WHAT IMPACT WILL THE TV NEWS MEDIA HAVE ON LAW ENFORCEMENT FIELD OPERATIONS BY THE YEAR 2004?

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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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What Impact Will The TV News Media Have On Law Enforcement Field Operations By The Year 2004

SECTION I - INTRODUCTION/BACKGROUND

Statement of the Problem

This technical report is an examination of the question, "What impact will the TV news media have on law enforcement field operations by the year 2004?"

Delimitation of the Study

The purpose of this study is not designed to examine what law enforcement executives should do to improve police image through the use of the TV news media; nor is it designed to cast doubt and aspersions on either the role or intentions of the TV news media. Instead, it is designed to provide a system through which the TV news media can obtain needed information and law enforcement can effectively manage field operations in the next 10 years.

The Setting and Population

The setting for this study is the City of Oakland which is located across the Bay from its neighbor, the City of San Francisco. Oakland is surrounded by an international port and airport on one side and the cities of Berkeley, Emeryville, San Leandro and Alameda at its other boundaries. According to the 1990 census, Oakland is the most integrated city in the U.S. The current population is 372,242 which represents at least 82 languages and ethnic groups.

Demographically, the city's population of 372,242 consists of 42.8 percent African American, 28.3 percent White, 13.9 percent Hispanic, 14.2 percent Asian/Pacific Islander, 0.5 percent Native American and 0.3 percent Other. The Oakland Unified School District serves nearly 52,000 students and is the sixth largest district in the state of California.

Since 1978 and the passage of the famous Proposition 13, Oakland, as many other California cities, has struggled for financial stability. In the wake of the 1989 Loma Prieta earthquake, the Oakland-Berkeley Hills firestorm of 1991 and the impending closures of the Oak Knoll Naval Hospital, the Oakland Army Base and the neighboring Alameda Naval Air Station, Oakland's financial situation continues to be problematic.

Focus on the Oakland Police Department

The Oakland Police Department was established in 1853, and has a long history of being a traditional organization. Currently, the police force consists of 670 sworn officers. Demographically, there are 51.9 percent White, 26 percent African American, 11.9 percent Hispanic, 9.5 percent Asian/Pacific Islander, 0.7 percent American Indian. There are 9.2 percent female officers in the department. The new chief of police appointed in 1993 is the first African American to hold this top position.

Importance of the Study

Law enforcement field operations are central to the work of the police. Responding to calls and protecting the public are the essence of policing. How officers do this job is of primary importance to police executives and the public. The credibility and sensitivity of the police are

issues on the minds of many of today's citizens and how they perceive those issues is often through the lens of the TV camera. Consider, for example the following incidents.

In March 1991 California resident George Holliday videotaped Los Angeles peace officers subduing Rodney King with kicks, batons and a taser. A portion of this 81-second videotape was shown repeatedly to TV viewers around the world, who for the most part watched in disbelief and horror.[1]

In April 1991 local Northern California TV camera crews broadcasted live footage of a hostage situation in progress. Through the plate glass windows of a Good Guys electronic store cameras shot film and TV viewers watched while four armed gun men held fifty hostages. The audience watched as two hostages were shot by their captures. The Sacramento County Sheriff's Deputies decided to rush the building. The ensuing gun battle, shown live on TV, resulted in the deaths of three hostages, three suspects and 12 others were wounded. Many of the hostages were wounded by police gun fire as the videotape clearly showed.[2]

In April 1992 Los Angeles erupted in riots in the aftermath of a jury verdict that freed the police officers on trial in the Rodney King beating case. The resulting beating of Reginald Denny, a truck driver, was captured on videotape by a helicopter news crew. The tape was later used by police officials to identify, arrest and prosecute the men responsible for the vicious attack of Mr. Denny.

In February 1993, the Federal Bureau of Investigation and the Department of Alcohol, Tobacco and Firearms surrounded a compound in Waco, Texas where they believed David Koresh and members of his religious cult held many children in eminent danger of being abused. After a long stand off, the agents assaulted the compound, resulting in the deaths of Koresh,

many of his followers and several police agents. This operation was captured on videotape and replayed across the country for all to see.

In Washington, D.C. in December 1994, several United States Park Service Police Officers detained at gunpoint a man armed with a knife. One officer fired two shots at the armed man fatally wounding him. This detention and shooting was captured on videotape by a passing citizen. The dead man's family filed a wrongful death suit against the U.S. Park Police Service. The tape of this incident was replayed across the country. The preceding events can leave little doubt that it is of importance that law enforcement executives explore what impact the TV news media will have on field operations in the future.

Peace officers can expect that a TV news crew will show up at the scene of almost any crime, disaster or event to record images that will appear in a newscast or feature story. It does appear that the TV news media is prone to consider stories of violence, pain and suffering as opportunities to present news of heightened interest to the public to boost network ratings. It is these very stories which preoccupy law enforcement in the field.

Law enforcement executives need to come to terms with the fact that the media and law enforcement are deeply entangled in a serious long-term relationship. In the history of TV, one can see prolonged interest in dramas about law enforcement. Once westerns such as "Gun Smoke" then dramas such as "Dragnet" and "Naked City" filled the airways. Today, a quick scan of "TV Guide" dated December 25, 1994 reveals that between the hours of 7 p.m. and 11 p.m. on any given night of the week, a plethora of police shows are aired: " N.Y.P.D. Blue", "Murder She Wrote", "Matlock", "Picket Fences", "Rescue 911", "Law and Order", "America's Most Wanted",

"Homicide", "Unsolved Mysteries", "Missing Persons", "The X Files" and "COPS", just to name a few.[3]

In 1989 according to the Center for Media and Public Affairs, TV Networks ABC, CBS and NBC carried 542 stories on crime while in 1993 these networks carried more than 1600 stories on crime.[4] Law enforcement provides the media with a 24-hour source of activity and information. It seems to be true, the worse the news, the faster it has to be disseminated.[5] What is important here is that the TV news media want interesting, exciting items related to law enforcement which can be shown to the public as soon as possible.

Hannaford in his book, Talking Back to the Media, says that the public uses TV as the primary source of information and, when faced with conflicting reports, the public most often relies upon the TV report to resolve the conflict.[6] The fact that TV is used by most people as a major source of information and entertainment gives it a special place in time. TV can helps us to teach one another, correlate responses and watch the future unfold. To that end, it makes good sense that the impact of the TV news media on the future of law enforcement field operations be examined in this futures study. As Surette contends in his book, Justice and the Media, the justice system and the media are becoming increasing entwined. However; the media have increased their power in that they can interact directly with the public by being at the scene of events and then indirectly by influencing attitudes about the events.[7]

Technology will drive the TV news media beyond its present abilities and capacities. "USA Today" reports that Microsoft, the largest software company, will produce software that will turn the cable TV converter box into a computer and allow you to order a pizza while watching a film accessed from a library of films supplied by a local cable company.[8]

According to the "Contra Costa Times" newspaper, TV will become an interactive, computerized, two-way machine that will allow you to control what you see and when you see it. It will create, show programs, find information and serve as a video telephone and electronic mail machine. TV will use fiber optic lines that are glass strands that move information on light waves. These fiber optic lines can carry a great deal more information per second than the currently used copper coaxial cable lines. Where fiber lines are not installed digital compression will use computers to squeeze 10 times more channels through the same old lines.[9] Tomorrow's TV news media will be able to simultaneously film and transmit voice, video, text and graphics to virtually every U.S. home, business, school and library that has a television.

In the last few years private ownership of camcorders has expanded the term "TV media". Now, citizens at large film newsworthy items and then turn around and sell their films to the TV news stations. This phenomenon has come to be called, "checkbook journalism" and it poses problems for both the TV news media and law enforcement. Established TV news people have to get to more places, faster and law enforcement has to cope with often inexperience private citizens.[10]

In addition to the ever increasing exposure of the public to TV and an expanded TV technology, the matter of the relationship between the TV news media and law enforcement personnel is of major importance. Some media folks claim they are in the business of protecting First Amendment rights and the public's right to know. Others say they are in a business and it is their job to provide information and entertainment. On the other side, law enforcement asserts it is their job to protect the public and they suggest that TV coverage can actually distort reality and that the presence of cameras may lead to the creation of an incident, confrontation or

misunderstanding.[11] It is these varying perceptions which dominate the literature related to this study.

Review of the Literature

This author analyzed publications of the National Criminal Justice Research Services Database, the Criminal Justice Periodical Index, the Commission on Peace Officer Standards and Training Library in Sacramento, the Library of Congress, the Pleasant Hill Public Library and the California State University Library at Hayward. The author found that much of the literature contained information on the importance of police and media relations and more specifically police image vis-a-vis the media. Other literature which seems pertinent examines the power and the rights of the media. Finally, several authorities have some optimistic suggestions regarding the improvement in the relationship between the media and the police.

Much of the literature deals with the reactions of many law enforcement officials when they are dealing with the media. Weinblatt, in an article in "Law and Order" magazine, points out that the prospect of being the center of a "media feeding frenzy" is many police official's worse nightmare. He says that this anxiety is a result of the fear and mistrust law enforcement often feels towards the media. Weinblatt notes the mistrust is frequently mutual and, of course adds fuel to an adversarial relationship.[12]

Police officers claim that despite what they do or not do, their actions will probably be second guessed by the TV news media. Officers say that what is reported about them in the news is extremely important because often the public's opinion about police conduct is based on the information they receive from the media and not from any personal knowledge.[13]

Police officers remark that crime news is too plentiful on TV and that overkill leads to an exaggerated fear of crime in the community. Good news is ignored and people get the impression that most violent crimes, the ones most frequently reported, are the most prevalent. They say this is a complete distortion of the crime picture.[14]

With more than two million American citizens in possession of video camcorders and the existence of TV stations such as Cable News Network (CNN) with toll-free telephone numbers available to dial in a news scoop, the fear of being captured on videotape by some news-thirsty citizen is more real than ever before.[15] Since the Rodney King case, police officers are particularly suspicious. Many even fear that there have been attempts to entrap them. According to Frantzen, an instructor for the Washington State Criminal Justice Training Center, officers really fear that they could be entrapped by the public and subsequently by the media that would air footage before investigating its validity. Frantzen claims that in many recent incidents, officers have reported that they believed they were being goaded into using force, only to discover that there were people in the background recording everything on video.[16]

In his book, The Coming Battle for the Media, Curbing the Power of the Media Elite, Rusher explains that the role of the media has been generally adversarial. He states that,

> From the outset the Founding Fathers recognized that the press had a special and essentially adversarial role in American Society: the precious responsibility of aggressively investigating and informing the people about public topics, so that the people in turn could manage their affairs intelligently.[17]

Crawford writes that historically, the relationship between law enforcement and the news media has been fraught with conflict. Here he seems to come down hard on the media.

> Law enforcement agencies, in their efforts to safely and effectively investigate and prosecute violations of criminal laws, often have sought to preclude the

> news media from interfering in their endeavors. On the other hand, the news media, performing the valuable function of keeping the public informed, has waived the first amendment banner claiming a news gathering privilege.[18]

The media is protected by many laws and, regarding the issue of privacy, the law generally stands in their corner. People in a public place have little privacy from the media. Without permission a person in a private place can be legally photographed via a telephoto lens, as long as the photographer has the right to be in the place from which the photographs were taken. The photographer can broadcast the shots if a court decides the person's privacy does not outweigh the public good served by the broadcast. Additionally, the media can enter private property where the public is invited. Only if the owner asks them to leave and they refuse can they become trespassers.[19]

Other power of the media emanates from their ability to reach a phenomenal number of people at one time. TV has the ability to inform or misinform and the media have control over the release of information.[20] Seiden states, "Today's average young adult spends approximately 4,000 hours in front of the video screen even before his first day of school."[21] In the first 9 months of 1988, according to data compiled by A.C. Nielson and reported by the TV Bureau of Advertising, households in the United States averaged seven hours of TV viewing each day.[22]

So far in this description, much of the related literature describes a dreary picture of a beleaguered police force trying to manage despite a powerful media and technological force. However, on a more optimistic note, Sagen, editor of a San Diego County newspaper, the "Blade Citizen", recognized the adversarial relationship between the media and the police. She joined forces with law enforcement to do something about it. In March of 1993, the "Blade Citizen"

and the Oceanside Police Department joined together to participate in a "write-along" program. The idea for the program came from an off-hand remark made by a reporter when venting some frustration about the mistrust the police have of the media. Similar to the police "ride along" program where citizens go out on patrol with police to learn about their job, the "write-along" program was instituted. Here, police officers spend several hours a day working at the newspaper, attending editors' meetings and going out with reporters to cover stories. Sagen says the "write-along" program helps to break down antagonism between police and reporters.[23]

Saldana, a police reporter for the "San Diego Tribune", suggests that the "us against them" syndrome, while once commonplace, has softened and communication is generally improving between reporters and law enforcement.[24]

Gerberth, in an article in "Law and Order", suggests that an agency have a public information officer (PIO) handle news media inquiries and requests and also establish a set of guidelines on the release of information to media representatives.[25]

Jack Drown of the San Diego County Sheriff's Department suggests that besides establishing set guidelines, an agency's media policy should set the tone for the agency-media relationship. He says that a positive policy could have a profound affect on how the public views police effectiveness and on the way media and police interact during a field operation.[26]

In conclusion, serious problems exist but some people are trying to ameliorate tensions in the relationship between the media and the police. Clearly, the related literature as well as other background factors point to the need for the present study, which is intended to improve matters.

Summary

In this section the central issue of the study has been identified as well as its scope and limits. The importance of the study has been established and pertinent, related literature has been cited.

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SECTION II - FUTURES STUDY

Introduction

As set forth in Section I, the central issue or question to be investigated in this study is "What impact will the TV news media have on law enforcement field operations by the year 2004?" It should be noted that this project is designed to examine the potential, future affect of the TV media on law enforcement. In this vein the research was not focused on what has already happened; instead, it is aimed at what might happen. This writer contends that reliable information which throws light on the future serves as useful a function as does research focused on the status quo or which is expost facto research.

> In a society and a culture based on the scientific process of experimenting to develop and prove what is or can be known about nature, the process of thinking about the future and making forecasts stands alone in its vulnerability. Yet in spite of these risks and the unpredictability of the future we are constantly making assumptions about the future in guiding our everyday decisions. Occasionally, of course, our assumptions are wrong, and we are surprised by sudden opportunities or developments that create both pain and loss. Nevertheless, as long as the future remains unpredictable, we have no choice but to go on making the best, most reliable assumptions and forecasts about the future we can.[27]

Identification of Sub-issues

Initially, three law enforcement officers met together to develop sub-issues related to the central issue. This group consisted of fellow command college students: Lieutenant Greg Lawrence of the Milpitas Police Department, Chief Lonnie Heffington of the Monterey County Sheriff's Department and Lieutenant Sharon Jones of the Oakland Police Department.

Brainstorming was undertaken by the group of three to identify sub-issues that emanated from a consideration of the main issue. Initially, the group identified six sub-issues, but after discussion three sub-issues were selected as being the most relevant to the issue and the ones that law enforcement could have the most influence over.

It was agreed that the following sub-issues were the most important ones to explore in this project:

1) What will be the nature of the working relationship between the TV news media and law enforcement personnel?
2) What will be the TV news media's impact on law enforcement personnel training programs?
3) What will be the impact of the TV news on the policies of law enforcement agencies?

The group concurred that sub-issue one, "the relationship" is the most important sub-issue related to the question, "What impact will the TV news media have on law enforcement field operations by the year 2004?" The group agreed to define the word "relationship" as "the state or character of relatedness, as in kinship or a cooperatively shared interaction"[28] and , as such, it should not be confused with the term "impact" as it is used in the issue statement. For the purpose of the independent study project (ISP) the term "impact" means affect and denotes a one-sidedness that lacks mutuality.

The group stated that the working relationship between the TV news media and law enforcement varies from day to day, story to story, city to city, police department to police department and reporter to reporter. Nevertheless, they agreed that a positive, mutually supportive and cooperative working relationship should be the goal of both, the media and the police. Each organization has need of the service and information the other can provide.

Simplifying these exchanges could increase quality productivity for those concerned. The nature of the working relationship between the two camps can be improved if the concerns of both sides are identified, examined, acknowledged and addressed.

The group listed other issues related to sub-issue one such as deadlines, ratings, money and being number one and cited them as some of the concerns that control the TV news media's conduct. The group explained their concerns about the TV news media's apparent selective journalism and, at times, very biased reporting which often provoked more controversy than objective thought. The group was worried about journalists who write checks instantly to people in payment for the exclusive rights to their stories, statements, photographs and tapes. They explained that these "checkbook journalists" can interfere with police investigations.

Next, the group discussed sub-issue two, "law enforcement training programs". They agreed that training is a topic that often surfaces where there is discussion centered around change, growth and development. The group stated strongly that the impact the TV news media could have on law enforcement training could be very extensive. Having a well-trained PIO who can control and contain the media seems to be of paramount importance. The group consensus was that all police personnel, especially first-line field officers should be informed about the department's media policy and be motivated to follow that policy. The group contended that all laws pertaining to the media would have to be researched, rehearsed and ready to be enunciated by all personnel. This pro-active training approach would have to be continuously updated and there would have to be opportunities to engage in practical applications.

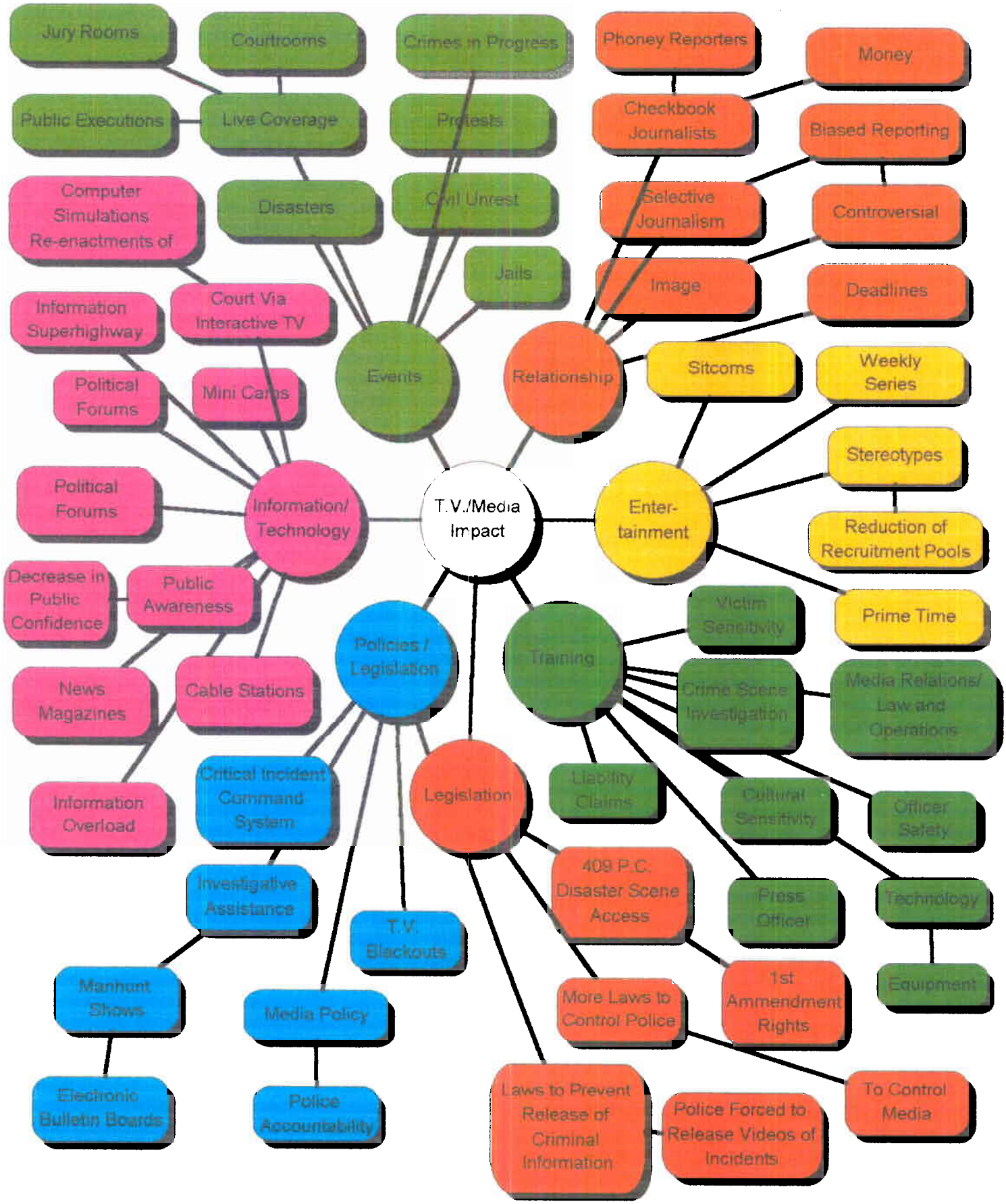
Next, the group attended to sub-issue three, "policies of law enforcement agencies". The group determined that police department's should develop a written agency policies for dealing

with the TV news media in general, and specifically with regards to incident management as well as, investigative field techniques.

A futures wheel was then constructed with the issue in the center to which all six of the initially identified sub-issues were connected. The wheel shows how the issue lead to a sub-issue which leads to another sub-issue and so on (Illustration 1).

FUTURES WHEEL

The impact of T.V. Media on Law Enforcement Field Operations by the year 2004



Forecast of Events

A modified conventional delphi panel of 17 members was recruited for the purposes of selecting and evaluating a final set of events and trends which would be related to the issue and the sub-issues contained in this study. Each member of the group was interviewed by telephone and/or in person prior to the convening of the entire group. Each individual expressed interest in the issue and showed concern for future outcomes with regard to police and TV news media interactions. The group of assembled professionals consisted of law enforcement executives, TV reporters, TV producers, city public information officers, a print media reporter, a private police consultant, and a victim's advocate.

1. Kevin Keeshan, Executive Producer - Special Projects, KGO TV Channel 7, ABC Network.

2. Al Corral, Managing Editor, KPIX TV Channel 5, CBS Network.

3. Stace Felder, Assignment Editor, KTVU TV Channel 2, FOX Network.

4. Carol Ivy, Reporter, KGO TV Channel 7, ABC Network.

5. Sherry Hu, Reporter/Anchor, KPIX TV Channel 5, CBS Network.

6. Willie Monroe, Reporter, KGO TV Channel 7, ABC Network.

7. Harry S. Harris, Bureau Chief/Police Reporter, Oakland Tribune newspaper.

8. Donald Parker, Captain, Public Information Officer, Oakland Fire Department.

9. Mona Lombard, Public Information Officer, City of Oakland.

10. Ron Jones, Sergeant/Administrative Assistant to the Chief of Police/ Public Information Officer, Oakland Police Department.

11. Dennis Holmes, Lieutenant, Milpitas Police Department, Watch Commander, Command College Student, Class 19.

12. Clyde M. Sims, Lieutenant, Oakland Police Department, Homicide Commander.

13. Fred Sanchez, Lieutenant, Oakland Police Department, Internal Affairs Commander.

14. Brad Kearns, Lieutenant, Oakland Police Department, Training Commander.

15. Pete Dunbar, Lieutenant, Oakland Police Department, Watch Commander.

16. Wally Bock, Police Consultant/Trainer, Oakland, California.

17. Elaine Lopes, Supervisor - Victim Consultant, Alameda County District Attorney's Office, Victim-Witness Section.

Each member was provided with the information relative to the issue and sub-issues as well as an explanation of the process the group would use to identify events and trends and forecast them (Appendix A).

Once the delphi group was assembled, a nominal group technique (NGT) was used to identify, first, the most important future events that might effect the impact the TV news media could have on law enforcement field operations by the year 2004. Each member of the NGT panel was asked to list events, silently and independently which they thought were important to the issue. It was explained that an event is a discrete, one time occurrence that can have an impact on an issue. Next, in a round robin recorded session, each member was asked to share his/her responses with the group. A total of 47 events was listed by the group (Appendix B). Then, each group member was asked to select the 10 events that he/she felt would be the most important future events related to the issue.

The participants selected their top 10 events. The events that received the highest number of votes from the group were listed as the final top 10 events. The event that received the most votes was listed as event number one, the event that received the second highest number of votes was listed as event number two, and so forth to 10.

The top 10 selected events are as follows:

1. Live criminal execution televised
2. Mini cams placed on officers' uniforms
3. Built-in portable transmission device invented
4. Major criminal video fraud case uncovered (fake TV)
5. Checkbook journalist scoops major crime story
6. Cop Watch, local police watchdog group, secures a cable TV program (that features critiques of police field operations)
7. Legislation passed that permits the release of names and photographs of juvenile suspects to the TV news media
8. Undetectable micro-mini cams available to police
9. Criminals view themselves on TV during the commission of a crime
10. Police get TV show (public awareness tool)

Event Evaluation and Forecasts

The NGT panel selected the top 10 events and forecasted them. The group rated each event by probability of occurrence (0 to 100 percent) for five and 10 years from now. Then, the group listed the positive and negative impact of the event on the issue (Table 1).

The forecast results from the NGT were placed on graphs that follow Table 1.

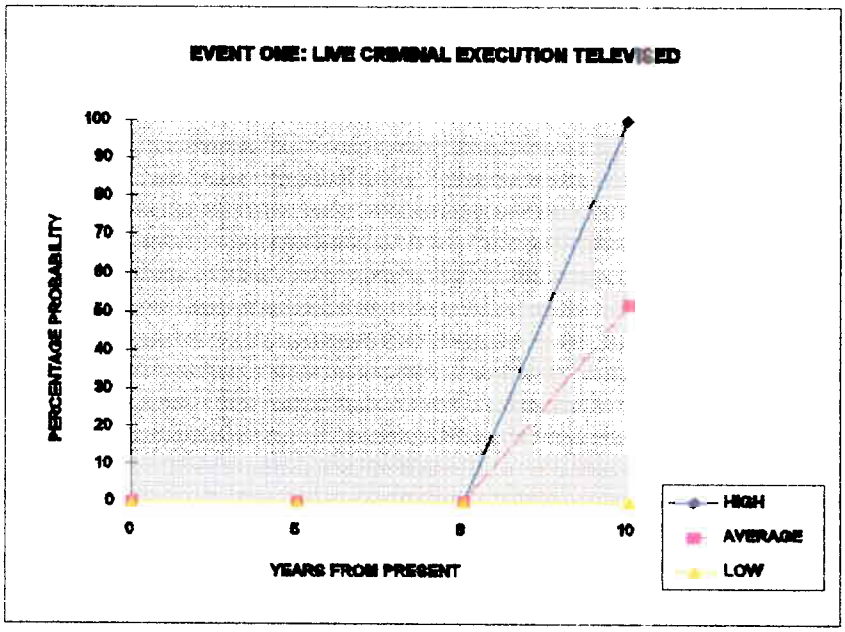
Table 1

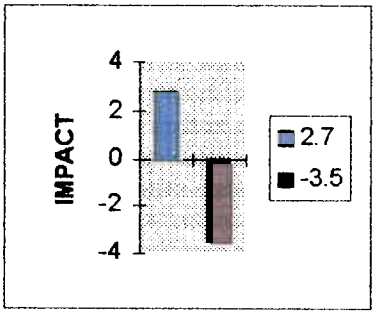
EVENT EVALUATION

Event #	EVENT STATEMENT		** YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
				FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
1	Live criminal executions televised	H	10	0	100	10	-10
		Av	8	0	52	2.7	-3.5
		L	0	0	0	0	0
2	Minicams placed on officers' uniforms	H	10	0	100	10	-10
		Av	5	52	78	6.2	-2.4
		L	2	10	25	0	0
3	Built-in portable transmission devices invented	H	10	0	100	10	-6
		Av	4.8	51	85	6.5	-1.3
		L	1	10	30	0	0
4	Major criminal video fraud case uncovered	H	5	100	100	10	-10
		Av	3.4	74.4	95	0.9	-8.3
		L	1	50	75	0	0
5	Checkbook journalist scoops major crime story	H	5	100	100	8	-10
		Av	1.8	86	95.8	1.5	-7.5
		L	1	40	50	0	0
6	Cop Watch goes cable	H	5	100	100	10	-10
		Av	3.9	65	85.8	3.5	-4.8
		L	2	20	50	0	0
7	Legislation passes to release juveniles' names/photos	H	10	0	100	10	-10
		Av	4.7	40	64.4	4.4	-3.1
		L	2	0	0	0	0
8	Undetectable micro mini cam available to police	H	10	0	100	10	-7
		Av	3.2	76.4	85	4.8	-2.5
		L	1	5	10	0	0
9	Criminals view self committing crime on TV	H	10	0	100	6	-10
		Av	2.5	75.8	91	0.7	-8.7
		L	1	10	50	0	0
10	Police get TV show (public awareness tool)	H	10	0	100	10	-4
		Av	3.5	67.6	89.4	7.4	-0.7
		L	1	10	60	0	0

** 17 member NGT panel forecasts

H - High Av - Average L - Low



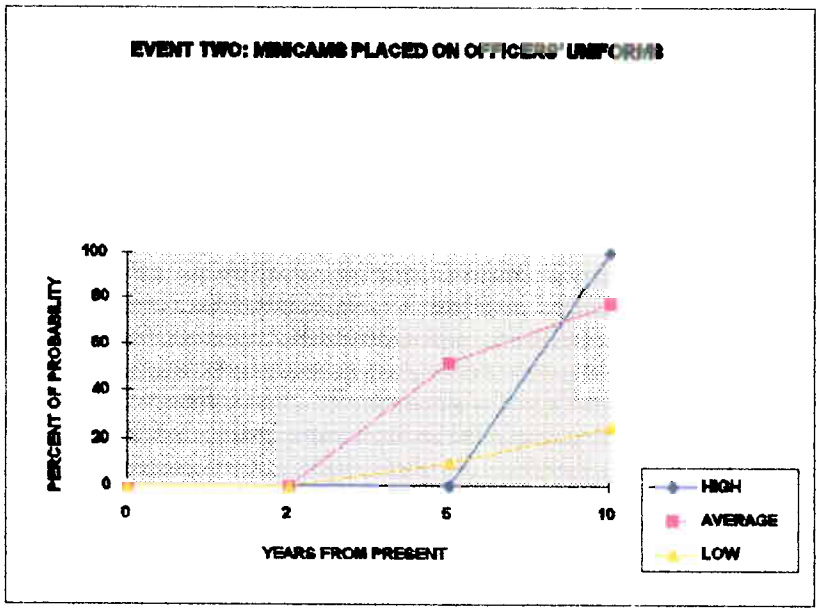


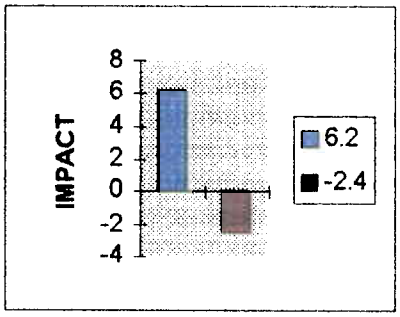
Event One: Live criminal execution televised.

This was an emotionally charged topic as discussed among the NGT panel members. Interestingly, the two TV production editors in the group were the only ones who felt this event had a 100 percent chance of happening in the next five years. On the other hand, three members of the group felt there is no chance that this event would happen in the next 10 years.

Some members felt the anti-crime climate in the country is ripe for live executions while others thought that society is moving towards a renewed commitment to religion, morals and family values, and that some individuals might view live executions as socially incorrect actions. On the average, however, the group felt that there is a 50 percent chance that criminal executions will be televised in the next 10 years. The negative impact of this event was seen as less significant than the positive impact. Some in the group saw this event as a way to bring closure to criminal deeds that are viewed by the public as heinous acts for which the consequences must be harsh and well publicized. The feeling was that to view executions would act as an important deterrent to

crime. Opponents argued the impact was negative in that it would further desensitize the public, especially young people who, too often, see life in terms of sound bytes and short clips. There was a thought that the viewing audience would see executions as yet another program option to add to the repertoire of TV law enforcement shows available for their entertainment. Additionally, there was some speculation that very young viewers may be traumatized by such an event and it could cause serious long term damage to these young minds.



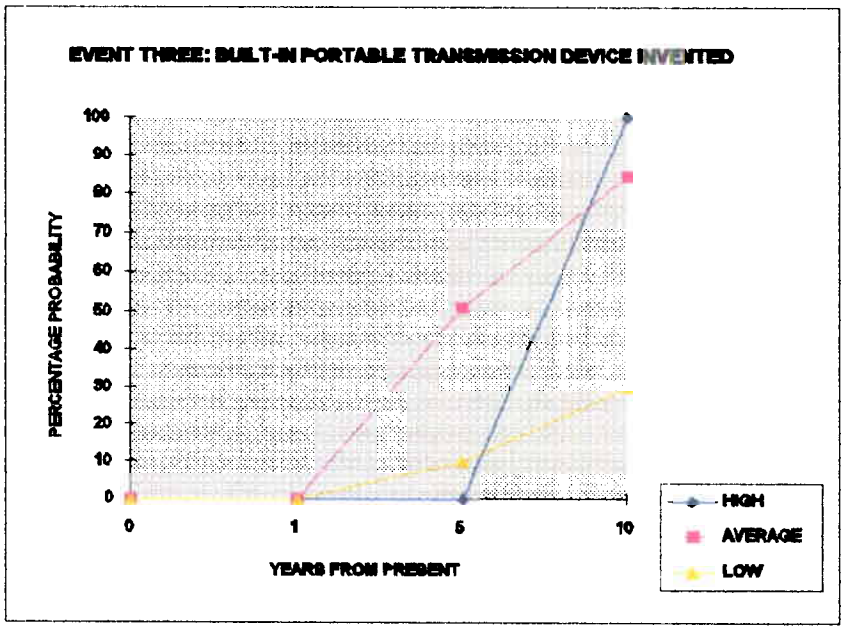


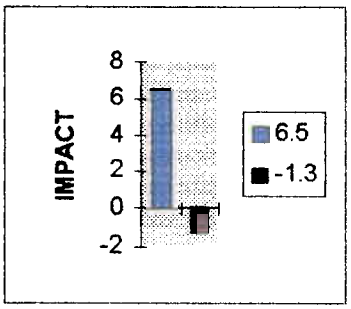
Event Two: Mini cams placed on officers' uniforms.

The day-to-day, minute-to-minute actions of officers in the field are hidden from the view of the public, as well as the TV news media. The NGT panel believed that by the year 2004 there is an 80 percent chance that officers' uniforms will be equipped with minicams. The impact of this event was believed to be significantly more positive than negative. The group thought that officers, armed with footage of their actions, would be able to produce reliable evidence in cases

of unnecessary or excessive use of force complaints and be better able to defend their actions and deeds.

Others believed that such monitoring could cause officers to second guess themselves because they might be pre-occupied with the thought of having their actions recorded. This distraction might cause them to delay a critical action that might unnecessarily endanger themselves or others.

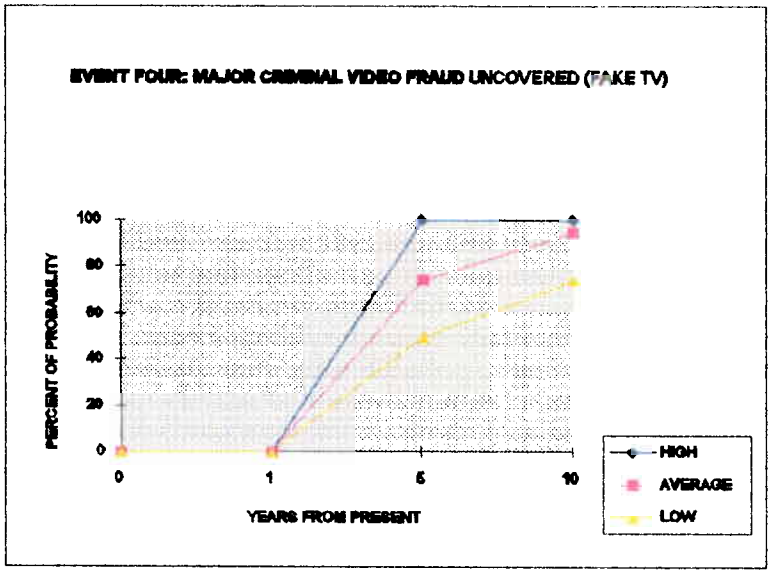


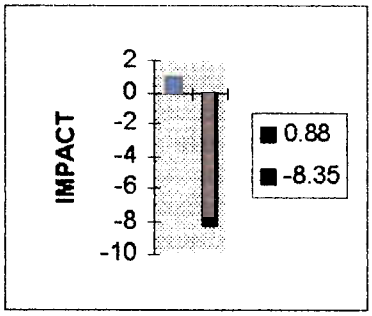


Event Three: Built-in portable transmission device invented.

This device would allow the user to feed footage directly to a TV station that could instantly transmit the footage live on TV. Currently, to transmit live footage direct from a scene a satellite dish mounted on top of a large electronic equipment truck is needed. Overwhelmingly, the NGT panel believed that there is an 85 percent chance by the year 2004 that this event will occur.

The impact of this event occurring was believed to be positive. Instantaneous filming and transmission of information was viewed as desirable because it would be cost effective and leave little room for tampering/editing, thus ensure that the story is told in true sequence and form.

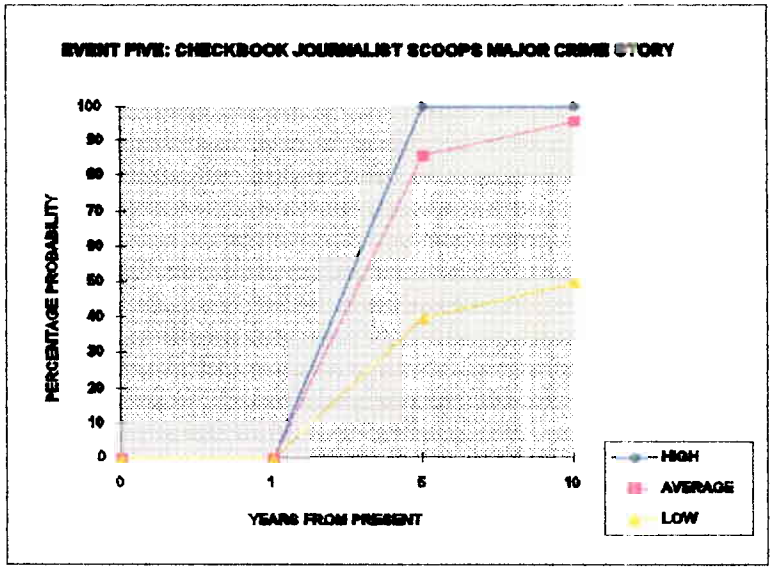


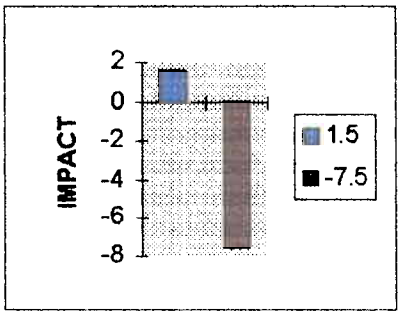


Event Four: Major criminal video fraud case uncovered (fake TV)

The thought that video fraud and fake TV could become a reality raised a great deal of concern among the NGT panel members. Of even greater concern was the group's feeling that there is a 95 percent chance that this event would occur in the next 10 years.

Fear was expressed that videotapes of police field actions and subsequent interviews could be professionally altered to the point of producing totally fraudulent footage that could mislead the public and become cause for litigation. Seemingly innocent encounters could be altered to give the appearance of misconduct and even unlawful acts committed by the police. The public who relies so heavily on TV to help them decide what is true could easily be swayed by fake TV.





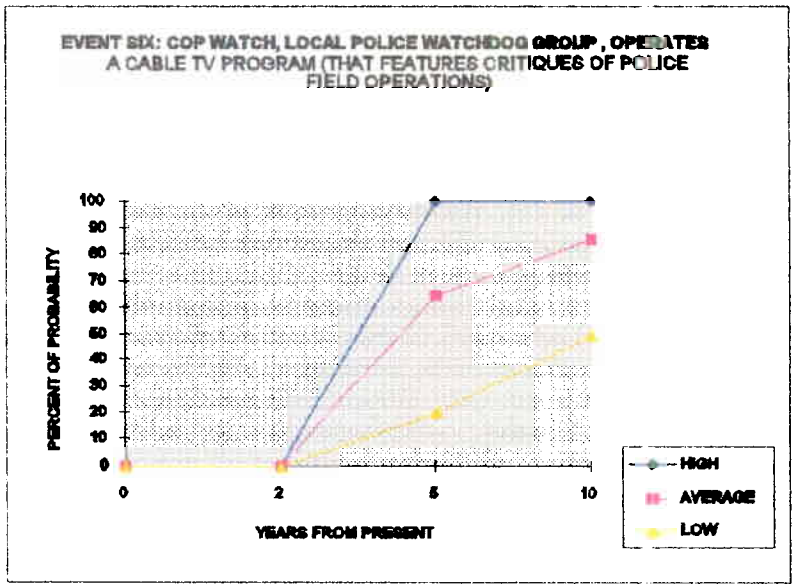
Event Five: Checkbook journalist scoops major crime story

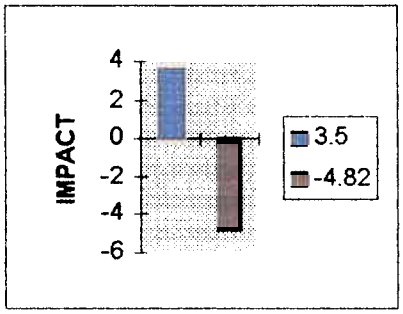
Some in the group said that with technology at their fingertips, checkbook journalists are taking to the streets in hunt of some videotape footage that if purchased could make them very rich. They added that in some cases witnesses may refuse to talk to the police or the TV news media until they find out how much money their story is worth to a checkbook journalist. Once persons receive money for a story their credibility is questionable. Still others may try to capitalize on the greed of the checkbook journalists by creating an orchestrated incident in which unaware field officers called to a scene are met by actors who bait officers into damaging situations that are then videotaped and later sold to the highest bidder.

The group said that the impact this event could have on the issue was negative. If this event were to take place, media personnel would be under immense pressure to get to the story faster than the competition. Shady and inferior reporting might be the result of this dash for the

story. Officers would be increasingly more distrustful of the media since officers view checkbook journalists as part of the media.

The group stated that checkbook journalism can damage the ability of the accused to receive a fair trial because it could create an incentive for witnesses to lie. For those witnesses who tell the truth but receive payment, their testimony loses credibility.

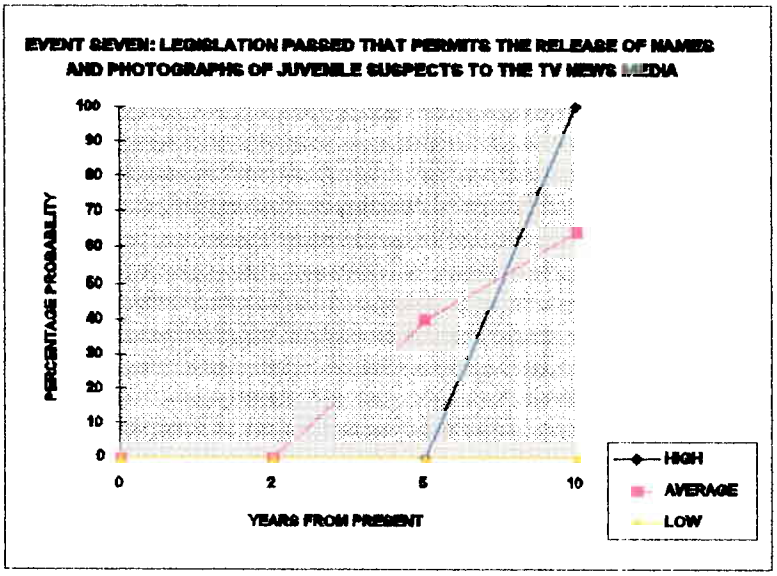


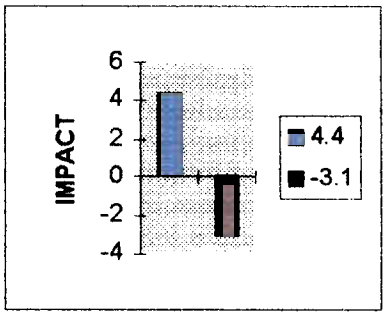


Event Six: Cop Watch, local police watchdog group, operates a cable TV program (that features critiques of police field operations).

The NGT panel felt this event had an 85 percent chance of happening in the next 10 years. The belief was that the public, especially the watch dog groups such as Cop Watch in Berkeley, California will continue to find the police as a ready and available target for their scrutiny and criticisms. The impact that this event would have on the issue is significantly more negative than positive when viewed from the position that these kinds of groups are in the business of trying to catch the police doing something wrong rather than catching police doing something right. Others

thought that this event could put police on proper notice that their actions are not only being watched by them, but will be seen by the cable-viewing public, thus their actions will have to be beyond reproach.



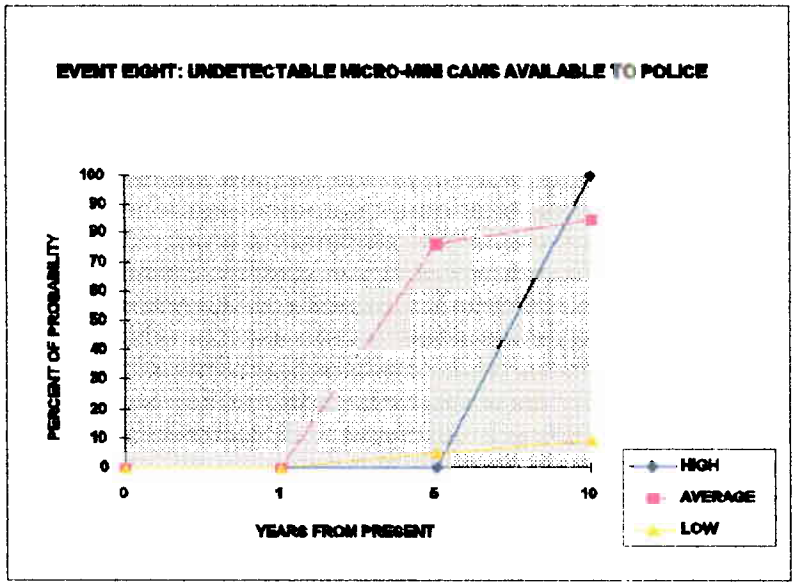


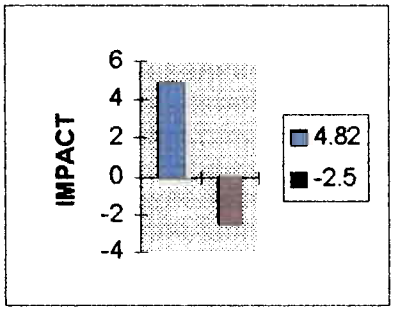
Event Seven: Legislation passed that permits the release of names and photographs of juvenile suspects to the TV news media

Only one NGT panel member believed that there is no chance of this event happening in the next 10 years, while 14 of the panel members felt there is at least a 50 percent chance that this event will happen. Most of the group agreed that today's criminals are younger, more violence and their numbers are increasing, but they thought that the public is not ready to condemn all children and remove all protection of anonymity because of the actions of some. The group was almost split 50-50 on its decision about the impact that this event would have on the issue.

Some believed that if this event happened, the identification and apprehension of juvenile suspects would be improved, publicity could add pressure on juveniles with regards to their

behavior and parents would become more publicly accountable for the deeds of their children. Others expressed concern that this practice could irreparably damage juveniles' reputations in their community which might lead to more anti-social behavior on their part. They stated that most juveniles out grow this negative behavior and become respectable members of society. Society should not brand children as criminals and holds them up to public embarrassment.



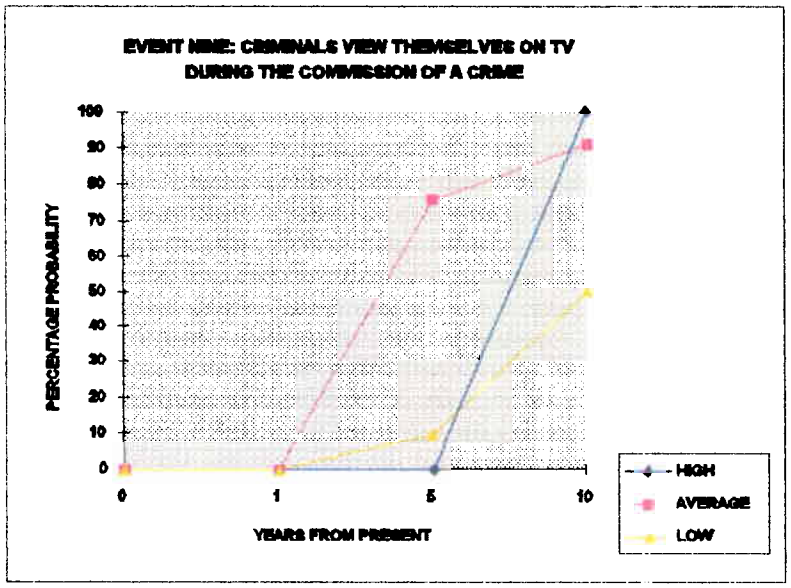


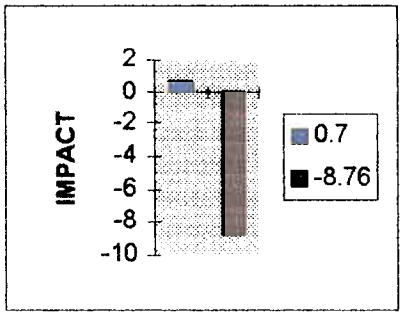
Event Eight: Undetectable micro-mini cams available to police

While 16 of the 17 NGT panel members felt there is a 100 percent chance of this event happening in 10 years, one member felt that there is only a 10 percent chance of the event happening in the next 10 years. The respondent that recorded the 10 percent probability forecast admitted to having little confidence in his response since he is unaware of the current availability of this type of technology. The impact of this event was believed to be overwhelmingly positive.

The thought was that these devices could be used for field operations including but not limited to, covert drug/gun buys, surveillance and hostage negotiations. On the other hand, these

cameras could be planted by others and be used to view confidential police operations such as SWAT team exercises and defensive tactics training.

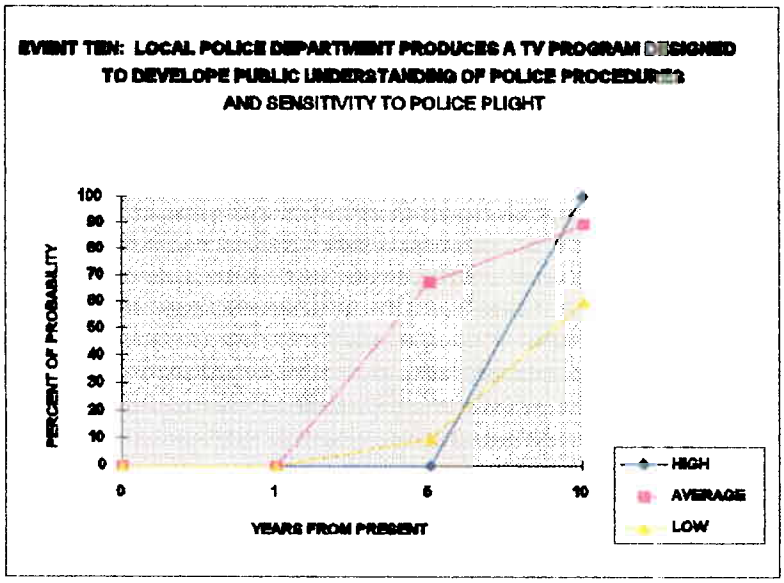


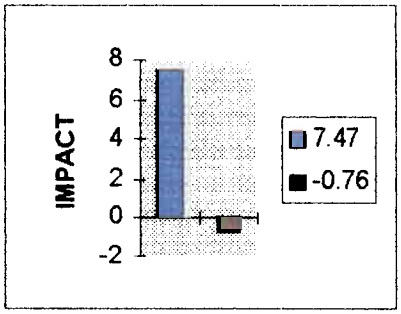


Event Nine: Criminals view themselves on TV during the commission of a crime

The NGT panel members felt that there is a 91 percent chance of this event happening in the next 10 years. Most of the group thought this event was considered to be the nightmare of all nightmares for every law enforcement person. The thought of having the criminals not only know and see field operations, but to have the public also watch the entire operation on TV as it unfolds could seriously heighten the safety of field officers, TV news media personnel, as well as victims, witnesses and hostages. There was concern, too, that the media attention could massage criminal and police egos and encourage the most undesirable resolution to the problem. On the other hand, a criminal who sees himself on TV in the commission of a crime, along with the rest of the viewing audience, could be encouraged to resolve the incident since his guilt is evident and the

witnesses are numerous. It appears too that prosecution in a case of this nature might be fairly simple and inexpensive.





Event Ten: Local police department produces a TV program designed to develop public understanding of police procedures and sensitivity to police plight

The NGT panel members felt that there is an 89 percent chance of this event happening in the next 10 years and the impact of this event would be positive. Some thought that further heightened public awareness of police procedures and policies could result in an increase in complaints filed against officers who might use discretion and not follow procedure as described in a program. These types of inconsistencies otherwise may not have been realized by an uninformed public.

Others pointed out that the police have traditionally kept the public in the dark about police operations and wanted their relationship to remain that way. The TV broadcasting of information on how to access resources inside the department, and what and why the police do what they do,

might not only heighten public awareness but aid in improving the relationship between the police and the public. Often mistrust is built on mis-communication and lack of understanding.

Forecast of Trends

Next, the NGT panel was given time to silently and individually generate a list of the important descriptive trends that could influence the TV news media's impact on law enforcement field operations by the year 2004. It was explained to the group that a trend is a series of events that are related, occur over time, and can be forecasted, but should not include pre-determined measurements. Then, in a round robin session, the group shared trends. A total of 48 trends were listed by the group (Appendix C). Each member was asked to select from the 48 trends, 10 trends that they felt would be the most descriptive of future trends and might affect the issue. Once individual's trends were identified, the trends that received the highest number of group votes' were listed as the final top 10 trends. The trend that received the largest number of votes was listed as trend number one, the trend that received the second highest number of votes was listed as trend number two and so forth to 10.

The top 10 trends are as follows:

1. Technology in the public's hands
2. Police conduct examined via TV news media's public awareness programs such as "COPS"
3. Technology that locates and identifies criminals
4. Law enforcement training in media, crime scene and incident command management and crime scene investigation and security
5. Technology that alters videotapes that could depict police actions

6. Police produced TV shows to generate public awareness of the criminal justice system and promotes additional funding for law enforcement

7. Media access to crime scenes

8. Citizens broadcasting TV news

9. Electronic TV bulletin board systems to broadcast identity of wanted persons

10. Use of TV news media for police accountability

Trend Evaluation and Forecasts

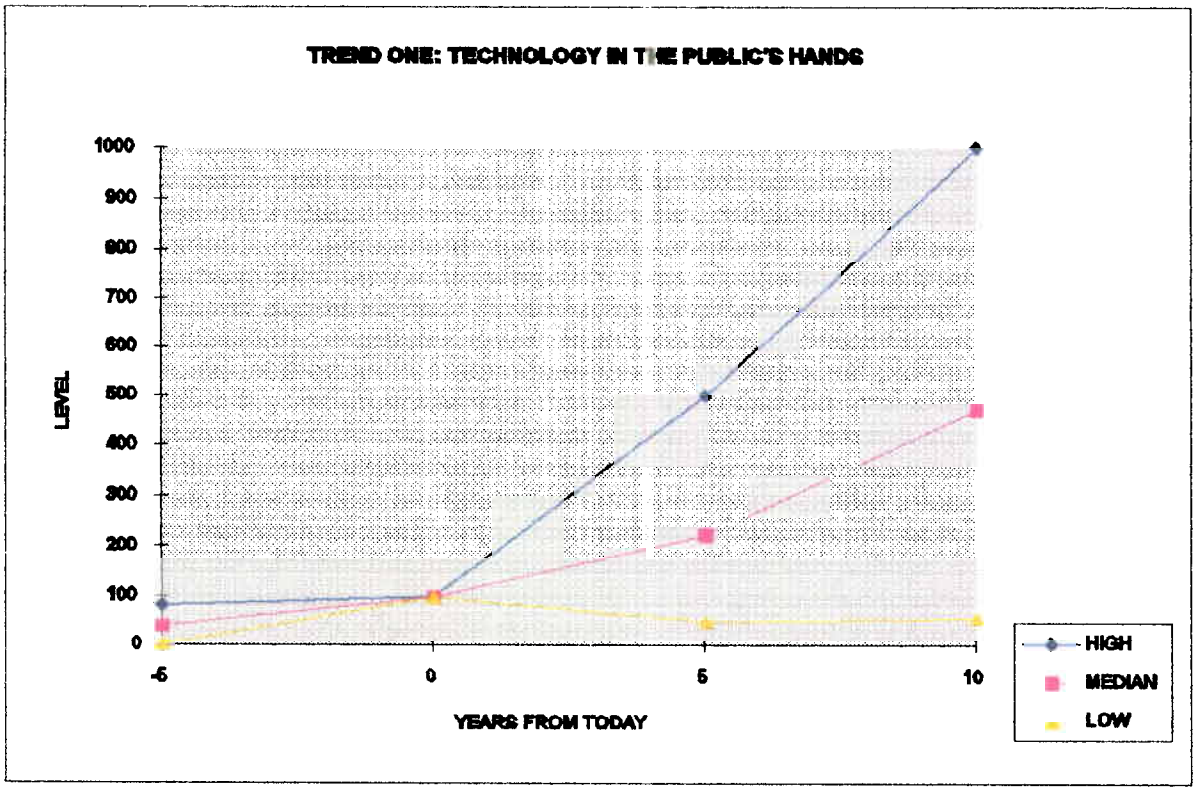
The group rated each trend by using a trend evaluation form. Each trend was given a numerical value with a maximum value of 10,000. The value was compared to 100 which, for the purposes of the forecasting, was considered to be the current value of each trend (Table 2). The forecasted results were placed on the graphs that follow Table 2.

Table 2

TREND EVALUATION

Trend #	TREND STATEMENT		LEVEL OF THE TREND ** (today = 100)			
			FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW	TEN YEARS FROM NOW
1	Technology in the public's hands	H	85		500	1000
		Mdn	40		225	470
		L	5	**100**	50	60
2	Police conduct examined through TV news media's programs	H	100		600	1000
		Mdn	47.5		257.5	462
		L	5	**100**	85	75
3	Technology that locates/identifies criminals	H	95		800	1000
		Mdn	46.5		370	465
		L	2	**100**	60	75
4	Law enforcement training in media and crime scene management	H	80		800	1000
		Mdn	38		360	455
		L	4	**100**	80	90
5	Technology that alters videotapes that could depict police actions	H	75		500	1000
		Mdn	37.5		215	460
		L	0	**100**	70	80
6	Police produce TV show to generate awareness and funding	H	100		800	1000
		Mdn	45		362.5	460
		L	10	**100**	75	80
7	Media access to crime scenes	H	100		800	1600
		Mdn	49.7		370	770
		L	.5	**100**	60	60
8	Citizens broadcast TV news	H	85		500	800
		Mdn	42.5		205	375
		L	0	**100**	90	50
9	Electronic TV bulletin board for wanted persons	H	75		800	1600
		Mdn	37.5		387.5	780
		L	0	**100**	25	40
10	Use of TV news media for police accountability	H	100		700	1000
		Mdn	47.5		310	460
		L	5	**100**	80	80

** 17 member NGT panel forecasts
H - High Mdn - Median L - Low

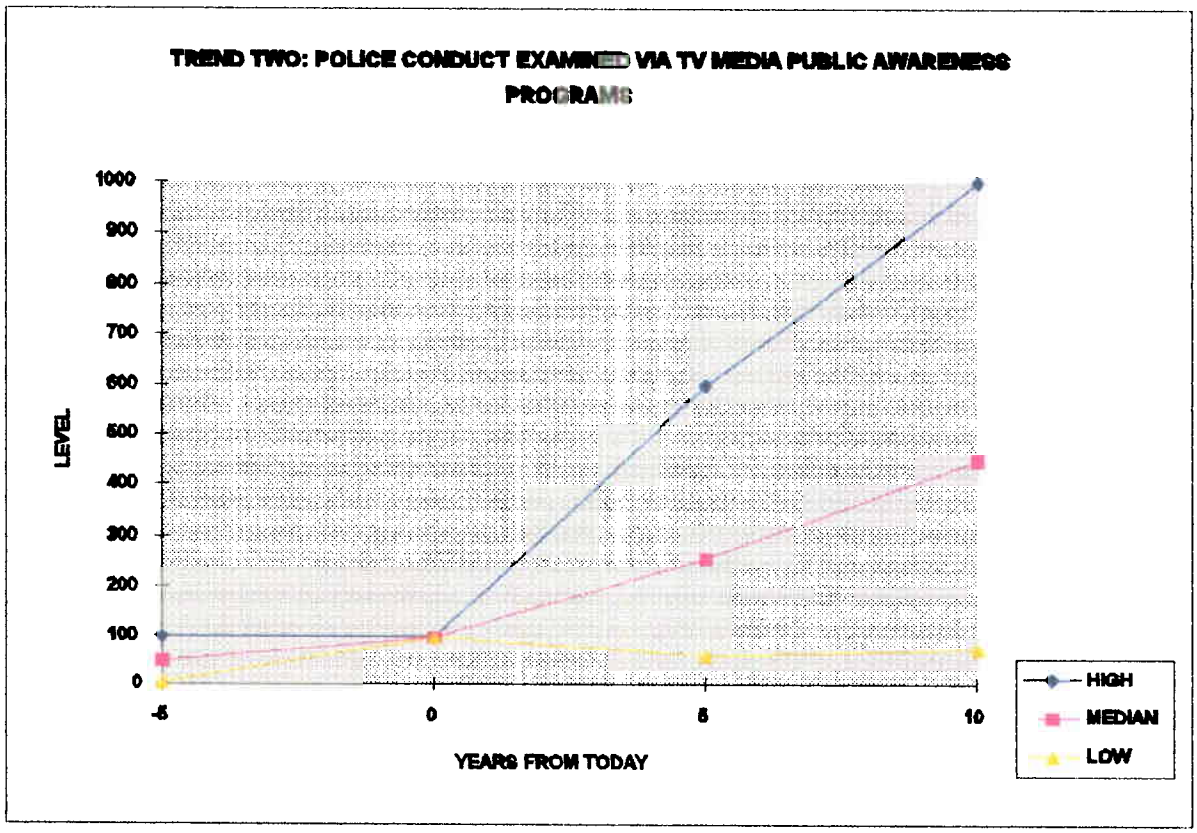


Trend One: Technology in the public's hands

The NGT panel group generally felt this trend would continue in an upward direction over the next 10 years as more and more people gain access to video camera equipment due to interest and lowering of prices. Only two members of the group felt that the trend would decline with fewer people accessing video equipment than currently. When queried neither respondent claimed a high degree of confidence in their forecast. It appears that electronic equipment, in general, and video cameras, in particular, are becoming more and more commonplace in California homes. Twenty years ago TV sets were the rage for consumers and today nearly every household in America has a TV set, and there are many households with multiple sets. Just 10 years ago, video camera recorders were a new market item while today they are commonplace in California

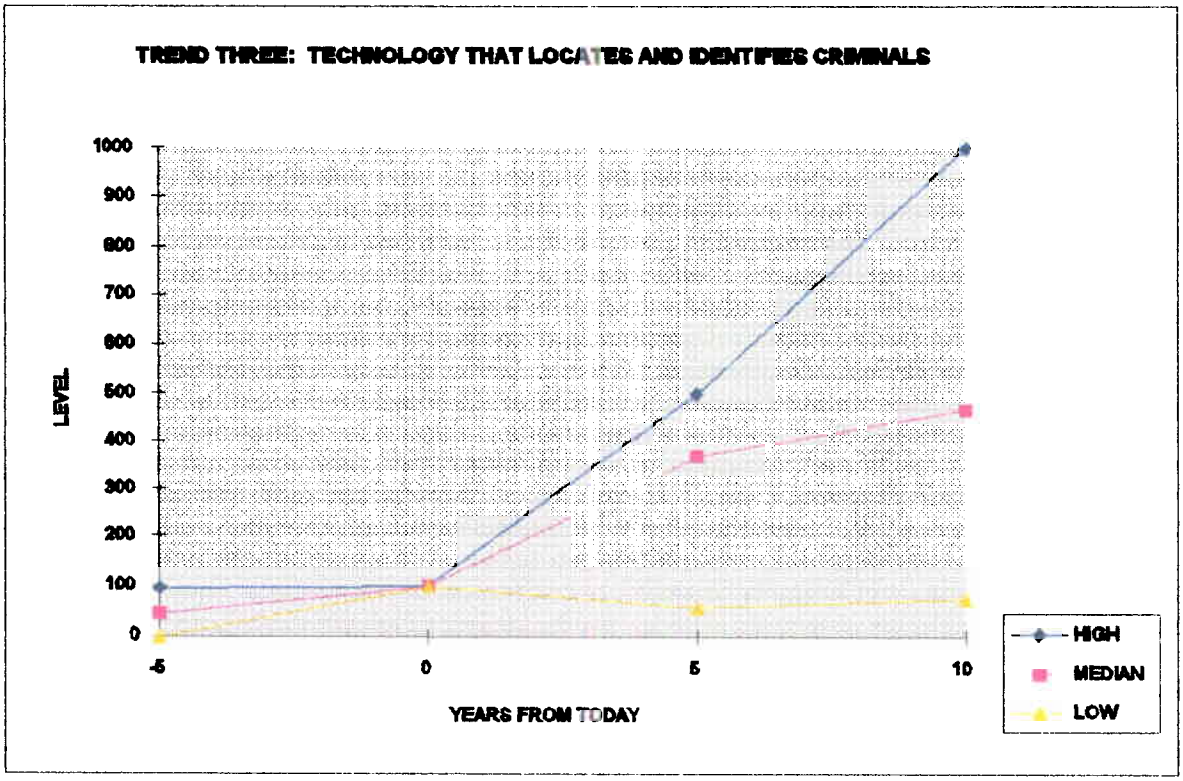
households. A video camera ten years ago was priced at as much as $5,000 and today one can be purchased for less than $500.

Some of the public have developed a love for the video camera evidenced by the popularity of TV programs such as "America's Funniest Home Videos". The public is encouraged to capture on videotape people and/or animals doing something funny and then enter the tape in a contest. Others routinely use the video camera to capture vivid memories of family gatherings and trips. The NGT panel group believed overwhelmingly that gaining access to video equipment is a trend that will continue to rise in the next 10 years.



Trend Two: Police conduct examined via TV media public awareness programs

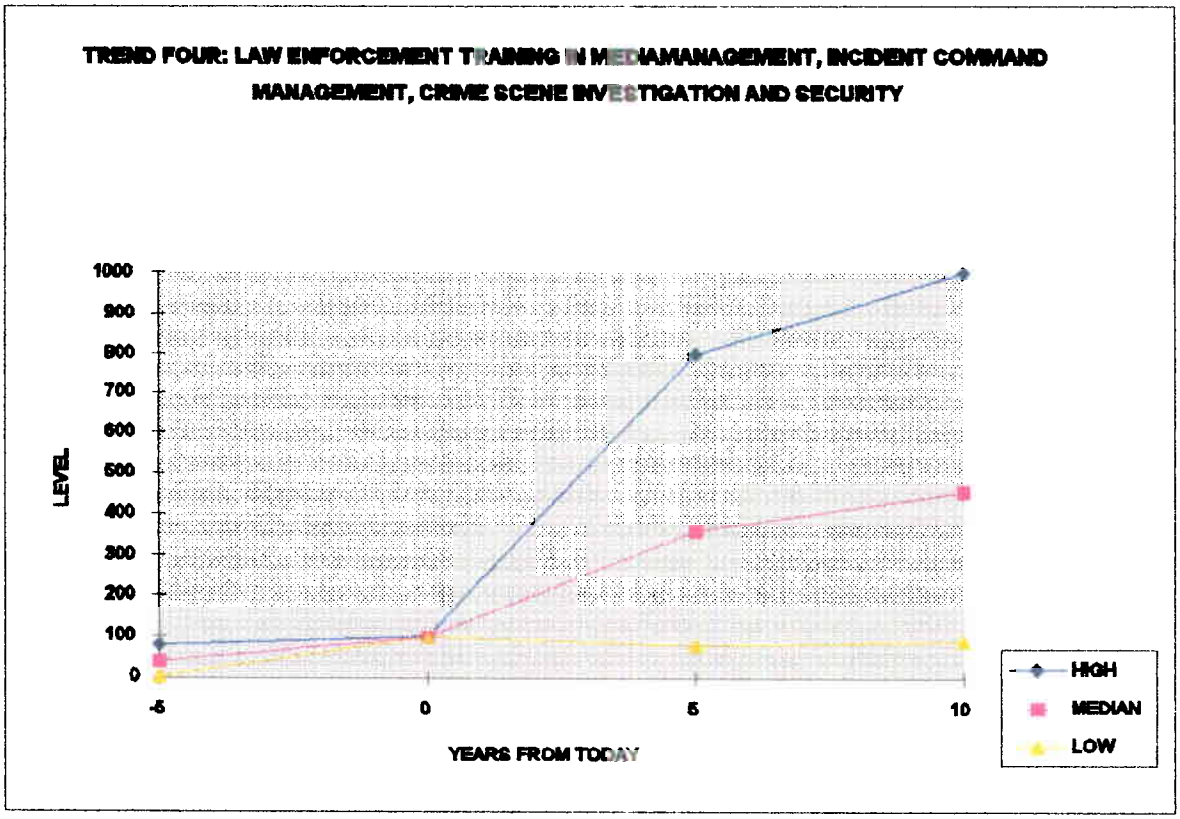
The videotaping of police field operations by the TV news media normally is used to report incidents to the public. For example, in the case of a hostage situation the TV news crew responds to the scene, talks to the incident commander and shoots footage of whatever portion of the crime scene is allowed to be seen. The media interview persons connected or remotely connected with the hostages and/or the hostage takers. Later, on the evening news the public can learn about the crime, the victim(s), the suspect(s) and the outcome. For years this has been the way the TV news media covered crimes in progress. However, there are some changes in this traditional approach. Today, the TV news media go beyond covering the crime scene and conducting interviews. Media persons systematically investigate the crime, chase down leads, critique police investigations and police conduct. Sometimes the story becomes one that centers around what the police either did wrong or did not do and the original crime is all but ignored. The NGT panel generally believed that this trend would continue to grow and by the year 2004 would increase from 100 to a median of 450. Two members disagreed and said that the public would tire of criticism of police and estimated the trend decreasing below the 100 level in 10 years.



Trend Three: Technology that locates and identifies criminals

The widespread use of the Global Positioning System (GPS) in the development of personal and vehicle locator systems has set the stage for what technology has in store for the field officer in the twenty first century. Through the use of GPS, a monitor screen and an electronic device small enough to sit in an adult's palm, a person or a vehicle can be geographically located in seconds. If coded implants were placed under the skin of parolees or repeat violent offenders field officers could determine their whereabouts and identity in seconds.

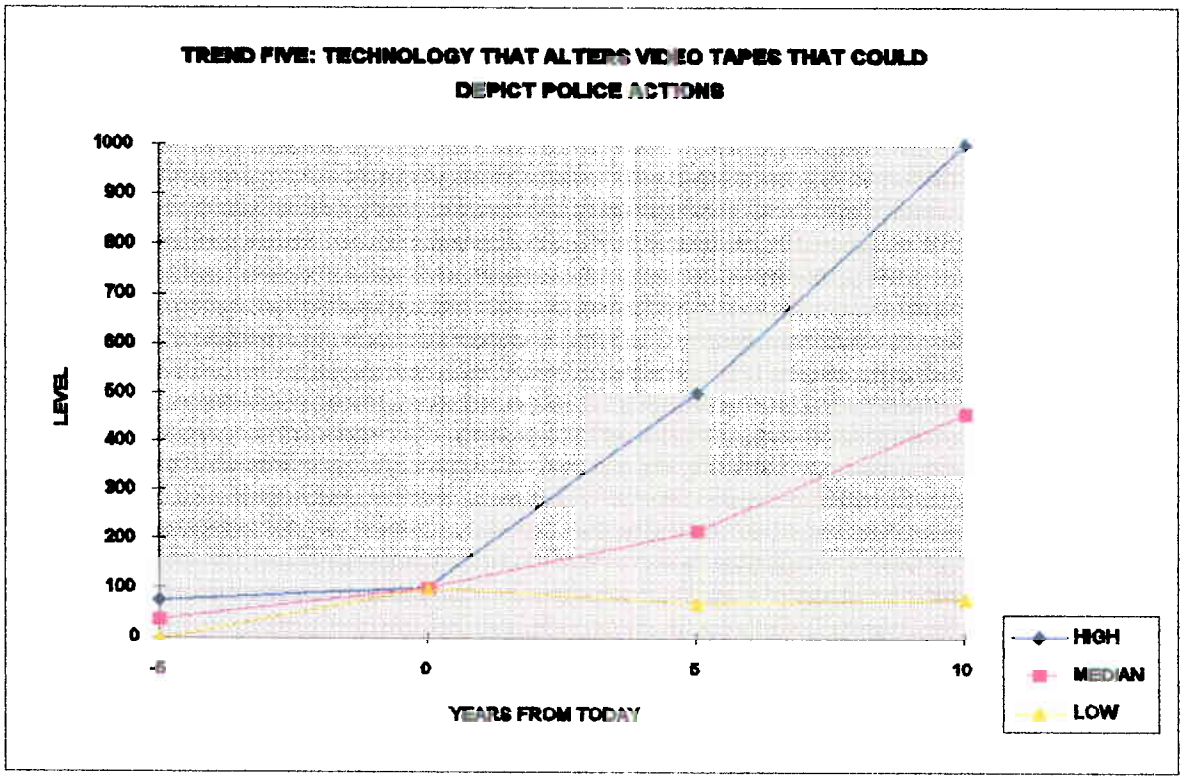
Technology such as the detention wrist bracelet worn currently by some convicts placed on home arrest could be further developed to produce new devices. The NGT panel members reported this trend will continue and in the next 10 years reach more than 20 times its current level.



Trend Four: Law enforcement training in media management, incident command management, crime scene investigation and security

Training in media management is generally only given to PIO's, but often the PIO is one of the last officers on the scene and until he/she is briefed they are unable to provide much information to the media. Trying to get the media, in general, and the TV news media, in particular, to wait for a story is almost impossible. Of course, the media have deadlines and are in competition with other reporters for the freshest and the first reports from a scene. If the officers at the scene delay or deter the TV news media's desire to deliver the story, their story will become the officer's unwillingness to cooperate, illegal interference with First Amendment rights and refusal to let the media provide the public with the information they have a right to know.

The NGT panel members believed this training trend will continue in an upward direction into the 21st century. The group postulated that by the year 2004 the trend would reach a level that is more than 30 times that of today's level and would have a positive impact on the issue. Training invariably, will make officers more cognizant and more confident in the way they deal with the TV news media. Some felt that cross-training could positively impact the issue more than the unilateral training of police officers.



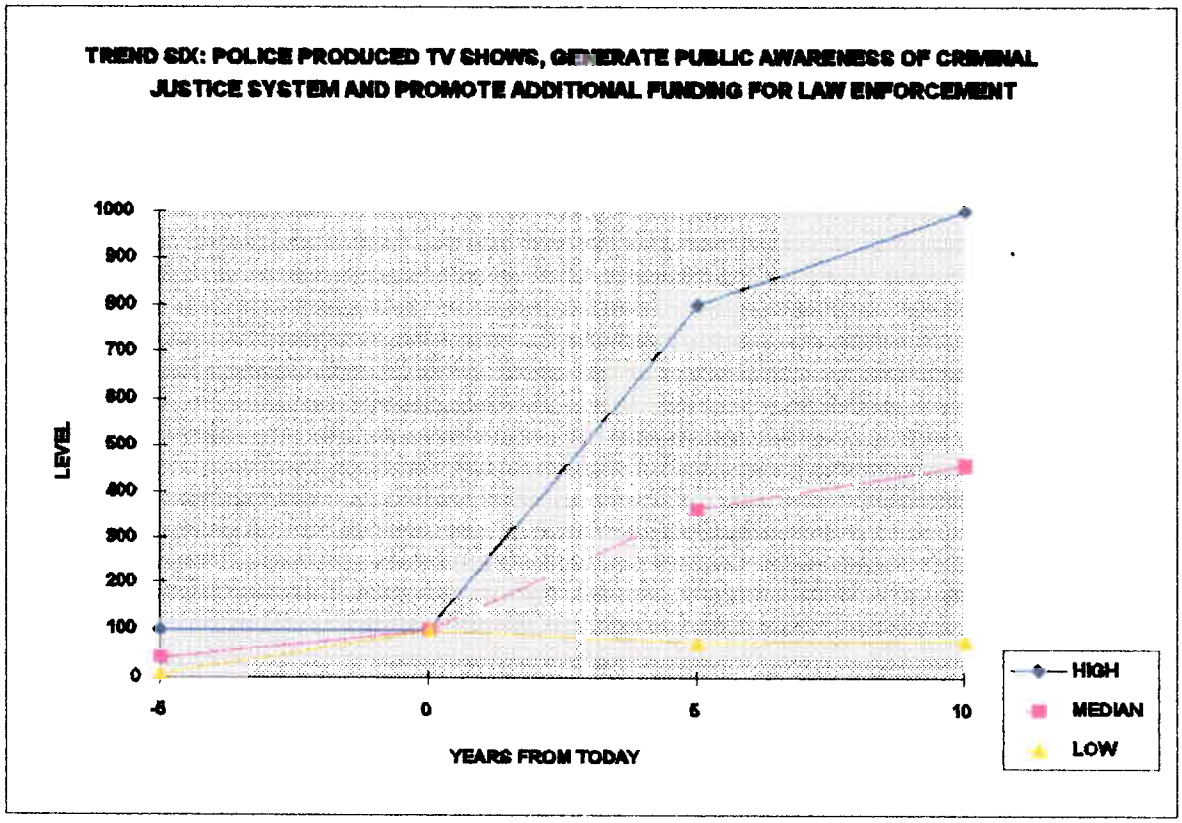
Trend Five: Technology that alters video tapes that could depict police actions

As technology advances and the cost of products lowers, more people will be able to purchase hi-tech items. The NGT panel members said that 10 years from now this trend will

reach a level that is nine times that of today's level. This trend, although relatively minimal in its anticipated rise, is of particular concern to law enforcement personnel.

Most members felt that the famous Rodney King incident was an opportunity for the person who shot the footage of the incident to make considerable money by selling the tape to the highest bidder. If high quality videotape alteration equipment becomes easily accessible and affordable it is conceivable that anyone looking to make fast money might tape incidents, alter the videotapes and either sell the doctored tapes to greedy checkbook journalists or use them as evidence in litigation against law enforcement personnel and their agencies.

Two editors on the NGT panel believed this trend was not only significantly higher than the median indicated, but they stated that altered footage would negatively impact the TV media's credibility. They thought that TV footage would be regularly scrutinized by a public who may change its attitude towards the TV media and reverse the current trend of looking to TV for the definitive answers to questions at hand.

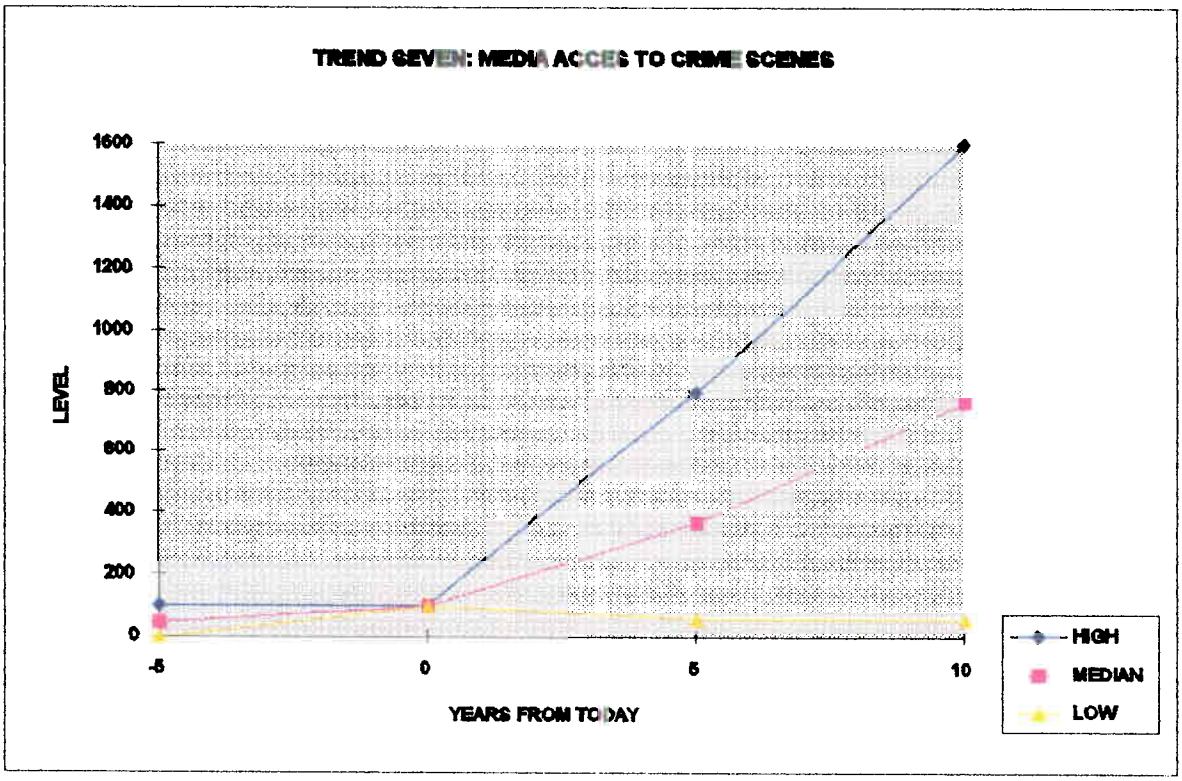


Trend Six: Police produced TV shows, generate public awareness of criminal justice system and promote additional funding for law enforcement

The expansion of community policing in the last 10 years has been instrumental in bringing together the police and the public to work in partnership to reduce crime and mitigate the reasons for crime in the community. This community policing philosophy has caused police departments to open their traditionally closed doors to bring the public behind the scenes of their operations. Police-produced TV programs that teach viewers about the entire criminal justice system were thought to be an effective way to sensitize the public.

It is crimes such as the infamous Polly Klass kidnap and murder case that has brought the public to a new level of awareness about determinate sentencing and the time off for good behavior system that is a part of the California criminal justice system. The NGT panel members

postulated that this trend toward heightened public awareness would continue in an upward spiral and reach a level about nine times that of the current level. The group stated that public awareness of the inner workings of the criminal justice system would also cause the creation of new legislation.

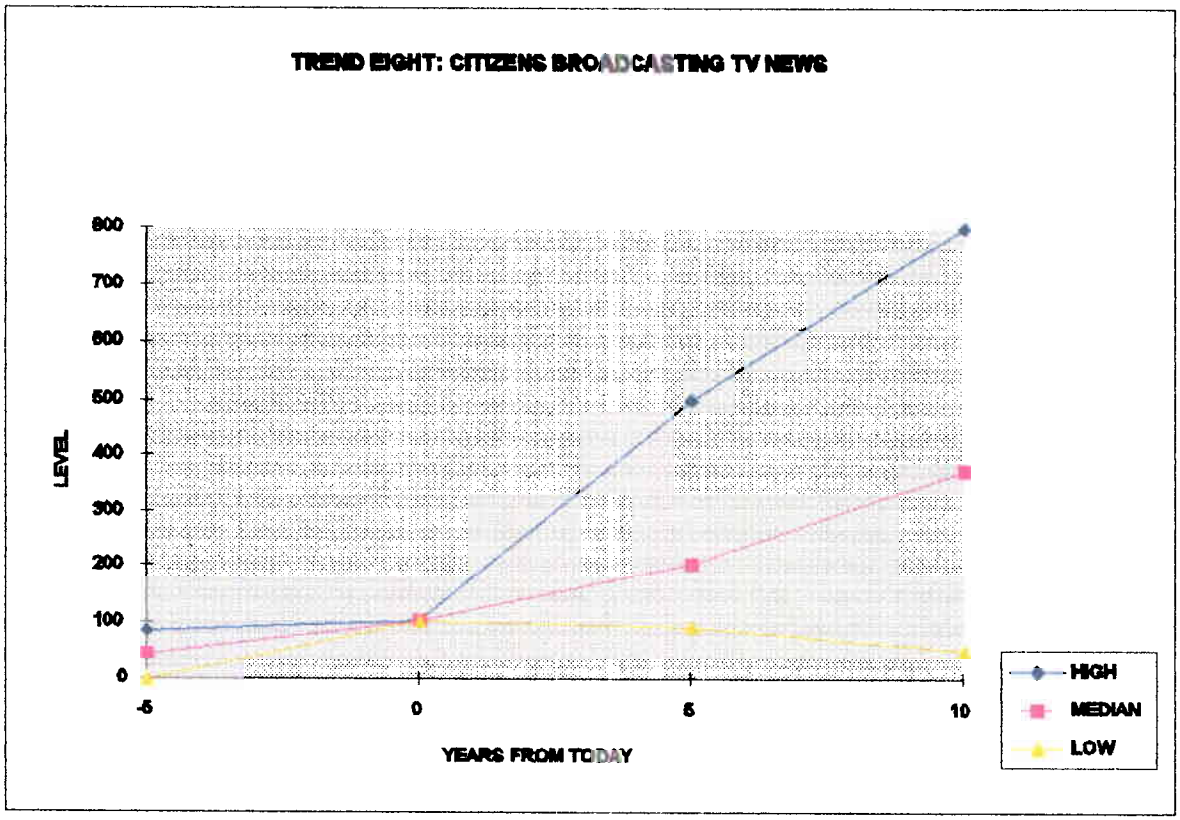


Trend Seven: Media access to crime scenes.

The cost of video camera equipment continues to decline and the technical training needed to operate this equipment continues to decrease. Given these factors, coupled with the fact that most police departments have a lax approach to issuing press passes to media personnel, there is little doubt that field officers can not easily distinguish legitimate TV media personnel from impostors. The freedom of the press issue causes police personnel to not refuse the media access

to information or scenes simply because they do not possess the proper press passes. Most often law enforcement personnel will overlook the lack of a press pass if the person claims to be a media representative.

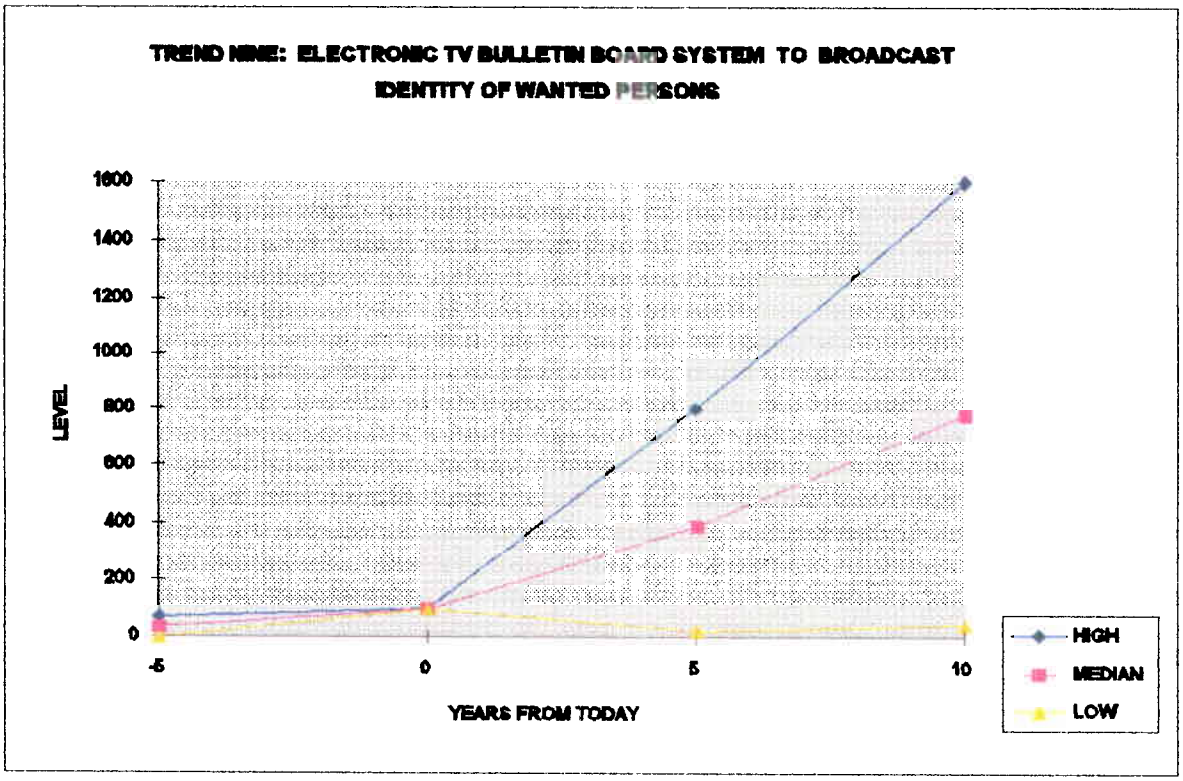
The NGT panel members stated that the trend towards field officers having difficulty identifying credentialed TV news media personnel will continue and reach a level that is more than seven times the current level.



Trend Eight: Citizens broadcasting TV news

The NGT panel members thought that this trend would continue to grow minimally. The group postulated that in the next 10 years this level will increase three times that of the current

level. Of interest is the fact that the two editors in the NGT group reported this trend would grow higher to a level of five times that of today's level.

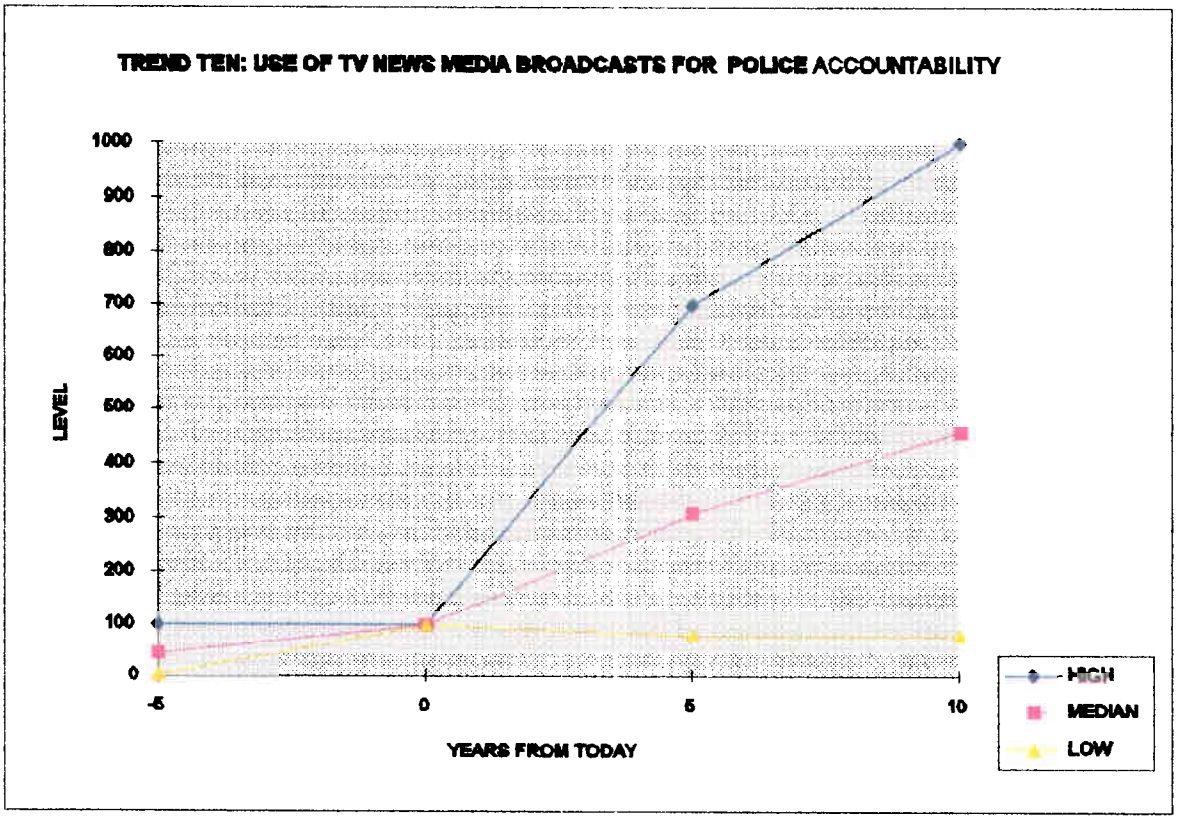


Trend Nine: Electronic TV bulletin board systems to broadcast identity of wanted persons

This system could give new meaning to the term manhunt shows. The advent of suspect bulletin boards would have a significant effect on the impact that the TV news media could have on law enforcement field operations. Invariably, there would be an increase in calls for service as citizens called to report sightings of suspects targeted on the suspect bulletin boards. This service could enhance community crime prevention efforts in that the public, who are the eyes and ears of

the police, may find it not only morally correct, but less stressful to report the whereabouts of a suspect once they know what the person is wanted for and the seriousness of the allegations against him/her. The success of the TV program "America's Most Wanted" shows that the public can and will help law enforcement officers bring criminals wanted for serious crimes to justice.

The NGT panel members felt that this trend would increase and in the next 10 years the level of the trend would be more than seven times that of the current level.



Trend Ten: Use of TV news media broadcasts for police accountability

The group pointed to the high profile investigation of the Tonya Harding and Nancy Kerrigan case. For all practical purposes this case was reported, investigated and tried in the media. Long before charges were filed the public were given uncensored details, information and

bits and pieces of evidence as the media uncovered them. The public, with the help of the media, convened the court of public opinion and found the suspects in the case guilty long before the case reached the ears of a judge. In fact, the case never went to trial. The suspects all pleaded guilty to various crimes and were sentenced without testifying in court. The media was instrumental in the outcome of this case. There is little doubt that the suspects felt that their best course of action in this case was to enter pleas. The suspects knew how the public felt about them because the media ran opinion polls that told them the kind of reaction they could expect from a jury.

The NGT panel members said this trend will continue and in the next 10 years the level will increase to more than nine times the current level.

Cross Impact Analysis

Next, the author and two associates, Lieutenant Greg Lawrence, previously mentioned and Oakland Sergeant of Police, Andre Barnes, performed a cross impact analysis of the events listed by the NGT panel. The purpose of the analysis was to assess how each forecasted event, if it occurred, would impact the other events. The results show which events would have the greatest impact upon others and was the guide for the selection of events in the development of the three futures scenarios (Table 3).

Table 3

EVENT-TO-EVENT CROSS IMPACT MATRIX										
	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E10
E 1		0	2	5	0	0	1	0	1	0
E 2	0		0	1	0	1	0	1	0	1
E 3	2	0		0	1	1	1	1	1	0
E 4	5	1	0		1	1	0	1	0	0
E 5	0	0	1	1		0	0	1	0	0
E 6	0	1	1	1	0		0	1	0	2
E 7	1	0	1	0	0	0		0	1	0
E 8	0	1	1	1	1	1	0		3	0
E 9	1	0	1	0	0	0	1	3		0
E10	0	1	0	0	0	2	0	0	0	

Event #	Event Description	Initial Probability	Final Probability
E 1	Live criminal executions televised	50	58
E 2	Mini video cameras placed on officers' uniforms	67	77
E 3	Built in portable transmission device invented	70	89
E 4	Major video fraud case uncovered	38	63
E 5	Checkbook journalist scoops major crime story	75	97
E 6	Cop Watch (police watchdog group) on cable tv	28	48
E 7	Legislation passed to release names and photos of juveniles	71	91
E 8	Undetectable micro mini cam available to police	36	29
E 9	Criminals view selves commit crime on TV	53	78
E10	Police get TV show (public awareness tool)	24	13

The panel estimated the impact of events by using a 10 by 10 event cross impact evaluation matrix. The panel agreed to evaluate what impact each forecasted event would have on the other events if they were to occur. The group reached consensus on the fact that one event occurring could possibly cause or prevent another event from occurring. Discussion among the panel members resulted in significant findings relative to impacting events. The occurrence of event one, live execution televised, dramatically increased the probability of event four, video fraud/fake TV of occurring. The panel agreed that if public executions are broadcasted on TV live the competition for more exciting, colorful and exclusive footage would lead competitors to falsify stories and alter video footage in support of the fabricated claims. The group said that the TV news media and reporters, in particular, vie for fresh, hot stories because they believe their jobs and careers depend on breaking the big story. The competition is furious and the pressure to produce is non-stop.

The panel thought that the occurrence of event three, the invention of built-in portable transmission devices and event eight, undetectable micro mini cams, would increase the likelihood that event one, live execution televised, would occur. The panel postulated that less intrusive cameras and improved transmission capabilities would reduce the appearance of the execution looking like the set of a major motion picture spectacular which would lessen some of the public outcry against the broadcast.

The panel felt that Cop Watch programs, event six and local police department programs, event 10 went hand in hand and if either event occurred the likelihood of the other occurring would be increased. Finally, the occurrence of event eight, undetectable micro mini cams would increase the probability of event two, minicams placed on officers' uniforms of occurring. The

panel conceded that law enforcement is traditionally one of the last markets to receive the benefits of new product development. They believed, however, that once the micro mini cameras are readily available, the probability of officers' uniforms being equipped with the technology will increase.

As previously stated the results of the cross impact matrix was used in part as a guide for the selection of events in the development of the three futures scenarios that follow.

Scenarios

The author then used the events, trends and the results of the forecasting to create a mental picture of how the futures might look. The Sigma scenario generator computer program also assisted in the development of alternative futures which, again, were based on the events generated by the delphi panel. Three scenarios were created with each based on a different forecast. Here follows the " a surprise free" scenario based on the panel's forecasts of how the future will look if nothing new occurs and the future is just an extension of the past, "a worse case scenario" and "a best case scenario". The "best case" scenario served as a framework for a strategic plan to manage the impact of the TV news media on law enforcement field operations.

The Setting

All of the scenarios are set in the City of Oakland, California in the year 2004. The population of the city is 400,000. The demographics are as follows: 39 percent African American, 22 percent White, 20 percent Hispanic, 18 percent Asian and 1 percent Others (which includes Native Americans).

Oakland Police Department is a 700-person department that mirrors the population of the city in terms of ethnic diversity. The department is 15 percent female and just this year the city manager and council appointed the city's first female commissioner of peace (chief of police).

Best Case Scenario

The best case scenario is described through an excerpt from a dream. The following events and trends were used to develop and enrich this scenario. Event two - mini cams placed on officer's uniforms; event six - cop watch secures a cable TV program; event 14 - police budget cut eliminates PIO position; event 21 - televised hostage situation in which police accidentally shoot hostages; event 22 - police staff and media staff switch jobs; event 23 - prolonged state of civil disturbance occurs due to new immigration law; trend two - police conduct examined through TV news media's public awareness programs; trend four - law enforcement training in media and crime scene management, crime scene investigation and security; trend five - technology that alters video tapes that could depict police actions; trend six - police produce TV show to generate public awareness and funding; trend nine - electronic TV bulletin board for wanted persons and trend 10 - use of TV news media for police accountability.

Excerpts from a dream

> She escorts the final visitors out of her new office, returns, closes her door and exhales a sigh of relief. Finally, she thinks "I am alone, what a day it had been". Today, Toni Smith, 27-year veteran of the Oakland Police Department, was sworn in as commissioner of peace). This was a great day for her. The years of hard work, long hours and tenacity paid off. She is the first female chief this city has ever had. As she sits back in her new, but modest looking swivel chair, she thinks the TV news media were the last to leave her office today and as she sits back down, closes her eyes, and doses off to sleep.
>
> It was never an easy job or an easy city to work in. Sure, the TV news media were nice today but only 10 years ago the relationship between them and us was strained,

at best. It was May 1995 when Channel 2, Oakland-based Fox Network, hammered the police department in a week-long news series on the mishandling of the riots at the Annual Festival at the Lake (Trend 10). Allegations of misconduct, unnecessary use of force and incompetency were among the complaints which deluged the Professional Standards Section (formerly called Internal Affairs Section) and came from the public through the TV news media. That's when the chief, a visionary in his own right, appointed me as the community affairs liaison and the job included the position of PIO (Trend 23). It was an exciting time to take this newly created position in the city especially since the police department was poised to take a 10 percent budget cut (Event 14) and was scheduled to lose 70 or more positions. I was a lieutenant then, a recent Command College graduate who had spent nearly two years conducting research on the impact the TV news media could have on law enforcement field operations. Who would have thought my research would become so important to my organization so quickly.

I started by working with Channel 7 ABC Network who in February 1995 began running Oakland's Crime Stoppers program (Trend 21). Through the use of computer stimulated re-creations of crimes, and electronic photograph bulletin boards, many wanted suspects were taken into custody because of the tips from citizens (Trend 9).

Next, I contacted Cop Watch, a City of Berkeley-based (police watch dog group), who had a one-hour TV program on local cable station 31. The TV program featured discussions of video tape footage shot by amateurs at police field operation scenes. Special attention was focused on police actions that might be improper or illegal (Event 6). Recently, the show had featured Oakland officers at the scene of a barricaded hostage negotiation. Footage shot at the staging area, an unoccupied parking lot, caught officers on camera complaining about having to act as security guards on the perimeter of the scene to keep out the media. One officer said he hated to have to tell "dumb media people" why they cannot be allowed closer to the dangerous scene. The airing of these comments did a lot of damage to the already fragile working relationship between the department and the media. It was a challenge to try to bring together Cop Watch and the Oakland Police Officers Association (OPOA) to the same table to discuss the possibility of a partnership. I thought Cop Watch already had a one-hour TV program and KTOP, the local cable station, had offered the OPOA a one-hour show, we might somehow join forces and produce a two-hour show together. I knew that the format of the show would have to be specially designed but I believed that because Cop Watch focused on police and the OPOA's program would too, that maybe we could find some common grounds and produce a show together. After months of discussions, negotiations and counter offers, Cop Watch and the OPOA decided to try the idea on an experimental basis.

It was in January 1996 when the first Cop Watch and the OPOA show debuted. The group mutually agreed to select topics and issues for discussions that they would explore and present to the viewing public. Cop Watch would secure footage of Oakland police field operations as always, only now the police would be present in the studio to discuss and explain conduct, rules, policies and the law. Both parties were given equal time on this now two-hour program. They had agreed not to use the program as a witch hunt but as a vehicle to keep the public informed of police procedures, to open up the lines of communication between the police and the community and to improve the working relationship between the police and the media (Trend 2). I was probably as shocked as any one else with the success of the program. The two groups actually began to work together on programming ideas and this weekly show started to receive good ratings.

It was early February 1996 when I started to focus in on the upcoming Annual Festival at the Lake. I remembered that it was that event that prompted the chief to appoint me as the PIO and it was that event that had given the city and the department a very big black eye in 1995. I called for a series of focus group-like meetings with some of the most active, important and influential community leaders, young and old. From that group I assembled a modified conventional delphi and used the NGT process to examine the issue: What can Oakland do to produce a safe and lucrative Festival at the Lake event in the year 1996? I used the process I learned in Command College to help the group examine the issue, sub-issues and develop both a strategic plan and a transition management plan. I was so proud of the group's work. We got the community, especially the young people, involved in the plan and the event was a peaceful, successful feather in the community's cap.

In June 1996 I started meeting with the TV news media in round table discussions. I knew they had concerns and needs that the department was not meeting on a consistent basis. At the same time I started meeting with the department's training staff. I felt that the department needed to update its training for all personnel in media relations, as the department had previously called it. Training staff had many concerns about this subject area as well. A sub-committee began researching other training models and a POST consultant was asked to join the group. Well, to make a long story short, within nine months a TV news media and police task force was formed to develop a joint training course for the media and police combined. The course was extremely comprehensive (Trend 4). My favorite subject in the course was the job switch program (Event 22). Media personnel and police personnel switched jobs for a week to sensitize one another to the other's plight. It took nearly three years to get all officers through the classroom exercises and nearly five years to get the entire department through the entire program.

During that time our officers, thanks to a local hi-tech firm, were one of the first urban departments to be outfitted with mini cams on their uniforms (Event 2). Field

officers came to appreciate these ever present eyes. They began to use the camera as an investigative tool and were able to recall and store data that they later used to identify suspects and witnesses. In one arson case, the responding officer was able to videotape the entire scene and all the on-lookers. Later, in a review of the videotape, an experienced arson follow-up investigator recognized a known and active arsonist in the crowd. Further investigation revealed enough evidence to allow charges to be filed against that suspect. Vice officers began using the undetectable micro-mini cams to plant on informants in lieu of the old time, not very dependable wire.

By the year 2000 the working relationship between the TV news media and Oakland officers had developed into one that was based on respect and mutual trust. Many of the officers were on a first name basis with many of the media people. Because of this trust, Oakland's video fraud unit was developed and in late 2001 the unit teamed up with a TV news media editor to sting a suspected checkbook journalist. The editor reported the journalist had approached him with a deal to make some fast, easy money. The deal involved staging scenes, goading police officers, altering videotape (Trend 5) and suing cities for police misconduct. The checkbook journalist was splitting the money with actors and editors who helped to produce the tape. The Video Fraud Unit, the Federal Communication Commission and the TV news editor worked in concert and arrested the suspect on two counts of Video Fraud, Federal Business and Professions Code Section 4444(u). I think that was the day before I got promoted to captain and boy, look at me now!

She sits straight up in her seat and looks out her window at the illuminated clock outside on the summit of the Oakland Tribune newspaper building, "8:30 p.m., Monday, September 7, 2004," she streaks and then with a smile she says, "time flies when you're having fun!"

Surprise Free Scenario

The surprise free scenario will be described as articles from a local Oakland newspaper. The following events and trends were used in the creation of this scenario. Event three - built-in portable transmission device invented; event four - major criminal video fraud case uncovered; event six - cop watch group secures cable TV program; event seven - legislation passed to permit release of names and photographs of juvenile suspects; event eight - undetectable micro-mini cams available to police and trend 26 - citizen's confidence in TV news media.

Headlines and articles from Oakland Tribune newspaper

"City Takes Big Hit"

July 1, 1995, the City of Oakland announced today that a forced 10 percent budget reduction across the board for all city departments went into effect this morning. The police department was reduced from 702 sworn officers to 632. Due to reductions the department has eliminated a host of specialty positions including the position of public information officer. This reporter spent the better part of a day trying to locate a spokesperson for comments on the cuts (Event 14) .

"Cop Watch Embarrasses OPD on TV"

February 6, 1996, last night's episode of Cop Watch was particularly eye opening! Cop Watch, a well-known police watchdog organization, aired its first anniversary cable TV show and featured embarrassing footage of two on-duty Oakland police officers. At about 4:30 a.m. on February 5, 1996 Cop Watch camera crews taped two on-duty officers fast asleep in their strategically parked cars. Both officers were clearly sound asleep although it was a wonder their snoring did not awaken them (Event 6). The Chief was quoted as stating, "there will be a full investigation into this allegation." Cop Watch thanked the alert citizen who informed them of this location, citing it was a favorite spot for sleepy cops (Trend 26).

"Oakland Cop Arrested for Molestation"

December 1, 1997, wife accuses officer of molesting his 10 year old stepdaughter and says she has the videotape to prove it. Maureen Guy married to Officer Guy for four years claims she planted a micro mini-camera in her daughter's room after she became suspicious of her husband's frequent visits to the girl's room and the child's sudden bouts with bed wetting (Event 8).

"Cop Not Guilty - Wife to Jail"

January 15, 1999, after a year of waiting, and in a strange turn of events, the molestation charges against Oakland Police Officer Lucky Guy were dismissed in Superior Court today. Experts uncovered the fact that an amateur videotape alleged to have been covertly shot by the officer's wife of him molesting her daughter was a fake. The mother altered the tape using state of the art equipment to make it look as though the officer had engaged the child in sexual activities. If convicted of Video Fraud, Mrs. Guy will face 10-15 years in federal prison
(Event 4).

"State Legislators Still Chickens"

October 14, 2002, legislation dies, the release of suspect information on juveniles 16 years old and older is voted down. Supporters of the bill claim that until juveniles are held accountable to the community for their criminal actions the quality of life in Oakland will continue to deteriorate. Opponents argue that branding children and holding them up to community ridicule will be counter-productive (Event 7).

"Chief Retires"

August 1, 2003, Oakland Police Chief James Smith says he will retire and accept a post in Washington D.C. as Attorney General for the Pete Wilson Admini-stration. Smith expressed regrets in leaving Oakland and states this appointment is a dream come true. Chief Smith spent the past 30 years fighting urban crime, received a Law Degree from Hastings College in 2001 and is eager to start work in his new job. The 700 person department will temporarily be headed by Senior Deputy Chief of Police Thomas O. Donohue.

Worse Case Scenario

The worse case scenario is described as an excerpt from a chapter of a book and the following events and trends were used in its design: event three - built-in portable transmission device invented; event 5 checkbook journalist scoops major crime story; event 10 - police department secures TV program for public awareness of police procedures, policies, rules, regulations and sensitizing public to police plight; event 14 - police budget cut eliminates PIO position; event 16 - TV news media directs a police action; trend one - technology in the public's hands; trend 10 - use of TV news media for police accountability and trend 15 - police cover ups.

Excerpt from the book, The Changing of the Guard - My Life as an Oakland Cop, by retired City of Oakland Deputy Chief of Police, Thomas O. Donohue.

Chapter Seven

"If It was not for Bad Luck"

In February 1995 the City threatened us again, as they had done almost every year for the past 17 years or so. The city manager asked each city department to submit adjusted budgets for 1995-96 that would reflect a 10 percent reduction in spending across the board. In my 40 years on the police department I had seen the budget Russian Roulette game played over and over again, but there was something ominous about this request. So I was concerned, but I was optimistic that despite any budget trimming the department would remain intact. Public safety is an extremely critical service in any city like Oakland where crime rates are high.

Despite my optimism in 1996 the department was reduced from 702 sworn officers to 656. The department was forced to eliminate the Drug Awareness and Resistance Education youth program and the Community Services Section that coordinated all community-based programs. The PIO position was lost (Event 14) and each officer again became a spokesperson for the department, the way it had been before the new chief was appointed in 1993. The media resorted to roaming the department and hunting down any one that had a pulse and time to answer some questions. Some days it was like a zoo in my office as I got call after call and visitor after visitor. If there had been a newsworthy murder (yes, I did say newsworthy because a murder had to be special to receive the attention of the TV news media in those days) or if there had been a scandalous incident involving one of our employees the media was at my door. And as we all know the days of telling the media you had no comment were long gone. If you did not give them some information they would make your failure to cooperate the story and imply that the police were covering up something (Trend 15). Dealing with the TV media was not very difficult for me since I had nearly four decades of practice under my belt. Of course I was not on the street then and of course advances in technology had made it so that the media and even John Q. Citizen could do things with video cameras and other devices that made protecting and managing field operation scenes extremely difficult, at best (Trend 1).

Oakland Police Department did not exist in a vacuum. Budget problems were something that most urban cities were dealing with in 1996 and President Bill Clinton was sent packing out of the White House that year, in part, because he was not able to do something meaningful about the nation's economy. Oakland had its own special economic problems. Because of the military base closures Oakland lost more than 15,000 jobs and untold revenues. Then there were three major companies

that left Oakland including Kaiser Permanente accounting for the loss of several thousand more jobs.

Unemployment, poverty and a week of sweltering 95 degree days is a bad combination in any low income neighborhood in any town and it proved to be terrible for Oakland on the evening of August 12, 1996. Uniformed officers responded to a call from a property owner who alleged that he had been kidnapped, tortured and robbed by a group of disgruntled partners. The 911 operator dispatched units to the victim's location. He showed officers the house from which he had managed to escape, unbeknownst to his captives. The victim appeared credible, very frightened and battered. A supervisor was called to the scene and a police perimeter was set up around the outside of the location. The victim told police that the suspects were armed with semi-automatic weapons, prone to violence and had made threats in the past about wanting to kill a cop. The field commander arrived and called for the Special Weapons and Tactical Unit (SWAT). The SWAT team arrived at the same time two TV news crews arrived. The crews had been monitoring police calls and heard the request for SWAT.

While the Commander briefed the SWAT team on the situation and the other officers held their positions on the perimeter, the reporters and camera people wandered the perimeter cameras rolling and microphones turned on. Telephone records were checked and telephone contact was made with the suspects who denied all claims and refused to come outside. Based on the information received from the victim and the apparent seriousness of the charges against the suspects a telephonic search warrant was requested and ole Judge hang 'em high A.D. Henderson authorized it. The suspects were advised to surrender but they refused. Hours passed, all of the utilities were turned off at the location and command was sure it would only be a matter of time before they would surrender peacefully to the waiting officers. Manpower being as lean as it was no one noticed that the victim had disappeared. There had been so much confusion and so few officers to handle all of the jobs that needed to be done that no one had taken custody of the victim.

After a seven hour stand off that ended peacefully, but cost the city tens of thousands of dollars, the victim was still missing. Finally, investigators found him at home in a neighboring city. While the police and the TV news media ran around in circles Mr. I. Ben Kahn, checkbook journalist for Hard Copy (TV tabloid news show) took the victim from the scene and bought exclusive rights to the victim's story for a cool $100,000 (Event 5). Later the police would learn what the victim had failed to tell them and that was that the suspects were Hell's Angels. Hard Copy had a special interest in this story because they were filming a feature story on Hell's Angels leader Sonnie Barges for his 50th birthday in one month. The Hell's Angels were still a very big and well organized gang even then.

The victim made a deal with Mr. Kahn not to discuss his story with anyone except Hard Copy and so the victim then refused to sign a statement of complaint against the suspects and said he would not testify in court against the suspects. The District Attorney refused to charge the suspects and the TV news media had a field day. News brief after news brief, day after day the media besmudged the name of the Oakland Police Department (Trend 10). They showed the public exacting how much money had been spent taking five suspects into custody that had to be released because the victim refused to cooperate with police after receiving money for his story. They showed viewers what other law enforcement experts said about the incompetence of a department that could lose a victim who had called them to the scene. It was a very uncomfortable time for many in the city and especially in the department. Some say that was the day the Chief started looking for a new job. The TV news media ran story after story on the department's blunder until a better story came along.

In January 1999 the chief appointed a PIO who doubled as the Chief's assistant. Sergeant Andy Barts was a young, energetic type but between the demands of the media and the Office of the Chief he did not seem to know if he was coming or going. There was this TV program called, "Inside Police Lines" on Channel G delta, a local public access station hosted by Sergeant Barts. The program aired every Friday night and it was a live interactive talk show. Viewers called or faxed in questions about either the police department rules, regulations, training or about points of criminal law. The sergeant and his guests (who were department members, too) answered the questions on the air (Event 10).

One evening in May 1999 a woman caller who identified herself as the mother of a law abiding Oakland citizen asked the host why Oakland Police Department allowed officers to make random stops of unsuspecting people and beat them with batons. Sergeant Barts was caught off guard and finally asked the caller for specifics. She said her 23-year old son who is blind was beaten last night by two Oakland officers. She refused to reveal her identity because she feared retaliation from the police. Then the caller hung up. Sergeant Barts was at a loss. He asked for the caller or anyone with any information regarding this incident to call in. He explained to the viewing public the procedure for filing a complaint against the police for misconduct. He encouraged the listeners to make complaints when they saw misconduct on the part of Oakland officers.

Meanwhile a well-known TV news media reporter watching the show remembered that while monitoring police calls in the field the night before he drove past a scene where two officers were talking to a man who appeared to be blind. The reporter decided to return to the scene and try to locate the man. Once at the scene the reporter found three witnesses and was directed to the blind man's home. The blind man had several bruises about his face and back. The media was one step ahead of

> us through out this entire case. They found the victim before we could. They taped and photographed his injuries, took him to the a hospital and had the police called so that he could file an official police report of assault. Before we could locate the witnesses, the reporter had interviewed him and aired the interview. By noon that Saturday Police Headquarters was surrounded by protestors. The Disabled Americans Association was outraged that cops would beat disabled people. Our entire investigation of this incident was directed by the media . They were always a step or two ahead of us and covered all the bases (Event 16).
>
> By the year 2000 the TV news media with the help of advance technology could transmit live from anywhere (Event 3). By the year 2004 life as a journalist in Oakland was heaven and for officers it was the opposite and I retired.

Summary

In this section sub-issues were identified and depicted on a futures wheel. A modified conventional delphi used a nominal group technique to identify events and trends which were forecasted and use as the basis for the creation of three scenarios. The use of the modified conventional delphi and the NGT were particularly rewarding. Bring together 17 of the best minds in the East Bay to examine one issue on which each of them, albeit from a different perspective, are experts was both humbling and exhilarating. They provided the depth and breadth that was needed to enrich this project.

The development of the three scenarios were perhaps the most difficult of all tasks, but were made easier because of the delphi panel discussions and shared insights. "The best case" future scenario was selected for the development of a strategic plan. This scenario was chosen because it offers a positive challenge.

SECTION III - STRATEGIC PLAN

1. Mission Statement
2. Scenario for Strategic Plan Development
3. Situational Analysis (WOTS-UP)
4. Identification of Stakeholders
5. Strategic Assumption Surfacing Technique (SAST)
6. Policy Alternatives
7. Strategies for Implementation
8. Summary

SECTION III - STRATEGIC PLAN

Introduction

To achieve by the year 2004 "the best case" future scenario a strategic plan was created for use by the Oakland Police Department.

Mission Statement

The author developed a mission statement for the Oakland Police Department based on the information obtained from the NGT panel and the literature reviewed in preparation for this ISP. "The mission of the Oakland Police Department is to provide the TV news media with accurate and timely information on public safety issues affecting the community so that the police, the TV news media and the community are given ample opportunity to know and share news and information relevant to the establishment and maintenance of peace and order in the City of Oakland."

Scenario for Strategic Plan Development

> In the year 2004, the entire Oakland Police Department has taken part in joint training exercises with local TV news media personnel from Channels 2, 5 and 7. All police department officers in the Bureau of Field Operations have taken the opportunity to work for one week with TV news media producers, editors and/or reporters. It has been helpful for officers to learn the media's jobs and vice-versa. TV media camera crews regularly accompany officers from various divisions into the field on ride-alongs and videotape officers working with the community in problem solving situations. The Oakland Police Officers Association (OPOA) is supportive of the "ride alongs"because officers are finally being featured in stories that show them as purposeful and humane, doing many of the positive community-oriented actions they perform on a daily basis.
>
> This year the Oaklaned Police Department was heralded by POST as a leader in state law enforcement for its creative hi-tech approach to crime abatement and prevention. Future View, an Oakland-based hi-tech electronic firm, established a partnership with the Oakland Police Department. Over the past six years, Future View has supplied Oakland officers with many new hi-tech tools for field testing. Today, all uniformed

officers are equipped with both lapel micro-mini videocams that record all field contacts and hand-held personal Global Positioning System (GPS) devices that electronically gives officers the geographic location of persons and/or vehicles in a given radius.

The city attorney and city council have commended the work of the department for achieving a 30 percent reduction in legal claims and law suits filed against the city over the past five years. Thanks, to the success of the Oakland Police Department's "Crime Stoppers" and "Most Wanted", TV programs that feature stories of serious crimes, many suspects are finding it much harder to seek refuge in the community. Through enhanced community policing efforts, groups have organized by neighborhoods, ethnic groups, businesses and religious affiliations to rid Oakland of the predators who prey on citizens. Community cooperation with the department is at an all time high. Suspects are worried and many have resorted to either turning themselves in or permanently leaving town. Violent crime is down and has been on the decline for the past three years.

External and Internal Forces Affecting the Strategic Plan

A modified delphi panel of eight experienced law enforcement officials was convened to analyze the strategic plan as it pertained to the Oakland Police Department. Members of the panel were: Lieutenant Greg Lawrence, Milpitas Police Department, Lieutenant Fred Sanchez, Oakland Police Department, Lieutenant David Whiteside, Hughston Police Department, Sergeant John Walker, Hughston Police Department, Officer Steve Petrakovitz, Milpitas Police Department, Assistant Sheriff Laurie Smith, Santa Clara County Sheriff's Department, Sheriff Tom Sawyer, Merced County Sheriff's Department and Lieutenant Sharon Jones, author, Oakland Police Department.

Situational Analysis

The first technique used by the panel was the WOTS-UP, an acronym used to describe the examination of an organization's environmental opportunities, external threats to its success, and its internal strengths and weaknesses. The panel conducted its examination in view of the strategic plan

and began by identifying environmental opportunities. After its discussion, consensus was reached and opportunities were categorized as "social", "technological" and "political." After each category was completed, the author drew up a statement of the groups' deliberations and then submitted these statements to the group for amendments and ratification. The following statements were accepted by the group:

Social Opportunities:

The public in general, have been supportive and cooperative in Oakland. Disregarding the exception of the fear of reprisal from the drug gangs, the public have helped to solve many crimes in the city. They have organized many committees in recent years that work in partnership with the city especially, the police department to fight crime in their communities. Through the recent use of a local cable TV channel, the police department has increased public awareness of crime, crime prevention and the persons responsible for crime in the neighborhoods. The public have responded by providing tips on the whereabouts of sought-after suspects. There seems to be an increased collective resistance to tolerating crime.

Political Opportunities:

The city council has taken an affirmative stance in aggressively pushing for community policing in the city. The push can set the stage for, not only improved police-community relations, but can set the tone for a mutually, supportive working relationship between the police and the TV news media. The TV news media personnel in Oakland are experienced and are highly competitive. These qualities could increase media interest and involvement in the strategic plan. All of these external factors provide positive opportunities for the successful management of the Oakland Police Department field operations vis a vis the TV news media.

Following its consideration of environmental opportunities as related to the strategic plan, external threats were discussed and categorized, as "social", "economic" and "political". Again, the group's analysis was recorded and verified as was the analysis of the external opportunities.

Social Threats:

Recently, in the city there has been spontaneous events that have brought the police department and the citizens into physical conflicts. Small outbursts that could be classified as mini riots have taken place both at crime scene field operations and at public events. The police clashed with rock and bottle throwers and most recently there were reports of shots fired during one of these incidents. Officers have been seriously injured. These scenes have become increasingly difficult to manage and often private citizens arrive on the scene ready and able to interfere with the officers. Some citizens film the scenes in the hopes of catching officers doing something wrong so that the public will be able to sell the footage to the media for a healthy price.

Economic Threats:

The City of Oakland is facing the largest budget deficit in its history. The current budget calls for hundreds of lay offs and a hiring freeze that will impact all city services. At the same time, the police department continues to receive an increase of calls for service, with more than one million calls to Communications Division handled yearly.

Political Threats:

Recently, the city council became involved in a dispute that was between the local newspaper and its union members. The city council voted to support the union workers and boycotted the local newspaper. The council refused to honor the contract it had with the newspaper and the city was

taken to court. In federal court, the city lost their suit, was ordered to honor their contract and was forced to pay for the purchase of the local paper as agreed. In fact, the mayor who was seeking re-election suffered a personal blow when the same newspaper came out in support of the mayor's most powerful rival.

In the not too distant past, this same mayor became enmeshed in a battle with TV news media personnel when he blasted their conduct at the scene of a historic natural disaster that took the lives of 104 people and destroyed more than 1000 homes in the city. He stated, in violation of Penal Code Section 409.5 (d), that the city did not have to be "stupid enough" to let the media into a fire disaster scene that would jeopardize their lives just because they were "stupid enough" to want to enter it. For a long time the TV news media were very angry about the mayor's behavior. All of these threats persist and must be considered in light of the strategic plan.

The panel identified the internal strengths of the Oakland Police Department:

The Oakland Police Department is an organization that has well-experienced, professional and well-trained personnel. Equally well staffed is its training section which, aside from maintaining a POST approved police recruit and reserve academy, it also maintains a citizens' police academy and soon will help coordinate a police chaplains' academy.

Community policing was implemented in 1993 and though the implementation is still in an embryonic state, the prognosis is that this concept will improve the working relationship between the police and the community and a by-product will be an improved working relationship with the TV news media.

The internal weaknesses affecting the Oakland Police Department were described as follows:

Formerly, the department's policy on handling the media was rather helter-skelter. Each member of the department was authorized and encourage to handle the media as the need arose. In essence, each officer was considered a spokesperson for the department and was held accountable for his actions statements. For the first time in history, the department has a PIO, but he is inexperienced in this highly visible, extremely demanding position. It will take some time for the PIO to feel competent in his job and it will take some time for officers to remember to use the PIO.

Additionally, another weakness lies in recent budget cuts affecting the department. Twenty-three officers' positions will be lost in 1994-95 fiscal year. Any staff reductions will hinder the department's ability to respond in a timely manner to requests from the media.

Identification of Stakeholders in the Strategic Plan

An important part of the strategic plan is the identification of those people impacted by the issue at hand. Collectively these persons or groups or entities are known as stakeholders. The purpose of the Strategic Assumption Surfacing Technique (SAST) is to identify these stakeholders and attempt to make assumptions on their position regarding the issue. This identification and analysis was accomplished by the delphi group previously described.

Assumptions were made as to (1) the anticipated position each stakeholder would take on the issue, (2) the certainty of that assumption, and (3) the importance of each stakeholder to the implementation of the plan. An assumption was defined as a deep-rooted, often unstated, value and belief that individuals or groups have about the world. Using a kind of shorthand, the author synthesized and verified the results of the use of the SAST as it was used to identify 20 persons or groups and their potential responses to the strategic plan.

1. Training Staff: Mixed, conditionally supportive - important. A) Supportive of the desire to provide training for both media and police personnel. B) Skeptical about how well the media will respond to training and feeling overworked and understaffed. C) Training budget constraints to be considered.

2. Public Information Officer: Highly supportive - important. A) Very supportive of the plan. B) Will want to be a part of the training and want the plan to include an evaluation tool. C) Would be concerned about his/her personal responsibility if plan fails.

3. TV Media Reporters: Mixed, conditionally supportive - very important. A) Support would be based on the nature and length of training. B) Will insist that police be sensitized to reporter's plight and concerns. C) Will be concerned about the nature of the training and how the plan will impact their ability to report.

4. TV Network Producers: Neutral to resistant - very important. A) Will support in theory training for reporters but will resist training for themselves. B) Will be extremely concerned with the plan if it should somehow attempt to control which stories producers broadcast. C) Will express displeasure if media access to scenes is limited. D) Will retaliate with stories reporting the lack of cooperation from the police department if they are stifled in their reporting.

5. Public: Mixed support - somewhat important. A) Will want input into the development of the plan. B) Will insist that cultural sensitivity, age, gender, and racial issues be included in training component. C) Will want to monitor the plan for fairness.

6. Suspects: Neutral to non-support - barely important. A) Will insist that their stories be covered from their perspective. B) Will want to ensure that coverage protects them from being tried in the media.

7. Victims: Supportive - somewhat important. A) Will be concerned about protecting themselves and their families. B) Privacy and anonymity will be of paramount concern. C) Sensitivity in reporting and police conduct will be of interest to them. D) Will be concerned that their stories could become items of interest to tabloid TV programs.

8. ACLU: Non-supportive - could become extremely important. A) Will want to monitor training and results closely. B) Will view training as a threat to freedom of press. C) Will see training as an attempt to censor.

9. Police Administration: Supportive - important. Critical to the success of the plan. A) Will have to carry out the plan and gain support from supervisors and rank and file. B) Will be skeptical of the media's commitment to the plan and to follow through on agreements. C) Will insist on plan being followed as agreed.

10. Legislators: Neutral to supportive - somewhat important. A) Will try to straddle the fence because of the power of the voters and the power of the media to make or break a candidate's image and career.

11. City Government: Supportive - important. Conceptually supportive of training, but concerned about the cost to the city to support plan. A) Will want access to media and will want city government portrayed positively.

12. Chief of Police: Supportive - very critical. A) Will support training needs but will seek to share the cost of training with TV stations. B) Will be concerned about the liability and image of the police vis-a-vis the TV news coverage. C) Will insist on partnership with media in implementation and adherence to agreed upon plan. D) Will refuse any favoritism to participating media personnel.

13. Rank and File: Neutral to resistant - very critical. A) Will support training for media but not for themselves. B) Will not want to give up their power or authority at crime scenes. C) Will see the plan as just another new program that will disrupt their work.

14. Technological Companies: High supportive - barely important. A) Will support the concept because it will provide an opportunity to sell products. B) Will be willing to provide technological assistance provided that they receive positive media exposure and sales.

15. Advertisers: Somewhat supportive - important. A) Will be concerned about the response from the public to resulting programming especially if rating decline and advertised products/services do not get maximum exposure.

16. California Bar Association: Non-supportive to resistant - somewhat important. A) Will view partnership between TV news media and police as the media "selling out" to the system. B) Will be opposed to any plan that might limit their ability to defend their clients through the use of the TV news media.

17. NAACP, Asian Law Caucus and Mexican American Legal Aid Defense Fund: Supportive to resistant - very important. A) May view partnership between police and TV news media as the establishment teaming up to ensure coverage of

members of the ethnic community as suspects. The MPD identified these combined groups as possible "snail-darters".

18. Police Unions: Mixed, conditionally supportive - important. Somewhat skeptical about the nature of the training. A) Concerned about the cost to the department for the training and worried that plan may limit officers' authority at scenes.

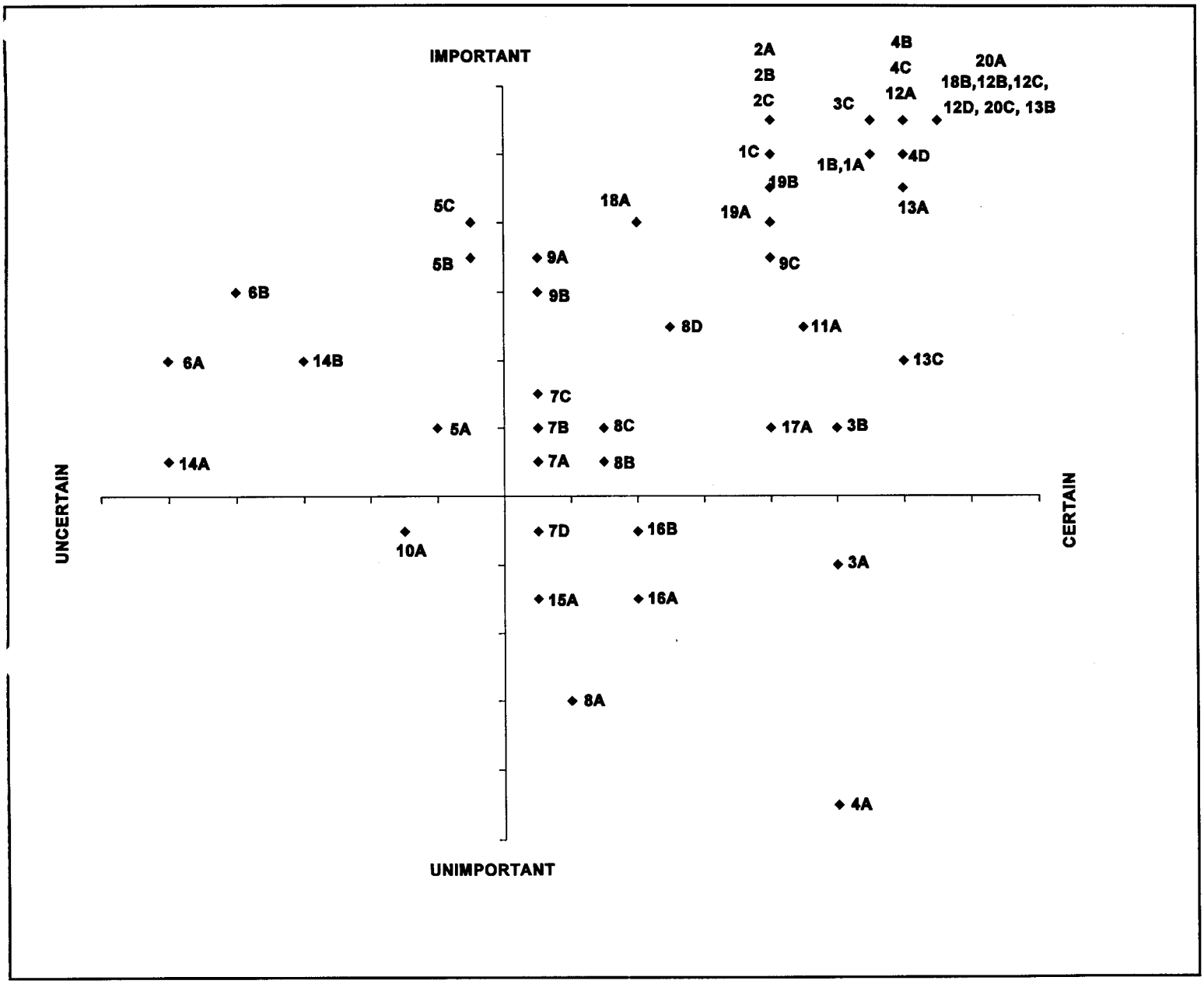
19. POST: Supportive - important. A) Will want to certify a training course and have input into its content. B) Will be concerned about the cost if funding is requested from POST.

20. City Attorney: Conditionally supportive - very important. A) Will be interested in liability issues that may surround plan. B) Will be concerned about the legality of the plan. The MPD identified the city attorney as a possible snail-darter.

Following the presentation an "Assumption Map" was devised. Each assumption, its importance, and certainty was placed on a strategic assumption map (Illustration 2).

Illustration 2

ASSUMPTION MAPPING



LEGEND

1.	Oakland PD Training Staff	11.	City Government
2.	PIO	12.	Chief of Police
3.	Media Personnel	13.	Rank and File
4.	TV Network Procedures	14.	Technology Companies
5.	Public	15.	Advertisers
6.	Suspects	16.	California Bar Association
7.	Victims	17.	Ethnic Councils
8.	ACLU	18.	Police Unions
9.	Police Administration	19.	POST
10.	Legislators	20.	City Attorney

The assumptions that were placed in the not important quadrant of the map were generally assumptions about how suspects, the general public, legislators and hi-tech companies would view the plan. According to the group, the perceptions of these stakeholders would reflect their self interest and could be influenced by either the political climate or the amount of money needed to make the plan work.

The assumptions placed in the important, but uncertain quadrant reflects an inherent fear that the group believed exists among people when they are faced with change. The assumptions placed in the important and certain quadrant centered around the issues of control and cost. In particular, the group cited, within the police department and among the media personnel there is concern over the amount of power and/or authority the plan would give each of them. In the selection of the strategic plan all of these assumptions were closely considered.

Identification of Policy Alternatives to Implement the Strategic Plan

A key factor in the development of a strategic plan is the identification of policy alternatives and a discussion of the pros and cons of the alternatives. The previously mentioned eight member modified policy delphi (MPD) panel formulated, examined and selected alternative strategies designed to implement the strategic plan. The group was given background information on the issue, the events and trends previously generated and the desired "best case" scenario.

The policy alternatives listed by the panel were:

1. Passage of legislation that would limit TV news media authority and presence at the scene of police field operations.

2. Development of a positive joint training program for TV news media and police personnel presented jointly by the police and the TV news media.

3. Development of a funding, planning and research system that would allow the police department to keep abreast of media-related technology.

4. Police department to start its own TV station.

5. Passage of legislation that would protect the rights of victims and suspects vis-a-vis TV news media coverage.

6. The TV news media and the police department become partners in TV station.

7. The TV news media is given complete authorization to enter all field operation scenes.

The preceding policy alternatives were evaluated by the panel for feasibility and desirability and then were re-discussed. The group then ranked the policies using the same criteria and selected two options which scored the highest on feasibility and desirability. One alternative was the most controversial. These three policy alternatives are listed below along with the generated pros and cons for each alternative and the score each alternative received.

1. Passage of legislation that would limit TV news media authority and presence at the scene of police field operations. (Score 88, most controversial alternative)

PROS:

* Would enhance the confidentiality of information about victims, witnesses and suspects of crimes.

* Would prevent the possibility of criminal cases being tried in the media.

* Would improve the possibility of better crime scene investigations being conducted by the police.

* Would lessen the pressure from supervisors on crime scene investigators because the media would not be present.

* Would diminish the confusion at crime scene if the media were not present.

* Would result in more accurate statistical reports on towards crime by the TV media.

CONS:

* Would require a change in the Bill of Rights.

* Would result in the delivery of less information to the general public.

* Would diminish the trust between police and the media.

* Would result in the media making up stories.

2. Development of a positive joint training program for TV news media and police personnel presented jointly by the police and the TV news media.(Score 108, highest rating)

PROS:

* Would foster positive working relationship between police and TV media personnel.

* Would enhance the possibility that both the TV media and the police personnel will be more efficient and effective in fulfilling their roles and duties.

* May create an environment at scenes that would minimize confusion, frustration and hostility between police and TV news media.

* Would aid the TV media in the production of accurate and timely reports.

* Would reduce pressure and stress on the police when responding to TV media inquiries at scenes.

CONS:

* May be extremely costly on a short and long term basis.

* May cause police personnel to be less guarded of the TV media at scenes and permit them to interfere.

* Could cause information that normally would be honored as off-the-record to be reported.

* May create liability for the police agency if TV media personnel are injured at scenes.

3. Development of a funding, planning and research system that would allow the police department to keep abreast of media-related technology. (Score 94, second highest rating)

PROS:

* Would provide police department with knowledge and equipment comparable to that of the media's.

* Could provide police department with best footage for reporting purposes.

* Could act as a leverage to encourage TV media to cooperate with police requests.

CONS:

* TV media can afford to purchase technology while police department can not.

* TV media may become angry at the police department for intrusion into their area of expertise.

* TV media may view the police department as a competitor and become less willing to cooperate with them.

The MPD selected two policies that they felt were both highly desirable and feasible. The two policies are: 1) the development of a positive joint training program for the TV news media and police personnel conducted jointly by the police and the TV news media and, 2) the development of a funding, planning and research system that would allow the police department to keep technological pace with media-related equipment. The scores for these two policies were very close and based on re-discussion and re-evaluation, a synthesis of these two alternatives was included in the recommended strategy. It was clear to the panel that the development of a

positive joint training program for TV media and police personnel would inevitably require funding. Quality training dictates that the learning sessions be conducted in the most conducive atmosphere, one which is free of distractions and comfortable. The trainers must be highly skilled experts in their fields in order to render credibility to the program. Quality training is expensive.

Funding and budgetary constraints are constant issues for law enforcement agencies in general, and the Oakland Police Department, specifically. Given the need to provide TV news media/police operations training, a funding source needs to be developed. Additionally, law enforcement has traditionally remained in the stone age, as it relates to technology. There is little doubt that Oakland Police Department needs to begin to keep abreast of the technological advances occurring around them. Whether or not Oakland Police Department were to adopt the proposed plan to train TV news media and police personnel, there still exists a need for a research and planning system that, at the bare minimum, monitors the hi-tech industry for innovations and product availability that could be used by or adopted for law enforcement purposes. In part, the proposed training will require instruction in TV news media equipment. This equipment is still expensive and the feasibility of companies agreeing to extended equipment loans for training purposes to police department is unlikely. Thus to accomplish either the joint training program plan or the plan to keep pace with media-related technology will require funding. The group hoped that through a combined strategic approach, both alternatives might be achievable and more attractive to possible financiers.

The delphi panel then proceeded to list some of the strategies for the implementation of a joint-training program:

1) Those stakeholders who would be most responsible for carrying out the joint training program should be identified. Individual responsibility should be identified.

2) Those stakeholders who would actually develop the course and provide training should be supported in their efforts and an outline of a course should be developed.

3) A funding source program should be carried out to pay for a training program.

4) Publicity for the training program should be on-going and sensitive to the work of the media and the police as well as to the sentiments of the community at large.

Summary

In this section a mission statement was presented, one scenario was selected for strategic plan development, external and internal ramifications were cited, stakeholders were identified as were their probable assumptions, and policy alternatives were explored, and strategies for implementing the program were suggested.

SECTION IV - TRANSITION MANAGEMENT

1. The Commitment Plan
2. The Critical Mass Assessment
3. Strategies for Facilitating Change
4. Summary

SECTION IV - TRANSITION MANAGEMENT

In Section III, a joint training program for the TV news media and Oakland was proposed. In this present section, a transition is described which is designed to augment the Strategic Plan. The Oakland Police Department must move from helter-skelter, laissez-faire filed work relations with the TV news media to more predictable, mutually supportive, productive alliances for police conduct and TV coverage of law enforcement field operations.

Three approaches were followed to develop a joint training program: 1) A critical mass assessment was made to form a commitment plan; 2) a sequence of strategies was devised to facilitate change; 3) procedures were specified to give body to the joint training program.

Commitment Plan

Critical mass assessment is a method to help identify those key individuals or groups who, through their support and/or influence, can determine if a plan will succeed or fail. The particular critical mass actors (individuals or groups) were selected from the list of stakeholders provided in the strategic plan. Included in this selection were the chief of police, his deputy, TV producers, the PIO, the training staff, the president of the police union, and the city attorney.

It was interesting to construct a Critical Mass Assessment Chart (Table 4).

Table 4

Critical Mass Assessment Chart

Actors in Critical Mass	Type of Commitment			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			X →	O
Deputy Chief			XO	
TV Producers	X →	O		
Union President	X →	O		
City Attorney		X →	O	
Training Staff				XO
PIO			XO	

An X is to designate the actor's individual, present levels of commitment to the plan. An O is to designate a desired level of commitment. The types of commitments are described as "block change", "let change happen", "help change happen", "make change happen".

A chart depicting present and future commitments of people can be provocative but deceptively simple. Measuring commitment here is measuring attitudes. The identification of attitudes, the prediction of attitudes, let alone the longevity of attitudinal changes, have confounded past researchers and remain a source of current investigation. With these reservations in mind, an estimation of the actors' present levels of commitment as well as changes in their commitment which could occur given a viable transition plan were determined.

Explanations why the various actors were chosen to implement a joint training program provided some insight regarding their estimated levels of commitment prior to their involvement in the management of the training sessions. Subsequent explanations of the actors' involvement in steps to provide training may give some reasonable expectations that commitment to the program can increase.

The Chief of Police: In regards to a joint training program, the chief is currently characterized in the "help make it happen" category. Early in his administration, the chief recognized the importance of a positive, open relationship between the Oakland Police Department and the media. For the first time in the agency's history, a PIO was appointed who was also the assistant to the chief. The PIO has an extensive, successful history in the media field. The chief urged the command staff to use the PIO to capture more positive media exposure for the department.

The chief's commitment to help bring about an improvement of relationships between the department and the TV news media is evident; however, as he is in the position of leadership, he will move to "make it happen" as he communicates the intention, scope and design of the joint training program to the critical actors. The best explored characteristics of the effective communicator are expertness, trustworthiness and prestige within his/her peer group.

> Other characteristics that generally make for a more persuasive communicator are he is generally more competent than other members of his peer group, better informed, gregarious, and tends to belong to the top crust of the social class with which he is identified. He is also, in a peculiar way, what is called a super-representative of his group: that is, although he stands apart, he embodies in a vivid way the group characteristic. He is also viewed as an instrument for achieving goals important to the group members.[29]

In light of the foregoing personal attributes and the commitment which the chief possesses, he can obtain support from the critical actors in the joint training program: the deputy chief, TV news producers, the training staff, the union president and the city attorney.

The Deputy Chief of Police: The deputy chief is currently characterized as in the "help make it happen" level. In theory, the deputy is the alter ego of the chief's characteristics, ie: competence and trustworthiness. Additionally, he possesses particularly strong interpersonal skills, having an ability for listening and empathizing with officers and staff at all levels of the department's hierarchy. Officers see him as one of them yet it is also clear to them that he exercises authority and is supportive of the chief.

The deputy chief, then, is what managerial psychologists call "the key man". This is the person who can work "both sides of the street" but he keeps his eye on the intentions of the leader who, in turn, uses the key man to translate organizational policies to the work force and relies on his deputy to keep him informed about the progress, needs, and sentiments of those lower on the

command ladder. The deputy, then, by nature of his appointment is committed to "help make it happened". Taking his lead from the chief he will move to "make it happen" serving as the project manager of the joint training program.

TV News Media Producers: TV producers from each of three local TV stations were identified as critical mass actors. Nevertheless, their current level of commitment is characterized as being in the "block it" area. TV producers decide which stories are covered, direct the slant that the stories take, and decide if and when the stories air. They have influence on reporters, subjects of stories, audiences, and advertisers. TV producers are extremely wary of any outside influences that might try to dictate what and how stories are reported. However, having said all this, the producers want the airways to move smoothly. They know that news media can be seen as brash, insensitive and intrusive. They are as concerned about their image as is any other organization. They want to gather and disperse the news with dispatch, recognizing that positive working relationship with the police will help that happen. As the producers and their colleagues come to understand the goals and strategies of the joint training program, one can hope that they will move from a blocking stance to a neutral demeanor, maybe even to "help make change happen".

The Union President: With the exception of the chief of police, all sworn personnel are represented by one bargaining unit, the Oakland Police Officers' Association (OPOA). The OPOA has a long history of being instrumental in influencing the work of the rank and file it represents, With labor support, issues impacting working conditions or other meet and confer items can be resolved quickly, with a minimum of distraction. The union president is initially characterized as an actor who will block the idea of a joint training program. Certainly, he will proceed with caution knowing that he must act in the best interests of those he represents. He will be concerned with the

number of manhours required of officers and with the maintenance of police authority in field operations. However, as he is informed about the joint training at its inception and as he is kept current regarding the management of the program and its on-going evaluation, it is hoped he will move to the "let change happen" category.

The City Attorney: The city attorney currently is characterized in the "let it happen" category. This is not to say that he is initially a neutral party. His interest will lie in the legality of any contractual agreement entered into between the police department and the TV news media. His concern will be that a joint training program might abridge officers' and the city of Oakland's protection from liability. As city attorney, he does not welcome law suits against the city or its departments. He is also sworn to upheld the law. Thus, one can expect that the city attorney will take an active part in the development of an agreement which would protect officers and the city from liability while preserving officers' and the media's legal rights. Indeed, the city attorney can be helpful in making change happen.

The Training Staff: The training facility in Oakland represents a unique body. Unlike other departments of somewhat equal size, the Oakland Police Department has its own police training academy. This entity is certified by POST. It satisfies the requirements for police officer certification as mandated by the State of California. Further, the Oakland training academy provides instruction for its neighbors, Alameda, Fremont, Richmond, Foster City, San Leandro, Emeryville and for the Bay Area Rapid Transit, the East Bay Regional Park, the Oakland Housing Authority, and the Oakland Public Schools. Additional agencies are also included in the Oakland training academy's orbit.

Admission to the training academy staff requires exemplary performance as a police officer and many staff members possess degrees from a tertiary college or university. To be a field training officer one must be recommended by a field supervisor and pass an oral interview.

A particular strength of the training staff is its ability to know when and what kind of outside consultants are needed to participate in particular field training courses. Clearly, the training staff is in the central position for "making change happen."

The Public Information Officer (PIO): As the assistant to a chief who strives to improve the department's relations with the TV news media, the PIO is automatically assigned to the "help make it happen" category. He will provide continued positive publicity about the joint training program, he will be responsive to the media's questions about the program as well as those from the public at large. He will spot negative criticism and misinformation about the program and keep his chief, deputy chief and the training staff informed.

Facilitating Change

Once a commitment plan was formed, strategies were devised to facilitate the implementation of a joint training program:

1) First of all, the chief, deputy chief, city attorney and the PIO would scrutinize a synthesis of this ISP including the mission statement, main issues, scope, research procedures, findings, and proposal for a joint training program. Their recommendations would be included in the transition plan.

2) At a subsequent session, all of the critical actors would be convened in a meeting chaired by the chief. Here the main issue and sub-issues would be presented as the rationale for the

program. Specific concerns would be cited as between the police and TV news media in field operations. A general organization of a training program would be outlined, including a time frame and delineation of individuals' responsibilities for carrying out the program. The deputy chief would be named the program director.

3) Because the training staff would figuratively serve in the front lines, their particular orientation to the program would be crucial. The deputy chief would manage this matter, elaborating on the rational and scope of the project and leading the training staff to begin articulating and planning the training sessions.

4) The training staff would conduct very brief line-up training sessions for police personnel to introduce the proposed training and request feedback and input to the course content. Moreover, the training staff would consult with other police departments and POST for course information which may have been already developed in the subject area.

5) Special orientation meetings for the media would be conducted by the producers in cooperation with the deputy chief. Course input would be solicited.

6) An important, very important, sub-committee would again be chaired by the deputy chief and should include a representation from the department's Research, Planning and Accounting Division and an accounting representative from a hi-tech firm to help others locate funding sources. While the joint training program is not envisioned to be a "high ticket" undertaking, inevitable expenses will occur such as outside training consultants and any hi-tech equipment which might need to be purchased.

7) As with a search for funding, publicity would be an on-going campaign. The PIO will disseminate to the media the purpose, calendar, events, and progress of the program. A

videotape that succinctly states the goals, program and expected outcomes should be developed for presentation to prospective supporters in industry and to inform the city's diverse citizenry of an undertaking to improve TV news and police contacts during law enforcement operations in the community.

8) The time for the program was set for an eight hour course, delivered in four blocks of two hours each presentation. Planning the instructional methods and the content of the training course should be in line with what is known about human learning. Useful education can be achieved by providing the participants with problem-solving situations involving real-life problems. Sufficient time must be allotted for the participants to study the problems. Learning can not be speeded up beyond a certain point because the limiting factor is the amount of information that can be assimilated in a given time. Attempts to provide more information in a given time than the amount that can be successfully assimilated are likely to result in confusion and frustration of the learner rather than an increase in understanding. Mixed methods of instruction should be used. Any trainer who varies teaching procedures and does not get struck in a groove is going to hold the attention of learners better than one who is rigid. Finally, the more complete the feedback, the better the learning. A learner gains by knowing whether or not he/she is on the right track. Any information which is ambiguous or any misinformation will interfere with the learning of a concept.

There are a number of law enforcement field operations which could serve as useful content for the joint training program. There is no suggestion here that all field incidents should be studied; instead a representative sample of critical incidents should be chosen as they are illustrative of certain field problems involving the TV news and the police. In this vein, a

range of problems are natural disasters, chemical spills, riots, terrorists acts, undocumented media (checkbook journalists), domestic violence and plane crashes.

Once the content of the course is selected and formulated, it would be presented to the chief, deputy chief, the city attorney and the PIO to ascertain its comprehensiveness, appropriateness, and validity.

9) As suggested in (8) above, evaluation of the program should be continuous to ascertain the participants' levels of understanding and satisfaction. The training staff would be advised to keep diaries of sessions and engage in candid post mortem meetings with the deputy chief. The deputy chief would pay as much attention to the evaluations of the media than as to the police.

Summary

In this section, a commitment plan was originated using a critical mass assessment to identify the key actors in a transition plan and a series of strategies were presented to facilitate change (Table 5).

Table 5

Critical Mass Actors' Responsibility Chart

TASK	ACTOR #						
	1	**2**	**3**	**4**	**5**	**6**	**7**
Convene First Meeting	R	S	S	S	S	S	S
Do Line-up Training	I	A	S	R	S	I	I
Survey Other Departments	I	I	S	R	S	I	I
Funding Sources	S	R	S	I	I	S	I
Publicity	I	S	S	I	R	I	I
Conduct Course	I	A	A	R	S	S	A
Evaluation	A	A	A	R	S	S	I

ACTORS

1. Chief of Police
2. Deputy Chief
3. TV Producers
4. Training Staff
5. PIO
6. Union President
7. City Manager

LEVEL OF RESPONSIBILITY

R = Responsibility (not necessarily authority)

A = Approval (right to veto)

S = Support (put resources forward)

I = Inform (to be consulted)

SECTION V - CONCLUSIONS

1. Conclusions
2. Recommendations for Action
3. Recommendations for Futher Study
4. Summary

SECTION V - CONCLUSIONS

The conclusions of this study will be discussed as they were developed in each of the four preceding sections:

Section I

A review of the related literature revealed that there are problems in the relationship between the TV news media and the police. Although there are some positive efforts to solve some of these problems, troubles persist. Recurring problems include media access to crime scenes, "checkbook journalists", and antagonism between TV media and police.

Section II

It was determined through a review of the literature that the central issue of this study would be, "What will be the impact of the TV news media on law enforcement field operations in the year 2004?" The issue appears as one which will be confounded in the future due to factors such as increased availability of more and more sophisticated technology in the hands of the TV news media, the police and the public citizens, increased media scrutiny of the police, questions about media access to field operations, and so forth.

The elaboration of the central issues proved to be both exciting and worthwhile. It led to a study of a vital police department and included an array of interesting, helpful participants. It set the over-riding mission of this study and served as the impetus for developing a feasible plan for the future.

The three sub-issues were logical extrapolations from the central issue. The first was "What will be the working relationship between the TV news media and law enforcement?" The

study showed that this relationship is most often viewed by both sides as adversarial and that unless something is done to improve this relationship both sides will suffer. The consequences for law enforcement seem obvious since the TV news media has the power to set up a direct link with viewers and provide them with information of their choice. On the other hand the study shows that the TV news media are concerned about job security. Average citizens are coming forward and are providing stations and networks with information their employees have missed. The TV news media fear being replaced by free lance reporters and photographers. The advances in technology and the affordability of hi-tech equipment only compounds the TV news media's dilemma since soon the average citizen will be able to broadcast live from any where in the nation. The study demonstrates that now is a good time to try to coax the TV news media into a plan to improve relationships.

The second sub-issue was "What will be the TV news media's impact on law enforcement training?" The answer to this question is that law enforcement will have to develop training specific to dealing with the TV news media beyond assigning a PIO to handle them. An entire department will need to be trained in order to have a good sense of the TV news media's Capabilities, motivations, needs and rights. Training around police interactions and conduct as it relates to the TV news media especially during field operations would have to be highlighted. The training would need to be developed in a joint training course for both the TV news media and the police.

The final sub-issue was "What will be the TV news media's impact on police agency policies?" The study indicates that police departments will have to develop clear, concise and practical policies that set the tone for interaction with the TV news media. The policies will have

to address law enforcement needs especially during field operations but can not ignore the needs of the TV news media. The policies will have to balance the media's job to protect and serve and the police's job to protect and serve.

Forecasting events which could affect the main issue and its sub-issues proved interesting; however, the group which engaged in this activity were possibly over-stimulated resulting in a list including some irrelevant or unlikely propositions. Perhaps listings specific events may sometimes go beyond the usefulness for forecasting. Items can be dredged up which are questionable and ill-defined such as live execution televised. On the other hand, some of the events on a list of 47 events were provocative in constructing scenarios of the future and in pointing out some of the areas of concern.

Forecasting trends resulted in a list of 10 items which directly impinged on the issue, the development of three different future scenarios, and the provision of clues for the studies to come after this project. In deed, one of the 10 predicted trends "Law enforcement training in media and crime scene management" eventually has been delineated in the strategic and transition plans included in this project.

At the time the mission statement was formulated it was axiomatic in the sense it logically emerged as an over-arching theme resulting from preceding investigations. It served as a guide to keep future planning directed to goals of cooperation and responsibility.

Section III

While the ISP is futures-oriented, an examination of the prevailing environment factors brought realistic situational possibilities into clearer view. Examples were produced describing factors in the Oakland scene which could provide opportunities for successful implementation of

describing factors in the Oakland scene which could provide opportunities for successful implementation of the strategic plan. Additionally, possible threats to the success of the strategic plan, as it was developed for Oakland, were cited.

Finally, the situational analysis dealt with the strengths and weaknesses of the strategic plan related to Oakland. The identification of the stakeholders in the strategic plan revealed the human resources in the community which would be impacted by the strategic plan. This first list of stakeholders included a wide range of public officials, media personnel, and citizen groups. While these people were not tapped for inclusion in the transition plan, the broad array of affected parties provided a breadth of concern for the parties who need to be considered.

Section IV

It was in Section IV that policies and strategies were selected and expanded in light of the suggestions in the strategic management plan and as they applied to the transition plan. To respond to the issue raised in Section II, a policy for a joint training program was adopted, levels of participants' commitment were depicted, a management structure was set forth and strategies for conducting the program were outlined. Particularly useful here were the critical mass assessment to predict the critical actors' commitment and the chart showing the allocation of responsibilities to the critical actors. The decision to propose a joint training program for the TV news media and police officers was based on its relevance to the central issue and sub-issues, its importance, its congruence with the mission statement, its feasibility, and the interest of the writer who is a credential teacher with undergraduate and graduate degrees in education.
A time frame was set to provide training for the entire department over a period of a year and a half with four two-hour weekly sessions for each group of twenty persons.

It will be noted that the details of a proposed budget were not specified. A funding source committee under the direction of the deputy chief was outlined in a broad sense. The whole matter of financial support would warrant discovery of in-kind services from both the media and the department as well as hi-tech firms. While instruction, space and the salaries of trainers are already accounted for, other monies for hi-tech equipment and for expert training consultants need to be solicited.

Recommendations for Action

Certain concrete implication result from a consideration of this ISP:

1) Establish relationships with local hi-tech firms so that police will have access to state-of-the-art technology for managing field operations.

2) As in (2) above, search sources in industry for monetary support of the joint training program.

3) Design a spot for a TV news program which will highlight the work of the police in the field.

4) Set up televised discussion panels of TV media, together with the police, to describe their particular orientations and concerns for obtaining news coverage and for carrying out law enforcement in the field. Such panels could have public appeal. Certainly, they would prove invaluable to the training program.

Recommendations for Further Study

This ISP suggests a rich vein for future investigators to mine. Here are some ideas:

1) A follow up study to ascertain the success of this present ISP (joint training program) as it is carried out in the field.

2) Related to (1) above, an in-depth analysis of critical incident(s) that prove(s) most problematic during the interaction of the TV news and the police in field operations.

3) Scrutinize the perceptions of the TV news and the police as they view one another's conduct in field operations. What are sources of dissention?

4) Study the public's perceptions concerning the usefulness and validity of information about field operations as provided by the media and the police.

5) Investigate the impact of checkbook journalists on established TV news media and on the work of the police.

6) Examine the use of TV news media for police accountability.

7) Replicate this ISP in another police department which may be alike or unlike the Oakland Police Department.

Summary

In this section, the conclusion of the study were discussed, recommendations for action were made and suggestions for future study offered.

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APPENDICES

Appendix A	Preparation Notes for Conventional Modified Delphi Panel
Appendix B	List of Events
Appendix C	List of Trends

Appendix A

Preparation Notes for Conventional Modified Delphi Panel

The issue:

What impact will the TV news media have on law enforcement field operations by the year 2004?

Sub-issues:

What will be the working relationship between the TV news media and law enforcement?

What will be the TV news media's impact on law enforcement training?

What will be the TV news media's impact on police agency policies?

Event development question:

What possible unexpected events may occur that will affect the influence of the TV news media on field operations? An event is a discrete, one time occurrence.

Example: The Rodney King camera footage.

Your ideas:

Trend development question:

What possible future trends may occur that will affect the influence of the TV news media on field operations? A trend is a series of events are related, occur over time and can be forecasted. A trend should not include a predetermined measurement.

Example: The number of people that use TV as their primary source for information.

Your ideas:

Appendix B

List of Events

1. Live criminal executions televised
2. Mini cams placed on officers' uniforms
3. Built-in portable transmission devices invented
4. Major criminal video fraud case uncovered (Video fraud/fake TV)
5. Checkbook journalist scoops major crime story
6. Cop Watch (police watchdog group) gets cable TV program that features critique of police field operations
7. Legislation that permits the release of names and photographs of juvenile suspects to the TV news media
8. Undetectable micro mini cam available to police
9. Criminals view selves on TV during the commission of a crime
10. Police get TV show (public awareness tool)
11. Police get encrypted communications system installed
12. Penal Code Section 409.5(d) repealed to limit media access to disasters and scenes
13. TV news crew injured during police field operations
14. Police budget cut eliminates PIO position
15. TV monitoring of convicts on house arrest
16. TV news media directs a police action
17. Video teleconference of a hostage negotiations
18. Misdemeanor trials via interactive TV - audience decides guilt or innocence
19. Suit to release police video of criminal incident

20. Local cable TV C-span for police show

21. Hostage situation where cops accidentally shoot hostage is televised

22. Police staff and media staff switch jobs

23. Prolonged state of civil disturbance occurs due to new immigration law

24. Criminal gain access to broadcast technology

25. Victim traumatized by TV news media

26. Eyewitness video by non-sworn people

27. Televised murder trials to get support from public

28. Media access to criminal records for a fee

29. Constitutional change limits media in courts

30. Local "Most Wanted" TV program airs

31. Legislation that limits the release of criminal information until after arraignment

32. Low cost three chip video camera hit the market

33. Police influence TV media hiring practices

34. Police hold city hostage via videotape (video extortion)

35. Legislation that prohibits release of criminal information

36. Legislation that prohibits the prosecution of juvenile offenders

37. Legislation passed that awards media access to police personnel files

38. Local court TV

39. 80% of American household have cable and can use interactive TV

40. Legislation passed to protect media from civil suits filed by victims

41. Legislation passed that simplifies suing journalists

42. Courtroom trial conducted via TV

43. Legislation permitting the public direct access to TV news media footage

44. TV news crew held hostage

45. A real life cop show negatively impacts police recruitment

46. Victims use TV media footage for litigation evidence

47. Legislation passed that orders all video shot at crime scene to be turned over to the police

Appendix C

List of Trends

1. Technology in the public's hands
2. Police conduct examined through TV news media's public awareness programs
3. Technology that locates and identifies criminals
4. Law enforcement training in media and crime scene management, crime scene investigation and security
5. Technology that alters video tapes that could depict police actions
6. Police produce TV show to generate public awareness and funding
7. Media access to crime scene
8. Citizens broadcast TV news
9. Electronic TV bulletin board for wanted persons
10. Use of TV news media for police accountability
11. TV news media identification
12. Use of multi-media capabilities by public and police
13. Violent crimes committed by juveniles
14. Police and public coping with new technology
15. Police cover ups
16. TV news media create new forms of checks and balances for police and prosecutors
17. Public ownership of camcorders
18. Public cooperation with police
19. Public confidence in police

20. TV news media influences on public feelings towards violence

21. TV news media involvement in public apprehension of wanted persons

22. Hidden camera used to catch criminal activity

23. PIO as liaison between police, media and community

24. Legislation to control violence

25. Public awareness of court and parole system

26. Citizens' confidence in TV news media

27. Videos used as evidence in courtrooms

28. Traditional news becomes more like tabloid news shows

29. Immigration impact on police and media communications

30. Immediate access to live action video

31. Video of real-life situations used as training films for police

32. TV news media impact on court proceedings

33. Televised public executions and release of information on juvenile suspects

34. Video used for TV news media personnel accountability

35. PIO overload

36. Public feelings about being taped constantly

37. Use of video in courtroom case as evidence

38. Hidden cameras used for police informants

39. Technology causes police agencies to merge to save money

40. Police use of 500 channels for unfiltered information

41. Public access to criminal records via computers

42. Police training in technology

43. Interest in law enforcement as a profession

44. Interactive crime prevention TV programs

45. TV news deadlines impacting officer safety

46. Cities sued as a result of TV news footage

47. Interest in journalism as a profession

48. Video used as a weapon by criminals and the police