

WHAT IS THE FUTURE OF  
RURAL LAW ENFORCEMENT IN A LARGE COUNTY  
BY THE YEAR 2006?

A project presented to the  
California Commission on  
Peace Officer Standards and Training

by

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This Command College 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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## **Chapter 1**

### **RURAL LAW ENFORCEMENT**

#### Introduction

The term Rural Law Enforcement brings to mind images of the old style cowboy type Sheriff or Marshal that brought peace to the frontier with a sense of right vs. wrong, a strong will, and a loaded six shooter. However, modern day law enforcement, particularly Sheriff's Departments throughout the United States, patrol and enforce laws in rural settings to varying degrees.

The days of Mayberry, RFD, where a town had one Sheriff or Marshal are becoming more and more an item for Americana folk lore. The small towns knew their law enforcement officers by their first names, where they lived, and trusted them to keep the peace in their community. What's interesting to note is the current emergence of the Community Oriented Policing and Problem Solving (COPPS) philosophy that has taken a strong hold on modern policing techniques nationwide. An argument can be made that COPPS is not new, but just a form of early day Rural Law Enforcement practices whereby the cop and the citizen worked together to solve mutual problems.

This project delves into the concept of Rural Law Enforcement, from an historical account, current practices, as well as a look into the future of the many applications and transformations of this type of specialty law enforcement.

The term Rural Law Enforcement can mean many things to many people, depending on the mindset of the reader. However, when dealing with law enforcement, a common definition of Rural needs to be accepted in order to go forward with the precept of exactly what Rural Law Enforcement is, when examining its origin, present function, and the future trends of this aspect of law enforcement.

The word *rural* is defined in Webster's II New College Dictionary as "of or relating to the country".<sup>1</sup> In essence, anything related to outside a defined geographical space, more commonly known as a city, could be defined as rural. Paved streets, sidewalks, traffic lights, etc. would be indicators of a city versus a rural setting. This concept of course does not hold water for today's definition of rural law enforcement, nor the areas served by police agencies that might not be classified as urban dwellings and businesses. Some rural settings do have paved streets, sidewalks, traffic lights, and other accepted norms of city settings. Suffice it to say that the above-cited definition needs to be further defined for the purposes of this paper.

It's advantageous to accept the concept that Rural Law Enforcement is the application of a vested authority, in this case the recognized police jurisdiction, to an area whereby the population is located in a rural setting. It is as important to define the area as it is to establish what governing body is supplying the law enforcement function to that area.

For example, Thurman and McGarrel define three different scenarios of law enforcement operations in their book, *Community Policing in a Rural Setting*.<sup>2</sup> Their main thrust is the accountability of who will provide law enforcement services in a rural setting, whether that be small-town police, rural sheriff, or rural state police. However, they delve deeper into the subject by aligning the provider of the law enforcement service to the individual characteristics of that particular community.

Thus, for the purposes of this paper, an acceptable definition of Rural Law Enforcement will encompass the providing of police services to a defined community that is geographically located in a remote area away from urban cities and communities. The providers of the police services may be residents of the particular area and may be compensated by an additional premium pay to perform those services. The term resident deputy sheriff is an example of this type of Rural Law Enforcement.

Another important aspect in analyzing this topic, is the acceptance that all police functions or duties are performed by the resident deputy, including but not limited to: regular patrol duties, investigative follow-up functions, community service projects, on-call duty for immediate response to critical incidents, and any other law enforcement need that may arise as dictated by that particular community's needs and desires. Recognition and familiarity between the resident law enforcement officer and the members of the community go hand-in-hand with this concept.

## Statement of Issue

In researching a topic for this Command College paper, the author sought out the advice of past Command College students, Department mentors, and family. A common thread of advice in all the guidance that was received, that being if this project was going to be almost two years in length, then the subject matter should find something that holds the writer's interest. It is amazing how common sense is often the path to a simple answer to what had seemed like a complex question. While currently living in the rural mountain area of San Diego county, the author has an interest in the Rural Law Enforcement Division staffed by the San Diego County Sheriff's Department. As is the case in any law enforcement agency in the United States, the San Diego Sheriff's Department is seeing a tremendous growth in both population served as well as Department personnel numbers. Preliminary research only served to heighten interest in this area, thus the seed was planted for the Command College issue, which is:

What is the future of Rural Law Enforcement in a large county by the year 2006?"

## History

Any discussion of the origin of police methodology must include the teachings of Sir Robert Peel, 1788-1850. Peel developed the Constabulary Act in 1822 aimed at keeping the peace in Ireland, as well as the first organized police agency in London via his Metropolitan Police Act in 1829, which sired the first uniformed police officers known as bobbies.<sup>3</sup> His dedication to public service via the organizing of a police force with written guidelines set the stage for others to follow.

The leap to Rural Law Enforcement as defined in the proceeding section, was not as defined as Peel's organization. Instead, the seeds for Rural Law Enforcement were planted in the Wild West, or that geographical area described as any land west of the Mississippi of the United States. As the population pushed westward from the established eastern cities, law enforcement was slow to follow. It was not until the establishment of communities, or small frontier towns, that the need for an organized form of law enforcement became evident.

This early form of policing became apparent in various forms, but they all originated from the desire of the United States federal government to have its own arm of officials to enforce and carry out the dictates of the Federal Judicial system as established in 1798.<sup>4</sup>

There were three tiers of law enforcement recognized during the latter days of the 1800's and the early 1900's.<sup>5</sup>

First, the United States Marshal, was appointed by the President of the United States and given a geographical area of responsibility to preside over. The U.S. Marshal, being a political appointee, seldom ventured far from his office, more often than not enjoying the trappings of a well-paid position. His pay was in the form of overseeing an allotted budget and keeping what monies he saved as his own.

There was a need for a field enforcement arm. The need was filled by the position of Deputy Marshal. These individuals were selected and appointed to their positions by the U.S. Marshal of that respective area. The Deputy Marshal carried out his duties under the authority of the U.S. Marshal, and performed such tasks as; enforcing arrest warrants, rounding up juries for cases to be tried in court, serving subpoenas, gathering possess for man hunts, and any other duty deemed necessary by the courts via the U.S. Marshal. It was the Deputy Marshal that traveled throughout the regional jurisdiction acting as the on scene law enforcement representative with broad powers of arrest, search, and seizure. Unlike the U. S. Marshal, the Deputy Marshal earned his pay via the amount he worked, and was paid at a fixed rate. He usually earned \$2.00 per arrest, fifty cents for each court paper, or writ served, and had an allowance of \$1.00 per day for expenses, provided he could produce receipts.<sup>6</sup> Of course, getting written receipts in those days was an art in itself, and often the \$1.00 per day for expenses went uncollected.

The final and third level of law enforcement in the old west during this time frame was the town Marshal. This position was appointed by the individual towns via a select committee of leading citizens. The Marshal's authority was limited to the city or town limits. Often times the town Marshal held two or three jobs, as the law enforcement pay was not enough to make ends meet. Also at this level was the county Sheriff, who was elected by voting citizens of that particular county. The Sheriff had no jurisdiction in the towns, if the Marshal was present.

Both the town Marshal and county Sheriff usually held extracurricular jobs, such as the case of James Butler Hickok, known as Wild Bill Hickok. In Abilene, Kansas when he served as the town Marshal, Hickok held his headquarters for all official marshal business at his casino, The Alamo. He conducted both his public and his private business from this venue, with an eye toward making a few dollars from whichever source would benefit him the most. He ultimately lost his town Marshal job after shooting into a group of drunks with his pistol, killing one of the troublemakers as well as a town policeman, his aide. Hickok's fate was sealed in history when he was killed by a bullet to the back of his head while gambling in a saloon at the town of Deadwood in the Dakota Territory. Prior to being hung for the murder, the shooter by the name of Jack McCall was asked why he didn't meet Hickok face to face prior to shooting him, to which McCall replied that he didn't want to commit suicide.<sup>7</sup>

The example of town Marshal Hickok was not the exception to the rule at that time, but the norm. During the time frame of 1834 to 1900, "Officers were primarily tools of the local politicians", as pointed out by Samuel Walker.<sup>8</sup> In fact, this trait also ascended to the level of U.S. Marshal, as in the case of the Colorado territory. The first U.S. Marshal was arrested for embezzling federal funds in 1861. The third appointee to the position resigned his office rather than face charges of larceny and passing counterfeit money. The fourth spent two years in the Leavenworth state penitentiary for making fraudulent claims.<sup>9</sup>

Wyatt Earp is an example who underscores the confusion of authority and power in reference to early law enforcement in the west during the 1850's to the early 1900's. He was appointed as the Assistant City Marshal to his brother Virgil, who was the town Marshal of Tombstone, Arizona in 1880. A third brother, Morgan, became part of the Tombstone police force, which fell under the authority of the town Marshal's office. Tombstone was a thriving silver mining town, much in need of some presence of law enforcement, and the Earps were thought to be the answer to the lawlessness on the streets and in the many saloons in town.<sup>10</sup> The famous gunfight at the O.K. Corral in Tombstone, which pitted the town Marshal authority against the Sheriff, really had nothing to do with law, but with politics. The Earps, using the badge of town Marshal as their authority, declared that all men who came into the town of Tombstone must relinquish their sidearms. This was, in fact, a

hoax in order to disarm the Cowboy Gang, lead by Ike Clanton. Clanton enjoyed the support of appointed Sheriff of Cochise County, John Behan, of which Tombstone was the county seat. Both sides had legitimate arrest warrants against each other, issued by the respective courts of jurisdictions. The ultimate gunfight occurred on October 26, 1881, with the Earps succeeding in either killing or wounding the Clanton faction.<sup>11</sup> This famous case exemplifies the confusion, as well as the ability of those in power, to utilize the offices of law enforcement for whatever stated purpose they might desire. It also put the plight of the everyday citizen at crossroads with a clear and distinct understanding of the peace officer in those days. It amounted to the position that the law enforcement official, be he a town Marshal, county Sheriff, Deputy U.S. Marshal, or U.S. Marshal, was more of a part-time job at best, or a legalized career to skim money at worst.

In 1889 an event occurred that saw a much more honest applicant coming into the ranks of the early western law enforcement official. The opening of the Indian Territory, now known as Oklahoma, saw the advent of mass movement by white settlers into the area. As opposed to earlier times when the first white settlers were, in fact, not settlers at all, but fur trappers and scouts, these settlers came to establish homes, businesses, and put down roots. They demanded formal law enforcement protection, and the area came under the protection of the Three Guardsmen.<sup>12</sup>

This was a group of three deputy U.S. Marshals, who served under the U.S. Marshal, carrying out the duties and responsibilities for that area. Comprised of Bill Tilman, Chris Matson, and Hec Thomas, this triad forged a legend of honest and fair law enforcement. They were the forerunners of the professional peace officer, putting a higher value on ethical conduct than the monetary rewards from shady deals that often came across the path of a deputy U.S. Marshal in the field. Looking back on the early history of the western peace officer, Tilman, Matson, and Thomas embodied the best of the deputy U.S. Marshals of that era.<sup>13</sup> They worked together to establish a strong foothold of civilized lawfulness in the Indian Territory, and helped to settle a very large area with permanent law abiding citizens. Beginning in the early 1900's, the burden of law enforcement shifted from the federal U.S. Marshal forum to the more localized town Marshal and county Sheriff venue.<sup>14</sup>

The history of California law follows the path of the westward migration of the settlers. California gained statehood on September 9, 1850 when President Fillmore signed the California Statehood legislative bill. This was after the United States Senate ratified the treaty ending the Mexican War and making California a United States property.<sup>15</sup>

Statehood did not immediately guarantee the residents of the 31<sup>st</sup> state a law-abiding mantle of protection. In fact, in San Francisco a group of irate citizens who were tired of the lawlessness in their city,

formed a Vigilance Committee in 1851, and in a very short time hung four men, handed fifteen others over to the police, and convinced twenty-nine others to seek residence somewhere else. <sup>16</sup> Although this committee was short lived in duration, it was not the aberration but the accepted norm in the new state of California.

Drawing closer to home, the history of the rural law enforcement official moved west to the State of California, focusing on the county of San Diego. California became a state in 1850, and the State Legislature created the County of San Diego the same year. In May of that year, the citizens of the new county elected Agoston Haraszthy as the first Sheriff.<sup>17</sup> Thus began the official setting of rural law enforcement in southern California in the mid-1850's.

The early years of the San Diego Sheriff's Department focused on a very small department, with the duties consisting mainly of operating a jail, collecting fines levied by the courts, and chasing criminals throughout the rural areas. This was an era of close contact between the deputy and the residents that lived on his beat. Everyone knew who the Sheriff was, and most knew their local deputy sheriff by first name. The start of the new century in 1900 saw the addition of the automobile as a tool for the local Sheriff's office. <sup>18</sup> It is the opinion of this author that this singular event started the change from the close personal relationship that citizens felt with their deputy, to one of distancing the deputy from those he used to know by first name.

Granted, the automobile made it easier for the deputy to cover much more territory than when he rode a horse, it also served to draw a perception of distance between the residents living on the beat and himself. Fast forward to the concept of putting law enforcement officers back on a walking beat and out of their patrol cars, and this concept seems to suggest that we have come full circle.

The late 1950's saw a change of patrol techniques in the San Diego Sheriff's Department. Three 2-man patrol units were dispatched to unincorporated areas of the county, divided into three separate areas: North, South, and East county. <sup>19</sup> The rural law enforcement contingent, although small, stood fast with the concept of the deputy living in the area that he served. This was the basis for the current practice of assignment of resident deputies in the rural areas that the Department has maintained since its inception in 1850.

The Rural Law Enforcement Division of the San Diego Sheriff's Department currently consists of one lieutenant, four sergeants, twenty-seven deputies, two detectives, and three civilian support staff.<sup>20</sup> To provide an incentive for the deputies to reside in the areas that they patrol, the county of San Diego offers a 10 percent premium wage increase to those deputies that do so. Rural Law Enforcement (RLE) deputies respond to all law enforcement calls for service from citizens in their respective commands, and conduct all follow-up investigations of cases that they originate. The exceptions to these follow-ups are:

homicides, child abuse, and major case narcotic investigations. In these situations, specialized units from the Sheriff's Department will coordinate and work with the RLE deputies on a case by case scenario. The distinctive black and white Ford Expedition patrol units are very familiar to the citizens living in the rural areas patrolled by RLE, as well as the deputies who work these areas.

As the population and the calls for service increase in the rural area, change is in the wind. Is this change progressive or regressive? The following is a case study of a drastic change made in the San Diego Sheriff's Department concerning an RLE station.

#### Death of a Rural Patrol Station

Valley Center is a small rural area nestled in the north central area of San Diego County. It has a current population of 21,166. <sup>21</sup> Law enforcement services are provided by the San Diego Sheriff's Department, and consist of one lieutenant, one sergeant, twelve deputies, two COPPS (Community Oriented Policing and Problem Solving) deputies, two detectives, two reserve deputies, three volunteers, and one full time civilian support staff. <sup>22</sup> The Valley Center Sheriff's Station is a twenty four hour operation, with patrol deputies on duty around the clock, performing shift work.

Prior to 1991, the Valley Center Station was designated as a Rural Law Enforcement sub-station, with resident deputies assigned to the area for law enforcement services. Sergeant Don Continelli reported to

work at Valley Center as a deputy in 1974. The following information is supplied from an interview between the author and Sgt. Continelli on October 20, 2000. <sup>23</sup>

Don Continell was hired on to the San Diego Sheriff's Department in 1971, and transferred from a major patrol station to Valley Center in 1974. At that time, there were two resident deputies working Valley Center, on call for twenty four hours. Continelli enjoyed the close working relationship he experienced with the citizens living the Valley Center area. He remembers arresting residents who had broken the law, and having them approach him later after they were released from jail thanking him for doing his job. He also remembers getting assistance from nearby residents when affecting arrests of criminals or settling disputes. This type of assistance from the public was the norm, as opposed to the extraordinary in those times.

It was common practice for the rural deputies assigned to Valley Center to be K-9 units. Don Continelli worked two dogs throughout his thirteen years in Valley Center. He recalled that the fact he worked as a deputy in the area did not cause undue hardships on him or his family as they conducted their social activities such as attending school, church, and other community activities. Continelli's residence became the unofficial Sheriff's station, and it wasn't uncommon for residents with outstanding warrants to turn themselves into Continelli's custody at his house.

Deputy Don Continelli was promoted to sergeant in December of 1989. He was transferred out of Valley Center to another area, as is common in the Sheriff's Department. Don found his way back to Valley Center in 1990. He was part of the group that saw the rural designation change to a Patrol Station in 1991, complete with twenty four hour operational capabilities.

When Sergeant Continelli transferred back to Valley Center, he noticed the increase in the amount of calls for service. He attributed the increase to the influence of narcotics and gangs. In the narcotics arena, the influx of methamphetamine, both the manufacture and the use of the substance, was instrumental in increasing law enforcement service demands in the Valley Center area.

Sergeant Continelli believes that the rural law enforcement deputy position was one of the best career jobs that he worked in his almost thirty years on the San Diego Sheriff's Department. He enjoyed the closeness of working with the citizens in the community. He remains a strong supporter of this type of patrol activity.

It is interesting to note that the look back into Rural Law Enforcement by Don Continelli parallels much the same type of duty status as the early law enforcement officials profiled in the history portion of this report. The change of law enforcement rural policing resulted in a rural station becoming a twenty four hour station in San Diego County. Is this the trend that most large counties are facing as

technology, population growth, and calls for law enforcement services increase? Prior to addressing that question, the following is another example of a change in rural law enforcement procedures, in a northern California county.

#### RLE Downsizing – Mendocino County

The following documentation was generated by a telephone interview between the author and Undersheriff Gary Hudson of the Mendocino County Sheriff's Department.<sup>24</sup>

Mendocino Sheriff's Department currently has two sergeants and four deputies assigned to its rural law enforcement unit. This is a tremendous downsizing from twenty years ago, when there were fifty-five funded positions.

Undersheriff Hudson said that the downsizing occurred for a variety of reasons, including the competition in the job market for law enforcement. Hudson stated that the area that Mendocino Sheriff's Department assigns rural deputy sheriffs to is isolated, yet expensive to reside. With neighboring agencies offering larger salaries and benefits, it was difficult for Hudson's Department to maintain their rural unit in the numbers to which they had grown accustomed. Other factors included hardships on the rural families, due to the isolation, and the high levels of overtime, which caused concern in tight budget years.

Undersheriff Hudson said that a transition from rural duty to station duty began due to the above factors. The result is the current level of Mendocino County Sheriff's Department.

### Rural Law Enforcement Statewide Survey

A survey was conducted of the fifty eight counties that comprise the State of California in order to ascertain the current status of rural law enforcement throughout the state. Population statistics and names and addresses of all fifty-eight Sheriff's Departments were obtained from utilizing the 1999 National Directory of Law Enforcement Administrators, Correctional Institutions, and Related Agencies. <sup>25</sup>

A questionnaire was mailed all fifty eight counties. A follow-up questionnaire was mailed if there was no response to the initial request, and all counties did respond. Factors considered in the survey were; number of sworn deputies assigned to the Department, did the Department have a Rural Law Enforcement Unit, the number of deputies assigned to the RLE Unit, the population of the county, and the year the county was incorporated by the State of California. Refer to Appendix D for the survey results.

The survey revealed that thirty-two out of the fifty-eight counties in California deploy some type of rural law enforcement contingent, which amounts to 55 percent. Of the twenty seven counties that were originally chartered when California gained statehood in 1850, seventeen or 63 percent utilize personnel in a RLE position.

The following chart depicts the RLE aspect when addressing the issue of county population:

Rural Law Enforcement Population Chart

<i>Population</i>	<i>#</i>	<i>RLE – YES</i>	<i>RLE - NO</i>	<i>% YES</i>	<i>% NO</i>
0 – 100,000	23	18	5	78	22
>100K – 300K	17	8	9	47	53
> 300K	18	6	12	33	67

The chart indicates that the smaller the county is in population density, in this case twenty three out of the fifty eight counties, then the more probable that the Sheriff’s Department utilizes some aspect of a Rural Law Enforcement deployment. 78 percent is a significant number, as opposed to 22 percent of the smaller counties that do not utilize an RLE deployment. It is interesting to note that as the population density in the individual county increases, the number of Sheriff Departments that deploy RLE decreases. In the 100 to 300 thousand category, eight of the seventeen counties use RLE, which calculates to 47 percent. In the last category, that of population density over 300 thousand, the percentage drops to 33 percent of Sheriff Departments using some type of RLE unit. Out of the eighteen counties, only six utilize RLE in this group.

This table suggests that smaller counties are more apt to maintain a RLE contingent in their table of organization than more dense counties. A presumption can be made that as population increases, then RLE units decrease. As in the case of Valley Center in San Diego County, more people in the geographical area resulted in more calls for service, which brought the change from a rural law enforcement station to a twenty-four hour full time operation. The table illustrates that in law enforcement operations as the population grows rural law enforcement units decline.

The next table focuses on size of individual California Sheriff Departments. The number of sworn deputies is compared to the number of departments that utilize an RLE unit.

Sheriff Department RLE Personnel Chart

<i># Sworn</i>	<i>#</i>	<i>RLE – YES</i>	<i>RLE - NO</i>	<i>% YES</i>	<i>% NO</i>
0 – 100	29	13	16	45	55
>100-300	13	6	7	46	54
> 300	16	7	9	44	56

The table indicates that half of the fifty-eight counties in the state of California have one hundred or less sworn deputies assigned to their Sheriff Departments. Thirteen have a sworn complement of over one hundred but less than three hundred and the rest have over three hundred sworn deputies on their personnel rosters. The data gathered

suggests that the size of the individual department does not necessarily indicate whether or not that department has a RLE unit. 45 percent of departments with less than one hundred sworn deputies utilize RLE. 46 percent of departments that have between one hundred and three hundred deputies have an RLE contingent. 44 percent of those departments with over three hundred sworn personnel employ an RLE unit.

Although all three categories are in the minority of percentages gathered, they are too close to 50 percent to be a determining factor in this research. It is apparent that there is no direct correlation between the size of the Sheriff Department and the number of sworn law enforcement personnel as to the deployment of a RLE unit.

In order to focus on issues dealing with Rural Law Enforcement, a look at futures study was instituted. Part of this study involved a Nominal Group Technique project, which took place in October of 2000. The next chapter will focus on the futures study, the NGT panel, and subsequent issues that were raised when considering the future of rural law enforcement in a county Sheriff's Department.

## **Chapter 2**

### **FUTURES STUDY OF RURAL LAW ENFORCEMENT**

#### Introduction

The Nominal Group Technique (NGT) is a process where a small group of people meets to identify and rank issues relating to a particular subject. This group dynamic often includes members who have a stake in the outcome of the issue, as well as those who are not affected by the issue, thus a well rounded approach to the identification of the issues is garnered.

#### Nominal Group Technique

The organization and operation of an NGT exercise revolves around a small group technique that stresses total participation by all members, as well as generating ideas and problem solving avenues via a strong facilitator.<sup>26</sup> A group of people is gathered to identify and rank major issues dealing with a specific identified topic. Each suggestion by the NGT members is discussed for purposes of clarification of an understanding of the intent of the issue. Each suggestion is subsequently ranked as to its importance germane to the issue statement from a scale from 1 being the most important, on down the line.

On October 3, 2000, an NGT panel of ten professionals was gathered at the Emergency Communications Center of the San Diego Sheriff's Department. This diverse NGT panel consisted of:

- ◆ RLE Commander
- ◆ RLE Station Sergeant
- ◆ Resident Deputy Sheriff
- ◆ High School PTSA President
- ◆ Fire Protection Board Member
- ◆ Budget Analyst
- ◆ Backcountry Homeowner
- ◆ Telecommunications Manager
- ◆ Crime Analyst
- ◆ Rancher

The NGT panel was previously advised of the issue statement, “What is the Future of Rural Law Enforcement in a Large County by the Year 2006?” via E-mail. The panel was also given definitions of Trends and Events so they would have a working knowledge of the discussion on October 3<sup>rd</sup>.

On that date the panel met and was asked to identify trends that they felt would influence the issue in the future. Trends were defined as a series of events or occurrences that are related to the issue that may or may not have an impact on the issue, either positive or negative. After identification of the trends via brainstorming, the contributors clarified each one that they suggested. The panel was asked to vote on each trend individually, in a rating scale of most important to least important. From this procedure a total of eight trends were identified as having an

influence on the issue. The results of the panel's assessment on the eight trends are found on the subsequent Summary Trend Table.

### Trends

1. *Population level in the backcountry area*

The panel believed that as population increases or decreases, so too goes the impact on RLE services for that area, reflecting the same increase or decrease. The example of the Valley Center Station in San Diego County was brought up by the RLE Commander, and served as a springboard for discussion among the panel. Strong input was received by the resident deputy and the Fire Board member as to the increase in service demands from the area as population increases. The panel focused on San Diego County population growth. No panel member believed that the population would decrease. They felt that families are moving away from large urban areas in order to reside in smaller rural communities. The ready access of the freeway system, particularly in southern California, makes commutes reasonable when weighing the trade off of time spent traveling to the advantages of raising a family in a small rural setting. The panel also professed a belief that the population would continue to grow in the next decade. They predicted that this particular trend had the most significant impact on the issue statement, giving it a high impact numerical value of nine out of a possible ten.

2. *Indian Reservation related service levels*

Due to the increase of gaming/gambling facilities that are becoming a mainstay of the various Indian Reservations located throughout the backcountry, the panel identified this as the next major concern for the issue statement. Other concerns mentioned in this trend were; federal law versus state law, policing responsibilities on the Reservations, law enforcement relationships between tribal police and local agencies, as well as criminal investigation and follow-up on reported crime on the Reservations. It was interesting to note that the Rural Resident Deputy and the Rural Law Enforcement Commander saw this trend as a major concern. This fact underscores the theme that those who work the area see the trend of the increase of gaming as significant, as compared to those that gather and distribute statistical data or live in the area.

3. *Political influence on Rural Law Enforcement services*

The next four Trends carried approximately equal weight with the panel in regards to the impact on the issue statement, all somewhere in the seven out of ten impact scale. Politics in this case was defined as pressure brought to bear on the local law enforcement agency in the RLE arena. Specifically, working hand-in-hand with Trend #1 (Population), the panel felt that there would be an increased expectation of the residents in the backcountry for

more law enforcement services due to the fact that many new residents came from a urban setting where they were used to the police performing a myriad of services. Continuing this train of thought, the panel saw the new residents flexing their political muscle by joining community planning boards, fire boards, school boards, and other such groups as they establish themselves in the backcountry areas. The panel also saw this as a very positive impact, in that the law enforcement professional could join the residents in requesting improvement of law enforcement services by addressing these issues. The RLE deputy on the panel discussed the recent addition of another RLE deputy to the local school board, and how that aspect was helping to improve the relationship between the Sheriff's Department and the school system in that particular area.

4. *Traffic congestion*

The panel all voted on traffic congestion as one of the increasing problems, again, directly related to Trend #1 Population, yet significantly different enough to merit standing on its own as an impacting issue. One of the panel members, the analyst, echoes statements made by residents who live in the backcountry areas that traffic was on the increase, and directly affected quality of life issues. It was noted that the increase in backcountry population as well as the advent of urban dwellers taking trips to the

backcountry on weekends was part and parcel of the traffic trend. The law enforcement panel members reflected on how traffic matters had become part of their regular duties. The Fire Board member brought up the point of the increase in Fire Department call-outs on traffic related emergencies.

5. *Reporting rate for crime in RLE areas*

This particular area of concern to the issue statement was expected by the author, however, the belief was that the concern would be lessening in the Summary Trend Table as time goes by. But this particular NGT panel did not adhere to that belief. Crime rates throughout the United States have been on the decline, but the llama rancher panel member said that he believes that a lot of crime that occurs in the backcountry goes unreported for a variety of reasons. The new technology available to citizens of the backcountry, such as the Internet, makes a more connected resident who relies on the law enforcement agency to get involved, thus his basis for a possible increase in crime reported. Most of the rest of the panel agreed with his position, that of an increase in reporting rates, but would not score it as aggressively as he did in the five and ten year columns of the Summary Trend Table.

6. *Level of undocumented immigration*

This trend was defined by the panel as the effect of an increase of undocumented immigrants as they illegally enter the United States

and travel through the RLE areas. This is the first trend identified by the panel as declining between the +5 and +10 year columns. Discussion centered around opening the United States to Mexico, easing of the statutes concerning gaining United States citizenship status, as well as the current practice of adding numbers of Border Patrol agents in this county. All of these factors played a role in establishing a decline in this trend by the panel. The panel also professed a belief that this trend would affect the RLE issue in a positive manner, most prominently by introducing a cohesive working relationship between backcountry residents, RLE deputies, and federal agencies. It was expressed by RLE panel members that although it was becoming more common for them to become involved in search and rescue missions for stranded illegal immigrants in the mountains during extreme weather, they were not seeing as many calls for service for trespassing by illegal immigrants on private property. This decline was most probably due to the addition of numerous Border Patrol agents in the backcountry area, as well as social organizations working with Mexico to improve the quality of life in that country.

7. *Number of juveniles in RLE area*

The panel focused on this issue primarily agreeing that this trend is aimed at the families moving into the backcountry area and establishing themselves as residents, thus increasing the number

of juveniles in the area. These families would be bringing children into the area, or starting new families as the couple changed their residence to the backcountry from an urban setting. Along with children comes the need for increased resources such as schools, after school programs, and day care facilities. Also needed would be increased law enforcement resources for increases in juvenile delinquency and juvenile crime. However, most of the panel expressed an opinion that they did not see this trend as escalating, but declining as the years progressed. While recognizing that this trend was valid overall to the issue statement, the consensus articulated by the panel was that the family unit was responsible for the upbringing of the child, and not RLE per se. Proponents for this trend of directing more resources to the increase in the juvenile population were the RLE Resident Deputy and the local school Parent/Teacher/Student Association president.

8. *Cyber crime based in the RLE area*

The panel identified this Trend as focusing on the advent of crime relating to computer access, such as child pornography, credit card account thefts, etc. All members of the panel agreed that this type of crime was singular enough so as to warrant a Trend by itself. The introduction of home computers and Internet access has made this type of crime a household possibility. The point was made that due to the geographic distance involved, perhaps the

Internet would be more readily used by backcountry residents. Shopping on-line as well as real time interaction on the Internet is becoming the norm as opposed to the rarity in today's homes. This Internet availability is opening the door to Cyber Crime. The panel recognized this as a growing concern in the +5 to +10 year columns. However, both the RLE commander and the crime analyst down played this trend, and rated it overall as having one of the lower effects on the issue statement than the previous seven trends. Rationale to support this viewpoint centered on the past and current assumptions that Cyber Crime has not posed a great demand for this type of criminal investigation. Most of the panel agreed with this assumption, and rated it accordingly.

The following is a Summary Trend Table. It was determined based on total input from the NGT panel. After identifying and discussing each trend, the panel was asked to individually vote on the level of each trend, with the given that the column titled Today would be of a value of 100. Taking that number, the panel looked back five years, forward five years, and forward ten years, and assigned each of these columns a value. The panel also selected an impact number, from one to ten, with one being the least impact and ten being the most. This number would reflect the individual panelist's decision on how that particular trend would affect the overall issue statement. A median of the numbers of all ten panelists was taken for each column, and the result posted.

**SUMMARY TREND TABLE**

Trend Statement	Level of Trend (Today = 100)				Impact on Issue if Trend occurred
	-5 yrs	Today	+5 yrs	+10 yrs	0-10
T1: Population Level	75	100	120	150	9
T2: Indian Res. Service Levels	55	100	175	175	8.5
T3: Political Influence	50	100	125	150	7
T4: Traffic	50	100	140	160	7.5
T5: Crime Rates	85	100	122.5	150	7
T6: Undocumented Immigration	75	100	115	110	7.5
T7: # of Juveniles	70	100	117.5	115	5.5
T8: Cyber Crime Based in RLE Area	30	100	122.5	165	6

The panel, overall, rated Population, and Indian Reservation related items as the two most dominating Trends affecting the issue statement.

A grouping of the trends entitled Traffic, Undocumented Aliens, Politics, and Crime followed, with Juvenile Activities and Cyber Crime as the least impacting trends.

The panel then discussed events that would impact the issue statement. An event was defined as a singular occurrence that may or may not happen, which will impact the issue statement. This impact can be positive or negative, and must be demonstrable to the degree that everyone understands the specific nature of the Event. As was the case in discussing Trends, the panel members brainstormed and suggested Events until there was no more input. Each Event was then defined by the contributor, and the panel voted on the Events that most thought would definitely have an impact. From this voting, the following seven Events were identified and discussed;

#### Events

##### 1. *Campaign Fire*

This event was defined as a singular major fire, which would encompass all areas of Rural Law Enforcement. Due to the current dry seasons, or multiple low annual rain totals, the panel strongly felt that this event would be occurring soon. There is plenty of fuel in the backcountry area to support a campaign fire owing to the over abundance of trees, brush, and wood in the rural areas at present. Discussion was held by those of the panel who remembered the campaign fire in the mid-1970's, which devastated

a large portion of the RLE area in San Diego County, and called for an extraordinary effort by RLE deputies during that time. All panelists agreed that this type of event would be negative.

2. *Entertainment Episode*

This event was described as a one-time occurrence, much in the realm as a RAVE type gathering in a RLE area. Although the panel related this as having a negative impact on the issue, they did not feel that it would adversely affect RLE to any lasting degree. Most believed that this would occur within three years, and gave it a 75 percent chance of taking place. Discussion centered on the recent Hell's Angels gathering in Borrego Springs, a small community in the eastern part of San Diego County. This gathering taxed the resources of RLE during that weekend. The panel professed the belief that once the Entertainment Episode event had occurred, there would be no lasting effect that time wouldn't dull.

3. *100 Year Flood*

The panel agreed that this type of event would be a flood of the magnitude to completely wash out roads and bridges, as well as to cause mudslides in the mountain areas. The panelists also agreed that this event would have a negative impact on RLE, specifically with the ability of RLE to respond to the numerous calls for service that a flood would kindle. The major discussion and differences revolved around when this event would occur. The gamut ranged

from five to twenty years, with only one third of the panel agreeing it would happen by the +10 year column. Current weather conditions, as well as a recent rain storm that dumped over four inches in the county in a twenty-four hour period in the mountains was used as a catalyst for discussion on this event.

4. *Buckman Springs Station Construction*

This event highlighted the prediction of building a new patrol station in the RLE area. All the panel members except the rural deputy agreed that this would be a positive impact on the issue statement. His point was that the construction of a new rural station could reduce the RLE presence. He said that the patrol personnel would revert to a twenty-four hour operation on three shifts as opposed to the resident deputy who lived in the community. The deputy's point did not carry much weight with the panel. The overall sentiment by the panel was that a new station would benefit the community to a greater degree, and possibly enhance the presence of law enforcement by providing more patrol deputies on the streets. It was interesting to note the RLE commander's position, that of remaining neutral overall. When pressed by other panel members, he stated that he saw both positive and negative aspects of this event, with the positives probably outweighing the negatives. Buoyed by the current economic good time, all panel members predicted that this event

could very well occur within a time span of five years. In an attempt to generate more diverse discussion, the feasibility of this Event being delayed by a sudden economic downturn was broached, however, the panel remained solid as well as united in their positive spin on this event.

5. *Point 7.0 Earthquake*

The panel defined this event as taking place in the western part of Imperial County which abuts against the eastern portion of San Diego County, all RLE serviced areas. The quake would be in the 7.0 to 7.5 range. As expected, the panel voted this as an overall negative impact, with a strong negative rating of -4. As in the case of the event 3, 100 Year Flood, the panel differed on time of occurrence, with one third agreeing that it would take place in the +10 year category. Much discussion followed covering topics ranging from earlier quake detection via new technology and the role that RLE could play in that early warning environment, as well as the RLE response to a major earthquake.

6. *Communications System Failure*

This would be an event that would terminate all communications of the Regional Communications System (RCS) for San Diego County, specifically dealing with a total system failure. This event was predicted not to occur until the +10 year column, with only 50 percent of the panel believing that the event would actually occur

at that time. This is not surprising to the author, as San Diego County recently opened a new RCS in September of 1998. What is interesting concerning this event is the impact column, whereby the panel predicted a negative impact of -4. The old radio system (prior to 1998 and the RCS agreement) was frequently experiencing “down time”. It was treated as a bothersome nuisance at the time, but one that was tolerated. The new 800 MHz system has become very important to the users, and thus the panel endorsed the idea that new technology may make this easier or faster, yet, on the other side of the coin, people become more dependent on the new technology. This is not an isolated statement, as many times during the discussion the topic was brought up reference what RLE did prior to mobile data computers in the patrol units, lap top computers for reports, etc. However, there was much confidence expressed in the new RCS by the panel, as far as expectations for operating reliability and longevity.

7. *Indian Casinos convert to Destination Venue*

This event began like a trend, but was specifically redesigned as an event by spotlighting one Indian Reservation that would build a hotel to accompany the in-place casino and gaming structure. This event divided the panel greater than the previous six events. Lively discussion followed over the impact, whether it was positive or negative, with three panel members opting for a positive rating,

and the remaining members choosing negative. However, the overall negative was not a high number, with a medium of -2 in the impact column. All panelists did agree that the time of occurrence for this event would be around three and a half years, with an overwhelming agreement that the event would take place in the +5 and +10 year columns. Again, as in the case of event 4, the new patrol station structure, the panel did not entertain the notion that a possible slow down of the economic boom could take place to delay or cancel this event.

The following table depicts the panel's findings of the events.

Summary Event Table

<u>Event Statement</u>	<u>Years until probability</u>			<u>Impact</u>
	Yr = 0	+5 Yrs	+10 Yrs	
E1: Campaign Fire	3	92.5	100	-3
E2: Entertainment Episode	3	75	80	-2.5
E3: 100 Year Flood	8	0	37.5	-4
E4: New Station Construction	5	100	100	+3
E5: Earthquake	10	0	37.5	-4
E6: Comm Center Failure	9	0	50	-4
E7: Casino Expan.	3.5	100	100	-2

### Cross Impact Analysis

The final stage of the NGT process is the Cross Impact Analysis, which is a tool that measures the impact of events on trends. The panel was asked, "If this event happens, will it impact the trend, and will that impact be negative or positive?" The panel was instructed to use a scale of from +5 (most positive) to -5 (most negative) in the rating of the impacts of each event to each trend. In other words, a zero would mean no impact whatsoever, and any number with a minus in front of it would be negative while a positive in front of the number would indicate a positive rating. The numbers themselves would indicate the degree of impact, 5 being the highest and 1 being the lowest, besides of course, the number zero.

The panel individually voted on the Cross Impact Analysis, with the author collecting the data and collating using a median grading to obtain a consensus of each block in the table. The following table indicates the summarization of the Cross Impact Analysis of the Nominal Group Technique exercise for this issue statement.

### Cross Impact Analysis Table

	T-1 Population Levels	T-2 Indian Issues	T-3 Political Influence	T-4 Traffic	T-5 Crime Reporting	T-6 Undocumented Immigration	T-7 # of Juveniles	T-8 Cyber Crime
E-1 Fire	-3	-2	0	-5	-2.5	-1	-1	0
E-2 Entertainment	-1	-5	-5	-3.5	-3	0	-1	-1
E-3 Flood	-3.5	-2.5	-5	-4.5	-1.5	-2.5	-1	0
E-4 New Station	+2.5	+2	+2.5	0	+2	+1	+2	+1
E-5 Earthquake	-3.5	-2	+5	-4	-2	-1.5	-1	0
E-6 Comm Center Failure	-5	-2	-5	-1	-2.5	-1	0	-5
E-7 Indian Expansion	+5	+3	+5	-3.5	-3	0	-1	-1

An overall analysis of the table shows that most of the trends would be affected negatively if the event were to occur. This is not surprising in the total concept, as most of the events selected by the panel concentrated on negative occurrences. However, the depths of the ratings were interesting. The utilization of the median average helped to bring about a real sense of average, instead of allowing one or two panel

member numbers to skew the scale. Key aspects of the Cross Impact Analysis Table are noted as follows:

Predominately, the traffic trend was most negatively impacted by all the events, save the new Rural Law Enforcement station construction. This is indicative of the Southern California driving public attitude. While not only exemplifying the dependence on individual vehicle ownership for the primary method of transportation, it serves to note that many assert that traffic congestion is a dominant problem in a quality of life issue. This is evident in the backcountry areas as the population increases, as noted by a 2 percent increase in the unincorporated areas of RLE territory in San Diego County.<sup>27</sup>

The event of building a new patrol station in the RLE area was looked upon as a positive for all trends, except traffic, which scored a zero or no impact rating. It is apparent that public confidence is reflected in a positive manner when dealing with a new law enforcement buildings, new patrol vehicles, or maybe just the squared away appearance of the law enforcement officer's uniform itself. This indicates a sense of safety by visual confirmation. Borrowing from James Q. Wilson's Broken Window Theory which states that if an abandoned house suffers a broken window and nobody fixes it, then the appearance of the neighborhood tends to spiral downward and crime is invited to set up shop that neighborhood. Edward J. Tully, Executive Director of the National Executive Institute Associates and the Major City Chiefs, carried

Wilson's example one step further by relating it directly to the appearance of the law enforcement profession. Tully suggested that just as broken windows reflects an early sign of possible troubles, then scruffy shoes on the individual law enforcement officer might depict the start of internal problems within a police agency.<sup>28</sup> Thus, the new construction of a law enforcement station is a positive projection to the RLE area, but that station must be maintained in order for the positive to also be maintained.

It was noted with interest that the event of a total communications radio system failure was not rated as a major negative, except in the crime trend and that only reached a -2.5 rating. It is suggested that this is attributed to that fact that most radio communications in law enforcement are a behind the scenes type application, and taken for granted even by those who rely on it every day in the course of their duties. Recovery of down radio communications systems has improved with new technology, perhaps creating a false sense of security. The thought prevails that the failure is temporary and will be soon be fixed.

Finally, it is, perhaps, a current theme that the trend politics has the ability to put a positive spin on almost any negative event. Furthermore, if that event puts a negative mark in the Politics column, the rating never reached more than a -.5 mark, or less than one whole point. Events of a disaster magnitude such as Event 1, the Campaign Fire or event 3, 100 Year Flood underscore this aspect.

## Scenario Development

Information gathered from the NGT process, literature search, and future forecasting through the gathering of future files during Class 30 of the Peace Officers Standards of Training (POST) Command College was used to develop three scenarios relative to the issue statement. The scenarios are developed around a pessimistic, a surprise free, and an optimistic future. The pessimistic scenario is one that is not desirable, and hopefully can be avoided by proper strategic planning. The surprise free scenario revolves around the theory of remaining status quo, or not allowing change to occur. While the surprise free scenario is “safe” in a middle-of-the-road sense, it probably is not the scenario that a progressive law enforcement agency would pursue. Finally, the optimistic scenario depicts where law enforcement wants to be in the future. The optimistic scenario is a combination of planning, future forecasting, negotiating, and implementation...always with a clear goal in mind. Perhaps it can be said that the optimistic scenario is a never-ending future goal, with changes always being made as the road is traveled.

### Pessimistic Scenario

Deputy E. Scrooge reported to work at the Big Brother Patrol Station, located in the northeastern portion of San Diego County. Scrooge had been assigned to this patrol station for about six months, after completing three and one half years at the Sheriff's Department Central Jail. Although yearning for the adventure of patrol duty, Scrooge

was becoming disheartened in his present assignment for a variety of reasons.

After changing into his uniform, checking his station mail box, and trying to find a patrol unit to check out, Scrooge proceeded into the briefing room and joined his shift partners.

“All right, listen up,” yelled the sergeant at the front of the room, which caused the deputies to quiet down. “It seems that someone is still ripping off vehicle parts in the storage yard up by Cratchet’s place, so let’s do a little extra patrol instead of spending all of our time in donut shops and sleeping. Also, if anyone wants to volunteer, we have an Open House at the Junior High tomorrow night. That’s it, check your beat maps, and get out there.”

The deputies all stood, exchanged a few side remarks on the remarkable interpersonal communications skills of the shift sergeant, and proceeded out to the parking lot behind the station. Scrooge loaded up his patrol car, clicked himself in-service with the mobile data computer in his car, and drove out the open gate of the parking lot.

Throughout his shift he handled numerous noise and misdemeanor type complaints, as is usual on the P.M. shift. At times he covered other deputies as they responded to their radio calls, noticing that everyone was mainly interested in solving the immediate problems and getting back on the beat, hopefully clear from any paperwork.

This wasn't the reason that Scrooge had put in for the Big Brother Station three years ago when they had passed out the wish list to the jail deputies. At the time, Big Brother was a rural patrol station, with the deputies living and working in the areas that they patrolled. Scrooge had taken a couple of ride-alongs with the patrol deputies, noticing that they seemed to know everyone on their beats, and most of the residents knew the names of the deputies as well. Crime was low, he saw, by scanning the patrol briefing board and the crime situational map prepared by the Department's Crime Analysis Unit. After hours, the deputies would respond to the priority calls from their houses, since they lived on the beat. There seemed to be a community bond between the deputies and the residents, and Scrooge had wanted in on that.

However, bowing to political pressure from politicians who wanted to beef up the Sheriff's Department patrol force due to an increase in traffic related problems in the area, Big Brother ceased being a Rural Station. Instead, it became a twenty four hour patrol station, with deputies on duty around the clock in shift work. With no community sense of ownership, both the residents and the deputies lost that personal contact that had been the trademark of rural law enforcement at Big Brother years past.

Counting the hours until he was finished with his shift, Scrooge wondered if there was a chance that Big Brother could ever be what it used to be. "Naw", he mumbled to himself, "all the politicians see more

marked patrol cars on the streets, and to them that means progress. Progress equates into more votes! Even though the crime rate is beginning to creep up, and the station equipment is starting to fall apart as everyone is now sharing cars and laptops, the movers and grovers are happy, so don't rock the boat!"

Turning on the main boulevard, Scrooge was determined to follow-up on his transfer request with the Administrative Sergeant in the morning. Rural Law Enforcement had ceased to be in Big Brother, and Scrooge found himself now job shopping.

#### Surprise Free Scenario

The small community of Survivor was nestled in the eastern mountains of San Diego County, and all law enforcement patrol duties were provided by the San Diego Sheriff's Department. The community centered around a small business area comprising of a grocery store, a strip mall, a few restaurants, and a town hall which also housed the Sheriff's sub-station. Most of the residents lived out of town in the surrounding area, either commuting to work in San Diego or having gained the status of retirement, living out the rest of their lives away from the rush of their earlier urban years. However, with the growth spurt being experienced in San Diego County, even the little hamlet of Survivor was feeling an increase in population.

Deputy Bernard Fife drove his assigned patrol 4x4 down the main street in the early evening hours, enjoying the peaceful night and the

quiet radio traffic so far. Spying a pair of brake lights from a car behind the new construction site of a group of ten homes, Fife killed the engine and the lights to his patrol unit, easing up behind the suspicious car. Exiting the unit without shutting the door behind him, Fife quietly approached the car, noting that the truck was open, the parking lights were on, but nobody was inside. Scanning the immediate area, he noted a slight movement behind a stack of building materials that had been delivered earlier in the day. Hearing voices, Fife cautiously approached the stack of lumber, flashlight in one hand, Glock in the other.

“Freeze!” yelled Fife, as he clicked on his flashlight, catching two juveniles in the glare of the light. Two sets of very open, very wide, and very scared eyes turned towards Fife as the bodies belonging to those eyes dropped the lumber they had been picking up.

“Billy, and Al, what are you doing here?” asked Fife, as the two juveniles dropped their heads in resignation. “We were just taking up some wood for a bonfire we’re going to have down at the beach next weekend,” sniveled Billy.

“Not going to happen, you two, and you know it’s wrong. Put all the lumber back where you found it, get in your car and go home. When you get home, you had better tell your parents about this, because I’m going to come around tomorrow and talk to them.”

The boys stacked the wood back up under the watchful eye of the deputy, said they were sorry, and drove in their car towards home, knowing that Fife would follow-up on his threat to contact their parents.

Fife checked the rest of the construction site, and finding nothing amiss, got back into his patrol unit and home, logging himself out of service but on call at his house. Shaking his head, he remembered he had a Community Planning meeting the following morning, and Billy's dad served on the board with him. He'd make sure that Billy had told his dad about the night's activities. Most of the kids in the community were good kids, just a little bored from time to time, and Fife knew most of them by their first names.

However, with the community growing at an alarming rate, Fife realized that things were probably going to change in Survivor and he wasn't sure if it was for the better or not. There were rumors of Survivor becoming a 24 hour station, with no more Rural Deputies, as had happened in nearby Big Brother. If that were true, then Fife feared that Survivor would surrender its small town flavor, and become just another place to work, as opposed to a place to partner with the community for common goals.

Fife proceeded up the steps to his house, hoping that things would stay the way they were, and wondering what he could do ensure that goal. Maybe he'd bring it up at the Planning Committee meeting tomorrow.

## Optimistic Scenario

Deputy George Jetson walked out of his house and unlocked his patrol truck, sliding behind the steering harness. He checked the level of the solar fuel gauge, satisfying himself that he had enough stored energy to last the rest of the week. After starting the hyperengine, he pressed his thumb onto the mobile scanner, thus unlocking the vehicle operations as well as automatically signing himself on duty. George noted there were still no calls pending on the heads-up visual display on the windshield, a fact he already knew as he had checked his personal computer link in the house when he first got up in the morning.

Driving to the center of the small town of Sprockets, Jetson slowed to allow his vehicle scanner to check the license plates of every car he passed. Seeing nothing out of the ordinary, he pulled in front of Jane's Country Kitchen and went inside to have breakfast.

"Well, look what the space monkey dragged in," yelled out Judy, the owner of the restaurant. Jetson acknowledged her warm welcome with a hug and sat down in a corner booth with Spacely, the town mayor, as Judy put a cup of low fat hot chocolate in front of him.

"George, with the latest revenue deposits from Galaxy Bank, we are poised to buy some new law enforcement equipment. What do you think we need?" asked Spacely.

Slowly stirring his hot chocolate, Jetson took his time before answering. Most of the new technology that assisted law enforcement

had already been deployed to all the deputies by the Sheriff's Department, and buying new versions of the same technology really wasn't necessary.

"I've got to be honest with you Mr. Spacely. We have all we need as far as the latest gadgets and whiz-bang gizmos. What I'd like to do is to use some of that surplus town budget to get more people involved. How about a couple of small solar powered sedans for volunteer patrol, and a thirteen passenger van to help out with our commuters so as to cut down on our growing traffic problems?" asked Jetson.

"Not bad ideas," replied Spacely as he lifted a huge forkful of pancake into his mouth. "You know, ever since we were successful in restoring the Rural Deputy concept back into town, things have really settled down around here."

"I agree," responded Jetson, "sometimes a look back can help when confronted with problems like we had. The ideas of deputies living and working in the community, as well as bringing the community more into playing an active role in law enforcement underscored the old Community Oriented Policing and Problem Solving model."

"Sort of like the old west, and the one ranger one riot adage of the Texas Rangers?" asked Spacely with a gleam in his eye.

"Not quite sir, although they were headed in the right direction. When we remove law enforcement from the people we serve by depersonalizing the service, then the feeling of ownership is not present,

and the end product of attempting to improve the quality of life issues is lost in the shuffle. With today's technology, which can afford us more time to interact with the public, it only goes to follow that accomplishing our goals of lower crime rates, greater citizen interaction, and a positive law enforcement image will ultimately emerge."

"Get off your soap box, George, " replied Spacely. "I helped you present the Rural Law Enforcement study to the Sheriff and Town Council last year, remember? Now pass the syrup, my pancakes are getting dry!"

Data gathered in the future study reveals that rural law enforcement will be greatly affected by an increase in population. How a Sheriff's department will respond to that change needs to be addressed in a plan that hopefully will expand the rural law enforcement concept in a positive manner.

The next chapter in this project will deal with the planning phase of establishing Rural Law Enforcement as a viable tool in the near as well as the further down the road future while utilizing the history, the NGT process, and the scenario development processes.

## **Chapter 3**

### **STRATEGIC PLANNING**

#### Introduction

The term Strategic Planning can best be described as the process whereby an organization looks to the future and plans accordingly. Failure to do so may result with the organization suffering the real possibility of having their future planning done for them by external or outside forces, as opposed to the organization itself planning for change.

Law enforcement as a whole is an organization that daily needs to plan for the future. Examples of law enforcement failing to make such plans are too common in past. One example is the Miranda court decision in 1966, which dealt with a suspect's right to be protected from self-incrimination.<sup>29</sup> Law enforcement, particularly in California had been playing it very close to the line in reference to admonishing suspects in detention/arrest situations. This landmark case forced the Miranda rights onto law enforcement. Perhaps if law enforcement had looked towards court rulings preceding Miranda, and sentiment among the public, law enforcement may have known there was a strong probability that admonishments would be changing.

Another more recent prime example of the failure of the law enforcement profession to plan for the future can be found in the Board of Inquiry report into the Los Angeles Rampart Corruption Incident.<sup>30</sup> The report goes into great depth about many topics, and it could be

argued that the report is in and of itself a strategic plan. Topics covered were Training and testing of Police Officer Candidates, Personnel Practices, Personnel Investigations and Management of Risk, Corruption Investigations, Operational Controls, Anti-Corruption Inspections and Audits, Ethics and Integrity Training Programs, and future work for the Board of Inquiry to conduct. Again, all of these issues can be incorporated into a strategic plan. One wonders that if the Los Angeles Police Department had actively pursued this type of plan covering these issues in a proactive manner, as opposed to a reactive manner, would the Rampart scandal have occurred?

The strategic planning process must include the organization's Mission and Vision Statements, the Development of Key Strategies, Implementation Plan, and a Feedback System.<sup>31</sup> Bearing in mind that standards will change with time, it is imperative for the organization to realize that strategic planning focuses on tomorrow in an attempt to predict those standard changes. Too often law enforcement agencies get caught up in age old problems, trying to address them in five or ten year plans, yet operating on yearly budgetary plans.

An important aspect of strategic planning revolves around the organization researching both internal and external forces acting upon the issue. A tool defined as a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis will be utilized for this paper's issue statement. This tool is a technique used much as the same as the

Nominal Group Technique theory, that of forecasting different aspects of an issue. In looking at the RLE issue as a whole, common threads arose from a careful study of all data gathered as well as the NGT input. The author offers the following SWOT analysis of the issue.

In looking at Rural Law Enforcement, the SWOT tool can help by assisting to identify each area of concern in the following manner:

Strengths:

- All large counties in the State of California have a Rural Law Enforcement Unit, or have prior history of same
- RLE is structured, especially in the patrol arena, to provide service to all areas of demand
- A partnership between the community and the law enforcement agency best serves to solve crime problems, regardless of severity
- The general public is supportive of patrol techniques that allow them to have a sense of familiarity with the deputies who provide patrol services to their neighborhoods and places of business

Weaknesses:

- Many high ranking law enforcement officials, especially those that grew up professionally in the late 1970's, fear a familiarity bond between patrol deputies and the citizens they serve
- Law enforcement is resistant to philosophical change
- Law enforcement relies too heavily on cold, hard statistics

- Law enforcement fails to recognize quality of life issues raised by citizens, as these types of concerns do not fit precisely into operational plans
- Law enforcement continues to operate in para-military bureaucratic atmosphere that inhibits empowerment at the lowest level

#### Opportunities:

- Community Oriented Policing and Problem Solving is very similar to RLE practices, and COPPS is enjoying a widespread acceptance throughout the country
- The federal, state, and county budgets are at an all time high, with monies available to implement RLE personnel
- The public is supportive of RLE when they have a chance to interact with same
- Technology advances in law enforcement such as Computer Aided Dispatching, Mobile Data Units, Paperless Patrol Logs, Cell Phones, etc, are freeing up time for law enforcement personnel to spend more time focusing on interaction with the public
- Decentralization, or enabling RLE units to be empowered to try new and creative responses to stagnant crime problems is effective, as well as serving to act as a morale builder for the law enforcement employee

#### Threats:

- Increase of population in the RLE area could mandate twenty four hour shifts, thus eliminating the RLE contingent

- Economic down trends could pose budgetary restrictions to new RLE components in a large law enforcement agency
- Pressure from the political arena to increase the law enforcement patrol presence, regardless of the reasons why this isn't effective
- Cost of housing for a deputy to move into a RLE area in order to live in the area that he or she patrols
- Reduced incentive for a RLE deputy to transfer or promote out of a RLE position

### Stakeholders

Prior to the development of a completed Strategic Plan, stakeholders need to be identified who can affect or will be affected by the issue. Stakeholders can be one individual, a group of individuals, or an organization that will have an impact on the plan, either positive or negative. Many stakeholders in the RLE issue statement are readily identifiable, such as;

- General public
- Department personnel, both sworn and civilian staff
- Outside law enforcement agencies, including local, state, and federal
- Criminal element
- Community Based Organizations
- Labor unions
- Media

Sometimes overlooked in this part of the development is the consideration of potential snail darters. The term snail darter is derived by a species of fish discovered by Dr. David A Etnier in August of 1973 in the Little Tennessee River. This discovery of a here before unknown fish held up completion of the Tellico Dam in Tennessee for six years, costing millions of dollars in delays, court battles, and public sentiment. President Jimmy Carter stamped federal approval on the Tellico Dam project in September of 1979.<sup>32</sup> Thus the term snail darter, used to identify an unknown entity which could become an obstructionist factor if not recognized early on as a stakeholder.

#### Strategic Plan

It is at this point in this paper that a strategic plan will be discussed. Bearing in mind the aforementioned input from the Nominal Group Technique process, the Scenario Development, SWOT (Strengths, Weaknesses, Opportunities, and Threats), as well as the identification of the Stakeholders, the strategic plan must set forth an avenue for the organization to follow.

In the issue statement, “What is the future of Rural Law Enforcement in a large county by the year 2006?”, the strategic plan will attempt to set the stage for preparing an avenue as well as an answer to the issue statement.

While the issue statement can be reflected as a broad statement on the face value, it can also focus on the aspect of Rural Law Enforcement

and the application to providing a viable means of law enforcement services to the public at large. If it is accepted that RLE is a good thing, and that it is both wanted and accepted by the general public as well as the organization, then the strategic plan needs to focus on this positive train of thought.

The history portion of this paper demonstrated the origins and applications of RLE from the earliest days in the American West, and brought the concept of RLE full circle to present day functionality. Included in the discussion were examples of different methods of restructuring RLE. The absolute elimination of RLE, as in the case of the Death of a Rural Patrol Station in Chapter One, was also discussed.

It is suggested that the time is ripe to combine the readily accepted concept of Community Oriented Policing & Problem Solving (COPPS) with RLE techniques. Across the nation COPPS has found a foothold in present day policing, which isn't surprising as the Federal Government is providing funding and equipment to law enforcement agencies that will implement some type of COPPS philosophies in their departments.

The strategic plan suggested here incorporates this COPPS mentality with the tried and true RLE philosophy so prevalent in most large county law enforcement agencies to date.

As the population increases in the backcountry areas, so too must the ability to provide law enforcement services to these areas. An acceptance by the law enforcement agency to incorporate the COPPS

grant funds into obtaining more personnel and equipment can be a corner stone to build upon. The RLE philosophy of building the common bond between the citizens and the deputies by familiarization, thus connecting the two, can and will put public confidence into the bank for the department to draw from in times of need.

In the mid-1970's law enforcement managers were concerned about cops becoming too familiar with the citizens on their beats, as they felt it would breed all forms of corruption. In fact, the practice in those days was to rotate law enforcement officers from beat to beat, in order to dissuade any attempt of familiarity with the citizens. Most of today's law enforcement managers grew up in that era and their reservations about beat familiarity carries over in many department policies today.

It is time to encompass, promote, and perpetuate the COPPS philosophy that only by working with the various communities can law enforcement in the rural areas be successful in providing the types of services that can improve the quality of life for all concerned.

Strategic planning on Rural Law Enforcement preparation for the future will include;

1. Recognizing that RLE can best be served by providing RLE deputies with permanent beats to work,

2. A buy-in by the department's managers that RLE is an extension of the current COPPS philosophy, as stated in previous pages,
3. A cohesive team building approach between the law enforcement agency and the identified stake holders, including snail darters, in order to tailor a specific plan for that particular community,
4. A complete saturation training program for all RLE deputies and administrators of same to provide an avenue for progressive thought in updating new technology and practices in the RLE arena,
5. Constant evaluation and re-evaluation of current practices in RLE, in order to identify that which works, and that which does not,
6. Provide various incentives and career paths for deputies assigned to RLE, so that if inclined a deputy can aim his or her career towards RLE in a progressive manner, as opposed to an end in and of itself,
7. Finally, utilize the history of the large county law enforcement department to supplement RLE operations. It is always a useful tool to research the past in order to ascertain if perhaps a modern day problem has already been solved earlier in the history of the law enforcement department.

Significant changes in the concept of rural law enforcement and how the department can address those changes have been discussed in this chapter. Looking at all aspects that affect rural law enforcement, from the identification of the strengths, weaknesses, and threats, to the opportunities to utilize these changes for a positive impact on rural law enforcement strategies, underline a need for a planned transition.

In order to achieve the goals listed in the strategic plan, there must be a catalyst of thought within the agency that will allow for the plan to operate. This type of transitional management will be discussed in the next chapter.

## **Chapter IV**

### **TRANSITION MANAGEMENT**

#### Introduction

Transition management is based on the principle that in order for the change to occur there must be leadership at all phases of the change process. The phases include the three key change makers, those being the Change Strategist (Visionary), the Change Implementor (Translator), and the Change Recipient (User of the Change).<sup>33</sup> For change to take place, especially in a law enforcement department, upper management must provide leadership and guidance through the transition period. As in the case of Strategic Planning, all players that may affect the change must be considered during the transition. Their participation can be labeled in different degrees of affecting the outcome, from allowing the change to happen to making it happen. How the transition process will take place will ultimately be decided by drawing from the tools discussed in the proceeding chapter, especially the SWOT (Strengths, Weaknesses, Opportunities, and Threats) process.

#### PLAN

After meeting and discussing various options available to implement the Strategic Plan, leaders of the department can conduct an in-depth analysis of their particular role in the plan. From this analysis, they will be ready to identify stakeholders, snail darters, problems,

opportunities, etc, and gather again with the management personnel who will go forward with the RLE implementation.

They also will be able to develop alternative strategies, which will be ready in the case of changing influences on the RLE plan. These changes can take the form of: a newly elected Sheriff, change of leadership in the targeted community, change of political leadership on the Board of Supervisors of the County, economic down-turns or up-turns which will affect the ability to fill positions in the RLE plan, change of rate of calls for service, or change of geographical boundaries as in the case of a county area incorporating into its own city.

For the purposes of this project, the following strategy was selected as the catalyst for RLE planning:

Rural Law Enforcement will be developed in the backcountry areas with the intention of preserving a law enforcement presence in the communities served by assigning deputies to RLE duty on a full time basis. It is recognized that smaller is sometimes better, and it will be the goal of the county to establish small RLE sub-stations with deputies living and working in the areas they serve, available in an on-call status for response to law enforcement situations.

#### Transitional Management Structure

It is an accepted reality that leaders must not only have visions for the future of their respective organizations, but they must also have the ability to convey those visions throughout the organization. A negative

claim heard about a leader's vision was aptly put into words at a staff meeting when an employee remarked, "His vision was that of a zebra, but by the time it got down to my level, it had become a large elephant." In other words, the vision of the leader had been lost as it filtered down to the employee, probably without the leader being aware of the changes. Clear and well-defined visions must be articulated throughout the organization, with ample enthusiasm demonstrated by the leader to support the change concept.

As the time nears to propose and endorse the change, the leader and his or her immediate staff must define Critical Mass. This concept is best defined as the identification of the minimum number of key individuals who can make the desirable change take place, provided they are in support of same. The other side of the coin is that members of the Critical Mass can similarly make the change fail to take place if they oppose it.

Once the leader identifies the Critical Mass participants, the next step is to define their influence and roles in the change process. By using a commitment chart, it can be determined if the participants fall into one of the four following categories:

1. No commitment
2. Let it happen
3. Help it happen
4. Make it happen

By working with this chart, the leader can better prepare for the success of the change implementation, and thus become the change agent that is necessary to affecting the desired result. It also is important to realize that Critical Mass individuals are not necessarily the same personnel as identified in the stakeholder and snail darter process.

The leader will assemble the Transitional Management Structure by convening a group of driving force personnel, usually a group consisting of management and other key personnel who have “bought into” the plan, and have accepted the vision as their own. Too often, especially in today’s organizations, it is trendy to include a naysayer or two into the group. This serves as an unnecessary distraction to the successful completion of the transition. This is not to state that naysayers have no place in the process, as their viewpoints and voices are important in the overall scheme of the plan. They should be listened to and monitored, but not included in the proactive group that is trying to make the change happen.

Having stated the vision, and cheerleading the concept, the leader must now appoint a project manager to be responsible for the day to day operations of the transition team. The team is now in place to affect the change, and to keep the leader advised of the successes, as well as the failures.

In the case of the RLE plan, the project manager must be someone in a position to carry the change process through with enough authority

to make it happen upon approval of the leader. An upper law enforcement manager, preferably with patrol responsibilities would be ideal for this position. Key management staff as well as others from inside and outside the department would be appropriate members of the transition team, again, underscoring their enthusiasm for the RLE vision and the success of the implementation. This team must take direction from the leader, enact the change process, identify the steps, interface with all stakeholders and snail darters, and evaluate the final results for future changes.

### Transition Techniques

The transition can be accomplished by identifying the basic three components of Strategist, Implementers, and Recipients. All three should be included in the change process.

Perhaps the most important aspect of affecting the change is to not only identify the Critical Mass group, but also to move them into the category that will most assist in making the change happen. For instance, moving the Personnel Manager of a large county Sheriff's Department from the Let It Happen into the Make It Happen will greatly assist in providing a career path for RLE deputies, thus making it easier to fill open positions in the table of organization.

Other groups that may need to be nudged in the Critical Mass group will be the: Labor Union who can provide more leeway in the Memorandum of Understanding as far as call-out compensation, etc.,

the residents in the community to help in providing office space for store fronts for more ready access to their RLE personnel, and local politicians showing them what they can positively gain from a stronger degree of a law enforcement presence in their respective voter base.

Another key aspect of the transition technique is to keep a constant flow of information via updates processed throughout all levels of the organization, as well as the stakeholders and snail darters outside the organization. Working in a blackout situation on any project will only serve to either undermine the desired outcome, or simply leave the avenue open to someone for state, “What? I thought that project was dead!”

These are just a few of the techniques and questions that need to be addressed in the RLE transition period. Some are more apparent than others, but all need to be handled for the project to be deemed a success. The issues are complex, but not undefeatable. There is a history of the success of Rural Law Enforcement throughout the state of California. Drawing from the historical aspect of the origins of rural law enforcement, coupled with a look towards future trends, a foundation can be built upon to redefine and expand rural law enforcement. Some departments have gone back to the drawing table with this concept, to look at RLE again, and to ascertain if perhaps it can work for their county.

**CHAPTER V**  
**FINDINGS, IMPLICATIONS, AND CONCLUSIONS**

Project Findings

The research for this paper revealed a trend that California counties provide some type of Rural Law Enforcement services in a fixed position in over one half of the fifty eight counties. With the influx of population increasing in the RLE areas, as well as the concept of Community Oriented Policing, it is an accepted statement that the days of RLE could be increasing, as opposed to decreasing. Supporting this statement is the fact that approximately one third or 31 percent of all Americans residing in the United States live in a rural area.<sup>34</sup> Also prevalent in the research is the fact that many issues facing RLE can be handled via the posting of resident deputies into these rural communities in fixed positions.

Based upon the research, new technology such as Computer Aided Dispatch and Mobile Data Computers in patrol vehicles have enabled the RLE deputy to spend more time interacting with the community that he or she patrols. This interaction is a corner stone of Community Oriented Policing (COPPS), and ties in closely to RLE techniques. With the advent of available funds in the COPPS arena, the community and the law enforcement agency can finance RLE programs via a cooperative effort.

Agencies such as the San Diego Sheriff's Department have already implemented this concept by deploying COPPS funded deputy sheriff

positions to the backcountry rural areas. These deputies have proven to be a tremendous asset in supplying cover to the assigned rural deputies, as well as implementing community projects in their respective areas.

### Recommendations

It is recommended that counties research the feasibility of assigning Rural Law Enforcement deputies on a larger scale than currently practiced.

Implementation will be conducted by;

1. Providing a vision of RLE for that particular county, including an historical perspective
2. Identifying stakeholders and snail darters
3. Establishing a Transition Team to implement an RLE concept for that Department based on;
  - A. Future forecasting
  - B. Career path development within a RLE Division
  - C. Interaction with the individual community to establish partnership ideology in law enforcement services
  - D. Monitoring results and adapt according to the vision

Progressive patrol, investigative, and other police services in various Sheriff's Departments often look for methods of improving upon those services. It is not uncommon for ideas generated in an urban setting, such as beat integrity, to be a foundation for RLE practices. This

also holds true for the opposite, or using RLE practices at a twenty four patrol multi-shift patrol station.

The time is ripe to take advantage of a generous economy, a positive public opinion in reference to the general attitude towards law enforcement, and an acceptance by all concerned to work with communities in solving crime and related quality of life issues. The RLE deputy can be the catalyst and serve as a change agent if given the opportunity and the tools to succeed.

### The Leadership Influence

If Rural Law Enforcement is to progress into the future and evolve into the working model as suggested by this paper, then leadership at the top must act to provide and encourage a vision for RLE to succeed. It is only with the support of the leaders in a Sheriff's Department that RLE can evolve into the proposed proactive arm of law enforcement that can enhance the mission and goals of the specific department.

Leadership must empower project managers to develop key personnel by appointing them to committees to research, develop and suggest avenues for RLE to proceed into the 21<sup>st</sup> century. But these committees must also have the power to enact the change agents, to put into place the proposed actions that will enable RLE to bond with their respective communities and provide a strong base of citizen/law enforcement partnerships.

## Conclusion

Most Sheriff Departments stand on the threshold of providing a Rural Law Enforcement model that can be very effective in their respective rural areas. However, there is a danger that some will think that the old time policing models, as discussed in the history chapter of this paper, are the route for modern law enforcement to travel. But this is definitely not the case. As John P. Crank of Boise State University pointed out in his article in *Community Policing in a Rural Setting* when he wrote:

Nineteenth-century police myths may be heartwarming, but they offer scant consolation to a small town cop who is seeing increased immigration of wealthy retirees and is dealing with the threat of escalating drug and gang activity. Only by increasing effectiveness of police to do something about crime through the expansion of line officer skills and knowledge, and decentralization of organizational authority so that officers have more authority to act on their own, can community based reform efforts help cops deal with these rural problems.<sup>35</sup>

The future of RLE rests with progressive thinking law enforcement leaders acting to strengthen their RLE units by maintaining fixed RLE positions, and increasing the number of these positions as the population increases.

Using today's technology, economic base, community oriented policing philosophies, as well as empowering employees at the lowest level possible, will serve to enhance and develop Rural Law Enforcement in Sheriff Departments statewide. Law enforcement leaders must shed the baggage learned from the 1970's and embrace the 21<sup>st</sup> century in

allowing RLE to develop, grow, progress, and become a mainstay for rural policing techniques.

## **APPENDIX A**

### Nominal Group Technique Panel

Karen Axall, Substation Commander, San Diego Sheriff's Department

Ken Culver, RLE Commander, San Diego Sheriff's Department

Mary Dean, Crime Analyst, County of San Diego

Duncan Fraser, Backcountry Resident/Llama Breeder

Elizabeth Glenn, PTSA President, Mountain Empire High School

Chris Hinshaw, Asst. Mgr., San Diego County Wireless Unit

Ron Hobson, Resident Deputy, San Diego Sheriff's Department

Cheryl Shirley, Backcountry Resident

Ben Tulloch, Fire Protection District Board Member/Rancher

Mary Ellen Ybarrola, Bureau Analyst, San Diego Sheriff's Department

## **APPENDIX B**

### List of Trends

1. Traffic
2. Water/Electricity
3. Multi-Agency (Law Enforcement)
4. Cyber Crime
5. Non-traditional Agencies Working with Law Enforcement
6. Radio Communications Problems
7. Population Change
8. Domestic Violence
9. Juvenile Activities
10. Child Molestation
11. Race Relations
12. Indian Issues
13. Single Parent Households
14. Undocumented Immigrants
15. Narcotics
16. Crime
17. Housing Development
18. Politics (Residents)
19. Social Policies (Operations Gatekeeper)
20. National Disaster
21. Off Road/Raves Activity
22. Personnel Staffing (Law Enforcement)
23. Resident Expectations
24. Elderly Population
25. Public Spending Tendencies
26. Regionalization (Joint Powers of Agreement)
27. Indian Gaming

## **APPENDIX C**

### List of Events

1. Fire
2. Flood
3. School Shooting
4. Buckman Springs Station (New Construction)
5. Entertainment Episode
6. Protest Event
7. Terrorist Attack on Casino
8. Cult Compound Event
9. Motorcycle Rally/Meet
10. Earthquake
11. Communications System Failure
12. Election of new County Board of Supervisor
13. Bridge Closure
14. Incorporation
15. Open Border with Mexico
16. Outlaw Indian Gaming
17. Bank Robbery (Casino)
18. Jail Break (Descanso Detention Facility)
19. Indian Gaming Expansion
20. Stock Market Crash
21. Plane Crash
22. Indian Sovereign Nation

## APPENDIX D

### Statewide County Survey

<i>Department</i>	<i>Size/Sworn</i>	<i>RLE</i>	<i># of RLE</i>	<i>Population</i>	<i>Yr. Formed</i>
Alameda	939	No	0	1,500,000	1853
Alpine	10	Yes	2	1,200	1870
Amador	43	Yes	1	36,000	1854
Butte	105	No	0	204,000	1850
Calaveras	54	Yes	6	37,635	1850
Colusa	37	Yes	2	16,000	1850
Contra Costa	707	No	0	868,000	1850
Del Norte	37	No	0	28,500	1856
El Dorado	175	Yes	2	100,500	1850
Fresno	430	No	0	779,000	1856
Glenn	35	No	0	26,700	1891
Humbolt	187	Yes	14	130,000	1853
Imperial	93	No	0	130,000	1907
Inyo	39	Yes	6	18,500	1866
Kern	474	No	0	640,000	1866
Kings	58	No	0	114,000	1861
Lake	58	No	0	55,000	1861
Lassen	30	Yes	9	28,000	1864
Los Angeles	8250	Yes	2	2,200,000	1850
Madera	71	No	0	114,000	1893
Marin	207	No	0	254,000	1850
Mariposa	35	Yes	3	20,000	1850
Mendocino	70	Yes	6	80,000	1850
Merced	78	No	0	175,000	1855
Modoc	22	Yes	4	9,700	1854
Mono	25	Yes	25	10,000	1861
Monterey	300	Yes	2	119,000	1850
Napa	80	Yes	30	106,500	1850
Nevada	70	No	0	87,000	1850
Orange	1483	No	0	2,596,511	1889
Placer	250	No	0	215,000	1851
Plumas	38	Yes	18	22,000	1854
Riverside	1301	No	0	1,328,300	1893
Sacramento	1501	No	0	1,149,200	1850
San Benito	23	Yes	1	44,000	1874
San Bernadino	1651	Yes	8	1,589,500	1853
San Diego	2410	Yes	34	784,333	1850
San Francisco	770	No	0	750,000	1850
San Joaquin	294	No	0	400,000	1850
San Luis Obispo	148	No	0	100,000	1850

<i>Department</i>	<i>Size/Sworn</i>	<i>RLE</i>	<i># of RLE</i>	<i>Population</i>	<i>Yr. Formed</i>
San Mateo	363	No	0	640,000	1856
Santa Barbara	664	Yes	22	193,750	1850
Santa Clara	490	Yes	2	1,437,400	1850
Santa Cruz	161	No	0	132,811	1850
Shasta	150	Yes	1	165,000	1850
Sierra	11	Yes	2	3,300	1852
Siskiyou	57	Yes	23	50,000	1852
Solano	87	No	0	312,800	1850
Sonoma	225	Yes	3	368,200	1850
Stanislaus	216	No	0	412,000	1854
Sutter	54	Yes	2	78,000	1850
Tehama	70	Yes	1	55,000	1856
Trinity	23	No	0	15,000	1865
Tulare	552	Yes	7	355,185	1858
Tuolumne	58	Yes	4	51,000	1850
Ventura	836	Yes	2	299,877	1873
Yolo	74	Yes	5	140,00	1850
Yuba	155	Yes	7	59,000	1850

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- <sup>20</sup> “*Rural Law Enforcement Division – Goals, Objectives & Strategies for 2000*”, Earl Wentworth, RLE Lieutenant, report prepared for C. O. Lane, Commander, San Diego Sheriff’s Department, p. 2.
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