

HOW WILL THE INTERNET BE USED FOR POLICE/COMMUNITY RELATIONS
BY A MID-SIZED URBAN LAW ENFORCEMENT AGENCY BY 2008?

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Peace Officer Standards and Training

by

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

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

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

The view 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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CHAPTER I

ISSUE DEVELOPMENT AND LITERATURE SEARCH

Issue Definition and Explanation

The Internet is one of the most significant technological innovations of the 20th century. It has created unprecedented opportunities for communication, business, commerce, research, and education, and it is changing the way individuals and groups interact. This project will focus on the way law enforcement can use the Internet to relate to communities by examining the following question: How will the Internet be used for police/community relations by a mid-sized law enforcement agency by 2008?

The Merriam-Webster dictionary defines the Internet as “an electronic communications network that connects computer networks and organizational computer facilities around the world” (<http://www.m-w.com/cgi-bin/dictionary>). The first version of the Internet, called the ARPANET, was created in 1969 by the Advanced Research Projects Agency (ARPA), a division of the United States Government Department of Defense (http://whatis.techtarget.com/definition/0,289893,sid9_gci212370,00.html), in order to allow researchers at several universities to communicate by computer. Electronic mail, or e-mail, followed in 1971 as a way to send and receive messages across the ARPANET network. In 1991 the World-Wide Web (WWW) was released as a user-friendly method of accessing and cross-referencing information on the Internet (<http://www.netvalley.com/archives/mirrors/davemarsh-timeline-1.htm>). Today, the Internet links hundreds of millions of people throughout the world through the use of

e-mail and chat rooms. Over one million different Internet Web sites provide information about almost any conceivable topic.

Law enforcement agencies routinely identify the communities they serve by the physical location of the residents, such as a geographic neighborhood or business district within the political boundaries of a city or county. The Internet has changed the way communities are defined by enabling individuals to communicate and form interest groups without regard to geographic location or boundaries. Vast numbers of people now communicate and share information quickly and efficiently via the Internet. At the same time, participation in local community groups and activities has been steadily declining for several decades (Putnam, 2000). Law enforcement agencies are challenged to find new ways to interact with communities and to help counteract declining community involvement.

This project examines how law enforcement agencies relate to the communities they serve and the potential role of the Internet in these relations. The issues discussed include the nature of law enforcement communications, the growth and use of the Internet, the changing nature of communities, the decline of social capital, and the potential uses of the Internet in communities.

Law Enforcement Communications with Communities

Communicating with individuals, groups, and communities is an integral part of a peace officer's job. Most law enforcement agencies have adopted community policing strategies in order to be more effective in their communities. A key tenant of community policing is forming partnerships with communities to solve problems and address the

conditions that lead to crime. These partnerships are formed, managed, and sustained through good communication.

Types of Communication

Communication can be generally described by direction (one-way versus two-way) and symmetry (symmetric versus asymmetric) (Maguire & Wells, 2002). One-way communication is practiced when a sender, such as a law enforcement organization, communicates a message to a receiver without an opportunity for a response or feedback. One-way communication is generally used to control and convince. Two-way communication creates a dialog and provides opportunities for information exchange and feedback (Maguire & Wells). Both types of communication can have varying degrees of symmetry, ranging from asymmetric communication that is meant to change the environment of the receiver but not the organization that sent the communication, to symmetrical communication that serves to modify both (Maguire & Wells). Two-way symmetrical communication forms the basis for community policing by allowing law enforcement agencies to communicate with and receive feedback from groups and communities in an open, trusting manner in order to solve problems of mutual concern.

Current State of Police Communication with the Public

Most people never experience personal contact with a law enforcement officer; their perceptions are formed by images portrayed in the media or by the shared experiences of others, which are often perceived as negative or unwanted contacts (e.g., traffic enforcement stops). Law enforcement agencies routinely distribute information through the media and publicity programs in order to change public perception, portray the positive duties performed by officers, and to generate support for the police during

times of crisis. This form of communication is largely one-way and asymmetrical. Many individual and small group contacts made by police provide greater opportunity for two-way symmetrical communication, such as neighborhood meetings and project committees. However, these contacts are limited in scope and few people in the community may be aware of them.

The Internet offers the potential to increase opportunity for widespread communication with and among community groups, and for two-way symmetrical exchanges of information and ideas. By utilizing features such as group e-mail, Internet chat room discussions, and Internet videoconferencing, law enforcement has the opportunity to reach large numbers of individuals quickly and to receive information and immediate feedback from those receiving the communication (Flanagin, 2002). Different groups of individuals can be identified and communications designed for their specific need, such as providing real-time crime information for each block in a neighborhood. Groups can be linked for better coordination and exchange of ideas, and individuals who are unable or prefer not to attend community meetings can be included via cyber-meetings and video conferencing.

Although these technologies are currently available, law enforcement agencies are still using the Internet primarily for one-way asymmetrical communication, such as providing information about the department and posting crime prevention ideas on a department Web site. Most law enforcement agencies allow members of the public to e-mail questions and comments, but the agency controls the use of the information and response, including deciding whether to respond at all. Some agencies provide limited real-time information by allowing members of the public to monitor communications

between dispatchers and officers via computer-aided dispatch systems. However, this communication is similar to listening to a scanner and does not present the information in a useful, understandable, coordinated manner.

Several obstacles affect the ability of law enforcement agencies to fully realize the benefits of the Internet as a tool to communicate with and relate to the public. These obstacles include the hierarchal and specialized structure of police organizations, the traditional role of the police officer, the ability to organize information and data so it is easily and quickly communicated and retrieved, and the skill of officers in utilizing the technology (Flanagin, 2002).

Current Use of the Internet

Before discussing the future use of the Internet, it is useful to examine how, by whom, and to what extent the Internet is being used today for accessing both governmental and nongovernmental services.

Demographics of Internet Users

As the Internet increasingly becomes integrated into everyday life, and the associated technology and access becomes easier and more affordable, the number of users has grown steadily. During the second half of 2002, the number of individuals accessing the Internet increased from about 88 million to 104 million, or 56% of all adults in the United States (Rainie & Packel, 2001). The largest user group, representing 75% of adult Internet users, consists of individuals from 18 to 29 years old. Adults over 65 years old account for only 15% of Internet users (Rainie & Packel). Children's access to the Internet is also on the rise and by December 2000, 73% of children from 12 to 17 years old had been online (Rainie & Packel). By the end of 2002, 60% of Americans had

access to the Internet, with two-thirds having had access for three or more years (Horrigan & Rainie, 2002).

Although access to the Internet according to race closely matches the overall population of the United States, there continues to be a significant discrepancy when access is measured by income level. Eighty-two percent of individuals with annual household incomes greater than \$75,000 have Internet access, compared to just 38% of those with annual incomes less than \$30,000. This represents a 10% increase from six months prior, indicating some positive movement in this trend (Rainie & Packel, 2001).

Student Use of the Internet

The use of the Internet by college students is even more frequent and diverse than the general population in the United States. Most college students today have grown up with personal computers in their homes and schools, and with access to the Internet. The Internet has become part of students' everyday lives and educational experiences; they use it as a primary method of communication, research, and recreation. Eighty-six percent of today's college students in the United States use the Internet (Jones, 2002). Seventy-nine percent of students report that the Internet has had a positive effect on their college experience. Students typically use the Internet to communicate with professors and classmates, participate in class-related online discussions, conduct research, and socialize with friends.

By 2008, today's college students will be the community members and leaders with whom law enforcement agencies will be communicating and interacting. The Internet is currently, and will likely be then, a significant method of communication for this group.

Accessing Government Services

The Internet has become a primary source of all types of information for users; the variety and amount of information available on the Internet is staggering. Eighty-four percent of Internet users in the United States expect to find information related to government services, health care, news, and electronic commerce on the Internet (Horrigan & Rainie, 2002).

The use of the Internet to access federal, state, and local government Web sites has increased from 47% of Internet users in March 2000 to 62% in the summer of 2002 (Horrigan & Rainie, 2002). Along with the increased use of government Web sites, 82% of Internet users expect they will be able to get the information or services they want from these sites. Seventy-one percent of Internet users report they always or almost always find the information they want from a government Web site (Horrigan & Rainie). By mid-1999, all United States Senators and 94% of Representatives had Web sites (Cornish, 1999). As government agencies continue to improve the services and information they offer online to meet the high expectations of users, the demand for this information and the number of users who turn first to the Internet for government information will continue to grow.

Internet and Communities

The dictionary generally defines a community as a body of individuals with common characteristics or interests, living in a particular area (<http://www.m-w.com/cgi-bin/dictionary>). The Internet has allowed the creation of groups and communities that are not limited or even defined by geographic boundaries. Lovers of Shakespeare can now gather in online chat rooms to discuss his written works rather than meet in neighborhood

book clubs. Congregants can attend virtual religious services in a church across the country; mourners can attend the funeral of a friend from the privacy and comfort of their own home. While the Internet has blurred the boundaries and definitions of community, it has also enabled users to strengthen their ties and increase their participation in local groups and organizations within their geographic communities.

There are several examples of communities that are currently using the Internet as a primary method to communicate with other individuals in the same community. One such community is Celebration, Florida, near Orlando. Celebration is a planned development designed by the Disney Corporation as a community in which its 15,000 residents could live, work, and recreate all in the same area. Internet technology and access is integrated into every home and is free for the residents (Naisbitt, 1999). Celebration has its own Intranet (a Web-based network with restricted access) just for the residents, which includes discussion groups, resident e-mail, tapes of community events, and town hall-style meetings conducted via the Intranet. The founders and residents of Celebration view their community Intranet as a “community builder” (Naisbitt, 1999, p.43).

Wired communities are just one example of how communities are changing. The involvement individuals have in their communities is another area subject to change, and one that affects the quality of life in communities.

Communities and Social Capital

Law enforcement professionals have long recognized that communities and neighborhoods that enjoy a high level of participation and communication among their residents tend to be safer and more desirable places to live and work. Law enforcement

agencies have committed much time and many resources to community-based programs like Neighborhood Watch in order to help build this involvement and connectivity. Such programs provide social networks that have value both to the individual within a specific community and to society as a whole. This concept has been studied by social scientists and is referred to as social capital.

Social capital refers to the myriad of ways individuals connect with each other and form social networks that produce benefits to both the individual and the community (Putnam, 2000). Through networks, people obtain jobs, connect with others who share similar interests, find personal satisfaction in clubs and group associations, and gain a sense of belonging. Communities benefit from strong social capital by enjoying lower crime rates, greater civic involvement and input, and stronger economic conditions.

Social capital is built through involvement in many different types of networks, including formal organizations, such as parent-teacher associations and service groups; social clubs, such as poker groups and bowling leagues; civic groups such as volunteer fire departments; and religious organizations and churches. This community involvement and interaction among individuals creates a “norm of generalized reciprocity” (Putnam, 2000, p.21) in which individuals do things for others without expecting specific return, but trusting the favor will be reciprocated in some way in the future. This generalized atmosphere of trust and reciprocity helps increase the overall safety and efficiency of a community, and brings economic advantages and longer life expectancy for the residents (Putnam, 2000).

Social capital can be generally categorized into two forms: bonding social capital and bridging social capital (Putnam, 2000). Bonding social capital includes activities that

strengthen ties within homogeneous groups such as women's clubs and ethnic organizations. Bonding social capital increases solidarity, support, and loyalty among similarly grouped individuals. Bridging social capital increases connectivity between people with diverse backgrounds and interests, such as the civil rights movement and Internet chat rooms (Putnam). In general, while both forms of social capital usually benefit communities, bridging social capital creates greater reciprocity and resource networks for participants.

The Decline of Social Capital

While elaborate and scientific studies of social capital over time are limited, there is some indication that social capital has steadily been declining since the 1960s (Putnam, 2000). Surveys conducted in the late 1980s and 1990s indicated that the majority of U.S. citizens believed that their parents' generation was more involved with the community, the average American was less honest and trustworthy than the previous generation, people had become less civil, civic involvement had weakened, and social and moral values were lower than when they were children (Putnam). A study of trends in various forms of civic engagement indicates that, compared to the first two-thirds of the twentieth century, civic involvement and the resulting social capital has significantly declined (Putnam). The types of civic engagement studied included political, civic, and religious participation, workplace connections, informal social involvement, volunteerism, and philanthropy. One of the most concerning effects of this decline has been on the reciprocity and trust among individuals (Putnam).

Impact on Reciprocity and Trust

A community with a high degree of social capital tends to experience a greater sense of trust and reciprocity among its residents. Honesty increases; community members are more likely to respect the rights of others and less likely to tolerate cheating and lying (Putnam, 2000). Communities that operate with trust and reciprocity tend to be safer, healthier, more efficient, and economically stronger than those with lower levels of social capital.

Studies indicate that social trust and reciprocity increased from the mid-1940s through the mid-1960s, and then began to steadily decline (Putnam). Signs of this have been measured by examining behaviors that relate to civility and reciprocity toward others, such as driving habits. Studies have indicated that aggressive driving increased more than 50 percent between 1990 and 1996; speeding in towns has increased dramatically since 1953; the percentage of drivers who stop at stop signs in New York decreased from 71 percent to just 3 percent since 1979 (Putnam). As trust and reciprocity decline, the ability to maintain order and civility through informal social contracts also declines. As a result, the reliance on the formal rule of law increases, as evidenced by a dramatic increase in the number of police officers, security guards, and lawyers since 1970 (Putnam).

This decline in social capital and the accompanying impact on community trust and reciprocity makes law enforcement's role in relating to communities more difficult. Effective policing strategies often hinge on community members and groups cooperating and communicating with each other to address problems in their communities and to

eradicate conditions that lead to crime and blight. Accomplishing this when neighbors do not trust one another and are not involved in their community is very difficult.

The Internet and Social Capital

Although the Internet is a new technology, it may have potential as a communication tool to build social capital and impact the trends described above. The number of Internet users has increased exponentially and the rate of growth has far exceeded any other new technology in history, including electricity, the telephone, and television. Currently, Internet users can participate in almost any type of group or social movement via the Internet, including virtual meetings, chat rooms, protests, clubs, church services, and support groups. There are indications that the Internet has actually increased social capital during the past decade by forming networks in cyberspace (Lin, 2001). Although it is too soon to determine the impact of the Internet on communities, or whether or not social capital will increase, it is valuable to examine the potential contributions and pitfalls of the Internet on civic engagement.

Since communication and connectivity is a basic prerequisite for building social capital, it is reasonable to view the Internet as having significant potential in facilitating these connections and in enhancing communities (Putnam, 2000). The Internet makes communication and involvement both convenient and quick. It creates the ability to connect with others within the same community and all over the world, forming various types of virtual communities and groups.

Although the potential for the Internet to enhance social involvement is significant, there are several challenges that must be considered when examining this potential. First, there is still a fair degree of inequity between those who have access to

the Internet and those who do not. This limits the ability of the Internet to build bridging social capital and to engage groups of people who have traditionally been inactive in community-building activities (Putnam, 2000). Second, Internet communication does not effectively transmit nonverbal cues and information that are important to building understanding and trust in communications (Putnam). Rapid feedback is inhibited, and the depersonalized nature of Internet communications makes being dishonest easier. Third, although the Internet greatly increases communication, it does so mainly among individuals who share the same interests (Putnam). Unlike physical communities, which consist of many diverse individuals with a variety of interests, Internet groups tend to be interest-based and relatively homogenous, resulting in bonding social capital more than bridging social capital. Fourth, there is risk that the Internet encourages solitary activity and decreases personal contact and involvement with others, which could lead to isolation and antisocial behavior (Cornish, 1999).

Increasing Internet access for low-income individuals and groups can help mitigate the current inequity between those with Internet access and those without. This can be accomplished by providing inexpensive or subsidized Internet service, public access areas such as libraries and community centers, and training and support for new users.

The communication challenges presented by the Internet - overcoming the lack of nonverbal communication cues, developing trust, and building bridging social capital by connecting diverse individuals - are more difficult to deal with. The solution may lie in viewing Internet communication as an enhancement to face-to-face contact, rather than as a substitute for it (Putnam, 2000). Building strong and involved communities and

increasing social capital may be best accomplished by strengthening more traditional forms of community interaction and involvement, while layering on Internet communication to create multiple means and opportunities for involvement (Putnam).

Summary of Literature Search

It is clear the Internet has had significant impact on individuals of all ages and demographics in the United States by creating unprecedented opportunities for communication, research, information sharing, commerce, and recreation. Internet use is continually increasing and in some communities it is being used as a way to enhance community contact. The Internet may have potential to help reverse the disturbing trend of declining social capital in the United States.

Currently, law enforcement agencies generally use the Internet for limited, one-way, asymmetric communication with members of the public. The Internet offers the opportunity to enhance this communication by allowing widespread, two-way communication and information exchange between law enforcement agencies and the public, as well as among community members themselves.

In order to develop a plan for the future use of the Internet for police/community relations, a vision of a desired future must be created. One useful technique to accomplish this is futures forecasting. Forecasting the future involves identifying what might occur in the future based on trends and events that may impact an issue. Once alternative futures are identified, the most desirable possibilities can be selected and strategies to work toward these possibilities can be developed.

CHAPTER II

FORECASTING THE FUTURE

Identifying what might happen in the future is the first step in creating a desirable future (The Art of Forecasting, 1996). Examining alternative futures related to an issue allows forecasters to identify various challenges and opportunities and to design strategies to help achieve a desired future or to help avoid an undesired one (The Art of Forecasting). Forecasting the future involves examining possibilities not probabilities; everything in the future cannot be controlled or influenced (Esensten, 2002). However, careful consideration and anticipation of possible futures - thinking ahead - can lead to sound strategic plans that increase the chances of successful outcomes should the future scenario become reality (The Art of Forecasting).

A key element in forecasting the future is to identify trends that may relate to an issue and to anticipate what the trend may do in the future (Stephens, 2001). The behaviors of trends are somewhat predictable based on past performance, but trends are also subject to influence. Other futures forecasting methods include consulting other people who have expertise regarding the issue and creating imagined future scenarios to help visualize and understand future possibilities (The Art of Forecasting, 1996). For this project, a method called the nominal group technique was used to consult experts and to forecast the future behavior of trends and events that might impact how the Internet is used for police/community relations by 2008. Scenarios were developed to depict three alternative futures based on the information learned during the issue research and the nominal group technique.

Utilization of the Nominal Group Technique

The nominal group technique (NGT) is a structured process during which a small group of individuals with expertise related to a certain issue reach consensus about the issue. The purpose of the NGT for this project was to receive informed input and to generate ideas and information about the project issue in order to better anticipate and prepare for the future. This was accomplished by identifying trends and potential future events that may impact the issue. The NGT method is effective at managing group discussion and in reaching consensus among participants from varied backgrounds and disciplines.

The NGT panel for this project was comprised of six individuals with varying degrees of expertise and knowledge about the Internet and police/community relations. The panel included the director of research of a university-based center for police/community relations, a police department Neighborhood Services Manager, an administrator of a county Human Relations Commission, a college computer science professor, a computer programmer, and a sheriff's department community policing expert. The complete list of panelists is included in appendix A.

The NGT panel convened in December 2002. Prior to the NGT session, participants were sent information describing the process and defining the issue they were to consider. The issue and process were reviewed and clarified at the beginning of the group session to ensure all the participants shared a common understanding.

Strategic Purpose and Definitions

The NGT panel was asked to identify and rank trends and events that could impact the issue under consideration in this project. The panel was provided with the following issue statement and definitions in order to clarify their task:

Issue Statement

How will the Internet be used for police/community relations by a mid-sized urban law enforcement agency by 2008?

Definitions

Trend: Something that occurs gradually and can be estimated or measured over time (Morrison, 2002). A trend can be either quantitative (such as crime statistics) or qualitative (such as community support for police), however a trend must be measurable in some way.

Event: An unambiguous, confirmable occurrence that changes the future in some way (Morrison).

The panel was led through the steps involved in the NGT process, including privately listing trends and events that could impact the issue (silent generation), sharing these ideas with the group (round robin), discussing and clarifying the trends and events (group clarification), placing the trends and events in order of significance (ranking), and reaching consensus on the impact of each trend and event on the issue (preliminary and final voting).

Trend Summary

The panelists initially identified 29 trends that related to the issue in some way (see appendix B for a complete list). Of these, the panelists selected ten trends they

believed could most affect how law enforcement will use the Internet for police/community relations by 2008. The following is a list of these trends with a brief explanation of the meaning of each trend:

1. Ability to access law enforcement services and information online: As Internet technology improves and the number of users increases, the ability of users to access law enforcement services and information via the Internet could impact the relationship between the police and their communities.
2. Public perception of law enforcement in California: The perception of the police in California has fluctuated in the past and has been affected by both negative incidents (e.g., the Rodney King incident) and positive ones. This perception can affect whether or not individuals trust the police and are willing to interact with them on the Internet.
3. Number of law enforcement reports and documents created and stored electronically: The amount of law enforcement documents created and stored electronically could impact the ability to provide this information in various forms over the Internet.
4. Number of methods of dispersing information via the Internet: The more ways an individual can obtain information over the Internet (e.g., personal computers, cellular phones, personal data assistants, wireless devices), the greater the impact and demand is likely to be on law enforcement for the information.
5. Public's demand for real-time crime information via the Internet: Traditionally, crime information has been provided to the public long after the crimes have been committed, either in the form of statistics or press releases. The Internet provides

- the ability to provide information in near real time, or as the action is occurring, such as transmitting computerized dispatch entries over the Internet. This trend is likely to change the way the public interacts with law enforcement and the type of information they receive.
6. Percentage of non-English speaking population in California requiring law enforcement services: The number of individuals in California who primarily speak languages other than English require specialized law enforcement services delivered in the languages they speak. This trend impacts how law enforcement will use the Internet to interact with these populations.
 7. Number of people below poverty income level in California: The income level of individuals affects their ability to afford both personal computers and Internet service and this, in turn, impacts their ability to use the Internet as a communication and information tool.
 8. Number of ethnic cultures in California: Different ethnic groups in California may require specialized law enforcement services, including language translation services. Each ethnic group may also have different levels of expertise and comfort in using the Internet.
 9. Level of security of the Internet: The ability of agencies and businesses who utilize the Internet to keep data and information secure and confidential affects the amount of trust individuals have in the Internet and the amount they use it.
 10. Tailoring of Internet law enforcement services based on location: Law enforcement agencies' ability to use the Internet to provide information and services specific to certain geographic areas will impact the way the police

interact with different communities and groups, and in the amount and type of interaction individuals will have with the police.

Using a value of 100 to represent the current trend level, the panelists indicated what they believed was the movement of each trend five years ago, and what it would be five and ten years in the future. The panelists were also asked to assign a value from one to ten to indicate how significant they believed each trend is to the issue. A low value indicates the panelists were not concerned about the impact of the trend on the issue. A high value indicates the panelists believed the trend would significantly impact the issue, therefore demanding greater attention and concern. Table 2.1 lists the ten trends identified by the panel and the median values indicating the movement and level of concern of each trend.

Table 2.1
Trend Summary Table

<i>TREND</i>	<i>-5</i>	<i>TODAY</i>	<i>+5</i>	<i>+10</i>	<i>CONCERN 1-10</i>
T-1: Ability to access law enforcement services and information online	18	100	143	400	9
T-2: Public perception of law enforcement in California	75	100	115	175	6
T-3: Number of law enforcement reports and documents stored electronically	28	100	250	925	8
T-4: Number of methods of dispersing information via the Internet	23	100	300	600	8
T-5: Public's demand for real-time crime information via the Internet	1	100	150	400	8
T-6: Percentage of non-English speaking population in California requiring law enforcement services	38	100	150	350	8
T-7: Number of people below poverty income level in California	63	100	138	120	6
T-8: Number of ethnic cultures in California	53	100	150	175	8
T-9: Level of security of the Internet	75	100	100	110	9
T-10: Tailoring of Internet law enforcement services based on location	10	100	175	500	7

Trend Analysis

The panelists believed the future use of the Internet for police/community relations would greatly depend on individuals' ability to access law enforcement information and services online (trend 1). The panelists believed the ability to access these services will increase fourfold in ten years due to several factors, including rapid technological advances, the capacity of law enforcement agencies to dedicate the resources necessary to provide and maintain online services, and the widespread availability of the Internet to individuals of all different socioeconomic levels and ethnicities. The number of users will be important because demand for information is likely to be a significant factor driving the availability of information via the Internet.

The panelists were very concerned about the impact this trend would have on how the Internet would be used for community relations in the future. They felt that successful and meaningful Web-based interactions between the police and the community would depend significantly on the ability of individuals and groups to access the Internet, as well as on the quality and quantity of law enforcement information available on the Internet.

The panelists believed the number of different ethnic groups in California will increase (trend 8), resulting in more people who do not speak English and who will require law enforcement services in their primary language (trend 6). Providing information and services via the Internet will become increasingly challenging. The panelists believed technological advancements for the Internet, such as automatic voice and text translation would enhance law enforcement's ability to relate to non-English speaking populations.

The panelists felt the amount and variety of law enforcement information (trend 3), as well as the number of methods used to deliver the information via the Internet (trend 4), will dramatically increase in the future and will have significant impact on police/community relations. New methods of connecting to the Internet are emerging rapidly, such as wireless connections with cellular phones, and clothing and accessories wired for mobile Internet access. These Internet tools will allow individuals to interact with, and access information from, law enforcement agencies from any location at any time. This could allow individuals to access information based on location, such as crime information for specific neighborhoods (trend 5).

The panelists had extensive discussion regarding the security of information transmitted via the Internet (trend 9). The panelists believed that although Internet security would improve in the future, it would remain a significant concern for both law enforcement and Internet users. If users do not believe the Internet is secure, they will not feel comfortable sharing information with law enforcement or trust information they receive from law enforcement. The ability for the public to trust law enforcement was a key issue during most of the panel's discussions.

The NGT panel believed that the public's perception of law enforcement has been generally positive and will continue to improve steadily over the next ten years. They felt this would be helpful in implementing future uses of the Internet for police/community relations.

Event Summary

The panelists identified 15 potential events that could occur in the next ten years and would impact the issue in some way (see appendix C for a complete list). Of these,

the panelists selected eight events they believed would be most significant. The following is a list of these events:

1. A cyber terrorist attack on a major United States financial institution via the Internet.
2. A computer hacker circulates false arrest warrants for United States citizens via the Internet.
3. California enacts a law to provide Internet access devices for low-income individuals.
4. A third-world country launches a terrorist attack on the United States power grid via the Internet.
5. A computer hacker alters U.S. Government criminal and tax records via the Internet.
6. California enacts a law centralizing all public law enforcement records in one location.
7. A foreign government-sponsored computer hacker compromises the Federal Total Information Awareness (TIA) computer system. The TIA system, currently being developed by the Department of Defense, will combine advanced data search and pattern recognition capabilities with rapid foreign language technology to search event and transaction data in order to detect terrorist groups and activities (<http://darpa.mil/iao/TIASystems.htm>).
8. An Internet alert bulletin results in the capture of a wanted terrorist.

After selecting their list of events, the panelists were asked to assign numeric values to indicate the probability of each event occurring during the next ten years. They

were first asked to identify the first year from today they believed the event could occur (Year > 0). They were next asked to estimate the probability the event would occur during the next five years (+5 years) and during the next ten years (+10 years). An assigned value of zero meant the panelists did not believe the event would occur during the specified time period. Finally, the panelists were asked to indicate the impact they believed the event would have on the issue, using a scale of -10 (the greatest negative impact) to +10 (the greatest positive impact). Table 2.2 lists the events and the corresponding median values determined by the panelists.

Table 2.2
Event Summary Table

<i>EVENT</i>	<i>YEAR >0</i>	<i>+5 YEARS</i>	<i>+10 YEARS</i>	<i>IMPACT -10 to +10</i>
E-1: Cyber attack on U.S. financial institution	3	48	68	-1
E-2: Hacker circulates false arrest warrants via the Internet	4	18	25	-5
E-3: California funds Internet devices for poor	3	5	28	3
E-4: Terrorist attack on U.S. power grid via the Internet	3	10	15	-1
E-5: Hacker alters crime & tax records	3	33	55	-1
E-6: California centralizes all public law enforcement information services	6	0	40	0
E-7: Total Information Awareness system compromised by hacker	7	0	45	-3
E-8: Internet bulletin results in capture of terrorist	2	78	100	+6

Event Analysis

Most of the events identified by the panelists involved some form of attack on, or misuse of, the Internet. These events included cyber attacks on a financial institution, on the U.S. power grid, and on the new government Total Information System (events 1, 4, and 7); a computer hacker circulating false arrest warrants on the Internet (event 2); and a

hacker altering Internet records (event 5). The panelists felt that as Internet technology becomes more advanced and a greater variety and amount of information is stored on the Internet, the system will become more vulnerable to computer hackers, even with increased security. For instance, the panelists felt there was a 48% probability there would be an Internet-based attack on a United States financial institution within five years, and the probability would increase to 68% within ten years. The panelists believed Internet users would doubt the ability of the Internet to maintain security of their personal information, and this would have a slightly negative impact on law enforcement's use of the Internet for police/community relations. The panelists felt the impact would be even greater for the events that directly related to law enforcement, such as the circulation of false arrest warrants (event 2) which would have a moderately negative effect of -5. In general, the panelists were concerned about events that would diminish the public's trust in using the Internet for involvement with law enforcement agencies.

In contrast to the negative events, the panelists believed that an Internet bulletin resulting in the capture of a wanted terrorist (event 8) had the greatest probability of occurring and would have the most positive impact on the issue if it did occur. They theorized that the capture would reinforce the positive potential of the Internet and encourage the public's involvement and interaction with law enforcement. The panelists also believed that increasing the public's access to the Internet, such as through government funding of Internet access for low-income individuals, would have a fairly positive impact on the issue.

The Issue of Trust

One of the overarching concerns expressed by the NGT panelists throughout the exercise was the impact of the identified trends and events on the public's trust of the Internet, of the security of the information exchanged over the Internet, and of law enforcement's use of the information gathered via the Internet. The panelists believed the effective use of the Internet for police/community relations would hinge on whether or not the users trust both the police and the Internet itself. If users perceive the information they provide will be misused by the police, or if there is risk of hackers obtaining the information, users will be reluctant to use the Internet to communicate with the police or to form Internet networks within their communities.

Cross Impact Analysis

The purpose of a cross impact analysis is to examine the possible impact an event, if it occurs, might have on specific trends, and to assess the degree of impact on the issue. Such an analysis provides an opportunity to identify events that would have beneficial or negative impacts on a trend and that would, in turn, affect the issue in a positive or negative way. The objective of this analysis is to implement strategies to help beneficial events occur, or to prevent harmful events if possible.

After the Nominal Group Technique exercise was completed and the results compiled, a small group of Command College students and graduates reviewed the trends and events identified by the NGT panelists. They assigned values from -5 to +5 to each combination of trend and event to indicate if the event would have a negative or positive effect on the trend, and to what degree. The results of the cross impact analysis are depicted in table 2.3.

Table 2.3
Cross Impact Table

<i>TREND</i>										
<i>EVENT</i>	<i>T-1</i>	<i>T-2</i>	<i>T-3</i>	<i>T-4</i>	<i>T-5</i>	<i>T-6</i>	<i>T-7</i>	<i>T-8</i>	<i>T-9</i>	<i>T-10</i>
E-1	-1	0	0	-1	0	0	0	0	+3	0
E-2	-3	-2	0	0	0	0	0	0	+3	-1
E-3	+3	+2	0	+2	+3	+1	0	0	0	+2
E-4	-3	0	0	0	+2	0	0	0	+4	0
E-5	-1	0	0	-1	0	0	0	0	+3	0
E-6	+3	+1	+3	0	0	0	0	0	+1	+1
E-7	-2	-1	0	0	0	0	0	0	+4	0
E-8	+2	+1	0	0	+2	0	0	0	0	0

EVENTS:

1. A cyber terrorist attack on a major United States financial institution via the Internet.
2. A computer hacker circulates false arrest warrants for United States citizens via the Internet.
3. California enacts a law to provide Internet access devices for low-income individuals.
4. A third-world country launches a terrorist attack on the United States power grid via the Internet.
5. A computer hacker alters U.S. Government criminal and tax records via the Internet.
6. California enacts a law centralizing all public law enforcement records in one location.
7. A foreign government-sponsored computer hacker compromises the Federal Total Information Awareness computer system.
8. An Internet alert bulletin results in the capture of a wanted terrorist.

TRENDS:

1. Ability to access law enforcement services and information online
2. Public perception of law enforcement in California
3. Number of law enforcement reports and documents created and stored electronically
4. Number of methods of dispersing information via the Internet
5. Public's demand for real-time crime information via the Internet
6. Percentage of non-English speaking population in California requiring law enforcement services
7. Number of people below poverty income level in California
8. Number of ethnic cultures in California
9. Level of security of the Internet
10. Tailoring of Internet law enforcement services based on location

Events 1, 2, 4, 5, and 7 are related to terrorist or hacker attacks via the Internet. The cross impact analysis group believed these events would have similar effects on several of the trends. These events all deal with the level of security of the Internet and the amount of trust individuals have in security measures protecting the Internet. The group believed that Internet-based terrorist or hacker attacks would negatively impact the public's ability to access law enforcement services and information via the Internet (trend 1), since the breaching of Internet security would initially cause much stricter security and information control measures to be enacted. The group believed these events would ultimately affect the overall level of Internet security (trend 9) in a very positive way since new and improved security-related technology would be a logical and necessary reaction to the Internet attacks.

The group believed that a state law providing Internet access to low-income individuals in California (event 3) would have a positive impact on several of the trends. Significantly increasing the number and type of Internet users would allow more people access to law enforcement services online (trend 1). This exposure to positive aspects of law enforcement would likely increase the level of positive perception of police in California (trend 2). Increasing Internet access for low-income users is also likely to increase the ways Internet service is delivered (trend 4) as demand for low-cost delivery methods increases. As access is enhanced, the public's demand for crime information over the Internet (trend 5) and information specific to certain neighborhoods and locations (trend 10) is also likely to increase.

The group envisioned positive impacts in several areas if California successfully centralized all law enforcement records for public access (event 6). Centralization would

allow a single point of access via the Internet for law enforcement information anywhere in California (trend 1). The resulting demand would cause more agencies to store and make available documents and information electronically (trend 3).

The group felt that a high profile, positive Internet-based event, such as an Internet wanted bulletin resulting in the capture of a terrorist (event 8), would cause more law enforcement agencies to provide online services and information (trend 1). Such a positive event would also increase public demand for such services (trend 5).

Futures Scenarios

The information and ideas produced by the NGT panel are valuable in creating different scenarios to depict how the future could look under differing conditions. The use of futures scenarios is a helpful method to consider how an issue may play out in order to develop a strategic plan to move toward the most desirable future. Scenarios are not intended to predict the future or to identify specific events that may occur. Rather, they are meant to provide a future image so that major trends and events can be recognized and possibly influenced beforehand.

The following three scenarios portray different alternative futures for how a mid-sized urban law enforcement agency will use the Internet for police/community relations by the year 2008. An optimistic scenario was created to show a best-case or most desirable future; a pessimistic scenario depicts the least desirable alternative; and a normative scenario depicts a surprise-free future that assumes that most of the low probability/high impact events do not occur.

Optimistic Scenario

It is March 20, 2008, in the City of Turnerville, California. As Steve Martinez was getting dressed for work in the bedroom of the modest three-bedroom home he shared with his wife Sara and two teenage children, he could smell fresh coffee brewing and hear the slightly tinny voice of the Electronic Mail Message Assistant, or EMMA, coming from the wall screen. Suddenly, Sara came into the bedroom and said, “Steve, EMMA says there was a prowler in your mom’s neighborhood early this morning and the police are looking for witnesses or any information.” Steve immediately called his mother from the voice-activated cellular phone wired into his briefcase lying on the bed. Steve’s conversation with his mother was in Spanish because she had learned little English since emigrating from Mexico to California two years ago. Steve learned from his mother that her EMMA had awakened her with an alert e-mail sent by the police department at 5:10 a.m. reporting a prowler in the area. She made sure her doors and windows were locked and asked EMMA to request the police drive by her home frequently since she was alone. Steve promised to stop by and check on her on the way home from his job at the nearby university.

As Steve drove to work, he thought about the incredible transition his mother had made since arriving from Mexico after Steve’s father died. She had never used a computer, let alone e-mail, and spoke no English. A new government assistance program had provided her with free Internet access through her television cable, complete with a voice translation program that automatically translated his mother’s speech from Spanish to any other language, and vice versa. The local senior center provided free training classes to teach her how to use the system.

Steve drove through his neighborhood and was pleased when a group of students who lived a few houses away waved to him as he passed. Steve returned the wave and thought about last Friday night when he had called them to ask them to turn down their music. Steve would not have dreamed of calling the students directly a few years ago, before the police department organized his block's Good Neighbor Coalition to help the neighborhood residents solve their own problems together and decrease conflict. Now, the police department facilitates monthly meetings at the nearby community center, maintains an electronic mailing list, and provides a resident-only chat room where neighbors can exchange ideas and contact information, notify each other of events and parties, and organize project groups.

As Steve left his neighborhood and entered the downtown area, he pushed the GPS identifier on his dash-mounted mobile mapping and information system to obtain current traffic and crime information for the area he was entering. The dashboard display indicated a road closure on his usual route due to a structure fire and a be-on-the-lookout request for a stolen van from a nearby grocery store. The mapping system suggested an alternate route that would take him to his workplace. As Steve parked near his office, he made a mental note to download the latest crime statistics for his neighborhood in preparation for the weekly cyber-neighborhood watch meeting he and his family would participate in tonight from their home.

Pessimistic Scenario

It is November 10, 2008, in Weedsville, California. Karen Wilson felt deflated as she cleared the folding chairs from the school meeting room. In the five years since she became president of the West Side Neighborhood Association, she had watched the

membership and attendance at the monthly meetings dwindle away. Now, only a handful of the neighborhood residents remained active in the association or seemed even to care about the neighborhood for that matter. It seemed as if she had tried everything to generate interest in the association and in the quality of the neighborhood. She had gone door-to-door, printed fliers for meetings, organized a neighborhood watch group, and even offered refreshments at the meetings. But most people seemed too busy or apathetic, or both. She felt a stab of nostalgia as she thought back to 1975 when she and her husband first moved to the neighborhood. They knew all their neighbors back then, and there was a sense of pride and involvement in the community that now seemed to be missing. Her current neighbors, a mix of young couples and renters, kept to themselves and didn't seem to want to get involved in the community.

When the association began through a partnership with the local police department, and funded by a Community Policing grant, she was so excited and optimistic about the potential positive impacts on the neighborhood. Seventy-five percent of the households in the neighborhood agreed to participate in monthly community meetings and more frequent "community chat nights" via the Internet. Neighborhood problems and issues were discussed and a designated police liaison acted as a facilitator when needed. The project was going well for about a year, and then things began to unravel. The police department notified Karen that the grant funding would not be renewed and the only way to maintain the Internet meetings was to charge each household a fee. At the same time, budget cuts at the police department caused the transfer of their regular liaison officer. Several officers who were not as responsive to the ideas and comments presented during the online discussions were now sharing the duties.

In fact, one of the officers became defensive and confrontational during a chat room discussion, generating complaints to the police department.

Shortly after this incident, a reporter conducting research on the project discovered that the police department was conducting criminal checks on everyone who registered for their Internet group, and several residents were arrested for outstanding warrants as a result. This caused an immediate distrust of the police, and over half of the residents pulled out of the project. The police chief issued an apology, but the damage was too great and the residents remained very hesitant to provide any personal information to the police. To make matters worse, a computer hacker infiltrated one of the largest online banking services last fall, which resulted in thousands of cases of identity theft in California. The impact to Internet commerce and communication was significant as people lost their confidence in Internet security.

As Karen and her husband finished cleaning up after the meeting, she realized her efforts to keep the neighborhood association alive were futile. She felt as if her neighborhood was deteriorating and the residents were strangers who felt no connection or involvement with their community. For the first time in over 30 year, Karen thought that maybe the time had come to look for another place to live.

Normative (Surprise Free) Scenario

It is May 20, 2008, in Boxertown, California. Captain Dan Rogers looked at his watch as he poured himself yet another cup of coffee. It was past 10:30 p.m. and the budget, due tomorrow morning, still wasn't done. His role was leading the police department's budget team in a painful process to cut over 6% of their budget for the upcoming year. This was not the first time he had done this, and he suspected it would

not be the last. After enjoying two years of a fairly robust economy, the state was again facing a deficit that was affecting the local economy.

Captain Rogers and his budget team were faced with the daunting task of deciding which services to continue and which to cut, and his Cyber-Neighborhood Pilot Project was on the chopping block. He had spent the past three years implementing the project in phases, as funding was identified. He had spent countless hours meeting with neighborhood residents in the pilot area, nicknamed Area 51 as a lighthearted reference to the UFO site in Nevada, in order to generate ideas for the project and to gain the residents' trust and confidence. Captain Rogers had secured grant and private funding to equip a local church meeting room with several personal computers with free Internet access for the use of the Area 51 residents. He had also started a special fund in the police department to grant financial assistance to low-income households in Area 51 for home computers and Internet connections. He had organized the first Area 51 cyber-chat involving about 20 percent of the households in the neighborhood. More significantly, he had obtained agreement of 75 percent of the residents to provide their e-mail addresses for a neighborhood electronic mailing list in order to receive and exchange information pertaining to the neighborhood.

Captain Rogers believed the project was at a critical point. He needed additional funding for tutors to teach the seniors in the neighborhood how to use the Internet and e-mail. In another few months, he would need a full time person to maintain the Web site, screen e-mail, and moderate the Area 51 chat room. He felt that with one more year of hard work and resources, the project would gain enough momentum that it would become self-sustaining in the neighborhood. Unfortunately, it was too soon for any real results or

data to indicate the project was having a positive impact on the quality of life within Area 51, or on the crime in the neighborhood. He simply needed more time.

As Captain Rogers stepped back into the conference room where his budget team was meeting, he knew the resources for the project would be extremely limited during the next year. He would have to be even more diligent and creative in seeking grant and private funding to keep the project moving ahead.

Scenario Selection

The three scenarios depict very different futures. The probability of any scenario reaching fruition depends on many different factors, including which of the future events occur and the action of the trends associated with the scenarios. A key reason for selecting a scenario as the basis for a strategic plan is to help identify trends and events that can be influenced in order to help achieve the desired future. The scenario becomes a guiding light toward which to move and a general vision of a desired future. For this project, the optimistic scenario will be used for the formation of the strategic plan.

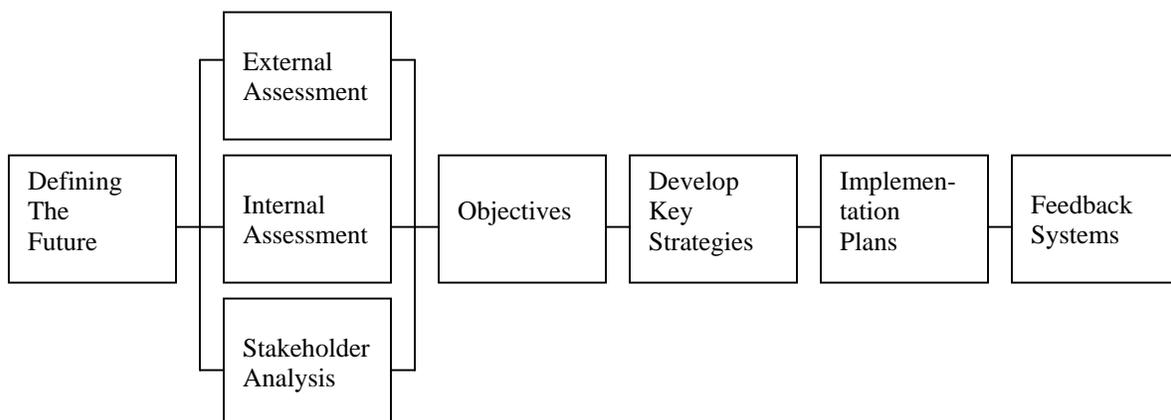
The information learned from the NGT and the vision depicted in the selected scenario form a basis for developing a strategic plan to reach the desired future. The strategic plan clarifies and specifies objectives and desired outcomes, and outlines steps necessary to achieve future goals. In this case, the strategic plan will suggest specific strategies for using the Internet to enhance police/community relations by 2008.

CHAPTER III
STRATEGIC PLANNING

The process of developing a strategic plan is a structured approach to visualizing and selecting a desired future and identifying the steps needed to get there. A strategic plan should assess the strengths and weaknesses of the internal organization, identify potential opportunities and threats in the external environment, and act as a guide for the organization in setting priorities and allocating resources. Stakeholders who may be impacted by the plan, or who can help implement it, should be identified and assessed for their level of support or resistance. The objectives of the strategic plan need to be developed and clearly articulated, and strategies must be proposed to achieve the objectives. Finally, the strategic plan should include methods for evaluating and measuring the results.

The following diagram depicts the steps taken to develop the sample strategic plan for this project:

Diagram 3.1
Strategic Planning Process



Purpose of the Strategic Plan: A Vision for the Future

This project focuses on the question of how a mid-sized urban law enforcement agency will use the Internet for police/community relations by 2008. Research and the Nominal Group Technique results indicate that the technology associated with the Internet will allow multiple and convenient ways to connect with individuals and communities. However, the Internet should be used to enhance rather than replace more traditional forms of community relations, such as face-to-face meetings.

The vision that emerged is one in which law enforcement uses the Internet to enhance community partnerships with Internet-based interaction and to help build social capital in communities. The key issues involved are (a) building and maintaining trust in Internet communications and in the law enforcement agency; (b) ensuring the security of the information and technology; (c) engaging community members in two-way, symmetrical communication with the police and with each other; and (d) providing convenient and affordable Internet access to community members.

The following strategic plan will provide a road map to move toward such a vision. The optimistic scenario presented in the previous chapter will serve as a visual example of the most desirable future on which this strategic plan is based.

Model Agency

The law enforcement agency serving as a model is a mid-sized urban police department in the city of Turnerville, California. It consists of 80 sworn officers and 45 civilian employees organized into two main Bureaus: Operations and Administration. The Operations Bureau consists of patrol, investigations, and traffic enforcement. Administration includes dispatch, records, financial services, crime prevention, property

and evidence, and technical services. The department executive team includes a Chief of Police and two Captains, each responsible for one of the two Bureaus. The police department has a computer aided dispatch system and is in the process of installing mobile data computers in patrol cars.

The city has 65,000 residents and a significant number of additional workers and visitors each day. There is a large public university adjacent to the city and most of the students reside within the city limits, causing tension between student and non-student residents in the neighborhoods. There are several very active and organized neighborhood groups and associations. The city provides all basic services for the community, including police, fire, utilities, sewer, planning, and public works. The city functions under a city council-city manager form of government.

Situational Analysis

In developing a strategic plan, it is important to examine the external environment to analyze potential opportunities that may help move the organization toward its desired future, as well as possible threats that could hinder progress. The organization itself must also be analyzed for its strengths and weaknesses, including its present and future capacity to implement needed changes to achieve the desired future.

External Environmental Analysis

In planning for how law enforcement will use the Internet for police/community relations by 2008, the following external opportunities and threats should be considered:

Opportunities:

- The police department enjoys a positive relationship with the neighborhood groups and most members of the community.

- More people of all ages and demographics are accessing the Internet, and the percentage of regular Internet users is steadily increasing.
- Individuals are turning increasingly to the Internet as their preferred method of accessing government information and services.
- The cost for personal computers has been steadily declining even as the technology improves.
- New methods of Internet connectivity are rapidly being developed and implemented, including access via cellular phones, personal data assistants, clothing and accessories, vehicles, and home appliances.
- Voting via the Internet is becoming more popular and could increase individual and group involvement in politics and government.

Threats:

- Social capital appears to be declining within Turnerville, which may affect the community's resistance to crime, as well as the quality of life of the residents.
- Despite generally positive relations with the community, there is still some distrust of the police and of the government in general.
- The security of information on the Internet remains a concern and the need for firewalls and other security methods makes open communication and information sharing difficult.
- There is still a fairly significant socioeconomic gap between those who can afford Internet technology and access and those who cannot, although this gap seems to be narrowing.

- Both the State of California and the federal government are experiencing significant fiscal deficits likely to last for several years. This could decrease the chance that the government will fund Internet access for the poor.
- State grant funding for law enforcement technology is still available, however it is being reduced due to the budget deficit.
- Environmental causes have been attracting increased attention and eco-terrorism has been on the rise in the United States. This could increase the chances of a domestic cyber-terrorist attack by one of these groups.
- In Turnerville, university students have been using the Internet to organize demonstrations, including several related to environmental causes.
- The creation of the Federal Total Information Awareness system could increase people's distrust of government and law enforcement officials.

Internal Organizational Analysis

A critical component of a strategic plan is to identify the strengths and weaknesses of the organization implementing a plan. The following are examples of organization strengths and weaknesses that could affect how the model agency will use the Internet for police/community relations by 2008:

Strengths:

- Most officers possess a basic knowledge of the Internet and are open to using the Internet for new and expanded uses.
- The agency has incorporated basic Internet usage into its everyday work as a communication and information tool.

- Community-oriented policing has been practiced by the agency for many years. Both the officers and the community accept and appreciate community-oriented policing as a method to solve problems within the community.
- The combination of the computer aided dispatch system and new mobile data computers in the patrol cars will make real-time crime information more available.

Weaknesses:

- The City's budget deficit will result in the loss of positions in the police department, placing greater time and workload demands on the employees who remain.
- Some employees in the police department do not see the value of increasing community involvement beyond current levels.
- There is currently no position dedicated to maintaining the department's Web site or Internet communications.

Stakeholder Analysis

In addition to analyzing the external environment for threats and opportunities, and the internal organization for strengths and weaknesses, a strategic plan should identify stakeholders who have some connection with the issue. Stakeholders are defined as individuals or groups who are either impacted by the issue or who have the ability or desire to impact the issue (Esensten, 2002). This includes a category of stakeholders known as "snail darters," thus named because they could emerge without warning at the last minute to impede progress on the issue (Esensten).

The following is a list of example stakeholders who impact, or are impacted by, Turnerville Police Department's use of the Internet for police/community relations, as well as the potential concerns and issues for each stakeholder:

Internal Stakeholders

Local Government Officials

- Providing more comprehensive services and information via the Internet will require political and fiscal support from the city.
- Many law enforcement services closely relate to other government services, such as planning, code enforcement, traffic issues, and neighborhood problems.

Police Managers and Executives

- Most are not versed in the technology used for widespread Internet communication and information exchange.
- They are responsible for allocating resources according to need and priority and some do not view Internet services as a priority.
- They are interested in new and innovative methods of reducing crime and improving community relations.

Police Officers and Supervisors

- Many Turnerville Police officers lack proper training in Internet communication.
- Younger employees embrace the expanded use of Internet technology for community relations.

Information Technology (I.T.) Employees

- Police department employees who specialize in computer and information technology will be a critical resource in designing and implementing new methods of Internet-based interactions with the community.
- I.T. employees are in an excellent position to train sworn employees and help the department implement new Internet programs.

External Stakeholders

Organized Community and Neighborhood Groups

- Neighborhood associations and community groups, such as the Turnerville Quality Neighborhood Association and the Neighborhood/University Liaison Committee, will be key stakeholders since they will likely act as the foundation for the relationships between the police and the community.
- These groups could provide the framework for incorporating the Internet into their meetings and communication methodology.
- Although the relationship between the Turnerville Police Department and the community groups is generally good, some community members will distrust the police and will be concerned about the use of any personal data and communications.

Computer and Internet Service Providers

- There are two local Internet service providers who are interested in partnering with the police and community groups to provide low- or no-cost Internet access and training for low-income community members.

- The university has a large computer science department that will likely provide student interns to the police department to work on the project.

Funding Organizations

- Non-profit organizations are potential partners for both funding and using the Internet for relations with the community.
- Private foundation or corporate grants may also provide funding, perhaps in exchange for advertising or acknowledgement of the donation.

Community Leaders

- Community leaders, both formal and informal, are in a position to help bring together the police and community members and build the trust necessary to enhance communication, especially in close knit ethnic communities.
- Community leaders may provide locations such as churches and community centers where residents can access the Internet and participate in discussion groups or cyber-meetings.

Civil Rights Activists

- Some activists and attorneys may be concerned about the potential use of any information gathered by the police in their Internet communications with citizens.
- This group has the potential to be a snail darter and should be involved early in any implementation strategies in order to develop appropriate policies and procedures for using the Internet for police/community relations.

Media

- The media is a significant source of information for the community and would likely be interested in covering new initiatives in police/community relations, including the use of the Internet.
- The media could be useful in publicizing the new services and programs to community members.

Objectives

In order to implement a strategic plan and use it as the basis for allocating resources, the objectives of the plan must be clear and should answer the following question: What does the agency want to achieve relative to the issue being examined? The objectives of this strategic plan can be divided into two categories: technological and sociological. Technological objectives include goals related to providing Internet access and law enforcement services to communities. Sociological objectives deal with building trust between the police and community members and enhancing social capital within communities. The following is a list of objectives for each category:

Technological Objectives

- Secure funding to support expanded Internet services within the law enforcement agency, including specialized personnel and training for employees.
- Partner with corporate and/or community-based organizations to provide Internet access and secure communication platforms to select communities and individuals.
- Partner with public and community organizations and groups to provide facilities where individuals who lack home computers can access the Internet.

- Acquire appropriate technology to deliver law enforcement services and information online.

Sociological Objectives

- Enhance in-person neighborhood meetings with Internet-based meetings and discussions conducted via the Internet.
- Utilize the Internet to engage community members in discussions and problem solving about issues that affect them.
- Provide an Internet-based forum for community members to share information and ideas with the police and with each other.
- Disseminate timely crime-related information to community members via the Internet to enhance the traditional concept of neighborhood watch.

Proposed Strategies

Based on the internal and external assessments of the organization and environment, and on the analysis of potential stakeholders, several strategies could be used to achieve the desired objectives. Each strategy has certain advantages over the others and differs as to the degree the objectives are achieved within the given timeline (by 2008). This section describes three alternative strategies and briefly outlines the advantages and disadvantages of each in areas such as ease of implementation, stakeholder support or resistance, resources and cost, and short-term versus long-term benefits.

Strategy One: Minimalist Approach

The first strategy the agency could choose is to do only the minimal steps necessary to incorporate the Internet into police/community relations. The agency would

take a substantially reactive and non-aggressive approach by letting the private sector drive the available services and technology and by relying only on specialized funding, such as technology grants. The agency could utilize their existing Web site for basic communications and could participate in special Internet discussions only when specifically requested and sponsored by a community group.

Advantages of Strategy One

- Implementation of this strategy would not be difficult since it would not require additional specialists within the police agency, and it would follow technology being developed in the private sector.
- The costs would be minimal and would not compete with the funding of regular law enforcement services.
- This strategy would minimize resistance from stakeholders who distrust the motives of the police.

Disadvantages of Strategy One

- This strategy would build social capital on a very limited basis and only within select groups that take the initiative to interact with the police agency via the Internet.
- Funding for the program would not be stable since it would rely on grant or specialized funding, which is easily jeopardized during tight budget cycles.
- This strategy would do little to enhance community members' ability and desire to work together and share information to combat crime in their communities.

Strategy Two: Aggressive Approach

The other end of the strategic spectrum would be to aggressively implement the use of the Internet for police/community relations for all communities within the law enforcement agency's jurisdiction. This strategy would require the dedication of significant resources, including personnel to develop and maintain the necessary technology and to foster the necessary community and business partnerships. The agency would be extremely proactive in implementation of services and in engagement of as many communities as possible in Internet communication. This strategy would position the law enforcement agency to encourage technological developments that enhance the ability to provide law enforcement information and services online.

Advantages of Strategy Two

- If many communities and individuals participate, this strategy has the greatest potential of building significant social capital within communities.
- The partnerships created with this strategy could have significant long-term benefits in reducing crime and creating neighborhood cohesiveness.

Disadvantages of Strategy Two

- The resources necessary for aggressive implementation, including specialized employees and technology, would be significant and would require stable funding sources. This could create competition for limited funds.
- Aggressive implementation led by the law enforcement agency could be interpreted by some stakeholders and community members as suspect and could increase distrust of the police.

Strategy Three: Phased Implementation

The third strategic approach is to phase in implementation by selecting one community, such as a well-defined neighborhood in Turnerville, as a pilot community. The Turnerville Police Department would work with the stakeholders and residents of the pilot community to design and implement Internet communication programs and measure the response and results. The methodology could be modified and perfected prior to expanding the services to a larger area.

Advantages of Strategy Three

- The phased approach would allow for short-term successes within the pilot community, while paving the way for expansion if the program proves successful.
- Developing the methodology in a pilot community would allow time to build the necessary trust between the community and the police and would allow problems to be worked out before wider implementation.
- The use of a pilot community would require a moderate investment of resources initially and, if successful, would increase the chances of continued public and private support.

Disadvantages of Strategy Three

- The development of social capital and community involvement would be initially limited to the pilot community.
- Selecting only one pilot community may cause conflict and jealousy with communities not selected.

- A limited scope project is less likely to generate media attention than a more widespread initiative.
- Internet applications that permit individuals to obtain law enforcement information as they travel from community to community (such as neighborhood-specific crime information) may not be feasible during the pilot phase.

Recommendations

After analyzing the potential advantages and disadvantages of all three proposed strategies, the phased approach (strategy three) is recommended for implementation. This strategy increases the chances for long-term success by creating opportunities for short-term wins and limiting exposure of problems. The phased approach presents the most realistic funding opportunities, especially during difficult budget years. For those who may question the motive of the police in using the Internet to relate to the community, the use of a pilot program provides the opportunity to build trust and to convince skeptics that the information will not be misused.

Choosing a particular strategy, however, does not ensure project success. Careful planning is necessary to effectively implement the strategy and to smoothly transition the organization. The next chapter examines the steps necessary to effectively implement a pilot project to use the Internet for police/community relations in one Turnerville neighborhood.

CHAPTER IV

TRANSITION MANAGEMENT

While developing a strategic plan is critical to achieving success with any new initiative, implementing the plan is just as important. Achieving the objectives associated with using the Internet to interact and build social capital with a Turnerville pilot neighborhood will necessitate change both within and outside the police department. Transitioning the organization and the community through this change requires a careful analysis of the commitment of key stakeholders, a plan for implementation, and a comprehensive evaluation methodology.

Commitment Planning

In order to implement any substantial change, a core group of key individuals or groups must support the change and create a critical mass that causes others to accept the change (Harris & Beckhard, 1987, as cited in Simon, C. workshop, 2002). A critical mass is not defined by a specific number of individuals or groups; each situation is different and the minimum number needed is dependent on the organization and on the change being attempted (Beckhard & Harris). Once formed, the critical mass provides the momentum and the energy that convinces others to accept and help the change occur. Identifying and obtaining the commitment of this critical mass is a key component of transition management. One effective method for identifying the necessary individuals and groups and developing strategies for gaining their commitment is called commitment charting.

Commitment Chart

A commitment chart categorizes the individuals and groups that make up the critical mass into the following three commitment levels: (a) let it happen, (b) help it happen, and (c) make it happen. The chart identifies each member’s current level of commitment, as well as the minimum level of commitment necessary to make the change happen. This allows easy identification of the individuals or groups that need to be worked with to gain their commitment. The following is a sample commitment chart for implementing this proposal in a pilot neighborhood:

Chart 4.1
Commitment Chart

Key Players	No Commitment	Let it Happen	Help it Happen	Make it Happen
1. City Manager	X —————		—————▶ O	
2. Police Chief		X —————		—————▶ O
3. Police Officers		X —————		—————▶ O
4. Police Managers	X —————			—————▶ O
5. Neighborhood Association		X —————		—————▶ O
6. Internet Service Provider		X —————	—————▶ O	
7. City I.T. Employees	X —————			—————▶ O
8. Community Leaders	X —————		—————▶ O	

- X indicates the current level of commitment
- O indicates the minimum commitment necessary for the change to occur
- Arrow indicates the change necessary to gain the commitment

As the lead administrator of Turnerville, the city manager must be committed to the project and willing to allocate resources necessary to help the project happen. The city manager does not need to be involved in the actual project work. The city manager

is also a critical link in garnering support and resources from other city departments and from the Turnerville City Council.

The police chief must take an active role in making the project happen. The chief should communicate the vision for the project to the entire police department and to all the stakeholders involved in the project. The chief is responsible for gaining the support of the city manager and key community leaders.

The Turnerville police officers and managers serve critical roles in making the project happen. They will be the individuals interacting daily with the other stakeholders and securing the necessary resources for the project. Their relationships with the residents in the pilot neighborhood will be key to the project success.

The neighborhood association in the pilot neighborhood is as important to the success of the project as the police personnel. The association will provide the organizational framework to communicate with the neighborhood residents both in person and via the Internet.

The Internet service provider(s) (ISP) selected to participate in the project will need to help the project by providing services beyond those available to the general public. These include low- or no-cost Internet access to low-income residents, free service at select community sites, and an electronic mailing list for the pilot neighborhood.

The City of Turnerville information technology employees will be responsible for designing, implementing, and maintaining the software used for Internet-based communications with the pilot neighborhood residents. This requires an understanding of

the goals of the project and active involvement with the police personnel, the ISP, and the residents.

Community leaders, especially those with interest in the pilot neighborhood, will be needed to help make the project happen. They will be able to encourage resident involvement in the project, provide locations for Internet access for residents who do not own their own computers, and help gain support from the City Council.

Overcoming Resistance

As the commitment chart indicates, many of the key stakeholders may not yet be committed to the project or may be resistant to it. Strategies must be developed for each stakeholder to overcome resistance and gain the necessary level of commitment. This can be accomplished in several different ways, including clarifying the problem or issue, educating stakeholders about the benefits of the project, developing reward systems, and forcing collaboration if necessary. Two examples follow of stakeholder resistance that may be expected during implementation and suggested strategies for overcoming the resistance.

City Manager

- **Resistance:** May be reluctant to commit city resources to a new project; may be concerned about community groups gaining too much power in city processes.
- **Strategies:** Arrange meetings between city manager, the police chief, and key community leaders to clarify roles in the project; leverage city resources with grant and private funding; illustrate the positive long-term benefits of project.

Police Officers

- Resistance: May value more traditional forms of police work over newer technology-oriented strategies; limited expertise using Internet and apprehensive about learning new skills.
- Strategies: Demonstration with small control group how the technology would work, emphasizing the benefits to officers and to the community; arrange meetings with committed community leaders to express support; develop progressive training plan for all involved.

Implementation Planning

Once the critical mass of committed stakeholders has been identified, a plan must be developed to identify specific action steps required to implement the strategic plan. The implementation plan outlines the tasks, timelines, and responsibilities of everyone involved in the project implementation. An implementation plan should be flexible so modifications can be made when needed, and should be realistic in its timelines and goals. It is important to build short-term, achievable milestones into an implementation plan so those involved can experience wins and see results as they progress toward the longer-term goals. Individuals at all levels in the organization, as well as key external stakeholders, should have input into the plan. This will ensure goals and timelines are realistic and potential problems are identified early in the implementation process.

First Steps

Open, honest, and frequent communication is critical in implementing any new initiative or significant change and should be the first task of any implementation plan. The Turnerville police chief should communicate the plan and the vision of the desired

results to the entire organization. The chief's message must also include (a) reasons for changes, (b) summary of the current state of the organization, (c) identification of key stakeholders and their roles in the process, (d) timing of implementation, (e) major steps in the process, (f) likely problems that may be encountered along the way, and (g) communication methods that will be used throughout the process.

How the initial communication is made is important. The ideal method is in person to as many people as possible, such as during an all-hands meeting. A written message should accompany a personal presentation, and, in this case, an e-mail message is extremely appropriate given the nature of the project and the size of the model agency. The initial communication should invite questions, concerns, and feedback which should be addressed promptly and publicly in order to reduce anxiety and rumors.

Key Components

An implementation plan should provide a step-by-step outline of tasks that need to be accomplished to achieve the desired result. The following is an example of the key components that should be included in a plan used by the Turnerville Police Department to implement a project to use the Internet to help build social capital and create partnerships in the pilot neighborhood:

Objectives: The project objectives identified in the strategic plan should be individually articulated. The following are objectives for this project:

- Secure funding to support expanded Internet services within the law enforcement agency, including specialized personnel and training for employees.

- Partner with corporate and/or community-based organizations to provide Internet access and secure communication platforms to the residents in the pilot neighborhood.
- Partner with public and community organizations and groups to provide facilities where residents who lack home computers can access the Internet.
- Acquire appropriate technology to deliver law enforcement services and information online.
- Enhance in-person neighborhood meetings with Internet-based meetings and discussions conducted via the Internet.
- Utilize the Internet to engage residents in discussions and problem solving about issues that affect them.
- Provide an Internet-based forum for pilot neighborhood residents to share information and ideas with the police and with each other.
- Disseminate timely crime-related information to residents via the Internet to enhance the traditional concept of neighborhood watch.

Tasks: A list of tasks associated with each objective should be listed in order to specify the steps needed to achieve the objective. The following are some of the tasks for this project:

- Send a letter to the heads of major Internet service providers in the area soliciting their participation and assistance.
- Organize a meeting of pilot neighborhood residents to explain the project concept and objectives, and solicit support and help.

- Prepare a survey of pilot neighborhood residents to determine which households already have computers and Internet access.
- Research existing software that might be sufficient to utilize for the project.

Timelines: Realistic and somewhat flexible timelines and deadlines to accomplish each objective should be identified. The timelines should be charted and shared with everyone involved in the project. Commercial project management software should be used for this task.

Communication: The methods and frequency of communication should be identified. The following are some of the communication strategies that should be used:

- Key project staff will meet weekly to update progress and to collaborate on key decisions.
- Police department employees and other stakeholders will receive minutes of the weekly meetings via e-mail.
- Monthly progress reports will be written and distributed to project staff, stakeholders, the city manager, and city council members.
- A problem resolution form will be developed and made available online. Anyone with a problem or concern may complete a form and submit it to the project manager. The issue must be addressed and feedback provided to the sender within one week.
- The police chief will present a project update to the city council every six months after the start of the project.

Resources: The implementation plan should include a list of resources already available to the agency that can be used in the project, as well as resources the agency will need to acquire. For example, an inventory of existing computer hardware and software components in the agency could be developed along with the technology still needed to accomplish the objectives.

Assignments: The plan should outline who is responsible for completing, supporting, and approving each task. Developing a responsibility chart is an excellent method to document these assignments.

Responsibility Chart

A responsibility chart is used to list key tasks, decisions, and actions required to accomplish the stated objectives and to identify who is responsible for different roles associated with each task (Harris & Beckhard, 1987, as cited in Simon, C. workshop, 2002). The tasks are listed along the vertical axis of the chart, and the key people or groups (actors) involved in the project are listed along the horizontal axis. A letter symbolizing the role of each actor for each task or decision is placed in the appropriate box. The roles and symbols are classified as follows:

- R** Responsibility for a task
- A** Approval needed
- S** Supports the task
- I** Informed before the task or decision
- Actor is irrelevant to the task or decision

The individual responsible for the task or action must ensure it is completed on time. Being responsible is not the same as having authority to approve the task. The

person responsible may have to get approval for the action prior to completing it. Those whose approval is needed have the authority to approve an action or veto it. The action must not be carried out until the necessary approval is granted. Other individuals or groups will be necessary to support the task by providing the resources necessary to complete it. Supporters do not necessarily agree with the decision or action, but they must support it regardless of their feelings. There will also be stakeholders who should be informed or consulted prior to the action, but whose active support or approval is not needed. These stakeholders do not have decision-making authority or veto power. Finally, some actions or decisions do not affect certain individuals or groups and their participation in the action is not relevant.

When assigning the roles, only one actor should be assigned as being responsible for each task, and each actor should be assigned only one primary role. The responsibility chart should be developed with representatives from each actor group in order to ensure there is understanding about each task and agreement about the role assignments.

The following is the recommended responsibility chart for this proposed Internet project:

Chart 4.2
Responsibility Chart

DECISIONS OR ACTS	ACTORS						
	Police Chief	Police Managers	Officers	Neighborhood Association	Internet Providers	I.T. Personnel	Community Leaders
Hold Initial Stakeholder Meeting	R	S	S	S	S	S	S
Select Project Manager	R	S	S	S	I	I	I
Establish Objectives	A	R	S	S	I	S	S
Communicate Vision	R	S	S	S	--	S	S
Update Reports	A	R	S	S	--	S	S
Secure Funding	A	R	--	--	S	S	S
Form Community Partnerships	S	R	S	S	S	I	S
Identify Neighborhood Facilities	A	S	S	S	I	I	R
Develop Internet Technology	A	S	S	S	I	R	S

- R** Responsibility
- A** Approval (with veto rights)
- S** Support
- I** Inform (must be consulted before action)
- Irrelevant to this item

Evaluation

A critical component of any new process or program is evaluating its effectiveness, and determining if the program does what it was intended to do. Evaluation should be a carefully designed and intentional process conducted without bias and with willingness to accept the results. The purpose of an evaluation process is not just to determine success or failure. It is also to identify what is working and what needs to be modified so the original purpose is achieved. Evaluation is also not a one-time event; it should be done continually and the methods should be updated as needed.

The evaluation process involves monitoring progress during the planning and implementation of the project, developing performance measures for both progress and outcomes, and ensuring individuals are held accountable for their roles and responsibilities.

Monitoring Progress

It is not enough to measure results after a project is completed. Methods must be developed to track progress along the way to ensure timelines and budgets are met, problems are being promptly addressed, and the project is being modified as needed. Progress should be monitored using several methods, including frequent project update meetings with key players, written progress reports, and informal “check-ins” with staff members working on the project. There are several project management software tools that can be extremely useful for implementing large projects. The software tracks tasks and deadlines, maintains responsibility charts, and can be used as an update and communication tool for the key project workers.

Progress Measures

Progress measures should be developed to track the completion of tasks at certain points during the project implementation. The following are examples of progress measures recommended for this proposed Internet project:

- Meeting staff hiring and training deadlines.
- Number and frequency of update meetings and communications.
- Execution of contracts and agreements with Internet providers and community organizations.

- Number of community information meetings held and attendance at the meetings.

Progress measures are intended to ensure all aspects of the proposed project are kept on deadline and on budget and to bring attention to problems early so they may be addressed. Progress measures also allow those involved in the project to experience on-going successes and milestones in order to maintain the momentum of the project.

Outcome Measures

Outcome measures are designed to measure the effectiveness and efficiency of the project after it is implemented and to determine if the project does what was intended. Outcome measures should include both quantitative measures, such as the number of community members served, and qualitative measures, such as level of customer satisfaction. The following are suggested outcome measures for this proposed project to use the Internet to build social capital and create partnerships in a pilot community:

- Percent of individuals in pilot community with Internet access as compared to total population.
- Number of individuals in pilot community participating in cyber-meetings facilitated by the police department.
- Percent participation in neighborhood electronic mailing lists and chat rooms.
- Amount of involvement in community activities in pilot community compared to pre-project involvement.
- Number of neighborhood disputes mediated by the police as compared to pre-project responses.

Accountability

In addition to measuring progress and outcomes, it is important to ensure everyone involved in the project performs their tasks and fulfills their responsibilities within the assigned time limits and with the expected quality of performance. Utilizing a responsibility chart allows project managers to track who is responsible for specific tasks and who must authorize and approve the tasks. Because everyone uses the same responsibility chart, the roles and responsibilities are widely known which enhances accountability. Requiring frequent updates to the entire team also maintains accountability.

Ensuring the quality of individual and team performance is just as important as tracking timelines and responsibilities. This may be done through the agency's normal evaluation process or by using more frequent special evaluations in which the scope of the evaluation is limited to how the individual has performed project-related tasks.

After detailing methods to implement the strategic plan to utilize the Internet for police/community relations in a pilot neighborhood, it is important to summarize the research and findings that led to this point. The following chapter briefly recaps this information and presents final recommendations and conclusions for this project.

CHAPTER V

RECOMMENDATIONS AND CONCLUSIONS

The Internet has created unprecedented opportunities for communication, commerce, and information exchange. Computer and Internet technology have been implemented faster than any new technology in history, and it continues to become more accessible and affordable over time. The Internet has changed the very way communities are defined, as millions of individuals gather online to share ideas, information, and experiences regardless of where users physically reside.

At the same time, there is a general decline in social capital as individuals become less involved in their communities, neighborhoods, and social groups. This trend is cause for concern since there is a correlation between strong social capital and neighborhood wellness.

The Internet presents an opportunity to build social capital in new ways by connecting individuals in cyberspace and by creating opportunities for two-way, symmetrical communication between citizens and government officials, including law enforcement. Internet communication cannot replace face-to-face interaction since a good portion of effective communication relies on non-verbal cues. Internet communication used in addition to face-to-face meetings may enhance the quality and amount of information sharing, especially if information can be conveyed to large groups of people quickly. An example would be an Internet-based neighborhood watch group where real-time crime information is provided via the Internet in a forum in which the recipients could interact with the police and other users instantly.

The vision that emerged during the development of this issue is one in which law enforcement uses the Internet to enhance partnerships with communities to address crime and other social issues, and to help build social capital in communities. There are significant challenges to this idea, including the need for strong trust by the participants in each other, in the police, and in the security of the information on the Internet. Law enforcement stakeholders may be reluctant to embrace the concept since it is divergent from more traditional forms of police work and because meaningful two-way communication requires a willingness to accept feedback and ideas. Providing Internet access to low-income residents and funding the necessary law enforcement and technology resources present a tremendous challenge in difficult fiscal times.

Recommendations

One approach that could mitigate some of these challenges is to design a pilot project for implementation in one neighborhood. This would create opportunities to test the new program and to adjust it according to user feedback without committing the substantial financial and personnel resources required for a larger scale program. It would also allow the necessary trust to be developed while demonstrating the potential of the project for other interested stakeholders. If the project were successful, additional funding, resources, and community buy-in would be easier to obtain.

In order to develop an Internet pilot project, the following initial steps are recommended:

- Develop a clear mission statement for the proposed Internet project that defines what the project will accomplish.

- Select the pilot neighborhood; ideally one that has some sort of organized neighborhood group, such as a neighborhood association or neighborhood watch group.
- Convene an initial meeting between the key stakeholders in the law enforcement agency, local government, and pilot neighborhood to discuss the project, present the mission statement, and obtain buy-in for the concept.
- Select a project team comprised of appropriate individuals from the law enforcement agency, affiliated city departments such as Information Systems and Finance, and the pilot community.
- Develop a strategic plan for the pilot project, including specific objectives such as the following:
 - Enhance in-person neighborhood meetings with discussions conducted via the Internet.
 - Secure funding to support expanded Internet services within the law enforcement agency.
 - Partner with corporate and/or community-based organizations to provide Internet access and secure communication platforms to the pilot community.
 - Partner with public and community organizations and groups to provide facilities where individuals who lack home computers can access the Internet.
 - Acquire appropriate technology to deliver law enforcement services and information online.

- Provide an Internet-based forum for community members to share information and ideas with the police and with each other.
- Disseminate timely crime-related information to community members via the Internet to enhance the traditional concept of neighborhood watch.
- Identify and develop private and community partners who could assist the project with funding, time, or other forms of support.
- Develop an implementation plan for the project.
- Communicate the progress of the project to all stakeholders on a frequent basis.

Conclusions

The Internet holds great potential for law enforcement agencies to enhance their relationships with communities by combining online, interactive communication with more traditional forms of interaction, such as face-to-face community meetings. The Internet offers significant communication advantages, such as real-time transmission of information and the ability to link many individuals simultaneously. Greater involvement by individuals in their community and with their local government can enhance the overall social capital in the community, which generally correlates to lower crime and better quality of life. The success of such communication, however, hinges on trust developed and maintained between the community members and their law enforcement agency.

By 2008, Internet technology will have advanced to a point where law enforcement agencies could create and implement Internet-based communication networks with their communities. These networks would allow the real-time exchange of information, ideas, and feedback, and would enhance the social capital of the community.

The answer to the question of how the Internet will be used for police/community relations by a mid-sized urban law enforcement agency by 2008 depends on how the agency chooses to use the technology. If the agency recognizes the potential of the Internet, identifies public relations and community building as priorities, and commits the necessary resources, the Internet will prove to be a valuable tool. It will facilitate open and honest two-way communication between residents and the police. It will provide forums to discuss neighborhood issues and exchange information about criminal activity. The Internet will supplement neighborhood meetings with frequent online communication, thus building social capital by providing opportunities for community involvement and commitment. The Internet should never replace personal contact between police officers and the people they serve. However, if used creatively, the Internet will enhance the relationship between the police and their community, and between community members themselves.

APPENDIX A

NOMINAL GROUP TECHNIQUE PANEL MEMBERS

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APPENDIX B

POTENTIAL TRENDS IDENTIFIED BY NGT PANEL

1. Technological capabilities of cell phones.
2. **Ability to access law enforcement services and information online.**
3. **Public perception of law enforcement.**
4. California high schools dropout rate.
5. Percentage of officers' time providing social services in California.
6. Number of laws passed in U.S. concerning the release of info over the Internet.
7. Public's expectation of law enforcement response time.
8. **The amount of law enforcement reports and documents created and stored electronically.**
9. Funding availability for additional officers.
10. Law enforcement electronic record keeping of personal weapons.
11. Number of community-oriented policing programs made available by local law enforcement agencies.
12. **Number of methods of dispersing info via the Internet.**
13. Level of intrusion of advertising in public and private places.
14. Number of conduct complaints filed against California law enforcement officers.
15. **Public's demand for real-time crime info via the Internet.**
16. **Percentage of population in California requiring non-English law enforcement services.**
17. Average age of individuals in California.
18. Average age of law enforcement officers in California.
19. Amount of law enforcement interagency information sharing in California.
20. Number of significant media events in the U.S. shared by the same people.
21. Amount of public facilities meeting space needed for law enforcement and community relations activities.
22. Number of law enforcement officers in California assigned to Web chat room duties.
23. **Number of people below poverty income level in California.**
24. Number of available voice activated devices.
25. **Number of different ethnic cultures in California.**
26. **Level of security of the Internet.**
27. **Tailoring of law enforcement services based on location.**
28. Number of people involved in online gaming on the Internet (Worldwide).
29. Availability of online judicial services in U.S.

Note: Bold indicates trend was selected by panel for analysis.

APPENDIX C

POTENTIAL EVENTS IDENTIFIED BY NGT PANEL

1. **Cyber terrorist attack on U.S. financial institution.**
2. **Hacker circulates false arrest warrants for U.S. citizens via Internet.**
3. **State of California passes law to provide Internet access devices for low-income individuals.**
4. U.S. goes to war with Saudi Arabia.
5. Federal Government eliminates funding for all technology education programs.
6. **Third world country terrorist attack on nation's power grid via Internet.**
7. **Hacker alters criminal and tax records nationwide.**
8. Coordinated car bomb attacks at religious schools nationwide.
9. **State of California passes law centralizing all publicly accessible law enforcement information services.**
10. **A foreign government-sponsored computer hacker compromises the Federal Total Information Awareness (TIA) computer system.**
11. Sony announces advanced video-conferencing capability via television.
12. LAPD shuts down Web page due to lack of "hits."
13. **Internet alert bulletin results in capture of wanted terrorist.**
14. State of California subsumes all law enforcement agencies, creating one State Police.
15. Supreme Court rules Total Information Awareness system is constitutional.

Note: Bold indicates event was selected by panel for analysis.

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