# WHAT WILL BE THE IMPACT OF GANG RELATED HOMICIDES ON INVESTIGATIVE SYSTEMS BY THE YEAR 2004?

**Journal Article**

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

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

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

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

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## INTRODUCTION

Facing a violent death at the hand of another is an instinctively fearful thought for every human being. This fear is said to be a primary source of the very primitive, yet effective, *"fight or flight"* syndrome. The thought of dying on the street, in view of family, friends and love ones only adds to the inherent indignity of an all too common occurrence in our society. The criminal act referred to here is the gang related homicide. Call it a, "drive by", "a hit", a "bust", or any one of a endless list of street descriptives this act ultimately comes down to another human life cut short by a senseless act of violence. Unfortunately, this tragic and graphically violent event is occurring with rising frequency in many communities California and the United States. What impact the subsequent criminal investigations into these tragic events will have on the investigative systems of the future is a growing concern of police executives across the State. What can the law enforcement profession do to manage this growing work load, in the face of fiscal constraints and organizational downsizing and still improve their ability to identify the suspect(s) and bring the individuals to justice is the focus of this research study.

In recent years gang violence has become one of the most prevailing crime issues facing this nation. [1] On an almost daily basis every corner of society is being exposed to the ramifications of gang violence. [2] The law enforcement community, and the society they serve, are now routinely subjected to the often brutal realities of this violent criminal epidemic. The implications of this emerging trend has had an impact on the full spectrum of issues facing society. It often appears the vast majority of the social, political and economic issues facing society are being driven and influenced in some way by the violent crime that is now so much a part of daily life in America. [3] Gang related homicides are perhaps the most dramatic and emotionally charged of these ever increasing criminal acts. The

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[1] Cathy D. MacRae, ***Street Gangs in America, Gaining turf, Losing Ground,*** Wilson Library Bulletin, March 1992, p99(1).

[2] Barbara Kantrowitz and Connie Leslie, ***Wild In the Streets,*** Newsweek, August 2, 1993, p40(1).

[3] Andy Furillo, ***Fear of Crime Grips Politics, Violence on the Rise For 12 Years,*** Sacramento Bee, March 8, 1994, p(1) & (A20).

growing epidemic of gang violence, which often times results in death, has created a commensurate investigative burden on the law enforcement community. Law enforcement investigators and administrators can not ignore their responsibility to professionally investigate these incidents, identify the perpetrators and then assist in prosecution. Establishing the identity and location of the suspects in these attacks routinely presents unique challenges to the investigator and administrator(s) charged with pursuing the investigation(s).

Research completed as a part of a research study clearly validates that the State of California, as well as local communities, continue to struggle with the fiscal crisis created by the ongoing economic recession. The State wide economic recession has necessitated governmental restraint in the area of funding for law enforcement that is unprecedented in State history. Strictly enforced staffing and funding limitations are now a reality throughout the State and County. [4] Reduced revenues and staffing reductions are unfortunately a day to day concern for the law enforcement administrator. The constraints necessitated through this process unfortunately comes at a time that also brings with it a growing sense of social unrest, racial tension and wide spread fear of victimization by criminals. Radio and televised news media reports and law enforcement research validates that the perception of *the fear of crime* permeates communities throughout the State. Based on media coverage of these events it would seem to some that many of the social, crime and economic issues of the day belie reasonable and attainable solution. The issue of gang related violent crime, and most specifically gang related homicide, certainly is one of the more pressing issues with which society must deal. The perception of personal insecurity and fear this brings to the people in our society threatens the very core of the American experience and the future of the American culture [5]

The challenge of these social and criminal realities demand that law enforcement investigators effectively investigate gang related crime and quickly incarcerate the suspects. This social issue may well have an impact on the law enforcement profession, specifically investigative systems, well beyond

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[4] ***City of Inglewood 1993/94 Budget,*** July 1993 Publication

[5] Jon D. Hull, ***No Way Out,*** Time Magazine, August 17, 1992, p38(3).

the year 2004.

Communities now spend countless dollars pursuing a broad range of social, economic and enforcement strategies aimed at dealing with the problem of street gangs and the violence associated with this phenomenon. The programs run the gamut from preventative enforcement strategies, graffiti abatement projects to social intervention programs and educational partnerships throughout the community.

In the face of often times questionable return for the effort and monies expended the growing list of proposed solutions seems, at times, too immense to effectively manage. As an example, for the fiscal year 1992/93 the City of Inglewood authorized a budget of $414,381.00[6] for the Graffiti Abatement Program alone. A tax assessment district in the City of Inglewood generates over 1.5 million dollars each year to finance a twenty person police team with a mandate to curb street gangs and the criminal activity they routinely engage in.[7] Obviously, the ramifications of this growing crime trend creates a significant burden, both financially and emotionally, for all social and municipal programs and functions. Not the least of the stressed functions are the investigative units of local law enforcement organizations. News reports address this problem on a routine basis throughout the County of Los Angeles.[8]

The perceived need to impact and reduce gang related violence can be seen in many of the most basic aspects of the "American" life style. At, or near the top, of the list of impacted institutions in society is the public school system. Gang violence, specifically gang homicide, has had a tremendous impact on the prevailing tone and focus of many traditional experiences in the educational process.[9] Gone are

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[6] City of Inglewood Annual Budget 1992-93; ***Parks and Code, Graffiti Abatement Program,*** p380.

[7] ***Proposition BB,*** State of California, December 1988, Inglewood, California.

[8] Harris,Scott, ***Getting Away With Murder, 42% Of The Time,*** Los Angeles Times, Ventura County Edition, April 28, 1994, p28

[9] Josh Meyer, **Study Confirms Widespread Scope Of Danger In Schools,**

the days of school security personnel concerned merely with checking for hall passes.[10] Now civic, political and educational leaders routinely speak of the need for metal detectors and non-voluntary body searches of the children attending the school system. Security at secondary education campus sporting events is now common place, as recently as five years ago this was unheard of. [11]

Security is now a primary concern at the vast majority of local public sporting venues and shopping centers. This includes malls, financial institutions, public parks and major sporting locations. These dramatic, and highly visible strategies are unfortunately regarded as needed tools to reduce the incidents of possible deadly interaction with gang members and their associates. These once sacred symbols of a free society are rapidly becoming places to avoid or approach with anxiety and trepidation. These are indeed profound statements of the level of fear and anxiety the gang violence problem has brought to today's society. [12]

In order to examine this question of what law enforcement needs to address this problem by the year 2004 a futures study was completed. the first step was to formulate a study question and the criteria was used in that formulation process.

### *ISSUE SELECTION*

- *The selection of the issue question, and associated sub issues, was based on three criteria:*
- *The issue currently impacts a significant number of police departments across the State and Nation.*

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Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A36.

[10] Susan Byrnes and Henry Chu, ***Violence Finds a Way Through the Safeguards*** Los Angeles Times, East Ventura County Edition, Section One, December 17, 1993, p(1) & A3.

[11] Inglewood Police Department, ***Operation Safe Schools Proposal,*** May 1991.

[12] Andy Furillo, ***Fear of Crime Grips Politics,*** Sacramento Bee, Volume 275, March 6, 1994, p(1) & A20.

- *The issue could be influenced by forces outside the police department itself.*
- *The issue and sub issues are capable of being influenced by policies and organizational changes that would impact the future of law enforcement agencies as it relates to the chosen topic.*

With these selection criteria in mind the study issue and related sub issues were identified:

With these orientations in mind it was agreed by a panel of topic experts that the issue of the impact of the gang related homicide on investigative systems by the year 2004 fit well into the above outlined defining parameters.

## STUDY ISSUE STATEMENT

**What Will Be The Impact of Gang Related Homicides on Investigative Systems by The Year 2004?**

As a means to further focus the research study the below listed sub issues were developed by an NGT panel, personal interviews with topic area experts as well as the research process itself. While the primary topic issue would be the focus of the research and analysis it was determined that each of the listed sub issues would play an important role in the overall success, or failure, of any strategy designed to positively impact the future state of the topic issue. To ignore any of these issues may well doom the selected change management strategy to failure even before it was implemented.

## SELECTED SUB ISSUES FOR STUDY

I. What working partnerships with other law enforcement agencies, and the community, will be established and maintained to impact these investigations by the year 2004? [13]

II. What role will the rapidly expanding field of technology play in the investigation of gang related homicides by the year 2004?

III. What computerized information resources of the future may be available and utilized in gang relate homicide investigation by the year 2004?

IV. How will the attitude and perceptions of the Police Investigator be managed by the year 2004 to ensure/enhance effectiveness of the investigative process?

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[13] Dotson, John, *Gang Raid Demands Multi-Agency Cooperation*, News Chronicle March 21, 1993, Life Style Section, p1

The focus and intent of this research study was to develop, through research and discussion with topic area experts, a likely future scenario regarding gang related homicide investigation and then propose a possible change management implementation strategy that would enable law enforcement executives to positively impact the future course of the issue.

Published articles detailing the senseless violence many citizens are subjected to consumes a significant portion of both the written and televised news media.[14] Fortunately, in the midst of the constant violence and criminal insanity the core members of our society have not lost their reverence for human life or their commitment to law and order. This may well explain widespread support and concern communities display towards their police departments.

The effective law enforcement administrator must be able to anticipate the future state of the profession and realistically predict the methodologies, systems and technologies that may be available to him/her to meet the demands that will confront his/her organization 2004. Gang related homicide investigations can reasonably be anticipated to be such an issue in the law enforcement arena in the coming years. The predictable burden these investigations will place on the investigative function of organizations throughout the nation can not be ignored or unanticipated. The unique complexity of these investigations continues to create new demands on every aspect of the investigative operation, from manpower deployment, teamwork strategies, technology utilization to witness management and investigator motivation. The successful investigative administrator must anticipate, with educated certainty, the course of the future of the investigative process and then guide his/her organization into a position to seize the opportunities that will be available.

Three possible future scenarios involving this issue topic were developed from the information generated via the NGT, interview and research processes. These scenarios were each representative of one of the following basic orientations:

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[14] Editorial Staff, ***Easy Access to Guns Fuels Epidemic of Youth Violence***, Los Angeles Times, March 29, 1993; Part One, p1.

*(1)* *What will likely occur if nothing unusual happens to alter the present course of the topic issue.*

*(2)* *What might occur if the trends and events result in a "worst case" outcome.*

*(3)* *What will happen if the course of the issue is managed to create the "most desired" future.*

Conclusions drawn from this process suggested that if long range plans are implemented it will be possible to manage and guide the course of gang related homicide investigations towards the **most desirable** future by the year 2004. The desired future would be one in which a more effective response by the investigative function created enhanced opportunity for enhanced solvability rates and improved frequency of successful prosecution of identified suspects. The selected scenario addressed the normative case and is included below:

*Normative Scenario*

***Reported Gang Related Homicides At A Record Low. State Wide Solvability Rate Improves.***

The chairman of the California chapter of the Gang Homicide Investigators Association has announced that California law enforcement investigators have successfully solved 85% of all gang related homicides committed during 2003.**(T8)** Department of Justice statistics also verified that the overall number of individuals involved in gang related activity **(T2)** as well rate of reported gang violence has fallen for the third straight year. Gang related homicides have fallen from a high of 1500 in 1994 to 500 this year.

These encouraging disclosures were announced at the annual meeting of U.A.G.V. (United Against Gang Violence), a cooperative effort between educators, business leaders and law enforcement executives throughout the State. This partnership is committed to reducing the escalating rate of gang violence that continues to terrorize communities throughout the State. **(T3, E1)** This organization was formed in response to the record high number of gang related homicides in 1994. Two notable cases highlighted that now infamous year. The assassination of Senator Brown by members of a local street gang and the killing of twenty (20) Asian gang members in a single event by a rival Hispanic gang in Sacramento. **(E3,E5,T7)** 1994 was also the year gang violence forced the closure of the mammoth Los Angeles Unified School District for over half the school year due to gang related violence on the

campuses throughout the system**(E1).**

Homicide investigators across the State attribute the reduced number of homicides and improved clearance rate to many positive factors coming together. After years of cooperative law enforcement strategies, community partnerships and consistent focus towards the utilization of technology and computerized information systems the corner has at long last been turned in this cycle of violence.

State bill 603, which was enacted in 1995, has finally begun to reap positive results for the cash starved school districts throughout the State**(T3).** This landmark decision provides for additional funding generated via the restructured court fine allocation system **(T5,T3,E1,T2)** One third of all fines collected in the State and local courts now must be diverted to local school districts for anti-gang, cultural awareness and job placement programs. This multi-faceted program has brought countless gang age juveniles off the streets and into the business community. **(E7,T5,T7,T10)** This program has also ensured that the once often criticized public school system in the State has improved consistently since the enactment of this funding provision. Homicide investigators State wide agree the improved school district has played a major role in reducing gang membership and the concurrent gang violence in their communities.

It is also seen that investigative techniques have improved significantly since 1994. Computerized gang intelligence systems, national gang information networks, cooperative enforcement strategies, information reward programs as well as meaningful witness protection programs are all now common place in the investigative process.**(T1,T9)** Most notable of these State wide programs is the recently approved grant that provides for a guaranteed college education for any gang member, or associate, that provides evidence and testimony that leads to the conviction of a suspect in a gang related homicide. **(T3, T5,T8,T9)**

Scientific advances in the area of anti-aggression drugs have also begun to have a positive impact on the problem.**(E10)** The perceived failure of electronic monitoring systems for probationers and parolees, coupled with the reluctance of the courts to continue the use of these devices, **(E9, E10)** chemical agents are growing in acceptance and use throughout the State. This medical technology has demonstrated its effectiveness in the control of the behavior of the most violent gang members.

The conference participants all agreed that the continuation of these outlined strategies and partnerships is critical if the fight against gang violence is to be successful. To that end, the association has committed to redoubling their efforts in the coming months to encouraging new members, identify and assist in the implementation of innovative technological applications in the investigation of gang homicide and thereby enhancing the opportunity for success by the assigned investigators.

## A UNIQUE INVESTIGATIVE CHALLENGE

All too often the violence so commonly associated with gang activity results in the death of a gang member, or an associate. In the most tragic cases an innocent bystander looses his/her life due to these incidents. The growing number of lives lost in these crimes has played a major role in the skyrocketing numbers of homicides reported each year in many of the cities and counties in the State. The rising homicide rate in the United States has created a backlog of murders that remain unsolved.[15] [16] Law enforcement simply can not keep pace with the number of these incidents and effectively pursue the time intensive investigations each case demands.

When the mindless violence and turf battles of the gangs constitutes a violation of the law, local law enforcement is tasked with the responsibility of identifying, capturing and ultimately assisting in the prosecution of the perpetrator(s). This challenge must be met if law enforcement, and ultimately society itself, is ever to gain the upper hand in this cycle of violence that now terrorizes our

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[15] James P. Tuttle, , *MUST: A Team for Unsolved Homicides,* F.B.I. Law Enforcement Magazine, (March 1993) v62n3 p3(1),

[16] Harris, Scott, ***Getting Away With Murder, 42% Of The Time,*** Los Angeles Times, Ventura County Edition, April 28, 1994.

communities.

As criminal behavior has evolved, so have the motives, profile and background of the involved suspects. Homicide investigation traditionally involved known victims and clearly identified suspects. It was rare to have a homicide with an unknown, or unidentified suspect or victim. Random, senseless killings were extremely rare and attracted significant media and law enforcement attention. With the growing reality of gang related homicides this is no longer the prevailing profile of homicide investigations. All five of the homicides reported in the City of Inglewood during February 1993 were directly attributed to gang violence and did fall into the guidelines of a "traditional" murder.[17] Many inner-city communities are now experiencing a disproportionate number of gang related homicides each month. "Traditional" homicides most frequently involved known suspects and long standing interpersonal relationships between the suspect, witnesses and victim(s). Cooperation with the investigator was far more common than not. The vast majority of homicides required comparatively less time intensive investigative efforts to reach a successful conclusion than the now commonly encountered gang related homicide. This traditional profile is not representative of the vast majority of gang related homicide investigations. [18]

Investigators must equip themselves to effectively respond to the routinely evasive responses gang members and their associates provide to them regarding the events surrounding these homicides. Investigators must also recognize that witnesses to gang related homicides frequently refuse to cooperate with the investigation. Finally, investigators must be aware of their personal biases and growing level of frustration and bitterness regarding these events and the individuals commonly associated with them. All these facts further compromise the effectiveness of the investigative process. As the motives and suspect profile of criminal activity evolves in our society, so must the focus and methodologies utilized by law enforcement in the investigative process. This research will explore the

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[17] Inglewood Police Department Crime Analysis Report; *Gang Crime Still Behind 1992* March 3, 1993 p1

[18] James Willwerth, ***Fighting the Code of Silence,*** Time Magazine, February 19, 1990, p59(1).

many opportunities the investigator and administrator can utilize to address this issue by the year 2004.

## THE SELECTED STRATEGY

The chosen strategy to guide the model Department towards the most desirable future was determined to be: ***Implement a Plan That Involves Creating a Multi-Jurisdictional Investigative Task Force Supported By a Newly Formed Gang Related Homicide Investigative Unit.***

The desired future in this research area seeks to create an investigative system that can significantly improve the solvability rate for gang related homicides by the assigned investigative unit(s). The chosen implementation strategy seeks to improve effectiveness through team work, professional partnerships and improved utilization of computerized information and scientific evidence processing technologies and resources. A commitment for significant improvement in the area of information networking and resource sharing amongst the various members of the criminal justice network is also a critical component of the chosen strategy. The Inglewood Police Department, Office of Criminal Investigation will serve as the model Department for the purposes of this study.

The selected strategy calls for the implementation of a multi-office, multi-jurisdictional investigative task force supported by a newly formed gang related homicide investigative unit coordinated through the Office of Criminal Investigation. This operation will be technology and computer supported with every available resource in these two areas routinely applied to the investigative process.

The selected strategy will necessitate a significant rethinking of the current investigative policies and philosophy in the Office of Criminal Investigation. This strategy will also demand a renewed commitment towards partnerships and shared responsibilities with the various members of the newly created investigative teams.[19] For this strategy to work to its fullest potential territorial barriers throughout the Department itself will also need to be set aside. This shift in paradigm will also

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[19] Hansen, Thomas ***Administration Acts To Take Control of the Crime Issue*** Los Angeles Times, Ventura County Edition, March 30, 1994, Section One, pg. A25.

necessitate a rethinking of the investigative focus and policy in each of the proposed team member Divisions and Sections, as well as any participating support organizations. Investigator "attitude management" will also be a critically important focus of the overall strategy employed by this plan.

A newly formed investigative unit, to be created through an Office of Criminal Investigation reorganization will facilitate the Departments participation in the strategy. An advantage to this plan is the flexibility it will provide the Inglewood Police Department as it relates to responding to the ability and willingness of the various partnership organizations to provide "full spectrum" participation to the strategy. The development of a internally staffed and supervised, specific team of investigators to pursue gang related homicides would ensure consistency of focus and the timely exchange of relevant information between the various participating agencies as well as the Divisions and Offices of the Department. This benefit will exist whether or not all participants could provide the same level of commitment, manpower and resources. This specifically focused team will enable the Department to "react" to the full range of participation and resource availability the other organizations offer.

The ***desired future*** in the area of gang related homicide investigation would be one that seeks to significantly improve the ability and timeliness of the solvability/clearance rate for the at issue investigations. The selected implementation strategy would have as its' key components the following strategies:

* ***Supervision will effectively manage the case loads of each investigator to ensure optimum efficiency at all times.***
* ***Investigators, and supervisors, must continuously utilize all available computerized gang information resources to pursue homicide suspects, their associates and any possible witnesses.***
* ***Investigators, and their supervisors, will establish and maintain working partnerships with the various components of the Department as well as other members of the law enforcement community. Professional networking will be a performance standard throughout the investigative operation.***

* ***Effective liaison, and a spirit of partnership, will be established and maintained with the business community as well as the administration, teachers and students in the local public education system.***
* ***Investigative creativity and personal initiative will be a primary focus in all gang related homicide investigations. A positive, enthusiastic attitude will be a daily requirement.***
* ***The Department will maintain an exceptional level of individual accountability from supervisors and investigators throughout the investigative process.***

## ENVIRONMENTAL ANALYSIS

An evaluation of the **current** state of the issue within the organization must completed if any meaningful plans and strategies for a future state are to be developed. The organization must clearly define where it is before it can realistically develop plans for the future. In this section of the study the ***WOTS - UP Analysis,*** an acronym for Weaknesses, Opportunities, Threats, Strengths Underlying Planning, was used as a means to organize the evaluation of the topic issue. The impact of the social, technological, economic, environmental, and political environment **(S.T.E.E.P.)** that is a part of the model Department was also considered during the development and discussion of the proposed strategic plan.

## THE ORGANIZATION'S CAPABILITY TO MEET THE CHALLENGE OF CHANGE

*In order for any strategic plan to be effective an analysis of the Department's capability to accept and adopt a new program must also be studied. For this aspect of the study four Captains and the Chief of Police were drawn together to conduct an analysis of the Department's weaknesses and strengths as it relates to the implementation of a strategic plan addressing the topic issue.*

**INTERNAL STRENGTHS:**

- Recent reorganization efforts in the Office of Criminal Investigation has assigned additional Investigators to the Homicide Division. Reduced case loads should improve the ability of the investigators to successfully clear assigned cases.
- Recent transfers have brought the Office of Criminal Investigation back to near full staffing levels.
- Recent Staff promotions has brought young, creative thinking leaders into the strategy

formulating circle of the Department. With the commensurate support of the Police Chief this should prove to be a strength for the implementation of new strategies in investigations.

- Upcoming promotions at the line and middle management levels will provide additional opportunity to bring new thoughts and creative vision to the management ranks in the Department.
- Current wide spread acceptance of computers and the utilization of technology
- throughout the Office will be a strength in the course of implementation of a strategic plan.
- A well established, and professionally respected Gang Intelligence Unit will be a strength in this process. The well established networking capabilities of this unit, in conjunction with a excellent gang member data base will be beneficial in the implementation process.

**INTERNAL WEAKNESSES**

- An ever changing, volatile, City Council adversely impacts the Departments ability and willingness to take risks and be innovative. These are critical elements in the fight against violent crime.
- The current administration has yet to establish a specific mission as it relates to gang violence in the community. The inconsistency this breeds can compromise the Departments ability to move forward aggressively in a new area.
- Weakness in the area of effective, cooperative team work amongst the Staff officers and their immediate subordinates sometimes inhibits the various Divisions and Units throughout the Department from working effectively towards a common cause.
- Staff members a commonly shared focus and mission, each is independently driven by the needs of the various Offices, this is sometimes a source of organizational confusion and misdirection.

## THE CHALLENGE OF CHANGE MANAGEMENT

Research has shown that the success of the organizational change process depends on the ability of the organization to manage the implementation of the change effectively. Due to the range of issues this strategy attempts to address the effective management of the transition period will be critically important for the long term success of the proposal. Research, and discussion amongst law

enforcement executives, also supports the orientation that each transition plan must be tailored to the unique needs and culture of the organization undertaking the challenge of transitional change. Three separate components of the change process were identified as critically important in a well managed implementation scenario. Each of these components ultimately interrelate. Each is intended to ensure the realization of the *desired future* with maximum efficiency and a minimal level of resistance and anxiety by the members of the participating organizations.

## STAKEHOLDER ANALYSIS

The Stakeholder Analysis looks at individuals and groups that are impacted by your actions, or who can have an impact your actions, or care about what it is you plan do. A person who on the surface would not appear to fit the profile of a stakeholder, but upon closer analysis does, many times with a negative view of the strategy, is called a ***snaildarter***. A *Snaildarter* is an unanticipated *Stakeholder*.

The following list was developed through a brainstorming session involving the same members of the group referenced in the previous section regarding the strengths and weakness review. The list includes individuals and groups internal and external to the organization that would have a definite interest in the issue and the outcome of any implementation strategy. As a matter of reference an assumption can be defined as: *A statement accepted or supposed true without proof or demonstration.* [20]

### *SIGNIFICANT STAKEHOLDERS*

**1. City Council**
**2. Police Chief**
**3. P.O.A. President**
**4. District Attorney**
**5. Police Command Staff**
**6. The Courts**
**7. Media**
**8. Gang Homicide Investigators**
**9. gang Intelligence investigators**
**10. School Administrators**

The situational and stakeholder analysis completed in the course of this research project served as the basis for the development of the list of the *"critical mass"* individuals and groups. It was decided that these stakeholders were "critically" needed to ensure the success of the selected strategy. The various negotiating skills and methods outlined in the book, **"Getting to Yes, Negotiating Agreement**

[20] The American Heritage Dictionary, Second College Edition, pg. 138.

**Without Giving In"** [21] will be utilized by each of the critical mass members and groups, to include the project manager, during this transition management process. This is not to say that the stakeholders not listed as members of the critical mass are not important, but merely that the absence of support from these individuals or groups would not potentially doom the selected strategy to failure. The list of "critical mass" individuals and groups is comprised of the following stakeholders, also to be referred to as **actors** in the subsequent pages of this research effort:

- ***The Chief of Police***
- ***The P.O.A. President***
- ***The City Manager***
- ***The District Attorney***
- ***Gang Investigators***

It was felt that all the listed stakeholders would/could play a role in the development of the team. Shared ownership in the development of the strategy for implementation and in the area of information sharing and investigative methodologies would positively impact the likelihood of success for the program. A plan that involved a broad spectrum of the outlined stakeholders was seen to be the most likely to be accepted and sincerely pursued from conception to implementation. Mutual buy in and personal commitment would be available for all the participants, thus reducing the possibility of snaildarters sidetracking the strategy.

The most obvious disadvantage to this strategy was the need to get executive managers in each of these agencies to support, staff and fund what amounts to an experimental investigative strategy. Administrators and Investigative supervisors set in their ways and unreceptive to change could undermine the proposal. Unclear lines of accountability of the management team in the early stages of implementation could create confusion and dissension amongst the participating Departments. Multi-jurisdictional efforts bring with them a heightened opportunity for confusion, ego generated conflict and "organizational" problems.

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[21] Houghton Mifflin, *Getting to Yes - Negotiating Without Giving In.* Boston, 1981

## THE IMPLEMENTATION PLAN

For the implementation process to be successful it is seen that the transition management team must be made up of a team of individuals that collectively possess the experience, expertise and desire to make well informed organizational and technical decisions. These decisions must address both the logistics and supportive personnel networks needed to make the implementation of the strategy a success. The transition management team must also be in an organizational position to develop sound strategies and to effectively deal with organizational dynamics and fiscal responsibilities for each of the involved groups and agencies. Due to the interpersonal and inner-Office dynamics outlined in the discussion of the critical mass group strong interpersonal and negotiating skills are a mandatory prerequisite requirement for each member of the Transition Management Team. Mutual commitment by the management team, a commitment towards team building and true " buy in" are critically important for the overall success of the strategy.

For the purposes of this strategy the Lieutenant assigned as the Executive Officer of the Office of Criminal Investigation will serve as the Project Manager. The Project Manager style of transition management was chosen due to the organizational realities of the Department and the support agencies that would become a part of this investigative strategy. The police middle manager is in a strong position to effectively interact with the administration(s) and supervisor(s) from the participating agencies and departments. The chosen project manager has a well earned reputation for bringing the best of the organization together to meet administrative and technical challenges. The ability to focus all available resources towards the achievement of a common goal will be of paramount importance throughout the transition management period. The selection of this level of manager to serve as the Project Manager will bring to the project the needed organizational latitude to make the spontaneous decisions this transition period will surely demand.

Finally, the chosen manager is an individual has a well earned reputation for turning conceptual ideas into operational reality. This skill, perhaps above all others, will prove to be the most beneficial to the project and its' members. The Project Manager would then be responsible for bringing the major stake

holders together to participate in the development of the strategies and plans to begin to move the Department towards the desire future. This component of the transition management strategy is intended to bring a sense of team work, consensus building and mutual "buy in" to the project. Without these ingredients the project is doomed to failure.

The initial responsibility of the program coordinator would be to contact and identify local Departments to establish an interest list for development of the investigative network. Currently available resources such as the Los Angeles County Homicide Investigators Association, Gang Intelligence Officers Network, L.A. County Probation Department, State Parole, Serious Habitual Offenders Program (S.H.O.) Coordinators and long standing inner agency relationships would serve as a pool from which to solicit interested organizations and personnel.

Once a list of interested agencies had been developed the selection and background criteria for the Investigators requesting to be assigned to the team(s) would need to be developed. Early in the process it would also be necessary to create a mutually agreed upon list of "qualifiers" for a case to be assigned and investigated by this multi-jurisdictional task force. It was determined that the assigned investigators must be individuals who have demonstrated an ability and willingness to accept new methods and systems for dealing with homicide investigation. The potentiality of this group of stakeholders becoming very destructive snaildarters was seen as very likely if left unattended. Once selection criteria in these two critical areas is clearly established and "buy in" is obtained from the participating agencies phase two of the implementation plan would begin.

Phase Two responsibilities would include investigative team leader identification, consensus gathering as to team composition, focus and future development, specific investigator assignments, equipment acquisition and assignment and coordination of any team building training exercises. This phase would also involve the "indoctrination" of the various Department heads, and their Staff, to ensure that these critical stakeholders have an accurate understanding on the goals and objectives of the program. It is seen that support from the executive level of the participating organizations and departments would be

critical to the long term success of the operation. It was also felt this would reduce any likelihood that any one of these individuals could become snaildarters.

Phase Two of implementation will also ensure the development of meaningful follow up evaluation systems and objective criteria, as well as the systems to ensure the timely monitoring of the program's progress. Once the team concept begins to investigate homicides the plan(s) to move from the "old, comfortable" investigative methods of the past to the new, uncertain, methods and focus of the *future* will be addressed.

## TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

The final stage of transition planning involves identification and selection of the methods and technologies which can be used to support implementation of the desired changes in the organization. A clear understanding of the strengths and weaknesses of the organization that created the current state of affairs in critical to the understanding of what is needed to achieve the ***desire future***. The selected transition management structure is designed to ensure this responsibility is met and the opportunity for critical aspects of this area are not overlooked.

***The selected technologies and methods recommended for the chosen strategy include:***

**TEAM DEVELOPMENT/ TASK FORCE APPROACH:** Multi agency participation is this project is seen as imperative if information, personnel resources and modern technologies can all be used to their fullest potential. The active participation of this group in the transition management planning and implementation will foster a sense of shared ownership and personal commitment vital to the success of the project.

**TECHNOLOGY USER GROUP:** At the core of the selected strategy is the enhanced utilization of new technologies and suspect information resources. Without the effective use of these resources the project will never achieve its full potential. The Project Manager will be tasked with the responsibility of developing a user group, comprised of members of the task force, to oversee the implementation and utilization of investigative technologies. A concurrent responsibility of this group will be to identify, and then coordinate the training of the other team members in the use of the chosen technologies. Finally, this team will ensure the timely implementation of these resources during the

transition state so that the that the ***desired future*** can be readily achieved through the use of these tools and resources.

## CONCLUSIONS AND RECOMMENDATIONS

This research study has attempted to forecast the future of the impact gang related homicides will have on investigative systems by the year 2004. Research completed in this study clearly suggests that if current trends continue gang violence, and specifically gang related homicide will significantly impact investigative systems in the future. Department of Justice and Federal Bureau of Investigation crime statistics, economic forecasting and demographic studies all suggest that gang violence is a growing epidemic in society. Media reports vividly document that gang violence is unfortunately becoming a part of the social fiber and conscious of this nation. Literature research completed in this study has revealed that the social, economic and political indicators all point to the fact this epidemic of crime and violence is not abating. This study has demonstrated that there is no single action plan that can effectively address the immense range of issues this criminal epidemic represents to the law enforcement profession. Statistical analysis of local, state and national homicide clearance rates clearly suggests there is significant opportunity and need for improvement in the capacity of investigators to solve these difficult cases. Homicide investigation methodology and focus must change if the gang related murder is to be successfully resolved in the future.

Work load statistics and crime patterns clearly validate that no one department or agency has the personnel, economic resources or administrative latitude to effectively respond to the overwhelming work load created by gang violence. The impact of the ongoing economic recession as it relates to municipal budgets and law enforcement staffing issues can not be ignored. Reduced budgets and deployment realities have forced the vast majority of organizations in the criminal justice system to face new, and sometime painful decisions. At the core of the recommendation in this study are recommendations that address these facts. The need to develop effective working partnerships with the various enforcement identities within the system must now be considered in all areas of the profession,

to include investigations. A commitment to pursue and develop relationships based on a commitment to team work in the investigative process and professional partnerships is at the core of the recommendations for the future of gang related homicide investigation. These relationships musty also include the local school district administration and private business if they are to be fully effective. Coordination that ensures a sense of shared ownership throughout the team to instill personal responsibility in the efforts to identify and then successfully prosecute the suspect(s) in these cases will be important components of a viable plan to address the issue.

As investigative systems move towards the year 2004 there will be tremendous opportunity for creativity and dynamic change in the focus, technology and methodologies utilized to pursue these investigations. Computerization and information technology has made tremendous advancements in recent years. Recent economic realities in the private sector have motivated many industries to rethink their market and look towards law enforcement and crime prevention as the market place of the future. The well planned investigative system of the future must be fully prepared and ready to capitalize, and put to meaningful use, the technologies that will be assuredly be available. Preparing the organization to be fully capable of turning the opportunity these technological advancements represent into reality is also a recommendation of this study. The law enforcement profession must keep pace with the society it is sworn to protect, the research clearly validates the world is aggressively advancing in its use and application of technology. This study has suggested that if the law enforcement profession is to meet this need there must be a commitment now to bring these tools and resources into the daily culture of the investigative process. To do this effectively partnerships within the criminal justice system are imperative, shared resources and personnel are clearly demands of the future. To do less, is to ensure the patterns and statistics relative to the capture and prosecution of these suspects continues at current levels.

Personnel management and motivation must also be a continued focus of the successful police

executive. The emerging workforce in the law enforcement profession has clearly demonstrated a new and more dynamic list of demands to remain committed and motivated. The gang related homicide investigator is not an exception to this orientation. It is recommended that through the application of the suggested strategies in this study there will a commensurate improvement in the perception that success is a real possibility in these cases. Reduced frustration levels, a renewed sense that the organization is pursuing and applying the full scope of available tools to address the problem will all play a positive role in the maintenance of the moral and motivational level of the gang related homicide investigator.

There is no question change in the homicide investigative process is needed. Change will inevitably occur, regardless of the level of administrative initiative present in a given organization to anticipate and respond to that change. The challenge that faces law enforcement executives lays not in ***if*** these changes will occur but in ***how*** and in *what* time table will each of their organizations pursue the future state of gang related homicide investigation. "Business as usual" can not be the order of the day as it relates to gang related homicide investigation. The challenge that confronts each individual who aspire to lead police organizations into the future is to recognize that adapting to change is a fundamental responsibility of the law enforcement community. It is hoped that this study will provide the reader with some thought provoking ideas and methodologies as it relates to the future of gang related homicide investigation.