

WHAT IMPACT WILL INNOVATIVE PARTNERSHIPS HAVE ON REDUCING  
GUN VIOLENCE IN A LARGE CITY BY THE YEAR 2006?

A Project Presented to  
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 considerations.

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 the planner can respond to a range of possible future environments.

Managing the future means influencing the future: creating it, constraining it, and adapting to it. A FUTURES study points the way.

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

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SECTION I  
ISSUE IDENTIFICATION

Introduction

As a country, we have enjoyed a prosperous and auspicious eight years since 1993 in terms of the economy, technological advances, crime reduction, and world peace. Budget surpluses exist at federal and state levels. The Internet has flourished into a key worldwide communications and commercial trade tool, and there have been only small-scale military confrontations throughout the world. For the most part, crime rates have fallen at a steady pace since 1993. Even as we look to this prosperity and apparent good fortune, we continue to be plagued by the evil of gun violence that destroys lives and rocks the confidence and quality of life for our citizens. The drop in crime rates that politicians and law enforcement executives point to means little to the mother who mourns the loss of her son to a drive-by shooting. This project will look to the future to address the issue of reducing gun violence. It will explore how innovative partnerships can impact the reduction of gun violence in a large city by the year 2006.

This project has been completed for the California Commission on Peace Officer Standards and Training (POST), and is a direct result of the guidance and information advanced during the POST sponsored Command College course of instruction. It will present a look into the past and present, in terms of forecasting future scenarios with the conception of a desired future and how to shape specific trends and events to achieve that future.

Gun violence can take many forms including criminal violence, suicide, accidental death, and justifiable homicide. This project will look at reducing gun

violence in terms of criminal conduct and the innovative partnerships that can join forces to achieve that result. The innovative partnerships referred to here involve a mix of local, state, and federal law enforcement agencies, mental health, school districts, health care providers, non-profit organizations, the media, and the community at large. Although the project's title is non-specific to a particular city, the City of Stockton will be used as an example of a large city. For the purposes of this project, a large city is defined as having a population over 200,000. The information and ideas contained are relevant for use by similar cities.

Section I, Issue Identification, describes the issue of gun violence, and the focus of the project. It also describes trends, both statistically and socially, regarding gun violence over the past decade.

Section II, Forecasting the Future, provides information about a probable future by forecasting trends and possible events that could occur relative to the issue. An additional step in this process is to develop and review scenarios for a likely outcome of these partnerships.

Section III, Strategic Plan and Transition Management, provides a plan to move the issue of impacting gun violence from the present to a future desired state, with a consideration to the dynamics of organizational change. The plan will identify stakeholders, resources, funding considerations, and obstacles that could occur with implementation of the plan.

Section IV, Conclusion portion of this project summarizes implications this issue has on leadership and intra-agency partnerships, makes related recommendations and concludes.

## Historical Perspective

Unlike some law enforcement concerns that have escalated over the years from low-priority-response to high-priority-response, such as domestic violence, child abuse, and missing persons cases, crimes involving firearms have always been a priority for law enforcement. Whether a shooting results from a robbery, gang-related confrontation, or a bar fight, law enforcement generally commits whatever resources are necessary to fully investigate the crime until an arrest is made or all investigative leads are exhausted. These responses have been primarily reactive with little attention to proactive and preventative approaches.

Criminal gun violence can be broken down statistically in various ways. Guns used in specific crimes like homicide, assault, and robbery, as well as guns used in broader crime categories like domestic violence, school violence, and mass shootings, can be categorized and considered. The age, gender, and race of the victim and offender can be broken down and analyzed from numerous perspectives. The actual firearms help identify the shooter through their sales history and markings left on the bullets and casings.

Homicides are the most frequently studied and cited crimes. Federal, state, and local law enforcement agencies have traditionally listed homicide first in any statistical information published. Although homicides represent a small percentage of all crimes committed, they are looked at as a safety barometer for those who live and work in a particular community. This is not surprising since few crimes shock the conscience of the public and rock their sense of security, like homicides.

The most common weapons used to commit homicides are firearms. The United States Department of Justice Uniform Crime Reports for 1999 shows that of the 12,658 homicides reported, 8,259, or 65.2 percent, were committed by some type of firearm. Of those 8,259 firearm-related homicides, 6,498, or 78.7 percent, were committed by handguns.<sup>1</sup> Gun violence is not a new phenomena. In 1969, members of the Violence Commission described a “domestic arms buildup” that occurred during the 1960s. At that time, there was an estimated 90 million firearms in the United States, and half of the nation’s 60 million households possessed at least one gun. During the past 30 years, Americans have continued to amass guns. Currently, there are over 200 million firearms in the hands of this country’s citizens.<sup>2</sup> The number of guns has increased at a faster rate than the population has grown. Recent polling data suggests that approximately 38 percent of the nation’s 103 million households contain at least 1 gun.<sup>3</sup> While the percentage of gun-owning households has declined, the number of guns within those households has increased.

The types of guns Americans buy have also changed. During the 1960s, handguns comprised an increasing percentage of gun sales, a trend that continues today.<sup>4</sup> In contrast to rifles, which are primarily used for sport, handguns are generally purchased for protection. The increase of handguns in circulation certainly has a bearing on gun violence since handguns are the weapons of choice in the majority of homicides. In the 1970s, handgun design began to change to small easily concealed models known as Saturday Night Specials. The manufacture of these Saturday Night Specials significantly increased in the United States when their import was banned in 1968. These palm-sized, low quality, inexpensive handguns are frequently among the

top guns recovered by police and confiscated from youth.<sup>5</sup> More recently, the higher ammunition capacity, high quality, high caliber, and more expensive semi-automatic pistols marketed for personal protection have become more popular. In 1987, production of semi-automatic pistols outnumbered that of revolvers, reflecting a shift toward the increasingly popular pistols that would continue through the 1990s.<sup>6</sup> Many of these pistols hold a larger number of bullets than revolvers, allowing a longer series of uninterrupted firing. The gun industry is now more focused on manufacturing guns for protection than for sporting. Over the past thirty years, handguns have become more efficient killing machines, as the semi-automatic pistols have become more compact, higher caliber, and hold more bullets.

The fascination Americans have for firearms is more than an interest by a certain subculture. Guns seem to be central to the identity of Americans who perceive them as reflective of their roots. The image of cowboys settling the West, Hollywood gangsters running the streets of the inner city, and heroic cops getting their man encourages the sale, possession, and use of firearms. The continued glamorization of firearms in games, videos, and the media perpetuates the almost romantic image of firearms as an appropriate way to settle disputes and prove your mettle. Unfortunately, youth most frequently fall prey to this glamorization. Those who in any way challenge the sale or possession of firearms will be accused by many as un-American, attempting to deprive others of their constitutional right to own and bear firearms. In the balance are thousands of Americans who die annually as a result of firearms.

While most people are frightened and concerned over high-profile shootings, like the string of school shootings in recent years, particularly the Columbine, Santana, and

most recently the Granite Hills High School shooting, most Americans are unaware of the overall carnage firearms have caused in American history. More Americans were killed by guns during the eighteen-year period between 1979 and 1997 than in all wars since 1775, including the Revolutionary War, the War of 1812, Mexican War, Civil War, Spanish-American War, World Wars I and II, Korean War, Vietnam War, Persian Gulf War, and conflicts in Lebanon, Grenada, and Panama.<sup>7</sup>

The extent of firearm violence in this country is almost incomprehensible. What makes the tale of gun violence even grimmer is a look at the ages of the victims and perpetrators of this violence. In 1999, males between the ages of 17 to 24 years were the victims in 2,999 of 9,558 cases, or 31 percent of all homicides committed with guns. Victims between the ages of 25 and 34 years represent 26 percent of such homicides. Forty-one percent of individuals arrested for these homicides were between the ages of 17 and 24 years, while 21 percent of those arrested were between the ages of 25 and 34 years.<sup>8</sup>

Gun violence has a profound impact on children and adolescents in this country, killing an average of ten young people, ages nineteen years and under, each day.<sup>9</sup> According to the Center for Disease Control, the overall firearms-related death rate among United States children under the age of 15 years, is nearly 12 times higher than that among children in 25 other industrialized nations combined.<sup>10</sup> In California, more youth ages thirteen to nineteen years died from firearms violence in 1998, than from motor vehicle injuries, disease, and all other causes.<sup>11</sup>

The rash of school shootings has particularly upset Americans in recent years, most notably the Columbine High School shooting which occurred on April 20, 1999.

Two students went on a shooting and bombing rampage, killing a teacher and twelve other students before committing suicide. Tragically, other gun violence incidents involving children have occurred since Columbine. Incidents that received the most media attention include:

- The August 1999 shooting by a white supremacist at the North Valley Jewish Community Center in Granada Hills, California, that left three children, a teenage counselor, and a receptionist injured, and a Filipino-American postal worker dead.
- The February 2000 fatal shooting of a first-grader by her six-year-old classmate in Flint, Michigan.
- The April 2000 gun battle at the National Zoo in Washington, D.C., which left seven children wounded.
- The May 2000 fatal shooting by a thirteen-year-old boy of his English Teacher on the last day of school in Lake Worth, Florida.<sup>12</sup>
- The March 5, 2001 fatal shooting of two students and the wounding of thirteen others at Santana High School in Santee, California.<sup>13</sup>
- The March 22, 2001 shooting of three students and two teachers at Granite Hills High School in El Cajon, California.<sup>14</sup>
- The March 30, 2001 fatal shooting of a seventeen-year-old student by a seventeen-year-old former student at Lew Wallace High School, in Gary, Indiana.<sup>15</sup>

In addition to the obvious personal and emotional tragedies involved in the wake of continued gun violence is the astounding economic toll on our country. A 1999 study in the Journal of American Medical Association estimates medical costs of treating gunshot injuries received during 1994 at \$2.3 billion.<sup>16</sup> That study found that United

States taxpayers pay for almost half of all firearms-related medical costs. According to a new book by economists at Georgetown and Duke Universities, medical expenses represent only a fraction of the true costs of gun violence. Research indicates the total cost of criminal and unintentional shootings, and gun suicides is \$100 billion annually.<sup>17</sup>

### Reasons for Optimism

Although statistics regarding gun violence in the past are frightening, there is reason for optimism. According to a July 2000 study, firearms-related deaths have decreased steadily since 1993, when they reached a peak of 39,595.<sup>18</sup> Furthermore, in October of 2000, the U.S. Department of Justice reported that between 1993 and 1997, nonfatal firearm injuries from assaults decreased 39 percent, and firearm-related homicides fell 27 percent.<sup>19</sup> The lowest homicide rate since 1966 was recorded in 1999, representing a 9 percent drop from 1998.<sup>20</sup> The 1999 homicide rate was 30 percent lower than in 1995, and 39 percent lower than in 1990.<sup>21</sup>

Although the exact reasons for these declines are hard to pinpoint, many factors are involved, such as a strong economy, low unemployment, community policing, tougher enforcement of firearm laws, stricter sentencing, changing drug markets, and a smaller population of teenagers and young adults. Changes in federal laws have also had an impact in the reduction of gun violence. The Brady Act, for example, has prevented over 585,000 gun sales to those prohibited from gun ownership, since it went into effect in 1994.<sup>22</sup> Although legislation like the Brady Act is highly unpopular with gun lobbyists, the partnership between politicians enacting this type of legislation, and federal and state law enforcement has been highly successful. Federal and state law

enforcement officials performed approximately 25 million background checks on prospective gun buyers who were prohibited from purchasing guns because they were convicted felons or prohibited for other reasons.<sup>23</sup>

Whatever the reasons for the continued decline in violent crime and homicides, gun-related crimes remain at unacceptable levels. In Stockton, a city of 260,000 people located in the San Joaquin Valley of Northern California, the number of homicides fell from 59 in 1992, to 33 in 2000; however, firearms-related assaults increased from 444 in 1993, to 463 in 2000.

Stockton's statistics are similar to other cities throughout California and across the country. The open-air rock cocaine drug markets of the late 1980s, coupled with high unemployment and a weak economy, were principal causes of sharp increases in crime. The young people who were selling rock on the street armed themselves for protection from other dealers and those ready to forcibly take their product and profit. Gangs grew in size for mutual protection, which fueled further increases in gun violence. The increase in guns readily available and in the hands of young males on the streets led to increased shootings to settle disputes, complete retaliations, and express bravado previously involving fists, bats, or knives.

### Current Status

Research on gun violence over the past decade clearly shows that the increase in gun violence since the 1980s is due to increased firearms used by those twenty-five years old and younger. From 1977 to 1995, there was little change in the number of crimes committed by adults with handguns. The situation for youth ages eighteen to

twenty-four years, and juveniles seventeen years old and under, is quite different. Since 1985, handgun homicides among youth increased over 100 percent by 1994, and juveniles' use of handguns increased over 300 percent.<sup>24</sup> The focus of law enforcement and their partnerships to reduce gun violence is certainly on the youth of this country. The makeup and mission of these partnerships will be critical to their ability to successfully impact gun violence in the future.

In order to consider the future of innovative partnerships to combat gun violence, we must look at law enforcement partnerships, currently and in the past. Some of the first law enforcement interagency partnerships involved task forces created to target drug enforcement. These partnerships usually consisted of police departments, sheriff's departments and the county district attorney's office. Law enforcement officials recognized that trafficking of illegal drugs was a regional problem most effectively dealt with through a cooperative effort. Although task force partnerships were somewhat effective, other cooperative efforts between agencies were scarce. Agencies found it difficult to even settle jurisdiction disputes involving criminal investigations, traffic accidents, and calls for service. It was, and in some places still is, difficult to communicate crime patterns and suspect descriptions between agencies sharing common boundaries.

As Community Policing established itself in the 1980s and 1990s, progressive leaders began to recognize the benefit of joining non-traditional partnerships to share information, resources, expertise, and expenses. Partnerships between schools and law enforcement resulted in officers being assigned to campuses for role modeling, mentoring, and instructional roles. School Resource Officers (SROs), were allowed

into the classrooms to teach anti-drug programs in a non-traditional role. Partnerships were also developed between law enforcement and social services to address child protective issues. Officers and Child Protective Services personnel worked in teams to address molest and abuse cases. Law enforcement began to realize the importance of looking to causal factors and literary research, as well as their role in prevention and intervention strategies. What some in law enforcement thought was just social work and not real police work, is now recognized as valuable prevention and early intervention in reducing crime and calls for service, and improving communities' quality of life.

Gun violence is still, however, investigated by most agencies in a traditional approach. Arrests are made of those who illegally use or possess firearms, and they are incarcerated on local charges regardless of their past criminal history. Little is ever done to determine the history of a specific firearm and how it came into the hands of the perpetrator. The notion of identifying potential gun markets is usually beyond the resources of most agencies, or not a priority. The firearm, itself, is rarely checked evidentially against other crimes. Detectives with an intention of solving a particular crime to which they have been assigned, traditionally follow up on gun crimes. Some agencies utilize a type of street enforcement team to target gang members and "hot spots" that most likely turn up guns and prevent retaliation shootings.

Although the traditional approach is necessary and successful in solving many crimes, we must do more toward innovative investigations, prevention and intervention in gun violence. New technologies are available to law enforcement agencies willing to look to the future and partner with others for information, expertise, and financing.

The causal factors of violence must also be identified and impacted, especially as they relate to our youth. Individual characteristics and environmental conditions that place children and adolescents at risk of violent behavior, or that protect them from the effects of risk, must be understood. Non-traditional partnerships must be explored and developed, with an eye to the next generation of youth that is expected to be the largest since the Baby Boom. By 2007, it is anticipated there will be approximately 3 million kids between the ages of 15 and 19 years, living in the United States.<sup>25</sup> To prevent gun violence, we must find ways to socialize the young and provide them with skills to get jobs and resist negative pressures. Current economic conditions have provided opportunities to make this possible.

A strong economy and continual declining crime rate could cause a complacency regarding preparations for the future. We must anticipate that recent declines could easily be reversed. This could occur through a resurgence of active drug markets and the violence that can accompany them through a downturn in the economy and the impact they would have in the communities where violence is most likely to re-ignite. We cannot be certain when the next increase in gun violence and homicides will occur, but the current decline cannot continue indefinitely. In fact, the California Crime Index for the year 2000 shows an overall rise of 3.5 percent.<sup>26</sup> In California in the year 2000, homicides went up 3.9 percent.<sup>27</sup> We should continue efforts to further reduce gun violence while preparing our criminal justice and community-based efforts for possible future increases. These issues emphasize the importance of future thinking. The next Section will forecast trends and events to develop options and strategies on how innovative partnerships can reduce gun violence by the year 2006.

SECTION II  
FORECASTING THE FUTURE

Nominal Group Technique

To determine what impact innovative partnerships may have on reducing gun violence in the year 2006, a panel using the Nominal Group Technique (NGT) was assembled on March 2, 2001, at the Essential Services Building which houses the Stockton Police Department's Investigations Division. The NGT is a structured process with a diverse panel of leaders who identify key issues related to a specific topic. It is designed to encourage equal participation and elicit ideas from each panel member without comment by other participants. Once all ideas are displayed before the group, the participants openly discuss and analyze them. The NGT is not designed to predict the future; but by forecasting significant trends and events that might occur, a vision of a possible future can be identified with suggestions to make it happen. The next three parts of this section describe the preparation, process, and conclusion of the NGT exercise.

Preparation

Eight panel members were selected representing a cross section of professionals whose diverse background and experience brought a variety of perspectives to the discussion (Appendix A). The panel included:

- Lieutenant, Special Investigations Section, Stockton Police Department
- Supervising Deputy District Attorney, San Joaquin County District Attorney's Office, Juvenile Unit

- Detective/Firearms Investigator, Gang Violence Suppression Unit, Stockton Police Department
- Stockton City Council Vice Mayor, and Stockton Unified School District Teacher
- Captain, Administrative Services Division, Tracy Police Department
- Manager, St. Joseph's Medical Center of Stockton
- Special Agent in Charge, Bureau of Alcohol, Tobacco, and Firearms
- Juvenile Justice Systems Coordinator, San Joaquin County Administrative Office

### Process

In addition to the panel members, two staff members of the Stockton Police Department were enlisted to assist in facilitation of the meeting. The NGT process began with a Power Point presentation explaining the issue, the NGT process, and definitions of trends and events. Flip charts were used to record the trends and events.

### Trends

Information had been mailed to the panel members prior to this discussion, describing the NGT process, identifying the issue, and requesting each of them come to the session prepared with at least ten trends and ten events related to the issue. During the discussion, each member presented the current trends they had identified. A trend is a series of events that are related, occur over time, and can be forecasted. The trends were listed on chart pads and placed around the room for viewing. From this process, forty-eight trends were identified (Appendix B).

The panel discussed and clarified each trend, and consolidated those that were similar. The members were enthusiastic and contributed valuable insights and perspectives on the topic. They then selected the top ten trends they felt would impact innovative partnerships and their effects on gun violence in a large city by the year 2006.

Using a Trend Summary Sheet, each Nominal Group member was asked to independently project a direction for each trend. The group was told to assume “100” represents the status of each of the top trends today. The panel assigned a numeric value to the status of each trend five years ago, as well as within the next five and ten years. They then placed a value, using a scale of 1-10, with 10 being highest, on the level of concern for each trend. The Trend Summary, Table 2-1, indicates the median scores assigned to each trend.

Table 2-1  
Trend Summary

| Trend Statement  | Impact on Issue |       |          |           | Level of Concern<br>1-10<br>Scale |
|--|-----------------|-------|----------|-----------|-----------------------------------|
|  | -5 Years        | Today | +5 Years | +10 Years |                                   |
| 1. Focused prosecution of gun violence cases   | 40              | 100   | 125      | 125       | 9                                 |
| 2. Public awareness of gun violence  | 20              | 100   | 125      | 130       | 8                                 |
| 3. Use of diverse multi-agency task forces to reduce gun violence                        | 45              | 100   | 150      | 150       | 10                                |
| 4. Level of federal government involvement at the local level                            | 60              | 100   | 100      | 125       | 8                                 |
| 5. Law enforcement partnerships with Mental Health                                       | 25              | 100   | 125      | 130       | 7                                 |
| 6. Use of new technology to identify and investigate illegal gun markets                 | 10              | 100   | 150      | 190       | 9                                 |
| 7. Availability of services for at-risk youth  | 50              | 100   | 120      | 140       | 10                                |
| 8. Violence in schools   | 80              | 100   | 100      | 85        | 9                                 |
| 9. Level of gun violence in the media (music videos, video games, TV/movies, newspapers) | 80              | 100   | 115      | 90        | 9                                 |
| 10. Community-Oriented Policing/Problem – Oriented Policing                              | 70              | 100   | 120      | 145       | 8                                 |

As indicated in Table 2-1, the level of concern for all 10 trends was 7 or higher. Two trends were ranked at 10: 1) Use of diverse multi-agency task forces to reduce gun violence, and 2) Availability of services for at-risk youth. These two trends are certainly related in that they target youth who are in need of services, and provide those services through a screening network to best respond to individual needs. Multi-agency collaboration, as noted in Trends 3, 4, 5, and 7, indicates a trend toward willingness to

work together, breaking down traditional barriers and taking on critical problems, such as gun violence in our community. Trends 8 and 9 show a decline in the future. This indicates there is hope that a variety of efforts will eventually be successful in reducing gun violence.

Following is the analyses of the panel's discussion of the top ten trends:

1. Focused prosecution of gun violence cases - The panel discussed the importance of aggressive prosecution and follow-through for illegal use or possession of a firearm. In the past, these cases were assigned at-large with no continuity and a lack of enthusiasm. The San Joaquin County District Attorney's Office, San Joaquin County Probation Department, and Stockton Police Department currently work together under a federal grant to ensure consistency in personnel who review, assign, and prosecute gun cases. Individuals illegally using and possessing firearms are being prosecuted to the full extent of the law and are finding there is no "dealing off" these cases. Unfortunately, this partnership currently only affects juvenile gun-crime perpetrators. Such a partnership for handling adult gun crimes has not yet materialized.
2. Public awareness toward gun violence - The panel discussed how unfortunate tragedies like Columbine, the Reagan assassination attempt, and the Cleveland School shooting have brought gun violence and mental health issues to the forefront. Currently, there is a great deal of public awareness and a trend of people actively confronting gun violence and control issues. Gun control was a frequent topic of discussion during the

recent presidential debates, and continues to be an item of public awareness. The panel acknowledged a trend of grassroots organizations popping up all over the country to deal with gun violence as a result of increased awareness and concern. An example of increased awareness and willingness to get involved was a recent incident in which a Northern California community college student came forward to report a subject who intended to bomb the college. This suspect was arrested and found to be armed with numerous weapons. A possible disaster was avoided, and the suspect arrested, as a result of the student's willingness to get involved. There have been other similar incidents in which people have come forward with information, thereby averting tragedies. The panel saw this as a positive trend that continues to increase.

3. Use of diverse multi-agency task forces to impact gun violence -The panel agreed this trend had a positive effect on reducing gun violence in many cities. They saw San Joaquin County's Operation Peacekeeper program as a successful example of a trend toward multi-agency task forces. Operation Peacekeeper involves 14 criminal justice agencies represented at the local, state, and federal levels, involving social service agencies. Street gangs are targeted by enforcement teams and outreach workers; representatives of each agency work together at forums, presenting real-life information to youths who are incarcerated or on probation or parole; job training, employment, and other services are available to interested individuals; and at-risk youths and their families are enrolled in long-term

outreach programs to teach parenting skills in an effort to keep kids out of trouble. Panel members agreed additional funding is needed for outreach programs.

4. Federal government involvement at the local level - The panel agreed that prior to the past four or five years, federal law enforcement agencies and federal attorneys were reluctant to assist at the local level. Currently, the trend is to offer support whenever possible. This support includes manpower to assist in investigations, participation in joint task forces, funding assistance in major case investigations, grants, equipment, new technology, and federal prosecutions.
5. Law enforcement partnerships with Mental Health - This fast-growing trend puts those who, in the past, were adversaries, into a partnership to identify and provide treatment for potentially violent individuals. Mental Health is willing to train law enforcement to deal with the mentally ill and provide appropriate referrals to those in need. The panel discussed the benefits that treatment has on the reduction of various types of violent behavior. They also discussed the recently implemented City of Stockton Neighborhood Service Centers, which provide space for law enforcement and other service agencies, including Mental Health. These centers are located in neighborhood schools where they can be easily accessed by those in need.
6. Use of technology to identify and investigate illegal gun markets -The panel discussed a new electronic tracing system now accessible online at

ATF offices across the nation. The Stockton Police Department is one of the only local police agencies in the country to use the new system, which electronically sends firearm trace information directly to ATF's main database on the East Coast. The trace information comes from test firing all guns stored in the Police Property Room, regardless of the gun status. The trace information allows ATF and the agency entering the information to learn the complete history of the firearm, including when and where it has been sold, and to whom. Straw purchasers, illegal markets, and the flow of firearms across the country can be identified and investigated with this new technology. The panel identified this as another example of a trend toward partnerships in reducing violence that did not occur to any great degree in the past.

7. Availability of services for at-risk youth - The panel agreed this deserved a level of concern of 10. The consensus was that in order to impact violence across the nation, youths (especially pre-teens) who are at risk for delinquent and criminal behavior must be identified, and services must be available to divert them away from the criminal justice system. Panel members agreed that moderate to high levels of criminal experience by the mid-teen years leaves little hope for rehabilitation. Early intervention is the key. It was agreed law enforcement and schools play a key role in identifying at-risk youth and making referrals. The panel again recognized Stockton as a leader in providing outreach to at-risk youth through its Street Outreach program. The Outreach workers in this program are

trained in dealing with at-risk youth, especially gang members, and providing an opportunity for job placement, job training, job application training, access to education, and mental health services. The program has been successful because workers are able to reach youths in their neighborhood schools.

8. Violence in schools - The panel identified this as a trend that is currently leveling off, and believes it will decrease within 10 years. They felt a great deal of frustration that gun violence in the schools occurred before government, politicians, and society in general opened their eyes and began to discuss, and take effective action to reduce gun violence. The availability of guns to school age youth was of major concern to the panel, and needs more focused attention. Some panel members discussed more stringent gun control laws that could be helpful in reducing these tragedies. While rated at a level of concern of nine, the panel members agreed school violence creates a nationwide level of fear and anxiety. They also agreed these tragedies could have a positive effect, if actions are followed through and momentum is maintained.
9. Level of gun violence in the media (music videos, video games, TV/movies, newspapers) - The panel rated this trend at nine with regard to the level of concern. Although the trend summary shows this trend is still on the rise, it begins to decrease within 10 years. The panel discussed the controversy involving violence in the media causing crime, as well as opposing views. Some think violence on TV/movies/videos does not have

an effect on people and their desire to commit violent acts, while others believe it offers ideas to those with violent tendencies. The panel was unsure if glorification of gun violence leads directly to these incidents, but felt the constant barrage of violence through the media definitely causes individuals, especially kids, to become desensitized to violence to the point they ignore the full consequences and ramifications. One panel member said there is so much violence in front of us daily that it becomes expected or routine, and felt the news media is as much at fault as the makers of violent video games, music videos, and movies.

10. Community-Oriented Policing/Problem-Oriented Policing – It was felt this trend and philosophy continues to grow and is of significant importance. The panel felt that in addition to the traditional enforcement role, law enforcement plays a key part in reaching out to educate the community on how to stay safe. Meetings held with community groups, business leaders, and school children provide a forum for law enforcement to discuss crime prevention, ongoing crime problems, and education on gun safety issues and laws.

## Events

The same format used to identify trends was followed to identify significant events. An event is a single incident that can significantly impact an issue. The initial round produced forty events, (Appendix C). By vote, the list was reduced to the top ten.

Using an Event Summary Sheet, each panel member was asked to place in Column 2, the year probability first exceeding 0 that the event could occur. For Columns 3 and 4, they were asked to place a probability percentage of the event occurring within five years or ten years. For Column 5, the panel was asked to place a value representing the impact the event would have on the issue if it occurred, using a 1-10 scale, with 10 having the most impact. They were then asked to indicate whether the impact would be positive or negative to the issue in Column 6. Table 2-2 indicates the scores the Nominal Panel assigned to this instrument. The median score was used for the first four columns. The average score, rather than the median, was used regarding the positive or negative impact.

Table 2-2

Event Summary

| Event Statement   | Years Until Probability Exceeds Zero | Probability |           | Impact on Issue Area if Event Occurred |                                 |
|---|--------------------------------------|-------------|-----------|--|---------------------------------|
|   |                                      | +5 Years    | +10 Years | Impact on Issue 1-10 Scale             | Positive or Negative Impact +/- |
| 1. State law mandates test firing of all firearms sold for entry into the Integrated Ballistics Identification System | 4                                    | 70          | 90        | 7                                      | +                               |
| 2. Manufacturers voluntarily discontinue producing images of gun violence in video games and music videos             | 5                                    | 40          | 65        | 7                                      | +                               |
| 3. Science identifies genes that trigger violence in humans   | 5                                    | 55          | 85        | 8                                      | +                               |
| 4. Smart-gun technology is universally implemented  | 5                                    | 55          | 90        | 8                                      | +                               |
| 5. Violent gun crimes occur on anniversaries of past events (e.g., Oklahoma City, Columbine)                          | 1                                    | 85          | 95        | 7                                      | -                               |
| 6. A law is passed making parental licensing mandatory  | 4                                    | 35          | 65        | 9                                      | +                               |
| 7. State Legislature doubles budget for mental health services  | 4                                    | 50          | 70        | 9                                      | +                               |
| 8. Federal legislative gun control package is approved by Congress  | 2                                    | 100         | 100       | 7                                      | +                               |
| 9. Multi-million dollar grant approved for Parole and Probation services  | 5                                    | 40          | 55        | 8                                      | +                               |
| 10. Central complex developed, housing Social Services and law enforcement agencies together                          | 2                                    | 80          | 100       | 9                                      | +                               |

As indicated in Table 2-2, three events were valued positively with a rank of nine. They were: 1) A law is passed making parental licensing mandatory; 2) State Legislature doubles budget for mental health services; and 3) Central complex developed, housing Social Services and law enforcement agencies collectively. One event was scored at a negative seven. That category was, Violent gun crime occurs on anniversary of past event (e.g., Oklahoma City, Columbine). Looking at the first three positive events, it is clear the panel felt Social Services, particularly located in the same complex, plays a major role in the reduction of violent behavior, specifically, gun violence. Interestingly enough, out of the top ten events listed, increases in traditional enforcement, arrests, and prison sentences are not mentioned. Law enforcement is, however, an integral partner with other agencies in identifying and referring those in need and helping them get help. This panel obviously looked to more creative ways to solve the problem of reducing gun violence.

A more complete analysis of the significant events identified through this process are listed below:

1. State law mandates the test firing of all firearms sold for entry into the Integrated Ballistics Identification System (IBIS) - Several panel members with knowledge of the IBIS felt strongly that if this event occurred, the ability of ATF and local agencies to investigate and impact illegal gun markets would significantly increase. They felt that having a national database of bullet and casing “fingerprints” on file in computers shared nationwide would significantly improve law enforcement’s gun-tracing abilities ten-fold.

2. Manufacturers voluntarily discontinue producing images of gun violence in video games and music videos - Although the panel was not totally in agreement as to what impact these videos have on violence causation, all members agreed some good would result from their absence. Some felt strongly that their elimination would begin a trend of sensitivity to victimization, especially in children, who would not be saturated with these images from early childhood.
3. Science identifies genes that trigger violence in humans - Panel members agreed that DNA research has a high probability of identifying genes that determine and control human traits and characteristics within ten years. Research is also closing in on genes that cause manic depression and other mental illnesses. The panel felt that once these genes are isolated, mental illnesses could be treated more effectively and parents could be tested before having children, to determine the probability of having mentally disabled children. It was agreed that as this technology progresses, genes that trigger violent tendencies could be isolated. Once individuals are identified, treatment can be administered to reduce the potential for future violent behavior.
4. Smart-gun technology is universally implemented - The panel was in agreement that effective and reliable smart-gun technology is still approximately five years away. They felt that once technology is refined and universally adopted, it could significantly impact the illegal use of firearms. Firearms linked to their gun owners via DNA or fingerprints

would eliminate a significant amount of gun violence by rendering the weapon useless. The panel concluded that not only would gun crimes be reduced, but accidental gunshots and suicides would also be significantly impacted.

5. Violent gun crime occurs on anniversary of past event (e.g., Oklahoma City, Columbine) - The panel agreed that if these types of anniversary crimes were to occur, the general feeling of security and safety felt by citizens across the country could be negatively impacted. There was some debate that anticipation of these crimes could cause citizens to want to arm themselves for personal security. Other panel members thought these events would heighten citizen awareness as to the need for increased gun control. Overall, the panel felt these events would negatively impact the issue of reducing gun violence.
6. A law is passed making parental licensing mandatory - The panel discussed the rhetoric and work that has been done in the past to break the cycle of family violence. Although highly controversial, the panel generally agreed that psychological and medical testing, along with parental education and training, could help break the cycle of family violence. Couples with a high probability of family conflict, violence, and chemical dependency would be required to undergo medical, social, and/or psychological intervention and training before being licensed. Although the panel thought there was only a slightly better than fifty-percent chance of this occurring within ten years, they felt if it did occur, a

variety of crimes, (including gun crimes), would be significantly reduced. They also felt this event would have a significantly positive impact on the quality of life across the country.

7. State legislature doubles budget for Mental Health services - The panel saw Mental Health services as a key player in the reduction of violent behavior. The members would like to see these services expanded into neighborhood centers located more closely to those in need. The panel also discussed having these services located in schools and at sites co-located with law enforcement, social services, job services, and medical services. Increased funding would allow Mental Health Services to reach out and be more accessible through increased staffing and funding for office space, transportation, and equipment.
8. Federal legislative gun control package approved by Congress (e.g., automatic third strike for gun crimes, a 15-day waiting period, gun owner licensing, and a total ban on handguns). The majority of members viewed some aspects of gun control legislation as positive events. One member in particular was vehemently against gun control legislation and felt new laws, such as the recent restriction that a person can buy only one handgun a month, actually hampers law enforcement investigations. He pointed out that multiple purchases are easily identified through ATF databases as possible illegal gun market sources. Investigations as a result of these multiple purchases have been successful in cutting off illegal markets and straw purchasers. Straw purchase is a term describing

the practice of someone who can legally buy a firearm purchasing a weapon for someone who is prohibited from such acquisitions. The remaining members believed this tradeoff is worth any gains that could be made by reducing the number of guns on the street and better controlling who is allowed to purchase and possess firearms.

9. Multi-million dollar grant approved for Parole and Probation services statewide - Although the panel firmly believed prevention and intervention services are a high priority in reducing gun violence, they rated increased funding for Parole and Probation a positive eight on the issue. This event would allow Parole and Probation Officers working in partnership with law enforcement to make frequent, unannounced home visits to ensure conditions of parole or probation are being met. The home visits would be conducted during the day, as well as during the evening to ensure these individuals are not involved in criminal activity or in possession of drugs, stolen property, ammunition, or firearms. The panel said these efforts are currently underway, but are hampered by staffing shortages and lack of overtime funding. This event would also allow Parole and Probation to develop new strategies using new technologies to monitor their clientele. The panel discussed ankle bracelet programs, electronic phone and imbedded chip monitoring, and new technology that would physically restrict the movement of these individuals by using GPS-type technology. Should this type of funding not become available, local law enforcement agencies, Parole, and Probation Departments should consider supporting

each other with whatever resources they can make available to initiate the program.

10. Central complex developed, housing social services and law enforcement together- The panel was enthusiastic about this event of a one-stop-shopping concept where clients respond to one location to receive a variety of services. It was agreed that many in need of services couldn't access them because of a lack of transportation, money, and/or childcare. This complex would be centrally located and easily accessible via public transportation. The panel also discussed the advantages of locating satellite centers throughout the city for making initial contact, providing basic services, and making appointments and referrals to the central complex. The panel agreed that this central complex, close to the courts, jail, and medical facilities, would play a key role in preventing gun violence through a coordinated response by multiple service providers.

### Cross-Impact Analysis

Three individuals present at the NGT but who were not panel members participated in a Cross-Impact Analysis exercise. During this part of the process, the participants were asked to assess the positive and negative impacts that events have on trends. This was done by asking the question, "If Event 1 occurs, what impact will it have on Trend 1?" They assigned a value of 1-5 to the events and trends, with 5 having the most impact, and an indication of the value being positive or negative toward the issue on a Cross-Impact Analysis Sheet. This process was then repeated for the other

nine events and trends. Table 2-3 depicts the results of the Cross-Impact Analysis, using the median scores of the 3 participants, illustrating the impact events have on trends. The potential for creating the future rests in understanding how events can influence trends, and by encouraging or discouraging event occurrence.

Table 2-3  
Cross-Impact Analysis

| <u>EVENTS</u> | <u>TRENDS</u> |    |    |    |    |    |    |    |    |     |
|---------------|---------------|----|----|----|----|----|----|----|----|-----|
|               | T1            | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 | T10 |
| E1            | +4            | +2 | +3 | +5 | 0  | +5 | 0  | +4 | +1 | +3  |
| E2            | +3            | +4 | +3 | +2 | +3 | 0  | +3 | +4 | +5 | +3  |
| E3            | +3            | +3 | +4 | 0  | +5 | 0  | +5 | +5 | +4 | +4  |
| E4            | +4            | +3 | +4 | +4 | +1 | +1 | +1 | +4 | +1 | +3  |
| E5            | +2            | -2 | +3 | +3 | +2 | +2 | -2 | -4 | -2 | -3  |
| E6            | +3            | +3 | +3 | +3 | +5 | 0  | +5 | +4 | +3 | +3  |
| E7            | +1            | +1 | +4 | +1 | +5 | 0  | +5 | +4 | +1 | +4  |
| E8            | +3            | +3 | +3 | +3 | +1 | +5 | +1 | +3 | +3 | +2  |
| E9            | +3            | 0  | +4 | +1 | +1 | 0  | +4 | +3 | 0  | +3  |
| E10           | +4            | +3 | +5 | +2 | +5 | +1 | +5 | +4 | +2 | +4  |

Table 2-3 illustrates that 9 of the 10 events had, for the most part, a positive impact on the trends. However, Event 5 had a negative impact on 5 out of 10 trends, and the highest positive rating was a 3 on 2 of the trends. With regard to Event 5, Violent gun crime occurs on anniversary of past violent events, it is interesting to note

that even a negative event can impact trends in a positive way. Event 5 is an unwanted occurrence, but can move people and organizations to work harder to prevent it from happening again. The Cross-Impact Analysis Table shows that if a major gun violence event would occur, it would positively impact the following trends: Aggressive prosecution of gun violence cases; the formation of diverse multi-agency task forces to reduce gun violence; willingness of the federal government to get involved at the local level; law enforcement working with Mental Health to identify violent mentally ill people; and encourage movement toward using new technology to identify and investigate illegal gun markets.

Further analysis of the Cross-Impact Analysis Table indicates that purposely causing an event to happen could affect trend patterns and create a desired future. For example, the event that had the most overall positive impact on the trends was Event 10, The formation of a central complex, housing law enforcement and a variety of social and medical services. If a city and county were to establish this central complex, it would have a positive impact on all 10 trends. Providing Mental Health, education, job training, health care, and counseling to identify at-risk individuals in a partnership with law enforcement would certainly impact the reduction of gun violence in a large city by the Year 2006.

The Cross Impact Analysis also identified Event 3 as having a significant positive impact on nearly all of the trends if it occurred. Event 3 states, Science identifies genes that trigger violence in humans. The occurrence of Event 3 caused a rating of 5 on the following three trends: Law enforcement partnerships with Mental Health; Availability of services for at-risk youth; and Violence in schools. These three trends are certainly

critical to the issue presented in this project, reducing gun violence in the future.

Although identifying genes that trigger violence is not something that law enforcement can directly impact, the Cross Impact Analysis shows that it is an issue law enforcement should pay close attention to and support in any way possible.

The Cross Impact Analysis exercise has shown value in identifying events that can be researched, encouraged, developed, and nurtured to impact trends that can ultimately help move those trends toward achieving a desired future. In this case, the Cross Impact Analysis has identified to what extent the top ten events can positively or negatively impact achieving a reduction of gun violence by the year 2006.

### Future Scenarios

Based on the literature reviewed and the scanning process, as well as the trends, events, and cross-impact analysis compiled as part of the NGT process, three alternative future scenarios were developed. These scenarios depict an optimistic and desired future; a pessimistic and disastrous future; and a surprise-free and status quo type future. They illustrate the need to influence and create a positive future through strategic planning, not only to achieve the desired state, but also to avoid the serious consequences of inaction and lack of foresight.

#### Scenario 1 - Pessimistic

Homicide Office, Stockton Police Department, March 17, 2006

It's 10:15 p.m., and Detective Pete Mundy sits alone in his cubicle. It's been 37 hours since he got a call at home to respond to a school campus shooting. Frustration and fatigue have taken over. Mundy reflected on the last 6 hours spent interviewing 3

sets of parents, all grieving the loss of their sons, ages 15, 15, and 16. The parents had questions and demanded answers. Mundy gave only the typical statements: “The investigation is on-going. We won’t rest until we know why this happened. Here’s my card. If you have any questions, don’t hesitate to call me.” Mundy either didn’t have the answers they wanted, or he couldn’t tell them. The System had failed them miserably.

Mundy looked at his notes, disgusted at what he saw. The suspect, Bobby, a 15 year old boy, and now in custody, was a student at the same high school. He had transferred from another high school two months ago. Bobby had been expelled from his former school for disciplinary reasons, including fighting, threatening teachers and other students, and truancy. Another detective had interviewed Bobby’s mother, Betty, and passed Mundy a copy of his interview notes. Mundy thumbed through the notes. Betty was single, and had been abused for years by a husband who worked construction and frequently used crank. Betty’s husband, Lonnie, had been arrested for domestic violence twice, but she allowed him back in the home. Lonnie had beaten Bobby too. Betty wanted out, but could not do it on her own. She had been offered services but declined, and was unable to get to the courthouse to meet with Domestic Violence workers. The abuse continued. In December, Betty had notified the principal of her son’s former school that he needed help. Bobby was acting out more and more, in a violent way. He spent hours in his room playing violent video games and listening to punk rage music. Hate slogans and radical literature papered the walls. Betty could no longer control or communicate with Bobby. The principal asked her if Bobby had ever been seen by anyone at Mental Health. Betty said she didn’t even know what they do or where to find them. The principal set up an appointment for Bobby with the school

district's counselor who was scheduled to be at the school in late January. Bobby had been expelled on January 15, 2006. The principal told Betty he would inform the new school that Bobby needed counseling services. The appointment scheduled for April 4, 2006 would be too late.

School staff had told Mundy on the morning of the shooting that the suspect was an easy target of ridicule by classmates, he had no friends, and he was a small-framed and poorly dressed boy. A teacher's aid had told a student about Bobby's troubles at the former school. This information quickly spread throughout the campus. Fighting began, and Bobby started to make threats indicating he would shoot up the place one of these days. Other kids heard it but said nothing. They feared that if they were wrong, the principal would discipline them for giving false information.

Another detective had interviewed Bobby. His notes revealed that Bobby was not remorseful, only aggressive and profane. He cried only when asked about Lonnie beating him and his mother. Mundy noticed Bobby was on probation for assault and battery, and possession of marijuana. Bobby's probation officer had never visited his house, even though he was searchable for drugs. His probation officer had a caseload of 380 clients, and never had time to make home visits during the day. There was no overtime money for nighttime visits, and probation officers never worked the night shift.

The gun used was a Glock 9mm semi-automatic pistol, which belonged to Lonnie. Lonnie had his sister buy the pistol for him at a gun show on March 15, 2006. Lonnie was prohibited from owning a firearm due to prior arrests; however, he stood next to his sister as she filled out the sales information, and he handed the cash to the dealer. There is no waiting period at gun shows, so they walked out with the pistol.

Lonnie displayed the pistol at home the day he got it, and never locked it up. Bobby knew where the gun was kept. He took the gun and two magazines to school on the morning of March 17, 2006.

Mundy leaned back in his chair and closed his eyes. Similar events had occurred in other cities and states in the past. Why hadn't his city and state prepared for the future? Mundy had no answers, only questions.

### Scenario 2 - Normative

Stockton Police Department Gang Unit, April 1, 2006

Sergeant York, a twenty-seven veteran and supervisor of a five-officer gang unit, sat at his desk contemplating the stack of crime reports yet to be assigned. He had eighteen non-injury drive-by-shooting reports to be assigned, and two assault-with-a-firearm cases needing immediate follow-up. Three of his investigators were tied up assisting homicide detectives with a Hispanic gang-related homicide, one transporting bullets from a recent gang shooting to the DOJ lab for comparison, and the other attempting to contact Asian gang members on the street responding to information of a potential retaliatory shooting. The homicide rate had leveled off in the high thirties during the past four years, similar to the overall crime rate in Stockton, with little increase or decrease. Handguns continued to be the weapon of choice for homicides, especially those that were gang related. Handguns were used in 87 percent of all homicides in 2005. Of the eighteen gang-related homicides, sixteen were committed with a handgun, while the other two involved shotguns. The number of documented gang members continued to rise each year with 3,250 current members in 110 different

gangs. York ponders the fact that the gang unit had increased by only two investigators over the past fifteen years, in spite of steady increases in gang membership and caseloads per investigator. Sergeant York frequently scans articles, uses the Internet, and talks with other agencies regarding new strategies to impact gang crimes, especially those related to guns. His recent staff study had not only shown an upward trend in gang-related gun crimes, but he detailed the need to be more proactive in firearms investigations to track illegal gun markets from both supply and demand sides. York identified a need for a team of uniformed officers working in the Gang Unit to target gang members in gang areas for illegal activities. He described how the ATF, FBI, and U.S. Attorney's Office in Sacramento had requested joining forces to tackle gang and gun violence issues by forming a partnership to share information and resources. York described ATF's offer to work together to bring the new ballistic identification system to the Stockton Police Department. They would help write a grant proposal to bring the new technology to the Department at no cost to the City. Parole and Probation had offered to assign officers to work out of the Gang Unit to coordinate efforts in monitoring their clients. The staff report had been sitting on the Deputy Chief's desk for nearly four months. To Sergeant York, the trends were obvious. They showed a need to react in partnership with inter-agency task forces working together to begin a downward trend in gang membership and gun-related crimes. Doing nothing was costing lives and maintaining a high level of fear in the community. As the Chief of Police and City Hall staff talked openly about bringing new industry and jobs to Stockton, they failed to see the need to develop new strategies for a more positive future. The phone startled

Sergeant York. A gang investigator was needed to respond to another drive-by shooting. A firearm had seriously wounded one person, with no suspect seen.

### Scenario 3 - Optimistic

Stockton Police Department Special Investigations Section, June 1, 2006

Lieutenant Jim Stone hangs up the phone with a smile on his face. A friend from Command College had called asking for help regarding ongoing gun violence occurring in his city. His friend lamented to him that they have limited resources available within his department to do any proactive work toward impacting violent trends. He went on to say that his Sheriff is close-minded when it comes to working with other agencies, believing they can handle their own problems and that he doesn't want to get tied down in task forces or partnerships. The smile on Stone's face is a reflection of his satisfaction with his agency and his Chief, who years ago, had the foresight to listen to his staff regarding proactive programs and long-term strategies. Stone could think of three programs established over the past three years that have been highly successful in reducing violent crime, especially gun-related crimes. Lieutenant Stone agreed to send his friend a brief outline of the new programs, and the role they are playing in moving Stockton toward a better, safer future.

The first of the newly established programs was a multi-agency partnership called Operation Peacekeeper, built on three components to reduce gun violence. The components included prevention, intervention, and enforcement. The partnership was made up of all law enforcement agencies in the county, along with Parole, Probation, the FBI, ATF, District Attorney's Office, and the United States Attorney's Office. The

partnership was supported by Youth Outreach workers employed jointly by the City and County, as well as local non-profit organizations that provide intense outreach to at-risk youth and their families. The partnership meets regularly in a large briefing room at the new Stockton Police Department Essential Services Building. The prevention component involves a small team of representatives from each agency going to schools, CYA, Juvenile Hall, and other meeting places to speak frankly and openly to at-risk youth about the consequences of their actions if they continue their current way of life. The discussions are followed by Youth Outreach workers who offer a variety of services, including job training and placement, education, health services, and counseling. Any member of the Peacekeeper group can make a referral to the Youth Outreach workers to link them up with services. The intervention component revolves around the Youth Outreach workers contacting kids on the streets and in schools daily. The Outreach workers, some of them former gang members, establish a rapport with the kids, offering help when necessary, and diffusing trouble before it starts. Oftentimes, information is provided to the police about who is the driving force behind these violent crimes, who is carrying guns, and who is supplying guns. The enforcement component involves a team of uniformed officers called the Gang Street Enforcement Team (GSET), working out of the Gang Unit, and whose mission is to contact gang members on the street to gather information, arrest wanted individuals, diffuse hostilities, and identify at-risk youth in need of help. Another part of the enforcement model involves Probation and Parole Officers working at night with the GSET Team, making home visits to enforce the conditions of probation and parole. Getting guns and ammunition off the street is a priority of the nighttime contacts.

A second program is the Firearms Unit that is housed within the Gang Unit of the Stockton Police Department. The Firearms Unit consists of three officers from the Stockton Police Department, an ATF agent, a DOJ firearm investigator, a detective from the San Joaquin County Sheriff's Department, a crime analyst, and a Deputy District Attorney. This unit reviews every gun case that occurs in San Joaquin County. Information on each gun that is booked into evidence in San Joaquin County is entered into the new ATF Electronic Tracing System, which downloads trace information for entry into a nationwide database. The Firearms Unit can then access this trace information to track and investigate the movement of guns throughout San Joaquin County and identify potentially illegal gun markets. The Firearms Unit also works closely with Stockton Police Crime Lab personnel who operate the Integrated Ballistic Identification System (IBIS). Every firearm booked into evidence in San Joaquin County is test-fired, with the bullet and casing information entered into a nationwide database for ongoing computer comparison. Matches are identified and reported within one hour.

The third program involves eight Neighborhood Service Centers located around Stockton, and another five throughout San Joaquin County. The Neighborhood Service Centers are storefront centers located in strip-malls, schools, and neighborhoods. They are staffed by law enforcement, Mental Health, Social Services, health care providers, school nurses, and Probation Officers. Services are offered on site to those in need. The Neighborhood Service Centers provide easy access to key resources necessary to help break patterns of violence. Residents know these resources are available to them and are located nearby.

Lieutenant Stone finishes the outline with positive statistics. Homicides had gone down each of the past five years, with a twenty-year low of fifteen homicides in 2005. The number of documented gang members had declined to 1,800 from a high of 3,500 in 1995. The number of drive-by shootings had been reduced by 37 percent over the past 3 years. The number of guns booked into evidence at the Stockton Police Department in 2005 was 486, compared to 1,250 in 1996. Stone expects these trends to continue, although he knows continued research of new and innovative ways to prevent crime is essential.

### Conclusion

The above three scenarios were developed after review of the material gathered during the NGT, research, and literary license. The NGT offered interesting insights into possible futures that, for the most part, do not involve traditional law enforcement responses. Although enforcement and incarceration are present in some of the trends and events contributed, they are supplied in the context of future firearms-related legislation and technology advances, federal criminal justice assistance at the local level, and intervention by Parole and Probation.

Instead of focusing on traditional law enforcement responses such as arrest and incarceration, the NGT panel presented creative ideas concentrating on non-traditional partnerships to prevent gun violence, and collaborations to intervene into the lives of at-risk youth. The partnerships included a variety of combinations, including law enforcement and schools, schools and Mental Health Services, and health care

providers and law enforcement. It was clear the panel believed diverse partnerships present a highly desirable future, working toward reducing gun violence.

Interestingly, the panel did not address the political pressures and obstacles that frequently surface when implementing partnerships: Obstacles that occur when department heads are reluctant to release employees to task forces, especially when they are supervised by another agency; and political pressures from city councils and county supervisors who tend to look for results in their specific jurisdictions, not looking to the broader causal factors that exist and impact crime across political and geographic boundaries. The excitement and optimism displayed by the panel regarding partnerships certainly reflected a positive outlook for the future.

Much of what was discussed revolved around prevention of gun violence committed by youth. Although individuals of varying ages commit gun crimes, the panel agreed prevention efforts beginning with young school-age children is a strategic approach worth the necessary time and effort. Many partnerships are currently in place in various jurisdictions involving schools and law enforcement. School Resource Officer (SRO) programs are the most visible existing partnerships. Their role modeling, mentoring, and instructional assistance on campus are logical places to look toward expanding partnerships to identify and intervene into the lives and families of at-risk youth. Creating these partnerships will involve overcoming traditional barriers that exist, such as school confidentiality issues, trust in law enforcement, and family privacy. Many jurisdictions still deal with varying levels of concern from school administrators and parents regarding armed police on campus. The NGT panel did not discuss these confidentiality issues as a roadblock to the identification of troubled youth whose

information would have to be released to partnering agencies. The communication of this information is critical for prevention and intervention.

Other areas the NGT brought forward were public awareness of gun violence issues, and the impact the media has on glorifying violence, particularly gun violence. The panel somewhat contradicted itself in this area. While the members agreed that the media blitz and news saturation that occurs when a high-profile gun violence case occurs can spur copycat crimes and continued violence, they also believed this notoriety can initiate new needed gun regulations and increased safety preparedness efforts by law enforcement. With regard to gun violence portrayed in videos, TV, games, and movies, most experts will not admit there is a causal relationship. This panel, however, agreed it has an impact, and efforts should be made to reduce this exposure. The panel did not address using the media as a tool to reduce gun violence, nor did it discuss billboard advertisement, commercials, posters, and other media campaigns. Partnerships could certainly be developed to address this growing concern.

The panel considered a variety of technology issues and legislative efforts needed to reduce gun violence. The members looked to the future of agencies working closely together to bring about gun legislation that will reduce the number of firearms on the street without violating the rights of individuals who can legally and legitimately own them. Technology will also play a key role in the future of preventing gun crimes and arresting those who use firearms illegally.

The NGT process has brought several legitimate ideas forward to consider in the development of a strategic plan to reduce gun violence. Many of the areas discussed represent a seed that has been planted or a sprout that has started to reach up to the

light. The ideas represent a glimpse of the future that we can nurture, shape, and direct toward a desired outcome. We will always have to deal with present realities. The back-to-back school shootings at Santana and Granite Hills High Schools are a stark reminder that violence will never be eliminated. The school staffs and law enforcement agencies involved in those shootings had plans and policies in place, hoping to prevent that type of violence; but, death still occurred. In Section III a strategic plan and transition management will be discussed to bring together the facts and ideas previously considered and move them toward reducing gun violence.

## SECTION III

### STRATEGIC PLANNING AND TRANSITION MANAGEMENT

#### Introduction

The issue of gun violence has been identified and researched through a combination of processes including scanning, literature review, NGT, and three scenarios. To avoid the pitfalls and weaknesses identified, and to nurture the desired state depicted in the optimistic future scenario, strategic planning, and transition management is crucial. Research has shown that gun violence is a broad issue proven to be cyclical in nature, brought on by a variety of causes. No matter what part of the cycle is experienced, the death and personal destruction it causes are unacceptable. The Strategic Plan presented here will offer guidelines to agencies who are willing to modify priorities, explore innovation, and allocate resources toward reducing gun violence. The Transition Management discussion will focus on organizational changes that must take place, and provides mitigation of any adverse impacts that could occur.

The Strategic Plan and Transition Management will show the critical role leadership will play if the strategic plan and transition are to be successful. The Stockton Police Department will be used as an example for this portion of the project.

### Strategic Plan

To present a strategic plan and transition management for the Stockton Police Department to combine partnerships to reduce gun violence by the year 2006, it is necessary to look at the present state of the organization and surrounding community.

The Stockton Police Department is a large agency serving a population of approximately 260,000 people. The ethnic composition of the city is approximately 43.2 percent White, 32.5 percent Hispanic, 20.3 percent Asian, 11.2 percent Black, 1.0 percent Native American, and 0.2 percent Other. The city covers 56 square miles, has a City Manager/City Council form of government, and a budget of \$257 million, with \$62 million allotted to the Police Department. The Police Department has an authorized strength of 404 sworn officers, and 200 civilian employees. It is made up of four Divisions, including Field Services, Administrative Services, Support Services, and Investigations.

The Stockton Police Department is solidly committed to a community-policing/problem-solving style of law enforcement. Its Mission Statement acts as a foundation to direct activities in line with the community-policing philosophy.

## Stockton Police Department

### Mission Statement

Our mission is to promote quality of life in the city of Stockton by working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of our community, being sensitive and responsive to the public without bias or prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever-changing needs of the community.<sup>28</sup>

In 1998, the Department recognized a need to take a more proactive approach to the gang and gun violence that was terrorizing the city. Changes were made within the Investigations Division, both in personnel and working relationships. The Police Department joined with the San Joaquin County Juvenile Justice Systems Coordinator to take a leadership role in forming a multi-jurisdictional task force consisting of fourteen Criminal Justice Agencies representing local, state, and federal levels. This Operation Peacekeeper task force is led by the lieutenant in charge of the Special Investigations Section within the Stockton Police Department's Investigations Division. A Firearms Investigation Unit was also formed and added to the Investigations Division within the existing Gang Violence Suppression Unit (GVSU). The Firearms Investigations Unit is currently staffed by one police officer under the supervision of the GVSU Sergeant. The officer is also a deputized Federal Marshal, allowing him the authority to secure federal indictments on gun-related charges in federal court. One police records assistant and a crime analyst support the Firearms Investigations Unit.

The Investigations Division is divided into two Sections: Investigations and Special Investigations. The Investigations Section is comprised of a Homicide-Robbery/Assault Unit, General Crimes Unit; Auto Theft Task Force, and Family Crimes Unit. The Special Investigations Section consists of a Vice and Criminal Intelligence

Unit, GVSU, Gang Street Enforcement Team (GSET), and Narcotics Unit. The Investigations Division is decentralized in a building located two blocks from the main police facility.

Within the Field Services Division is a School Resource Officer (SRO) program, which comes under the supervision of the Special Services Section Lieutenant. Currently, twenty-four officers are assigned full time to the SRO program, working in forty-six schools, representing four school districts. The School Resource Officers are identified as the officers assigned to work with the Neighborhood Services Centers, as described in the optimistic scenario.

### Organizational Analysis

To effectively prepare a strategic plan and implement organizational change, a particular method must be used to determine the department's readiness for change, and to test the environment within which the strategic plan is to be implemented. The WOTS-UP model has been selected for this purpose. It examines the organization's weaknesses, opportunities, threats, and strengths affecting the issue. The opportunities and threats represent environmental or external impacts on an organization, while strengths and weaknesses represent organizational or internal impacts on an organization.

#### Internal Weaknesses

- Staffing shortages of sworn officers inhibit the ability to fully implement and staff new programs and units.

- Reactive investigations and overall workloads hinder proactive efforts by investigators and street officers.
- Traditional policing philosophies by line- and staff- level officers hamper innovation and organizational change.

#### External Opportunities

- There is political and community support to reduce gun violence, which helps to remove roadblocks for funding, equipment, training, and manpower.
- The department is seen by outside agencies as innovative, resourceful, and ready to participate when needed, which encourages collaboration.
- Federal criminal justice agencies have been mandated to get more involved at the local level with personnel, equipment, training, and funding.
- Schools, churches, non-profit organizations, health care providers, and the private sector are recognizing their roles in helping solve violence issues.
- Long-term relationships can be developed to support at-risk youth and increase prevention efforts to reduce crime and delinquency across the board.
- Success in reducing gun violence can foster improved credibility with the community, especially communities that have felt disenfranchised.
- Partnerships can bring new technology and grant funding sources.

#### External Threats

- Local, state, and national crime trends increase.
- Grant funding sources dry up.
- The national economy weakens, and the jobless rate increases.
- The Police Department's budget is reduced.

- Participating agencies are impacted by reduced budgets and/or personnel cuts.
- Political territorialism and/or philosophical differences prevent collaborative agencies from a shared vision of a desired future.
- Federal agencies drop assistance to local agencies.

#### Internal Strengths

- A competent management team encourages innovation and shares the same vision.
- Generally there is a strong internal support for non-traditional policing and diverse partnerships.
- Community policing efforts encourage strong community support.
- Current budget strength supports overtime use for specialized operations, meetings, investigations, and non-traditional activities.
- The Chief of Police provides dynamic internal leadership, and garners respect and support from the community.

#### Stakeholder Identification

A stakeholder is an entity with a relationship to a particular issue. The entity may impact the issue, be impacted by the issue, or merely have an investment in it. The impact that a stakeholder has on an issue or organization can affect change, either positively or negatively, depending on the stakeholder's background, views, status, and actions. The desired future state described in the optimistic scenario involves a diverse cross-section of agencies inside and outside the criminal justice system. Although the optimistic scenario is broken down into the three components of prevention,

intervention, and enforcement, many of the same stakeholders are involved in more than one component.

Table 3.1 identifies the stakeholders involved in the department's plan to reduce gun violence through innovative partnerships. Each stakeholder views the issue from a slightly different perspective. Along with identifying stakeholders, it illustrates their position on the issue as it relates to a need for inclusion in the process, recognition of contributions, sharing of information, and taking a leadership role. The City Council for example is certainly needed to recognize the importance of reducing gun violence and supplying support and information, but they are not included as a working unit of the partnership or expected to provide leadership in the process of reducing gun violence. The probation department in contrast is included as a working partner, is recognized for their critical contributions, supplies significant information, and shares responsibility in a leadership role.

Table 3-1

Stakeholders and Their Expectations

| STAKEHOLDER  | INCLUSION | RECOGNITION | INFORMATION | LEADERSHIP |
|--|-----------|-------------|-------------|------------|
| City Council   |           | X           | X           |            |
| City Manager   |           | X           | X           |            |
| Chief of Police  | X         | X           | X           | X          |
| Police Management  | X         | X           | X           | X          |
| Police Rank and File   | X         | X           | X           | X          |
| District Attorney's Office                                       | X         | X           | X           | X          |
| U.S. Attorney's Office   | X         | X           | X           | X          |
| Federal Bureau of Investigation                                  | X         | X           | X           |            |
| Alcohol Tobacco and Firearms                                     | X         | X           | X           | X          |
| Probation Department   | X         | X           | X           | X          |
| County Mental Health   | X         | X           | X           |            |
| Other Human Services Agencies<br>(Welfare, Employment, etc.)     | X         | X           | X           |            |
| Courts/Judges  | X         | X           | X           | X          |
| School Districts   | X         | X           | X           | X          |
| Health Care Providers<br>(Hospitals, Physicians, HMO's,<br>etc.) | X         | X           | X           |            |
| County Board of Supervisors                                      |           | X           | X           |            |
| State Parole   | X         | X           | X           |            |
| Community at Large   | X         | X           | X           |            |
| Media  | X         | X           | X           |            |
| Non-Profit Organizations   | X         | X           | X           |            |
| Other County Law Enforcement<br>Agencies                         | X         | X           | X           | X          |

Development of a Preferred Strategy

While developing a strategic plan to reduce gun violence, it is helpful to consider the different tactics, resources, and leadership styles described in the three scenarios

prepared following the NGT process. Effective leadership will always be the key to promoting positive change in an organization and making those changes happen.

The pessimistic scenario describes a series of failed systems and leaders that together led to a tragic outcome. The leaders refused to recognize the need to modernize systems and/or join with others to develop necessary programs. Some systems were in place to help, but a lack of coordination and foresight prevented necessary linkages needed to make resources available and timely.

The normative scenario presented a leadership style of indifference to the issue of gun violence. Outside agencies offered assistance and collaborative efforts to impact gun violence, but upper management turned away the offer, preferring to operate independently. Internal staff identified programs and equipment essential to move the Department forward in an effort to reduce rising crime. Leadership, however, preferred to maintain status quo, keeping the organization mired in the present, and stifling innovation and self-initiated activities.

The optimistic scenario represented an active and aggressive leadership role committed to reducing gun violence. In this scenario, leadership committed to be a change organization that not only cooperates in non-traditional partnerships to impact at-risk youth, but also encourages employee innovation, communication, and department wide involvement in these partnerships. Although this leadership style takes the most work, it lends credibility to the organization's mission statement by creating a shared vision; and it provides a road map to a desired future.

The leadership style in the optimistic scenario can effectively move an organization toward desired results. The environment is progressive and empowered.

Organizational leadership brings leaders from various organizations together to foster communication, break down barriers, and share resources and information. In order to move toward a desired future, the development of three specific strategies is recommended. The first strategy is the establishment of a multi-agency partnership including prevention, intervention, and enforcement components. Suggested members of the partnership include local law enforcement agencies, Parole, Probation, the FBI, ATF, the District Attorney's Office, and the United States Attorney's Office. This partnership is supported by Youth Outreach workers working on the street as well as local non-profit organizations that provide intense outreach to at-risk youth and their families. The second strategy is the formation a Firearms Unit within the police department. This is a joint unit staffed by local police, ATF, DOJ, the District Attorney's office and crime analyst. The third strategy involves the opening of several Neighborhood Service Centers located around the city. They are staffed by law enforcement, Mental Health, Social Services, health care providers, school nurses, and Probation Officers.

### Transition Management Plan

To facilitate implementation of a strategic plan and move the organization to a desired future, a transition management plan is essential. Through research, analysis, and a panel discussion, this project identified a need for a variety of organizations to collaborate in an effort to reduce gun violence. The ability to agree on common goals, assign responsibilities, work together, and deal with change can create dynamics that can place stress on even the strongest organizations and partnerships. A well-

programmed transition plan helps reduce stress and builds successful partnerships. Elements critical to a transition management plan include identification of a need for change, critical mass, establishing formal partnerships, and implementation methods.

### Identification of a Need for Change

Most efforts to implement organizational change are met with resistance. The level of resistance depends on a variety of factors. Those required to change their processes and procedures the most will usually contest the strongest, while those on the periphery of change complain the least. Resistance will also be high if change is not communicated and thoroughly explained in advance. To mitigate resistance, a need for change must be communicated throughout the organization, the ultimate goal must be clear, roles and expectations must be defined, and employees must understand their roles are important to the ultimate success of the plan. The need to reduce gun violence in a large city is not a difficult concept; however, the process of accomplishing this goal through non-traditional partnerships requires understanding and support to achieve the desired future.

Understanding the need for change must also be sold within partnering organizations and among external stakeholders. As employees of each collaborative organization understand and support the need for change, they will help foster further advocacy with other agencies and stakeholders.

## Critical Mass

Another important element of the transition management plan is determination of a critical mass. A critical mass comprises the smallest number of entities whose support or opposition enables or prevents change from occurring. It also provides resources and commitment that are crucial for successful implementation of a desired strategy. Since the issue of reducing gun violence through innovative partnerships involves a broad group of entities, the critical mass is larger than that for an internal issue. The following is a list of the critical mass:

- City Council
- City Manager
- Chief of Police
- Police Personnel
- School Districts
- County Mental Health
- County Juvenile Justice Coordinator
- ATF
- United States Attorney's Office
- Health Care Providers
- Non-Profit Organizations

It is important to identify the level of commitment of each key stakeholder in the critical mass. Table 3-2 presents an analysis of where critical mass members currently stand on implementing a strategic plan and the movement required for implementation.

Resistance to change is not uncommon when new strategies are developed.

Resistance can be minimized if stakeholders are identified early, department heads are informed at the front end, and commitments to the effort are clearly established.

Continued movement toward achieving the desired results can be enhanced if department heads continue to play an active role in the development and implementation of the partnerships.

Table 3-2

Critical Mass Commitment

X= Current Position O = Desired Position

| Critical Mass Members           | Block the Change | Let Change Happen | Help Change Happen | Make Change Happen |
|---------------------------------|------------------|-------------------|--------------------|--------------------|
| City Council                    |                  | X →               | O                  |                    |
| City Manager                    |                  | X →               | O                  |                    |
| Chief of Police                 |                  |                   | X →                | O                  |
| All Other Police Personnel      | X →              |                   |                    | O                  |
| School Districts                |                  | X →               |                    | O                  |
| County Mental Health            |                  | X →               |                    | O                  |
| Juvenile Justice Coordinator    |                  | X →               | O                  |                    |
| ATF                             |                  |                   | X →                | O                  |
| United States Attorney's Office |                  | X →               | O                  |                    |
| Health Care Providers           |                  | X →               |                    | O                  |
| Non-Profit Organizations        |                  | X →               |                    | O                  |

## Establishing Formal Partnerships

The strategic plan represents three separate partnerships playing a critical role toward the reduction of gun violence. An Operation Peacekeeper partnership includes 14 different criminal justice agencies involved in intervention and enforcement strategies. The Firearms Investigations Unit involves a partnership between the Stockton Police Department, ATF, and the United States Attorney's Office. The Neighborhood Services Center program involves a diverse group of agencies focusing on prevention of violence.

Many of these agencies work together on a day-to-day basis without a formal partnership or structure. Others have never worked together, and/or have limited informal contact. Individual organizational missions, resources, and political pressures can limit their ability to participate in collaborations, as well as lackadaisical leadership. The most effective method of establishing formal partnerships is communication and commitment to an issue by agency heads. Once all leaders agree to cooperate, a transition team, steering committee, and/or workgroup can be established for implementation. Members of the transition team or steering committee should be of the rank of sergeants, lieutenants, or above in order to handle internal political pressures, garner necessary support and resources, and lend continued energy and credibility to the project. Internally, the police department should appoint a transition manager, preferably a division captain, to provide leadership and energy to the change process. The transition manager would receive updates from the steering committee and ensure communication occurs within the organization. The transition manager can serve as a key player in mitigating the impacts of change by ensuring personnel throughout the

department are informed of the plan, progress, and implementation timelines. The transition manager also must communicate how change will impact individuals and units within the agency.

### Implementation Methods

The coordination of multiple agencies working together in partnership to achieve worthwhile, positive outcomes does not come easy. The transition manager for the police department can also have overall responsibility for the strategic plan and help keep the critical mass focused and moving forward. Initial meetings are necessary to discuss the issue, identify what each agency is currently doing toward the issue, catalog each agency's resources, and confirm commitments in a group setting. Identification of those who will be assigned to the program, definition of responsibilities, methods of communication, timelines, and an evaluation method must be established early in the process. Most likely, when dealing with gun violence, an agency's investigations division and gang unit would be assigned early in the process. Responsibilities would include attendance at planning meetings, developing operational strategies and tactics, securing crime analysis data, and gathering demographic information on suspects, victims, and at-risk populations. Evaluation methods need to be developed establishing base line data on a variety of crime statistics for later comparison and impact measurements. Procedures to publicly inform and publicize program goals, efforts, and successes via the media and other means should be established during the implementation period.

This Section has described the processes involved in strategic planning and transition management as they relate to preparation and implementation of organizational change. The results of the NGT process described in Section II were brought forward in terms of applying what was learned into a focused plan to move the organization from the present toward a desired future. Stakeholders were key participants in the process of reducing gun violence through innovative partnerships in a large city by the Year 2006. The importance of identifying the need for change and communicating that need throughout the organization was discussed. The critical mass was recognized, along with its level of commitment toward accomplishing a strategic plan. Finally, establishment of formal partnerships and implementation methods were analyzed. A combination of these components assists in reducing anxiety and uncertainty, improves communications and control of the change, and develops commitment toward a desired future. The next Section summarizes the paper, discusses the implications the issue has on leadership and intra-agency partnerships, makes recommendations for the future, and concludes.

## SECTION IV

### RECOMMENDATIONS/CONCLUSIONS

#### Project Summary

In researching the topic of gun violence, the scope of the resulting devastation and trauma was staggering. The cost of human lives, alone, justifies development and implementation of plans to reduce gun violence. When the added concerns of shattered

families, chronic offending, medical costs, and overall fear are considered, we wonder why more wasn't done long ago.

Although the results of gun violence are obvious and can be statistically quantified, the causal factors are somewhat elusive. Poverty, mental illness, rage, jealousy, criminal intent, opportunity, association, and ignorance can individually, or together, produce conditions that cultivate violence. Research has shown that young people are the primary victims and perpetrators of violent crime, including the crime of homicide.

Although traditional reactive responses by law enforcement to gun violence are essential and appropriate, this project points to innovative processes and partnerships aimed at prevention and intervention as the key to further reducing violent crime in the future. Statistics indicate all crime has been falling for a decade. The most recent statistics indicate, however, crime in California began to rise in 2000. Even though it is unknown if this rise will continue, the philosophy of this plan is to attack the violence issue aggressively with the future in mind. It is clear that law enforcement cannot accomplish this alone. Other disciplines can offer various pieces of the puzzle to reduce gun violence. Society can become safer once most pieces of the puzzle are in place. To pull these various disciplines into effective partnerships, leadership, vision, and organization are essential.

#### Implications on Leadership

The pressures placed upon law enforcement come from a variety of sources and in varying degrees. These pressures may be internally- or externally-driven. No matter

what the degree or source, these pressures have crucial implications on leadership. This is especially true concerning law enforcement's role in affecting gun violence. The seriousness of this issue demands that law enforcement never becomes complacent or retreats from its responsibilities to reduce this menace. The implications are too great in view of the trust, credibility and safety at stake within the community and department.

Law enforcement's changing role gives leadership an opportunity to make a difference. Community-Oriented Policing has already established law enforcement as a leader in the community. Law enforcement leaders must seize this opportunity to strengthen their position by building new collaborations through communication and innovation. These strong partnerships can help law enforcement and society conquer a variety of crime and quality-of-life issues.

There will be times when law enforcement leaders will be called upon to provide assistance under the leadership of other organizations, perhaps outside the law enforcement community. True leaders will recognize this opportunity to show their commitment to cooperation and teamwork, and building bridges to future coalitions.

The risks of doing nothing are great. Agencies that reject alliances and organizational change will fall behind and risk letting the future dictate to them instead of creating their own direction and desired future. The consequences of failed vision and missed opportunities can cost lives and years of recovery.

Doing the right thing also has risks. There will be "snaildarters" along the way, who are ready to sabotage positive efforts out of fear, jealousy, ego, or feelings of superiority. A potential snail darter in this effort would be a necessary agency not willing to join the partnership because of lack of resources or philosophical differences. That's

why early communication and buy-in among department leaders is so critical. Strong leaders must be vigilant to these hazards by anticipating them, and continue to move forward.

Chief executives cannot prepare for the future and manage organizational change on their own. Problem identification, analysis, ideas, and continued support must come from management staff as part of their leadership role. Development and implementation of a strategic plan to reduce gun violence must evolve from the entire management team, not just the divisions and sections directly involved.

### Budgetary Implications

As stated in Section I, gun violence across the country has caused a significant financial impact. Consequently, the cost of fighting this issue has serious implications on individual agencies. Establishment of Neighborhood Services Centers, the addition of personnel and equipment to the Firearms Investigations Unit, and increased efforts of Operation Peacekeeper can only take place through sharing of resources, examining internal priorities, and securing state and federal grants. Some long-established “sacred cow” units may have to be trimmed or eliminated in order to provide necessary funding to support a desired future. Strong leadership with an ability to create organizational buy-in will be required to ease the negative impacts of shifting budgetary priorities.

### Recommendations

Law enforcement has always aggressively investigated gun-related crimes, primarily in a reactive mode. To impact gun violence, concepts of prevention,

intervention, and innovative investigation and enforcement through partnerships must become a standard part of a strategic plan. Collaboration of organizations inside and outside law enforcement is essential to make these plans successful. Particular attention should be placed on trend analysis and its consequences on shaping the future. Following are recommendations police leaders should consider when developing and implementing strategic plans to impact gun violence now and in the future:

- Law enforcement must recognize that gun violence is a multi-dimensional problem with solutions beyond the reach of law enforcement alone.
- Law enforcement must place a priority on prevention and intervention strategies, with a special emphasis on children. These priorities will move law enforcement toward shaping the future.
- Neighborhood Services Centers are needed to provide a location where a variety of services can be directed at troubled and at-risk youth. Once these youths are identified by any of the participating agencies, all participants will work together in determining which services will best serve that particular youth and their family. A coordinated response will assist with school re-entry, counseling, medical intervention, diversion from gangs, and anger management. Neighborhood Services Centers include partnerships between law enforcement, school districts, Mental Health, Social Services, youth advocates, health care professionals, and non-profit organizations.
- Law enforcement personnel must be trained to identify at-risk youth, and know how to refer these youth and their families to the appropriate services.

- Law enforcement agencies should establish internal units to investigate firearms-related crimes, including gun tracing and analysis of illegal gun markets.
- Law enforcement must take advantage of evolving technologies to combat gun violence. The Integrated Ballistic Identification System (IBIS), is an example of state-of-the-art technology available to large cities upon application to ATF.
- Local law enforcement agencies should work with the United States Attorney's Office to federally prosecute all firearm cases that qualify under federal statutes.
- Law enforcement should initiate and/or support changes to local ordinances, codes and statutes that assist in the reduction of gun violence.
- Local law enforcement should provide leadership in establishing multi-departmental collaborations to impact gun violence, including all county law enforcement agencies, ATF, FBI, U.S. Attorney, District Attorney, Probation, Parole, and youth outreach services.
- Crime analysis personnel must be trained in the preparation of geographic mapping information to identify areas of high concentrations of gun crimes according to the time of day and the day of the week that they occur, as well as other significant indicators. Internal and collaborative resources can then be directed toward identified areas for controlled, systematic, and effective responses.
- Law enforcement leadership must consult and inform local political leaders to ensure a complete understanding of the issue and continued administrative and financial support.
- Innovative funding sources should be examined, including state and federal grants.

## Conclusions

This project focused on the question: What impact will innovative partnerships have on reducing gun violence in a large city by the year 2006? Literary research indicates young people represent a high percentage of victims and offenders of gun violence. The optimistic scenario presented in Section II describes a program focused on at-risk youth, with a goal of preventing youth violence through changed behaviors and environment, and providing opportunities for success. A multi-agency collaboration was described with an intent of intervention and enforcement toward youth and adults who are at risk of violently offending and re-offending. The collaboration also included creation of a Firearms Investigations Unit, utilizing new technologies and investigative techniques. These concepts were later expanded into a strategic planning and transition management process, as part of the preparation and implementation of organizational change.

The Stockton Police Department has implemented parts of all three partnership strategies described in the strategic plan, although much more work needs to be done in the future to achieve desired results. Some effects the strategies will have on effecting gun violence will be measured by evaluating and analyzing gun crime, arrest, and youth-offending statistics in the future. Tracking the progress of youths served by Neighborhood Services Centers will also provide valuable insight into the effectiveness of the program. The goal to deter youth from entering into a life of crime and violence will have a positive impact on the related pain and suffering which currently exists. Indicators and casual factors of gun violence are identified in a variety of ways, depending on numerous individual and environmental factors. It's unknown the exact

impact these or any other programs will have on reducing gun violence. It is clear, however, that law enforcement has an obligation, as well as the knowledge, ability, and resources necessary to impact gun violence. It must focus on trends, which are currently evident, while at the same time, have a vision to forecast how its response to those trends will affect the future. We have an obligation to plan for the safest future possible. If law enforcement does anticipate the future, we stand a better chance of reducing gun violence and saving lives. If the partnerships presented here are implemented with commitment and enthusiasm in a long-term effort, gun violence can be reduced, violent offenders will be taken off the street, and our youth will have a better chance to resist the negative influences that prey upon them.

APPENDIX A

NGT PANEL MEMBERS

The panelists were:

Ed Belcher  
Stockton Police Department  
Lieutenant, Special Investigations

Ed Busuttil  
San Joaquin County  
Deputy District Attorney-Juvenile

Dave Hutchinson  
Stockton Police Department  
Officer-Firearms Investigations Unit

Gloria Nomura  
Stockton Unified School District  
Stockton City Council  
Teacher-Council Member

Steve Taylor  
Tracy Police Department  
Captain

Steve Thompson  
St. Joseph's Medical Center  
Manager

John Torres  
Alcohol, Tobacco, and Firearms  
Special Agent in Charge

Stewart Wakeling  
San Joaquin County  
Juvenile Justice Systems  
Coordinator

## APPENDIX B

### NGT TRENDS March 2, 2001

1. Anger management training and services
2. Lack of aggressive prosecution in the adult court system
3. Use of diverse multi-agency task force to reduce gun violence
4. Attention to the role of guns in domestic violence
5. Law enforcement partnerships with Mental Health
6. Concern about militia and underground groups (e.g., Internet)
7. Concern regarding domestic terrorism incidents
8. Gun violence impact on quality of life
9. Level of gun violence in the media (e.g., music, music videos, video games, TV/movies, newspapers)
10. Collaboration with Mental Health (e.g., drugs, alcohol, and domestic violence programs) and law enforcement
11. Urban revitalization projects
12. Agencies' attitude changing toward partnerships
13. Focus on prosecution of gun violence cases
14. Outreach to youth who are likely to use guns
15. Gun education legislation
16. Grass roots organizations promoting gun education
17. Public awareness toward gun violence
18. Funding for grants to impact gun violence
19. Different community standards, morals, and values related to violence

20. Law enforcement specialized units targeting gangs and guns
21. Community-Oriented Policing and Problem Oriented Policing
22. Cooperation and collaboration between federally-licensed firearms dealers and law enforcement
23. Parental denial
24. Agencies' support of specialized enforcement units
25. Youth's willingness to report crimes before they occur
26. Violent crimes are being committed by younger people
27. Number of firearms dealers
28. Gun availability on the street
29. Passage of reactionary gun laws
30. Impact of the economy (e.g., property crimes and gun violence because of the declining economy)
31. Availability of services for at-risk youth
32. Social task forces, early intervention strategies, and collaboration
33. Concern for violence in the workplace
34. Involvement of private interest groups and lobbyists
35. Enforcing consequences of parole and probation conditions/searches
36. Evaluation of specialized programs, helping to maintain political support
37. Budget impacts (e.g., doing more with less due to budget cuts)
38. Violent crimes committed by females
39. Level of federal government involvement at the local level
40. New migration to the Valley
41. Use of technology to understand illegal gun markets

42. Mandatory gun ownership
43. Impact on hospitals and health care
44. Violence in schools
45. Adults mentoring youth as positive role models
46. Violent crimes resulting in suicide
47. Gang injunctions
48. Inattentive/neglected areas of the community

## APPENDIX C

### NGT EVENTS March 2, 2001

1. Mandatory test-firing of all firearms sold for entry in the Integrated Ballistics Identification System nationally
2. Significant racially-motivated hate crimes occur across the country
3. Science identifies genes that triggers violence
4. Violent crimes occur on anniversaries of past event (e.g., Oklahoma City, Columbine)
5. Federal legislative gun control package approved by congress
6. Law passes adding sterilization for crimes with weapons
7. Study that shows that "3 Strikes" works
8. Jails are jails again, rather than hotels
9. Mandatory boot camp for 14-17 year-old population
10. Electronic tracking/restricted movement of all parolees and probationers
11. Wide-scale power blackouts

12. Takeover of the White House
13. Chip is developed in weapons to record the DNA of gun users
14. Biological attack on municipal water supply
15. Cure for mental illness
16. "Smart Gun" technology is universally implemented
17. Elimination of jobs due to success of multi-agency collaboration/crime reduction
18. Reduction of jail beds
19. Gene-pool testing, identifying potentially violent relationship
20. San Joaquin County becomes the next Silicon Valley (unaffordable housing)
21. Militia group raids National Guard Armory, stealing massive cache of weapons
22. Manufacturers voluntarily discontinue producing images of gun violence in video games and music videos
23. Gun ownership illegal for law-abiding individuals
24. Breaking the cycle of violence proves successful in reducing violence
25. Civil litigation cases eliminate majority of gun manufacturers
26. Racially- or politically-motivated attacks on houses of worship
27. Central complex developed, housing social services and law enforcement collaborative
28. A law is passed making parental licensing mandatory
29. Three-million dollar grant approved for Parole and Probation services statewide
30. Stockton completes urban revitalization, making it unattractive to criminals
31. Youth violence increases on a national level
32. Gun crimes – automatic third strike
33. "Phaser" weapon developed

34. State legislature doubles budget for Mental Health services
35. State law puts cost of all handguns at \$10,000 each
36. Gun registration law passes, and citizens reject/revolt
37. Juvenile Hall built to house 2,000 inmates
38. War with China eliminates 30 percent of 18-24 year-old males
39. Appearance of "Super-Predator" generation
40. Medical advances reduce gunshot wound impact

#### ENDNOTES

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<sup>3</sup> Stephen P. Teret, et al., "Support for New Policies to Regulate Firearms: Results of Two National Surveys," New England Journal of Medicine, September 17, 1998, 813-818.

<sup>4</sup> Bureau of Alcohol, Tobacco, and Firearms, Unpublished data, 1999, 26.

<sup>5</sup> Stephen P. Tenet, and Shannon Frattaroli, Firearms and Violence, January 2000, 3.

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