

**HOW WILL LAW ENFORCEMENT
COMMUNICATE WITH THE COMMUNITIES
THEY SERVE BY THE YEAR 2008?**

by

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Executive Summary

A great deal has been written about the challenges, now and in the next century, facing Law Enforcement. Even the term "next century" has, at worst, an almost ominous quality, and at best, an impression of unknowable challenges and opportunities. There is significant focus today on the "Y2K Problem." The media has focused on this as one of, if not the, most important contemporary stories. Books have been written and whole industries have been spawned to service the fear and uncertainty of the American and world consumers.

At its core the issue (for most people) is not one of a fear of technology or some belief in one apocalyptic prediction or another. It is a lack of information (communication) about the facts and a gap in the credibility of, and confidence in, those who are disseminating the information available.

The greatest challenge for Law Enforcement in the 21st Century will come as it looks for ways to effectively and efficiently communicate with the community. Even the definition of the three key words in that sentence, Law Enforcement, Community, and Communication will require consideration and expansion. Trends indicate that, while the basic mission of Law Enforcement will remain constant, the expectations will continue to broaden.

Witness the skill set changes in the last 20 years. Law enforcement officers need to have competency in public speaking , mediation, education, mentoring, recognition of a variety of special interest needs, technological competency and so on. As part of our effective communication we will need to reexamine our mission or perhaps, more appropriately, rethink what we call our profession. As the expectations continue to expand perhaps the term "Law Enforcement" is insufficient to express, to the public and our employees, what it is we do. We would do well to revisit the title "Guardian of Peace" as proposed by Gordon Misnor.¹

Likewise the meaning of "Community" continues to change. In his essay "Six Practices for Creating Communities of Value, not Proximity"² Dave Ulrich says communities are increasingly less defined by geography than by people with common interest(s) or values. Therefore finding ways to communicate with our "Community" will require a different sort of examination to determine who makes up that Community.

Finally, Communication Technology has begun to redefine how we communicate with one another. The Internet, as we know it today, has brought a profusion of information (and arguably to a lesser degree knowledge) into the home of an increasing number of people. On a community level it offers us the ability to obtain and pass information along at a pace few could have imagined in years past. Like its predecessor, the "Victorian Internet,"³ however, the Internet has become over burdened and is about to pass into history to be replaced by a "new Internet". The new Internet,

based not on band width scarcity but on band width abundance will dramatically and fundamentally change how we communicate.⁴

Should we fail to recognize these, and other, changing perceptions, the forecasted problems of the Y2K will seem minor when balanced against the social, economic upheaval caused by our failure to deal with the implicit communications issues.

Most law enforcement today is reactive. Even that which we look upon as proactive, some gang/drug enforcement, even community and school community education efforts, are in fact reactive because they are simply reacting to a deeper societal problem. Good communication is at the core of discovering and helping to deal with those societal problems.

This project places 21st century communications issues in an historical perspective and begins to examine some of the risks and opportunities for law enforcement leaders.

CONTENTS

Executive Summary	iii	
Chapter 1	EVOLUTION	1
	Setting Expectations	4
	Examples of Positive Communication	7
	Community Groups	
	Technological Solutions	11
	Public Private Partnership	15
	Inter Agency Cooperation	19
Chapter 2	FORECASTING THE FUTURE	23
	The Nominal Group Technique	
	Definition of Terms	25
	Community; Event; Nominal Group Technique; Trend; Statement of Purpose; The Process	
	Table 2.1 Trends	28
	Table 2.2 Events	29
	Future Scenarios	
	Best Case Scenario	30
	Neutral Scenario	37
	Worse Case Scenario	40
Chapter 3	STRATEGIC PLAN	43
	Integrity First	
	Courage; Honesty; Responsibility; Accountability; Justice; Openness; Self respect; Humility	
	Service Above Self	48
	Excellence in All We Do	48
	Overall Vision Statement	50
	Communication; Cooperation; Creativity; Future Growth; Education; Community; Vision Statement	
Chapter 4	IMPLEMENTATION PLAN	54
	Start with identifying community leaders	
	Compare those leaders to the actual demographics of the community	
	Consider options of identifying additional community leaders	
	Once the leadership has been identified, bring them together and explain what you want to accomplish	55
	Solicit their experience	
	Establish a vision of what a good communication should be	

Communicate the vision	
Identify ways to make the vision a reality	56
Don't overextend	57
Set up a mechanism for checking the health of the plan	
Chapter 5 RECOMMENDATIONS AND CONCLUSIONS	58
Conclusions	
Appendix	61
I; II; III; Brainstorming-Events; Top Ten Events; Event Summary Table; Practice Appendix	78
Endnotes	82
Bibliography	85

Chapter 1

EVOLUTION

In this first chapter the intent is to provide a foundation for the role of communication between law enforcement and the community. Changes in society and society's expectations are mirrored in the evolution of policing in the United States.

Prior to the era of scientific policing, the reputation of most urban law enforcement agencies was one of a corrupt, poorly trained, brutal, politically controlled group of enforcers for the local political machine.⁵

The reforms associated with scientific policing included steps to lessen political influence, increase training, improve the selection process, and improve the tools available to police officers. Discussions of communications were focused on inter-organizational issues. That is, communication between officers in the field and between a central dispatch and field officers as depicted in the following quote from August Voller,

"No other branch of government have such remarkable changes then made of those in the field of police organization and administration during the last quarter of a century. One can scarcely believe that such great advances can be made in so short a time. It is a far cry indeed from the old politically-controlled police department to the modern scientifically operated organization. Under the old system police officials were appointed through political affiliation and because of them. They were frequently unintelligent and untrained; they were distributed throughout the area to be policed according to a hit or miss system and without adequate means of communication; they had little or no record system; their investigations methods were obsolete; they had no conception of the preventative possibilities of the service. In these modern organizations the high standards of admission had been established, the men move up through the ranks by a highly selected process, the personnel is distributed according to

scientific formulas and principles and communication systems have been developed to a degree where only fractions of a second are lost between the time a message is received until it is transmitted to the men on the beat. A complete and detailed system of records have been instituted and scientific investigation methods have been funded. Crime prevention through scientific measures has been established in different parts of the country, and the results are proving worth the endeavor.”⁶

While the quote from Voller was certainly very idealized, it is as important for what it does not say as for it does. The focus of the improvement is internal. That is, selection training, internal communication and technology. There is no hint in the quote of the important role of the community. Also of interest for our purposes are the unintended consequences of innovation. Moving officers from foot patrol to vehicle patrol increased the ability to respond quickly to calls for service and increased the geographic area covered by the officers, but it also removed the officers from the direct one-to-one daily contact with people (community). The efforts to remove political influence in part by the application of rigid measurements failed to adequately consider the intricacies of the relationship between police and the community, (still at this time limiting community to a more geographic destination).

The 1940s and 50s were characterized by the move towards professionalism in law enforcement and the philosophy that police business was “police business.” Law enforcement agencies were for the most part immune from the review of citizen or others with an interest in law enforcement.⁷ Slowly, however, law enforcement began to recognize that, to be successful, they needed the support of the community.

"Public cooperation (is essential) to the successful accomplishment of the police purpose. Public supports this in many ways: It is necessary that the enforcement of major laws as well as minor regulations, and with it arrests are made and convictions obtained that otherwise would not be possible. The public that observes laws and complies with regulations relieves the police of a large share of their burden. Difficult programs can be carried out....preferred techniques can be operated successfully....public commendation and praise builds police morale....without public support, budgetary requirements these buildings, equipment, and personnel are difficult to obtain. Police salaries, relief days, sick and retirement benefits, and other conditions of service are also favorably influenced by a friendly and cooperative public."⁸

Much of the reforms, however, and attempts to seek understanding were to the middle class of America. Immigrants and minorities did not enjoy the same level of influence.⁹

The 1960s were characterized by rioting in major urban areas, anti-war demonstrations by college students and middle class individuals and significant restrictive changes in case law from the Supreme Court. Radical changes, affirmative action requirements (brought on by years of inaction and/or abuse by society in general) and rising crime rates, found law enforcement ill prepared to effectively deal with any of them.

Between 1960 and 1970 the crime rate for 100,000 people doubled. The robbery rate tripled during that ten year period. Law enforcement began to be seen by many minority communities, especially the black communities, as the symbol of the society that denied them equal access. After the shooting of a black teenager in July

1964 and the perceived lack of response by law enforcement community, a riot erupted in Harlem that lasted more than two days.¹⁰

Part of the response to this was to develop community relations programs. In these programs, "...community relations officers - always out of the mainstream and the police organizations came to be seen as hapless "flack catchers" by citizens and as the "empty holster crowd" by the "real" cops doing the "real" police work: patrolling, responding to calls for service, and investigating crimes."¹¹ In some departments they were called the "rubber gun squad." The effect, however, was the same. The need for a true communication with all levels of the community had not been established. The "community relations program" were not accepted as "real police work" and, therefore, could not be effective. There was no organizational ethic prioritizing community input to law enforcement and effective communication from law enforcement to the community.

Setting Expectations

In many of its contacts with the community law enforcement officers often set expectations beyond their ability to meet them.

Example of this law is in a Circa 1950 film produced by the San Francisco Police Department's new radio dispatch vehicles. The film shows, in part, a burglary being committed by a suspect unknown to the homeowner. When the police respond they find certain clues consisting of scuff marks, shoe impressions and fingerprints. A

description of the suspect is obtained from a witness. With the combination of evidence, the film showed information being put out to police officers in vehicles in the field. Out of all the thousands of people in San Francisco at that time, the film shows a "alert" police officer picking out the suspect (in part by the "guilty look") out of a crowd. The suspect is arrested and sent to jail. All of this occurs within a few hours of the burglary having been committed.

A more contemporary example exists in the neighborhood watch program. In the early days, the neighborhood watch program law enforcement officers went into neighborhoods with the idea of organizing them to help fight crime. The message was generally one of that law enforcement wanted the community to be our eyes and ears. Law enforcement did not want the community to get involved but simply to call when they saw something suspicious. The program was a victim of its own success. People called when they saw something suspicious. They called in such numbers that most law enforcement agencies were unable to effectively respond to all of the requests for service. The result was frustration and, in many cases, a "why bother" attitude among some of the public. Law enforcement failed to adequately communicate or educate the community to discuss our abilities and inabilities, our strengths and weaknesses in an open, honest and realistic manner. We also failed to elicit from the community what they believed to be important or of priority.

The 70's, 80's and 90's saw a move towards more research and citizen involvement. Herman Goldstein and his ground breaking work of "Problem Oriented Policing" argued for a focus of the core problem instead of the incident. Fundamentally, problem oriented policing and community policing also focused on public (community) involvement. This involvement takes a form of not only reporting crime but also helping to establish what kinds of crimes will take priority and becoming partners in solution(s).¹²

James Q. Wilson's article "Broken Windows" also points out "if police are to reduce fear and disorder, they must turn to citizens for both legitimacy and assistance."¹³ This historical perspective shows a clear evolution towards the importance of communication with the community. Communication, however, as anyone with children can tell you, is not necessarily a simple thing. Every day we communicate in a variety of ways including non-verbal and non-symbolic. Messages may contain facts (at least from the communicators point of view), inferences and judgements. Communication may be hampered by perspective brought on by differences in education, age, occupation, experience, sexual orientation, ethnicity, race, religion, geography, to include just a few. The message or receipt of the message may be clouded by anger, grief, or any number of human emotions. All of these things place a premium on truly listening and checking for understanding of the message.

Clearly communication can be a complicated undertaking. Given all this, what follows are some examples of good communication between law enforcement and the community.

Examples of Positive Communication:

Community Groups

Like many other law enforcement agencies, the North Miami Beach Police Department found out about community concerns and problems when residents complained to their police department itself or to an elected official. By the time the community concerns reached the ears of elected officials, their concerns were now complaints. To get a head of this curve, the North Miami Beach Police Department formed "CLUB Law and Order." The name is an acronym for "**Community Leaders United Behind Law and Order.**" ¹⁴

Based on Community concerns and issues the North Miami Beach, a community of roughly 4.5 quarter miles and 40,000 residents, were divided into twelve areas. The police department had two goals in setting up this program. The first was to help community leaders convey their concerns and issues more directly to the police department. The second was to improve communication between all its residents.

The police department identified community leaders and sent out one hundred letters inviting these community leaders to an initial meeting. Of those one hundred

invitations, approximately twenty people responded. As one might expect, the initial meeting took several hours and was characterized as more of a “complaint session.”¹⁵

Typical of the main police department’s experiences with this type of program, the complaints and concerns were not strictly related to criminal issues. The majority of their concerns dealt with traffic problems, nuisances (barking dogs, loud noises, possible drug activity) and code enforcement.¹⁶

CLUB Law and Order now meets regularly one day per month. Minutes of each meeting are recorded and distributed to each CLUB member, as well as police staff. The minutes are then reviewed at subsequent meetings to determine the level of success at meeting the communities concerns.

The North Miami Beach Police Department credits CLUB Law and Order for playing an important part in the passage of a ten million dollar tax payer bond to build a state of the art police facility. The experience of other surrounding communities had been that those types of bonds have been defeated. CLUB Law and Order is also credited with bringing the community closer together and opening new doors of communication between the police and the community.

This seems to be an excellent example of establishing open lines of communication. In this particular case, this was done in a small community and one’s

initial reaction might be that it would be difficult to translate this type of program into a much larger metropolitan area. That particular myth, however, has been dispelled quite effectively by the San Diego Police Department. Chief Jerry Sanders, of the San Diego Police Department, moved his department from traditional means of establishing beat responsibility areas (Geography, man-made boundaries, crime statistics, darts thrown at a board and so on) to policing by communities. Coupled with an aggressive de-centralization program, this not only serves to enhance communication between the police department, but also helps to establish stronger individual community identities. Included in this was the Chief's work with the local news media. Where once the news media referred to several parts of San Diego simply by the term "Southeast San Diego," the Chief as part of his overall program encouraged the media to use the names that the communities had historically been identified as. Using this criteria, Southeast San Diego subsequently became more than 13 individual communities (99 communities city wide). Heightened community identify is one element of increasing identification and pride in one's community. Increased flexibility of response to individual community needs is also a hallmark of the policing philosophy. "Recently I did an inspection of all my substations, each station is commanded by a Captain. They were all going about serving the community in different ways. I think they thought they were going to be in trouble. I told each of them they were doing exactly what I expected them to do; the individual community members now look upon our officers as their officers. Community meetings have gone from citizens complaining about service to saying good things

about “their” officers. Commands need to have the flexibility to serve those (distinctive) community needs.”¹⁷

Thus the same principles applied in a community of 4.5 square miles and 40,000 residents in North Miami Beach was also applied in a community of 331 Square miles and 1.2 million residents in San Diego.

The South Reno Police Department examined the way they were dealing with traffic problems. They found that while they were writing progressively more citations, each year their injury/accidents were continuing to go up. In addition, the community was becoming increasingly dissatisfied with the level of service.¹⁸

To address this problem, Reno Police Department sought input from residents and advisory groups. Taking the information that came from these groups, they set about to change the department’s philosophy of traffic enforcement. While this changing philosophy resulted in a decrease in revenues (a significant portion of the department’s budget was derived from citation revenues), the department felt the increase in citizens satisfaction, reduction in citizens complaints (not only about traffic issues but complaints against officers as well) and a reduction in injury accidents were all well worth the cost.

Technological Solutions

The use of technology as a means of enhancing communication has undergone many changes. None however have been more dramatic or had broader implications than the advent of the use of computers, networking, inter and intra-nets and so on.

In 1995, the community of Searcy Arkansas, a community of approximately 17,500 residents, began investigating the use of computer Bulletin Board System (BBS) as a means of communicating with their community.¹⁹

Using a relatively simple computer system, the Searcy Arkansas Police Department implemented another opportunity for the community to provide information to the law enforcement agency as well as get information from them. Through the use of the B.B.S., citizens could pose questions and leave messages for the department. The information services manager monitored the system and routed the messages to the appropriate department person. Questions and responses are available for anyone who logs onto the bulletin board to read. Crime reports are also posted on the bulletin board with specific private data deleted. The department feels that this level of openness provides assurance to the public of a highly ethical and well-managed department.

This system was started what would be by today's terms a relatively primitive system consisting of a personal computer with 8 megabytes of random access memory

(RAM), a 40 megabyte hard drive and a 28.8 bits per sec (b.p.s.) external modem connected to a standard telephone line.

A number of law enforcement agencies now use Web sites for a variety of purposes. Close to home, the California Highway Patrol uses it's Web site to help distribute information about missing and exploited children as well as provide visitors to the Web site up-to-the-minute state-wide information about freeway conditions and accidents.²⁰

The Criminal Justice System has been accused of victimizing people twice. Court and parole hearings can prolonged the pain of the event and disruption of the person's personal life. In 1996, the San Diego District Attorney's Office supplemented a communications technology to reduce some of those negative effects.

In cooperation with S.A.I.C., a San Diego based company, San Diego District Attorney's Office installed state of the art video conferencing equipment. Currently, seven of the States thirty-one prisons (including Pelican Bay, the States Northern most and highest security prison) are connected via video conferencing. This means that parole hearings may be conducted over the system. This allows the victims and survivors of violent crimes to actively participate in the role process in an interactive and meaningful way without the requirement of travel and with a minimum of additional disruption to their lives.

Through the use of private sector resources at chain stores such as Kinkos© (equipped with video conferencing technology) , cooperative witnesses living long distances from San Diego, can be interviewed by D.A. Investigators, again, without the need for travel and associated expenses on the part of the witnesses or the District Attorney's Office.

The system also has been used in recruiting and distance learning. In the near future, a system will be installed in the District Attorney's Vista office (a 40 mile drive from the downtown central District Attorney's Office) and in all four superior court locations. The goals remain to improve the level of service to the community in an efficient and cost-effective manner. ²¹

The El Cajon Police Department initiated an e-mail program to help provide one more layer of communication with the community. Viewed as a small first step towards a much more ambitious program of interactivity with the community, the e-mail program was launched in 1999. The purpose is to provide the department with another means of rapid communication with the community and for the community with the department.

Businesses and community members can sign on to the service by simply sending an e-mail to the department's designated address. The system is designed so that information from the department may be sent to individual businesses, groups of businesses (divided by geography, type of business and so on) individuals, or groups of

individuals, depending on the need. The type of information distributed has included information about criminal activity, requests for the community to help identify victims or suspects, community events and, most recently, to survey the level of concern over and information desired relative to Y2K issues.

San Diego State University currently provides live video conferencing links around the world. "A monthly multi-national video conference is delivered live by satellite to more than 400 sites throughout the hemisphere."²²

Even these pale with the technologies currently under development. In his article, the next network Jeffery Moore states "Most people believe that the Internet is here to stay. What most people don't fully appreciate is that the Internet is dead and that what is coming will make the Internet look like child's play. The Internet was never built to handle the traffic needs of applications that are now being deployed or will be. Plus the circuit switched network will not scale, despite its ubiquitous access. The new network will look like the Internet but will offer much greater scale of availability while at the same time offering the robustness and omnipresence of current circuit-switched network."²³

The Philadelphia Police Department designed an innovative way for keeping their department in touch with a large community. Working on the philosophy that communication is the key to an enduring and substantial relationship with their community, the Philadelphia Police Department launched a program in cooperation with local cable providers.²⁴

Using a variety of program types, including live call-in shows, talk show formats, and shows featuring wanted subjects, the Philadelphia Police Department has found

that this has provided them a unique opportunity to reach a broad spectrum of their community. The Program also provide, in many cases, the opportunity for immediate feed back between the law enforcement agency and the community. Uniformed officers and command staff are used as the host of the program and to provide response to community issues.

Public Private Partnership

Open communication with communities takes place in a variety of mediums. The Lake Worth Police Department in South Florida found itself in a situation familiar to many police departments. Founded in 1912, the community had been an area for retired adults fleeing the cold northwest to retire in the warmth of south Florida. "As those residents passed away and their properties passed onto their children and grandchildren, more and more absentee landlords rented to immigrants who came to Florida from South America and the Caribbean Islands seeking political freedom and jobs."²⁵

Police department found they were experiencing a crime rate and looked for new ways to communicate with their community. In an excellent example of public private partnership, the Lake Worth Police Department collaborated with the Lake Worth Herald to publish police trading cards. Each of Lake Worth's officers were issues a thousand cards to be distributed to young people in the community. The cards proved to be exceptionally popular with the young people and spawned events such as

autograph signing sessions. The police department and community leaders agreed that the cards provide an excellent opportunity for the officers and the youth in the community to meet and get to know one another outside of the traditional law enforcement community contacts.

Funding for these types of initiatives can be a problem. In this particular case, the problem was solved through the generosity of the Lake Worth Herald. Other communities have found that solutions to the funding issue through profit groups, local businesses, foundations and the like.

"A significant cultural and/or language barriers can be overcome through the appropriate recruiting/hiring individuals with those skills and through the use of community volunteers."²⁶

Police Departments must play a significant role in the leadership and thus opening and maintaining open lines of communication. Generally, law enforcement agencies are viewed by the public as being honest and ethical organizations. In a 1997 poll which asked, "Please tell me how you would rate the honesty and ethical standards of people in these different fields...." Police ranked seventh out of twenty-six occupations listed, with eighty-nine percent of the respondents listing the ethical standards of law enforcement officers as average to very high.²⁷

In his article, "Citizens, cops, and city hall: Creating an Inclusive Team." Troy Coleman argues that law enforcement executives are among the most highly trained and effective leaders in government. In many cases, however, either by their individual choice or by risk between other government agencies and law enforcement, their skills are not fully used. He argues that despite a number of new initiatives, in many areas a less than satisfactory interaction continues. Effective communication across the entire community and taking full advantage of all of the talents of both the private and public sector and by "building an inclusive corporate team" is the best way to meet the challenges the future.

"When local government departments realize they are all in the game together and that the stakes are based on how they cooperate - or their ability to field the team and equip that team with the philosophy that really represents a diverse range of perspectives - they will have a greater possibility of success. Demographic changes in community are an indication that there may need to be changes in the local government's approach to doing business. Lack of a coherent long range planning strategy that anticipates needs and identifies approaches to meeting those needs spelled doom for most organizations."²⁸

A significant partner in the continuum communication is the local prosecutor. Community programs are changing the way cases are being prosecuted. The "Community Prosecution" concept borrows from the Community Policing approach to determining a priority of some prosecutions based on community input. Quality of life issues, such as prostitution or loitering, are frequently given a higher priority.²⁹ In late 1993, the American Prosecutors Research Institute held focus groups to discuss the concept of community prosecution. The groups consisted of prosecutors activity involved in community prosecutions, law enforcement officers and others with expertise

in the area. The discussions centered around key components of community prosecution including definition of terms, funding, identifying community partners and implementation. "While perspective varied among jurisdiction focuses on targeted areas and involves a long term proactive partnership among the prosecutors office, law enforcement, the community, and public and private organizations in order to solve problems, improve public safety and enhance the quality of life in the community." ³⁰ Once again, the key component has to do with communication. Communication with the community to determine the areas of importance to them and communication between judicial system agencies (law enforcement prosecutors, court probations) to work with the community to shape effective programs to address those concerns and follow-up on continuous evaluation components to ensure that as these needs change, the plans and tactics also change.

While no formal evaluation has been done to determine the success of this type of a program, anecdotal evidence is that it does work. Prosecutors involved in the program point to reductions in crime and letters and comments from community members describing a heightened level of satisfaction and a sense of safety in their community.

In 1990, the Multnomah County Oregon District Attorney formed a public/private partnership to fund a community prosecution program. Together the District Attorney, members of the criminal justice system and the community decided on a variety of

tactics to improve the community. They titled their program "The Neighborhood D.A. Program."³¹

"As part of the program, the D.A. assigned one deputy district attorney to each of six geographic areas within Maltnomah County. The deputy D.A. works from offices in their assigned areas, making them readily accessible to residents. At the same time, the deputy can conduct a host of activities from teaching citizens about restraining orders to reviewing criminal cases that originate in the district."³²

Inter Agency Cooperation

Open communication between criminal justice organizations is gaining dominance as the "corporate culture" in the industry. Where once information was tightly held and shared only reluctantly and when absolutely necessary, the emphasis is on shared resources and open communication to help reduce crime. Whether brought on by ever rising crime rate, public dissatisfaction and impatience with that rising crime rate, the recession of 1989 and the subsequent reduction in availability of funds to law enforcement, or as we might like to think an increase in the level of professionalism, the fact of the matter is that information is transferring between agencies in an ever increasing rate.

Examples of this abound. In San Diego County, the Narcotics Information Network (NIN) operates an information network designed to share specifics about on-going narcotics investigations and identify targets between agencies. As part of the Western States Information Network (WSIN), information was shared between communities in California and the Nation.

Task forces, whether they be organized around narcotics trafficking, auto theft, gangs, sex crimes, or computer crimes, once considered unique and innovative, are now a common tactic in most jurisdictions.

Faced with a worsening crime rate, consisting of approximately 75 homicides and 5,920 aggravated assaults in 1987 to a rise of 152 homicides and 6,960 aggravated assaults in 1990.³³

The Boston Police Department formed Operation Night Light. Operation Night Light was formed based on statistics showing that a significant percentage of the suspects and victims involved in crimes were either on probation or had recently been on probation.³⁴

Through the increased enforcement and sharing of information between law enforcement, probation and the schools, the program is credited with a reduction of almost 70 percent in the number of people aged 24 and under killed by guns and with the fact that between July 1995 and December 1997 no juvenile in Boston was killed with a firearm.³⁵

The program is also credited with an increase from 17 to 50 percent in the compliance rate with probation restrictions.

These are all examples of where cooperation collaboration and open communication have achieved results where traditional methods have failed.

While advances in technology will allow for easier faster access to an ever increasing number of people, the importance of the individual one-to-one personal contact will remain important after all the most important part of communication is the one-to-one or “in person” contact. This is a basic premise we seem to understand intuitively. Whenever there are difficult negotiations or seemingly intractable problems to resolve, we always go to the “in person” option. Even those who use or appreciate video conferencing will tell you that the technology does not yet exist to adequately capture all of the nuances of human expression.

John Naisbitt talks about this as high tech/high touch. In an article for Government Technology Magazine, he wrote:

“The onslaught of technology has inspired an unprecedented search for meaning and yearning for community, a hunger for virtually, a desire for a deeper relationship, and really a desperate need to understand all. At the same time, technology itself is the integral part of the evolution of culture and the creative product, of course, of our imagination, our dreams and, in deed, our aspirations. But science and technology do not tell us what life means, we examine and re-examine the nature of our humanity through family and community, through religion and spirituality, through the art and literature - all things that fall on what I call the “High Touch Side”.³⁶

“The more technology we introduce into our society, the more people want to be with people - at movies, at rock concerts, shopping, in restaurants, at the office.” Communication is, after all, about people. Part of our job when we communicate with our communities is to help foster calm and present a balanced presentation. We have frequently not done a very good job in this area. Much of the message

of Neighborhood Watch had to do with the need for more police officers, rising crime and the need to secure one's home against that crime. It is only in recent years that we have begun to talk about quality of life.

We face a new challenge when we begin to talk about the options open to us through technology and the use of the Internet. Tom Standage summarizes this well in his book the "The Victorian Internet".³⁷

"The hype, scepticism, and bewilderment associated with the Internet - concern about new forms of crime, adjustments in social mores, and redefinition of business practices - mirror the hopes, fears, and misunderstanding inspired by the telegraph. Indeed, they are only to be expected. They are the direct consequence of human nature, rather than technology. Given the new invention, there will always be some people who see only the potential to do good while others see new opportunities to commit crime or make money. You can expect exactly the same reaction to whatever new invention appears in the twenty-first century. Such reactions are amplified by what might be termed chronocentricity (The egotism that one's own generation is poised on the very cusp of history.). Today, we are repeatedly told that we are in the midst of communications revolution. But the electric telegraph was, in many ways, far more disconcerting for the inhabitants of the times than today's advances are for us. If any generation has the right to claim that it bore the full bewildering, world-shrinking brunt of such a revolution, it is not us - it is our nineteenth century forbearers."

It will be, in large part, law enforcement's responsibility to ensure that we use technology to enhance the quality of life in human experience in our community and resist temptation to suppress it.

Chapter 2

Forecasting the Future

The Nominal Group Technique

The nominal group technique (NGT) was selected to gather the information necessary for the formation of this project's scenarios and strategic plans. The group consisted of nine people (two woman and seven men) from a variety of backgrounds and disciplines. The women consisted of: a CEO of a large nonprofit community group, and a superintendent of a local school district. The men consisted of: a publisher of a regional news paper and publishing company, a agency head of the largest public safety organization in San Diego, a Captain from the largest law enforcement agency in San Diego, a reporter from a local television station, a lieutenant from the smallest law enforcement agency in the county, a state university professor (specializing in urban planning and "Smart Communities"), and a Captain from the Sheriff's Department. This group was selected because of their experience in community issues, familiarity with current events and future trends in their respective fields of expertise (economics, technology, public perception, communication and distribution of information, prevention and education) and their application to the topic.

Prior to the NGT all the panel members were given; material explaining the NGT process (only one person had ever participated in an NGT), the topic, and background material (including "Making Connections: Citizens & Their Government" National

League of Cities and "Building Smart Communities" International Center For Communications, San Diego State University). Individual conversations were held with each participant to insure a level of comfort and confidence in the process and promote the best possible potential for gathering of relevant information.

Prior to the NGT each participant was given statement of purpose (for the NGT) definitions for key terms and background material on the topic. That statement of purpose and definitions of key terms are presented in tables 2.1 and 2.2.

Definition of Terms

Community

For the purposes of this project and NGT the word **community** will be used in the largest sense. That is **community** will include any person, group of people, organization (governmental or otherwise) that in any way effects or is effected by law enforcement.

Event

Events are things that have specific impact on the topic. They are clear, well defined occurrences that everyone can look at and agree that they either did or did not happen.

Nominal Group Technique (NGT)

The NGT is a small group technique developed by Andre Delbecq, in 1975. Its purpose is to bring together a small group of informed individuals on a specific question. It is intended to generate ideas, solve problems, and can provide the basis for strategic planning.

Trend

A **trend** is a series of events strung together indicating a direction of movement or a next logical event.

Statement of Purpose

The purpose of this NGT is to identify and analyze the trends and events that may impact "How Law Enforcement Will Communicate With The Community in 2008."

The Process

The NGT started with a review of the Statement of purpose, Key Terms and definitions and some of the importance of the topic for the future of Law Enforcement and the communities we serve. Discussed was the changing nature of how society looks at, and has come to accept how certain words are defined (or perceived). The word community for example, has evolved significantly.

Starting in 1375 (Scottish) "*communitie*" meaning fellowship. Definitions from the 1800s cite the "...ties by which states are held together, community of race, community of religion, community of interests." In the 1960 edition of "Webster's New World Dictionary" (1960) community is first defined as "the people living in the same district, city, etc., under the same laws." The remaining definitions deal with relationships based on geography or groups living together. Similar interests assume a minor role in the overall definition. More contemporary definitions (Webster's Encyclopedic Unabridged Dictionary of the English Language, Gramercy, 1997) continue to focus on proximity and geography as the primary focus but also include culture, heritage, religion, occupation and other interests as components of "community."

All these definitions fall short of describing the current state of "community." The community discussed during the NGT process includes the "Virtual Community." Thanks to a variety of communications modalities, television, radio, print and the Internet (all facilitated by satellite connectivity) the community of today may include people (and special interest groups) from around the world. Issues that at one time would have been confined to one city, town, state or region (one community), now can be viewed, commented upon, and pressure brought to bear, by people from around the world.

One group often overlooked by law enforcement, in terms of communication with/or education of, is the judiciary. Arguable the group with the most direct and lasting impact on law enforcement, yet little time or effort is expended on helping them understand the day to day work (triumphs and frustrations) of law enforcement. Tom Hall, a senior F.B.I. Agent, attorney and instructor, assigned to the legal division at Quantico, believes that much of the bad case law has come from a failure of law enforcement to effectively communicate with the judiciary about the issues important to law enforcement and to work together to draft solutions.

TRENDS

-5 years Today +5 years +10 years Impact

TRENDS	-5 years	Today	+5 years	+10 years	Impact
Family changes, roles, employment	55.56	100	183.33	288.89	9.44
Education of youth/impersonalization	23.89	100	183.33	288.89	9.33
Drugs	31.11	100	158.33	288.89	8.56
Court system dysfunction	61.11	100	152.78	236.11	4.89
Younger generation out of control	56.11	100	147.22	216.67	9.00
Employer/ee relation change/work place	70.56	100	177.78	238.88	5.77
Changing expectations of police officers	55.00	100	191.67	308.33	6.89
Community collaborative/ interdisciplinary teams	26.67	100	169.44	255.56	6.33
Change in how we report/investigative crimes	58.89	100	208.33	372.22	6.78
Funds for social services (non-profit and public)	79.44	100	186.11	261.11	5.00

Table 2.1

Note: The values in columns 2-5 represent the panel's subjective valuation of the trend with "today" representing the arbitrary value of 100. The value in column six represents the positive or negative magnitude of the trends' impact on the issue.

EVENTS	yr.>0	5 years	10 years	Impact
Election of Gray Davis as Governor	2.78	30.78	2.78	-3.22
Regionalized law enforcement	2.56	5.56	22.22	-0.50
Large numbers of natural disasters bankrupt relief organizations	3.22	20.00	41.55	-8.78
Statewide communications network	2.33	28.89	50.56	+9.00
Year 2000 - crash of 500 computer systems	2.00	0.00	0.00	-10.00
Cap on state prison inmates requires counties to house state inmates	3.22	67.22	83.33	-6.89
7.5 earthquake occurs in four major CA cities	3.11	43.89	72.78	-10.00
Local govt. Responsible for water, education, prisons due to voter non-support; less law enforcement \$	4.11	42.22	73.89	-4.00
English no longer primary language in CA	2.22	0.00	6.67	-3.56
Penal code allows municipalities to privatize police services	1.33	10.00	25.00	-4.78

Table 2.2

Future Scenarios

Best Case Scenario

Because of the unknown elements of the Year 2000 (Y2K) transition and the recognition of the intense emotion, fear, uncertainty and misunderstanding that accompanies new century let alone a new millennium, most law enforcement agencies began preparing far in advance of Y2K. The focus of those preparations was on providing the citizens with the most accurate thorough information available.

The plan called for preliminary meetings with small focus groups. The focus groups provided information on the topic most on the minds of various parts of the community(s). Because of the complexity of many of the issues and the desire to present a consistent factual message, law enforcement agencies formed regional information groups. Each group was staffed by area experts in those disciplines noted as of most concern by the focus groups.

Based on the information gathered from the focus groups and input from the area experts, research was done into the topics of most concern. The most often listed concern had to do with the ability of institutions (public and private) to continue service after January 01, 2000. It was decided that this issue (as well as all others) would be dealt with factual and with a "let the chips fall where they may" attitude. During the research a number of interesting facts were discovered. The most obvious, but also the most under-reported, was that the new millennium did not actually until January 01,

2001. Other interesting information included: Because of the lack of accuracy of our calendar, the third millennium sometime between 1994 and 1998; even the current calendar is off by at least 10 days and until 1622, when the Vatican moved the "New Years" to January 1, it had been celebrated on March 25. ³⁸

The thoroughly trained teams set up a series of meetings in all communities. Where the technology existed, more than one group was combined via Internet video conferencing. Community groups were encouraged to contact their local law enforcement agency at any time to get information, clarify a rumor or simply ask a question. Every citizen, whether or not they attended a meeting, was given a summary of the research and presentation information and a list of telephone, e-mail, voice-mail numbers to call when they had additional questions. Each person who attended the meetings had the name and contact points (telephone, e-mail etc) for the presenters.

After each meeting the teams held a debriefing and information learned was shared with other teams. All the teams soon found that after the questions about Y2K were answered that the community groups soon wanted to discuss other issues. The meetings became excellent opportunities for communication on a host of issues. Many valuable ideas came from community members during these meetings and were incorporated into the various agencies preparation plans. An e-hot line was established for community members to write in their concerns.

January 1, 2000 passed without serious problems. Where problems did arise

information was quickly disseminated to the citizens and the problem itself was dealt with calling upon the resources collaboratively established. Therefore when problems arose, such as the possum that got into the electric power plant (at 12:01) and caused a general power failure, no one panicked. They simply called the number they had been given and got accurate up-dates. Much of the credit was awarded to the free information exchange between the communities and service providers stemming out of the community meetings. World wide, developed nations had similar results with the only real problems occurring in the former Soviet Union and the countries it once ruled.

The dawn of the scientific "Age of Mastery"³⁹ has brought the communities across North and Central America into an era of cooperation and collaboration never thought possible.

Building on the quantum theory of the 1950 the "Age of Mastery"* has been exemplified by an unprecedented collaboration between physics, chemistry and biology. The results of which have pushed the boundaries of knowledge and understanding farther, faster than anyone dreamed. Instead of human knowledge doubling every 10 years, starting in 2005, it now triples every 3 years. Computer technology is now implanted directly into the each persons DNA at birth. A microtechnology central processing unit continually monitors the bodies functions, and make necessary repairs and or adjustments as necessary.

As with almost every other human endeavor the role of Law Enforcement has been transformed. The completion of the mapping of the human genome in 2005 and the subsequent developments in the science of genetic engineering has given doctors the ability to eliminate the individual propensity for addiction to any substance. A relatively inexpensive non-evasive treatment is available for anyone who wants it and is mandatory for all arrested for crimes related to substance addition. Drugs that were once illegal, such as heroin, methamphetamine and so on are legal but no longer in demand.

The subsequent savings, derived from no longer having to investigate, arrest, trial, and imprison those involved in the abuse of illegal (and legal) substances and the drastic reduction of violent and property crimes formally committed by substance abusers, has made funding available for a variety of social initiatives.

Law enforcement in the 20th century was marked by a steady reduction in the level of service to the general public. The fortunate confluence of advancing in technology and the funding now made available to acquire that technology has allowed law enforcement agencies the luxury of time to work with communities. Law enforcement agencies throughout Canada the United States and Great Britain and are linked (by treaties and technology) to one another. Resources, expertise and information are shared in a virtually seamless structure for service delivery. Mexico is considered to be an important partner for the near future and efforts are underway to

bring them in to the Continuum of Nations in the near future. Thanks to the low cost of technology every person in the community now has access to the World Wide Web II (WII). (The original World Wide Web was abandoned in favor of the much faster more organized World Wide Web II.) Through the web every one has real time voice and video contact with any service needed. Information, counseling, legal resources, mediation, or any intervention is available at any time. Virtual Response time to crimes is now measured in nanoseconds. After an initial screening, calls for service are routed directly to the closest officer. The officer can see and talk to the reporting person. He or she is able to gain a better understanding of the situation and gauge the seriousness and possible hazards. VSAs help the officer determined the validity of the reporting party's information.

Thanks to low earth orbit satellites (LEOS) and interior security systems any area can be monitored and viewed by law enforcement personnel. Two way communication allows the monitoring agency to identify the criminal, inform him or her they are being viewed. Should the suspect try to flee they are tracked via the LEOS and responding police Safeguards agreed to and monitored by representatives of the Department of Justice and the ACLU prevent the misuse of this monitoring ability.

Despite all the advanced technology however the community meeting remains the most popular form of interaction. The community still prefers to meet and talk with

law enforcement officers on a one-to-one, person-to-person basis without technology as a buffer.

Neighborhood watch was one of the first, modern, attempts at communication with the community. The theory was to bring the police and the community closer together. The method was to organize neighborhoods, block by block under a "Block Captain." These blocks would then meet regularly, at least at first with a police officer or trained civilian employees or volunteer to talk about crime, how they could make their homes and neighborhoods safer and how to report suspicious activity to the police. The Theory was good. Bring people (from a small geographic area) together, introduce neighbor to neighbor, introduce the police officer to the neighborhood and generally open up lines of communication and give the public more **information**. The theory also held that the public would be the "eyes and ears " of the police. There by helping the police combat crime.

The theories were all good and in there were a number of examples of early successes. The problem was in the long term some of the techniques used in the program served more to increase frustration, for both police and the public and unnecessarily increase fear of crime. Many police departments were not prepared to handle the increased volume of calls, operators were not properly trained (or staffed) to handle information about activity that was simply suspicious in nature and not overtly criminal. Statistics (not properly put into context) about crime, even when it didn't

involve their neighborhood, heightened the fear of crime unnecessarily

Thus the perception of crime was often out of balance with reality.

The task will not be about discriminating more information but providing more knowledge.

Neutral Scenario:

Despite the unknown elements of the "year 2000" (Y2K) transition and the recognition of the intense emotion, fear, uncertainty and misunderstanding that accompanies a new century let alone a new millennium. Most law enforcement agencies did not fully prepare in advance of Y2K. The focus of most preparations had to do with hardware and software issues. Little effort was put into preparing for foreseeable crime problems and the public's fear of the unknown. Some last minute attempts were made to address the public's fear and apprehension, however, by that time it was too little too late. For more than two years leading up to the millennium, newspaper articles, radio talk shows and so on had forecast doom and gloom for the world's information, financial and infrastructure systems.

On January 1, 2000, shortly after midnight, almost every negative event that occurred was ascribed to the "Y2K bug" or to the coming Apocalypse. The expression of this fear and panic came in a wide spread looting and some rioting in major cities.

Civil authorities, with the help of the National Guard groups, were able to restore order within a few weeks. Distrust continued, however, in many quarters. Militia groups, convinced that black helicopters were bringing troops and blue berets, took up arms against civil authorities in almost every state.

Armed confrontation between Militia members and civil authorities were not uncommon. While they never materialized, threats of bio and chemical terrorism became common.

Law enforcement agencies renewed and redoubled their efforts to work with their communities to re-establish open lines of communication and trust. They reassured the communities by providing them with whatever information was available. No information was held back or censored.

Where law enforcement did not have the information or expertise to adequately address an issue, credible experts were called upon to provide that expertise. Where it was not feasible to bring the expert to the community, a video conferencing link was set up (usually in collaboration with a local college). In that way, several communities had the opportunity to hear of the information first hand and ask questions.

Because resources, time and expertise had to be redirected to establishing order and dealing with threats to the Union, many of the technological advances anticipated to make life easier by 2008 had not materialized.

The circumstances, however, have forced all government agencies to work both not only more closely together, but also with private and non-profit organizations to ensure the best possible use of existing resources. Law enforcement agencies,

continuing to be the only 24 hour a day social service agency, had moved much closer to their communities. The expertise held by many of the law enforcement community and leadership motivation and organizational management is helping to move many of their communities forward.

Community meetings, sparsely attended in 1999, now are standing room only. Community members are once again beginning to take an active part in the health of their community and partnerships between the community and all aspects of the criminal justice systems are once again beginning to show progress.

Worse Case Scenario:

2008 finds the United States and the rest of the world still trying to recover from the world wide depression brought on by the panic resulting from the public's reaction to some of the results of the Y2K transition.

Y2K preparations focused mainly on computer issues and did not properly prepare the general public with accurate information. Books, periodicals, newspaper articles, and radio talk shows in the closing days before the year 2000 were filled with misinformation describing doom and gloom scenarios, computer crashes, financial disasters and the like. While experts and pundits focused on the preparation or lack thereof of the United States and world wide computer systems, they failed to establish the individual personal contacts and credibility with the public necessary to gain trust and reduce fear.

Law enforcement was likewise ill prepared. The first black out came at 12:01 on January 1, 2000. The black out was caused by an animal wandering into an electrical power plant. The subsequent regional loss of power was interpreted by citizens as proof that the doom and gloom scenarios were accurate. Other equally innocuous outages of power, water or other public services that occurred in or around this same time were likewise interpreted as the verification of the doom and gloom scenarios. The subsequent panic followed by looting followed by rioting continued for weeks until finally Marshal Law was declared throughout the entire United States.

The Declaration of Marshal Law was seen by Militia groups as proof positive that their own doom and gloom scenarios were accurate. These groups subsequently armed themselves and rose up against the National Guard troops brought in to support the Declaration of Marshal Law.

With this wave of new violence, Congress enacted sweeping legislative changes including the unlimited use of wiretaps of all electronic transmission including the Internet. Because the violence, some of the problems that might have been minor Y2K transition problems became major problems. The world economic foundations began to crumble. The much heralded information age that was to have been the foundation of the new economy and the 21st Century was no longer supportable due to the panic now expanding exponentially. After more than ten and a half months of violence and disruption, authorities were finally able to bring the situation under control.

In the subsequent years leading up to 2008, some minor progress towards normalcy has been made, however, the problems created by the necessity for bringing order after the panic has harmed the relationship between law enforcement and the community, almost to the point of being unrepairable. Many of the promises of the information age had not been for filled due to lack of funding or necessity to redirect those resources towards basic life supporting issues. Many of the communication technologies that were to make the life of the average person easier continue to be used to control and monitor every aspect of life.

Police officers patrol the streets in groups of four in armored vehicles. Armed Militia groups remain a significant problem and the death resulting from a confrontation with law enforcement and those groups have resulted in the number of officers killed on duty rising to seven times what they were in 1999. Many of those deaths have been attributed to the introduction of bio toxins through one-to-one contact between law enforcement officers and Militia members. For that reason, no law enforcement officer contacts any citizen directly. All contact is through video and voice conferencing.

Chapter 3

Strategic Plan

Because this topic deals generally with how law enforcement will communicate with the community in 2008, as opposed to a specific department, this strategic plan is likewise developed in an overall sense. This plan also takes into consideration that to be effective, each part of the law enforcement organization needs to develop its own mission statement as well as a strategic plan following under the general umbrella of the department's strategic plan. Similarly the department's strategic plan should fall under the general umbrella of the City or government entities strategic plan.

First coming into prominence in the late 70's, early 80's, strategic planning was seen as a desirable alternative to the more conventional short, mid and long-range planning previously practiced. This type of planning was generally seen as "merely an arbitrary designation along the linear planning continuum which proceeds from at this moment on into the distance future."⁴⁰ Strategic planning, on the other hand, represents an umbrella for the entire planning process. Contemporary strategic plans generally include mission statements, vision statements, program tactics and operational plans. They may also include other terms such as goals and objectives.

For the purpose of this project, the strategic plan will be based on the most optimistic scenario.

The vision starts with a recognition of core values. The core values are the bedrock foundation on which all that follows is built.

Law enforcement in the United States has evolved. From the early years of political control, poor selection in training, corruption and brutality to today where, in many parts of the United States, law enforcement officers and executives are among the most highly trained individuals in government. This is especially true in the area of leadership. We are, however, far from being where we need to be.

In many areas we retained that closed mentality that characterized law enforcement in the 1940s. Many in the law enforcement still hold to that law business is just that, law, the business of law enforcement and no one else. Many of these same individuals not only failed to see the value of citizen input, they also cling to the hierarchal model of law enforcement which does not allow or respect or truly value input from all parts of the organization.

It is true that each generation sees the challenge that's laid out before it as unprecedented and undaunting. Such is the nature of history. What faces the next generation of law enforcement is, however, truly unprecedented. We live in a time of change beyond our imaginations ability to perceive it. The role of development technology in all fields presents us with opportunities (and dangers) which have, and

will continue to, outstrip our ability to consider the moral and ethical implications or their application.

If that is true then law enforcement leaders will need, for themselves and everyone in their organizations, some sort of compass, a True North, from which no one may shrink. A tool by which to measure all decisions and from which to hold all members of the organization accountable. Such a tool (compass) can be found in core values. General Douglas McArthur in his speech to the Corps of cadets at West Point in 1967 repeated the words duty, honor, country as his guidepost.⁴¹ Core values are found in many contemporary writings on leadership from Steven Covey to the Little Blue Book of the United States Air force. It is interesting that in an age dominated by technology we will either be propelled to glorious achievements or driven into untold disaster by the application or lack thereof, of thoughts and philosophies that are centuries old.

By establishing core values and ensuring our organizations live up to them, we provide a road map for decision making and conduct more effective than volumes of rules and regulations.

This is not an easy road. Top down, do it my way, rule-driven organizations provide a fairly safe black-and-white world. They do not, however, promote good internal and external communications. They do not promote the kind of understanding

and flexibility needed to make the best choices in a future filled with moving targets and opportunities.

There are many examples of core values. Core values by their very definition need to be those values that are intrinsic in the organization. "Core values are much more than minimum standards. They remind us what it takes to get the mission done. They inspire us to do our very best at all times. They are the common bond among all comrades at arms and they are the glue that unifies the force and ties us to the greater warriors of public servants of the past."⁴²

Core values are found in many organizations, from service clubs to Fortune 500 companies. They may contain similar language. A good example is found in the core values of the United States Airforce. Included there are the core values:

INTEGRITY FIRST

SERVICE BEFORE SELF

EXCELLENCE IN ALL WE DO

For the law enforcement community, we might list these generally as:

CORE VALUES:

1. **Integrity First**

Integrity is the willingness to do the right thing even when no one is watching.

Police officers are invested with the highest level of discretion available to anyone in government. We recognize that responsibility and understand that without integrity the possibility for abuse of that discretion is daunting.

Within the word integrity are a number of other traits. They include:

- **Courage** - The willingness to do the right thing even at a high personal cost.
- **Honesty** - There is nothing more precious or more fragile than the trust placed in the word of the police officer. It is the most valuable tool that he or she possesses. Without it, technology and communication fail.
- **Responsibility** - Every person knows his or her responsibilities and should act on them without outside influence.
- **Accountability** - We are all responsible for our own action or inaction.
- **Justice** - Law enforcement officers are an integral part of the criminal justice system. Our part is to gather information impartially so that other parts of the system may act appropriately. We do not judge nor punish those individuals we come in contact.
- **Openness** - We recognize as law enforcement officers, we do not work in a vacuum. We are responsible to create an atmosphere of openness with all in our community. That atmosphere must be such that everyone feels they have a part in a safe and secure community.
- **Self Respect** - Conducting ones self in such a way as to not bring discredit to

ones self or the organization.

- **Humility** - A person of integrity understands the awesome responsibility entrusted to him or her upon taking the oath of office.

2. **Service Above Self**

Service above self reminds us that professional duty takes precedent over personal desires or preference.

3. **Excellence in All We Do**

Excellence in all we do reminds us to dedicate ourselves to continuing education.

We must ensure that we are always scanning the horizon for effective and efficient means of delivering service.⁴³

Once again these are simply examples of what might be included in a core value statement for any law enforcement organization. Exact wording or examples used must be specific to the organization to have meaning. They must also be reviewed regularly to ensure understanding at all levels of the organization.

This is critical to our discussion of communication because without these kinds of moral commitments within the organization a culture of communication with the community is only superficially possible. Problems will occur. Tragedies, crimes, misunderstandings are all part of the day-to-day operations in a law enforcement atmosphere. If law enforcement leadership, however, chooses the path of integrity first,

service above self, and excellence in all that we do, a foundation of trust will be laid with our community and will not be broken by a dishonest police officer, an accidental shooting or any other tragedies that befall law enforcement from time to time. The community will know that these are, in fact, aberrations and not representative of the law enforcement culture. They will come to trust and expect that these aberrations will be dealt with swiftly and effectively and the circumstances examined to help prevent reoccurrence.

Part of the beauty of this philosophy is that it is not budget driven. Establishing and maintaining these practices does not require additional funding or programs. It does not require outside consultants or expensive studies (although as a practical matter some facilitation may be necessary at the start).

What it does require is a long-term commitment from the entire organization. It requires that every level of leadership within the organization model the selected values at all times. It also requires that leadership acknowledge when deviation from these core values has occurred. That recognition must also include the reason for the deviation and an examination of the circumstances to help eliminate future deviations. It requires a careful examination of all aspects of operational activities to ensure that they are consistent with these core values. Finally, it requires a consistent and disciplined revisiting of these values and comparison with contemporary organizational activities.

OVERALL VISION STATEMENT

The police department exists to serve the community. The community has a right to expect and we have a morale obligation to provide service that models the ideals of integrity first, service before self, and excellence in all that we do.

1) **Vision Statement: (Communication)**

We value internal and external, open and honest communication. Except where restricted by law, and where absolutely necessary to preserve the privacy of victims, we believe the public has an unqualified right to know.

Strategic Objective:

Every member of this department is a representative of the Chief of Police when he or she is acting in their official capacity. They will be able to respond to questions and concerns by:

- A) Keeping current on contemporary issues;
- B) Regularly contributing and updating the information on the Department's community data bank;
- C) Access to the community to the data bank;
- D) Continuing education;
- E) Participation in one or more community service organizations or committees.

2) **Vision Statement: (Cooperation)**

Our Department Values/Cooperative/Collaborative Relationships with other law enforcement and our department recognizes that many public and private organizations are now or can be part of our "community." We recognize the importance of achieving the economy scale and the opportunity to provide a higher quality of service to our citizens by these relationships.

Strategic Objective:

To ensure effective communication for all known partners and work towards identifying new ones:

- A) Establish a corporate culture that rewards cooperation and communication.
- B) Research and deploy technology that will facilitate cooperation.

3) **Vision Statement: (Creativity)**

Our department is entrepreneurial in its approach to delivering service.

Strategic Objective:

Operate all programs in an "entrepreneurial" spirit that focuses on delivering the highest quality of service to the public:

- A) Using public/private partnerships where ever possible;
- B) Maximizing grant and foundation opportunities;
- C) Ensuring a high quality of service;

- D) Accountability for performance;
- E) Maximizing cost savings effectiveness and efficiency.

4) **Vision Statement: (Future Growth)**

Our Department is a learning organization. We value research and thoughtful for analysis of past, present and future programs.

Strategic Objective:

Programs and projects will regularly be reviewed and acknowledge successes and failures as part of the overall learning process for our organization.

- A) Recognize that sometimes the failure represents a greater learning opportunity than success;
- B) Recognize and reward risk takers;
- C) Prioritize research and planning.

5. **Vision Statement: (Education)**

Our department strives for constant improvement.

Strategic Objective:

Strategic objectives will be to ensure the constant quality of improvement occurs because of the department by:

- A) Continual review of the department's strategic plan and mission and vision statements to ensure their applicability to contemporary issues;

- B) Annually review all internal training practices and to ensure they are still meeting existing and future needs;
- C) Discipline the organization to practice scanning, searching for any emerging trends which have an effect on the organization.
- D) Encourage continuing formal and informal education.

6. Vision Statement:

Our department recognizes the importance of ethical behavior, service, duty, honor and commitment. The highest ideals of which are expected to be modeled by all members of the organization.

Strategic Objective:

It is the duty of all members of the organization, regardless of rank, to hold all other members of the organization to the standards established for the organization.

- A) Establish discussion group that will review contemporary problems and issues and provide guidance for the department;
- B) Incorporate ethical discussions within regular department training.

Chapter 4

Implementation Plan

Unlike specific programs, law enforcement's ability to effectively communicate with the community it serves will depend on the variables unique to each community. There are some constants, however, that should serve as foundations or starting points that move towards more effective communication.

Step 1: Start with identifying community leaders.

Identifying those people in your community who are officially recognized or recognized by their peers and leaders. These people can be found in local service clubs, charitable organizations, corporate leaders and leaders of neighborhood organizations to name just a few.

Step 2: Compare those leaders to the actual demographics of the community.

All those groups that show up in these demographics who are not represented by the first group of leaders you identified. To have effective communication with the community is important to include all segments of that community. Sometimes the parts of the community that feel the most disenfranchised are those that are not represented by individuals that traditional law enforcement considers community leaders.

Step 3. Consider options of identifying additional community leaders.

Sometimes potential community leaders may not even consider themselves as such. Events such as community meetings organized around a particular topic of

current local interest can be a means of identifying those leaders. One must be careful, however, to not confuse a potential community leader with someone who just likes to hear him/herself talk.

Step 4. Once the leadership has been identified, bring them together and explain what you want to accomplish.

It is important to clearly articulate what you want to accomplish and create interest and a sense of urgency. Give these leaders the benefit of your experience. Cite examples of good and bad communication and its effects.

Step 5. Solicit their experience.

They will have examples of not only good and bad contacts with law enforcement but also, and perhaps more importantly, examples from their own businesses or personal lives. Confirm that what you want to accomplish is consistent with the communities concerns.

Step 6. Establish a vision of what a good communication should be.

Vision is a picture of the future made commentary on why the community would want to achieve that future. A vision serves to clarify the direction of the change. A vision motivates people to take action, even if it is not initially in their own best interest. Finally, it helps coordinates the actions of people and sets a logical course for action.⁴⁴

Step 7. Communicate the vision.

To be effective the vision of how long law enforcement will (or should) communicate with the community must become a part of how law enforcement works with the community and how the community relates to law enforcement. Key elements

to communicating that message include:

1. The message should be simple;
2. Use of metaphors or analogy is to form a verbal picture that people can carry in their mind;
3. Present the message in multiple forms, incorporate it into the department memos, speeches, usual teaching opportunities and so on;
4. Repetition, use every opportunity to reinforce the vision;
5. Lead by example, walk the walk, people believe what you do more than what you say.⁴⁵

Step 8. Identify ways to make the vision a reality.

Changing the corporate culture does not have to be a funding issue. If you believe that training is needed, however, classes do not exist, consider alternatives. Collaboration with local colleges and universities, public/private partnerships, community members or people in your region who have the expertise that you need. For the most part people want to help law enforcement. They just need to be approached in the right way and you will be amazed at the doors that are opened.

Beyond the culture of the organization (and the community), look for changes in technology that may enhance communication. E-mail, video conferencing, enhance cable accesses and so on. Here again, grants, public/private partnerships, beta testing opportunities, corporate sponsorships and/or donations are but some of the ways to get the equipment you need.

Key issue here is ingenuity. Don't try to think of every possibility yourself. You aren't smart enough. No one is. This is part of modeling that philosophy of openness. You will be surprised from where in the organization/community some of the best ideas and leads will come from.

Step 9. Don't overextend.

An essential part of good communication is credibility. If you try to take on too much at once and fail, credibility and therefore communication will suffer. Work for the small victories and ensure that as many people as possible are recognized for their part in it.

Step 10. Set up a mechanism for checking the health of the plan.

Human nature seems to be that we pay the most attention to things that we evaluate or are evaluated for. Without constant and timely evaluations and re-evaluations, even the best initiatives will frequently fall short of their mark. Keep your organization and the community working together. This must become their project, their culture, their ethic of doing business for it to survive the long term.

Chapter 5

Recommendations and Conclusions

The stakes are too high to be satisfied with the status quo. Law enforcement no longer have the luxury of assuming that tomorrow will be much the same as today.

Tomorrows challenges will not be effectively dealt with todays solutions. The community and law enforcement employees demand and deserve to be a part of those solutions. Law enforcement leaders who seek to guide their organizations into the 21st century and find ways to effectively establish and maintain open lines of communication with their community should:

1. Establish the corporate culture of open lines of communication within their own organization;
2. Actively seek out technical and non-technical ways of communicating with their community;
3. Become familiar with the principles of scanning and find ways to encourage that practice throughout their organization;
4. Become familiar with and incorporate the principles of continuous learning into their organization;
5. Personally investigate and encourage stakeholders to investigate emerging technologies that will have an effect on that communication;
6. Partner with organizations that can help translate the effects of increased communication with crime prevention and/or community wellness;

7. Establish and/or maintain close working relationships with all parts of the criminal justice system using their influence to encourage others to adopt the same level of openness and responsiveness to community needs;
8. Conduct a Critical Mass Analysis of their environments relative to communication with the community;
9. Meet regularly with community groups in open forums;
10. Find effective ways to determine community satisfaction.

Conclusions

The reforms (moving from the Bureaucratic Model to the Democratic Model) started in the 1960s and articulated with more clarity in the 1967 Presidents Commission Report on Law Enforcement and Administration of Justice.⁴⁶ Along with subsequent work from Herman Goldstein and others have brought us to this point. Community policing in one form or another exists in virtually every police agency in the country. At least intellectually, police leaders accept, and some appreciate, that all levels of the organization have a stake in and contribute to the success of that organization.

What is needed now is a recognition of the expanded definition of the community and the connection between that expanded definition and the policing agency. We must recognize the importance of those connections and encourage their development. Whether through the use of technology, a hand-written note or a one-on-one

conversation, you must acknowledge the importance of consistent, open and honest communication as supremely important to the future quality of life in our community. You must also recognize, however, that this does not occur without some price. The price in this case is the application of the level of training in leadership received by police leaders for the good of the community as a whole. Should we fail to accept this challenge the price for the community may very well be a reduction in the quality of life in the community, heightened mistrust of the government and a failure to reach our potential. The choice is ours.

APPENDIX I

TRENDS - BRAINSTORMING

1. TRAFFIC CONTROL

Alan- Get traffic under control by increasing 7 day work week. Will eventually happen to stagger work days to reduce traffic - flex schedules.

2. EMPLOYMENT POOL - TECHNICALLY COMPETENT/TRAINING

Mary - Need for a more technically trained workforce more technical training.

3. FAMILY NUCLEUS CHANGES/CHANGE IN ROLES/CAREERS

Wolf- Family nucleus changed rapidly over last few years, more husbands and wives having to work creates dysfunctional family. Change in roles/careers definition of family, will the classical definition of family be valid anymore?

4. FAMILY - DEFINITION OF

Wolf - Change in roles/career, definition of family, will the classical definition of family be valid anymore?

5. COMPUTER INTERNET USE/LAW

Greg - Change in % of computer Internet use as it relates to communication and law enforcement.

6. YOUNGER GENERATION - OUT OF CONTROL, GANGS & HOW TO DEAL WITH LACK OF FAMILY/NO RESOLVE

Doug- Young people out of control - gangs, no one seems to see how to reverse that trend, no morals, no codes except gangs. In a generation, these youth will be adults and then what will crime be like?

7. CHANGING/CONFLICTING EXPECTATIONS OF INSTITUTIONS

Marge- Changing and conflicting ideas of what our schools/institutions should be doing.

8. UNCERTAINTY OF STATE/LOCAL FUNDS FOR SOCIAL SERVICE AREA/COMPETITION FOR FUNDS/PRIORITIES FOR FUNDING

Roger- Uncertainty of state and local funding to human social services/less and less to human social service areas/increased conversions of technology, blending of the different technologies/computers, etc.

9. INCREASED CONVERGENCE OF TECHNOLOGY

Roger- Increased conversions of technology, blending of the different technologies, computers, etc.

10. LACK OF THOSE INTERESTED IN LAW ENFORCEMENT CAREERS, PROBLEM WITH COMPENSATION

Tom- Tough time finding people to join law enforcement. Society goes more to service industry and more jobs, and wanting to work days and not in jails. No one will want to be a cop.

11. LACK OF PERSONAL INTERACTION DUE TO INCREASE IN TECHNOLOGY

Bill- Lack of personal interaction as we increase technology such as Internet/decrease in interaction & personal contact.

12. AT RISK POPULATION 10-19 YEARS CRIME UP/JUVENILE HALLS BOOKINGS UP

Alan- 1984-1993 @ risk population increased 18% violent crime-focusing on the @ risk population should be a top 10 priority.

13. INCREASE IN CONSCIOUS LESS CRIMES

Doug- Increase in conscious less crimes

14. 7 DAY WORK WEEK FLEX SCHEDULE

15. PRIVATIZATION OF GOVERNMENT SERVICES

Mary- Trend in privatizing public services, privatizing jails, private corporations taking over welfare to get people back in the work force.

16. NON-PROFITS ACCEPTING RESPONSIBILITY FOR SOCIAL SERVICES, PREVIOUSLY PAID FOR BY GOVT

17. EDUCATION OF YOUNG BEING HANDED OVER TO COMPUTERS-EFFECT ON HOW YOUTH VIEW SOCIETY/NO PERSONAL CONTACT/IMPERSONALIZATION VIA COMPUTERS

Wolf- Computer age-more and more education of young has been turned over to computers-creates detachment, takes away from interpersonal relationships-how do they function as an adult-no sense of feeling on computers. Computers are helpful but we are relying too much on that.

Doug- We have only ourselves to blame for computers teaching our children.

Wolf- School in Texas did away with textbooks for computers.

18. CHANGE IN HOW LAW ENFORCEMENT SPENDS NON-COMMITTED TIME-WHO COMMUNICATING WITH-HOW MUCH TIME SPENDING WITH YOUTH

Greg- Increase in # of @ risk use; change in how we communicate with community; change in how we spend our non-committal time. Change in amount of time we spend with youth. Spend that non-committal time (when we aren't writing tickets) with the @ risk youth. Change in the way we report and take crimes, everything's over the phone - voice mail.

Doug- Is the extra time we are spending with the @ risk youth doing any good?

19. JUVENILE - SERVICES TEAMS - USE OF COLLABORATIONS OF STAKEHOLDERS

20. CHANGE IN WAY WE REPORT CRIME AND HOW CRIMES ARE INVESTIGATED.

Greg- Change in how crimes are reported and investigated.

21. DESENSITIZATION/DISCONNECTION OF TAX PAYERS/LACK OF COMMUNITY/MEGALOPOLIS/DON'T TALK TO NEIGHBORS

Zoll- Long time ago news media used to spend days reporting on 187's, now, the news spends 10 minutes rather than three days reporting on 187's-desensitization-lack of community; we don't talk to neighbors anymore.

22. DISCONNECTION OF MIDDLE CLASS WHO ARE FED UP PAYING TAXES FOR SERVICES THEY DON'T BENEFIT FROM (FUNCTION OF EDUCATION/SHARING OF INFO.) NIMBY

Doug- Disconnection of the middle class because they are tired of paying money for everything, in taxes; most tax payers never read bond issues, they just say no.
process

23. LACK OF TRUST IN THE POLITICAL PROCESS

Doug- Lack of trust in the political process.

24. GREATER LEGAL CONSTRAINTS ON PUBLIC AGENCIES DECREASING EFFECTIVENESS

Marge- Greater legal constraints in public agencies to do our jobs the way we feel we need to do them. We try to adhere to the Zero tolerance policies but every time we do, someone says “well but or what about this...” We are sending conflicting messages.

25. TOO MUCH EMPHASIS ON MATH/SCIENCE AND LESS EMPHASIS ON THINKING SKILLS/ANALYSIS SKILLS

Roger- Too much emphasis on math/science training. More of a road skill than a thinking skill.

Mary- Education system burning out the creativity of students

Wolf- Companies are looking for liberal arts degrees, someone who can analyze and see beyond.

26. LACK OF TECHNICIANS/VOCATIONALLY EDUCATED RETENTION OF COMPUTER TECHS (\$)

Doug- Generating a generation - can find reporters but no technical people to fix video equipment; lack of technicians/vocationally educated.

Zoll- Organizations rely on technology but don't have funding to pay a computer analyst or someone to manage the technology (computers).

27. EMPLOYER/EMPLOYEE & EMPLOYEE/EMPLOYEE RELATIONS/CHANGE

IN WORK PLACE LOCATION ALLOWS DISCONNECTION/NO

LOYALTY/LABOR MANAGEMENT RELATIONSHIP (\$)

Zoll- Employer to employee relationship; employee to employee relationship; interpersonal relationships not good; change in work place location allows disconnection, lack of interpersonal relationships.

28. LACK OF COMMITMENT BETWEEN EMPLOYERS & EMPLOYEES

Wolf- No employee to employer and employer to employee loyalty - no loyalty

29. SHOW ME THE MONEY GENERATION

30. MENTAL HEALTH/POPULATION IN DETENTION AREAS, ETC.

Zoll- Detention areas have become hospitals for mentally ill if they are not on the street, they are in jail.

31. CHANGE IN SERVICE CENTER APPROACH - "NO WRONG DOOR"

Greg- Change in the service center approach, one stop shop, no wrong door - change

32. EXPECTATIONS OF POLICE OFFICERS TO KNOW "HOW" TO DEAL WITH HEALTHY/MENTALLY SICK CITIZENS - UNREALISTIC EXPECTATIONS OF POLICE OFFICERS

Changing role of expectations allow enforcement making cops be psychiatrists by evaluating 5150's on the street.

33. BUDGET CONSTRAINTS

Bill- Budgetary constraints placed on organization population & cultural diversity increases time in being able to interact & do your job - not enough time in the day

to interact w/each other and community.

34. POPULATION & CULTURAL DIVERSITY- HOW WE COMMUNICATE

Bill- Cultural diversity increases time in being able to interact & do your job - not enough time in the day to interact w/each other and community.

35. LACK OF TIME & AVAILABILITY TO INTERACT WITHIN PD'S & TO DEAL WITH CITY NEEDS

Bill- Not enough time in the day to interact w/each other and community.

36. DRUGS - A MEDICAL NEED AT TIME OF BOOKING UNDER MULTIPLE INFLUENCE, 60% OF INMATES ON DRUGS

Alan- 80% of people booked into jail are on drugs; 68% of juveniles booked into the hall are on drugs; very hard to get off skoal, so it must be exceptionally hard to get off methamphetamine. Spending billions capturing people coming across the border with methamphetamine.

37. COST OF INSTITUTIONS/COURTS RELATED TO DRUG CRIMES

Alan- Cost of institutions to confine people

Greg- Changing roles, adding to them

Alan- Schools have to play a bigger part in their resources

Zoll- Schools have become babysitters- the institution as parent

38. LACK OF PRISONS TO DEAL WITH DRUG CRIMES & LACK OF POLITICIANS COMMITMENT TO PROVIDE

39. ROLES OF LAW ENFORCEMENT 80% SAME & ADDING TO ROLE

40. **COMMUNITY COLLABORATING INTERDISCIPLINARY TEAMS FOR LONG TERM SOLUTIONS/PROBLEM SOLVING APPROACH (CURRENT FUNDING CONTINGENT UPON)**
41. **USE OF SCHOOLS BEYOND TRADITIONAL DAY (CRITICAL HOURS PROGRAMMING)**
42. **NEED TO ASK QUESTIONS TO VERIFY NEEDS AND MEET NEEDS**
43. **PARENTS FEEL COMMUNITY UNSAFE & FEEL COMFORTABLE WITH CHILDREN - IN SCHOOL SETTING/SCHOOLS ARE SAFE (ORGANIZED ACTIVITIES) VS. SCHOOLS ARE BABYSITTERS**
44. **PARENTS ARE ABANDONING FAMILY/CHILDREN IN ORDER TO ACQUIRE MONEY/THINGS**

Doug- Parents are abandoning family/children in order to acquire money/things

45. **COURT SYSTEM DYSFUNCTIONAL- NOT PROVIDING APPROPRIATE PENALTIES - LACK OF CREDIBILITY - RULE BY EXCEPTION**

Wolf- Court system - people are let out of jail early because of overcrowding - courts are communicating to society that we have a problem with the jails being overcrowded and so the criminals capitalize off this. Losing credibility for law enforcement and court system.

46. **ELECTRONIC TECHNOLOGY TO BE USED BY CA LAW ENFORCEMENT (GPS, WRIST BAND) (E-MAILS TO BUSINESS OWNERS IN COMMUNITY)**

CAUSING DISENGAGEMENT FROM COMMUNITY CONTACT

Alan- Electronic technology - implants because prison system is so overcrowded - GPS, wrist band tacking expansion of technology.

Doug- Less contact between police and community

47. USE OF VOLUNTEERS/RSVP TO PROVIDE 1 ON 1 WITH COMMUNITY

48. LAW ENFORCEMENT RECRUITMENT (EXPLORERS, CADETS, JOB FAIRS)

49. NUMBER OF POLICE OFFICER VACANCIES

50. LAW ENFORCEMENT - JOB

Zoll- Law enforcement is job not career

51. MORE SINGLE PARENTS DUE TO INCREASE IN DIVORCE 30% CHILDREN BORN TO UNWED MOTHERS & FATHERS.

Olivia- If divorce rate continues as it has, you will have more women raising children - single parent family growing.

APPENDIX II

TRENDS

1. **Family changes, roles, employment**
2. **Education of youth/impersonalization**
3. **Drugs**
4. **Court system dysfunction**
5. **Younger generation out of control**
6. **Employer/ee relation change/work place**
7. **Changing expectations of police officers**
8. **Community collaborative/interdisciplinary teams**
9. **Change in how we report/investigate crimes**
10. **Funds for social services (non-profit and public)**

APPENDIX III

HOW WILL LAW ENFORCEMENT COMMUNICATE

WITH THEIR COMMUNITY IN 2008

Trend Summary Table

	-5 yrs.	TODAY	+ 5 yrs.	+10 yrs.	CONCERN (1-10)
T1	AG- 75	100	150	200	10
	MH- 75	100	200	300	10
	WR- 75	100	200	300	10
	GC- 75	100	200	300	8
	DC- 20	100	200	400	10
	MD- 30	100	150	200	10
	RC- 50	100	150	200	10
	TZ- 50	100	200	400	8
	BA- 50	100	200	300	9
MEANS	100	183.33	288.89	9.44	
T2	AG- 50	100	200	300	10
	MH-25	100	150	200	10
	WR-25	100	150	250	10
	GC- 35	100	200	300	6
	DC- 0	100	200	400	10
	MD-30	100	150	200	10
	RC- 20	100	200	250	10
	TZ- 10	100	200	400	9
	BA- 20	100	200	300	9
MEANS	100	183.33	288.89	9.33	
T3	AG- 10	100	200	400	10
	MH- 5	100	200	400	10
	WR-10	100	200	400	10
	GC- 75	100	125	150	9
	DC- 10	100	0	0	6
	MD-20	100	200	400	10
	RC- 10	100	250	350	8
	TZ- 80	100	200	400	9
	BA- 60	100	50	100	5
MEANS	100	158.33	288.89	8.56	
T4	AG- 50	100	150	200	3
	MH- 50	100	150	200	3
	WR- 25	100	200	400	8
	GC- 50	100	150	175	7
	DC-100	100	100	100	2
	MD- 80	100	125	150	3
	RC- 70	100	200	200	6
	TZ- 50	100	200	400	8
	BA-75	100	100	300	4
MEANS	100	141.67	236.11	4.89	
T5	AG- 50	100	150	200	10
	MH-25	100	150	200	8
	WR-30	100	150	200	10
	GC- 60	100	200	300	8
	DC- 75	100	0	0	10
	MD-50	100	125	150	10
	RC- 60	100	200	400	8
	TZ- 75	100	150	200	7
	BA- 80	100	200	300	10
MEANS	100	147.22	216.67	9	

T6	AG- 75	100	150	200	5
	MH-50	100	300	400	6
	WR-65	100	200	250	7
	GC- 65	100	125	150	4
	DC- 90	100	100	100	7
	MD-70	100	125	150	7
	RC- 70	100	200	250	5
	TZ- 75	100	200	400	6
BA- 75	100	200	250	5	
MEANS	100	177.78	238.89	5.78	
T7	AG- 50	100	200	300	7
	MH- 25	100	200	400	6
	WR- 25	100	200	400	5
	GC- 50	100	100	125	10
	DC- 95	100	300	600	8
	MD- 80	100	125	150	6
	RC- 50	100	200	200	5
	TZ- 50	100	200	300	5
BA- 70	100	200	300	10	
MEANS	100	191.67	308.33	6.89	
T8	AG- 50	100	200	300	8
	MH- 15	100	200	300	6
	WR- 25	100	150	200	5
	GC- 25	100	100	150	10
	DC- 20	100	100	100	3
	MD- 30	100	125	150	4
	RC- 20	100	300	500	8
	TZ- 25	100	200	400	8
BA- 30	100	150	200	5	
MEANS	100	169.44	255.56	6.55	
T9	AG- 35	100	200	300	10
	MH-25	100	200	300	5
	WR-50	100	200	600	10
	GC- 75	100	125	150	9
	DC- 80	100	200	400	8
	MD-75	100	200	400	5
	RC- 50	100	300	300	6
	TZ- 75	100	200	400	5
BA-65	100	250	500	3	
MEANS	100	208.33	316.67	6.78	
T10	AG- 35	100	150	200	5
	MH- 80	100	200	300	5
	WR- 75	100	200	400	7
	GC- 90	100	200	300	10
	DC-100	100	100	100	1
	MD- 90	100	125	150	2
	RC- 70	100	300	200	8
	TZ- 95	100	200	300	5
BA- 80	100	200	400	2	
MEANS	100	186.11	261.11	5	

BRAINSTORMING - EVENTS

1. Election of Governor Gray Davis
Alan- Election of Gray Davis, because then certain others will be elected and screw up California.
2. Election of President
Mary- Election of president in year 2000 will effect law enforcement.
3. Global economy - Worldwide economic decline results in US recession
Wolf- Decline of a world wide economy which results in recession in U.S.
4. Law enforcement is regionalized throughout State of California
Greg- Regionalization of law enforcement by County, one large agency by County.
5. Series of terrorist attacks causing Marshal law in US
Doug
6. Labor union (law enforcement) strike
Marge-Labor unions trying to re-assert themselves
Greg- Unions voted illegal, legislators to outlaw unions
7. Voters make CA a "right to work" state
Greg
8. State requires schools to remain open after 4:00 p.m.
Roger- Legislation requires schools to remain open after 4:00 p.m. for activities - computers, etc.
9. Due to increase in natural disasters, relief organizations become bankrupt
Zoll- Larger natural disasters - Red Cross will run out of money due to accumulation of natural disaseters.
10. State legislature enacts state-wide communication network
Bill- Legislation in taxes for funds to establish a state-wide communication network of some kind.
11. Year 2000 - 500 critical computer systems crash
Bill
12. Elected officials pass legislation that allows them to defer \$ legislation to voters
Greg/Roger
13. Federal court order cap on state prison inmates requiring counties to house state inmates
Alan
14. Retirees double causing bankrupting of retirement system
Mary- Babyboomers will retire and bankrupt social security

15. Reduction of state/federal funding of law enforcement placing \$ resp. To locals
Wolf-Reduction of federal and state funding to law enforcement which will put the burden on the County.
16. 7.5 earthquake occurs in 4 major cities in CA
Greg
17. 90% of military leave San Diego
Bill
18. US breaks relations with Mexico & closes border
Doug- Civil war in Mexico, US breaks relations with Mexico and closes border, declaration of war in Mexico and police are told to round up all Mexicans and confine them in prisons.
19. Declaration of war with Mexico
Doug
20. Voters rebel against water/education/prison shifting fiscal responsibility to City/County budgets, thereby affecting law enforcement
Alan
21. Racially moticated riot in Southeast San Diego
Marge
22. Initiative on ballot to eliminate welfare
Zoll
23. Census 2000 & redistricting
Mary
24. Elminiation of gasoline & diesel engines in CA
Doug
25. English is no longer primary language in CA
Wolf
26. Development of machine to translate all language in the field
Greg
27. P.D. nationalized TV
28. State legislates penal code allowing municiplaities to privatize police service
Greg

29. All convicted felons on probation/parole are tracked electronically
Alan
30. Gaming to be legalized in CA

TOP TEN EVENTS

1. Election of Gray Davis as Governor
2. Regionalized law enforcement
3. Large numbers of natural disasters bankrupt relief organizations
4. Statewide communications network
5. Year 2000 - crash of 500 computer systems
6. Cap on state prison inmates requires counties to house state inmates
7. 7.5 earthquake occurs in four major CA cities
8. Local govt. responsible for water, education, prisons due to voter non-support; less law enforcement \$
9. English no longer primary language in CA
10. Penal code allows municipalities to privatize police services.

EVENT SUMMARY TABLE

		YR.>0	+5 YRS.	+10 YRS.	IMPACT (1-10)	+10 OR - 10	
E1	AC	1	100		0	10	- 10
	MH	1	75		0	10	- 5
	WR	1	50		0	7	+3
	GC	5	50		5	5	0
	DC	5	0		0	0	0
	MD	1	1		20	5	- 5
	RC	1	1		0	4	0
	TZ	5	0		0	7	- 7
	BA	5	0		0	5	- 5
MEANS		2.78	30.78		2.78	5.89	-3.22
E2	AC	0	10		10	10	+10
	MH	10	0		25	10	+10
	WR	0	0		0	10	- 10
	GC	8	20		40	8	- 5
	DC	0	0		75	10	- 10
	MD	0	0		0	10	- 10
	RC	0	0		0	5	+5
	TZ	5	10		25	10	+10
	BA	0	10		25	10	- 5
MEANS		2.56	5.56		22.22	9.22	-0.56
E3	AC	3	50		100	10	-10
	MH	5	50		100	10	-10
	WR	5	50		75	10	-10
	GC	0	0		0	8	-5
	DC	10	0		40	10	-10
	MD	0	0		0	8	-8
	RC	0	0		0	5	-10
	TZ	4	25		50	8	-8
	BA	2	5		10	10	-8
MEANS		3.22	20		41.67	8.78	-8.78
E4	AC	0	25		50	10	+10
	MH	0	50		50	10	+10
	WR	3	60		80	10	+10
	GC	10	50		75	8	8
	DC	0	0		0	10	+10
	MD	0	25		50	8	+10
	RC	0	0		50	5	+5
	TZ	5	25		50	8	+8
	BA	3	25		50	8	+10
MEANS		2.33	28.89		50.56	8.56	9
E5	AC	2	0		0	10	-10
	MH	2	0		0	10	-10
	WR	2	0		0	10	-10
	GC	2	0		0	10	-10
	DC	2	0		0	10	-10
	MD	2	0		0	10	-10
	RC	2	0		0	10	-10
	TZ	2	0		0	10	-10
	BA	2	0		0	10	-10
MEANS		2	0		0	10	-10

E6	AC	2	100	100	10	-10
	MH	2	100	100	10	-10
	WR	3	60	90	10	-10
	GC	10	25	50	5	+6
	DC	2	50	75	10	+2
	MD	2	100	100	10	-10
	RC	1	80	100	10	-10
	TZ	5	40	60	10	-10
	BA	2	50	75	9	-10
MEANS	3.22	67.22	83.33	9.33	-6.89	
E7	AC	3	50	100	10	-10
	MH	5	65	100	10	-10
	WR	3	60	90	10	-10
	GC	5	20	50	8	-10
	DC	2	50	100	10	-10
	MD	2	10	10	10	-10
	RC	0	50	50	10	-10
	TZ	3	40	80	10	-10
	BA	5	50	75	8	-10
MEANS	3.11	43.89	72.78	9.56	-10	
E8	AC	3	75	100	10	-10
	MH	10	0	65	10	+5
	WR	3	60	80	10	-10
	GC	10	0	50	5	-5
	DC	2	50	60	5	+5
	MD	2	75	100	8	-8
	RC	0	50	100	8	-8
	TZ	5	20	30	8	-8
	BA	2	50	80	5	+3
MEANS	4.11	42.22	73.89	7.67	-4	
E9	AC	0	0	0	0	-5
	MH	10	0	50	6	+6
	WR	0	0	0	0	-10
	GC	0	0	0	10	-5
	DC	0	0	0	8	-5
	MD	0	0	0	0	-5
	RC	0	0	0	4	+5
	TZ	10	0	10	8	-8
	BA	0	0	0	5	-5
MEANS	2.22	0	6.67	4.56	-3.56	
E10	AC	0	0	0	10	-10
	MH	0	0	0	10	-10
	WR	0	50	70	10	-5
	GC	8	20	50	10	+10
	DC	0	0	0	10	-7
	MD	0	0	0	10	-10
	RC	0	0	30	8	-4
	TZ	4	10	25	10	-10
	BA	0	10	50	8	+3
MEANS	1.33	10	25	9.56	-4.78	

PRACTICE APPENDIX
TRENDS - BRAINSTORMING

**HOW WILL THE EL CAJON POLICE DEPARTMENT COMMUNICATE WITH THE
COMMUNITY BY THE YEAR 2008?**

1. **EXPAND TECHNOLOGY IN EVERY HOME**
 - A. E-MAIL
 - B. WEB SITE
 - C. VIDEO CONFRENCING
2. **NEWSLETTERS**
3. **GREATER COMPUTER LITERACY**
4. **GREATER GEOGRAPHIC AREA**
5. **DIVERSIFICATION**
 - A. CULTURE
 - B. LANGUAGE
 - C. CHANGES IN ETHNICITY
6. **NEED FOR TIMELY INFORMATION**
7. **NEED FOR TIMELY PARTICIPATION**
8. **TOWN MEETINGS**
9. **DISPARITY IN INCOME**
10. **PARTICIPATION WITH SCHOOLS AND STUDENTS**

11. **LOCAL MEDIA INVOLVEMENT**
 - A. TELEVISION THROUGH CABLE
12. **AGING POPULATION**
13. **FISCAL SITUATION**
14. **EMPLOYEE EXPERTISE**
15. **PUBLIC/EMPLOYEE APATHY**
16. **ROLE OF POLICE IN COMMUNITY**
17. **ALTERNATIVE SERVICE DELIVERY**
18. **CONNECTIVITY WITH OTHER PUBLIC ORGANIZATION**
19. **CHANGING PERCEPTION OF GOVERNMENT**
20. **CHANGES IN COMMUNITY INFRASTRUCTURE**
21. **ALTERNATE SOURCES FOR INFORMATION**
22. **CHANGES IN COMMUNITY SERVICE ORGANIZATIONS**

**PRACTICE APPENDIX III
HOW WILL LAW ENFORCEMENT COMMUNICATE
WITH THEIR COMMUNITY IN 2008**

Trend Summary Table

	-5 yrs.	TODAY + 5 yrs.	+10 yrs.	CONCERN (1-10)	
T1	90	100	110	120	10
	75	100	150	200	10
	50	100	200	300	10
	60	100	120	180	10
	80	100	150	300	10
	50	100	200	400	10
MEAN	67.5	100	150	250	10
T2	100	100	150	200	8
	80	100	125	150	6
	80	100	125	150	6
	50	100	120	140	8
	90	100	125	150	8
	80	100	125	150	6
MEAN	80	100	125	150	7
T3	80	100	120	150	10
	50	100	120	150	10
	50	100	100	120	10
	60	100	110	120	7
	50	100	110	120	8
	50	100	120	150	6
MEAN	50	100	115	135	9
T4	50	100	110	130	5
	100	100	125	150	7
	80	100	125	150	8
	80	100	120	140	8
	90	100	120	130	8
	100	100	120	140	6.5
MEAN	85	100	120	145	6.5
T5	100	100	120	150	10
	60	100	150	200	10
	100	100	100	150	8
	100	100	100	110	10
	80	100	120	150	8
	80	100	150	125	6
MEAN	90	100	120	150	9
T6	80	100	130	200	8
	90	100	110	120	5
	80	100	110	120	10
	100	100	105	120	6
	80	100	120	140	8
	90	100	110	120	4
MEAN	85	100	107.5	120	7

**PRACTICE APPENDEX III
BRAINSTORMING - EVENTS
PRACTICE MANAGEMENT**

1. New Chief
2. Elimination of Grants
3. E-commerce reduces sale tax revenues by 30%
4. Legislation passed- sales tax dispersed by population
5. Legislation to make criminal history public information
6. Change in City Council
7. Change in City Manager
8. Fiscal disaster
9. Sales tax revenue decreases by 30%
10. Legislation passed restricting use of public airways/ internet
11. Creation of Federal Agency regulating electronic transmission

PRACTICE APPENDIX IX
EVENT SUMMARY TABLE

	YR.>0	+5 YRS.	+10 YRS.	IMPACT (1-10)	+10 OR - 10
E1	1	50	50	+8	
	1	50	50	+5	
	1	50	50		
	1	100	100		
	1	50	50		
MEAN	1	50	50	+6	
E2	6	0	80	-8	
	8	0	50		
	8	0	50		
	0	0	0		
	0	0	0		
MEAN	6	0	50	-8	
E3	4	30	50	-4	
	3	20	40		
	3	20	40		
	2	50	50		
	3	50	100		
MEAN	3	30	50	-5	
E4	5	50	60	-10	
	4	20	20		
	4	20	20		
	2	30	50		
	4	50	50		
MEAN	4	30	50	-8	
E5	2	40	80	+10	
	4	10	10		
	4	10	10		
	2	30	50		
	4	30	50		
MEAN	4	30	50	+8	

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