

**WILL COMMUNITY ORIENTED POLICING HAVE AN IMPACT ON THE  
CHP'S SERVICE DELIVERY BY THE YEAR 2004?**

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**RESEARCH PAPER**

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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 this 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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# WILL COMMUNITY ORIENTED POLICING HAVE AN IMPACT ON THE CHP'S SERVICE DELIVERY BY THE YEAR 2004?

## INTRODUCTION

The California Highway Patrol (CHP) is like many other law enforcement agencies that are in the process of embracing Community Oriented Policing, (*COP*). The rising number of law enforcement agencies making this change coupled with the public expectation that they be involved in solving contemporary community problems is creating an environment where the public expects to have a voice in how law enforcement will address community issues.

This has been especially noticeable for the CHP as there has been a significant increase in the number of town hall meetings which have been held to address community traffic issues. The majority of the town hall meetings in each county involve both the CHP and the Sheriff's Department. While most of the attendees are members of a neighborhood watch program, many are attending for the very first time. The town hall meetings have become essential for the public to voice their concerns and for the Department to emphasize its interest in preventing accidents and improving traffic conditions. The meetings continue to help build a positive rapport between citizens and the CHP and are a "*critical tenet of community policing*".<sup>1</sup> To address this growing area of community concern, the CHP adopted the COP philosophy to deal with traffic issues in the county area. As a result of increased public awareness and demand

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<sup>1</sup> Source: FBI Law Enforcement Bulletin. **Focus on Community Policing**. By Mark Cutliffe, August 1994.  
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for traffic enforcement, COP will have a profound impact on the CHP as we move into the next century.

Neighborhood surveys conducted in 1996 and 1997 by the Los Angeles County Sheriff's Department as part of its Federal "*High Impact*" COPs grant program revealed that while criminal activity, gangs, drugs, and burglaries were of significant concern, the number one noncriminal activity was traffic related.<sup>2</sup> The surveys conducted in the San Gabriel Valley revealed neighborhood traffic related issues were the primary concern with 84 percent of the county residents. Similar results were reported by the Sonoma County Sheriff's Department. Surveys conducted by the Sheriff's Department revealed that neighborhood traffic issues were the number one noncriminal activity with 87 percent of the people surveyed.<sup>3</sup>

In discussing the results of the Los Angeles Sheriff Department's surveys with other CHP Commanders in Sacramento, Fresno, San Diego Los Angeles, and the Bay Area the results were very similar. Commanders indicated that a noticeable change is occurring with neighborhood watch programs. More and more of the neighborhood watch programs are taking on traffic issues as an increase in traffic violations within a neighborhood promotes disorder and a feeling of lawlessness. As a result, the Office of Traffic Safety (OTS) has seen an increase in the number of grant proposals submitted by law enforcement which involve the community in addressing traffic issues.

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<sup>2</sup> Source: Walnut and Industry Sheriff Department Public information officer. Neighborhood door to door surveys were conducted by sheriff deputies in 1966 and 1977 as part of a federal grant.

<sup>3</sup> Source: Sonoma County Sheriff Department. Information obtained from surveys conducted at town hall meetings in 1997.

Numerous articles have been written in an attempt to document the successes and problems associated with Community Oriented Policing. Most of the literature written is very supportive of a *COPs* approach to enforcement; however, it is not the sole answer to solving problems. Because of the successes of this model of policing, the CHP, as the primary traffic authority in the county area, believes that this strategy will be the most effective way to address the growing area of traffic responsibility in the county in the next century. However, this strategy does not come without impact to the CHP's service delivery. To understand the impact COP will have on the Department's service delivery it is necessary that it be defined. The CHP's service delivery is broadly defined as:<sup>4</sup>

Accident prevention

Emergency incident/traffic management

Law enforcement assistance

Continued assistance to other public agencies

Continued assistance to the public in need of aid or information

As California continues to change there will be other factors which will also have an impact on the CHP's ability to provide a sustained level of service, but none will have more of an impact than COP.

This is especially true since the population in California has continued to increase from 32.9 million, a surge of 574, 000 since the last census.<sup>5</sup> There is no indication that future growth in California will slow in the next ten years. This growth,

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<sup>4</sup> Source: Department of California Highway Patrol, General orders 0.2 page 1

largely the result of migration and immigration, will have a significant impact on the CHP's ability to maintain service levels while embracing COP in the county area. The rapid growth has resulted in a significant change in population demographics as well as added a significant number of licensed drivers and registered vehicles. Not only are communities becoming densely populated, ethnically diverse, older, and more politically active, but residents are also placing an increased emphasis on quality of life issues.<sup>6</sup> Using traditional enforcement strategies, not involving COP, to combat traffic problems makes it extremely difficult for the CHP to reach out to many of the diverse communities and have an impact on quality of life issues.

This is important as more and more communities are demanding personalized traffic law enforcement service. While much of this pressure for more traffic law enforcement service comes directly from individuals or community groups, more communities are turning to elected officials to initiate change. The ability of the community to organize, raise money and lobby for their concerns has given them social standing and the ability to gain both formal and informal access to those who hold power.<sup>7</sup> Consequently, it is not uncommon for political leaders, both local and State representatives, to make direct contact with the CHP Commander having jurisdiction to address community traffic concerns.

To address this demand for increased traffic enforcement service, the CHP is allowing Commanders the ability to change their current enforcement strategy to one

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<sup>5</sup> Source: C.K. McClatchy News Service, Sacramento Bee, **Placer one of the booming Counties**, by Bill Lindelof page B-1

<sup>6</sup> Trojanowicz, Robert, and Bucqueroux, Bonnie, **Community Policing**, Anderson publishing, 1990, p 333

<sup>7</sup> Ibid Chapter 3, The Changing Meaning of Community

that incorporates a Community Oriented Policing philosophy. Community Oriented Policing as defined by Trojanowicz and Bucqueroux most closely reflects the Department's philosophy:<sup>8</sup>

*“ A philosophy of policing based on the concept that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay. The philosophy is predicated on the belief that achieving these goals requires that police departments develop a new relationship with the law-abiding people in the community, allowing them a greater voice in setting local police priorities and involving them in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of police work from handling random calls to solving community problems.”*

In an effort to transition to COP, the CHP has adopted a **“HIGH PERFORMANCE POLICING “** philosophy necessary to provide leadership into the 21<sup>st</sup> century.<sup>9</sup> The CHP is adopting this philosophy as a means of carrying out its mission. This change in philosophy is the second time in CHP history that a fundamental change in enforcement strategy has occurred. The change in philosophy is intended to address the demand for increased services that the CHP is experiencing in the county areas and encourage all employees to become an integral part of the organization, thus becoming full partners in the Department's accomplishments. Additionally, this change in philosophy without the benefit of additional resources, or

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<sup>8</sup> Ibid page 5

<sup>9</sup> This philosophy was developed by Commander Kent H. Shafer, Strategic Response Bureau, Columbus Division in the State of Ohio.

without impacting the current service delivery, has caused COP to be given top priority to be addressed in the near future.<sup>10</sup>

## HISTORY

As the men and women of the California Highway Patrol enter into the next millennium, many are asking, "Can the Highway Patrol, as we know it, maintain its leadership role in traffic management through the traditional model of traffic law enforcement?" The importance of traffic enforcement will not diminish in the next century. Criminals will still travel to and from the scenes of their crimes and travel in motor vehicles, transporting illegal drugs, unlicensed firearms, and stolen goods. Proactive traffic enforcement will remain an important tool for criminal interdiction and crime suppression, as well as for community policing.<sup>11</sup>

While the traditional model of enforcement will continue to be taught, the CHP will have to adopt an enforcement strategy which will address community needs. The traditional model is based on in-view patrol and an enforcement/deterrent emphasis.<sup>12</sup> Under this model the role of a traffic officer is defined by the Department rather than with input from the community. There are many within the CHP who say the time has come for the CHP to change from its traditional model of traffic law enforcement which is based on in-view patrol and an enforcement/deterrent model to more of a community oriented based model. However, there are also those within the department who say the department has always been concerned with the community, but traffic law

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<sup>10</sup> Commissioner Dwight Helmick, Commanders Conference in Sacramento, February 18, 19, 1998

<sup>11</sup> Source: **The Police Chief**, July 1997, Top 10 Traffic trends, page 16

<sup>12</sup> California Highway Patrol officer Safety Manual 70.6, Chapter 13, page 1.

enforcement does not lend itself to a community oriented based policing model of enforcement.

Consequently, supporters of the traditional model have strong feelings that any deviation from the current enforcement philosophy would be detrimental to the future of the CHP and could have a significant impact on the patrol's service delivery. CHP officers for the most part have worked under the in-view enforcement model their entire career and have enjoyed a great deal of success, public support and, therefore, do not feel a need to change to an enforcement strategy that is geared toward community input. While this position may be true in some of the CHP's Statewide jurisdictions, (primary jurisdictions with only freeway responsibilities) there are many areas in which the CHP has jurisdiction which would be ideal for a COP enforcement strategy.

Fortunately, this opinion is not shared by most of the men and women in a leadership role as they understand the need for the CHP to make this change in the patrol enforcement philosophy to address the challenges of the 21st century.<sup>13</sup> The CHP Executive Management recognizes that using only traditional enforcement strategies in communities will not be effective nor efficient. If the CHP is to meet all the traffic management challenges of the 21st century, a problem solving and traffic prevention component as well as a strong commitment towards using available technology coupled with community input must be actively pursued. While crime and criminal activity will continue to be a focal point during the next century, traffic related issues will become

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<sup>13</sup> California Highway Patrol High Performance Policing model presented at Commanders Conference February 17-18,1998.

one of the primary concerns for community groups as they attempt to raise the quality of life in their community.<sup>14</sup>

As more city and county law enforcement agencies have embraced the community oriented policing model, the CHP has been slow to transition to this model; and consequently, the organization is scrambling to catch up. The current model of traffic management enforcement has served the CHP for many years and was primarily geared towards freeway enforcement, congestion relief and effectively and efficiently moving traffic. Freeway enforcement was the primary focus and responsibility of every officer. The concept of working with and involving the community in solving traffic issues was used on a limited basis depending on the extent the CHP Commander was involved in community issues. Although the Highway Patrol's jurisdiction and responsibility for traffic management is not limited to freeways, many CHP Commanders prior to 1996 felt that freeway enforcement was more critical and consequently, other areas of responsibility such as, county roads, unincorporated communities), were reduced to responding to calls on demand.

The California State Legislature gave the CHP responsibility for all freeway enforcement and designated the CHP as having primary traffic enforcement responsibility on all county roads in the unincorporated areas throughout the State.<sup>15</sup> Although the Patrol has had this responsibility since 1959, it has not always provided routine patrol to the unincorporated areas. In the mid-1980's, the CHP adopted the

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<sup>14</sup> **The Police Chief**/July 1997, Top 10 Traffic trends. Page 16.

<sup>15</sup> The California Vehicle Act, Section 30, gave the CHP statewide authority to enforce traffic laws on all roadways. Sections 26613 and 29601 of the Government code.

major highway concept, which was the first significant change to the CHP's enforcement strategy. Under this concept the CHP primary enforcement/service strategy was directed to the freeways and service to county roads was provided on demand or a limited patrol basis.<sup>16</sup> During this period, the patrol made a conscious decision to direct enforcement efforts towards freeways as most, if not all, of the county areas were sparsely populated and the few residents residing in these areas did not live in a community setting. Consequently, the need to establish a community oriented policing model or at minimum a change in enforcement philosophy, never materialized.

However, in the last 15 years, population growth throughout California in the county area has increased and communities have sprung up overnight and planned communities have developed. With the increases in population came increased traffic management issues, both on the freeway and in the county area which needed to be addressed as both are the responsibility and within the jurisdiction of the CHP. For the first time the CHP found that if it was going to be successful in dealing with community traffic management issues, it was going to have to work hand in hand with members of the communities throughout the State.

As the CHP looks to the future, the issue of transitioning from a traditional traffic enforcement model to a COP traffic enforcement model is being further impacted by the Sheriff's Departments. Through proposed legislation, County Sheriffs are advocating a change to the Vehicle Code which would authorize sheriff deputies authority to enforce traffic laws in the county area other than incidental to their primary

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<sup>16</sup> California Highway Patrol, Office of Special Projects, Major Highway Concept Program, 1981.

responsibility as a general law enforcement agency.<sup>17</sup> Under current law, the Sheriff of the county may not engage in traffic law enforcement as a primary responsibility with the exception of DUI enforcement.<sup>18</sup> This does not preclude the sheriffs from enforcing traffic laws, however, no funding source has been established to staff deputies to perform this function. Currently, funding from the Motor Vehicle Account to conduct other than traffic related enforcement is not permitted. The proposed legislation would establish the funding source to staff deputies to perform traffic responsibilities.

Therefore, the need to change has never been more necessary for the CHP than now, as more law enforcement agencies are listening to community issues. As funding and resources continue to be impacted, a competitive spirit is beginning to surface between law enforcement, private security and community political groups with each trying to establish or secure their position with the community.

As the Sheriff's Departments pursued this legislative change, the CHP found themselves in competition with the Sheriff's Departments to provide a level of service commensurate with the needs of the community. This legislative proposal, in conjunction with the changing demographics, has created the impetus for the CHP to take the necessary measures needed to transition to a COP model of enforcement. This change to a COP model of enforcement allows the CHP to keep stride with other law enforcement agencies' attempts to forge partnerships with the community. The new model will be based on a community involved traffic management partnership that will evolve from an enforcement/deterrent model to a problem solving/prevention model.

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<sup>17</sup> Senate Bill 470, Sheriff Charlie Plummer of Alameda County. This bill would authorize sheriffs to enforce provisions of the Vehicle Code.

This change will be the first step in changing the complexion of neighborhoods and restoring community spirit by working to resolve traffic problems.

## RESEARCH FINDINGS

While there is considerable research data available concerning Community Oriented Policing, there is little information concerning this particular issue with respect to the CHP or an agency with primary traffic responsibilities. However, the limited information available illustrates that traffic enforcement is essential to COP. In an article entitled ***Community Policing and Traffic Control*** the author concludes:<sup>19</sup>

*“Police departments active in community policing need to be keenly aware of the impact of neighborhood traffic control on their overall efforts. Excessive traffic, speed, and noise affects both the social and crime patterns within neighborhoods.*

*Citizens who believe that law enforcement officials are actively attempting to improve the quality of life in their neighborhoods will join in the effort to resolve existing problems. Good residential traffic control programs accomplish a major goal of community policing. They bring communities together.”*

Much of the existing data has been gathered through special purpose data collection efforts. While the CHP maintains enormous records concerning calls for service, enforcement efforts, fatalities, services, and traffic accidents, the data did not provide for an opportunity to systematically analyze trends and investigate the impact COP will have on the Department’s service delivery.

A significant part of the research conducted included the identification of future trends and possible future events anticipated to take place over the next five to ten

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<sup>18</sup> Office of Special Projects Report on County Traffic Enforcement Services, Page 1, February 1997.

years. To accomplish this task personal interviews were conducted of subject-matter experts, and review was done of a variety of printed information. Most of the research was collected using the library at California State University, Sacramento. The internet was also utilized in an effort to gain a national or global perspective of the issue.

Because of limited empirical data, this analysis focused primarily on information learned from the NOMINAL GROUP TECHNIQUE. A panel of experts was convened and asked to participate in a Nominal Group Technique (NGT) exercise.<sup>20</sup> The group consisted of twelve experts from within the CHP all assigned to Southern Division which is located in the Los Angeles area. With the exception of two lieutenants, all were CHP Commanders who have diverse backgrounds and opinions which were essential to ensuring a complete and comprehensive discussion of the issue. One captain is the commander of the Los Angeles Communications Center, the largest center in the State. While the panel members' knowledge of community oriented policing was limited to their experience in implementing the philosophy in October of 1996, they were well aware of the impact this change will have on the CHP service delivery. Also assisting with the NGT was a Captain from Los Angeles Police Department, West Valley Division, with an extensive background in community oriented policing. The NGT was the primary method used to determine and identify emerging trends and possible future events which were forecast to have the potential to influence the way Community Oriented Policing will impact the CHP's service delivery in the year 2004.

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<sup>19</sup> Source: FBI Law Enforcement Bulletin, August 1994. By Mark Cutliffe, M. S. Page 13

<sup>20</sup> Nominal Group Technique met on December 9, 1997, at CHP Southern Division Headquarters LA

In an effort to ensure that each of the panel members understood the issue, a brief overview of the topic was presented as well as a working definition of community oriented policing and a working definition of CHP service delivery.

The panel elected to examine only a narrow focus of the overall service provided by the CHP. The panel was instructed the author had selected a five year time frame for this study (through 2004) and that forecasting should be limited to this period. Additionally, each panel member was instructed that the initial statement did not imply that the California Highway Patrol was not previously involved in some form of community oriented policing enforcement strategy which may not have been referred to as routine patrol. All of the panel members agreed that while the CHP did not refer to enforcement strategies and patrol efforts and involvement in the community as community orienting policing, CHP presence and style of enforcement was somewhat similar to that model in some instances. Because of the subject matter involved and the lack of available data and the varying perspectives present in the room, the entire process took one full day.

The panel members identified 20 trends and 22 events which all participants believed were significant to the discussion. The panel discussed both the trends and events together in an effort to establish the importance of this topic. As an example, consensus was reached on the trend that public attention to quality of life issues in communities will continue to increase, as will traffic congestion and the demand for increased traffic enforcement. To that end the panel felt confident a commitment to county traffic issues was going to be an integral component of the CHP enforcement strategy for the future. Not surprisingly, the panel felt that community members would

become increasingly more visible and vocal in community traffic enforcement problem solving strategies.

The panel felt that as the population continues to age, the Department would see an increase in driving problems associated with the older drivers. This would become an issue for traffic enforcement in the county as it was felt that most older people feel more comfortable driving on the county roads as compared to the faster freeway. Unfortunately, it was also agreed that while the demand for increased community patrol/service will increase, the inability of the CHP to provide a sustained level of service to address this growing need will result in communities searching for alternative methods or legislative changes to address the growing problems. The panel recognized the demand for service will pose a significant challenge for the CHP, and consequently, events and trends which could impact the service delivery were identified through the NGT process. The panel agreed on the following five trends which would impact the CHP's ability to meet the service delivery by 2004:

#### **NGT TRENDS**

***I. Further attempts by special interest groups to influence legislatures to redirect funds from the Motor Vehicle Account (MVA).***

The panel elected to look at this issue as a trend rather than an event because recent efforts have been made to redirect funding from the MVA. Currently, the CHP receives an average of 12.5 percent of each dollar collected statewide by the Department of Motor Vehicles (DMV) for vehicle licensing, registration, weight and miscellaneous

fees, sales/use and smog impact taxes and financial responsibility penalties.<sup>21</sup> The most notable effort to shift funds from the DMV account comes from the County Sheriffs.

Any shifting in funds from the MVA whether it comes from another law enforcement agency or because of privatization would have a significant impact on the CHP's ability to maintain current levels of service. In addition, the current staffing level of officers would also be impacted as the funding source is reduced. If CHP personnel are reduced, statewide response to emergencies could be affected, as will the ability to provide a COP model of enforcement. Additionally, should any reduction in personnel occur, the emphasis on traffic management would result and could diminish the importance of reducing the mileage death rate<sup>22</sup>. This could have significant implications in the county area as historically the mileage death rate is higher on the county roads.<sup>23</sup> The panel felt that throughout the next five years as funding allocations continue to plague both law enforcement and social service programs further attempts will be made to redirect funds from the MVA.

## ***II. CHP services will be dictated by the community.***

The panel defined this trend as follows: New CHP offices will be built with the community in mind and close proximity to the freeway will not be given a priority. Offices will be geared toward full business service 24 hours a day 7 days, a week. Currently the CHP has business hours Monday through Friday, 8:00 A.M. to 5:00 P.M. The public will also demand all offices be accessible through improved

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<sup>21</sup> DMV Budget Office, and Research and Development office.

<sup>22</sup> Mileage death rate: the number of person killed for hundred million miles driven.

<sup>23</sup> California Highway Patrol, County Traffic Enforcement Services, Source Office of Research and Planning February 1997.

technology. Additionally, the panel felt that communities will be asking that officers be staffed and deployed based on ethnicity which represents the community make-up. This trend is very interesting and generated a great deal of discussion because there was great disparity in determining when this trend would most likely take place. While everyone agreed this trend was going to occur at the ten year mark or after, there was marked dissension as to whether it would occur within the five-years period. Forty-two percent of the panel felt certain this trend would occur within the five-year mark. The panel was in agreement that should this trend occur, it would pose a significant deployment problem as well as have a significant impact on personnel recruitment and hiring.

***III. Consolidate more state agencies with the CHP to save money and reduce the size of government.***

As the CHP continues to be successful with the recent consolidation of the State Police responsibilities, the panel felt there may be more of an effort by legislators to promote further consolidation. The success of COP within the CHP would have a direct impact on future efforts by the legislatures to consolidate State agencies. The panel felt there was only a 30 percent chance that further consolidation within the next five years would occur. However, optimistically the panel indicated that consolidation was 80% more likely to occur between five and ten years from now. This opinion was based on the upcoming election for governor and the prevailing feeling that the new Governor would not want to tackle this issue immediately. With the successful implementation of the COP program, the panel felt that other State

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agencies, such as the Department of Motor Vehicles, Office of Emergency Services and Department of Justice, were significant stakeholders in the community and would be good prospects for consolidation and significant contributors to COP. The panel was not fully opposed to further consolidation; however, concerns were expressed regarding the impact consolidation would have on COP and the Department's ability to meet the service delivery to the community. It was felt as state government continued to be downsized through consolidation, other state agencies would become the responsibility of the CHP.

#### *IV. Privatization of law enforcement services.*

While the CHP is enjoying a great deal of early success with *COP*, it has become increasingly apparent the CHP will have difficulty meeting the growing requests for traffic services in the future. The inability of the CHP to meet this demand for services is resulting in communities considering, "*privatization of law enforcement services or policing for profit.*". Growing numbers of people appear to believe that government cannot handle any job well and that private enterprise would at least be a cheaper alternative; the future portrayed in the movie *Robocop* may prove prophetic. In that film, the city of Detroit contracted with a private corporation to provide city police services. Additionally, experiments with non-profit prisons demonstrates that private enterprise is willing to expand its range of services to fill new opportunities.<sup>24</sup> Law Enforcement provides many of these new opportunities.

Those who say this cannot happen to traffic enforcement ignore how attractive such an option might seem to individual communities who feel most law enforcement

agencies do not have sufficient staff or resources to address the problems, nor do they believe traffic enforcement is a priority. More and more communities or companies are contracting for private security patrols, specialized services or pursuing gated security communities. One of the most recent attempts at privatization that could impact the CHP was a proposal submitted to the Lieutenant Governor's office seeking support for a proposal to allow "*Thru Traffic*", a private accident investigation firm, to investigate traffic collisions statewide on all public highways on behalf of insurance companies.<sup>25</sup> Additionally, a joint venture with CHP, CalTrans and Metropolitan Transit Authority authorizing "*freeway service patrols*" is yet another attempt to privatize roadway assistance to stranded drivers on the freeway. Both of these events could be perceived as freeing up patrol units allowing more time for traffic enforcement, or as yet another opportunity to reduce government. Either way both would have an impact on the CHP's service delivery.

***V. Using non-traditional resources to address community oriented policing issues.***

As the demand for police services increase the CHP will have to seek out other methods to assist in addressing community traffic issues. While traditional methods have proven successful, the dwindling resources available to respond to calls can not keep up with the demand. Therefore, it is going to be essential for the CHP to embrace and/or implement community programs aimed at addressing traffic issues.

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<sup>24</sup> Robert Trojanowicz and Bonnie Bucqueroux, Community Policing, Anderson publishing, 1990 Page 362

<sup>25</sup> Office of the Commissioner, The Privatization of Traffic Collision Investigations. December 18, 1997 Proposal by Clark Baker, LAPD officer.

Programs such as Neighborhood Watch have been very successful in reducing property crimes in participating areas. Similar programs designed to address traffic complaints in communities could be developed. The idea behind such a program would be to give the CHP more eyes to observe traffic violations and allow citizens a better method of reporting offenders. Signing could be posted similar to the Neighborhood Watch Program advising motorists that violations would be reported to the CHP for follow-up. The need for such a program is essential as the geographic CHP area of responsibility is too large and it is not practical for officers to be assigned to neighborhoods on a full time basis as it is not cost effective nor is it a very efficient use of personnel.

In addition to a neighborhood traffic watch program is the need to develop neighborhood patrol teams specifically designed to address traffic issues in a community. Traditionally, the CHP has relied on speed enforcement units to address traffic concerns. While this approach is effective it is still very reactionary and does not include a problem solving component in dealing with traffic issues. The neighborhood patrol teams are designed to identify/solve traffic problems by working with community leaders, county road personnel, traffic engineers as well as local politicians. to make the roads safer. This approach is more proactive and gives the community an opportunity to voice concerns over traffic issues.

Finally, as the CHP transitions to COP it will be important for the department to embrace an enforcement strategy that is geared toward community traffic issues. This strategy will have to include a problem solving component. This will require a neighborhood analysis of current traffic control methods and what changes or

additions should be made. This analysis will require direct input from the community. This process will allow for patrol officer to not only identify the problems but also determine what enforcement strategy, engineering change, roadway signing change should be made to resolve the issue.

## NGT EVENTS

In examining the events which would most likely impact this issue, the panel agreed on the five most serious. The five are discussed with the first being the most serious and having the most impact on the issue.

### *I. Change in CHP leadership could result in a change in enforcement strategy in the unincorporated area.*

The panel agreed that this event would be very serious if the next Commissioner was selected from outside the Department. There have been discussions that the next Commissioner could very well come from outside the Department. Speculation on why an “outsider” would be selected is that the new Commissioner will have to have experience in traffic management technology. Currently, no one within the Department has that kind of desired background. There is a push from the Governor’s Office for the Department to become more involved managing the traffic flow through the traffic management centers. This has historically been the responsibility of CalTrans. Since traffic is a significant part of the CHP responsibility, more emphasis is being placed on how to move traffic on the freeways more efficiently and effectively using technology. This would have a significant impact on COP as the enforcement strategy would shift primarily to the freeway. If this were to happen and COP was de-emphasized, this would open the negative flood

gates of public opinion as well as open the door for the Sheriff's department to take over primary traffic enforcement on all county roads. Any shift in traffic law enforcement responsibility from the CHP to another agency would have serious consequences. The panel was certain this changing responsibility would not occur as it would require new legislation.

***II. Passage of legislation authorizing the Sheriff's Departments the authority and funding to provide traffic enforcement as part of their primary responsibility.***

The fact that what was once CHP's primary responsibility could be shared with the Sheriff's Departments is not an issue. How the deputies would be funded becomes a serious issue as funding would come from the Motor Vehicle Account. Since the CHP is the only law enforcement agency to receive funding for traffic enforcement, any redirection or reduction in funding would have serious implications for maintaining a presence in the unincorporated area.

***III. LAPD requests the CHP to assume all traffic enforcement responsibilities within the city of Los Angeles.***

Because of growing gang problems and an increase in crime rate the newly elected Mayor decides that officers currently assigned to traffic will be assigned to patrol to address the crime problem. The Mayor requests that the Governor mandate the CHP take over the traffic in the city of L.A.

***IV. Improvements to mass transit such as the Japanese Shinkansen train or Bullet train.***

The introduction of a high speed trains in Sacramento, Los Angeles, San Diego, and the Bay Area which reduces the large number of comuter.

***V. A CHP vehicle pursuit in the county area results in the death of three innocent juveniles causing negative publicity.***

The CHP currently enjoys a great deal of public approval for the job that is done day in and day out. That approval rating enables the Department to have a tremendous amount of support in accomplishing their mission. The controversy of police pursuits and negative police publicity will continue to grow as long as innocent people are killed. An incident like this could have a devastating impact on the public's opinion of the department. At a time when the CHP is attempting to promote COP and establish itself as a partner in the community an incident of this nature could turn public support against the CHP.

**WHAT IF QUESTIONS**

The results of the panel's finding and the research conducted were used as a road map for the development of a series of "what if?" questions. The questions were designed using the events and trends which were identified during the NGT process with the CHP Commanders. The "What if" questions were developed to provide a forum to analyze available data and develop appropriate strategies for reducing the impact of COP on the CHP's service delivery in the future. We can help to create our desired future from the series of questions and answers, lessen the impact of an unfavorable future from the series of questions, or at a minimum, prepare ourselves for the future. Nevertheless, careful planning and adequate preparation could not only be extremely advantageous, but without question would be the responsible thing to do.

***I. What if funding were redirected and the current 12.5% of the MVA budgeted for CHP operations is reduced?***

Currently, the CHP is responsible for both traffic enforcement on freeways and county roads. In addition, in 1995 all state buildings and properties came under the jurisdiction of the Department adding to its responsibility. Traffic management and public safety will continue to be the Department's primary mission as we approach the 21<sup>st</sup> century.<sup>26</sup> How the Department addresses the issue of COP will depend largely on the commitment the Department is willing to give to the county area and still meet its responsibility to provide freeway enforcement. The Department faces a dilemma as it has built a successful reputation around traffic law enforcement on the freeways. This is not the case for traffic enforcement on the county roads. In fact, the public in most cases is not even aware the CHP has primary traffic enforcement responsibilities in this area, and many believe this responsibility belongs to the County Sheriffs. As the demand for more traffic services increases in the county area, the greater impact any redirection or reduction of funding will have on the CHP's service delivery.

If a significant portion of the Department's major funding source were to be siphoned off to fund other State, County or City programs, the CHP would be required to immediately downsize commensurate with the size of the funding loss. This is based on the fact that approximately 85% of the Department's budget is personnel costs. The first area of responsibility that would be impacted would be the level of service to the county area. In the mid-1980's during funding difficulties, the CHP immediately developed an enforcement strategy (*Major Highway Corridor*) that focused primary

traffic enforcement on freeway beats. Any reduction in funding would have more of an impact to the CHP today because of the added State Police responsibility and the new commitment to COP. Since the State Police responsibilities are not funded through the MVA, the CHP's presence would only be impacted if that funding source were reduced. In all likelihood that would not be the case as the funding comes from other State Agencies.

If funding cuts were severe enough to result in a shift in deployment to the freeway, the COP program would not survive as we know it today. Downsizing would result in a significant decrease in staffing which in turn could result in an increase in the number of traffic collisions as well as the number of fatalities in the county area. While you could argue the merits of this impact, the fact remains that with current staffing the county area experiences a significant number of accidents. Currently, more people are killed in traffic collisions each year in California than are murdered. Diminishing the importance of traffic enforcement to the county puts the citizens at extreme risk.

In addition, if the CHP were to reduce its personnel and program resources, responses to county emergencies would be negatively affected, as would the ability to provide routine assistance to both citizens as well as other law enforcement agencies. CHP officers currently provide a vital service to allied agencies by assisting local law enforcement in time of need. Whether it is for traffic control, search and rescue, officer backups, hazardous material scene management, assistance with the DUI driver, or any number of services, the CHP provides thousands of hours of assists annually. In 1994, 1995, and 1996, the CHP provided 179,103 assists to Police Departments and 202,329

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<sup>26</sup>Commissioner Dwight Helmick, Commanders Conference held in Sacramento, February 18, 19, 1998.

assists to the Sheriff Departments throughout the state. These impacts could be jeopardized should the CHP be forced to reduce its operation.<sup>27</sup>

***II. If the CHP is to be successful with the COP, what changes will have to be made to the patrol function to meet the service demands?***

The CHP is facing the challenge of dealing with the changes that a switch to COP demands. COP requires rethinking the ways in which the CHP relates to other individuals and groups in the community. The shift to COP has major implications for training. The first issue that must be addressed is the training of patrol officers to work traffic enforcement in the county area and training nonsworn employees to address calls for service or traffic complaints. The training is essential as a majority of the officers and nonsworn personnel only have experience dealing with freeway issues. Addressing traffic issues on county roads requires a different enforcement approach as well as nonsworn personnel having knowledge regarding applicable laws, i.e., school zones, use of radar and enforcement on two lane roadways. This training would start at the academy and be continually reinforced in the Field Training Orientation program.

One of the biggest issues facing the CHP when it comes to patrol is convincing officers that patrol time must be used to interact, face to face, with citizens. While it may be easier to convince them to interact, training them in how to do this effectively will be the real challenge. Patrol for the most part is discretionary time officers use to provide routine patrol. While patrolling is important, officers must be trained to understand the importance of community involvement and interaction which are equally critical to the success of COP.

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<sup>27</sup> Source: CHP Office of Research Planning, County Traffic Enforcement Services. February 1997.

In addition to providing training, the patrol function must include a traffic analysis overview of the community. This analysis is necessary if the CHP wants to change the complexion of neighborhoods and restore the quality of life, reduce the fear of crime and resolve traffic problems. The analysis of key neighborhood elements and the implementation of identified changes is critical to having an effective COP traffic enforcement program. The analysis should examine the neighborhood's existing traffic controls and any existing enforcement strategies, as well as its social makeup. These components are a key element in the analysis process. As part of the analysis it is essential that the importance of community input not be underestimated. Through town hall meetings and public forums, residents can offer valuable information concerning the neighborhood, and in turn, the CHP can educate citizens about traffic enforcement efforts. The goal is to control the flow of traffic effectively, while increasing the overall effectiveness of enforcement efforts.

Additionally, neighborhood patrol teams (NPT) may replace the traditional speed enforcement units (SEU)<sup>28</sup>. NPT are teams of officers working together in a community with an emphasis on problem solving rather than only on enforcement. Whereas, SEU teams emphasize enforcement and do very little problem solving. SEU members are selected to the team because they have a tendency to be high enforcement producers (wrote a lot of citations) and received very few citizen complaints. This mentality selection based on high ticket emphasis will have to change and team

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<sup>28</sup> Source: The POLICE CHIEFS August 1997 NPTs and the Delivery of Community Policing Services, Richard DeParis, San Diego Police Dept.

members being selected for NPT based on the officers' ability to get directly involved with community groups in decision making and problem solving.

The problem solving aspect of NPT is essential to the delivery of COP. While the importance of ticket writing is not meant to be minimized, the importance of being able to solve community problems is just as important. Allowing officers the flexibility to problem solve ensures that community traffic problems do not just become the CHP's problem, but one that must be shared with the community. The use of teams relieves officers of regular field responsibilities (most significantly, radio call responsibility) and allows them to be assigned exclusively to community problem solving activities. Teams promote an attitude of ownership, commitment and responsibility for officers. Traffic enforcement by individual officers through ticket writing only is being replaced by promoting an atmosphere of trust through direct interaction with the community. While the use of teams to address community issues seems like the right strategy to pursue, the CHP labor union representative would be opposed to this kind of deployment as it could negatively impact scheduling flexibility.

In the private sector, the value of teams has been demonstrated repeatedly. Many successful organizations are restructuring around them. So likely is it that this trend will continue that leading authorities such as Peter Drucker view teams as the "basic form of work organization" in the future.<sup>29</sup>

***III. Since officer involvement is a critical tenet to COP, what impact would occur if community leaders request officers be deployed based on ethnicity?***

The panel felt this is going to be a significant issue for the CHP to address in the future. Since community make-up is an essential part of the analysis that must be conducted in each neighborhood, the need for officers to represent the neighborhood they patrol is critical in establishing and building trust. While the ethnic make-up will be important, the ability of the officers at a minimum be able to communicate fluently with the community they work is a must. With the defeat of proposition 209, the Affirmative Action Initiative, efforts to meet this demand will increasingly become more difficult. Steps will have to be taken by the CHP to address recruitment, hiring and retention issues that are facing not only the CHP but other law enforcement agencies.

This will not be an easy issue for the CHP to overcome since CHP officers have the ability to transfer throughout the State based on individual officer seniority. This means that officers can select their preference of assignment without regard to community ethnicity or bilingual speaking ability. The ability to transfer continually poses a hiring and recruitment dilemma for the Department. Any attempt to change this practice can only be resolved through negotiations with the employee labor union.

***IV. What impact would occur if the CHP were directed by the Governor to take over traffic responsibility for the city of L.A.***

Since 1991 the CHP has been providing officers and equipment to local agencies to address the needs of local cities. Most notable, the CHP has assisted the cities of Fresno, Palo Alto, Vallejo, and Clear Lake in addressing the high crime rates.

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<sup>29</sup> Source: The Police Chief/August 1997. **NPTs and the delivery of Community Policing services** By Lt. Richard J. De Paris, D.P.A., Training Director, San Diego Regional Public Training Institute, San Diego Police

The panel felt that a request for traffic enforcement by the City of Los Angeles was very probable, especially in light of their growing gang problems. Shifting traffic responsibilities to the CHP would allow LAPD to deploy personnel to other crimes. However, this would have a significant impact on CHP resources and would require not only additional officers and equipment but new facilities to house personnel. This is an enormous undertaking and would have a significant impact to recruitment, hiring and training of new personnel. The panel felt since the CHP has built its reputation on traffic management it is highly predictive that this event would occur within ten years. While the CHP would be resistant to this new responsibility it was felt that politically speaking the Governor would have to bow to political pressure. Taking over traffic responsibilities in L.A. would seriously compromise the department's ability to sustain COP because of the immediate redeployment of personnel to traffic responsibilities in L.A.

The panel further discussed if the department's commitment to COP was interrupted as anticipated, this could be a big opportunity for the Sheriff's department to obtain support for taking on traffic responsibilities as part of their primary enforcement duties. If this occurred the issue of funding as discussed previously would have a significant impact on the CHP.

***V. Will advances in technology provide any relief in meeting the challenges of providing COP?***

As the CHP looks at ways to meet the increased requests for traffic enforcement services while continuing to meet the demand for services, emerging technology

appears to hold part of the answer. Emerging technology can help reduce the demand for service as well as freeing up patrol units, prioritizing response by officers, thus increasing officer availability for calls for service, or permitting more time for interaction with the community. While the CHP is limited by funding, many technological advances are available which could assist in improving/meeting the service delivery. As resources dwindle attention will be given to photo radar to catch speeders as well as to automated camera enforcement to detect traffic light and stop sign violations. Improvements to the computer aided dispatch centers, cellular telephones, automated citation devices, digital cameras, collision avoidance devices, global positioning systems and satellite technology which will send out automatic distress signals when an airbag deploys could assist in better deployment of personnel. Additionally, smart highway technology and smart vehicles will improve the CHP's ability to provide a sustained level of service. Further advances by Microsoft early in the next century will be speech-enabled personal computers.<sup>30</sup> Some of this technology has already been installed in automobiles allowing drivers limited voice control over phones and car electronics. While all of this technology will go a long way in improving the service delivery to the public, we cannot lose sight of the fact that face-to-face interaction between law enforcement and the community is essential.

***VI. What if a high speed train such as the Bullet train was introduced which resulted in 30 to 40 percent decrease in traffic congestion.***

The panel discussed this event from both increased/decreased ridership. The panel felt that either way this could impact the CHP's ability to provide service. Any

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<sup>30</sup> Source: Business Week February 1998, page 80, *Beyond Talking Barney*, Otis Port

significant reduction in freeway traffic could result in an over staffing of personnel assigned to the unincorporated area. Conversely, any increase could result in a under staffing of personnel statewide. The panel felt the introduction of a high speed bullet train capable of reaching 186 miles per hour could have an impact on traffic congestion in the major metropolitan areas. For the past 34 years the Japanese have had a great deal of success moving people by train. The panel felt that more people today would be more inclined to get out of their vehicles if there was a form of high speed transportation available which was economic and convenient. More people are finding that commute time spent driving to work could be used more productively. Many commuters are currently using this time to better balance their daily lives as they are able to use the commute to conduct business that normally could not have been completed if they had driven. In any event, the panel felt either way the CHP's ability to address this event would be driven by personnel staffing.

Any reduction to traffic and traffic related problems would have a direct correlation to the department's staffing level. Likewise should the increase ridership equate to less vehicles being registered or vehicles being retained longer would have a significant impact to the Motor Vehicle Account. Both would result in reduced funding available to fund the CHP.

#### **IMPLICATION ON LEADERSHIP**

As difficult as it will be to recruit and train good street-level personnel for the demanding mission of COP, it may be even more difficult to sustain the leadership

initiative necessary to accomplish that mission.<sup>31</sup> The success of COP depends largely on the commitment of the leadership and their ability to provide a vision that will enable officers to step up to the plate and accept ownership and responsibility in the community. For this philosophy to be effective, CHP leaders must take the first step in *challenging the status quo*, allowing officers to be innovative and creative with new enforcement strategies. The ability of everyone, regardless of rank, to put forth diverse ideas will encourage a sense of investment and ownership in the community. Effectiveness of the leadership will be directly proportionate to the degree of communication that takes place both vertically, laterally, externally and internally while at the same time fostering direct communication at each level.

In an effort to create an atmosphere of *esprit de corps*, it is important that commanders maintain consistency. This does not mean that commanders set such a rigid standard that they will not tolerate mistakes, but rather they set the expectation that mistakes are to be learned from, and that no one is expected to be perfect. This requires a great deal of courage on the part of the leader as in most cases it requires risks. Author Tom Peters warned: "If you are not taking risk, you lose automatically." As CHP commanders take on this tremendous challenge of COP, they will undoubtedly be faced with many decisions which will require risk taking. Only those commanders who have a vision and have communicated it to everyone will be successful in taking risks associated with COP.

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<sup>31</sup> Source: Article written by Gene Stephens, Ph.D. **COP It Can Work BUT Only With CREATIVE, FACILITATIVE LEADERSHIP** PAGE 12.

COP is going to require a change in the way the CHP does business. It will not be business as usual or the way we were trained. This change will have an impact on each and every employee we hire, train and on those for whom we provide law enforcement services. While the change will be more severe for some, the fact remains each employee will have to change. The way that change is sold and implemented by the leadership will correspond directly to the success of COP. Law enforcement leadership often errs by underestimating what is required to introduce new concepts. This is a significant change in philosophy and the responsibility of the rank-and-file employees can be easily misinterpreted. Consequently, leadership must not drop the ball. The message must come from the top of the organization. With the change comes training, and the quality and relevancy of the training will impact any hopes for success.

Will this issue impact the leadership of the CHP in the next five years? Without a doubt. The success of COP is directly linked to the commitment of the leadership and that commitment is heavily dependent on how thoroughly commanders understand the concept. Herman Goldstein in his book, **PROBLEM ORIENTED POLICING** identified three changes which are especially important if leadership is to be successful: (1) Police leaders must articulate the basic values with which they approach the police task and which influence their management techniques; (2) they must have a strong commitment to problem-solving as the core of policing, with all it entails; and (3) more broadly, they must make fundamental changes in the most common type of relationship that exists between and rank-and-file. While Goldstein's list of changes are for Problem Solving Policing, he also believes they hold true for COP and may be the key for continuation of the philosophy.

## RECOMMENDATIONS

- 1) The CHP must solidify its position as the primary traffic law enforcement agency in the county area. This can be done by changing the current officer's mind set to one that also looks at county traffic issues as being as important as freeway issues. The recommendation is to better prepare officers to address COP issues.
- 2) The current selection process should assess candidate compatibility with COP.
- 3) The public affairs program must promote the philosophy of COP and the benefit to the community.
- 4) To fully embrace COP, the Department must negotiate with the employee labor unions; specifically, contracts mandating shift requirements, seniority rules, transfers, specialty pay. Long range planning may require planning for COP be a part of contract negotiations.
- 5) Training is critical to the success of the program. The training must not only address entry level, field training orientation, but also incumbent personnel. The training must include problem solving techniques.
- 6) Patrol duties and responsibilities must be redefined to include the community. Routine patrol time for the most part is discretionary time officers call patrol. That time must be converted to problem solving time.
- 7) Enforcement strategy must be flexible to include not only an enforcement/deterrent strategy but also a problem solving/prevention component.

- 8) To ensure that sufficient resources are available, Commanders should be encouraged to pursue grant funding through OTS.
- 9) The CHP will have to look at how officers are currently deployed. Are deployments based on established criteria. The recommendation is for each Commander to develop a deployment strategy for the county area.
- 10) If deployment is not going to include the county area, other alternative strategies must be developed to address this area of concern.
- 11) The utilization of teams such as adopting the Neighborhood Patrol Team concept.
- 12) With the passage of proposition 209, which did away with affirmative action, the Department will have to recruit minority candidates more vigorously to meet the demand of communities to place officers in communities based on ethnicity.
- 13) The testing and development of any future technology must continually be pursued to ensure that all technology improvements that can be used to improve the service delivery are evaluated.
- 14) The CHP should develop a strategic plan that would address any future consolidation of State services.
- 15) Communication is essential to the success of any program. Therefore, it is recommended that the CHP continue to work with the Sheriff in a corroborative effort to meet each agencies needs.

- 16) Since each community is different, it is essential that each Command develop criteria to be used in analyzing traffic issues that need to be addressed and develop a strategic plan.

## **CONCLUSION**

As the CHP moves into the 21<sup>st</sup> century and looks at ways to address the growing traffic problems, especially in the county area, it appears COP will be the best vehicle to meet the new challenges. But with change comes internal resistance, pressure and a reluctance to change the way business is conducted. There is a feeling that the status quo continues to be the best way to accomplish any new task. This will be the first issue that the CHP Executive Management will have to address if COP is going to be successful.

This paper has discussed the impact COP will have on the CHPs ability to provide service to the public in the next five years. The issue is extremely complex as there are a myriad of issues which could impact the success of the program. The Department's service delivery encompasses a wide range of programs and activities. Because of the broad service arena, any shifting of resources will have an impact on the way the CHP does business.

Continuing to be aware of future demographic shifts, improvements in technology, and interacting with the community in solving issues rather than just reacting to calls will help mitigate any negative impact to the service delivery. The CHP will implement those recommendations having an immediate impact to ensure COP is successful. As changes occur in these areas, it will be incumbent upon CHP

leaders to make the necessary changes/adjustments to ensure the needs of both the Department and the community are met.

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