst for renewed interest in a civilian review process.

OPPORTUNITIES

The Salinas Police Department enjoys support from the vast majority of the citizens it serves. If a civilian review process is mandated to occur, then it is a prime opportunity for the department to provide information during the formulation process and to be heard.

The department can also take this opportunity to guide the city council on what type of process, if any, would be the most compatible and the most efficient. During this economic crisis money is of great concern. This will in itself cause the issue to be reviewed over a long period of time. People will want to be assured that the cost will be worthwhile and not just create another worthless layer of bureaucracy.

Even though gang violence is a negative aspect, the level at which it has been occurring in the city has taken the civilian review processes out of the limelight. This gives time for more planning and for people to reflect on whether a civilian

review process is needed or whether it is just a knee jerk reaction to a tragic event, not an ingrained trend.

THREATS

Current and projected state budget cuts obviously will impact local government's ability to fund any new programs. In January 1993, Governor Wilson proposed another statewide property tax reduction for cities. The cut is approximately 21.7% of the general property taxes coming back to the cities. These will not be the last cuts. If money is to be apportioned to a civilian review process then it has to come from existing programs which are already in jeopardy.

Another area of concern is peace officer associations or unions. Traditionally, this type of organization has been against any form of outside control.

The Salinas Police Officer's Association and the Operating Engineers Union Local Number 3, which represent the officers, will take a stance on the issue. Whether or not there is the ability to reach a negotiated middle ground remains to be seen. Many of the officers also belong to the California Organization of Police and Sheriffs (COPS) for legal representation. Its position has usually been to challenge civilian review processes, thus creating more conflict.

The city council will play a major political role in working out a solution. Many times economic issues are their concern. Other times, personal beliefs or political platforms might negate a successful conclusion. The city council, more

than any other factor, can influence the future of a civilian review process. Its tendency, more often than not, is to acquiesce to pressure from special interest groups, unless there is overpowering opposition.

The League of United Latin American Citizens, backed by the American Civil Liberties Union, has heartily endorsed powerful civilian review processes. For the past 20 years, It has supported and led a county-wide campaign to force local jurisdictions into some type of open civilian review. The American Civil Liberties Union has also been involved with these processes nationwide. To date, only 14 of over 630 California law enforcement agencies have some type of civilian review process.

The continuing advancement of technological equipment to overlook police activities can also have an impact on civilian review. Video tape equipment, such as used in the Rodney King and Long Beach incidents, created highly publicized negative police encounters. Incidents such as these act as a catalyst for civilian review processes. The more such incidents, the more likely the push for a civilian review process will occur.

ORGANIZATIONAL CAPABILITY

Members of the Salinas Police Department, as a whole, must realize that the concept of a civilian review process has been a focal point of special interest groups for over 20 years. A strong resurgence has occurred recently due to the officer involved shooting in January 1993 and the Rodney King incident. People have seen the famous video tape over and over. It has raised a huge question in people's minds regarding the actions of police. Is there a need for civilian review? Special interest groups have used the incident as a political opportunity to press the issue of a civilian review process. Management cannot merely hide its head in the sand and hope that by ignoring the issue, the problem will go away.

To further address this issue, the group then assessed the internal strengths and weaknesses of the department. This allowed for a more in-depth understanding of what adjustments needed to be made or to reach a successful conclusion.

STRENGTHS

From the perspective of the Salinas Police Department, an open relationship with the community exists. In the past two years, an entitled philosophy,

Community Oriented Public Service (COPS), has developed within the city which reinforces the concept of "we wish to work in partnership with the community to create a win-win resolution."

There have been positive steps taken toward working in the neighborhoods to attempt to alleviate gang problems. Two police service centers have been donated by business owners to attempt to have the officers closer to the residents. A Police Athletic League has been formed to deter kids from joining gangs, and is located in a gang free zone.

Drug Abuse Resistance Education (DARE) and Gangs Are No Good (GANG) programs have been incorporated into the schools' curricula through the use of the School Resource Officer program. These programs have been highly publicized in the media and have created a better image with the public.

A black police chief and an Hispanic police captain were hired from outside agencies, which along with other minority staff members, has created the onset of a more harmonious relationships with the minority community. Recently, there have also been several retirements at the management level, which allowed upward movement and new thoughts. These events have allowed the department to be more receptive to change.

Organizationally, the department has been using these new avenues to reach out into the community and other city departments. The creation of new community and local government partnerships have been formed to further endorse the concept of community oriented public service.

This philosophy has ingrained itself throughout the city structure and has been instrumental in the strong city council support for the police department. The trust between the police union and the city council has also grown because of this improved rapport.

The police department enjoys a reputation throughout the law enforcement community as having a strong, fair internal review process.

WEAKNESSES OF THE SALINAS POLICE DEPARTMENT

The police department cannot combat crime problems effectively, simply due to the shortage of staff. Due to the heavy workload, the attitude of the officers is, sometimes, that they are involved in a war against crime and drugs. This can be translated into what appears to be offensive conduct. Even though these instances rarely occur, there are special interest and minority groups who are quick to try to create negative situations to further their own purposes. These contacts negatively impact the building of a better relationship with the minority community.

Budget cuts are also responsible for a large part of the problem. The necessity to freeze five vacant police officer positions further exacerbates the problem. These unfilled positions have caused poor morale, extra stress on the officers and complaints from the residents, due to the inability to respond to specific non-emergency calls and lengthening the response time to emergency calls. This fosters complaints from members of the community, which translates to negative feelings when the issue of civilian review surfaces.

The minority groups within the city have demanded more representation within the police department; however, recruitment efforts have been very difficult due to a low pay scale, and the inability to attract qualified candidates. This also adds to the potential problem of distrust. As time passes, limited educational development of the newly hired minority police officers will create more problems during promotional processes.

Great strides have been made to enhance the relationship between police employee groups and the city. A new wedge could be driven into that relationship, depending upon how the civilian review board issue is resolved. Management will be placed in the middle, which will create further organizational discontent. Presently, employee groups, including management, are adverse to the concept of any type of civilian review. This probably stems from the American Civil Liberties Union and the League of United Latin American Citizens leading the proponents for a review process.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

Developing a list of stakeholders is an important step in determining who will impact or be impacted by the issue. These stakeholders will determine to a great extent whether or not the mission will be successful. Careful consideration must be given to who these people are and what role they may play. It is important to be cognizant of unanticipated stakeholders, called snaildarters, who may adversely impact or stall the mission strategy.

A management group consisting of Roy Hanna, Carlos Bolanos, Rachel Amparano, Wayne Schapper and this author developed the list of stakeholders. They included the following:

1. Police Management
2. City Council
3. League of United Latin American Citizens (LULAC)
4. American Civil Liberties Union (ACLU)
5. Salinas Police Officer's Association (SPOA)/Operating Engineers Union Local 3/California Organization of Police and Sheriffs (COPS)
6. Salinas Taxpayers (voters)
7. Criminal Trial Lawyers
8. Local Arrested Individuals
9. City Manager
10. Local Media
11. Local Courts (snaildarters)

Now that a list of major stakeholders has been identified, it is important to know what the perceived assumptions are regarding the issue of a civilian review process. The group then developed the analysis for the individual stakeholders using a round robin method and employing consensus voting for the final assumption. The analysis follows:

1. Police Management

- a. Will not want to give up any management prerogatives to outsiders. It was felt by the group that the erosion of management rights has been occurring systematically through the labor negotiations process. This will only complicate the process.
- b. The police chief will oppose the concept of any civilian review process which lacks integrity. The chief has his own integrity at risk if he supports any process where he will lose face within the organization and the community.
- c. If a civilian review process is mandated, management will work within the proper bounds. Once policy has been set, management will take a lead role to ensure that things will be done right and cooperate to properly administer the program.
- d. Management will want to keep the internal process separate from the civilian review process. This stems from a control issue, wanting to do things right, and a historical perspective.

2. City Council

- a. Will want to work out a compromise. It's the nature of the beast. Normally, a compromise is better than a hard line stance.
- b. Will use the civilian review process to further its own political platforms. Several council members have made political promises during their campaigns and now they need to fulfill these promises.
- c. The council will become the final determining factor on the issue. One of their roles is to decide issues like this, give direction, and formulate policy.
- d. Will not want to increase any expenditures. Economic times are tough and another expensive layer of bureaucracy will be hard to justify.

3. League of United Latin American Citizens (LULAC)

- a. Will support the concept of a civilian review process. Not only will they support, but history has shown, they will have a lead role.
- b. Will want to have the board composition made up of minority civilians. This will allow them to better control the board and its outcomes.
- c. Will attempt to use the process to further their political agenda. They will use any negative findings against the police to say, "I told you so".

- d. Challenge the review process if a decision is in conflict with their opinion. If the results are not aligned with their viewpoint, they will still complain.

4. American Civil Liberties Union (ACLU)

- a. Will attempt to insert civilian review systems into all of law enforcement. History has shown that this is one of their main agendas.
- b. Will organize an attempt to have a civilian review process legislated locally. They have already joined forces with LULAC to do exactly this.
- c. Will attempt to erode management rights by legislative mandates. Their position has been that the process should be binding not advisory to police agencies.
- d. Will use the civilian review process to foster their own political agendas. Any further adoption of civilian review processes will act as another step to enhance their power.

5. Salinas Police Officer's Association (SPOA)/Operating Engineers Union Local 3, California Organization of Police and Sheriffs (COPS)

- a. Will oppose any type of civilian review process. This has been their stated stances. All three were listed as one stakeholder because the union and COPS both take direction from SPOA.
- b. Will actively oppose the political movement towards civilian review, as the concept starts to become a reality. This has

been a previously stated position and since it effects their livelihood, they are prepared to allocate funds to fight the concept.

- c. Will not participate in a civilian review process unless absolutely mandated. Many members of the organization feel very strongly about being asked to accept a civilian review process.
- d. If a process is mandated, will want involvement in development of process rules and procedures. Meetings have been held within the SPOA to design a strategy if their opposition attempt fails. If that is the case, then they wish to have a say in the process.

6. Salinas Taxpayers (Voters)

- a. As a majority, will not support any legislation which increases taxes. Economic times dictate that people just do not wish to pay any more taxes.
- b. As a majority, will not support any legislation which will take money away from any programs which have been providing necessary services. Robbing Peter to pay Paul is not the answer.
- c. Due to the recent publicity, be more receptive to the concept of civilian review if money were not the issue. This does not stem from local events but more because of sensationalized events like Rodney King.

7. Criminal Justice Trial Lawyers

- a. Public Defenders and Defense Attorneys will heartily endorse a civilian review process. They will be able to attempt to convolute their clients criminal cases.
- b. Prosecution attorneys, as a whole, will oppose the concept. A civilian review process will only add to work levels in prosecuting cases if results are allowed into the criminal proceedings.
- c. Private defense attorneys will profit from the adoption of a civilian review process. By adding another factor to the case they will be able to charge more money.

8. Local Arrested Individuals

- a. Will support the concept of a civilian review process. There is not a specific coalition formed but individuals will become part of the movement.
- b. Will use the process to attempt to convolute their criminal cases. Anything they can do to muddy the waters they will do.
- c. Will use the process to achieve a form of retaliation against officers who arrest them. This is a way they can cause officers grief for taking them to jail.

9. City Manager

- a. Will attempt the role of a mediator between police management, SPOA., and the city council. This is a role

which is instrumental for him to play to keep the city work force cohesive.

- b. Will mandate to the police chief what the department's position will be. Normally, the chief and the manager try to agree on issues but if there is a disagreement the manager will prevail.
- c. Will advise the city council what monies are available for a civilian review process. This is a portion of his expected duties.

10. Local Media

- a. Will generally support the concept of a civilian review process. The local media is rather liberal and civilian review concepts usually stem from such views.
- b. Will actively support any process which will give them more information to produce stories. They need stories to fill time and space.
- c. Will try to make conflict whether it exists or not. Conflict sells news and makes it interesting.

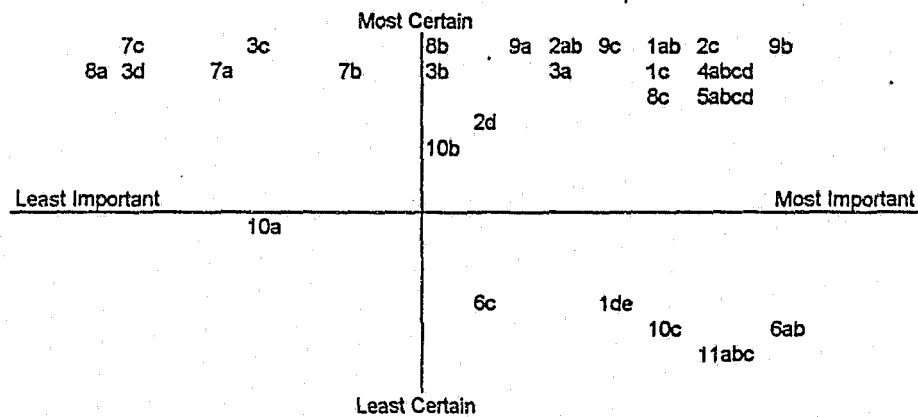
11. Local Courts (Snaildarter)

- a. Unknown how a civilian review process might affect criminal cases.
- b. Court rulings over challenged review processes may challenge the credibility of the board.
- c. If an open process of review, may affect rulings on personnel records.

The local courts were seen as a possible snaildarter because it is really unknown what their position will be. Until a process is devised and is brought before them as either part of a criminal action or a civil suit, any assumption with assurity cannot be made.

These assumptions were all made from a law enforcement perspective and it is unknown whether the identified stakeholders would agree with them or not. The Stakeholder Assumption Mapping, Chart #1, was then completed by the group. The mapping is an educated guess as to certainty about the assumptions, page 73 to 78, and relative importance of each, as related to the issue. The range is from most certain to least certain and most important to least important. This gives a better idea as to which stakeholder assumption should have the most considerations given to them when planning strategies.

STAKEHOLDER ASSUMPTION MAPPING CHART 1



- 1. Police Management
- 2. City Council
- 3. LULAC
- 4. ACLU
- 5. Salinas Police Officer's Association
- 6. Salinas Taxpayers (Voters)

- 7. Criminal Justice Trial Attorneys
- 8. Local Arrested Individuals
- 9. City Manager
- 10. Local Media
- 11. Local Courts (Snaildarter)

ALTERNATIVE STRATEGIES

Three strategies were developed by the management group on how to cope with the issue of a civilian review process for law enforcement. The strategies were identified and evaluated by using a modified-policy delphi process.

STRATEGY ONE -- Informational/Passive Role:

This strategy suggests that the chief of police act as a basic information giver to the City Manager/City Council. Concern is given to making sure all the information received from both sides of the issue is correct, accurate, and relative to the issue. By monitoring the process and responding to questions, management rights can be protected and adversarial conflict avoided. The composition of a civilian review process, if one is formed, and its integrity, can be dealt with from a positive position. The group suggested that this is more of a wait-and-see position, before a decision is made pro or con. A civilian review process will not be received with open arms nor will one be openly opposed.

PROS: Neither opposing components of the issue are immediately alienated. It is more a middle-of-the-road approach to see what develops, and what might save existing relationships. Political ties are retained with two of the major stakeholder groups; politicians and employees. By leaving options open, the chief is not put in a controversial position until absolutely necessary. When it appears that a civilian review process of some type is needed for Salinas, the police chief

will then present an alternative process. The plan will be comprised of both short and long term goals and satisfy needs of both proponents and opponents.

CONS: The non-committal position could cause the chief to lose credibility by not demonstrating an issue position. There is also a possibility that specific problems might not be addressed due to the passive attitude.

STAKEHOLDER PERCEPTIONS: Employees may perceive the non-committal position as non-support, if the proper internal messages are not sent. Citizens who wish to support the position of law enforcement might interpret the position as that of weakness and withhold support. Proponents of civilian review might perceive that by taking a passive role, the chief is lending tacit approval for the civilian review process.

STRATEGY TWO -- Do Nothing Approach

This has been a strategy on many issues law enforcement has dealt with in the past. The role of the chief is that of non-involvement. If any information is passed, it is behind closed doors and is only privy to a few. Politicians, proponents, and opponents are left to fight out the issues with no involvement from police management. Sometimes the assumption of this strategy is that, if left alone, the issue will dissipate as time passes. Budget restraints and data concerning the likelihood that the civilian review concept will fail are strong determining factors if this strategy will be successful. This has been an effective strategy, if deployed wisely.

PROS: Does not allow the media to focus on comments made by police management. Places the brunt of the conflict between the proponents and opponents leaving the official departmental position as that of neutral. Consequently, attempting to allow the agency to retain existing relationships and not in a controversial position.

CONS: Could alienate organizations that are opposed to the concept of civilian review and support law enforcement. Employee groups might feel betrayed because the chief is not supportive of their position. The movement for a civilian review process might gain such momentum that later involvement might be ineffective in challenging the issue. Thus, it will create a win-lose situation instead of an agreed upon compromise or being able to defeat the concept altogether.

STAKEHOLDERS' PERCEPTIONS:

Stakeholders might perceive that the chief is in a weak political position. It could also leave management out of the decision-making process, which might abrogate management prerogatives. Others might feel that, since this is such a sensitive issue in law enforcement, law enforcement should be in the lead role, challenging the civilian review concept.

STRATEGY THREE -- Strong Opposition Approach

The agency head comes out in strong opposition to the concept of the civilian review process. Detail is given to proving the agency has support of the general public, and that the internal review process is above reproach. Much time will be spent discrediting the oppositions allegations. Support will be sought from all proponents of law enforcement and a win-lose situation will be developed. Wherever possible, "stonewalling" and "pigeon-holing" will be utilized to slow the process. This strategy would also encompass mobilizing with other affected agencies to develop a center of information to oppose the civilian review processes.

PROS: Will gain immediate agency support from all components opposing a civilian review process. By joining with other agencies, more support and information can be obtained to oppose the civilian review concept. Places the agency in a leadership role versus a supportive or non-existent role, thus allowing the agency to dictate its future. A strong opposition could help bond an employer/employee relationship.

CONS: The agency and chief are immediately placed into a controversial position which could affect relationships with proponents of the civilian review process. A wedge could be further driven between minority community groups and other residents. This position immediately places the issue into the win-lose arena that could have far reaching consequences.

STAKEHOLDERS' PERCEPTIONS:

Proponents of a civilian review process will be put on notice that law enforcement will actively challenge any civilian review process. The delaying tactics and current fiscal problems facing communities could cause a feeling of "why fight City Hall" and cause some stakeholders to lose interest. Some special interest groups might try to negotiate some form of compromise to attain a foothold. Supporters of law enforcement will appreciate the strong involvement.

The preferred strategy is that of Informational/Passive Role; however, other elements would be added from the strong-opposition approach strategy. That is to say, initially the Information/Passive Role would be adhered to, but, at the same time, networks should be formed with other agencies to accomplish the common good.

If it appears the issue will flounder, then the chief can allow the issue to disappear with the passage of time. Relationships with issue stakeholders can be salvaged because the agency was able to avoid a win-lose confrontation.

Two other key elements must also exist to further this strategy: The ability to read the community, to assess whether there is a true necessity for a civilian review process; and, if so, have a plan that would be amenable to the management and employee groups of the agency.

The ability to read the community can evaluate the support the agency has from the outside environment and the city council. The chief must also have in-depth insight as to the quality of the internal process to decide if another process should be developed.

Once this is evaluated, the chief should re-assess the process to either challenge the civilian review concept or if forced, be prepared to accept an amicable compromise.

This strategy encourages the fulfillment of the micro mission statement, "The Salinas Police Department, with the help of the community, will evaluate the necessity for a civilian review process and develop a strategic plan to address both short and long term goals," and reduces the vulnerability of the organization to criticism. It allows for a normal progression of events, keeping the agency initially out of controversy, but involved and able to insert itself, if and when necessary.

IMPLEMENTATION PLAN

The police chief and his management staff should start collecting data and information on civilian review processes. This should be a compilation of any material which has been written on civilian review processes, even processes which are outside California. This will enable the department to consolidate all materials to avoid reinventing the wheel.

At the same time the chief needs to be formulating a plan as a counter proposal (alternative process) to a civilian review process. This plan should encompass

the ideas which best meet the needs of the department at the same time giving the community a chance to be involved. Communication should be a key element.

The purpose of this plan is to be prepared to counter any proposal made by LULAC and the ACLU which are unreasonable from a law enforcement perspective. Their proposals historically have been for decision processes which are binding on cities and police agencies. In reality, the vast majority of processes are advisory only. From their view point, a civilian review process in Salinas should also be binding and the police department should not participate in the process.

The plan developed by the police chief encompasses a Police/Community Network Program which involves community oriented policing and a problem solving process. A critical element in the fact finding and creative response techniques of the program is community participation.

The proposal is to have three people nominated by each council member to serve as liaisons between the police department and the community. Two of the nominees, from each of the six districts and the mayor's selections, would then be selected by police staff to serve on fact finding committees and work with the police department in assessing community issues and developing action plans.

The selected people from each district will be performing volunteer services, working out of the two police service centers and the main police station. One of their first functions will be to develop a city wide survey which will examine the entire community's opinion regarding crime and police services currently offered.

Attaining dedicated volunteers for this process will be a critical element as well. The services performed by the volunteer would not supplement current police personnel, but would provide a conduit for information sharing between the police, community, and the city council.

It is critical that the program have a continual evaluation process. After the surveys are completed identified problems need to be addressed. When implemented strategies have been in place for a period of time they need to be re-evaluated. This evaluation process allows for identification of new problems, correction of existing problems, and an avenue for continued growth and community/police co-operation into the future.

The results of these instruments would dictate how successful the Police/Community Network program is and how the process should develop from there. The important aspect of the plan is the incorporation of the community and its opinion as a whole, not that of just a vocal few. Community participation, communication and flexibility are the keys.

The type of processes being proposed by LULAC and the ACLU require large budget expenditures for personnel who are independent of the police department. Personnel would be required to perform investigations and secretarial functions. Housing could also be a large expenditure. This proposal is basically a no cost item. Existing facilities are used, staffed by volunteers, where the main cost is predominately that of mailing and paper supplies.

The specific details and time lines for carrying out the strategic plan are addressed in the transition management section.

PART THREE

TRANSITION MANAGEMENT PLAN

During transition management, commitment from the organization is developed, action plans are implemented, and a structure to manage this change is identified. No single plan or management structure will be effective for every change process for every organization. The unique features of the environment within an organization will dictate how best to facilitate the new plan. Transition management will complete this research project and take the Salinas Police Department from the present state (where it is today) to the future state (where it would like to be in the future). The transition management plan incorporates the following elements:

- Identifying the "critical mass"
- Commitment Planning
- Management Structure
- Implementation Technologies and Techniques
- Transition Management Plan Outline/Time Line Chart

CRITICAL MASS

The critical mass are those people/groups who need to actively support the position to ensure the desired change will take place. Captain Roy Hanna, Captain Carlos Bolanos and this author formed a group to identify the make up of the critical mass. Through a consensus process, their current positions were identified and what their required disposition should be to make the plan successful.

From the group of eleven stakeholders, five people were chosen as instrumental for success, that is--the smallest number of stakeholders (critical mass) who are

needed to support implementation and whose opposition most likely means failure. The following were determined to be the critical mass:

1. Chief of Police
2. City Manager
3. Mayor
4. Salinas Police Officer's Association President
5. Council Person from District 6

COMMITMENT PLANNING

Commitment planning is an essential element used to assess each critical mass person's current level of commitment and project the minimum level of change needed to make the plan successful. The following chart is a depiction of their current position and where movement must occur.

**Commitment Planning Chart
Chart 2**

Critical Mass Member	No Commitment	"Let it" Happen	"Help it" Happen	"Make it" Happen
Chief of Police	X	-----0		
City Manager		X	-----0	
Mayor			X	-----0
SPOA President	X	-----0		
Council Person, District 6	X	-----0		

X -- Current State

0 -- Desired State

Now that the positions of the critical mass have been identified and how movement must occur to be successful, it is important to know why they were identified as key players. The analysis follows:

Chief of Police - The police chief is in a critical mass position to set policy for the police department and is in a leadership role within the community. If he were to take a position of being vocally in favor of a civilian review board process for the police department, his position would be difficult, if not impossible, to overcome. Currently, his position has been non-committal—that of an information giver. It appears that with the election of two new council members who are strong advocates of a civilian review process, his role must change. As reflected in the original strategy, the chief must now adopt a positive leadership role to minimize the power and cost of whatever board is mandated. He should diligently attempt to convince the city manager, SPOA President, and city council members his plan is the best. If that can be done, employees, politicians and management needs will be met. The vocal minority will be satisfied in that they will have a process for civilian review even though it might not be what they initially proposed. The main focus of the chief should be to limit the impact on the organization and not allow the abrogation of management rights.

City Manager - The city manager is in the position of being the buffer between the city council and the police department. He also directs the police chief on departmental/city policy. Although his personal belief appears to be that the city council is a review process, he has been in a Let it Happen mode due to the politically expressed views of the city council. Now it appears that it is politically unattainable not to have some type of civilian review, the city manager must move to an active role. In conjunction with the police chief, he must convince

the council the police chief's proposal is the best plan to follow. His main emphasis should be to change the attitude of those strong advocates who support a very structured, powerful, costly civilian review board. He should pay particular attention to the council person from district 6 who appears to be the swing vote on the issue. The police chief and city manager's own intuition should move her to their position with little provocation.

Mayor - The mayor is in a highly visible political role. As such, he has a decisive leadership role on the city council. The racial makeup of the council is now a three white/four Hispanic split. Salinas is the largest city in California to have minorities make up the majority of a city council. The advocates for a civilian review process in Salinas have primarily been Hispanics.

The mayor's position has been to dissuade the council from making any snap decisions on a civilian review process. Inwardly, it is felt that his position has been that the city council is the ultimate review process and a strong civilian process is unnecessary. However, politically, in the long term he will waiver and succumb to pressure from minority groups if not supported by other council members.

Being in a Help It Happen mode, he suggested that the council have a study session so that it gave time for the issue to subside. Now that it politically appears a civilian review process of some type will become a reality, he needs to move to a Make It Happen position. This ensures the chief's proposal will pass council vote. To move him to this position the police chief and the city manager must persuade him that the chief's proposal is the best compromise both politically and economically.

It behooves the mayor to use his influence on the council from district 6 to ensure that she will vote for the chief's proposal instead of that by LULAC and the ACLU.

SPOA President - The president of the Salinas Police Officer's Association is very influential over the rank-and-file officers of the police department. Also, their organization has political clout within the community. To date, their organization has been strongly opposed to any type of civilian review process. Both the president and the SPOA supporters have addressed the issue before the city council. Since the Commitment Planning Chart does not have a category for being against a civilian review process, the president was placed into the No Commitment column.

The police chief will need to convince the employee representative that the political reality of the situation is that there is going to be some type of civilian review process. Needless to say, the association will have to make a decision whether to continue to fight a losing battle or compromise and join efforts with the chief to develop the most unobtrusive process for his organization. He must then convince his organization that this is the only way to attain a win-win situation. Otherwise, they will be in a losing position and alienate the political structure of the city and a large segment of the population. Their organization needs only to move to a Let It Happen position; any higher position would be desirable, but not necessary.

Council Person, District 6 - The issue of a civilian review process has divided the city council as to what to do. Due to her comments, she appears to be the swing vote. Her background as an attorney probably makes her more knowledgeable in the area of a civilian review process. Being the vice mayor and having been on the city council for one term also gives her better insight as to what the community wants and what the city can afford.

She appears to be in a No Commitment position and for the strategy to be successful has to move to a Help It Happen position. This would ensure a city council vote of four to three in favor of the police chief's proposal.

The police chief, city manager and mayor should attempt to convince her that the chief's proposal would be in the best interest of the city and police department. It's very likely that she in turn could influence the positions of the new council members.

Management Structure

As previously indicated, the formulation and coordination of the strategy for a civilian review process should lay with the police chief. Principally, he will be the one to challenge, from a management point, the concept of a civilian review process. If this political view is unattainable, he should be the one to attempt to control whatever process that may be mandated.

Due to the political make-up of the other critical mass figures, only the police chief is in a position to deal directly with the external participants. In doing so, he becomes a primary negotiator but is still in the best position to attain a positive outcome. Also, the police chief is the one to normally address departmental problems before the city council. Most of the rhetoric concerning the issue will take place in city council meetings with direct questions being asked of the police chief. This will allow him to answer in the most politically astute manner.

To facilitate the inner workings, time lines and resources, the chief will need to designate a Project Manager. The project manager in this case should be the administrative division captain. The police chief and captain have fostered an excellent working relationship which allows the chief to have full confidence in the captain's capabilities. A critical part of the project manager's position will be to gain internal support for the chief's position. Due to his tenured position on the police department, he knows the critical people who must be convinced that the suggested program will be in the best interest of the police department. The project manager will be responsible for assimilating the necessary research materials and preparing the written reports.

READINESS CAPABILITY ANALYSIS

To accomplish the change and attach and clarify relationships, a Responsibility Chart (Chart 3) was developed by the police chief and this author. It also assists

in defining who has responsibility, authority, provides support or is informed on decisions (RASI).¹³

A separate listing was compiled individually on who should be the "actors" involved in the process and what will be their tasks. Once this process was completed, a consensus decision was agreed upon to develop the person's role.

Responsibility Charting

Chart 3

TASKS	CHIEF	ADMIN. CAPT.	CITY MGR	PATROL CAPT.	INVEST. CAPT.	COPS LT.	COPS SGT.	COPS OFF.	CITY COUNCIL	SPOA
	Needs Assessment	A	R	I	S	S	S	I	I	I
Budget	A	A	A	A	A	R	I	I	A	I
Facilities	A	S	I	S	S	R	S	S	I	-
Project Manager	A	R	I	S	S	S	I	I	I	I
Training Plan	A	A	I	A	A	A	R	S	I	I
Select Volunteer Membars	A	A	I	A	A	R	S	S	I	I
Conduct Evaluations	A	A	I	A	A	R	S	S	I	I
Develop Volunteer Guidelines	A	S	I	S	S	S	R	S	I	I
Management Review	A	A	A	A	A	R	S	I	A	I
Program Manager	A	S	I	R	S	S	I	I	I	I

R = Responsibility A = Approval S = Support I = Inform - = Irrelevant to this item

The re-organization of the department is necessary to accomplish the goals of the police chief's proposed process. Currently, there is only one community relations officer responsible for the whole city. The Police/Community Network proposal calls for the volunteers to be working out of three separate police facilities. This will in turn demand more police participation and presence where officers are not currently assigned. The two satellite facilities are only staffed on an as needed basis.

Engrained in this proposal is a community oriented policing service (COPS) philosophy. By moving in this direction, officers will need to be assigned to work with the volunteers to implement the process.

The initial project manager for the planning process is the administration captain but as the proposal is implemented, the responsibility will be redirected to the patrol captain. The analysis for this change is due to all of the people assigned to the actual program itself being from his division.

IMPLEMENTATION TECHNOLOGIES AND TECHNIQUES

Being able to manage change is the key to any successful program. Change is stressful and people tend to avoid and resist stress. One of the easiest ways to lessen stress is communication; the better the communication the more likelihood there is for success. Several methods should be utilized to create the

least amount of tension which will facilitate the implementation of the new program.

Commitment of Vision - If people are going to support the program, they must understand the purpose and what the end result will accomplish. Both the police chief and project manager must be able to articulate the program goals.

By being able to do so effectively, they should be instrumental in overcoming adversity. This will show people that the police department is committed to the process and work toward its successful implementation. This carries throughout the entire process.

City Council Meetings - By using this forum, discussions with various interest groups throughout the community will be encouraged. This should bring to the surface any issues which need to be addressed. The opportunity to speak will be given to everyone to ensure all views are heard, not just a select few.

Media Releases - Preparation of carefully worded material which will be attainable by the media for circulation. This allows for an avenue of thought other than the spoken word.

City Council Study Sessions - These meetings will educate the council members on the issue. Focus will be on types of programs available, cost factors, and

adaptability to local needs. During the final phase these will be used to formulate a plan customized to the needs of Salinas.

Lobbying - The police chief needs to contact the critical mass individuals to garner support. This will establish what their current positions are and what efforts will need to be used to get them to re-evaluate their positions.

Police Department Team Building - The police chief and project manager need to have team building sessions (possibly several) with the management staff to discuss and educate them as to why the designated program is necessary. This will achieve two purposes, one; to communicate with critical members of the police department who will be able to help sell the concept and two; evaluate any ideas the staff may have before presenting the program to the line personnel. After the completion of this process, intra-departmental meetings should be held to open communication through all levels of the police department to develop as much cohesiveness as possible.

Community Forums - Once the council has endorsed the chief's plan and the community members have been chosen, community meetings will be utilized as a platform to assess community needs. This will also be an opportunity to solicit volunteers to work in the program. These meetings will also be used as a continued evaluation process for the program.

Volunteers - Being able to get the right people to volunteer will be instrumental in making the process work. Choosing them from their own districts should enhance their individual continued interest. Training processes will be needed to familiarize them with the job.

Evaluation Process - Once the process is implemented, monthly reports will be made to the chief on its progress. This will ensure the plan's goals and objectives are kept in focus. This allows for any modifications to be made in a timely fashion, avoiding frustration.

After the plan is operational, formal evaluation will be completed annually. Those methods will utilize:

- Community surveys to determine the communities satisfaction with the program.
- Assessing the media's views of the program via newspaper files and news programs.
- Survey of the police department personnel.
- Tracking number of complaints against officers.
- Monitoring the departmental budget.
- Statewide assessments of other civilian review processes.

There is a problem with adhering to time lines. This exists because political pressures may affect change at any given time. If no major adverse incident occurs to spark further interest, the issue may lay dormant for a long period of time. On the other hand, such an incident could demand that immediate action be taken. Time lines could be compressed or several of the technologies and techniques might have to be performed simultaneously. Having a plan to address the issues as they arise will be more convincing to people that the proposal has validity. Communication will be the most important problem to overcome and a good plan will help immensely. The following is a time line chart carrying the process over a ten year period.

Time Line Schedule of Events

Chart 4

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
City Council Meetings	■	■		■						
City Council Study Sessions	■	■								
Lobbying	■	■	■	■						
Media Releases	■	■	■	■	■	■	■	■	■	■
Commitment of Vision		■	■	■	■	■	■	■	■	■
Police Department Team Building		■	■	■						
Community Forums				■	■	■	■	■	■	■
Choosing Volunteers				■		■				
Volunteer Training				■	■	■	■	■	■	■
Evaluation Process/Monthly				■	■	■	■	■	■	■
Evaluation Process/Yearly				■	■	■	■	■	■	■

PART FOUR

CONCLUSION AND FUTURE IMPLICATIONS

CONCLUSIONS AND FUTURE IMPLICATIONS

The purpose of this research project was to determine what the role of civilian review processes will be for law enforcement by the year 2003. In order to reduce the topic to a more workable endeavor, the issue question was refined to: What will be the role of civilian review in culturally diverse, mid-size cities in California by the year 2003? The sub-issues which were developed dealt with logistical issues, funding issues, and controls on the reporting and responsibilities of civilian review processes.

For purposes of this study, in order to attain a narrower focus, the City of Salinas and the Salinas Police Department were used. It could have been any culturally diverse, mid-size city but Salinas was the most familiar to this author.

This project was not designed to answer every question regarding civilian review processes but rather to design a generic model that law enforcement administrators can examine. This will allow them to ascertain if there are indicators in their respective jurisdictions which point to the formulation of a civilian review process. In turn, this project may give them some insight and direction.

As previously stated, civilian review processes are not a new concept. For over thirty years the American Civil Liberties Union and other groups have been

demanding civilian review processes to judge police actions. Few jurisdictions currently have review processes consisting of anyone outside their own agencies.

It is ironic that during the formulation of this research project, the demand for civilian review processes surfaced locally. In the City of Marina, a knife-wielding suspect was killed by law enforcement. The Filipino community rejected the outcome of the police investigation. They then forged a coalition with the League of United Latin American Citizens (LULAC) and the American Civil Liberties Union (ACLU) who demanded a civilian review board to examine the case.¹⁴

The week of January 11, 1993, while researching this project, the City of Santa Cruz allocated \$45,000 for a feasibility study on implementing a civilian review board for the police. Santa Cruz is a very liberal area, as indicated by the past demonstrations in their county, especially at the University of California at Santa Cruz. Since then they have implemented a civilian review board at an annual cost of over \$130,000.¹⁵

San Jose has also been in the news. Their chief, an Hispanic, had made statements to the effect that, if a civilian review board was brought into the city, he would resign.¹⁶ They now have a civilian review process, an Independent Police Auditor process, and he did not resign.

On January 11, 1993, a Salinas police officer killed a teenage Hispanic gang affiliate who was attempting to pull a sawed off shotgun from his pants. Before the smoke cleared, the local president of LULAC was before the city council demanding a civilian review process. That issue is still a focal point in the political atmosphere.¹⁷

As indicated during the Nominal Group Techniques, the events which were selected are very realistic. Some of them have transpired before; some will come again.

When dealing with the future, law enforcement must consider the past. If there were no change, everything would remain stagnant. History, therefore, becomes future change. The next ten years projected in the three scenarios are the history of civilian review boards.

What people must realize now is that today is the threshold of history. Are police agencies going to drag their feet when confronted with civilian review processes? The large majority probably will. Traditionally law enforcement has been slow to change. Society as a whole, expects law enforcement to be that way. Law enforcement represents society as a whole, not just a vocal few.

The issue which rang true throughout is that if civilian review processes do become a reality, they will require change in law enforcement, change in government, and change in attitudes of people who are demanding the review boards. Law enforcement is governed by a set of rules which are dictated by the people and is honor-bound to follow these rules until ordered to change. Interest groups can change anytime they choose; one set of rules today, another set tomorrow. What happens if they do not agree with the outcome of the civilian review process? Will another review be demanded to oversee the review board? Some people attain their status and power through controversy. If a status quo is developed, will the special interest groups be satisfied?

The NGT group which discussed and projected the trends and events of this paper are leaders from within our community. They are from law enforcement and minority groups. Few people had not made up their minds regarding the issue of civilian review boards before the meeting. The interpretation of their data would lead one to believe that there will be considerable debate now, and into the future, over the issue of civilian review processes.

Will civilian review processes be ineffective and die? Will they possibly be a compromise and not cause the big furor some suggest? Will they become a future ballot initiative and become state/mandated? One thing is certain, The future will hold the answer.

Based on the research this author conducted, it is imperative that law enforcement take a proactive role in shaping its future. If that does not transpire then the restrictive, over controlled, costly civilian review processes will become a reality.

Maybe the Police/Community Network Program is not the answer for every community. However, law enforcement administrators should be cognizant that something has to be done to bridge the gap between the police and community to develop a more congruous relationship.

ENDNOTES

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- 5 Lee P. Brown, "The Civilian Review Board: Setting a Goal for Future Obsolescence," Police Chief July 1991: 6.
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- 7 "Public Facilities and Institutions," Salinas General Plan City of Salinas, CA, 1988: 42.
- 8 "California Cities with Civilian Review Boards/Police Advisory Boards," Unpublished essay, POST Library and Management Counseling Bureau, Sacramento, 1992: 1.
- 9 Wayne I. Boucher, XIMPACT, computer software, Version 1.X, 1992.
- 10 Boucher
- 11 Thomas C. Estensen, "Strategic Planning," Command College Class 17, Lake San Marcos, CA., 29 Oct. 1992.
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- 13 Ruben T. Harris, "Managing Change in the Public Sector," Command College Class 17, Lake San Marcos, CA., 15 Apr. 1993.
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16 Nick Anderson, "Chief Pledge Hobbles Council," San Jose Mercury 22 Oct. 1992: B1.

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APPENDIXES

December 4, 1992

Dear

Thank you for agreeing to participate in my Command College Nominal Group Technique evaluation to be conducted Friday, December 11, 1992, from 8:00 a.m. until noon at the Salinas Police Department, Chief's conference room, 222 Lincoln Avenue, Salinas.

The issue we will be addressing is:

"What will be the role of civilian review in culturally diverse mid-size cities in California by the year 2003?"

1. What are the logistical issues involved?
2. What are the funding issues?
3. What are the controls or the reporting and responsibilities of a civilian review process?

Over the years there has been a push by minority groups to have various forms of control over police. History has shown that a hue and cry usually erupts after significant events which have affected segments of society in a perceived or sometimes actual negative way. Examples are the 1968 National Convention, riots at Berkeley and San Francisco State College in the late 60's, shooting of illegal aliens, other racially connected shootings and the recent Rodney King incident to name just a few.

After each of these events, the issue of police review boards surfaced. Most police chiefs and police organizations have fought against review boards, saying they can police themselves, civilians don't really know the job of police, and who are civilians to tell the police whether they did right or wrong?

Over the years, civilian review boards have been repressed in most agencies but in this day and age are they going to continue that way? What is their future? Will they eventually be mandated?

The Command College is Future oriented. You will be identifying, via brainstorming, the trends and events pertinent to the above issue. You will then determine which of these trends and events are most important. Additional analysis on the impact of the events/trends of the issue and how they interrelate will be conducted.

Your data will be utilized by me to develop policy consideration on the part of the Salinas Police Department. The entire process will be reduced to an in-depth research paper on the issue. It will be presented at the Command College and be utilized by the Salinas Police Department for future planning.

Pleas, in advance of the upcoming meeting, take a few minutes and make two lists, one on "trends" and one on "events," which you think are pertinent to this issue. This will facilitate the group process when we get together.

I look forward to seeing you on Friday.

Sincerely,

Larry Myers, Lieutenant
Salinas Police Department
(408) 758-7226

December 8, 1992

Dear

As a follow-up to my letter on Friday, I thought I would send you a little more information on trends and events.

EVENTS

An event is a happening or one time occurrence that can have an affect on something. For example, the Rodney King beating in Los Angeles causes an administrative review of the incident.

TRENDS

A trend measures change over a period of time; it is an on-going action that is usually made up of a number of events. Trends cannot make up events but events can make up trends. For example, a number of gang shooting could be a trend that gangs are getting more violent. A single shooting would be considered an event.

While you are thinking about trends and events, remember they can be of any nature such as social, technology, economic, environmental and political (known as the STEEP process).

I would appreciate in preparation for Friday's meeting you would prepare a future's list of five trends and five events which could affect the topic. Remember, these trends and events haven't happened; it is what may happen and if they do, what would be the cause and effect.

Thank you,

Larry H. Myers

LM:vv

EVENTS

1. Rodney King causes an administrative review.
2. Police investigation clears officers in shooting of an illegal alien.
3. Budget cutbacks for the year 1998 cuts funding for Department of Justice in half.
4. Police officials cover up corruption in Central City Police Department.

TRENDS

1. Level of pressure for affirmative action.
2. Number of law suits filed by minority groups on police conduct.
3. Level of public interest in a civilian review process.