

**WHAT WILL THE SCOPE OF FIELD TRAINING
PROGRAMS BE BY THE YEAR 2002?**

TECHNICAL REPORT

by
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ABSTRACT

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Abstract

The study focuses on issues expected to define the scope of law enforcement field training programs by the year 2002. Issues explored are: selection criteria for field training officers; content of field training programs; and structure of field training programs. Using the Fontana California Police Department as a sample policing agency, a futures study, model strategic plan and a transition management plan are formulated. Trends which will impact field training programs are considered. Such trends as the level of lawsuits resulting from training issues and the level of public confidence in law enforcement are considered. Events which would impact the trends were identified. Such events as laws passed restricting peace officers' powers of arrest and misdemeanor crimes decriminalized are explored. The impact of each event was evaluated, assuming it occurred, upon the other events and trends. Policy recommendations include enhanced qualification and selection criteria for field training officers, development of measurement standards, involvement in basic training academy, involvement in Advanced Officer Training and involvement in a mentoring program. The strategic plan presents concepts for organizing the delivery process and for managing the conflicts expected to arise. The transition management plan presents concepts for gaining acceptance and cooperation. Follow up research recommended in identifying additional measurement and performance standards. Includes tables, illustrations, notes and bibliography.

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

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

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

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

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The year is 1973. A young and energetic police officer reports for his first day of work. At briefing, the officer is assigned to ride with a senior officer to "learn the ropes." As the rookie and senior officer walk out of briefing to their patrol unit, the senior officer hands the keys to the new officer and states, "Here, you drive." The excitement level of the new recruit is high and the anticipation of learning how all the special equipment in the police unit operates is almost too much to bear. Once in the police car, the rookie asks the senior officer how things such as the siren and emergency lights work. The senior officer responds, "Don't worry, you won't need it." Scenarios such as this were common place in the training of new police officers. In some cases, and in some places, this still happens.

The need for professional training of novice police officers is crucial in today's law enforcement. There are over 17,000 publicly funded local police departments, 3,100 county sheriff's departments and 1,250 state and federal police agencies which enforce the laws of the cities, states and federal government. These agencies employ over 600,000 sworn peace officers.¹ Each of these officers participated in an initial on-the-job training program in one form or another.

The importance of initial on-the-job training (commonly referred to as field training) was recognized in 1977 when the International City Management Association stated:

Probably nothing else has a greater impact on the newly hired police officer than the content and conduct of recruit training. Not only will the new employee be provided with the information and experience needed to perform in a competent manner, but he or she will also acquire a frame of reference for the philosophy and working structures, formal and informal, as they exist in the organization.²

This sentiment was echoed in the Independent Commission on the Los

Angeles Police Department (Christopher Commission) Report in 1991 when it stated:

The FTO guides new officers' first contacts with citizens and with "the streets," and has the primary responsibility for introducing these probationers to the culture and traditions of the Department. FTOs thus have enormous influence over the development of new officers' skills, work habits and attitudes.³

It is important, at this point, to present a clear understanding of the term field training. Historically, the term field training has referred to initial on-the-job training which new police officers received upon completion of the basic training academy. The term field training, however, is not limited to this narrow definition, but refers to all training conducted in a field environment by a qualified Field Training Officer.

The face of California is changing. It is estimated that every 24 hours, just over 2,000 people are added to the state's population. Half are babies, the other half immigrants. At the same time, California is losing more residents to other states than it is gaining.⁴ Many of the new arrivals come from countries where the police are feared and not respected. The last thing they would be likely to do is ask a police officer for help or share information.⁵

As society continues to mix culturally, there will come a certain point in time when no culture will constitute a majority. As this occurs, demands will be made on law enforcement to not only mirror the community it serves, but to provide enhanced cultural diversity training to all personnel. Only thirteen percent of today's work force comes from a non-white or non-native-born segments. Among new entrants to the work force in the next eleven years, that number will jump to forty-three percent.⁶ The American work force is becoming more female, more Black, more Hispanic, and more Asian.⁷ These forecasts will require that initial field training programs, to provide quality service to the community, provide

training and guidance to officers which will empower them with the tools to accomplish this goal.

At the same time, California is heading toward a two-tier society. California State University Long Beach's Charles Moble, professor of political science and an expert on political economy, sees a shrinking middle class with one part moving up, particularly families with two well-educated wage earners, and a much larger segment moving down to lower paid jobs and more part-time work. This latter group is more likely to be people of color, women and single parent families.⁸ The group that appears to be affected the most by this trend is children. A report by Children Now states that "34.4 percent of the children living in San Francisco, 31.6 percent in East Los Angeles....and 27.8 percent in Los Angeles, are living in poverty."⁹

Language barriers, a result of the diversity in society, will present additional challenges to law enforcement. By the year 2000, officers will have to deal with problems posed by the increasing number of people whose primary language is not English.¹⁰ Field training programs will have to take the lead in preparing new officers to face this challenge.

As cost-cutting throughout government forces reductions in services, which includes less funding for policing agencies, public pressure for more effective service is growing.¹¹ Stephen Covey, in his book Principle-Centered Leadership, addressed the issue of Total Quality when he stated:

The movement toward Total Quality as the operating model for businesses large and small, manufacturing and service industries alike, is increasing at an exponential rate because quality is widely seen as the key to American economic survival and success.¹²

Today, citizens expect far more of police agencies than simply the delivery of protective services. Professional police behavior,

respectful treatment, maintenance of human dignity, responsiveness, and value added to life, are all areas of concern and interest.¹³ It has become apparent that a positive public perception of law enforcement officers is essential if officers are to adequately perform his or her job.¹⁴ The systematic shifting of public perception, and the self-image of police themselves from "crime fighter" to "social engineer," is occurring.¹⁵ Community oriented policing, in which police look beyond the surface of the problem to the root cause, is a natural outcome of this evolution. Community Oriented Policing allows law enforcement to bring a host of private and public resources together to initiate an all encompassing attack on crime. Improvement of the quality of life in the community is the primary goal.

Accompanying the rapid social change that is occurring in society, is the overwhelming technological advances that are occurring at a faster pace each year. The changing social and technological environment will lead to new definitions of crime and new challenges for the criminal justice system. As technology changes, new crimes and new methods of combating crime will emerge.¹⁶

The rapid social, technological and economic changes in society will continue unabated in the future. In order for law enforcement to respond to the wants and needs of society, police officers of the future must be highly trained. The most important training that these officers will undergo will be initial field training. The importance of field training to the success of the new officer and the organization will be even more important in the future. To address this important subject, an issue statement was developed. This statement, **"What will the scope of Field Training Programs be by the year 2002?"** is perhaps one of the most crucial issues affecting law enforcement in the future.

In exploring the subject of field training, several important sub-issues were identified. The first sub-issue, **"What will the**

selection criteria be for field training officers?" is the most significant. Field Training Officers should be the "cream of the crop" and not selected based primarily on tenure alone. Tenure is important, but there are many other areas that need to be scrutinized before an FTO is selected.¹⁷ Leadership, desire and commitment are a few of the qualities that good FTOs must possess.

"What should the subject content be for field training programs to best fit the needs of the community and agency?" was identified as the second sub-issue. This sub-issue explores the different dimensions of field training programs and how they will need to be modified in the future to best serve the employee, agency and public.

The third sub-issue identified was, **"What structure will Field Training Programs need to take to accomplish their mission?"** Structure is the basic element needed to provide for a successful field training program. Will field training programs be structured around community oriented policing, how will they be monitored, and will they be integrated in the basic training academy, are just some areas to be considered. Effective programs are fluid and are adaptable to change as needed.

Selection criteria for field training officers, subject content of field training programs and program structure, are the cornerstone which will define the scope of field training of the future. This study will address the issue question and the accompanying sub-issues and provide a blueprint for the successful field training program of the future.

**FUTURES FORECASTING
AND ANALYSIS**

In an attempt to identify and understand the future needs of law enforcement field training programs, it is necessary to identify possible futures and to evaluate the likelihood of occurrence. In order to provide a basis for this study, several techniques were used to conduct an initial scanning of the issue.

ISSUE IDENTIFICATION

The study issue is "What will the Scope of Field Training Programs be by the year 2002?" Field training, for purposes of this study, is described as training conducted in a field environment by a qualified Field Training Officer.

FUTURES WHEEL EXERCISE

To assist in identifying the sub-issues for the study, a Futures Wheel exercise was conducted. Prior to the Futures Wheel exercise, discussions and brainstorming sessions were conducted. The academy training staff of the San Bernardino County Sheriff's Department, the training manager of the Santa Rosa Training Center, the author of the Fontana Police Department's Field Training Program, the current supervisors of the Fontana Police Department's Field Training Program, and several Field Training Officers of the Fontana Police Department were consulted. In addition, a literature scan was conducted to assist in identifying emerging training issues. After this process, the author of the Fontana Police Department's Field Training Program and the researcher conducted a Futures Wheel exercise. In the Futures Wheel process, the issue is shown as the hub of the wheel. Sub-issues are linked to the hub by spokes represented by single lines. Secondary sub-

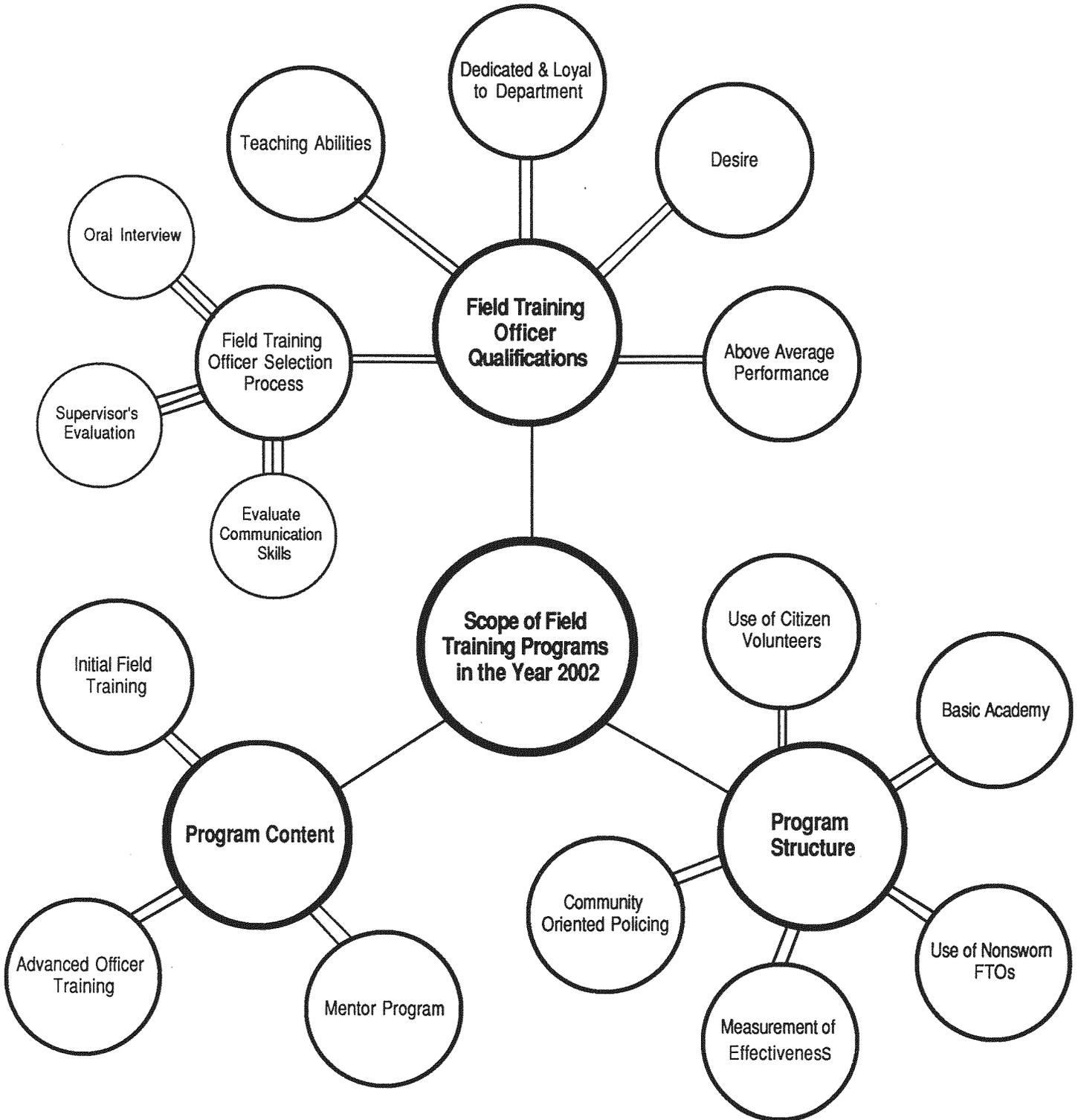
issues are linked to the sub-issues by double lines (exhibit I).
The sub-issues identified were:

1. What will the selection criteria be for field training officers?
2. What should the subject content be for field training programs to best fit the needs of the community and agency?
3. What structure will Field Training Programs need to take to accomplish their mission?

The issue of field training was selected because of its important to successful law enforcement on a statewide basis. For the purpose of this study, the Fontana Police Department was studied. The Fontana Police Department is a medium size agency with 115 sworn personnel and 53 non-sworn personnel. It is located in the heart of the Inland Empire in San Bernardino County which is one of the fastest growing areas within California.

Exhibit I

Futures Wheel



NOMINAL GROUP TECHNIQUE/DELPHI PROCESS

To identify significant events and trends which may have an impact on the issue question and to forecast the probability of each event and level of each trend, a group of 14 subject-matter experts were convened for the Nominal Group Technique (NGT) and Modified Conventional Delphi process. This group was comprised of law enforcement professionals of various ranks, educators, and community leaders. The group consisted of the following individuals:

NOMINAL GROUP TECHNIQUE PANEL

1. Lieutenant Terry Holderness, Administrative Lieutenant
Fontana Police Department
Author of the Department's Field Training Program
2. Sergeant Terry Boess, Crime Prevention Unit Supervisor
Fontana Police Department
Former Field Training Officer
3. Sergeant Larry Clark, Investigations Unit Supervisor
Fontana Police Department
Former Field Training Officer
4. Officer Emilio Olguin, D.A.R.E. Officer/Field Training Officer
Fontana Police Department
5. Corporal Steve Slusser, Detective/Field Training Officer
Fontana Police Department
6. Captain Rich Sill, Administrative Division Commander
Chino Police Department
7. Lieutenant Greg Kyritsis, Training Division Commander
San Bernardino County Sheriff's Department
8. Mrs. Pam Stewart, Administrative Analyst
Fontana Police Department
9. Mr. Tony Lardieri, Superintendent
Fontana Unified School District

10. Mrs. Kathy Binks, School Board Member
Fontana Unified School District/Community Leader
11. Mr. Dean Binks, Teacher
Fontana Unified School District
12. Chief Al Brongersma, Chief of School Police
Fontana Unified School District
13. Ms. Arlene Peasnall, Deputy Management Services Director/
Human Resources Unit Manager
City of Fontana
14. Mr. Ben Abernathy, Councilman
City of Fontana
Former Police Chief

The group was assembled through personal contacts soliciting participants. These personal contacts were followed up by a letter confirming the meeting and providing a general overview of the issue. The group met on November 11, 1992 at the Fontana Police Department.

At the beginning of the meeting, a brief history of the evolution of field training in law enforcement was given. The current status of law enforcement field training programs was discussed, as well as where programs may be headed in the future. The group was provided with the following question:

What are the most important possible future events and trends that could affect the outlook for field training programs for new police officers in a mid-sized police department in California over the next ten years?

The Nominal Group Technique (NGT) process and the Modified Conventional Delphi process was explained. Using the NGT process, thirty events and thirty trends were identified by the panel. These events and trends were ranked, and the top 10 identified.

Once the priority order of the events and trends was established, a two-round Modified Conventional Delphi process was conducted to identify the probability of occurrence of each event and the

probable level of each trend. The Modified Conventional Delphi resulted in the establishment of a median for each event and trend, as well as high and low mean deviations.

The final 10 events and trends were selected by the group as the most likely to occur and have an impact on law enforcement field training over the next 10 years.

EVENT EVALUATION

Using the Nominal Group Technique, thirty events identified as most likely to occur and affect the field training program of law enforcement agencies in the next 10 years were identified. These events were:

1. Law passed restricting peace officer's powers of arrest.
2. Non-essential police functions, such as D.A.R.E., eliminated due to decreased funding levels.
3. POST eliminates all reimbursement for training.
4. Misdemeanor crimes decriminalized.
5. Misdemeanor crimes not prosecuted.
6. Regional criminal justice programs eliminated by legislative action.
7. Use of lethal force by law enforcement is prohibited by law.
8. POST mandates content of field training programs.
9. Law mandates hiring levels of minorities.
10. Major earthquake occurs.
11. North American Free Trade Agreement passed.
12. College tuition increased.

13. Regional policing mandated by law.
14. Volunteers given peace officer authority.
15. POST mandates two-year basic academy.
16. Neighborhood schools become centers for community services.
17. Law passes making simple majority needed to pass revenue-raising issues in state.
18. Bussing of elementary school children discontinued.
19. Legalization of marijuana.
20. Computer skills becomes a job qualification for police officers.
21. Physical fitness programs for peace officers mandated by law.
22. POST mandates second language training.
23. Major terrorist incident occurs in United States.
24. Law requiring police officers to report excessive force passed.
25. Growth control laws in cities eliminated by court decision.
26. State mandates basic escalation of force policies for all law enforcement agencies.
27. Police strike occurs.
28. Law passed allowing all citizens to carry firearms.
29. Probation department eliminated.
30. Decriminalization of non-violent crimes.

Using a two-round Modified Conventional Delphi process, the top 10 events were evaluated in terms of their probability of occurrence. These events were determined by the panel to have a high likelihood of occurring and to significantly impact the issue area in either a positive or negative fashion. Refer to Table 1.

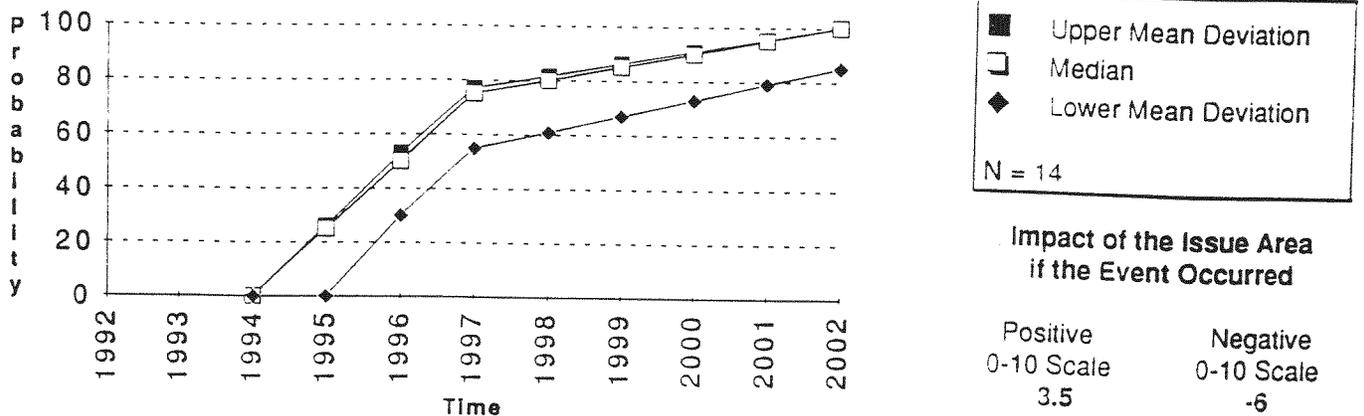
The following graphs display the panels medians, as well as upper and lower mean deviations for each event. The use of upper and lower mean deviations from the median reduces the possibility of a single individual or a small group of individuals from skewing the data. The upper and lower mean deviation was used on all graphs even though there may have been a close consensus on the issue. Listed to the side of each graph is the positive and negative impact on the issue area, if the event occurred.

Table 1

EVENT EVALUATION CHART						
Event #	Event Statement	*Years Until Probability First Exceeds Zero	*Probability		Impact on Issue Area if the Event Occurred	
			5 Years From Now (0-100%)	10 Years From Now (0-10 Scale)	*Positive (0-10 Scale)	*Negative (0-10 Scale)
E1	Law passed restricting peace officer's powers of arrest	2	75	100	3.5	6
E2	Non-essential police functions eliminated due to decreased funding levels	2	60	78	0	10
E3	POST eliminates all reimbursement for training	4	40	58	0	9
E4	Misdemeanor crimes decriminalized	3.5	35	56	0	9
E5	Misdemeanor crimes not prosecuted	3	40	65	0	8.5
E6	Regional criminal justice programs eliminated by legislative action	4	40	60	0	10
E7	Use of lethal force by law enforcement is prohibited by law	8.5	0	30	1.5	9.5
E8	POST mandates content of field training programs	2	55	85	9	5
E9	Law mandates hiring levels of minorities	2	55	90	4	5
E10	Major earthquake occurs	5	0	75	0	10

* Panel Medians N=14

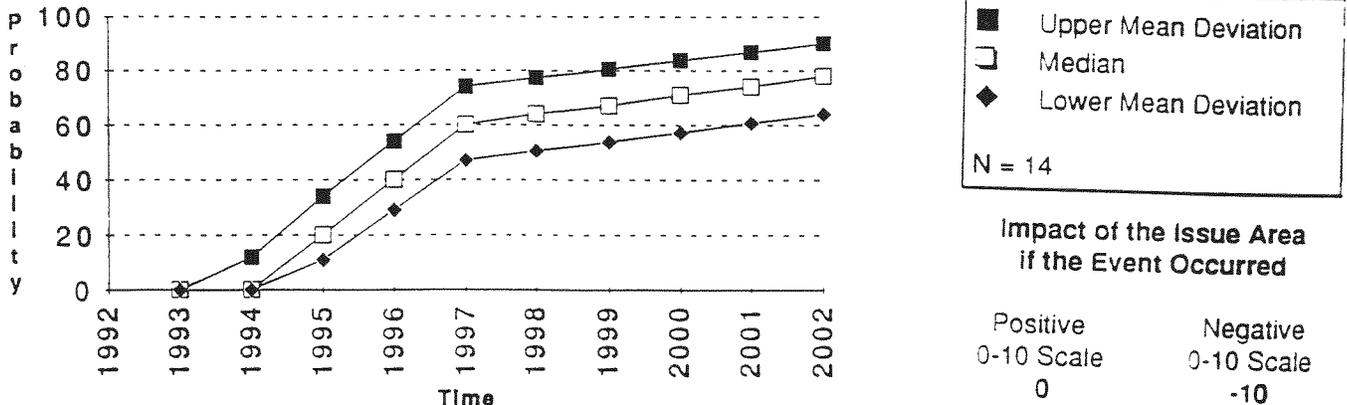
EVENT 1 - Law passed restricting peace officer's powers of arrest.



EVENT 1 EVALUATION

The Modified Conventional Delphi panel forecast that efforts to pass a law restricting a peace officer's power to arrest under the Penal Code would first emerge as early as 1994, increasing in intensity with a 55% probability of occurring in 1997 and reaching a 100% probability by the year 2002. The consensus was tight, as can be seen by the upper and lower mean deviation lines. As a result of such events as the Los Angeles riots, future court decisions, such groups as the American Civil Liberties Union and those representing various ethnic cultures, more restrictions will be placed on law enforcement. Such laws will have a significant impact on the field training process for new police officers. Service delivery and problem solving will become the core ingredients of field training programs of the future. This will be necessary as the arrest options are reduced as an alternative for problem solving.

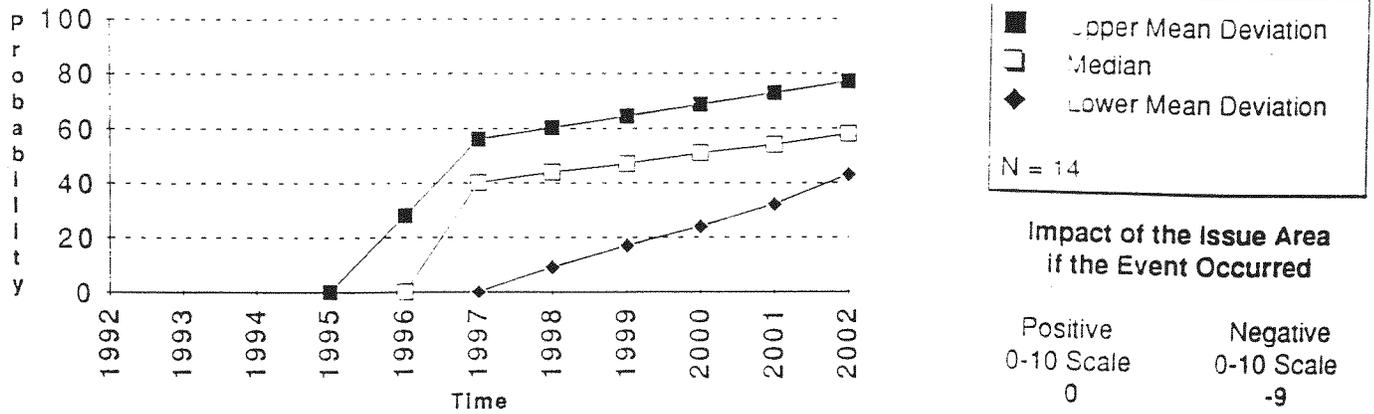
**EVENT 2 - Non-essential police functions, such as D.A.R.E.,
eliminated due to decreased funding levels.**



EVENT 2 EVALUATION

The panel forecast that non-essential police functions may begin to be eliminated as soon as 1993, increasing in probability to 60% in the year 1997 and just below 80% by the year 2002. It was the consensus of the panel that the fiscal health of the state as well as the fiscal health of counties and municipalities will continue to decline. It was forecasted that this decline will be rapid through 1997 and then begin to slow, as a result of improved revenue sources and the lack of non-essential functions to trim. As fiscal restraints are felt, police agencies will be forced to eliminate such non-essential functions as Drug Awareness Resistance Education (D.A.R.E. Program), school resource officer, domestic violence, and neighborhood watch. The resources from these programs would be channeled into basic law enforcement functions, such as patrol and investigations. The elimination of non-essential functions will necessitate a more generalized approach for field officers, which will impact the field training program through increased training requirements.

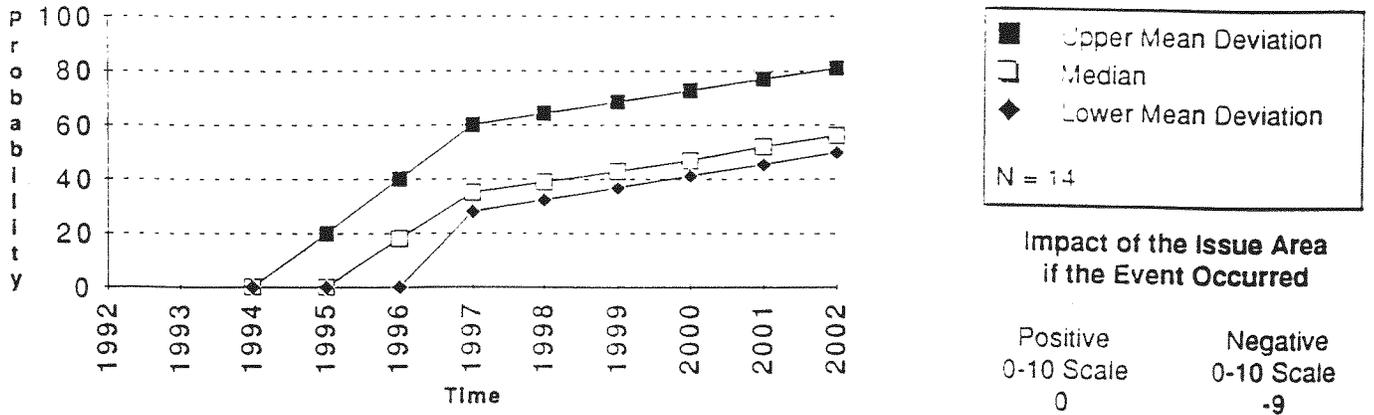
EVENT 3 - POST eliminates all reimbursement for training.



EVENT 3 EVALUATION

The panel forecast that the elimination of all POST reimbursement for training may occur as soon as 1995, increasing in probability to 40% by the year 1997 and just below 60% in the year 2002. The elimination of POST reimbursement for training will seriously affect police agencies' ability to train. The fiscal status of the state will be what dictates this event. Because of the current fiscal condition of the state, it was felt the probability of this event occurring within the next 5 years is great, while it tapers off in years 6 through 10. The wider spread between the median and lower mean deviation was the result of several law enforcement panel members who felt POST would eliminate some but not all reimbursement. With the reduction in reimbursement for training, it was felt cities would provide only the minimum training necessary to be in compliance with POST guidelines. This may result in the restructuring of field training programs to allow officers, who have completed the programs, to reenter the programs to receive POST approved advanced officer training. This would add a new dimension to field training programs, and may prove to be the most cost-effective manner of providing mandated advanced officer training.

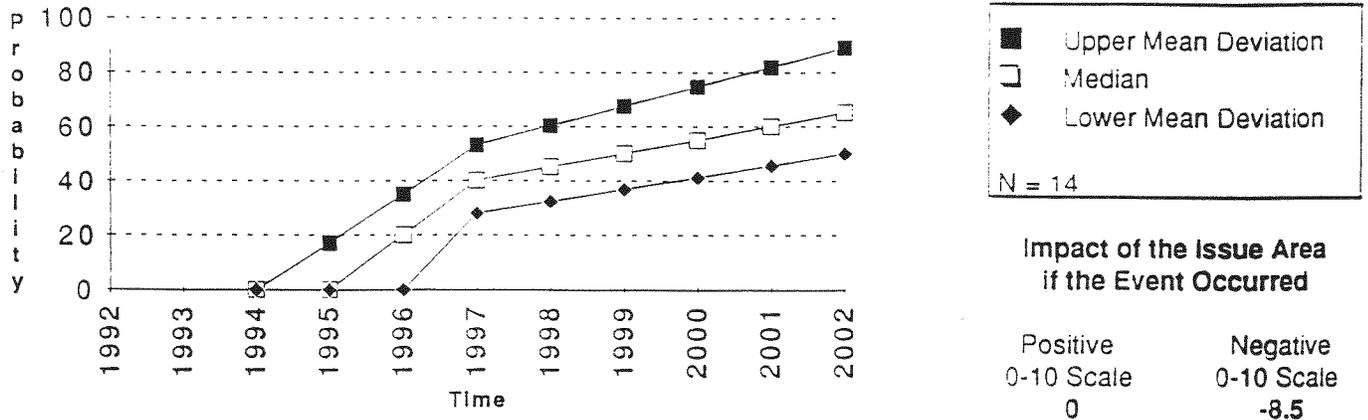
EVENT 4 - Misdemeanor crimes decriminalized.



EVENT 4 EVALUATION

The panel forecast that efforts to pass a law decriminalizing misdemeanor crimes may first emerge in 1994, increasing in intensity with a 35% probability of occurring by 1997 and reaching almost a 60% probability by 2002. There was an extreme diversity of opinion as to the probability of this event occurring. High and low probabilities were almost equally divided amongst the different disciplines of the panel members. The higher probability of occurrence was rated by higher ranking officers of police agencies, while the lower probability of occurrence was rated among the lower ranking officers. This split also occurred in the educational field, with administrators rating the probability of this event higher than the teacher and school board member. Field training programs will be impacted by the increasing need of problem-solving abilities of new police officers to solve problems that are either not criminal or have been decriminalized. A reduction in criminal cases referred to the court system will occur allowing the courts to concentrate on more serious offenses. Society in general will lose confidence in the criminal justice system as minor crimes go unpunished. This may lead to increase civil court actions.

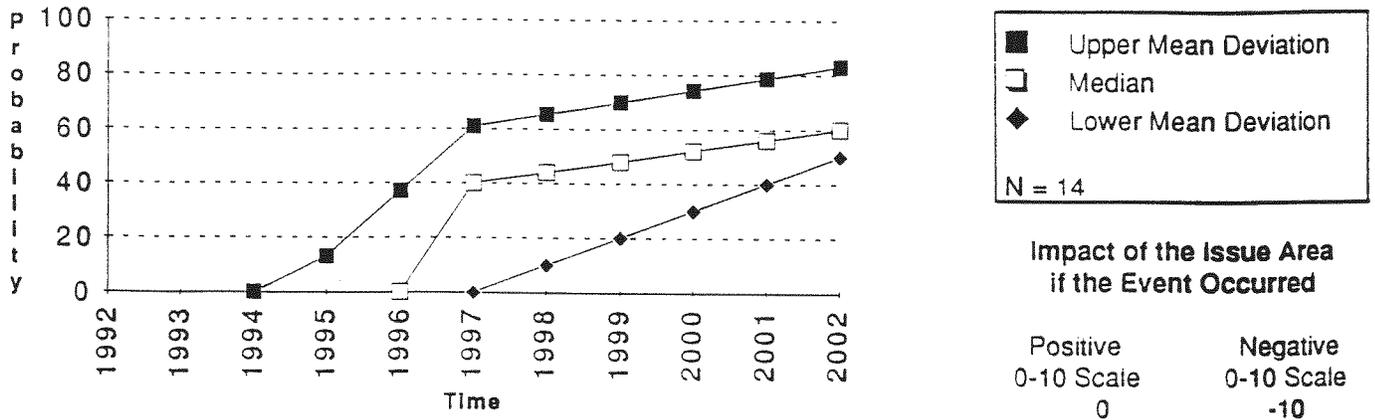
EVENT 5 - Misdemeanor crimes not prosecuted.



EVENT 5 EVALUATION

The panel forecast that the probability of misdemeanor crimes not being prosecuted could begin to occur as early as 1994; increasing in probability to 40% in 1997 and 65% in 2002. As the probability projections are projected further into the future, the higher mean deviation becomes significantly wider. The lower probability estimates were given by the educators, as well as community leaders, while the higher probability of occurrence was given by law enforcement personnel. Law enforcement personnel see this as a trend-based event that will, at some point in time, occur. Non law enforcement personnel, who are not totally familiar with the criminal justice system, do not see this event having a high probability of occurrence. As in previous events, this event will require police officers be trained as problem-solvers to attack the root issue of the problem, not temporarily solving the problem at the time of occurrence as a violation of the law. Fiscal issues were also a consideration. The lack of finances for prosecutorial efforts will require district attorney's office to prosecute only the most serious crimes.

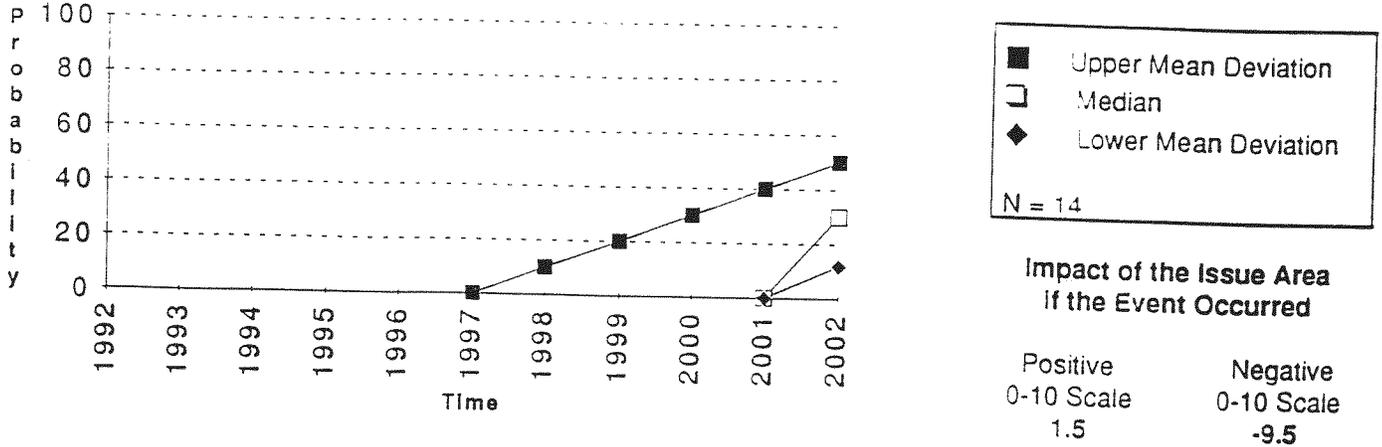
EVENT 6 - Regional criminal justice programs eliminated by legislative action.



EVENT 6 EVALUATION

The panel forecast that the probability of regional criminal justice programs may begin being eliminated by legislative actions as soon as 1994; increasing in probability to 40% by 1997 and 60% by the year 2002. It was the consensus of the panel that regionalization of certain law enforcement activities would be cost effective. Such programs as regional crime labs, regionalized fingerprint and DNA testing centers are some examples. The group felt because of fiscal constraints within the state, funding for such programs will be eliminated by legislative action or inaction. The panel felt the probability of this occurring within the next 5-year period was significantly greater than in years 6 through 10. The group's consensus was if such regionalized programs continued, it would be through funding by individual participating agencies. It is interesting to note that law enforcement personnel tended to be toward the upper mean deviation, while non law enforcement personnel tended to be toward the lower mean deviation. This would appear to have occurred because of the lack of understanding of regionalized criminal justice programs.

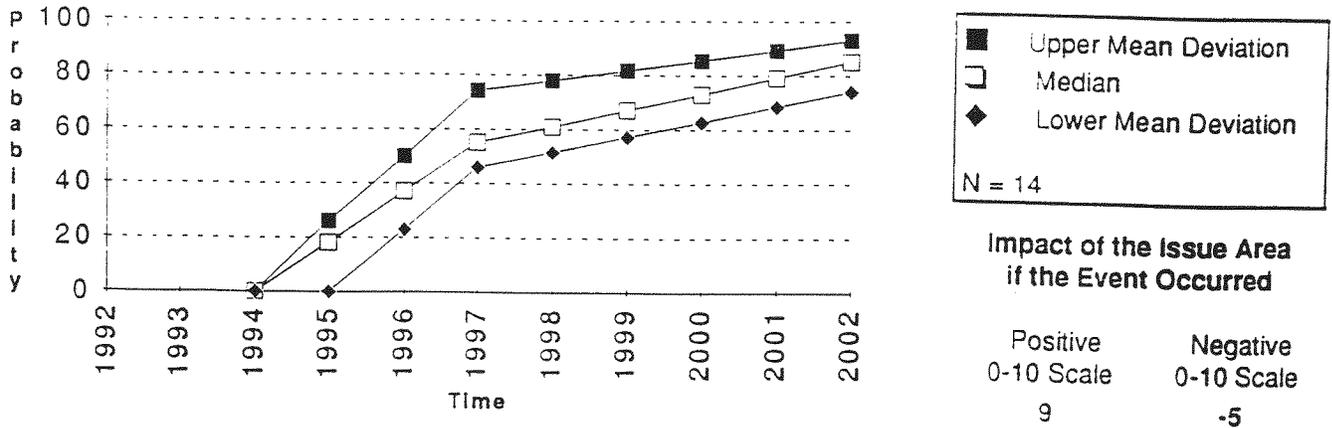
EVENT 7 - Use of lethal force by law enforcement is prohibited by law.



EVENT 7 EVALUATION

The panel forecast that the probability of laws prohibiting the use of lethal force by law enforcement to begin emerging as early as 1997, with a probability of 30% by the year 2002. Prohibited use of lethal force by law enforcement was considered a low probability by the panel. While the group felt that such firearm legislation as the recently passed Brady Bill would enhance gun control in the country, it would have little or no affect on non law-abiding citizens. There was a definite distinction between law enforcement and non law enforcement panel members on this event as can be seen by the upper mean deviation. Non law enforcement panel members believed the prohibited use of lethal force by law enforcement would occur sooner than law enforcement members. This group believed technological advances would allow for the use of effective non lethal force by peace officers. The development of a sophisticated high-powered stun gun was felt to be within the realm of possibility of development within the next 5 years. Military technology being applied to law enforcement, as a result of defense industry cutbacks, was the basis of this opinion.

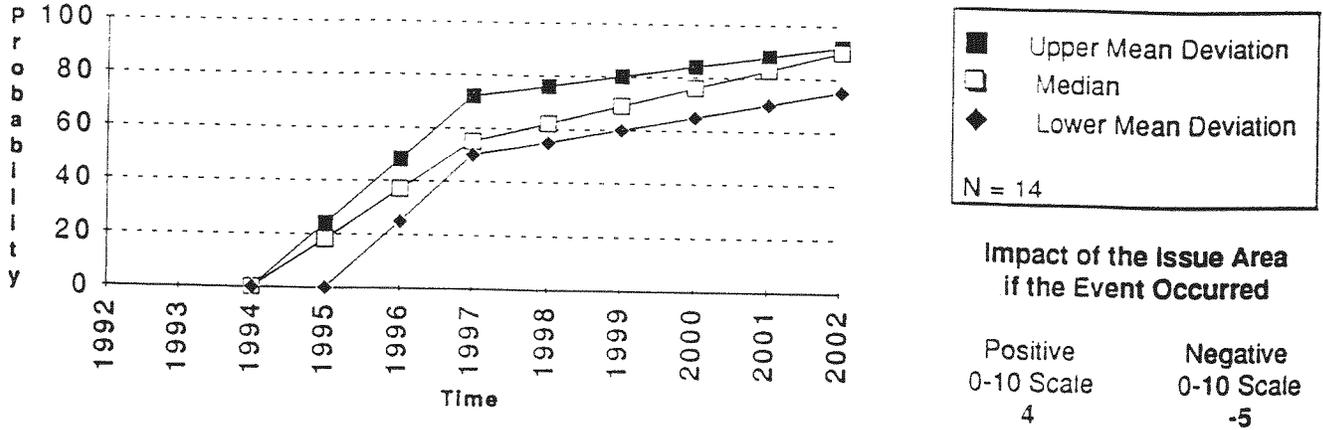
EVENT 8 - POST mandates content of field training programs.



EVENT 8 EVALUATION

The panel forecast that efforts by POST to mandate the content of field training programs may occur as early as 1994; increasing in probability to 55% in 1997 and 85% in the year 2002. The forecast of this event showed a strong consensus that POST, in the not too distant future, will mandate the content of field training programs. This can be seen by the narrow gap between the median and upper and lower mean deviations. Standardization and liability were seen as the two major areas that would trigger the occurrence of this event. This event was also seen tied to an extended format for the basic training academy, with the possibility that the field training programs be interwoven with the basic training academy in some form of a 2-year program. The group felt overall that this would be very positive for law enforcement, enabling improved training and providing for increased professionalism in law enforcement. The negative aspects were cost and training time, as well as the inability in a standardized field training program to customize the program for local communities. An alternative offered by the group was that a portion of the program be tailored by the individual law enforcement agencies for the customized approach needed for their communities.

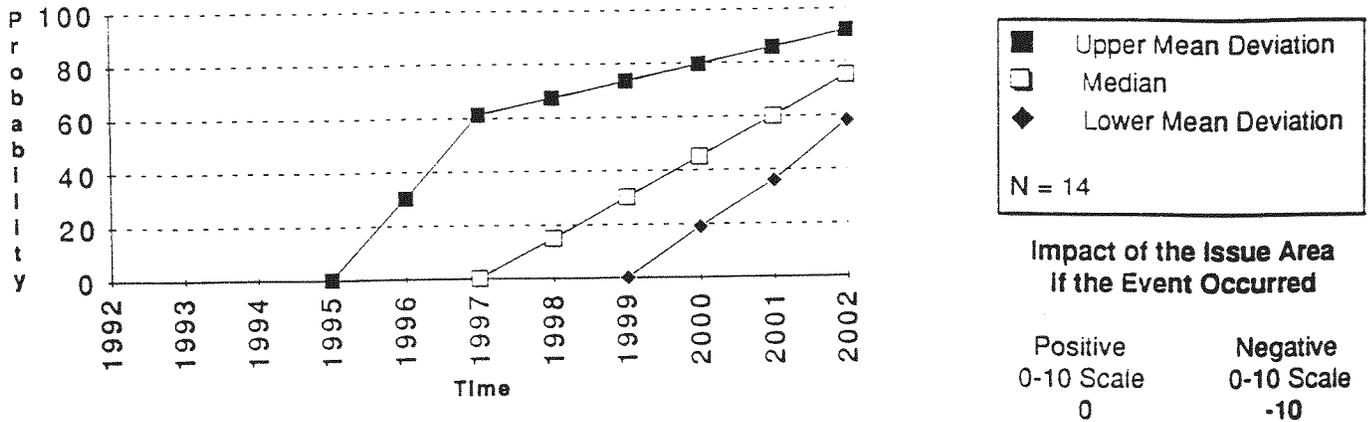
EVENT 9 - Law mandates hiring levels of minorities.



EVENT 9 EVALUATION

The panel forecast that efforts to pass legislation which mandate hiring level of minorities may occur as early as 1994, with a 55% probability in 1997 and 90% in the year 2002. The consensus on this issue was very tight. This forecast was based on events that have occurred in the past, such as affirmative action requirements and court mandated decrees. This event will substantially alter the ethnic makeup of police organizations to mirror the cultural diversity of the community. Major changes in field training programs would be necessary to adapt to the verified cultures of new police officers and to provide adequate cultural diversity training to new officers to understand the various cultures that reside within their communities. A major concern of the panel in this area was the possibility of lowering of standards in order to attract minority candidates. It was felt this should be avoided if at all possible; however, realistic employment standards must be set and evaluated to not unfairly discriminate against minority applicants.

EVENT 10 - Major earthquake occurs.



EVENT 10 EVALUATION

The panel forecast the likelihood of a major earthquake occurring as early as 1995, with a 75% probability of occurrence by the year 2002. The upper mean deviation on this issue is well spread. It would appear this is influenced by the recent Landers and Big Bear quakes occurring within San Bernardino County. Such an event would have a major impact on the way law enforcement functions, not only during the event but in the subsequent recovery stages. An area of concern was law enforcement's preparation for such an event. It was felt the field training program was the most effective vehicle for providing emergency response training to a major earthquake. Training in this area during the initial field training program is nearly non-existent today. It was felt training in how law enforcement should respond, as well as training in the area of personal preparedness, family preparedness, and psychological preparedness was of utmost importance.

TREND EVALUATION

Using the Nominal Group Technique, 30 trends identified as most likely to be important to and affect the field training program of law enforcement agencies in the next ten years were identified. These trends were:

1. Level of lawsuits resulting from training issues.
2. Level of gang activity in society.
3. Concerns about drugs in society.
4. Level of financial resources for law enforcement.
5. Level of changes in ethnic makeup of society.
6. Level of cultural conflicts between different ethnic groups.
7. Level of violent crime involving juveniles.
8. Level of public confidence in law enforcement.
9. Number of unsupervised juveniles in society.
10. Level of technological advances in law enforcement.
11. Level of unrest in public schools.
12. Concern about overcrowding of school campuses.
13. A concern about bilingual needs for police officers.
14. Level of privatization of police services.
15. Number of non traditional families with working parents.
16. Affects of contagious diseases on law enforcement personnel.
17. Level of regionalization/consolidation of police services.
18. Level of affirmative action requirements affecting local government.
19. Level of confidence of political system.
20. Level of willingness to form partnerships between law enforcement and the community.

21. Level of civilianization of law enforcement.
22. Number of high risk students in school (K-12).
23. Concerns about educational level/quality of new police personnel.
24. Concerns about law enforcement work force retention.
25. Level of impact of special interest groups on law enforcement.
26. A concern about effects of changes in work force demography.
27. A concern about worker's compensation claims for police officers.
28. Concerns about work values of future law enforcement officers.
29. Level of public scrutiny of law enforcement.
30. Level of willingness of community to become involved in police operations.

Using a two-round Modified Conventional Delphi process, the panel was asked to rank order and forecast the level of the top ten trends over the span of the next 10 years. The panel was asked specifically to forecast the trends in the nominal or will be mode reflecting conditions if no intervening policies were employed. The panel was further asked to look at where the trend was 5 years ago as compared to today. Refer to Table 2.

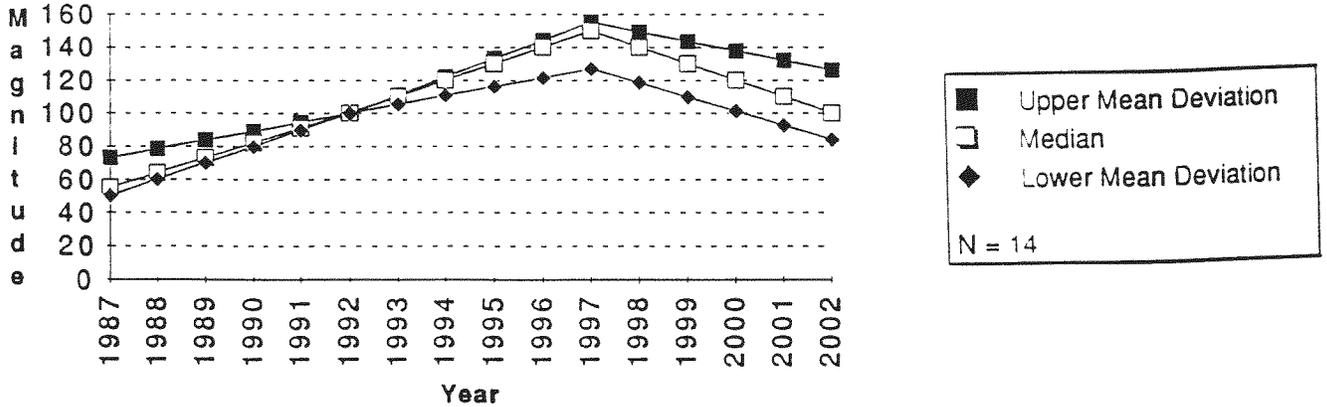
The following pages contain graphs and evaluations of each trend. The graphs display the panel's medians for each trend, as well as the upper and lower mean deviation. The use of upper and lower mean deviations from the median reduces the possibility of a single individual or small group of individuals from skewing the data. The upper and lower mean deviation was used on all graphs even though there may have been a close consensus on the issue.

Table 2

TREND EVALUATION CHART		Level of the Trend (Today = 100)			
Trend #	Trend Statement	*5 Years Ago	Today	*5 Years From Now	*10 Years From Now
T1	Level of lawsuits resulting from training issues	55	100	150	100
T2	Level of gang activity in society	70	100	140	110
T3	Concerns about drugs in society	90	100	115	108
T4	Level of financial resources for law enforcement	115	100	80	85
T5	Level of changes in ethnic makeup of society	60	100	115	128
T6	Level of cultural conflicts between different ethnic groups	73	100	128	133
T7	Level of violent crime involving juveniles	40	100	118	110
T8	Level of public confidence in law enforcement	103	100	88	88
T9	Number of unsupervised juveniles in society	80	100	120	135
T10	Level of technological advances in law enforcement	80	100	120	145

* Panel Medians N=14

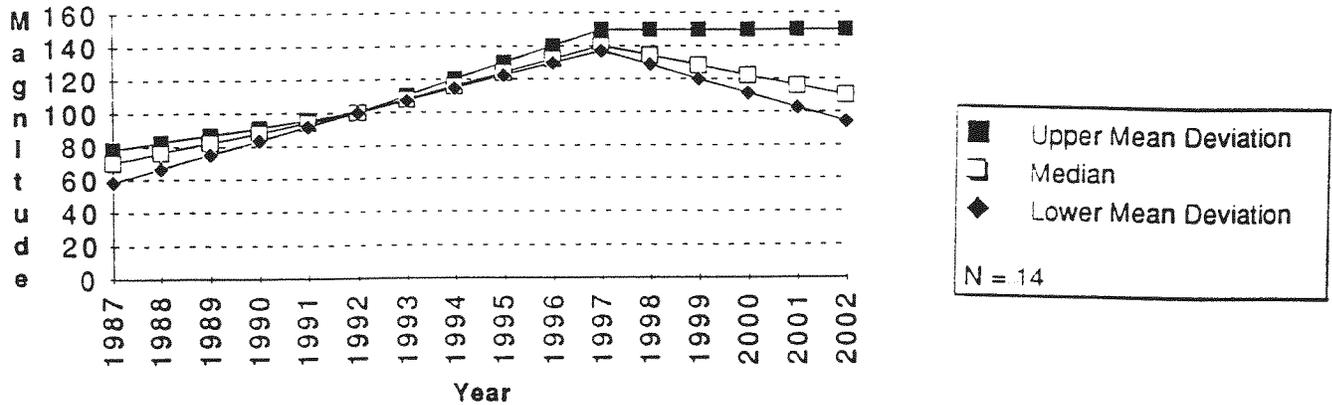
TREND 1 - Level of lawsuits resulting from training issues.



TREND 1 EVALUATION

The trend line for lawsuits resulting from training issues shows a relatively stable increase over the period of 1987 through 1997. The interesting point in this trend is the significant downward forecast of such legislation starting in 1998. The consensus of the group was improvements in training would decrease the number of lawsuits. The consensus for this trend was tight. A small minority of the panel felt lawsuits would continue to expand in the future based on special interest groups such as America Civil Liberties Union and NAACP as well as the increasing number of attorneys. This can be seen by the widening between the median and upper mean deviation in years 1997 through 2002. It was felt these groups would use such lawsuits to attempt social change in society. It was agreed upon by the panel that initial field training was the most important training an officer receives and would have the most significant impact on reducing future lawsuits.

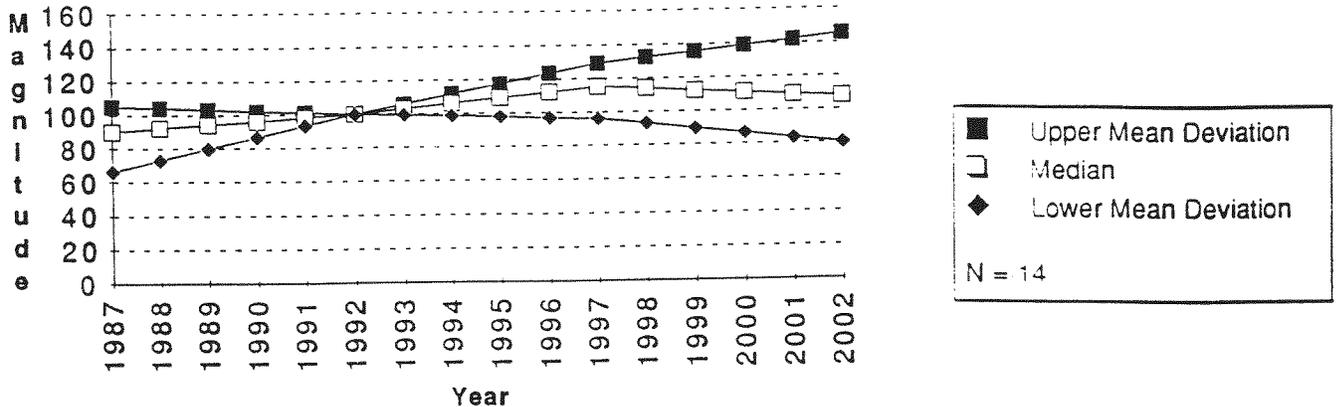
TREND 2 - Level of gang activity in society.



TREND 2 EVALUATION

The forecast for gang activity in society shows an increase from 1987 to 1992 with a slightly higher increase over the next 5 years to 1997. It was the consensus that anti-gang public sentiment and education would reduce gang activity significantly in the future years 1997 through 2002. The consensus on this issue was extremely tight, with the only significant variance occurring in the 1997 to 2002 year future range where the upper mean deviation remained constant while the median declined. Law enforcement panel members tended to downplay the decrease in gang activity in these years. It was their feeling that education and society pressure would have a minimal affect on the amount of gang activity, while educators and community leaders felt the opposite. It was felt gang awareness education should not be limited to schools or to specific functions such as crime prevention units, but is a responsibility of all officers. It was agreed upon that all officers must be trained in this area starting in the field training program.

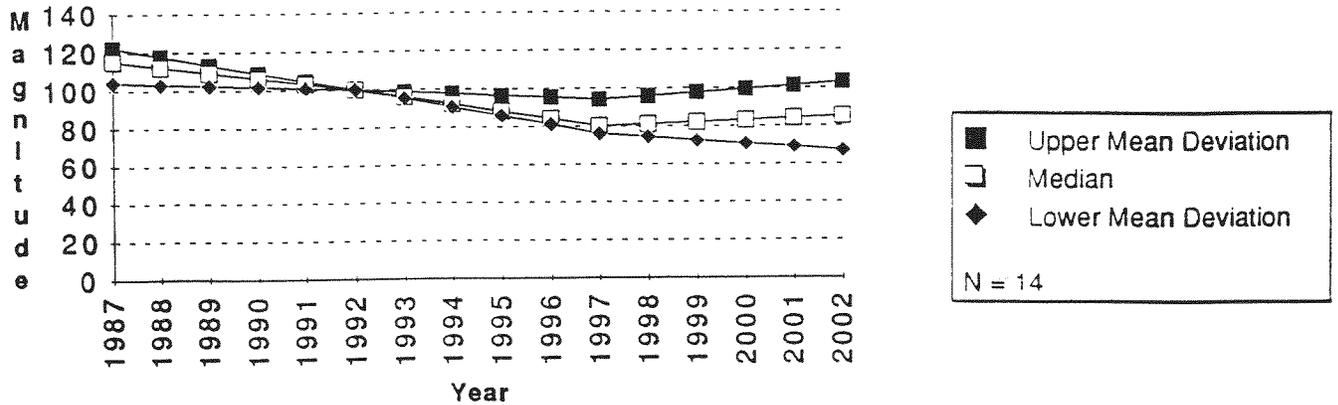
TREND 3 - Concern about drugs in society.



TREND 3 EVALUATION

The trend line for society's concerns about drugs is very interesting. As can be seen, the median shows little deviation from 1987 through the year 2002. The panel's consensus was that while such programs as Drug Abuse Resistance Education (D.A.R.E.) and Survival Through Abuse Resistance (S.T.A.R.) are positive programs for youth, the impact of these programs will not significantly alter society's concerns about drugs. There was a significant diversity of opinion, however. Educational panel members and law enforcement personnel involved in both the D.A.R.E. and S.T.A.R. programs, felt such training would have a significant impact on society's concerns about drugs. Law enforcement personnel assigned to enforcement duties had a different perspective, as can be seen by the upper mean deviation in years 1997 through 2002. As with gangs, the field training program was seen as needing a two-prong approach of education and enforcement in the training of new officers.

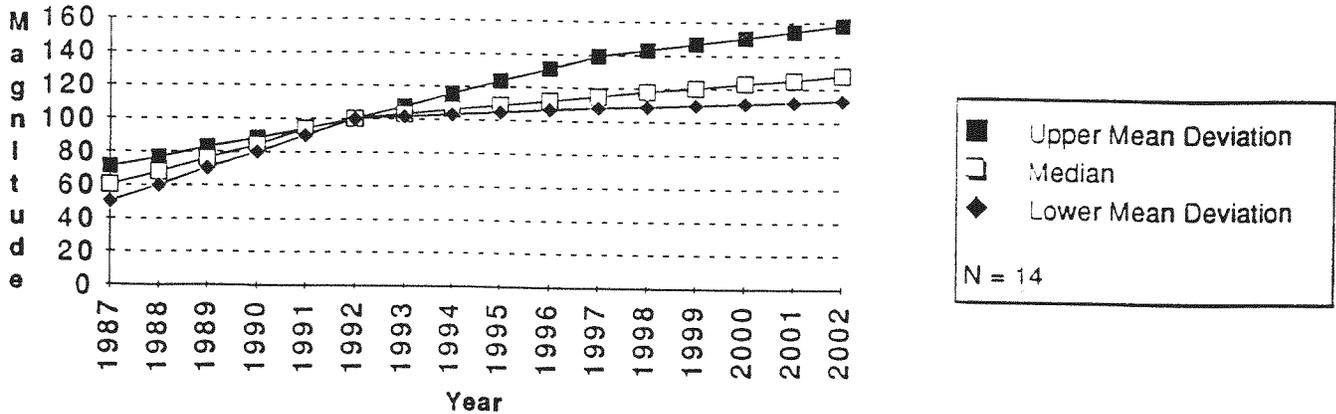
TREND 4 - Level of financial resources for law enforcement.



TREND 4 EVALUATION

The consensus of the group was the fiscal health of the state, counties, and municipalities has declined since 1987 and will continue to decline to the year 1997. From 1997 through 2002, the forecast shows a slight increase in the amount of funding available for law enforcement. This forecast was based on current economic trends within the state, such as unemployment rate, housing starts, and relocation of industry from California to other states. Immigration was also considered a contributing factor in this trend. Increased immigration was seen as taxing public services and fiscal assets of the state further. As allocation of resources to law enforcement become scarce, there will become a point between 1992 and the year 2002 where public outcry will be so great that funding will start to increase. These increases will be modest and may not reach current funding levels by the year 2002. Quality and efficiency of service will be the mainstay of law enforcement in the future.

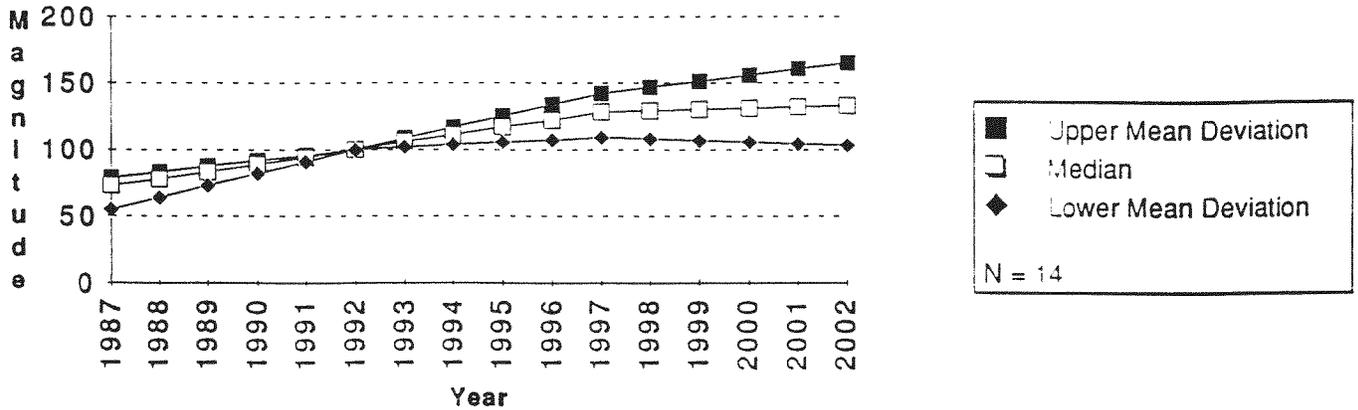
TREND 5 - Level of changes in ethnic makeup of society.



TREND 5 EVALUATION

California will continue to be the focal point of immigration into the United States. Immigration from Mexico, the Pacific Rim, and the Asian countries will continue to increase substantially, however at a slower rate. As this immigration occurs, coupled with the relocation of major industries from California, the ethnic makeup of the population of California will change drastically. The group's forecast is that 10 years from 1992, there will be no single majority race or culture located within the state. The consensus of the group on this issue was tight, except in the 1997 to 2002 year range. The upper mean deviation rose significantly faster than the median during this period. Law enforcement administrators on the panel felt California would still be seen as the land of opportunity, especially for Hispanic immigrants, therefore immigration will continue to be high. Law enforcement's response to this change of ethnic makeup of society will require enhanced minority hiring and promotions, as well as increased cultural diversity training to enable officers to understand and interact with the various cultures they will be serving. The field training program is seen at playing the most important role in preparing of officers in both of these areas.

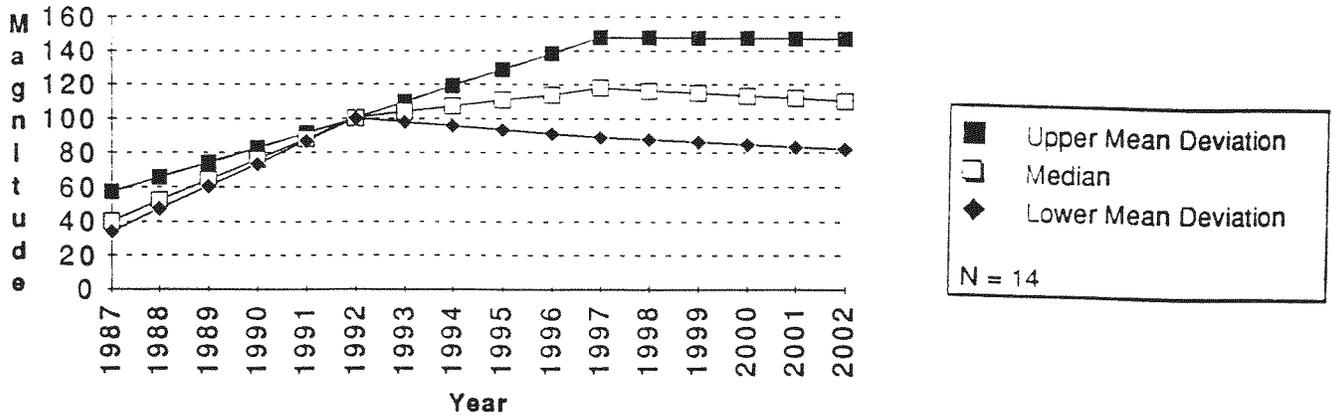
TREND 6 - Level of cultural conflicts between different ethnic groups.



TREND 6 EVALUATION

The panel forecasts an increase in cultural conflicts between different ethnic groups. With the change in the ethnic makeup of society as forecasted in Trend 5, the chance for increased conflicts between various ethnic groups is enhanced. As ethnic groups become more evenly dispersed throughout society, struggles for representation and recognition will increase. It is interesting to note the lower mean deviation at the year 2002 on the graph shows a decline over the lower mean deviation at the 1997 year future point, while the median for the 1997 through the year 2002 shows an increase. Several panel members felt that through the increased diversity of society, harmony will prevail. As in Trend 5, law enforcement must respond through training to understand these cultural conflicts and to be able to effectively mediate them. Problem solving will be the core of training programs as opposed to enforcement.

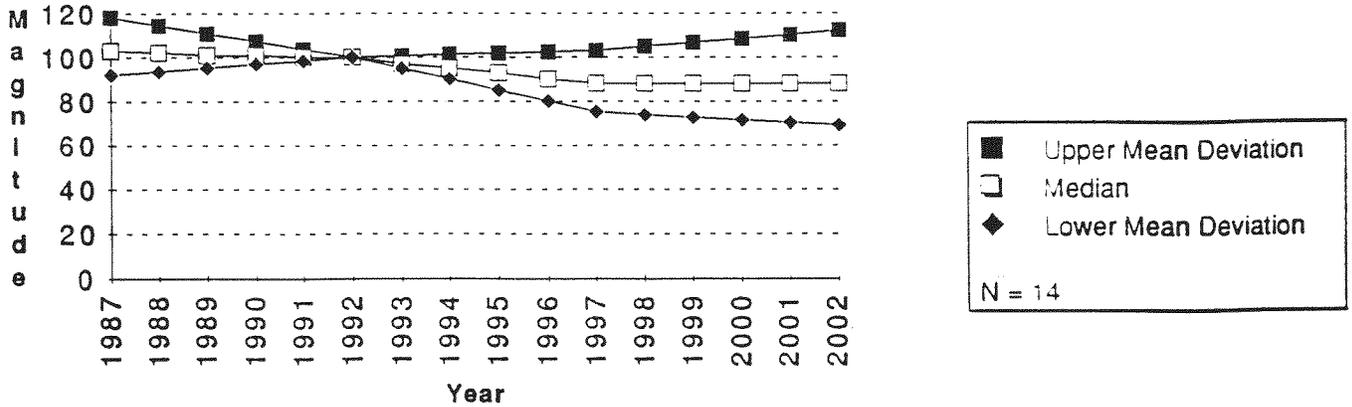
TREND 7 - Level of violent crimes involving juveniles.



TREND 7 EVALUATION

The panel felt the need to know the violent crime rate involving juveniles to forecast law enforcement training needs of the future. The consensus was violent crimes among juveniles has risen significantly between 1987 and 1992. It is projected that the rate of violent crime will slow significantly beginning in 1992, and show a marginal decline beginning in 1997. Law enforcement panel members felt violent crime in juveniles would continue to rise at a substantial rate between 1992 and 1997 and then remain constant. The law enforcement panel members did not see education as a significant factor in reducing violent crime. Community leaders and educational members of the panel felt just the opposite. Through education and parental involvement in the education process, crime could be reduced. Community leaders felt a partnership between education and the community would provide a decrease in this area.

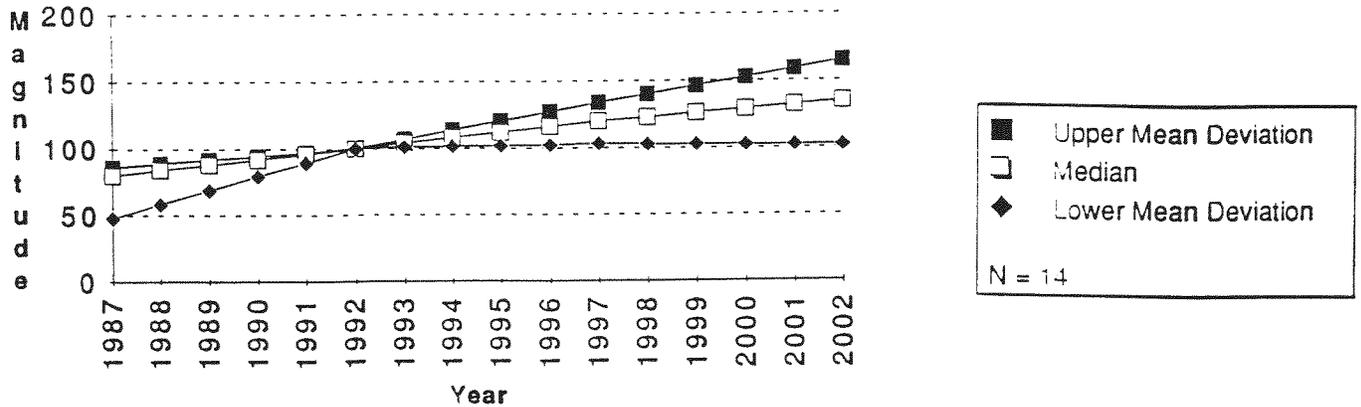
TREND 8 - Level of public confidence in law enforcement.



TREND 8 EVALUATION

Panel members felt confidence in law enforcement suffered a slight decline between 1987 and 1992 and they expected it to suffer a larger decline over the next 5 years ending in 1997, and then remaining constant. Such events as the Rodney King incident, the Los Angeles riot, and the shootings of two Samoan brothers in Compton has significantly reduced the confidence of the public in law enforcement. The group felt that as events such as these continue to occur and are sensationalized by the media, confidence will continue to be eroded. Some panel members felt the confidence level would substantially improve in the future years 1997 through 2002. This was based on professionalism and quality of service rendered. The most important training identified by the group, to help restore public confidence in law enforcement, was the initial field training program.

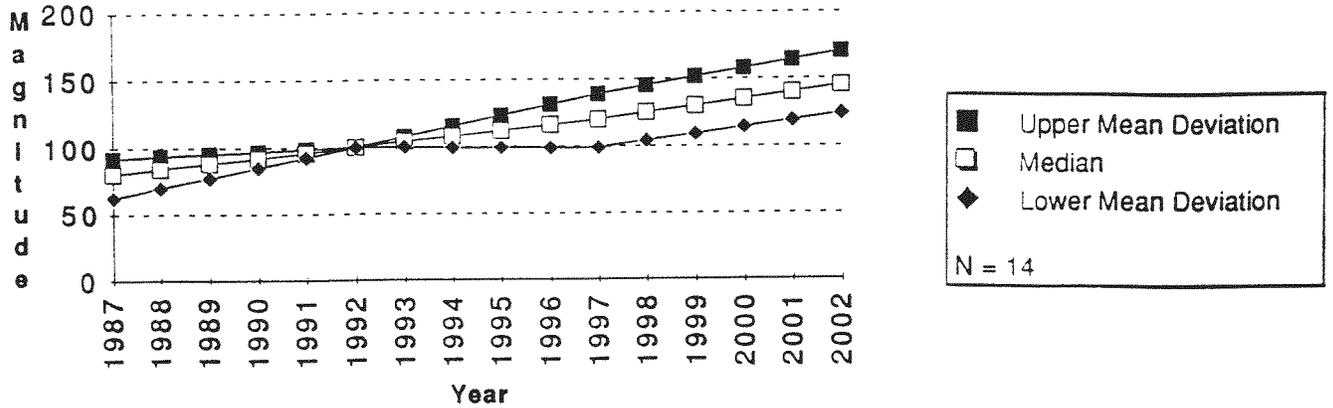
TREND 9 - Number of unsupervised juveniles in society.



TREND 9 EVALUATION

Unsupervised juveniles will continue to be a problem for society. As the number of service jobs increase and the number of industrial jobs decrease, the earning power of families will decline. As the financial needs of families increase, two-income families will continue to be the norm. The consensus was tight that these factors would play an important role in the increased number of unsupervised juveniles. It is interesting to note that the upper and lower deviation at the year 2002 was significantly wider than the year 1997. It was felt the recent national elections may slow the reduction of industrial jobs for the next five years, thus retarding the trend of two income families. The opposing view was that supervision would be provided through day care (possibly company sponsored) or extended family members, such as grandparents, living within the residence.

TREND 10 - Level of technological advances in law enforcement.



TREND 10 EVALUATION

Technological advances in law enforcement will continue to grow at an almost even pace from 1992 through the year 2002. The main obstacle to the development and adoption of technological advances by law enforcement will be fiscal constraints. It was felt these fiscal constraints may inhibit the development of new technology because of a sparse market for the product. If significant fiscal resources were present, technology in law enforcement would increase at a faster pace. Advanced computer systems, geobase mapping systems, and non lethal weapons were some of the areas of advanced technology for law enforcement that were forecasted to occur by the year 2002. As new technologies are developed, training programs will need to be modified to allow for the most expeditious use of the technologies.

CROSS IMPACT ANALYSIS

The purpose of conducting a cross impact analysis is to generate, through use of the original forecasts obtained during the nominal group process, alternative futures. The process assists in analyzing the consequences of implementing specific policies in any previously identified future including the "most likely."

Using the 10 events and trends developed through the Nominal Group Technique, a cross impact analysis was conducted. The impact of each event was evaluated, assuming it occurred, upon the other events and trends. The value of an event's impact could range from +100 to -100.

To develop the event-to-event matrix and the event-to-trend matrix, a colleague, who was a panel member of the nominal group, and this researcher, individually rated the possible impacts on both matrixes. Once this was completed, discussions were held between this researcher and the colleague regarding the rating. From these discussion, a final event-to-event matrix (Table 3) and event-to-trend matrix (Table 4) were developed.

To assist in interpretation of the event-to-event cross impact matrix, it is helpful to examine several cells within the matrix.

If misdemeanor crimes are not prosecuted (Event 5), the probability of occurrence for misdemeanor crimes being decriminalized (Event 4) increases 100 percent. With the failure to prosecute misdemeanor offenders, the constitutional question arises as to whether an individual should be deprived of his or her freedom knowing that criminal prosecution will not occur. This constitutional issue will most likely become the position of such groups as the American Civil Liberties Union. With court challenges and legislative lobbying, it is felt that the likelihood of decriminalization of misdemeanors under these circumstances is almost certain.

TABLE 3

EVENT TO EVENT CROSS IMPACT MATRIX

Maximum Impact

IMPACTING EVENT	E-1	E-2	E-3	E-4	E-5	E-6	E-7	E-8	E-9	E-10
E-1 - Law passed restricting powers of arrest.		-10	+10	-20	+75	NO E	+40	-10	NO E	NO E
E-2 - Non-essential police functions eliminated due to decreased funding.	NO E		+15	-20	NO E	+40	NO E	NO E	NO E	+10
E-3 - POST eliminates all reimbursement for training.	NO E	NO E		NO E	NO E	-20	NO E	-25	NO E	NO E
E-4 - Misdemeanor crimes decriminalized	NO E	NO E	NO E		-40	NO E				
E-5 - Misdemeanor crimes not prosecuted	-25	NO E	NO E	+100		NO E				
E-6 - Regional criminal justice programs eliminated by legislative action	NO E	-20	NO E	NO E	NO E		NO E	NO E	NO E	NO E
E-7 - Use of lethal force by law enforcement is prohibited by law.	+50	NO E	NO E	NO E	NO E	-20		-10	+10	NO E
E-8 - POST mandates content of field training programs.	NO E	NO E	-50	NO E	NO E	NO E	NO E		NO E	NO E
E-9 - Law mandates hiring levels of minorities.	NO E	-5	NO E		NO E					
E-10 - Major earthquake occurs.	NO E									

NO E = NO EFFECT

Event To Trend Cross Impact Matrix

Maximum Impact

Impacting Event	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1 - Law passed restricting powers of arrest.	+25	+50	+50	No E	No E	+25	+50	+50	+25	+25
E2 - Non-essential police functions eliminated due to decreased funding.	+35	+55	+55	-75	No E	+40	+60	-75	+50	-50
E3 - POST eliminates all reimbursement for training.	+50	+15	+30	-45	No E	+25	+40	-15	No E	No E
E4 - Misdemeanor crimes decriminalized.	+05	+65	+10	No E	No E	+20	+40	-55	+25	No E
E5 - Misdemeanor crimes not prosecuted.	No E	+60	+20	No E	No E	+45	-40	-80	+25	No E
E6 - Regional criminal justice programs eliminated by legislative action.	+40	+50	+75	-40	No E	No E	+20	-25	No E	-50
E7 - Use of lethal force by law enforcement is prohibited by law.	+25	+25	+10	-05	No E	-15	+10	-20	No E	+60
E8 - POST mandates content of field training programs.	-10	-05	-05	-15	No E	-20	-05	+15	No E	No E
E9 - Law mandates hiring levels of minorities.	+20	+10	+10	-20	No E	-40	No E	+05	No E	No E
E10 - Major earthquake occurs.	+25	No E	No E	-10	No E	No E	No E	+25	No E	No E

No E = No Effect

TABLE 4

Trend Legend
T1 - Level of lawsuits resulting from training issues.
T2 - Level of gang activity in society.
T3 - Concerns about drugs in society.
T4 - Level of financial resources for law enforcement.
T5 - Level of changes in ethnic makeup of society.
T6 - Level of cultural conflicts between different ethnic groups.
T7 - Level of violent crime involving juveniles.
T8 - Level of public confidence in law enforcement.
T9 - Number of unsupervised juveniles in society.
T10 - Level of technological advances in law enforcement.

If POST eliminates all reimbursement for training (Event 3), the probability of occurrence for POST to mandate the content of field training programs (Event 8) decreases 25 percent. Police agencies will voice resistance over mandated programs, especially if they feel the program is not warranted. Fiscal issues will remain a top concern with police agencies being reluctant to initiate mandated programs that will have a negative fiscal impact. With these issues in mind, POST may be reluctant to initiate such programs.

To assist in the interpretation of the event-to-trend cross matrix, it will again be helpful to examine several cells within the matrix.

If regional criminal justice programs are eliminated by legislative actions (Event 6), the probability of impacting drugs in society (Trend 3) increases 75 percent. The elimination of regionalized drug enforcement program and crime labs will have a significant impact on law enforcement's ability to stem the flow of illegal narcotics within the state. Small and medium-sized police agencies will be unable to effectively deal with major narcotic trafficking. Major narcotic trafficking will be investigated by only larger police agencies and/or the federal government. This reliance will greatly impact law enforcement's ability to deal with narcotic-related problems and will significantly increase drugs in our society.

If a law is passed restricting powers of arrest (Event 1), the probability of impacting public confidence in law enforcement (Trend 8) decreases 50 percent. Frustration of the general public will increase as the option of arrest decreases for law enforcement officers. The community will feel law enforcement is ineffective and that wrongdoers receive no punishment. This will result in a dramatic decrease in the confidence level of the public in law enforcement decreasing dramatically.

ALTERNATIVE FUTURES GENERATION

A computer program was used to develop alternative futures based upon the originally generated trends and events (10 each) from the NGT.¹⁸ The following data was entered to provide the tables from which to develop alternative futures:

- Event-to-event cross impact matrix results
- Event-to-trend cross impact matrix results
- Cumulative event probability for 10 events
- Median forecasts of 10 trends

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to complement the "most likely" scenario developed in the NGT. The two scenarios were selected for their unique and interesting futures.

SCENARIOS

Three future scenarios have been developed using the information generated during the Nominal Group Technique and the cross matrix analysis. These scenarios are a look backward in time from the year 2002. Using the events, trends, probability of occurrence and impact if occurred, a "most likely" scenario was developed. Using the computer-generated iterations, two alternative scenarios were produced. The information in Tables 5 and 6 form the basis for Scenarios 2 and 3.

COMPUTER ITERATION FOR SCENARIO 2

	Trend Values										
	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trends											
Trend 1 - Level of lawsuits resulting from training issues.	100.0	110.0	136.8	153.3	118.9	192.9	171.6	151.3	115.5	90.9	66.2
Trend 2 - Level of gang activity in society.	100.0	108.0	154.2	137.6	86.5	175.1	153.0	131.8	101.9	76.3	51.1
Trend 3 - Concerns about drugs in society.	100.0	103.0	140.4	131.1	86.6	134.9	122.2	109.5	90.7	76.6	63.1
Trend 4 - Level of financial resources for law enforcement.	100.0	96.0	106.0	98.6	123.1	116.7	125.8	134.0	130.4	139.0	148.7
Trend 5 - Level of changes in ethnic makeup of society.	100.0	103.0	106.0	109.0	112.0	115.0	118.0	120.0	123.0	125.0	128.0
Trend 6 - Level of cultural conflicts between different ethnic groups.	100.0	106.0	138.6	84.5	68.8	79.6	77.1	75.3	49.5	49.7	49.7
Trend 7 - Level of violent crimes involving juveniles.	100.0	104.0	142.8	130.2	100.1	137.2	127.9	120.6	105.1	96.2	86.1
Trend 8 - Level of public confidence in law enforcement.	100.0	97.0	65.8	97.3	135.3	91.5	100.8	109.4	133.6	144.8	156.0
Trend 9 - Number of unsupervised juveniles in society.	100.0	104.0	123.2	107.0	88.1	99.3	95.7	92.8	89.3	86.0	82.8
Trend 10 - Level of technological advances in law enforcement.	100.0	104.0	141.6	149.3	168.8	127.6	135.9	143.6	147.6	146.6	146.5

	Event Occurrence										
	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Events											
Event 1 - Law passed restricting powers of arrest.	0	1	0	0	0	0	0	0	0	0	0
Event 2 - Non-essential police functions eliminated due to decreased funding.	0	0	0	0	0	0	0	0	0	0	0
Event 3 - POST eliminates all reimbursement for training.	0	0	0	0	0	0	0	0	0	0	0
Event 4 - Misdemeanor crimes decriminalized.	0	0	0	0	1	0	0	0	0	0	0
Event 5 - Misdemeanor crimes not prosecuted.	0	0	0	0	0	0	0	0	0	0	0
Event 6 - Regional criminal justice programs eliminated by legislative action.	0	0	0	0	1	0	0	0	0	0	0
Event 7 - Use of lethal force by law enforcement is prohibited by law.	0	0	0	0	0	0	0	0	0	0	0
Event 8 - POST mandates content of field training programs.	0	0	0	0	0	0	0	1	0	0	0
Event 9 - Law mandates hiring levels of minorities.	0	0	1	0	0	0	0	0	0	0	0
Event 10 - Major earthquake occurs.	0	0	0	0	0	0	0	0	0	0	0

TABLE 6
COMPUTER ITERATION FOR SCENARIO 3

Trend Values											
	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trend Values for Iteration #50											
Trend 1 - Level of lawsuits resulting from training issues.	100.0	110.0	106.1	98.1	137.3	178.6	157.3	185.4	162.2	137.6	112.9
Trend 2 - Level of gang activity in society.	100.0	108.0	93.7	137.5	159.0	235.5	213.4	264.8	240.9	215.3	190.1
Trend 3 - Concerns about drugs in society.	100.0	103.0	85.9	87.5	135.7	205.8	193.1	185.9	172.5	158.4	144.9
Trend 4 - Level of financial resources for law enforcement.	100.0	96.0	106.0	116.0	88.4	42.9	52.0	47.2	56.6	65.2	74.9
Trend 5 - Level of changes in ethnic makeup of society.	100.0	103.0	106.0	109.0	112.0	115.0	118.0	120.0	123.0	125.0	128.0
Trend 6 - Level of cultural conflicts between different ethnic groups.	100.0	106.0	108.2	157.6	93.2	158.8	156.3	154.4	153.0	153.2	153.2
Trend 7 - Level of violent crimes involving juveniles.	100.0	104.0	87.3	30.3	22.4	114.9	105.6	137.2	127.2	118.3	108.2
Trend 8 - Level of public confidence in law enforcement.	100.0	97.0	111.4	65.4	85.2	23.1	32.4	4.6	15.1	26.3	37.5
Trend 9 - Number of unsupervised juveniles in society.	100.0	104.0	93.5	107.0	88.1	158.6	155.0	181.8	178.3	175.0	171.8
Trend 10 - Level of technological advances in law enforcement.	100.0	104.0	111.3	119.0	77.8	66.9	75.2	82.9	86.9	85.9	85.8

Event Occurrence											
	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Occurrences in Iteration #50											
Event 1 - Law passed restricting powers of arrest.	0	0	0	0	0	1	0	0	0	0	0
Event 2 - Non-essential police functions eliminated due to decreased funding.	0	0	0	0	0	1	0	0	0	0	0
Event 3 - POST eliminates all reimbursement for training.	0	0	0	0	0	0	0	0	0	0	0
Event 4 - Misdemeanor crimes decriminalized.	0	0	0	0	0	0	0	1	0	0	0
Event 5 - Misdemeanor crimes not prosecuted.	0	0	0	1	0	0	0	0	0	0	0
Event 6 - Regional criminal justice programs eliminated by legislative action.	0	0	0	0	1	0	0	0	0	0	0
Event 7 - Use of lethal force by law enforcement is prohibited by law.	0	0	0	0	0	0	0	0	0	0	0
Event 8 - POST mandates content of field training programs.	0	0	0	0	0	0	0	1	0	0	0
Event 9 - Law mandates hiring levels of minorities.	0	0	0	0	1	0	0	0	0	0	0
Event 10 - Major earthquake occurs.	0	0	0	0	0	1	0	0	0	0	0

SCENARIO 1
"MOST LIKELY"

Keynote Address at the January 14, 2002 Annual Meeting of the F.T.O.A.C.

I accept with great honor the office of President of the Field Training Officer's Association of California for the year 2002. Established for the purpose of forecasting the future needs of field training programs, the association has established itself as the forerunner and model for other such organizations throughout the country. With the foresight of this organization, many innovative changes have been made allowing field training programs to become proactive and to meet the needs of our communities.

The past 10 years have proved to be noteworthy in many respects. Social issues, such as gangs, drugs, the diversity of our society, and concerns about our youth have dominated this period. Fiscal change at all levels of government occurred. These changes have had a direct impact on the way law enforcement is provided to our communities. These issues have also had an impact on the public's confidence in law enforcement. Training and technological advances have aided law enforcement in providing the most efficient services possible with the resources available. With these issues in mind, I would like to reflect back over the past 10 years and review some events and trends which have impacted the area of field training programs for law enforcement as we know them today.

Fiscal problems have dominated the past decade. Law enforcement has suffered as the state and local governments continued to reduce expenditures and seek alternative revenue sources. The increasing probability, first beginning to emerge in 1994, of POST mandating the content of field training programs resulted in an increase in training time as law enforcement prepared for this possible event. As POST began contemplating the elimination of all reimbursement for training in 1995, and as the probability of this increased to 40% in 1997, and to 58% in the year 2002, training expense for law enforcement agencies began to rise.

While this did not have a direct fiscal impact on field training programs, it had a significant impact on advanced officer training. The law enforcement community, working in conjunction with POST, added a new dimension to field training programs. With additional training provided to field training officers, certain advanced officer training, such as report writing and drug recognition, was authorized by POST to be conducted by field training officers in the field. This training fulfills the yearly advanced officer training requirements. This was of great assistance to police agencies, allowing for advanced officer training without reducing available manpower. Additional training requirements for field training officers, who participate in this program, greatly increased the efficiency of the initial field training process.

As a direct result of the fiscal health of the state, the possibility of legislation that would eliminate regional criminal justice programs began being explored in 1994. By 1997, the probability of this occurring was judged to be 40%, and today the probability has increased to 60%. Law enforcement has responded to this threat by funding many such programs, such as regional crime labs and narcotic task forces, through combining fiscal resources from local budgets. While many police agencies joined together to operate such programs, the size and effectiveness of these programs have been greatly reduced.

While this was occurring, the public's concern about gangs, drugs, and the increase of violent crime among juveniles increased dramatically. The 10-year trend from 1987 through 1997 of diminishing resources for law enforcement ended in 1998. While increases in the past 5 years have been modest and have not reached funding levels of a decade ago, it is encouraging to see that our state and local elected officials are listening to the needs and wants of our communities.

During the past 10 years, the probability of legislation passed that would have a significant impact on law enforcement and our

communities was great. The decriminalization of misdemeanors was first discussed in 1994. By 1997, the probability of this occurring was 35%, today it is 56%. As the probability of this occurring increased, local district attorney offices began refusing to prosecute certain misdemeanors. This was a direct result of the lack of fiscal resources of local district attorney offices. The effort to decriminalize misdemeanors lead to an even stronger effort to restrict police officers' powers of arrest. Between 1994, when restricting police officers' powers of arrest was first discussed, and 1997, the probability of this occurring went from zero to 75%. This year, legislation in this area was passed.

As the public's concerns about gangs, drugs, and violent crime among juveniles increased, and with the elimination of prosecution of misdemeanor offenses, a lack of public confidence in law enforcement occurred. To combat this lack of confidence, it became necessary to find alternative means to resolve problems that were once solved by arrest. As we know, community oriented policing began to evolve in the late 1980s and early 1990s. By 1995, community oriented policing was the new foundation upon which field training programs were organized. As the probability of POST mandating the content of field training programs increased, field training programs began stressing community oriented policing and the need for law enforcement agencies to respond to community needs, field training programs were drastically altered.

During this process, input from a wide variety of community-based groups was sought. Field training programs began being tailored to the specific needs of our communities. Many communities formally organized groups to advise them on the type of training needed. These groups were especially helpful in assisting new police officers in understanding the diverse ethnic makeup of our communities, as well as understanding the different cultural conflicts that exist between ethnic groups. As these community-based groups began offering training suggestions and as these suggestions were implemented, confidence in law enforcement began to rise.

Efforts to enact legislation mandating hiring levels of minorities began in 1994. By 1997, the probability of such legislation was 55%, and the probability has increased to 90% today. In preparing for the likelihood of such legislation, law enforcement agencies have developed a wide range of recruitment strategies. Recruitment has become much more competitive; at times leading to struggles between competing law enforcement agencies for the same labor pool. There was an inclination on the part of law enforcement to lower hiring standards in order to comply with the law. However, with aggressive recruitment policies, this was not necessary.

The aggressive recruitment of a culturally diverse work force posed several problems for field training programs. It was necessary to tailor field training programs to fit the needs of the trainees. Increased cultural diversity training for field training officers, as well as trainees, was necessary. Trainees were instructed not only how to deal with ethnic groups other than their own, but how to relate with their own ethnic group. Many trainees found it was much more difficult dealing with members of their own culture than others. This was a direct result of the trust and confidence level in the police that exists in various cultures.

Many positive results have been experienced by obtaining a culturally diverse work force. Understanding community needs and increased involvement with the various ethnic cultures in the community has increased public confidence in law enforcement. A reduction in the number of citizen complaints and lawsuits filed has also been realized.

Law enforcement has always been concerned about the increasing number of lawsuits resulting from police action. The trend in this area, starting in the 1970s and continuing through the first half of the 1990s, has been a rapid increase in police litigation. In 1998, a reversal in this trend started to occur. From 1998 until now, the amount of police litigation has decreased significantly. Improvements in field training programs, many of which were made at

the suggestion of local communities, are one of the major factor for this decrease. Improved selection criteria for field training officers and changes in the structure of field training programs to be fit the needs of the community and police agency, are also reasons for this downward trend. The level of lawsuits resulting from police action is a solid measure of the success of our field training program.

Beginning in 1998, violent crime involving juveniles, as well as gang-related incidents started to decline. It was at this same time that the 10 year decline in public confidence in law enforcement started to change. Beginning in 1998, confidence in law enforcement has been static. The confidence in law enforcement led to an anti-gang and anti-crime mentality of the general populace. This mentality, combined with the partnerships that were formed between our communities and our field training programs, enhanced the effectiveness of law enforcement.

Technological advances continued to enhance the efficiency of law enforcement services over the past decade. These advances were hampered by the lack of fiscal resources available to law enforcement for research and development, as well as purchasing of new technology. The advancement of non-lethal weapons technology has led to the increased probability of the restriction by law enforcement personnel of the use of deadly force. While this issue began first being discussed in 1997, the probability of the passage of such legislation is only 30% today.

The predicted 8.4 earthquake, as we all know, has not yet occurred. As scientists are becoming more reliable in the predictions of smaller earthquakes, law enforcement, as one of the few 24-hour service providers in our communities, has become the forerunner for initial response. Our field training programs have been altered to provide advanced training for such a catastrophe.

In conclusion, the probability of several significant events occurring over the past 10 years has done much to re-shape the structure of field training programs. Many of these events have had a positive impact on law enforcement - some have not. The field training program has become the focal point for change in law enforcement. It has become law enforcement's front line of training. As we move into the twenty-first century, field training will continue to be at the forefront of law enforcement innovation, and will, as always, be one of the cornerstones of law enforcement.

SCENARIO 2
THE ROSY FUTURE

Self Reflection

Chief Art Gomez, Fontana Police Department

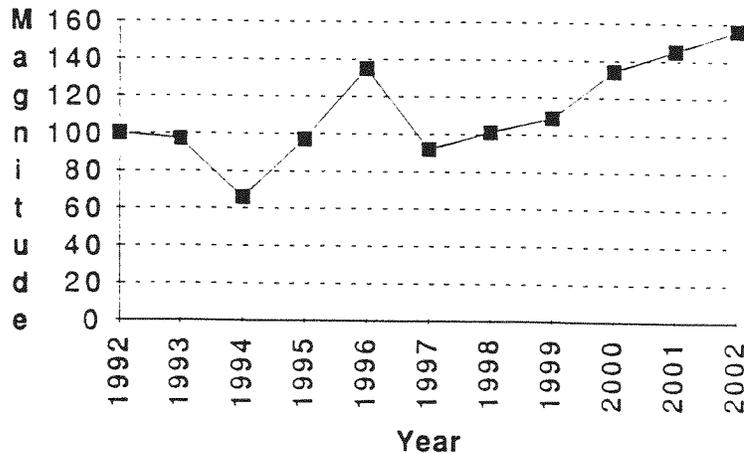
January 1, 2002

As Chief Art Gomez sat in his office on his 10-year anniversary as chief, he reflected on the many changes that have occurred in law enforcement during his tenure. Chief Gomez spoke on many occasions to his colleagues about events that transpired and the effects they had on law enforcement.

As he reflected, Chief Gomez felt the past 10 years have been good for law enforcement and particularly good for his community. The trends that he examined showed a positive outlook for law enforcement in the future. Lawsuits, gang problems, drugs, violent crimes committed by juveniles, the number of unsupervised juveniles, and cultural conflicts have all decreased in the past 3 to 4 years. At the same time, ethnic makeup of the community, confidence in law enforcement, advances in technology, and fiscal resources all showed strong increases over this same time period. While these trends were all encouraging to Chief Gomez, he reflected back on the troubled times law enforcement experienced to reach this point.

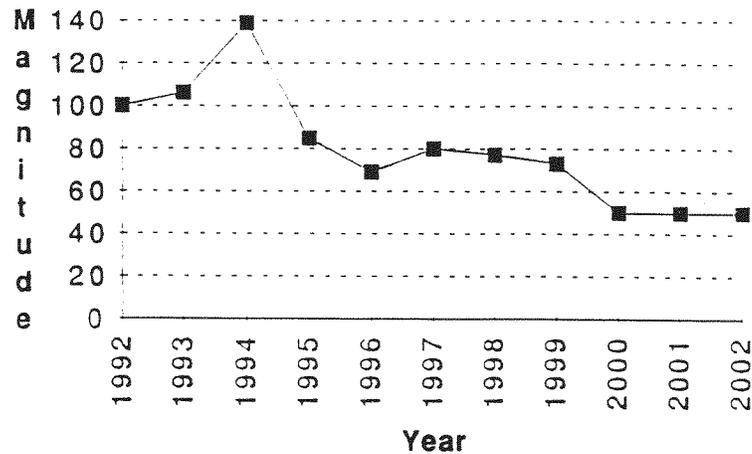
The first significant event which impacted law enforcement was the passage of legislation in 1994 restricting peace officer's powers of arrest. With the restricted ability to take enforcement action, it did not take long for certain elements within the community to take advantage of this. In 1994, a large increase in gang and drug-related offenses occurred. At the same time, violent crime among juveniles increased dramatically. For the next four years, the crime rate for these three categories fluctuated, but remained high. It was not until 1999 that a downward trend in these areas began. Public confidence in law enforcement mirrored the trends for gangs, drugs, and violent crime during this period. Public confidence fell as crime increased and rose when it decreased. This trend can be seen in the following graph depicting the public's confidence in law enforcement for the past 10 years.

GRAPH 1
Public Confidence In Law Enforcement



In 1995, legislation was passed requiring the work force of all public agencies to be reflective of the ethnic diversity of the community they serve. This legislation had a very positive affect on the community, lowering cultural conflicts dramatically. This dramatic decrease can be seen in the following graph.

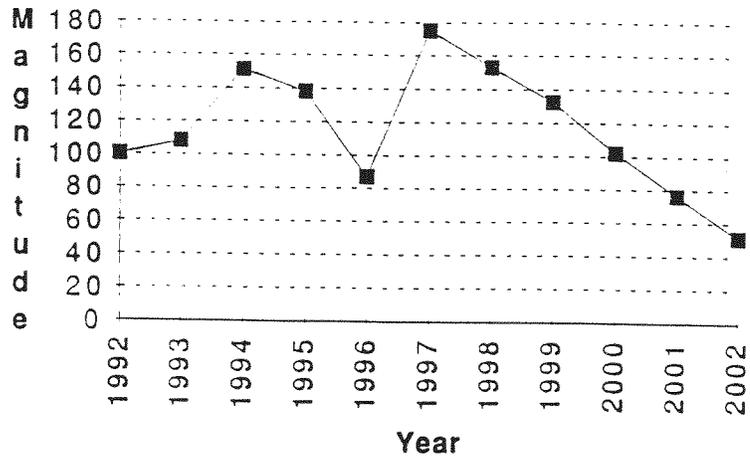
GRAPH 2
Cultural Conflicts



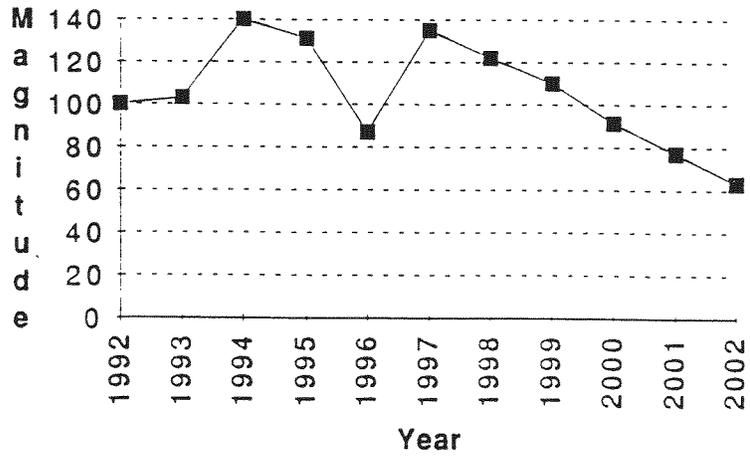
Two highly controversial events occurred in 1997. Misdemeanor crimes were decriminalized and funding for regional criminal justice programs were eliminated.

In 1996, crimes involving gangs, drugs, and juveniles dropped sharply. However, after the passage of the legislation decriminalizing misdemeanors in 1997, all three areas showed a dramatic increase, far surpassing the previous high year of 1994. As a result, there was a sharp decline in the public's confidence in law enforcement. Recognizing that a serious problem existed, state and local government began increasing funding for law enforcement. Priorities within law enforcement were reevaluated with less resources spent on research and development, and more on field services. The result was, at first, a slow decrease in crime, which for the last two years has decreased at a significantly higher rate. This can be seen in the following graphs highlighting concerns about gangs, drugs, and violent crime involving juveniles.

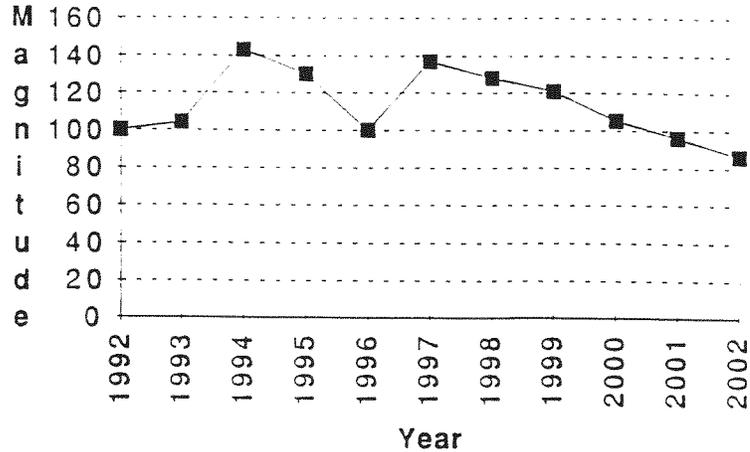
GRAPH 3
Gang Activity



GRAPH 4
Drug Activity



GRAPH 5
Juvenile Crime



The elimination of regional criminal justice programs at the same time misdemeanor crimes were decriminalized played a major role in the increase of crime. With the loss of funding for these programs, that attacked drugs and gangs, a major tool of law enforcement was eliminated. Local government responded by increasing funding for law enforcement. This increase in funding allowed local law enforcement agencies to participate in local regionalized programs at a minimum cost. The success of these programs can be measured by the substantial reduction of gang and drug activity over the past 5 years. This reduction is illustrated in graphs 3 and 4 shown above.

Two years ago, in the year 2000, POST mandated the content of field training programs. The new format was a result of a decade of study by law enforcement leaders and extensive study in the Command College. The result was an improvement in the quality and efficiency of these programs. As the quality of the programs improved and the ethnic diversity of the work force reflected that of the community, substantial reductions in crimes was realized. Public confidence in law enforcement reached an all-time high, as partnerships between the community and law enforcement allowed for the ultimate community policing model.

Chief Gomez realized that the hard work over the past 10 years have paid dividends for law enforcement. With the crime rate in a downward trend, public confidence at an all-time high, and the financial crisis of the state and local government over, law enforcement will continue to improve and provide safe environments within our communities. Chief Gomez decided it was not time to retire, but was a time to continue to meet new challenges and bring law enforcement into the twenty-first century.

SCENARIO 3

THE BLEAK PAST

Self Reflections

Captain Ron Jeffers, Fontana Police Department

January 1, 2002

Captain Ron Jeffers sat in his office reviewing the promotional flyer for the position of chief of police. The city of Wildflower was advertising for this position for the fourth time in 10 years. The most recent chief had received a vote of no confidence from not only the police department rank and file, but from the community and city council. At 43 years of age, Captain Jeffers wondered if it was prudent on his part to apply for a position that appeared to lack job security.

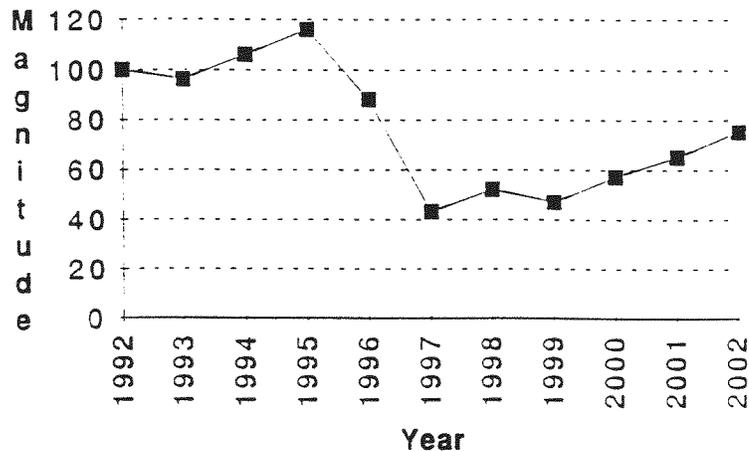
Things have not gone well for Wildflower during the past 10 years. Police lawsuits, gang activity, narcotic problems, and violent crime among juveniles reached all-time highs, peaking in the year 2000. Modest decreases in these areas have occurred during the past 2 years. The residents of Wildflower lacked confidence in the police department. There was talk about disbanding the police department and contracting with the Hurricane County Sheriff's Department. Public confidence hit an all-time low in 1999, when 95 percent of the community lacked confidence in the Wildflower Police Department. Today, the confidence level has risen to a dismal 38

percent. Funding continues to be a problem with the police department receiving only 75 percent of the funding it did 10 years earlier. The fiscal health of the state and of the City of Wildflower remains tenuous.

Reflecting back over the last 10 years, Captain Jeffers attempted to understand how the current state of affairs came to be. In 1995, the local district attorney's office was the first to feel the fiscal crisis of the state and county. In order to continue prosecutorial efforts of major crimes, it was necessary to eliminate the prosecution of misdemeanor crimes. This resulted in an increase in narcotic-related crimes for the next 4-year period and in gang-related crimes for the next 2-year period. Juvenile crimes also increased and public confidence in law enforcement plummeted. The police department has been unable to significantly reduce these areas of crime ever since.

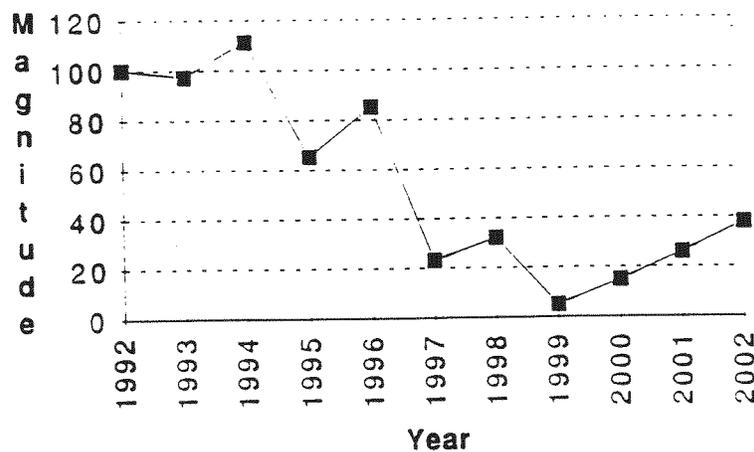
In 1996, the city of Wildflower was again set back with the elimination of state funding for regional criminal justice programs. Since the Wildflower Police Department had received approximately 25 percent of its funding from such programs, the crime-fighting ability of the department was greatly affected. The following graph depicts the funding level of the Wildflower Police Department and the effects of the elimination of funding for regional programs.

GRAPH 1
Law Enforcement Funding



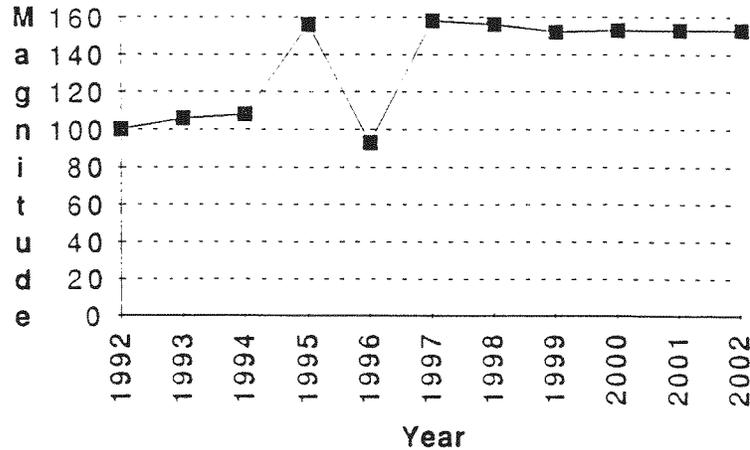
The public at first rallied its support behind the police department, but soon tired of the police department's inability to provide a safe community. Public confidence declined and the city council was hesitant to provide additional funding to law enforcement. It was during this time period that talk about disbanding the Wildflower Police Department and contracting with the Hurricane County Sheriff's Department occurred. The following graph outlines the level of public confidence in the Wildflower Police Department for the past 10 years.

GRAPH 2
Public Confidence In Law Enforcement



Also in 1996, legislation was passed requiring the work force of all governmental agencies to be reflective of the ethnic makeup of the communities they serve. The city of Wildflower had embraced this concept well before the passage of this legislation and had worked diligently to insure its police department mirrored the ethnic makeup of the community. It was truly disappointing to city and police administrators to note that despite the ethnic diversity of the police department's work force, cultural conflicts within the community remained at an all-time high. The following graph reflects cultural conflicts within the community for the past decade.

GRAPH 3
Cultural Conflicts



The year 1997 was not a good year for Wildflower. It started in January when Wildflower was the epicenter for one of the largest earthquakes in the state. The poor response by the police department, as well as other city departments, added fuel to the anti-police sentiment.

Also in January 1997, legislation was passed restricting peace officer's powers of arrest. This legislation, along with the elimination of non-essential police programs in July (D.A.R.E., School Resource Officer, Crime Prevention Unit), due to severe funding cuts (in 1997, Wildflower Police Department was funded at a level 57 percent below where it was 5 years earlier, refer to Graph 1 above) contributed to an unprecedented rise in crime and lack of public support. Acquiring of new technology was non-existent, leaving the Wildflower Police Department behind all police agencies in the state.

In 1999, legislation was passed decriminalizing all misdemeanor crimes. While the local district attorney's office had not been prosecuting misdemeanor crimes since 1995 it did on occasion, under special circumstances, prosecute misdemeanor offenders. This was

especially true in the area of gang and juvenile crimes. With the passage of this legislation, this option was not now available. As a result, gang-related crimes, as well as juvenile crimes, increased. This did not have an impact on drug-related crimes, since most are classified as felonies. At this point, the confidence of the citizens of Wildflower and its police department hit an all-time low, with 95 percent lacking confidence in the police department's ability to serve the community (refer to Graph 2 above). The Hurricane County Sheriff's Department submitted a proposal to the city council to contract for police services; however, the issue was defeated on a 3 to 2 vote, with the issue of local control prevailing.

Also in 1999, POST mandated the content of field training programs. While the new regulation assisted the Wildflower Police Department in obtaining additional funding from the city and instituting needed changes in the field training program, it had minimal affect on the crime problem and public confidence of the community. However, departmental morale increased as officers received training they felt was both necessary and helpful. Community oriented policing was introduced to the department through the field training program, and was subsequently introduced to the community. This has had an impact on the recent increasing support of the community for the police department.

Captain Jeffers decided that the challenges for law enforcement in Wildflower were enormous and at the same time exciting. As a young, aggressive, and energetic captain, he felt that he could have a significant impact on the police department and the community. Lowering of the crime rate, increasing public confidence, and updating the technology within the department were his main objectives. With this in mind, he started to complete the employment application for the position.

POLICY CONSIDERATIONS

The research has explored events and trends which may impact the issue of future field training programs in law enforcement. Based on a literature scan, information received during the NGT and Modified Conventional Delphi Process, and discussions with staff and experts in the field, the following are major policy considerations that may need to be addressed:

1. Qualifications and selection criteria for field training officers.
2. Structure of field training programs.
3. Measurement standards for field training programs.
4. Field training officers as mentors.
5. Relationship between field training programs and advanced officer training programs.

**STRATEGIC PLANNING
PROCESS**

In order to meet the challenges of the future, various methods were employed in a Futures Forecasting and Analysis Process to allow the researcher to look into the future and forecast what may be in store for Law Enforcement Field Training Programs. Through this process, a "most likely" scenario was developed.

This scenario forecasted strong concerns about fiscal resources for law enforcement in the future. The forecast indicated fiscal resources would continue to decline for the next five years before increasing slowly. Litigation resulting from police training issues was forecasted to have a significant impact on field training. Crimes involving gangs, drugs, and juveniles was also forecasted as having a major impact on the delivery and quality of police officer field training programs. Increased ethnic diversity resulting in increased cultural conflicts was forecasted as trends that would affect the delivery of field training.

All of the issues identified in the "most likely" scenario point to a strong need for law enforcement to be concerned about the issue question, "What will the Scope of Field Training Programs be by the year 2002?" The "most likely" scenario also addresses the identified sub-issues of:

- 1) What will the selection criteria be for field training officers?
- 2) What should the subject content be for field training programs to best fit the needs of the community and agency?
- 3) What structure will field training programs need to take to accomplish their mission?

As a result of the "most likely" scenario addressing these issues, it was chosen as the scenario to use to develop the Strategic Plan.

The Strategic Planning Process allows direction and order in the implementation of the preferred strategy. Environmental Analysis

and Organization Capability are examined in the Situational Analysis portion of the Strategic Planning Process. Stakeholder Analysis was conducted to identify groups and individuals who may have an interest in this issue. Alternative Strategies were developed as well as an Implementation Plan for the preferred strategy.

The Fontana Police Department, which has evolved from a small department to a modern suburban police agency, will be used as a model of a medium-sized police agency for the purposes of this study. The 1992-93 police department budget was \$14.5 million, and funds 114 sworn officers and 52 non-sworn employees. As a direct result of the fiscal health of the state and the city of Fontana, the police department has been down-sized by 6 sworn officer positions and 24 non-sworn employees since the 1989-90 fiscal year.

The city of Fontana is located in Southern California in the heart of the Inland Empire. Located fifty miles east of Los Angeles, its location provides a central location for its residents for work and recreational activities. The city was founded at the turn of the century at which time its economy was predominantly agricultural. The city was incorporated in 1952 as a General Law City with a Council/City Manager form of government. From its time of incorporation, the city has grown from its original five square mile area to just under forty square miles. During this same time period, the population increased from just under 10,000 to its current population of over 97,500. The city's agricultural base is all but gone with light industry and residential comprising the majority of the city. Approximately 15 square miles within the city is undeveloped.

Census comparisons between 1980 and 1990 reflect a significant change in ethnicity within the city of Fontana. Statistics indicate that the white population decreased from 74.7 percent to 50.3 percent, while the Hispanic population increased from 18.6 percent to 31.1 percent, and the black population increased from

3.6 percent to 8.3 percent. Population for this same period increased by over 50,000.¹⁹ The police department has been severely impacted by this rapid growth and by the type of growth (predominately high-density residential).

MISSION STATEMENT

Mission-Macro

The Fontana Police Department's current Mission Statement was adopted in 1989 when the department prepared a five-year Strategic Plan.

The Fontana Police Department recognizes that police are the most visible extension of the city council and government for the City of Fontana.

Accepting our services as representative of all government within this city, we shall strive for professionalism through the most efficient and effective use of resources available. To that end, we shall direct our efforts toward minimizing the financial burden upon the community while providing the highest possible level of protection to all.

The Fontana Police Department shall act as the guardian for any person, protecting him/her from any infringement upon the constitutional rights guaranteed in our free society.

Recognizing that the law is intended to protect against anti-social behavior, we shall fairly and vigorously pursue those who would act or seek to deprive anyone of peace and security within the City of Fontana.

Mission-Micro

The Micro Mission Statement was developed through a group process involving Fontana Police Department staff and field training personnel. Suggestions were solicited and a draft Micro Mission Statement for the Field Training Program was developed by the lieutenant who authored the Fontana Police Department's Field Training Program and the researcher. Input on the draft statement was received from department staff and field training personnel,

and the following Micro Mission Statement was adopted for the Field Training Program for the Fontana Police Department.

The Police Department's Field Training Program is committed to providing quality training to novice police officers in the prevention of crime, the identification and apprehension of those who violate the rights of others, the preservation of peace within the community, and insurance of safe streets for its citizens.

The Fontana Police Department Field Training Program shall continuously strive to provide the most efficient and effective use of available resources, while remaining progressive. To this end, the Fontana Police Department will recruit and retain only the most qualified personnel to fulfill the critical position of field training officer. The field training program will continually be monitored, evaluated, and updated to provide premiere quality training.

The Fontana Police Department Field Training Program will direct its efforts to provide professional, community-oriented service through training, teamwork and dedication; and, as the most visible extension of the city government of Fontana, continue the tradition of "Service with Integrity".

SITUATIONAL ANALYSIS

In order to access the current situation, a WOTS-UP analysis was conducted. The WOTS-UP analysis offers a model or framework to conduct an Environmental and Organization Capability Analysis. In the Environmental Analysis, opportunities and threats to the organization from outside influences are gauged. Their affect on the organization is analyzed to allow for organizational adaptation. The Organization Capability Analysis identified strengths and weaknesses of the organization. Identifying these strengths and weaknesses allows for the organization to modify its behavior, capitalizing on its strengths and minimizing its weaknesses. The WOTS-UP analysis is imperative for organizational planning to be effective.

To develop the Environmental Analysis, members of the community were consulted. Input was received from educators as well as

elected school board officials from the Fontana Unified School District, the Fontana Chamber of Commerce, the Hispanic Chamber of Commerce, city of Fontana officials and city of Fontana Council Members. This was completed through an interview process.

The Organizational Capability Analysis was completed after input was received, through an interview process, with both line and staff members of the Fontana Police Department.

ENVIRONMENTAL ANALYSIS

California has changed dramatically over the past 30 years. The people and their expectations have changed, as a result so has government and the services it provides. Everyone is interested in the future; however, the more one attempts to discover what the future holds, the more one finds that no one can predict, with any certainty, what will occur.

Most of the recognized works which address this issue (e.g. Future Shock, Third Wave, and Mega Trends) identify California as one of several trend-setting states. This section highlights future environmental opportunities and threats, which may influence the subject content and way the field training program for the Fontana Police Department is structured.

Opportunities

Perhaps the greatest opportunity law enforcement will have in the future is a return to a community-oriented policing style. In the early days of law enforcement, officers walked a beat and were familiar with the people and problems in their assigned areas. As the era of the automobile came and under the auspices of improved efficiency, officers were placed in patrol cars, tied to the station by radios. The result was a substantial decrease in the amount of personal contact law enforcement officers had with the

programs, such as the Basic Car Plan of the Los Angeles Police Department, were developed to once again encourage close ties between the police and the community. The advent of community-oriented policing typifies this trend. Field training programs will be the most critical training for new officers in the community policing model.

An essential component to the future effectiveness of law enforcement and its training programs, in particular field training, will be the increased partnerships between the community and law enforcement. Increased input from the community as to their expectations and desires will allow law enforcement leaders to be responsive to the concerns of the community. The Fontana Police Department, through such programs as Neighborhood Watch, Citizen's Academy and out reach programs to special interest groups (neighborhood associations, Hispanic Chamber of Commerce) has greatly improved its communication with the community. However, conflicts arise with community special interest groups attempting to exert their power and influence to obtain enhanced law enforcement services to satisfy personal agendas. The Fontana Police Department's response to these special interest groups has greatly improved the level of public confidence in the police. The importance of these partnerships must be the core of the field training program.

As the future ethnic makeup of society becomes more diversified, law enforcement will have enhanced opportunities to become more responsive to the needs of the community. As the ethnicity of the population changes, due to immigration from Mexico, the Pacific Rim, and Asian countries, law enforcement will need to understand and be responsive to the needs of the various cultures. As various ethnic groups become more evenly dispersed throughout the community, struggles for representation and recognition will increase. Law enforcement must be aware of and understand these issues. The Fontana Police Department, through its Cultural Diversity Program and Cultural Outreach into the community, is in

a good position to enhance services to all residents. These programs have a direct affect on the level of confidence of the public in the police and an affect on crime within the community.

Future technological advances will continue to have a significant impact on how law enforcement services will be delivered. Advanced computer systems, geobased mapping systems, and non-lethal weapons are some of the areas of advanced technology for law enforcement that have been forecasted for the future. Becoming more efficient and improved utilization of personnel will enhance law enforcement services to the community. The Fontana Police Department and its field training program will benefit from such advances. These advances will have a direct impact on the selection criteria for field training officers by requiring them to be more technically proficient. As technology advances, the need to re-structure the format of field training programs is even more critical. To stay current and to provide the best trained officer possible, the structure of the program must be constantly monitored. Measures of effectiveness of the field training program will need to be modified as technological advances change the daily operations of policing agencies.

Threats

Forecasts concerning the fiscal health of the state of California, counties, and municipalities are not encouraging. As a direct result of the fiscal health of the state and the city of Fontana, the Fontana Police Department has been down-sized by 6 sworn officer positions and 24 non-sworn employees since the 1989-90 fiscal year. It is forecasted that fiscal resources will continue to decline for the next 4 to 5 year period. This forecast is based on current economic trends within the state such as unemployment rate, housing starts, closure of military installations, and relocation of industry from California to other states. Immigration is also considered a contributing factor in this trend. Increased immigration is seen as taxing public services and fiscal

assets of the state. Further, it is forecasted that as allocation of resources to law enforcement becomes scarce, there will be a point in the future where public outcry will be so great that funding will start to increase. The deterioration of law enforcement's ability to provide essential services and to meet the needs of the community will have a significant negative impact on how law enforcement is perceived and the confidence that the public has in its policing agency. This negative impact will portray law enforcement as an undesirable career and make recruitment of qualified individuals difficult. Field training programs will experience the same difficulties, as new recruits feel they are shoveling sand against the tide.

Concerns about drugs and gangs in society, as well as crimes involving juveniles will continue to dominate the future. The residents of the city of Fontana have a high awareness level in these issues. Graffiti has become the number one concern of residents in the city and the police department has responded by developing a comprehensive anti-graffiti program involving the community. Law enforcement is seen by most individuals as the front-line resource in this fight. With forecasts of increases in all three areas, law enforcement, as well as government as a whole, will be perceived as failing to protect society from these menaces. A direct result of this perception will be a lack of confidence and support for law enforcement.

It is forecasted that additional restrictions will be placed on law enforcement by both legislative action and court decisions. Decriminalization of certain crimes, as well as strict laws governing police conduct are likely. These types of restrictions are born from such situations as the Rodney King incident in Los Angeles and the shooting of two Samoan brothers in Compton. While these restrictions will be viewed by the majority of the public as necessary, the public will be quick to criticize law enforcement when it has failed to handle a situation the way they feel it should be, even though law enforcement responded appropriately

under existing laws. Field training programs may become disjointed and confused, attempting to comply with the law and the wants and needs of the community, which in many situations may be in conflict. Selection of qualified field training officers, subject content of field training programs, and maintaining an organized structure for field training programs, will become much more difficult under these circumstances.

ORGANIZATION CAPABILITY

Strengths

High quality employees who value themselves and who have strong personal and organizational loyalty to the Fontana Police Department are the key assets to the success of the organization. These qualities also permeate the personnel of the field training program. The high productivity and quality of work, despite the shortage of personnel due to the growth of the city accompanied with severe budget restrictions, exemplifies the teamwork approach to tasks by all employees. The most striking example of this is a recent study conducted for the past two-year period, in which priority calls increased by 29 percent, while response times to these calls increased by only 13 percent. This was accomplished while city population grew by over 10,000 residents, with a decrease in sworn staffing of 6 positions and a reduction of 24 non-sworn positions. During the study period, productivity was increased while sick leave was reduced. The field training program continued to produce high quality and well trained officers who experience no significant training problems. This helped to reduce employee turnover, thus improving the efficiency of the department and providing cost effective policing for the city. These examples demonstrate the dedication and response to challenges by members of the Fontana Police Department.

The Police Department has a strong, internal problem-solving

ability. This problem-solving ability is fostered by management's trust and confidence in employees at all levels of the organization. Central to the department's problem-solving abilities is the department's Quality Performance Committee (QPC). First established over 8 years ago, QPC has tackled many challenging projects. It was instrumental in developing the Police Department's Annual Awards Program and coordinates this event yearly. It has become the department's sounding board for new and innovative ideas, whose recommendations are given strong consideration by the chief of police. The Police Department's QPC is highly regarded and the concept has recently been adopted on a city-wide basis.

This problem-solving ability is also contained in the department's field training program. It has fostered new and innovative techniques to assist trainees in successfully completing the program and becoming highly competent officers. Such innovations as instructing trainees in the use of computers to prepare reports, having trainees receive training in such areas as: dispatch, emergency services, crime prevention, community oriented policing, crime analysis, narcotics, child and elder abuse, as well as investigations in general, have greatly improved the quality of officers within the Fontana Police Department.

Police Department management's progressive attitude and the high standards set by management for employees continues to propel the Fontana Police Department into the 21st century. This progressive attitude reaches all facets of the department from the patrol and investigation functions to the dispatch and crime prevention units. Management encourages input from all levels of the organization and as a result, has implemented many new and innovative programs. One such program, Apartment Communities Assisting Progress (A.C.A.P.), has organized apartment owners and managers into a non-profit association which meets monthly to discuss common problems and possible solutions. The program was conceived and is operated by a patrol corporal. Because most of the apartment complexes fall

under the Redevelopment Department's Neighborhood Improvement Program, the Police Department was able to secure Redevelopment funds for a computer system, which is used by the apartment owners and managers to track tenants. The computer system is used as a tool to weed out potential problem tenants who have caused problems in other apartment complexes in the city. The Police Department was also instrumental in locating an office for this program. This attitude has allowed for the field training program to make great strides and has not only improved the quality of officers, but has enhanced the level of service to the community.

The atmosphere within the organization for change, as can be seen by the above listed strengths, is exceptionally high. This atmosphere is very important for the future restructuring of the department's field training program. Department-wide input and acceptance will enhance the quality of the training program.

Weaknesses

The Police Department's low minority representation within its work force has been and continues to be a concern for management. The demographics of the department's work force is not reflective of the community. The 1990 Census figures indicate the white population of the city to be 50.3 percent, while the department's work force is 78 percent white. Census figures show the Hispanic population within the city is 36.1 percent, and the black population 8.3 percent. The Police Department work force is 13.3 percent Hispanic, and 4.3 percent black. The department has made minimal progress in this area over the past two year period, increasing total minority representation in the department by only 4.5 percent. With reductions in the work force (30 positions in the past three years) and a low attrition rate, the department has not been able to make the desired gains in this area.

Minorities are not represented at the management level. There are no blacks and only one Hispanic in the supervisory ranks. Again,

lack of growth within the department due to fiscal restraints has severely limited promotional opportunities. Very few promotional opportunities are seen in the near future.

The field training program suffers from the same low minority representation among field training officers. While 18 percent of the field training officers are black, well above the department average of 4.3 percent, there are no Hispanic training officers as well as no female training officers. Efforts to recruit and train minority training officers have been all but non-existent.

Over extension of personnel is becoming more prevalent within the organization. The Fontana Police Department has historically been plagued with a lack of management and support personnel. With the recent staffing reductions, this shortfall is even more pronounced. The department has placed its emphasis on staffing the essential functions, (Patrol, Traffic, and Investigations) and as a result has placed additional burdens on administrative and support staff. It is not uncommon for one staff member to have hands-on responsibility for two or three different functions. This fact, coupled with increasing demands from city management and city council, makes for fragmented work at times. Staff spends an enormous amount of time "putting out fires" thus not having sufficient time for planning and evaluating departmental activities and programs. The potential for staff burn-out is great. In order to help relieve some of this pressure, the department has recently converted to a 4-day work week for all department employees.

Multiple assignments are not unique to just administrative staff positions. Field Training Officers have multiple assignments, ranging from Sector Coordinators for the Community-Oriented Problem Solving Program to assistant coordinators for the Police Department's Reserve Program. These assignments are in addition to field training and daily beat responsibilities. These additional assignments detract, at times, from the primary mission of the field training officer, training new officers. This has, in some

cases, extended the time needed for training and also has resulted in identifying training problems that needed to be addressed once the officer completed the field training program. These identified problems should have been addressed while the officer was still in the field training program.

The Police Department has a lack of consistent career development/ oriented training. Training has and continues to suffer from a lack of continuity. While the department continues to meet POST training standards, the training programs are not structured in such a manner to form a comprehensive training program. For a two-year period, 1989 through 1991, the department had a full-time training officer position. It was during this period that advances were made in the training arena. However, as a result of budget reductions, this position was eliminated. The training function is now a secondary function of the Administrative Lieutenant and is an inefficient use of that position. The field training program has also suffered. Lack of coordination and responsibility has been the two primary areas.

In the future, the department must be more cognizant of employees' needs in the area of career development and implement a training strategy to this end. In the area of field training, additional training is needed at both the initial selection phase of field training officers and on an on-going basis.

In order to properly implement the needed field training strategies for the future, the department will need to evaluate and modify its current operations. Work load distribution and enhanced training programs will be necessary. Increased minority representation in the work force, as well as in the field training program, is also needed to mirror the community and to provide the necessary cultural diversity in the work force to enhance the quality of training. None of these problems are insurmountable, but all need to be addressed.

STAKEHOLDER ANALYSIS

There are many groups and individuals who have an interest in the quality, content, and structure of law enforcement field training programs. To assist in determining who are the most significant stakeholders and what their assumptions may be, a brainstorming process was used. Assisting in the process was the lieutenant who developed the Field Training Program for the Fontana Police Department, a school board member from the Fontana Unified School District, a local business person, and this researcher. The most significant stakeholders and their assumptions follow:

CITY COUNCIL

As elected representatives of the citizens of the community, the city council is concerned about public safety. In a recent city-wide poll, public safety was the number one concern of residents. As a result, the city council is concerned with quality delivery of police services. The city council has identified public safety (a crime-free environment) as their top priority. The need for qualified and well trained officers is recognized by the city council, and they have placed training as a priority issue. Field training of new officers is seen by the council as very important. The city council is also concerned about the selection of qualified field training officers.

CHIEF OF POLICE

As the chief law enforcement officer of the city, the Chief of Police is very concerned about the quality of police officers and the delivery of quality service to the residents of the community. The current Chief views training received during the field training program as the most important training officers will receive during their career. The Chief believes that it is during this initial training that organizational norms, values, and customs are

learned. The Chief of Police believes the initial field training has the most significant impact on the future career of an officer, and of the future of the police organization. As a result, the chief is concerned with selection of only well qualified officers to be trusted in the most important training role within the department, that of a field training officer.

POST

POST, as the regulator of policing for the state, is greatly concerned about the quality of training received by officers. The diversity of this training, including initial field training, throughout the state is great. Some agencies do well, while others do not. Standardized field training requirements are seen as necessary to ensure the quality of police officers. While field training programs will still need to be tailored to individual police agencies and communities, certain minimum standards will be needed. Standardized qualification for field training officers is one of these standards. Program structure as well as program evaluation are also two areas POST will become involved in.

FIELD TRAINING OFFICERS

As the primary component in the field training program, field training officers have an enormous stake in the program. They have a strong commitment to providing the best possible training to new officers. This training is seen as important since the officers they train will not only be representing them as field training officers, but will be representing the department to the community. At times, field training officers do not receive adequate recognition from management or their peers for the work they perform. Field training is not always a coveted assignment, such as narcotics or detectives. It is often seen as just another duty for a patrol officer, not as a special assignment.

FONTANA POLICE OFFICER ASSOCIATION

The Fontana Police Officers Association (POA) represents the officers in wages and working conditions issues. Since its members will be both training officers and trainees, they have a keen interest in the field training program. Concerns that changes in the field training program may affect working conditions resulting in a meet and confer process is their primary issue. However, on the other hand, the POA has a strong desire to provide the best training possible for its members. Selection of field training officers, subject content, and structure of the field training program, are all concerns.

HISPANIC CHAMBER OF COMMERCE

The Hispanic Chamber of Commerce in Fontana is becoming very active in civic affairs. They are concerned about law enforcement in the community and communicate with the police department on a regular basis concerning law enforcement issues. Of primary concern to the Hispanic Chamber is their perception that law enforcement does not understand their culture, which results in inequitable treatment of Hispanics by the police. Recruitment of Hispanics into the law enforcement work force is also a prime concern. Representation of Hispanics at all levels in the police organization is also a goal. The selection of Hispanics as field training officers is viewed as a necessity for cultural understanding.

NAACP (Local chapter)

The NAACP's concerns are similar to those of the Hispanic Chamber of Commerce. Cultural understanding is a prime concern as well as the lack of black representation at all ranks within the police department. The NAACP feels that blacks are unnecessarily targeted

for enforcement of laws, particularly narcotic violations, and that law enforcement is unresponsive toward the concerns about delivery of law enforcement services in the black community. As with Hispanics, the need for black training officers is an issue.

POLICE OFFICER TRAINEES

As a receiver of this training in the field training program, the trainee is the focus and primary reason the program exists. Trainees wish to receive quality training that will prepare them for their career in law enforcement. Building upon the training they received in their initial field training program, they wish to advance within the organization. They have a keen interest in the quality of their field training officers as well as the content and structure of the program to ensure the best possible training for themselves.

SOUTHRIDGE VILLAGE/VILLAGE OF HERITAGE HOMEOWNERS ASSOCIATIONS

(Snaildarter)

While quality of life and level of police service concerns may at first glance appear to make these groups a stakeholder, a more careful analysis shows that they may indeed be a snaildarter. (A snaildarter is a group that on the surface may not appear to have a stake in the issue, but may have a significant unrecognized impact.) These groups may try to influence field training programs by attempting to acquire enhanced police services for their neighborhoods. This could be accomplished through pressure on elected officials as a result of these areas paying additional assessments for police services. It is possible that these groups will become supportive of law enforcement once they understand its operations.

CITY OF FONTANA HUMAN RELATIONS COMMISSION

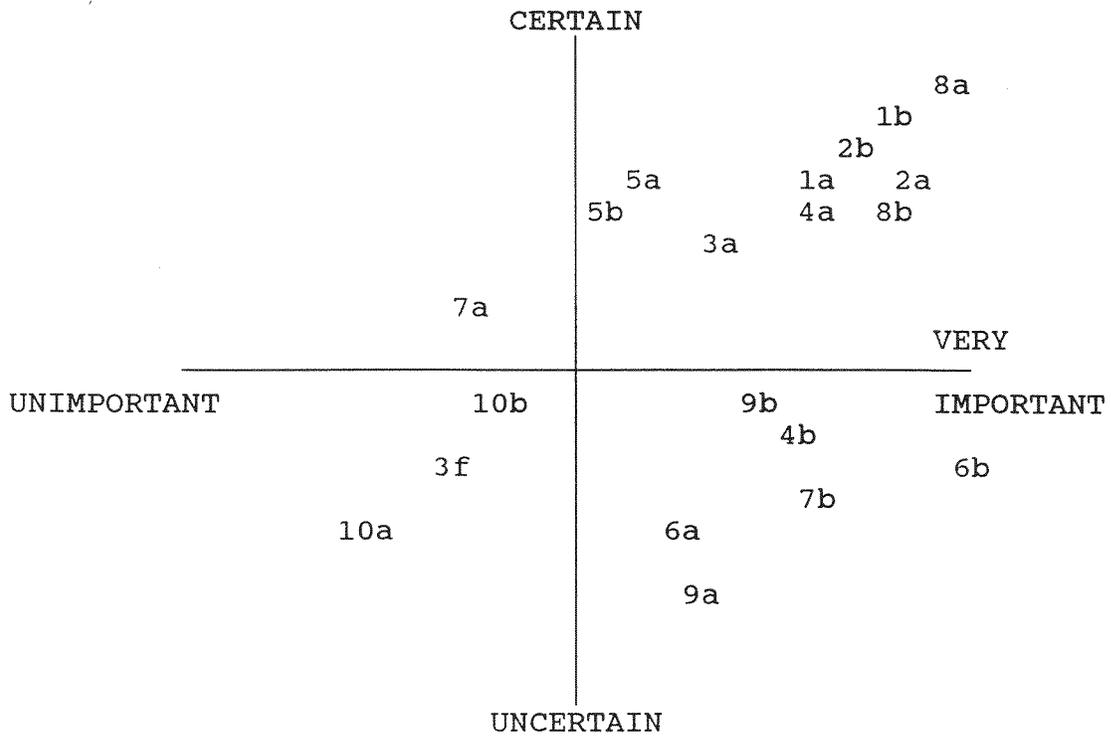
(Snaildarter)

At first blush, the Human Relations Commission may also appear to be a stakeholder. However, after analysis, it could be a potential Snaildarter. (A snaildarter is a group that on the surface may not appear to have a stake in the issue, but may have a significant unrecognized impact.) Recent comments from the community regarding the formation of a Police Commission may be the platform that allows Human Relations Commission members to attempt to expand their responsibilities to include overseeing police operations. With such authority, they could have a direct impact on the operations of the field training program. However, with proper direction, the Commission could become a strong ally to the police department, assisting with its mission.

To assist in assessing the validity of the assumptions made for each stakeholder, a Stakeholder Assumption map was prepared. (see Exhibit 2). The Stakeholder Assumption map was prepared with the input and assistance from the group of individuals who identified the stakeholders and their assumptions. This map is based on the degree of certainty and importance for each assumption of the various stakeholders. The vertical axis is an estimate (assumption) of the degree of certainty—from certain to uncertain—about the stakeholder's position. The horizontal axis displays the relative importance of the stakeholder's position from very important to unimportant.

STAKEHOLDER ASSUMPTION MAP

EXHIBIT 2



Legend located on page 80

Legend for Stakehold Assumption Map:

STAKEHOLDER	ASSUMPTIONS
1. CITY COUNCIL	<p>A. AS ELECTED REPRESENTATIVES OF THE CITY, THEY ARE CONCERNED WITH QUALITY DELIVERY OF POLICE SERVICES.</p> <p>B. PUBLIC SAFETY (A CRIME-FREE ENVIRONMENT) IS VIEWED AS THE TOP CITY PRIORITY.</p>
2. CHIEF OF POLICE	<p>A. FIELD TRAINING IS VIEWED AS THE MOST IMPORTANT TRAINING AN OFFICER WILL RECEIVE.</p> <p>B. SELECTION OF HIGHLY QUALIFIED FIELD TRAINING OFFICERS IS GIVEN THE HIGHEST PRIORITY.</p>
3. POST	<p>A. STANDARDIZED FIELD TRAINING REQUIREMENTS ARE SEEN AS NECESSARY TO ENSURE THE QUALITY OF POLICE OFFICERS.</p> <p>B. STANDARDIZED QUALIFICATIONS FOR FIELD TRAINING OFFICERS WILL BE ESTABLISHED.</p>
4. FIELD TRAINING OFFICERS	<p>A. THEY HAVE A STRONG COMMITMENT TO PROVIDING THE BEST POSSIBLE TRAINING TO NEW OFFICERS.</p> <p>B. THEY DO NOT RECEIVE ADEQUATE RECOGNITION FROM MANAGEMENT AND THEIR PEERS FOR THE WORK THEY PERFORM.</p>
5. FONTANA POLICE OFFICERS ASSOCIATION	<p>A. CONCERNS THAT CHANGES IN THE FIELD TRAINING PROGRAM MAY CHANGE WORKING CONDITIONS RESULT IN A MEET AND CONFER PROCESS.</p> <p>B. DESIRES THE BEST TRAINING POSSIBLE FOR ITS MEMBERS.</p>
6. HISPANIC CHAMBER OF COMMERCE	<p>A. THEY BELIEVE THAT LAW ENFORCEMENT DOES NOT UNDERSTAND THEIR CULTURE, WHICH RESULTS IN UNEQUITABLE TREATMENT.</p> <p>B. THEY BELIEVE RECRUITMENT OF HISPANICS INTO THE WORK FORCE SHOULD BE A TOP PRIORITY.</p>
7. NAACP (LOCAL CHAPTER)	<p>A. THEY BELIEVE THAT BLACKS ARE UNNECESSARILY TARGETED FOR ENFORCEMENT OF LAWS, PARTICULARLY NARCOTIC VIOLATIONS.</p> <p>B. THEY BELIEVE LAW ENFORCEMENT IS UNRESPONSIVE TOWARD THE CONCERNS ABOUT DELIVERY OF LAW ENFORCEMENT SERVICES IN THEIR COMMUNITY.</p>
8. POLICE OFFICER TRAINEES	<p>A. THEY WISH TO RECEIVE QUALITY TRAINING THAT WILL PREPARE THEM FOR THEIR CAREER IN LAW ENFORCEMENT.</p> <p>B. BUILDING UPON THE TRAINING THEY RECEIVED IN THEIR INITIAL FIELD TRAINING PROGRAM, THEY WISH TO ADVANCE WITHIN THE ORGANIZATION.</p>
9. SOUTHRIDGE VILLAGE/ VILLAGE OF HERITAGE HOMEOWNERS ASSOC. (SNAILDARTER)	<p>A. MAY TRY TO INFLUENCE FIELD TRAINING PROGRAM IN AN ATTEMPT TO ENHANCE POLICE SERVICES FOR THEIR NEIGHBORHOODS.</p> <p>B. WILL BECOME SUPPORTIVE OF LAW ENFORCEMENT ONCE THEY UNDERSTAND ITS OPERATIONS.</p>
10. CITY OF FONTANA HUMAN RELATIONS COMMISSION (SNAILDARTER)	<p>A. COMMISSION MEMBERS MAY ATTEMPT TO EXPAND RESPONSIBILITIES OF THE COMMISSION TO INCLUDE OVERSEEING OF POLICE OPERATIONS (POLICE REVIEW BOARD).</p> <p>B. THE COMMISSION MAY BECOME A STRONG ALLY TO THE POLICE DEPARTMENT, ASSISTING WITH ITS MISSION.</p>

ALTERNATIVE STRATEGIES

To achieve the mission of improving the quality of field training programs, several strategies were developed. These strategies were developed using the "most likely" scenario because it offers the most areas in which strategic planning may be used most effectively.

To develop the alternative strategies a Modified Policy Delphi Process panel was convened on February 17, 1993. This panel consisted of the following members:

1. Lieutenant Tim Ousley, Patrol Lieutenant
Fontana Police Department
2. Lieutenant Terry Holderness, Admin. Lieutenant
Fontana Police Department
Author of the department's Field Training Program
3. Sergeant Larry Clark, Patrol Supervisor
Fontana Police Department
4. Sergeant Mark Halicki, Internal Affairs/Risk Mgmt.
Fontana Police Department
5. Sergeant Tim Newsome, Crime Prevention Supervisor
Fontana Police Department
6. Sergeant Tim O'Connor, Traffic Unit Supervisor
Fontana Police Department
7. Corporal Steve Slusser, Detective/Field Training Officer
Fontana Police Department
8. Officer Emilio Olguin, D.A.R.E. Officer/Field Training
Officer, Fontana Police Department

At the beginning of the meeting, the trends and events, as identified in the Futures Forecasting and Analysis Process, were discussed. The identified stakeholders and their assumptions, as identified in the Strategic Planning Process, were also discussed. Then, using a brainstorming method, fourteen potential strategies were identified. These strategies were:

1. Integrate field training programs with basic academy program. The field training officer to teach, evaluate and become totally involved in academy training so that field training becomes an extension of academy training.
2. Eliminate the basic academy, all training to be done in the field training program.
3. Lengthen the field training program.
4. Wider exposure of trainees to different field training officers.
5. Use of one field training officer for entire training program.
6. Use of non-sworn positions for some field training.
7. Field training program to last for entire probationary period - rotate trainee between units at different times, with assignments in the various units being for longer periods of time.
8. Stay the same (no changes).
9. Mentoring programs using field training officers as mentors.
10. Field training program is completed prior to academy.
11. Increase standards and training for field training officers.
12. Mandatory involvement of field training officers in basic academy training.
13. Establish an incentive program for field training officers.
14. Use of outside training classes during field training to address special training needs.

Using a two-round Modified Policy Delphi Process, three strategies from the list of fourteen were selected as the most likely to significantly impact the issue question of, "What will the scope of field training programs be by the year 2002?" The three strategies also addressed the sub-issues of:

- 1) What will be the selection criteria for field training officers?
- 2) What should be the subject content of field

training programs to best fit the needs of the community and agency?

- 3) What structure will field training programs need to take to accomplish their mission?

Strategy #1 - Enhance Exposure to Different Training Officers

Field training officers are individuals. Each have unique personalities and bring with them different perspectives to both law enforcement and field training. Their different styles in accomplishing the same objectives allows for trainees to view alternative approaches to solving similar problems. Exposure to a variety of field training officers will allow trainees to develop their own unique style.

Field training officers need not be sworn personnel. Use of such non-sworn positions as field evidence technicians, emergency services coordinators, volunteer coordinators and administrative personnel, will help provide a wider scope of knowledge to assist the new officer in adopting the community oriented policing approach. Citizen volunteers within the community should also be integrated into the field training process and used for such special training as cultural diversity and language (basic Spanish, etc.).

Advantages to this strategy are many. Enhanced exposure in cultural diversity as well as officer and civilian expertise are strong assets of this strategy. Evaluation of trainees will be enhanced with the chance of personality conflicts influencing evaluations and decisions decreasing. Identifying strengths and weaknesses and providing additional training when appropriate will prove beneficial to the organization and the trainee. The broad base field training staff (officers, non-sworn and civilians) will enhance the depth of the instruction staff resulting in more available resources to address specific identified problems. Benefits will be improved efficiency of employees and reduction in liability. This strategy would also be easy to implement.

Implementation of this strategy is not without its disadvantages. Perhaps the biggest concern is inconsistency among field training personnel. Inconsistency confuses trainees and impedes learning. If the strategy is to be implemented, the length of the field training program may need to be increased. Lengthening of the field training program would result in increased cost and reduce personnel availability. If the training program is not lengthened, the transfer of a trainee from one training officer to another may not allow sufficient time for the trainee and training officer to adapt to each other. The training officer will not have sufficient time to identify problems and provide the needed training to attempt to correct the problem area.

The use of community based citizens in the field training program will need to be monitored closely to ensure what is being taught complements the department's goals and objectives and does not violate policy or procedures. Such restrictions may make it difficult to recruit community volunteers because they may feel that the police department is trying to censor what they say. In order for the concept of the use of citizens to instruct during the field training program to be successful, field training officers must have a buy in or else they may undermine the purpose of such training.

Increased efficiency of the field training program, along with improved efficiency of officers completing the program, will be well received by all stakeholders. The City Council and Chief of Police will view this strategy as a win/win situation for the community, police department, and officers. Groups such as the NAACP and the Hispanic Chamber of Commerce will support the cultural diversity aspects of the strategy. However, field training officers and the Police Officers Association may have some concerns about the extra responsibilities and the use of non-police department employees in the field training process. The Police Officers Association may feel that use of civilians in the field training process will result in unqualified instructors and an

effort by administration to supplant members by use of non-paid individuals. The Commission on Peace Officer Standards and Training will support the concept, seeing it as a way to increase professionalism of officers, the police profession, and involve the community in field training.

Strategy #2 - Increased Standards and Training for Field Training Officers

The quality of a program is reflected by the quality of the individuals involved. Increased program quality brings with it added enthusiasm and a high degree of commitment. For years, field training programs have not been reflective of this attitude. Seniority and the need to provide a special assignment as a means of boosting morale are often the only criteria used in selecting field training officers. As a result, the position of field training officer is not a coveted assignment. To counter this perception and to enhance the quality of field training programs, a strategy involving increased standards and training for field training officers was developed.

The importance of this strategy is magnified if the concept of using field training officers as instructors for Advanced Officer Training is embraced. This added dimension to the field training program will result in the need for higher quality field training officers, with a higher level of competence in a broad variety of areas. The use of one-on-one Advanced Officer Training will benefit both the officer being trained and the agency.

As the quality of field training officers improves and the scope of the program expands, so will the quality of the program, as well as the most important aspect of the training process, the trainee. As the quality of the training increases, so will the performance expectation of trainees. Through consistent training techniques, coordination between all aspects of the field training program, improved evaluations of trainees, and the inclusion of Advanced

Officer Training, the net result will be a well-trained, well-rounded officer. Field training officers will be prepared and have the confidence to deal with special problems as they arise. These special problems may exhibit themselves years after an officer has completed the field training program. With a strong commitment to a total training program, the quality of officers will increase significantly, thus reducing liability for the organization and providing upgraded service to the community.

Increased cost and reduced availability of personnel are two major concerns involving this strategy. Training involves time. Increased training time for field training officers and trainees impact the primary mission of the policing agency, which is direct service to the public. While it can be said, and with much authority, that extra time spent on training will pay dividends for the organization and its employees in the long term, the pressures on police leaders is to provide maximum service to the public at all times.

Providing in-house Advanced Officer Training, under the umbrella of the field training program, may significantly limit the scope and quality of such training, especially when specialized courses are needed. Administrators may be reluctant to send officers to such specialized training if the availability of certified in-house training exists. Fiscal constraints may be the driving factor in these decisions.

The City Council and Chief of Police will have to balance the needs of the community and the needs of the field training program to ensure the proper mix, which allows for the most efficient use of scarce resources. The Commission on Peace Officers Standards and Training will see themselves as a leader in this area, setting minimum standards for California policing agencies. However, POST may be reluctant to encompass Advanced Officer Training in the field training program. Quality of training will be the major concern. Community groups will demand well-trained and community-

sensitive officers. Snaildarters may surface if they feel they are not receiving the quality of service they feel is appropriate. Increased eligibility requirements, along with enhanced responsibilities may be viewed by the Police Officers Association as reasons to seek added compensation for its members who are field training officers.

Strategy #3 -Mandatory Involvement of Field Training Officers in Basic Academy Training

The mandatory involvement of field training officers in academy training proved to be a controversial strategy. This strategy has three major components: field training officers as instructors at the police academy; field training officers as evaluators and raters of academy performance; and, traditional field training responsibilities. Field training would occur at various times during the academy. While this strategy is not new to law enforcement, it takes on an added dimension by being mandatory. Many large police agencies, who sponsor their own academies, have similar programs. However, requiring this for all police agencies in the state is much more complex.

The strategy allows for more coordination between the basic academy and field training. Problems identified in either the academy or during field training, may be able to be addressed more effectively. This program allows for more input by the Fontana Police Department into how academy training is conducted at the regional training facility. The trainee will be able to adapt specific agency policies and procedures with training received in the basic academy. Staggering field training during various stages of the academy allows for trainees to use newly acquired skills in a more timely manner, and learn their application in a "real world" atmosphere. With the field training program tied to the basic academy, partnerships with local community colleges may allow for police agencies to share in the cost of field training by using adjunct instructors who are also field training officers. With the

potential of combining field training and Advanced Officer Training programs, this strategy take on even more possibilities.

Critics of this strategy feel it would be an inefficient use of personnel and would restrict department administrators in the allocation of personnel. Field training officers would be assigned full time to the training process through instruction and evaluating at the academy, and providing field training during breaks. This would significantly reduce their availability for routine patrol assignments, thereby reducing service to the public. This is especially critical in the time of fiscal constraints. Currently, trainees in the basic academy are non-sworn employees, which allows for a lower pay and reduced benefit rate. If the strategy was to be implemented, it would be necessary for trainees to be given sworn status at some point in the training process, increasing cost and liability. Unnecessary field training time may occur with trainees who may not be able to complete certain aspects of the basic training academy, that under the current system would not involve the time of field training officers. Liability may increase for the Fontana Police Department, as it would now have a direct involvement in the basic academy.

Stakeholders in joint programs, such as proposed in this strategy, have very strong interests. The San Bernardino County Sheriff's Department has a strong interest in remaining in control of their program. If such a strategy was to be implemented, it would have to be adopted not only by the Sheriff's Department but by the other policing agencies who use the basic training academy. As can be seen by the number of stakeholders involved, the task would be great. The Commission on Peace Officers Standards and Training may see this strategy as beneficial and mandate the program, pitting itself against local jurisdictions who want local control of their programs. As the bureaucracy of field training programs become more complex, it may be difficult for local stakeholders, such as the Hispanic Chamber of Commerce and NAACP, to provide input and have a meaningful role in the field training process. Snaildarter

groups may become involved to try to force changes they feel are meaningful.

Preferred Strategy

The preferred strategy, as selected by the assembled Modified Policy Delphi Panel in a two-round Modified Policy Delphi Process, was increased standards and training for field training officers. While this strategy is important, and has been identified as a sub-issue in this research, it is just one area that must be incorporated in an overall strategy for providing meaningful and methodical field training by the year 2002. Therefore, the researcher, in conjunction with three members of the Modified Policy Delphi Panel using information developed in the Futures Forecasting and Analysis process, the Strategic Planning Process, a literature scan, and in talking with knowledgeable professionals in the field, developed a preferred strategy encompassing the three strategies developed by the Modified Policy Delphi Panel as well as a mentoring program and involvement of field training officers in advanced officer training. The preferred strategy will be structured around a Community Oriented Policing style.

The preferred strategy broadens the scope of field training from its traditional role of providing only initial training to becoming involved in a mentoring program as well as advanced officer training. Field training will become a continuous process involving advising, coaching and training officers once they have completed their initial training. The field training program will become a vehicle by which to expand department training and provide career development training. The field training program will be based on a community oriented policing model.

Quality of training is primarily based on the knowledge, skills and abilities of the trainer. As trainers, field training officers must be more than senior officers who have demonstrated competence in the performance of their duties. Therefore, selection criteria

and the screening process is the most important step in developing a successful field training strategy by the year 2002.

As the roles of field training officers expand to that of mentors and trainers for advanced officer training, selection criteria becomes that much more important. Qualities such as patience, communication skills and organizational commitment are needed. The field training officer must recognize the importance of his/her role and, most importantly, feel they have the total support of the organization. They must realize that their commitment to all employees of the department is ongoing and does not end after the initial training period.

As a result, training of field training personnel, whether sworn or non-sworn, is of utmost importance. Training must be ongoing and break away from the traditional mold. Training in mentoring, cultural diversity, community oriented policing and other specialized topics, is needed. Specific training in instructional techniques and how to effectively identify and deal with special problems is needed. Law enforcement must begin using the successful techniques of education in field training programs.

As society has become more diverse, both in its ethnic makeup and its desires, the role of a peace officer has changed. To provide a global view of this role, it is necessary to have a wide scope of training officers (instructors) for officers participating in the field training program. It will be no longer acceptable for a trainee to have one or two field training officers during the course of his/her training. Use of such non-sworn positions as field evidence technicians, emergency services coordinators, volunteer coordinators and administrative personnel, will help provide this wide scope. Citizen volunteers within the community should also be integrated into the field training process and used for such special training as cultural diversity and language (basic Spanish, etc.).

The involvement of field training officers in the basic academy training should become mandatory. The use of field training officers as instructors and evaluators at the academy allows for enhanced academy training while at the same time provides updates for the field training officer. One of the primary advantages of this segment of the strategy is it allows for officers who are currently working in the field to add reality to the training. In far too many instances, academy staff and instructors have been removed from basic police work due to retirement or their position within the organization.

Field training officers have a vast knowledge of police work and training. Their knowledge, skills and abilities must continue to play an important role within the organization once their primary responsibility of training new officers has been fulfilled. Use of field training officers as mentors will provide for continued coaching and assistance in career development for officers who have completed the initial field training program. Mentoring will allow for new, less experienced employees to have an avenue for assistance when needed and an in place support system.

The use of field training officers in advanced officer training will provide a new dimension to the field training program. One-on-one training in a field situation will be possible. Such specific training as narcotic investigations, driving under the influence and traffic collision investigations, would lend themselves to such training. The advantage to this would be cost effective training while not reducing available personnel.

To judge the success of any program, measurement standards must be developed. Such standards will allow for monitoring field training programs and allow for modifications on an as needed basis. Areas that may be measured are: success rate of officers passing their probationary period; number of officer complaints; number of training problems identified once an officer has completed the field training program; and, amount of litigation resulting from

police action. Additional measurement standards may be identified once this strategy is implemented.

IMPLEMENTATION PLAN

The Implementation Plan was developed as the result of a group process involving the lieutenant who authored the Fontana Police Department Field Training Program, a Field Training Program Supervisor and this researcher. A five step Implementation Plan was developed.

STEP 1 - Identify current strategy; 6 - 9 months

Prior to the implementation of the preferred strategy, the first step is to identify the current strategy, determine its successes and shortcomings, and analyze if there is a need for change.

To analyze the current field training program at the Fontana Police Department, a group of employees representing management, supervisors in the field training program, field training officers, representatives of the Police Officers Association, and recent officers who have completed the program will be formed. Research in traditional field officer training programs and non-traditional approaches will be examined. Community concerns will be evaluated through a process allowing for such input. It is anticipated that this process will take six to nine months.

STEP 2 - Develop Task Force; 1 - 3 months

Once the need for change is identified, a Task Force consisting of police department representatives (management, supervisors in the field training program, field training officers, Police Officers Association, recent officers who have completed the program), representatives from the community (business people, NAACP, Hispanic Chamber of Commerce), and representatives from the regional training academy, will be formed. It is anticipated that the formation of this committee will take at least three months.

STEP 3 - Task Force study; 1 year

Step three, Task Force study, is anticipated to take at least one year. Input from a wide variety of stakeholders must be obtained, studied and then placed in recommendation form to the Chief of Police. Staffing, supervision, fiscal impact, service to the community, and inter-relations with other agencies are just a few of the areas that must be studied.

STEP 4 - Implementation of preferred strategy; 5 years

Step four would be the implementation of the preferred strategy. The implementation will take place in stages over a period of five years. If the strategy selected by the Task Force mirrors the preferred strategy as outlined above, a five phase implementation plan would be needed.

STAGE ONE - This stage, which would encompass six to twelve months, would involve developing selection criteria for field training officers, developing a selection process and actual appointment of trainers. This same process would have to be followed for selection of non-sworn personnel who will be utilized in the field training process as well as citizens.

STAGE TWO - This stage will involve the necessary training to improve the knowledge, skills and abilities of individuals selected as trainers. This includes sworn, non-sworn and civilian personnel. This training will take up to one year to complete.

STAGE THREE - This stage will be the mandatory involvement of field training personnel in the basic academy process. Since this will be a complicated and controversial issue, implementation will take several years. As a result, work on Phase three will begin during Phase one and continue through Phase two. All together, this phase will take approximately three years.

STAGE FOUR - This stage of the implementation phase of the plan involves the field training program becoming involved in Advanced Officer Training (AOT). Actual work on this phase will begin to occur in Phase two so that field training personnel can begin receiving the proper training that will allow them to act as AOT instructors. During Phases two, three and four, POST certification will be obtained and programs developed. In total, Phase four will take at least three years to complete. This period of time begins at the start of Phase two.

STAGE FIVE - This stage will involve the implementation of a mentoring program. Training and development of the mentoring program should take 12 to 18 months.

STEP 5 - Evaluation and measurement; 3 years

The first four steps of the implementation will take between six to seven years. As the various steps in the strategy are implemented, measurement standards will be developed. Years seven through ten, which will encompass Step 5 of the Implementation Plan, will be used as a period to evaluate and measure results of the implemented changes. Such areas as: success rate of officers passing their probationary period; number of officer complaints; number of training problems identified once an officer has completed the field training program; amount of litigation resulting from police action; and, citizen satisfaction, are a list of just a few of the areas to be measured.

Involvement from the various stakeholders from the beginning of the process through the monitoring and measurement processes, is the key to success. With stakeholder buy-in, support from the top of the organization and from the community, the implementation of the preferred strategy should prove successful.

**TRANSITION
MANAGEMENT**

Through the use of Futures Forecasting and Analysis and Strategic Planning processes, a preferred strategy for the delivery of field training was developed. The preferred strategy addresses the issue question of, "What will the Scope of Field Training Programs be by the year 2002?" It also addresses the identified sub-issues of:

- 1) What will the selection criteria be for field training officers?
- 2) What should the subject content be for field training programs to best fit the needs of the community and agency?
- 3) What structure will field training programs need to take to accomplish their mission?

Using the "most likely" scenario, since it reflects most closely the identified events and trends which may have an impact on field training, the preferred strategy was developed. The preferred strategy has several components: enhanced selection criteria for field training officers; global approach to training for field training officers; rotation of trainees to various training officers (sworn, non-sworn and civilian); mandatory (on a statewide level) involvement of training officers in basic academy training; use of field training officers in advanced officer training; and, use of field training officers as mentors. All aspects of the preferred strategy are based on a community oriented policing model.

Movement from the current state to the future state, as described in the preferred strategy, cannot be completed in a day. The process will take significant planning with involvement from a cadre of individuals from diverse backgrounds. The changes will take place at different times. During the period of time between the current state and the desired state, the organization will be in transition. In order to manage this transition and move to the desired future state in an orderly manner, a Transition Management Plan was developed.

CRITICAL MASS IDENTIFICATION AND EVALUATION

While stakeholders may have an interest in and be affected by the outcome of a certain action, there is a group of individuals who can influence and ensure support for change. These same individuals can also cause a project to fail through their lack of support. This group is called the critical mass.

To insure a successful change process, the critical mass group must be identified. Their readiness and capability for change must be analyzed. Readiness refers to their motives and willingness to change, while capability refers to the power, influence and skills needed for change. Also in this evaluation process, their level of support or commitment for the change must be assessed. It is important to know if they will block change, let change happen, help change happen, or make change happen. Once their level of support or commitment has been identified, it must be evaluated for appropriateness. If the level of support of a member of the critical mass group must be changed, a strategy must be developed to insure proper positioning of the individual to achieve optimum effectiveness.

The critical mass was identified through brainstorming and analysis activities conducted by the lieutenant who developed the Fontana Police Department's current field training program, and who has assisted this researcher in all phases of this study, and this researcher. Seven critical mass actors were identified: Police Chief; Patrol Lieutenant/FTO Coordinator; Senior FTO; POA President; City Council; POST; and, the community (consisting of the local chapter of the NAACP, Hispanic Chamber of Commerce and two homeowner associations). The readiness and capability of each actor was analyzed. These readiness and capability levels are shown in Table 7.

TABLE 7
READINESS/CAPABILITY

CRITICAL MASS ACTOR	READINESS			CAPABILITY		
	High	Medium	Low	High	Medium	Low
Police Chief	X			X		
Patrol Lt. FTO Coordinator			X		X	
Senior FTO		X		X		
POA President		X			X	
City Council	X			X		
POST			X	X		
Community	X				X	

The readiness/capability evaluation showed a concern regarding the readiness of both the Patrol Lieutenant/FTO Coordinator and of POST to embark on the preferred strategy. The Patrol Lieutenant's initiative level can be improved through empowerment by the Chief of Police with the necessary authority to make decisions. Involvement in the planning and implementation of the preferred strategy will also improve the readiness level of the Patrol Lieutenant. POST's readiness to adopt mandatory regulations calling for field training officers' involvement in basic training academies is low. Local control plus personnel requirements of local agencies are two of the main reasons. The benefits of such mandatory involvement must be demonstrated to POST to improve POST's readiness level. POST's readiness to expand field training to include advanced officer training is also low. Quality of training is the primary concern in this area. Once again, the benefits of involving field training programs in advanced officer training must be demonstrated to POST to improve POST's readiness level. The readiness/capability levels of the remaining actors in

the critical mass presents no obstacles to the implementation of the preferred strategy.

The various levels of support from the critical mass actors in order to successfully implement the preferred strategy was also determined. The present position of each critical mass group actor and the position perceived as necessary for successful implementation of the preferred strategy, was determined through brainstorming and analysis conducted by the lieutenant who developed the Fontana Police Department Field Training Program, an FTO supervisor, and this researcher. A "Critical Mass Commitment Chart" was developed to assist in this analysis. Table 8 reflects the actors in the critical mass current and desired positions.

TABLE 8
CRITICAL MASS COMMITMENT CHART -- TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE CHIEF				X0
PATROL LIEUTENANT FTO COORDINATOR			X ————— 0	
SENIOR FTO		X ————— 0		
POA PRESIDENT	X ————— 0			
CITY COUNCIL		X ————— 0		
POST	X ————— 0			
COMMUNITY		X ————— 0		

LEGEND:
X = Current Position
O = Desired Position

POLICE CHIEF - The Chief of Police is committed to providing quality service to the residents of Fontana, utilizing all available resources. Quality of service is related directly to the Fontana Police Department's expectations as stated in the department's Mission Statement. The chief has embraced the Mission Statement developed for the field training program and has become a champion of the preferred strategy. He feels strongly about expanding the structure of the field training program to include; mandatory involvement in the basic academy; becoming a vehicle to provide advanced officer training; and, being the core of a department-wide mentoring program. This is important to show support from the top of the organization. With the chief's desire to enhance the quality of the field training program to provide increased service to the public, his current position is one of making the necessary changes occur. The chief's current position is also the desirable position for him to insure success of the project. With his authority and desire for success, implementation of the preferred strategy will receive the needed support, commitment, and direction from the top of the organization.

PATROL LIEUTENANT (Coordinator of the Department's field training program) - This position was identified in the Implementation Plan as the place to be charged with the actual implementation of the preferred strategy. For this reason, it is imperative that the person occupying this position be part of the critical mass group. Currently, this occupant sees himself in the role of a helper of change. The individual follows procedures and orders, but does not take the needed initiative to make change occur. This individual sees the assignment as one of helping the field training program run smoothly. In this position, it is imperative that the individual make change happen. As the overall supervisor of the program, this individual is in a position to direct subordinates, assist in policy development, and develop implementation procedures. In order to move this position from 'a help change happen' to 'a make change happen' position, it will need to be empowered by the Chief of Police with the necessary authority to

make decisions. This individual is an essential part of the transition management team and the success of the project rests with him.

SENIOR FIELD TRAINING OFFICER - The senior field training officer is well-respected within the department, both by supervisors and peers. This individual is consistently sought out for advice by peers and his opinions are held in high regard. This individual is one of several informal leaders within the organization. This individual's inclusion in the critical mass group will greatly assist in the change process. The senior field training officer is very adaptive to change and allows change to happen. As a result, the individual is in the 'let change occur' position. Because of the individual's status in the organization, the desired position should be one of helping change occur. This individual's support for implementing the preferred strategy will help to insure its success. Involving the senior field training officer in the process from the beginning, will result in buy-in and will assist in moving him from the 'let change happen' position to 'help change happen' position. The Patrol Lieutenant/FTO Coordinator will be the primary influence upon the senior field training officer to influence the needed shift. Being involved in the change process from the beginning will help to build ownership in the change process. Once this ownership is developed, this individual will greatly assist in the implementation of change. This individual's position of an informal leader within the organization will help the change occur more smoothly.

POLICE OFFICER ASSOCIATION PRESIDENT - With the implementation of the preferred strategy, changes in working conditions will occur. The most obvious are: changes in qualifications for field training officers; changes in the selection process for field training officers; and higher expectations from field training officers resulting from the improved qualifications needed, enhanced training and expansion of the program into the mentoring and advanced officer training fields. The Police Officers Association

(POA) can be expected to resist such changes, since it will have an impact on its members. As a result of this, the POA president's position would be one of blocking change. In order for a successful implementation of the preferred strategy, it is necessary to move the president from the 'blocking change' position to the 'let change occur' position. By movement of the POA president to this position, one obstacle to the implementation of the preferred strategy will be removed and there will not be the distraction of a vocal opponent. To move the POA president to a position of letting change happen, it must be demonstrated to him how the implementation of the preferred strategy will benefit the POA. The Chief of Police, the Patrol Lieutenant/FTO Coordinator and the senior FTO will be instrumental in validating these benefits. Such benefits include enhanced training of field training officers and upgraded career development for POA members through a mentoring program and in-house advanced officer training, and improve quality of officers benefiting all members of the POA. Involvement at the start of the process will assist in this movement.

CITY COUNCIL - The importance of community and fiscal support for the preferred strategy requires the City Council be included in the critical mass group. From their positions of leadership, they can assist in gathering community support for the program, specifically with outside stakeholders such as the Community Relations Commission and the Hispanic Chamber of Commerce. Their support of the program will insure adequate fiscal resources for implementation. The City Council's current position is to let change occur. The City Council supports the Police Department and is aware of its organizational capabilities to provide quality service to the community. The City Council's desired position is one of helping change occur. Their assistance in obtaining community support will help enhance the level of confidence the community has in the Police Department. They will also be able to assist in the fiscal needs of the program by giving direction to the city manager to provide needed fiscal support. To move the

City Council to a position of 'helping change occur', the benefits of the enhanced training program, improved officer training and improved service to the residents of the city, must be explained and demonstrated to them by the Chief of Police and the Police Officers Association.

POST - The Commission on Peace Officers Standards and Training (POST) is well respected and recognized for its expertise and innovative ideas in law enforcement by all levels of government. POST has been active in the area of field training since its inception. For this reason, it is imperative that it be included in the critical mass group. New and innovative ideas in field training must gain the approval of POST. While POST will embrace the majority of changes recommended in the preferred strategy, they may be hesitant to adopt two. Mandatory involvement of field training officers in the basic academy and involvement of field training in advanced officer training. Local control, cost and quality of training appear to be the issues. Therefore, POST is in a position on these issues of blocking change. To successfully implement the preferred strategy, POST must be moved from a position of blocking change to help change happen. These changes will not occur without POST's involvement and support. To move POST to the desired position of 'help change happen', it must be demonstrated to them, by local law enforcement, the advantages to such programs. Measurement of the success of such programs is necessary. Local law enforcement, in development pilot programs to demonstrate the effectiveness of such programs, will need to implement meaningful measurement standards that will accurately reflect the programs' outcome.

COMMUNITY - The preferred strategy calls for the field training to be based on a community oriented policing model. If the field training program is community oriented, it is necessary that the community be in the critical mass group. Such organizations and groups as: the local chapter of the NAACP; the Hispanic Chamber of Commerce; the city of Fontana's Human Relations; and potential

snaildarters such as neighborhood associations (Southridge Village Homeowners Association and Heritage Village Homeowners Association), comprise various segments of the community. The community is typically in the 'let change happen' position. Unless the change directly affects them, the public tends to be uninvolved. To implement the preferred strategy, the public must become involved. The public's needs must be identified in order to develop a strategy to best serve them. Also, with the use of civilian trainers in the field training program, it is necessary for the community to become involved not only from the input stage, but in the ongoing training phase. To move the community from the 'let change happen' position to the 'help change happen' position, the City Council and the Police Department will hold public meetings to explain the preferred strategy and to solicit input. Additionally, the identification and recruitment of potential civilian trainers for the field training program must be done. This will be completed by the Chief of Police in coordination with the Transition Management Team.

TRANSITION MANAGEMENT STRUCTURE

To insure successful implementation of the preferred strategy, one of the key elements is the selection of the transition management structure. The selection of the Transition Management Structure was the result of discussions between an FTO supervisor, the lieutenant who developed the Fontana Police Department Field Training Program, and this researcher. The structure utilized will be a combination of resources including project manager, groups consisting of representatives of constituencies and natural leaders. It was felt that this structure best fit the needs of the Fontana Police Department.

The project manager will be selected by the chief of police. The project manager, the patrol lieutenant responsible for the field training program, will be empowered by the chief of police to

manage the change. The project manager will have the day-to-day authority to implement and coordinate the changes throughout the organization. The project manager will incorporate into the transition structure representatives of constituencies, which will include natural leaders within the organization. It is important to obtain input from the major constituencies involved in the change to insure all needed information and input is obtained and evaluated. This will result in a smooth transition process. With the inclusion of natural leaders in this group, communication throughout the organization will be enhanced, and the chance for success greatly increased. Natural leaders will assist in gaining support for the change through their status in the organization. The project manager will act as a facilitator for this group.

The transition management team will be composed of the following individuals: project manager; a supervisor in the field training program; senior field training officer; an officer who has recently completed the field training program; a field supervisor; and, a representative of the Police Officers Association.

Through the use of this transition management structure, the major stakeholders will have input in the change process. This will enhance stakeholder buy-in and support. A cadre of stakeholders, who will be able to address the concerns of other stakeholders, including snaildarters as they may arise, will be in place. The roles and responsibilities of the transition management team is important and must be defined.

The project manager will have overall responsibility for the implementation of the preferred strategy. This individual will be empowered by the Chief of Police to manage the change. The position will act as the facilitator for the transition management team. In order to accomplish the assigned task and reach the goals of the project, the project manager will coordinate all activities of the Transition Management Team to ensure a united effort. The individual will monitor progress and make changes as needed to

continue to move the team toward its ultimate goals.

A supervisor in the field training program will bring hands-on experience from his/her level to the team. This will insure that the proposed changes are practical from this individual's perspective of managing the day-to-day operations of the field training program. This individual will offer feedback on all changes as they occur to assist in evaluating the effectiveness of the changes. The individual will also evaluate the feasibility of proposed changes and what affect they may have on the field training program.

The senior field training officer's knowledge, from the perspective of actual trainer, is the most important input that the team can receive. The field training officer, as the practitioner, is in the best position to evaluate the proposed changes from the operational aspect and how the changes will affect the most important element of the field training program, the officer being trained. This input will be the most helpful to the Transition Management Team.

An officer who has recently completed the field training program brings a unique aspect to the transition management team. As an employee who has just completed the program and is now working on his/her own, this individual may be in the best position to analyze the shortcomings of the existing program and the affect the proposed changes may have on the officer being trained.

A field supervisor (patrol) is in the position to observe weaknesses in officers under his/her supervision. In analyzing these weaknesses, this individual's input into how the field training program can be modified and how the proposed changes may assist officers, who they have identified as having training problems, is invaluable. In order to assist in this evaluation, the field supervisor will be charged with actively evaluating officers to identify problems that he/she feels can be positively

affected by changes in the field training program.

A representative of the Police Officers Association (POA) will have the opportunity to express his/her concerns and offer input. This may assist and help to reduce meet and confer issues relating to working conditions. This will be accomplished through solicited input from POA members.

TECHNIQUES TO SUPPORT IMPLEMENTATION

The transition management team is the most important link between the strategic plan and the ultimate implementation of the preferred strategy. It is important that this team act in a cohesive manner, understanding what each member's roles and responsibilities in the team are and what steps will be taken to reach the goal. This is necessary before the team begins work on the change process. In order to accomplish this, six techniques to aid in the implementation process were developed as a result of discussions between the individuals who participated in the development of the transition management structure.

Whenever a group of individuals is brought together it is imperative, if the group is to successfully attack the problem, that group dynamics be understood. Working relationships must be understood and cooperation is essential. Since this may be the first exposure to a group process for some members of the transition management team, particularly for the field training officer and the officer who has recently completed the program, it is necessary to spend time to build a cohesive team. Therefore, team building sessions are necessary. These team building sessions will be conducted by the city of Fontana's City Manager, who has received training in team building and has led numerous team building seminars. The team building process will reduce anxiety and uncertainty of members who have not participated in such a

process before. It will introduce team members to the field training program's Mission Statement and the goals outlined in it. The preferred strategy will also be introduced and discussed to give a picture of the desired state of field training in the year 2002. Through embracement of the Mission Statement and preferred strategy, a clear direction will be outlined for team members.

Knowledge of what is occurring in the law enforcement community in the area of field training is imperative. Therefore, it is important that members of the transition management team be exposed to the various philosophies that currently exists in the field training arena. The field training officer and supervisor responsible for the field training program should attend various classes and seminars throughout the state. This will allow for the generation of new ideas that can be discussed and evaluated by the team. The project manager will be responsible for coordinating this training effort.

It is important that all members of the transition management team have a clear understanding of their assignments and responsibilities. To assist in accomplishing this, responsibility charting will be used. In responsibility charting, members of the group discuss their various roles and it is made clear who has responsibility, authority, and who provides support or is informed on decisions. The project manager will be responsible to insure that responsibility charting occurs and that once in place is followed by members of the group. Table 9 below reflects a Responsibility Chart as devised by the author of the current field training program for the Fontana Police Department and this researcher.

TABLE 9

Responsibility Chart

Task	Actor						
	Chief	Project Manager	City Council	POST	Community	POA	Senior FTO
Mission Statement	A	R	S	-	S	S	S
FTO Qualifications Established	A	R	S	A	S	S	S
FTO Selection Process Developed	A	R	I	-	I	S	S
Training Standards for FTO Established	A	R	S	A	I	S	S
Mandatory FTO Involvement in Basic Academy	A	S	S	R	I	S	S
FTOs to Conduct Advanced Officer Training	A	S	S	R	I	S	S
Mentoring Program Developed	A	R	I	-	-	S	S
Develop Feedback Mechanisms	I	R	-	-	-	S	S
Develop Measurement Standards	S	R	I	I	I	S	S
Monitor Milestones	I	R	I	I	I	I	I

Legend: R = Responsibility
A = Approval (veto power)
S = Support (including resources)
I = Inform (to be consulted)
- = Irrelevant to this item

Throughout the transition from the current state to the desired state, it is important to have a series of milestones. Through identification of milestones, the transition management team will be able to assess their progress and adjust their course of action, if necessary. It will be the responsibility of the project manager to insure that milestones are established, checked and evaluated as the project progresses.

Feedback is important to the success of the project. Feedback mechanisms therefore must be developed. These feedback mechanisms can be as simple as team members discussing the project with their peers on an informal basis to such things as formal questionnaires. The type of feedback procedure will depend on the type of information needed and the purpose for the information. The project manager will keep the chief of police informed on the progress of the team. This will allow for feedback from the chief of police and give direction to the team on a routine basis.

Evaluation of the results of the implementation of the preferred strategy is imperative. In developing the evaluation criteria, the Transition Management Team must look at both the long-term and short-term. The ultimate goal of implementing the preferred strategy is to have significant positive impact on the future career of an officer and of the police organization. To evaluate such an impact will take a sophisticated evaluation instrument, which must be used over an extended period of time.

The successful implementation of the preferred strategy, in order to reach the desire state, requires a transition management plan that is flexible enough to take into consideration the needs of the organization, the community and the individuals involved. Managing the change is equally important as development of the vision. Many individuals have visions for the future if enacted would have a positive impact. However, they have no orderly process to reach the goal. Transition Management allows for such a process.

CONCLUSION

No matter what standards and qualifications are used to select police officers of the future, or what the content and structure of basic training academies will be, one thing is definite...there will continue to be a need for in-field training of novice police officers. On-the-job training is needed to build upon what has been learned in the basic academy, and to instill organizational cultural, norms, values, policy and procedures in new officers.

As society becomes more culturally diverse, with the rapid advances in technology, as economic restraints continue, and as the political process becomes more involved in policing activities, the officer of the future must adapt. Policing agencies will continue to develop community oriented policing models resulting in re-design of police structures as we know them today. In this change process, the field training program will be the forerunner in instilling this new philosophy in officers.

The success of any organization or program lies in the selection of well qualified personnel. Throughout the study, this sub-issue, above all others, was consistently regarded as the most important element of a successful field training program. Teaching abilities, dedication, loyalty, desire, excellent communication skills and above average performance, were echoed by all as critical attributes of field training officers.

To meet the needs of both novice and experienced police officers and the needs of policing agencies in the year 2002, subject content of field training programs was identified as an important sub-issue. Traditional field training programs deal with the training of novice police officers once they have completed their basic academy training. While this will continue to be the primary and most important function of field training programs in the future, these programs will need to expand subject content to provide enhanced service to the community, agency and officer.

With proper selection requirements and procedures in place and with enhanced training, field training officers can fulfill other critical roles. As the fiscal health of the state, counties and cities continues to be precarious, new and innovative methods of training must be developed. One such method identified in this study is use of field training officers in advanced officer training. One-on-one advanced officer training conducted in a field setting has many advantages to the individual officer as well as the organization. One-on-one learning, which allows for immediate and direct feedback, will enhance training and will be cost effective for the organization, who will realize saving in both training time and expense. There are many obstacles to overcome in this area. These barriers must be addressed and eliminated in the transition from the current state of field training to the desired state in the year 2002.

The mentoring component of field training programs of the future is perhaps the most exciting addition. Mentoring is not a new concept. It was chronicled by Homer in the Odyssey around the year 1200 B.C. when he appointed a guardian to his household while he made ready to leave for the siege of Troy.²⁰ Officers need direction and guidance throughout their careers, especially during their early years. This is usually provided by the first line supervisor. Through the use of field training officers as mentors, this direction and guidance takes on a new dimension with peers acting as role models, coaches and advisors to less experienced officers. The complexity of the future will require such mentoring. Transition to a field training format which includes a mentoring component will require time, fiscal commitments, and above all, a desire on the part of the field training officers.

To ensure quality delivery of the various components of future field training programs, there must be a structure in place which allows this to occur. Mandatory involvement in the basic training academy program was seen as essential. In the future, all field training officers must be involved in academy instruction and evaluation to provide the needed continuity in training. Expertise

levels are important in providing instruction. Through the use of sworn officers, non-sworn employees and citizen volunteers as instructors, learning can be greatly enhanced. Modification of current field training programs, to allow for such instruction, will take innovation and risk taking, but the outcome for the future is promising.

As law enforcement moves toward a community oriented policing model, it will be necessary to organize field training programs to emphasize this concept. The role of police officers of the future must be that of problem solvers—one who looks for the root cause of problems. Citizen expectation of police officers will demand such a role.

No program can be effective unless it contains a measurement component. Feedback is necessary and as law enforcement becomes more complex and demanding in the future, measurement standards must be developed to meet these needs. No program should ever be static, and a comprehensive measurement program will ensure that field training programs will be fluid and adapt to the needs of the future as they change.

The answers to the sub-issues of selection, subject content and structure will define the path of the issue question, "What will the scope of field training programs be in the year 2002?" These sub-issues affect the issue question by addressing the major components of field training programs in the year 2002 as outlined in the preferred strategy. Selection of qualified field training officers, subject content and structure of field training programs all must be studied and adapted to meet future needs of police officers and policing organizations. The status quo is no longer acceptable; field training programs must adapt to the future needs of society and must become one of the leading programs in "Charting the Future" of law enforcement.

ENDNOTES

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