

**BACK TO THE FUTURE : THE CHANGING NATURE OF POLICE
FUNCTIONS**

**WHAT IMPACT WILL CHANGING DEMOGRAPHICS HAVE ON
THE ROLE OF MEDIUM SIZE SUBURBAN POLICE AGENCIES
BY THE YEAR 2004?**

JOURNAL ARTICLE

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COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JUNE 1994

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

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

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

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

INTRODUCTION

The energy from a global high pressure system is creating a significant on-shore flow along the eastern slopes of the Pacific Rim. As the winds of demographic change sweep across California they alter not only the landscape, but the social fabric as well. As the social fabric of a community changes, so changes the educational, religious, and political make-up of that community.

The winds of demographic change are not a recently realized phenomenon. Recorded population movement dates back to the Old Testament. Whether motivated by famine, flood, religious oppression, government incursions, or the opportunity to improve their personal station, the peoples of the world have forever been on the move and have forever changed whatever they found.

Since the early 1600's America has been what many of these people have found. "But the stock planted in the 1600's was basically English. In the eighteenth century it turned British as Scots and Irish arrived in significant numbers, then partly European through an influx of Germans. Those initial colonial migrations to "British North America" illustrate forces that are still at work today."¹ However, today these forces are at work on people from every corner of the globe.

THE PAST

From a historical perspective, major demographic shifts in this country have coincided with major waves of immigration. Following colonization the first major wave of immigration built between the 1830's and the 1850's when some five million people, mostly fleeing the "Great Hunger" of Great Britain and Ireland, came to this country seeking religious freedom and an opportunity for self-reliance.

The second major wave of immigration arrived around the turn of the century when the "huddled masses" of northern and western Europe responded to an invitation for inclusion into the social fabric of this country. This second wave came ashore at Ellis Island to discover American municipal policing fully engaged in social service.

At a time referred to by police historians as the political era of policing, so named because of the close ties between the police and politics, police actively participated in the assimilation of the newly arrived. According to Eric Monkkonen, the police established soup lines, provided shelter to the homeless, and found jobs for the unemployed.² Police were an integral component of the communities they served and, as such, were empowered by the political forces within those communities. The primary functions of political era police included crime control, order maintenance, and broad social services.

By the 1930's the fear of police corruption had brought about the reform era of policing and an end to social involvement by municipal police. During this period police sought legitimacy by distancing themselves from politics, developing themselves as "law enforcement" professionals, and establishing themselves as an autonomous component of the community. "Under such circumstances, policing a city became a legal and technical matter left to the discretion of professional police executives under the guidance of law. Political influence of any kind on a police department came to be seen as not merely a failure of police leadership but as corruption in policing".³

THE PRESENT

Although many years have passed since the reformation, there has been no

significant change in the basis of police legitimacy. According to Kelling and Moore, "Law continues to be the major legitimating basis of the police function. It defines basic police powers, but it does not fully direct police activities in efforts to maintain order, negotiate conflicts, or solve community problems".⁴

As we approach the last decade of the last century of this millennium we are standing in the wake of the third major wave of immigration. This wave is not only more substantial than any preceding it, but much more vibrant with the diversity of color and culture. Unlike those who came ashore in the political era of policing, the people of the third wave are not emigrating from northern and western Europe. The three most common countries of origin for immigrants today are Mexico, the Philippines and Korea.⁵ Nor are these people descending on Ellis Island, but instead flooding communities along the opposite coast. Forty percent (40%) of the 1,827,167 legal immigrants who came to this country in 1991 settled in California.⁶

Also unlike their predecessors, this new generation of immigrants do not appear to be fully assimilating into the American culture, but instead clinging to their cultures and languages of origin. Another characteristic which differentiates these newly arrived from their predecessors is the tendency to bypass the compacted urban areas for the less populated, but burgeoning, contiguous suburban communities throughout southern California. Some of these communities, such as those in Orange County, are projected to grow by as much as 39% between 1990 and 2000. While the Caucasian population in Orange County is anticipated to grow by 85,000 during that time, the Hispanic population is expected to grow by as much as 300,000, and the Asian population by some 130,000.⁷ Some multiculturalists claim that should this trend continue, minorities will outnumber Caucasians in Orange County by the year 2010.

THE PROBLEM

The social pressures created by the force of the third wave may be causing an immigration backlash. Anti-immigration sentiments are fueling the fires of resentment, bringing the melting pot to a boil, and stretching the social fabric taut with the separation of races and cultures. In a recent Newsweek magazine poll, sixty percent (60%) of those surveyed said they believe immigration is having a negative impact on the social and economic well being of this country.⁸ This social irritation is becoming further inflamed by the impact of illegal immigration. This is particularly true for coastal and border states like California which expects to pay nearly \$300 million dollars this year just in welfare payments for children of illegal aliens.⁹

Foreign immigration may be affecting domestic immigration as well. Once the national leader for domestic immigration, California has now fallen behind other states like Arizona, Nevada, Idaho, and Oklahoma.¹⁰ However, immigration is not the only undercurrent of the present demographic shift. The number of people leaving California for other states increased seven-hundred percent (700%) between 1992 and 1993.¹¹ Many of those who left took with them valuable human resources which might otherwise have been applied to renew the luster of what some have described as the "not-so golden" state.

Some of those same pundits claim that shifting demographics and the rising tide of diversity are causing a social erosion within many suburban communities throughout California. This social erosion is drawing the police more deeply into the social structure of the community and changing the nature of police functions in some very fundamental ways.¹² First, there are many more functions for the police to perform. In some communities reported crimes, particularly violent crimes, and calls for service have increased dramatically while resources and staffing levels have not.

While the rest of the criminal justice system is losing its capacity to handle the cases the police present, the various groups within these increasingly diverse communities are looking to the police to resolve their conflicts, settle their disputes, and deliver their expectations of criminal, civil, and social justice.¹³

With social structures eroded by the force of the third wave, the thread of the thin blue line may be all that holds the patchwork of color and culture together. A police capacity capable of maintaining order, negotiating conflicts, and solving community problems cannot be sustained in the vacuum of independence and autonomy. Should those responsible for managing the thin blue line fail to choose their future wisely, they may find their future function thrust upon them by the force of the third wave.

The identification of possible futures from which to choose is the objective of futures research.

FUTURES RESEARCH

"The changing nature of police functions" was the subject of a recent speech by Dr. William Tafoya of the Federal Bureau of Investigation. In that speech, Dr. Tafoya quoted renowned futurist, Alvin Toffler, saying, "Until we begin to choose our future, rather than letting it overwhelm us, we shall be forced to live in a society that choking us with too much law in the wrong place, at the wrong time, for the wrong purposes, while depriving us of the essential ingredients of civilized life, a sense of personal safety and social order."¹⁴

But choosing the future can be a very illusory task. Before the word can be spoken, the future is upon us. In the passage of time, the present instantaneously becomes the past as it gives way to the future. In that limited context we know that

the future will arrive. What we cannot know is what that future will bring. Still, it is incumbent upon those to whom the future is entrusted to anticipate, prepare for, and attempt to shape that future. Among them will be the police executives charged with the maintenance of social order and civil communities.

It was perhaps to these "shapers" of the future that Antoine De Saint-Exupery spoke when he said, "As for the future, your task is not to foresee, but to enable it."¹⁵ Enabling the future in the dynamic, vibrant, and diverse environment of the demographic shift would be an impossible task without considering some of the possible futures which might exist.

A futures study usually begins with a general, broad based concern. That concern may be provoked by any condition which has the potential to substantially impact or be impacted by the future. The broad concern is refined through a process of individual and group activities. The first activity is the scanning of social, technological, economic, environmental, and political landscapes for factors relating to the issue. Group brainstorming sessions are then utilized to refine the broad concern for the purpose of structured research. What emerges from these processes is a definable study issue. The issue of this study effort is defined as:

What impact will changing demographics have on the role of medium size suburban police agencies by the year 2004?

Considered also as related sub-issues are, the impact of cultural, ethnic, and social diversity on the function of suburban police; the processes that will be available for service providers and the community to determine service priorities; and the future impact of changing community structures on organizational design.

The environmental scanning process provided a platform from which to view the wave of demographic change. It did not, however, expose the potential

opportunities contained in its wake. Those opportunities were exposed through a process referred to as futures forecasting. Futures forecasting involves an exhaustive search for environmental trends and events which have some probability of impacting the study issue. Environmental factors of a single occurrence are referred to as "events". A series of similar events is referred to as a "trend". Emerging trends can be identified more easily than surprise events. Still, the possibility of such events cannot be ignored in the consideration of possible futures. Futures forecasting is best accomplished through a structured group brainstorming process.

To facilitate this structured process, a panel of experts from inside and outside the field of law enforcement was utilized. Group brainstorming was accommodated through the "nominal group process". The panel's objective was to identify and prioritize ten trends and ten events having the potential to significantly impact the study issue.

The magnitude of each trend and the probability of occurrence for each event was forecast across the time continuum into the year 2004.

TRENDS

With varying degrees of magnitude across the ten-year continuum, the ten trends most likely to impact the study issue were identified as, immigration; crime rates; demand for police services; institutional reliance; revenues to local government; violence in communities; community involvement; public/private partnerships; cultural segregation; and available technologies.

EVENTS

With varying degrees of probability across the same ten-year continuum, the ten

events most likely to impact the study issue included, a major military conflict; a large scale riot; a ban on gun sales; a temporary ban on immigration; the use of the military as municipal police; a large scale local tax increase; the legislated regionalization of police services; the implementation of a users fee for police services; mandated privatization of non-emergency police services; and implementation of a resident officer program requiring municipal police officers to live within the communities by which they are employed.

With the assistance of a computer program provided for this effort by the Policy Analysis Company of Washington D.C., a cross-impact analysis was conducted to assess the impact of each event on the probability of the other events. The results of this cross-impact analysis are helpful in formulating strategies and developing policies. With the data from the cross-impact analysis, the ten trends and ten events were utilized to develop three distinct future scenarios: the most likely future; the most desirable future; and the most feared future. The value of scenarios is that they provide a framework for vital planning by allowing the user to ask "what if" questions.

THE MOST DESIRABLE FUTURE

The scenario selected for development begins in the hostile heat of the summer of 1995 when the social barometer was being elevated by cultural diversity and anti-immigration sentiments. Many suburban communities, weakened by an ailing economy, were straining under the increased social pressure.

The Placentia Police Department had, however, already begun to engage its community in determining community needs, establishing service priorities, and forecasting future demands. While the capacity of other departments was diminished by diverse demands, Placentia was strengthened by a diverse pool of talent and

abilities. Instead of developing and delivering ineffective programs from the vacuum of autonomy, Placentia's policing efforts were directed by the community which shared responsibility and accountability for prioritizing and economizing service delivery. That same partnership also directed the escalating costs of service delivery. To avoid the negative impact of increased taxes, Placentia set up a sliding fee scale for service delivery.

To further strengthen this police/community partnership, Placentia utilized redevelopment monies to subsidize a resident officer program which enabled police officers to obtain affordable housing in the communities where they worked. By 2004 Placentia had become a model of community directed policing.

With the planning framework established, the process of developing a strategic plan was begun.

STRATEGIC PLANNING

Having quarried the past, surveyed the present, and identified possible futures, the data collected was brought to the strategic planning process. This process involves several activities. These include developing a mission statement, conducting a situational analysis and a stakeholder analysis, identifying alternative strategies, and developing an implementation plan. The objective of the strategic plan is to help transform the desired scenario into a future reality.

This information was considered in the context of the primary issue with an examination of the related sub-issues by a panel of internal and external stakeholders having some familiarity with the subject. That panel provided an analysis of the sub-issues, recommended alternative strategies, and selected the strategy they felt would best address the issue. This article focuses on that strategic plan.

THE MISSION STATEMENT

The primary function of a police agency is usually found in a mission statement. A mission statement articulates that organizations reason for being. It helps to identify that which a particular agency believes to be important. The mission statement developed for this study effort is articulated as:

In partnership with and empowered by our diverse community, we the members of the of the Placentia Police Department are committed to and accountable for the continuous improvement of service quality. To accomplish this we will:

- * Establish and maintain interactive relationships with every segment of our community,**
- * Develop communication systems which will enable us to align service priorities and methods of service delivery, and**
- * Facilitate, support, and actively engage in the identification, establishment, and maintenance of community goals and objectives.**

SUB-ISSUE ANALYSIS

The Impact of Social Variance on the Police Function

While most modern police agencies are mission driven, they tend to be internally focused. As such they often determine and script their own reason for being. With legitimacy based on law and expertise, these internally focused organizations often identify problems as they perceive them to be. They then apply that perception to determining the appropriate course of action for addressing those problems. Since most law enforcement agencies view their primary function to be the enforcement of laws, the appropriate course of action is often limited to these activities.

This may have been an effective method of determining the police function in the socially stable and homogeneous suburban communities of the past. However, as the police are drawn further into the complex social structures of increasingly diverse communities their law centered legitimacy and capacity is significantly diminished. That capacity can be dissipated completely if the police do not know what the community regards as important problems to solve.

In an effort to bolster that capacity, some progressive police agencies have begun to foster segments of their communities under the broad umbrella of "community oriented policing". While these community "empowerment" programs may be a step in the right direction, the length of the stride may not be sufficient. To empower the external stakeholders, the organizational mission must not only be oriented toward, but driven by the external environment.

Determining Service Priorities

Empowering stakeholders, internal and external, to determine the function of their police is essential to the future of those functions. However, under the present umbrella attempts at empowerment may be having the opposite effect. In some "community oriented" programs small segments of the community are "empowered" to help identify problems in their neighborhood. Once the problem has been identified, responsibility and accountability for the solution is returned to the center of authority and expertise, the organization. Those once "empowered" quickly revert to a role of non-involvement with no responsibility or accountability for solving the problem. When this occurs, the non-involved may view the services delivered as simply another entitlement program of an institutional provider. By restricting participation in the process of governance, these agencies may be "disempowering" those stakeholders.

Empowerment involves changing the roles of community members from recipients of service to active participants in the service delivery system. In his book "The Spirit of Community", Amitai Etzioni says that an important way to build community is to ensure that there are numerous occasions for active participation of the members in its governance.¹⁶

If the police function is to be determined by community consensus, the next consideration is that of agenda. With an external focus, the community agenda becomes a major driving force of a community directed organization. In the anticipated diversity of the uncertain future, the community agenda may also become an overwhelming force.

Under the broad umbrella of "community oriented policing", some community members may not perceive their agendas as being met. This may be particularly true for those members not living in a "problem" or "target" area of the community or who are not currently besieged by tangible problems. These stakeholders may feel ignored by a system they perceive as attempting to serve special interests in the public interest. In the diverse environment of sub-communities, equal representation is vital to the maintenance of social order and civility.

Considering Organizational Design

To accommodate the active participation of a diverse community, police agencies will need to provide access to a fair representation of participants. This is difficult, if not impossible, in the closed systems of independence and autonomy.

The hierarchical style of management is slowly being recognized as obsolete and dysfunctional. In the traditional pyramid, the structural abatement toward the pinnacle acts as a damper to the flow of information. This bottleneck increasingly

becomes an impediment to effectiveness as the level of available technologies enhances access to information and knowledge by those at the lower levels of the organization. With the accelerated evolution of the information age, those atop the organization are coming to the realization that they alone no longer have all the answers or easy access to those who do.

Some forward thinking police executives are considering structural modifications to their organizations to facilitate the information flow and spread accountability for problem solving. However, even with these valiant attempts to invert the pyramid, responsibility and accountability remains trapped inside the organization. In the rift of the demographic shift, responsibility and accountability for mission attainment must be pushed out of the pyramid and into the community.

To accomplish this, the panel identified and considered several strategies. An initial list of ten such strategies was eventually distilled to three alternative strategies.

ALTERNATIVE STRATEGIES

Strategy One: Externalize the Organization

With this alternative, the department would focus on the external environment in an attempt for service alignment. Based on the realization that the community itself is the first line of defense in controlling crime, the community itself would need to become the focus of any successful strategic plan. Past mistakes have taught us that developing crime control and prevention programs based on internal analysis alone is a costly and usually non-effective method of service delivery. An externally focused organization would encourage and facilitate communication with various elements of the community and spread responsibility for economizing and compliance. Priorities for service delivery could be determined by a community council.

Operating as a shadow organization outside the internal environment, a panel of stakeholders would be assembled for the specific purpose of identifying community problems and recommending solutions to those problems. Unlike the Christopher Commission, empaneled to examine existing policies and procedures within the Los Angeles Police Department, this body would not be a single issue, self-extinguishing group. Instead, focusing on a biannual plan, this standing committee would be responsible for conducting research, submitting research methodologies, forecasting future trends, and recommending strategies with which to deal with anticipated future community needs.

Panel appointments would be made on the basis of obtaining a representative cross section of the Placentia community concerns and interests. These might include representatives of government, schools, parents, students, businesses, service organizations, churches, and residents at large. Panel members would be appointed by the City Manager and approved by the City Council majority vote.

Strategy Two: Change the Structure of the Organization

This alternative strategy focused on a systems approach to service alignment and interactive communication with the community by reducing the layers of bureaucratic strata within the police department. It addresses an organizational restructuring which includes a change in organizational philosophy, design, and the role of personnel within the organization. The emphasis of the strategy would be on widening the span of control and increasing the opportunity for interaction, internally and externally, by reducing the levels of authority and the number of specialized positions within the organization.

The value of the generalist position would be enhanced and special knowledge

would be spread throughout the organization rather than being constrained within specialized units. With knowledge spread throughout the organization, members at all levels would have the opportunity to contribute to organizational goals and participate in the solution of problems wherever the problems were.

Efforts would be made to redistribute a generalized workload to other service providers. Included in the redistribution effort would be civilian personnel, retired police officers, community volunteers, and private service providers. Suggestions included privatizing some patrol and non-enforcement services, civilianizing some investigative and other support positions, and increasing the use of community volunteer programs. Sworn personnel could be utilized in expanded roles as community facilitators and neighborhood problem solvers while others could focus on emergency response.

With authority and responsibility spread throughout the organization, individual community members would have greater access to organizational decision making through routine contacts with police officers.

Strategy Three: Develop a Base Line for Service Delivery

With budget shortfalls and dwindling resources, a strategy to prioritize service delivery is extremely important. This recommended strategy focuses on early case closure and involves establishing some absolute mandates for service delivery. This alternative would require off-loading or eliminating completely some of the non-essential services currently provided by establishing base line criteria for service response or delivery. Essential services which did not meet the base line criteria would not be discussed.

THE PREFERRED STRATEGY

Because of the complexity of the issue and of the organization that will confront the issue, the strategy which eventually emerged from the group process was a synthesis of all three strategies.

The philosophical elements of strategy number one would be adopted first with the understanding that appropriate internal and external marketing strategies would also need to be included. Creation of an external body connected to the internal organization would require some modification to the organizational structure. The consultative council eventually created by implementing these strategies would then assume responsibility for identifying and recommending the various service prioritizing and economizing strategies identified in alternative number three.

The external body would be provided with current and projected budget data. They would be responsible for conducting community surveys for the purpose of polling community concerns. They would also be charged with conducting futures research for the purpose of forecasting community needs.

This external body would have liaison with the police department to ensure the flow of information. A project team from within the police department would serve adjunct to the consultative council. Members of this team would be selected from throughout the organization to avoid the appearance of influence or manipulation by the chief of police.

In order to accommodate the external environment, there must be modifications to the internal structure. These modifications may be the most difficult aspect of the recommended strategy, however, they will become increasingly valuable as the community becomes more vibrant. Considering the present political environment and the anticipated turbulence of the uncertain future, these

philosophical and structural modifications will not come without risk. That risk can be minimized with a justifiable strategic plan.

STRATEGY JUSTIFICATION

Roberg and Kuykendall considered the difference in organizational structures in their book, "Police Organization and Management - Behavior, Theory, and Processes".¹⁷ In that comprehensive examination of police organization the authors compared mechanistic and organic structures.

The characteristics of a mechanistic system include, "**specialization**: organizational tasks and activities are specialized into clearly defined positions, members are concerned primarily with their own work and not that of the organization as a whole. **Hierarchical**: interactions between members tend to be vertical in nature, and relationships are governed by the instructions and decisions issued by superiors. **Authority**: the location of knowledge is inclusive only at the apex of the hierarchy where the final reconciliation of distinct tasks and assessment of relevance is made; prestige is internalized as influence is derived from organizational position. **Rule-oriented**: The precise definition of rights, obligations, and methods of performance is attached to each functional role to guide member behavior; means are emphasized rather than the end product or service. **Position-oriented**: accountability is based on job description and rewards are chiefly obtained by precisely following instructions.

The organic system focuses on, **generalization**: there is a deemphasis on specialized jobs and tasks; concern is oriented toward a contributive nature of special knowledge and experience to organization-wide objectives rather than those of a sub-specialty. **Collegial**: interactions between members tend to be horizontal as well as

vertical and are governed by information and advice; status and rank differences are deemphasized. **Power:** the location of knowledge may be anywhere in the organization with this location becoming the ad hoc center of control, authority, and communication; prestige is externalized. **Situation-oriented:** there is a "shedding of responsibility" regarding rights, obligations, and methods of performance; ends are emphasized. **Goal-oriented:** accountability is based on task achievement and rewards are chiefly obtained through excellence of performance in accomplishing a task; commitment to organization-wide goals and objectives and progress is emphasized."

Roberg and Kuykendall point out that in an organic structure communication is lateral consultation rather than vertical command. There is more of a democratic generalist approach and the structure is situation oriented more than rule oriented.

They also claim that, "One of the advantages of the organic model is the increased interaction with the community providing for a neutral exchange of viewpoints. For example, the community may wish to provide for input into the degree that substantive laws should be enforced, while the police can communicate the legal parameters as this relates to means or vice versa."

Roberg and Kuykendall conclude that the organic system is most appropriate to an unstable changing environment. They also note that not all police environments have the same degree of turbulence, and that other factors such as size of community, population composition, and degree of crime problem all have an impact. These factors considered, the organic system would seem to be a conducive environment with which to accommodate the preferred strategy.

The process of strategy implementation begins with transition management.

TRANSITION MANAGEMENT

Transforming the strategic plan to operational effectiveness requires the development of a transition management structure.

An effective externalization effort will require internal and external credibility. It must also avoid the appearance of administrative manipulation. This would be an excellent opportunity to begin making some of the structural modifications discussed previously. However, as previously mentioned structural editing can be the most difficult aspect of the change process. Some of those atop the organization may view structural changes as an abdication of power and control. Since bureaucracies, large or small, are political by design, the transition must be navigated carefully. This internal maneuvering will be complicated further by the fact that the transition, if successful, will end outside the organization. This will require a transition management structure that is intuitive, resourceful, and above all credible.

Among the activities involved in the transition management process are the identification of critical stakeholders; the identification of an appropriate transition management structure; and the identification of implementation technologies. An expertise panel was also utilized to facilitate this process.

Having identified the critical mass of stakeholders, it was decided that a police officer who serves as the coordinator of the "Volunteers In Police" program would be selected as the project manager. This officer has tremendous political insight and access to a substantial pool of expertise from which to draw. Some of the "volunteers" have considerable professional expertise, are very connected to the community, and could contribute significantly to the transition team. They would be assisted by both current and retired employees from all levels of the department to strengthen their internal credibility. The project manager would have liaison with the

Patrol Division Commander for necessary resource support, however, the coordinator would have functional supervision of and authority for the transition project. This project management team would then serve adjunct to the Community Consultative Council once that component was in place.

CONCLUSIONS

Demographics, the arbiter of all things, is rapidly, and sometimes radically, changing the make-up of our communities. The social shift resulting from the third major wave of immigration into this country is also changing the police capacity to maintain social order and civility within these communities. As community structures change, so too should the structures of the service delivery systems within those communities change. This study concludes that independence and autonomy will not protect or promote police legitimacy, capacity, or function in the vibrant environment of the third wave. Police executives standing in the wake of this third wave, and at the threshold of the next century, should consider these systems carefully.

The research indicates that diverse and divergent communities cannot be adequately policed by a closed system with an internally focused mission. To be effective in the next century police executives will need to externalize their focus and their organization's reason for being. They will need to abandon the position of power once found in law and expertise and seek legitimacy from the richness of diversity of their rapidly changing communities. This will require a major philosophical shift away from a law enforcement centered function toward a quality of life centered function. This philosophical shift may require these executives also abandon the security of autonomy to become community activists in creating a mandate for change.

In order to become community activists these executives will need to know what issues the community regards as important. This can only be accomplished with the neutral exchange of ideas made possible by interactive communication systems. The information derived from that exchange must then be applied to a democratic process to determine service priorities. As Professor Herman Goldstein noted, "In this turbulent period it is more important than ever that we have a police capacity that is sensitive, effective, and responsive to the country's unique needs, and that, above all else, is committed to protecting and extending democratic values."¹⁸ The establishment of community consultative councils may be one way of protecting and extending these values. Empowering community members to share in the responsibility and accountability for service delivery may actually enhance police capacity and legitimacy in the turbulence of the third wave.

To accommodate these interactive processes in the social and ethnic diversity of the next decade, police executives will need to radically rethink their organizational structures. In the search for future models of suburban policing, these chief executives may need only look back to past eras of urban policing. Back to the social connectedness between the police and the communities they served. Back to the future of community directed policing. In so doing they should consider Roberg and Kuykendall's organic system.

Whichever function, system, process, or structure these future police executives eventually choose, they are encouraged to consider the turbulence of the third wave. They are encouraged to explore the organizational and community potential contained in the diversity of that wave. And most important, they are encouraged to continue their search for possible futures from which to choose and be prepared to change whatever they find.

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