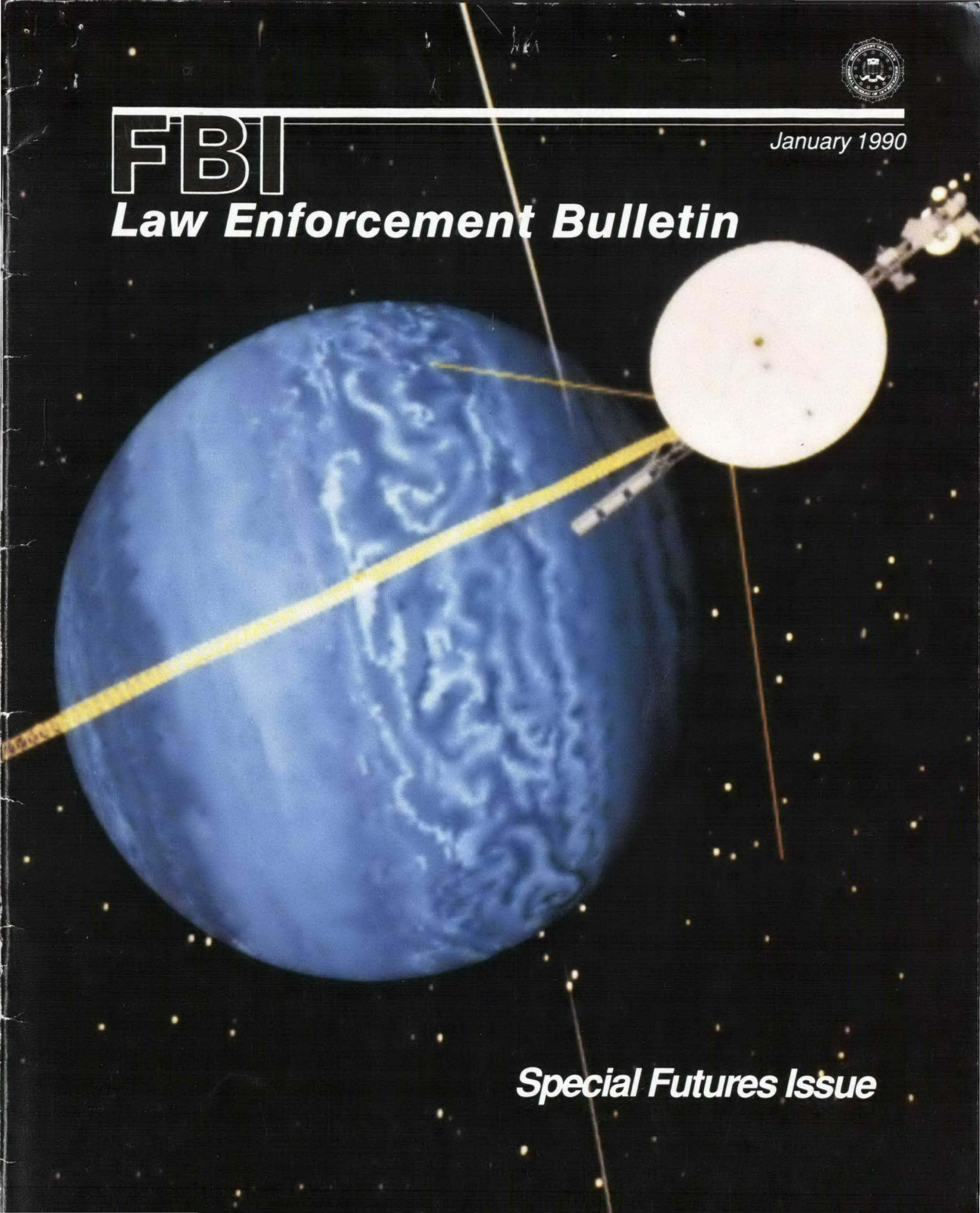

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Special Futures Issue

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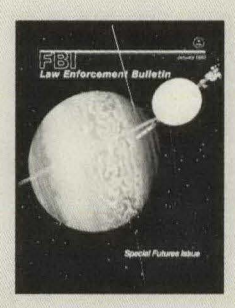

The Cover: *Voyager symbolizes one example of the advantages and absolute necessity of planning for the future. The Editor wishes to thank the FBI's Office of Planning, Evaluation and Audits and the Behavioral Science Instruction/Research Unit for helping to prepare this issue.*

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William S. Sessions, Director

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Director's Message

Facing the Future

I am delighted to have an opportunity to introduce this "futures" issue of the ***FBI Law Enforcement Bulletin***. What better way for the ***Bulletin*** and the FBI to start the decade of the 1990s than with an issue focused on the years ahead. There is every reason to believe that these coming years will be turbulent, yet exciting and challenging, for the law enforcement profession.

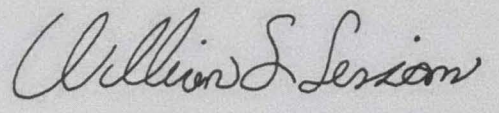
No one can fail to recognize the force of change in our society; within the past 50 years, the world has been nearly transformed by changes in technology, demographics, politics, and economics. Many of these factors, obviously, have major implications for law enforcement.

Law enforcement can only rise above reacting to change by resolutely adopting a long-term perspective. This, to me, is the meaning of this month's ***FBI Law Enforcement Bulletin*** cover. The pictures of Neptune provided by Voyager, the little robot that could, constitute one of the great scientific and organizational achievements of recent years. Voyager was launched in 1977; it took 12 years to reach Neptune; and it is expected to function well into the 21st century, providing information about the universe outside our solar system.

Like those scientists who looked ahead to space exploration decades ago, we in law enforcement today must also think ahead and prepare for the future. We need leaders with vision to successfully guide our organizations. We need leaders who will forge ties among themselves and their agencies. We need leaders who will keep a pulse on current events in order to predict future developments.

We in the FBI are excited about the challenges and the opportunities that the future will bring, and we are committed to meeting them by effective strategic planning today. Current programs and projects like DNA research, NCIC 2000, and artificial intelligence are examples of what can be reached by careful planning. However, much remains to be done to prepare us for the future.

I particularly want to extend our sincere appreciation to Alvin and Heidi Toffler, renowned futurists, for the provocative article they have written for this issue. I believe their insights will help us to better anticipate and to organize our thinking about the future.



William S. Sessions
Director

The Future of Law Enforcement

Dangerous and Different

By
ALVIN and HEIDI TOFFLER

Before we begin, a question. Does anyone reading this think the years ahead are likely to be tranquil?

If so, quit reading, or prepare to disagree. For what follows contradicts the complacent views of straight-line trend spotters and pollyanna politicians. It is based on the premise that we are moving into some of the most turbulent years in the history of this Nation.

If correct, we can expect this turbulence to put enormous new strains on our entire law enforcement and justice system. It will make law enforcement far more complex, dangerous, and different.

To understand why, it isn't necessary to replay familiar statistics on choked courts, overcrowded prisons, tight budgets, and all the other problems besetting the justice system today. Rather, the growing crisis in American law enforcement has to be seen in context. For it is only a small part of a much larger phenomenon.

America—A Nation of Change

The fact is that *almost all* the major systems on which our society depends—from the transportation system and the health system to the postal system and the education system—are in simultaneous crisis.

We are witnessing the massive breakdown of America as we knew it and the emergence of a strange, new 21st-century America whose basic institutional structures have yet to be formed. The 1990s will either see a further deterioration of

old systems and the social order that depends on them, or a serious effort to restructure America for the 21st century.

Either way, we are likely to put tremendous new pressures on people in their jobs, homes, and communities—with results that will show up in tomorrow's crime statistics. Failure to prepare in advance for the turbulent '90s could produce a grave breakdown in public security.

America-As-We-Knew-It—the one we grew up in, the one we still remember from 1950s television or from those ads showing pert young bobby soxers sipping Coca Cola at the soda fountain—was an industrial America. It was the place that built the best cars, shipped the most steel, turned out the longest production runs of consumer products, and fitted everyone (more or less) into a nuclear family. It was basically a blue-collar America. It was "Smokestack America."

This Smokestack America has since been battered by the most accelerated technological revolution in history. Computers, satellites, space travel, fiber optics, fax machines, robots, bar coding, electronic data interchange, and expert systems are only the most obvious manifestations. All this has been combined with globalization of the economy, rising competition, and many social and cultural changes as well.

The "New America" emerging from these upheavals has an economy increasingly based on knowledge. When many of our grandfathers came to this country, speaking a foreign language and knowing nothing of American culture, their intelligence didn't count for much in the job market. What employers mostly wanted was muscle. Millions at the bottom of the pile were able to find work because they had muscle. They actually entered into the economy *before* they entered into the culture.

Today this is becoming impossible. More and more jobs presuppose skills, training, and education. As "muscle work" disappears, fewer openings remain for those on the bottom rung. A young person must now enter into the mainstream culture *before* he or she can enter into the legitimate economy. And millions don't. The results are clear in our inner cities.

> **"...almost all *the major systems on which our society depends...are in simultaneous crisis.*"**

It is simple-minded to blame crime on poverty. There are plenty of societies in which poverty does *not* produce crime. But it is equally witless to assume that millions of poor, jobless young people—not part of the work-world culture and bursting with energy and anger—are going to stay off the streets and join knitting clubs.

Fully 25 years ago, some futurists began forecasting massive dislocations, calling for radical changes in education, and trying to warn the country. Futurist analysis and forward thinking on the part of U.S. Government agencies could have prevented at least some of today's problems. Unfortunately, these early warnings were ignored, and today's law enforcement agencies are desperately struggling to pick up the pieces.

Will the same thing happen in the '90s? Only worse?

The systemic crisis facing America will not just affect ghetto kids. The new complexity of everyday life (you need a manual to operate the simplest gadget) affects everyone, and the passing of Smokestack America has left millions of middle-class Americans stranded and disoriented. Expecting one kind of life, they find themselves plunged into another, frustrated and future-shocked.

Indeed, as early as 1970, we warned that the American nuclear family was about to be "fractured"—not because of permissiveness but because of radical changes in the work force, technology, communications, and economics. The subsequent collapse of the nuclear family and its replacement with a family system made up of many different models—two-career couples, childless couples, much-married couples, etc.—has had a massive impact on law enforcement.

One of its consequences has been a frightening increase in the number of singles and loners in society and a loosening of all social bonds. Forced to be highly mobile, torn away from their root communities and families, and lacking support systems, more and more individuals are being freed from the social constraints that kept them on the straight and narrow. These individuals are multiplying, and that fact alone suggests further social turbulence in the years ahead.

We all know that law enforcement is society's second line of defense. Crime, drug abuse, and sociopathic behavior generally are

first held in check by social disapproval—by family, neighbors, and co-workers. But in change-wracked America, people are less bonded to one another, so that social disapproval loses its power over them.

It is when social disapproval fails that law enforcement must take over. And until the "social glue" is restored to society, we can expect more, not less, violence in the streets, more white-collar crime, more rape and misery—and not just in the inner cities.

Impact of Technology

It is said that generals always try to fight their last war over again. This is what the French did in the 1930s when they built their immense and costly "Maginot Line." French generals, steeped in trench-warfare thinking, paid little attention to the weapons of the future—air power, highly mobile land forces, blitzkrieg tactics. As a result, their guns were pointed in the wrong direction, and the Nazis swept across France in a few weeks.

The question facing law enforcement professionals is the same one that faced the French military: Is law enforcement in America still fighting today's wars with yesterday's weapons?

The high-speed technological revolution alone—a revolution that has barely begun—will introduce new weapons and methods for police and criminals alike. Already experimentation with electronic monitoring of parolees had begun, and the FBI is exploring expert systems to help solve crimes.

Science fiction writers and some futurists talk about a future in which drugs and electronic brain stimulation can be used to control behavior 24 hours a day (an Orwellian prospect), or about undersea prisons and space prison colonies. In addition, breakthroughs in genetics, birth technologies, bizarre new materials, software, and a thousand other fields will shake up our economy yet again, dislocate additional millions, and provide new opportunities for creative criminals.

Many of these will raise the deepest of legal, political, and moral issues. Is the theft of a frozen embryo kidnapping, or mere burglary? What bio-monitoring technologies should be admitted as evidence? What new invasions of privacy will become technically possible? What are the consequences of such technologies for democracy and the unique American Bill of Rights? How must present criminal codes be changed to deal with previously unimaginable issues? Can the Constitution itself remain unchanged?

On the one hand, what makes America special is its profound commitment to individual freedom. On the other hand, when social disorder reaches intolerable levels, citizens begin to demand the most punitive, most intrusive, most anti-democratic measures.

Only by beginning now to analyze future technological and social changes systematically can law enforcement become anything more than a series of too-little, too-late crash programs. By thinking these matters through in advance—jointly with other agencies of government—law enforcement officials can begin to influence the social and political policies that would prevent, not merely suppress, crime.

Only by exploring long-range options can we begin to define the limits of governmental power and individual rights. Only by thinking ahead will our law enforcement system be able to protect *both* American society and its constitutional rights.

For law enforcement agencies and civil libertarians alike, dedicated to preserving not only order but also democracy, it is essential to step into the future now.

> ***"...law enforcement is society's second line of defense...when social disapproval fails...law enforcement must take over."***

Social Change

Futurism, or long-range thinking, is not only a matter of technology. Even more important is a grasp of social changes bearing down the freeway toward us.

With the collapse or restructure of the major systems in society, we must also expect higher levels of community conflict as power shifts dramatically away from old industries to new, from bureaucratic organizations to more-flexible ones, from the uneducated to the educated, and potentially, from law-abiding citizens to those who would

take advantage of widening cracks in the system. In short, law enforcement professionals starting out now face approximately 25 years of a society that is confused, rent with conflict, struggling to find a new place in the world, and bombarded by destabilizing technological changes and economic swings.

What Lies Ahead

No one knows the future. No crystal ball can provide firm answers. Forget straightline trend extrapolation and the people who peddle it. Trends are usually spotted when they are already half over. Trends top out or convert into something radically different if they continue long enough. They do not provide any explanation of *why* anything is happening. They typically do not reveal interrelations. More importantly, in periods of structural upheaval, trends are cancelled, reversed, turned upside down, and twisted into totally new patterns. That is the definition of an upheaval.

But the fact that no one can be sure of the future, and that simplistic trend projection doesn't work, shouldn't leave us helpless. First, there are many other techniques to help us model change. Second, "prediction" isn't what futurism is all about, in any case.

Futurists cannot hit the bull's eye all the time. But far more important than trying to forecast, they can help us to imagine more possible scenarios and alternative tomorrows. This widening of our imagination is crucial to survival in a period of accelerated, destabilizing change. It smartens our decisionmaking in the here and now.

To illustrate the point, 25 years ago, in an article in which we coined the term "future shock," we called for more attention to be focused on the future, more long-range thinking. Ten years ago, we sat in the home of a former Japanese prime minister and were lectured by two top Japanese industrialists, who warned that American industry would suffer badly in the competitive battles ahead if its managers continued to bury their heads in the present. Today, this theme has become common among American managers, and Uncle Sam, himself, is beginning to echo it.

> ***"Failure to prepare in advance for the turbulent '90s could produce a grave breakdown in public security."***

Specifically, Richard Darman, the President's Budget Director, has urged a shift in the national attitude toward the future. Attacking what he calls "now-nowism," Darman defined that disease as "our collective short-sightedness, our obsession with the here and now, our reluctance to adequately address the future."

Therefore, we believe that it is necessary for every arm of law enforcement, Federal, State, and local alike, to assign some of their best thinkers to the task of probing the future, and to plug their findings into decisionmaking at every level—including at the very top.

When agencies begin to focus on the future, some questions naturally arise. What should a community's law enforcement budget be? How should law enforcement personnel be trained? What skills will be needed? What new technologies will they face and need? What new forms of organization will have to be created? How should forces be deployed? What provisions should be made for continually updating missions?

Practical questions such as these can't be answered intelligently if an agency's total attention is consumed by the present—no matter how hard it is pressed—if, in other words, it too is guilty of "now-nowism."

A Final Thought

It is the proud function of law enforcement to help guarantee the survival of the same democratic system that imposes limits on its action. These very limits make *our* system of justice better than that of some banana republic characterized by death squads, terrorists, and narco-nabobs.

To guarantee democracy's future in the dangerous decades to come, all the agencies that form part of the American justice system need to rethink their assumptions about tomorrow and to pool their findings. They must not only know that they can never get it "right" but also realize that the very act of asking the right questions, or shaking people out of their mental lethargy, is essential to survival. **LEB**

Alvin and Heidi Toffler are the authors of such internationally renowned works as **Future Shock** *and* **The Third Wave.**

The Changing Face Of America

By
ROBERT C. TROJANOWICZ, Ph.D.
and
DAVID L. CARTER, Ph.D.

In the next century America's population will change considerably. According to demographers, in less than 100 years, we can expect white dominance of the United States to end, as the growing number of blacks, Hispanics, and Asians together become the new majority.[1] As we approach the 21st century, we already see white America growing grayer. In the past decade, there has been an estimated 23-percent increase in the number of Americans 65 and older.[2] In fact, more people of retirement age live in the United States now than there were people alive in this country during the Civil War. But while the average age of all Americans is now 32, the average age of blacks is 27; Hispanics 23.[3] By 2010 more than one-third of all American children will be black, Hispanic, or Asian.[4]

These dramatic changes in the overall make-up of American society have profound implications for law enforcement, particularly because many of the legal and illegal immigrants flooding into this country are of different races, ethnic groups, religions, and cultures. Many do not have even a rudimentary knowledge of the English language.

To understand fully what such immigration will mean for policing in the 21st century requires exploring some crucial questions. Who are these new immigrants? How many are there? Why do they come here? What new demands will they place on law enforcement in the future? How can the police prepare today to meet these changing needs?

The New Immigrants

For many of us, the word "immigrant" evokes two vivid im-

ages: 1) The wave after wave of Europeans flooding through Ellis Island, and 2) the metaphor of the ''melting pot.'' These two memories often converge in a romanticized view of the past as a time when those ''poor, hungry, huddled masses'' from other countries required only a generation or two for their offspring to become full-fledged Americans. However, a closer look shows that many immigrant groups found the path to full assimilation difficult. For many this meant struggling to find ways to blend in without losing their unique cultural identities.

Our past experience should also forewarn us that race constitutes the biggest barrier to full participation in the American dream. In particular, the black experience has been unique from the beginning because most African Americans did not come here seeking freedom or greater opportunity, but were brought to this country as slaves. And the lingering problem of racism still plays an undeniable role in preventing blacks from achieving full participation in the economic and social life of this country.

De facto segregation persists in keeping many minorities trapped in decaying crime- and drug-riddled, inner-city neighborhoods. Though blacks constitute only 12 percent of the total U.S. population, as a result of ''white flight,'' many of this country's major cities have minority majorities, while the suburbs that surround them remain virtually white.

The role of race as an obstacle to full assimilation and participation is of obvious concern since almost one-half of all legal immigrants over the past decade have been Asians—Chinese, Filipino, Indian, Korean, Vietnamese, and Kampucheans (Cambodians)—and slightly more than one-third have been from Latin America.[5] Though 9 of 10 Hispanics are counted as ''white,''[6] there is no doubt that they face discrimination because of their Hispanic ethnicity. At the same time, only 12 percent of the immigrants since 1980 have been Europeans, whose experience would be likely to mirror more closely those of their counterparts in the past.[7]

“According to demographers, in less than 100 years, we can expect white dominance of the United States to end....”

Because minorities are expected to continue to exhibit higher birth rates than whites, demographers expect minorities to constitute an even larger percentage of young people in this country in the near future. By 2020 a majority of children in New Mexico, California, Texas, New York, Florida, and Louisiana will be minorities—blacks, Asians, and Hispanics.[8]

White males have traditionally dominated our society, in power and wealth as well as sheer numbers. Over the past few decades, both minorities and women have made significant gains, particularly in the business world. Yet, both groups still earn significantly less than their white male counterparts, and they have yet to attain leadership roles in the public and private sectors equal to their respective numbers in society.

Certain questions naturally arise. In the future, will the power and wealth of white males erode as their numbers decline? Will minorities band together as a new coalition or splinter apart into competing special interests? How will mainstream attitudes change along the way? Are we embarking on a new era of tolerance and cooperation or a new era of hostility, in which various groups will battle each other for status, dollars, and power?

The Numbers

When we look at the number of legal immigrants arriving each year, their overall numbers appear deceptively small compared to the more than 255 million people who already live here. In fiscal year 1988, a total of 643,000 newcomers arrived,[9] but their potential impact becomes clearer if we remember that would mean roughly 6.5 million new residents in just the next decade, even if immigration rates did not rise. And the picture becomes clearer still when we consider that many immigrants often cluster in specific areas, which makes their combined impact on certain communities far greater than if they were dispersed evenly nationwide.

Shortly after the turn of the 21st century, Asians are expected to reach 10 million.[10] Today's 18 million Hispanics may well double by then.[11] Included in such totals, of course, are the illegal immigrants who find their way into America each year. While the actual numbers

are unknown, the 1987 law that granted amnesty to those undocumented aliens and agricultural workers who qualified allowed roughly 3 million to stay.[12]

Another indicator is that the Border Patrol now apprehends roughly 900,000 people who try to enter illegally each year, down 800,000 from 1986, the year before the employer sanctions of the new Federal immigration legislation went into effect.[13] Again, we most often think first of undocumented aliens as being Mexican nationals and other Latin Americans who penetrate our southern borders; but these figures also include substantial numbers of people from the Pacific Rim and the Caribbean, as well as the Irish, Canadians, and Western Europeans who often come in as tourists and then decide to stay.

Why They Come

Current U.S. immigration policy gives highest priority to reuniting families. Among the 265,000 legal immigrants in 1988 subject to limitations (quotas based on country of birth), almost 200,000 were admitted on the basis of "relative preference," that is, they were related to a permanent resident or citizen of the United States.[14] Immediate relatives (spouses, parents, and children) of U.S. citizens are exempt from restrictions, and in 1988, they constituted approximately 219,000 of the 379,000 in the exempt category.[15]

The next largest category of legal immigrants admitted is refugees and those seeking asylum, roughly 111,000 in 1988.[16] To qualify under these provisions, applicants must persuade the Immigration and Naturalization Service (INS) that they are fleeing persecution at home, not that they are simply escaping poverty. An article in the *Wall Street Journal* alleged that the INS routinely rejects applicants from Haiti and El Salvador and that it is also difficult for Nicaraguans, Ethiopians, Afghanis, and Czechs to qualify.[17]

The fourth largest category of legal immigrants includes those given preference on the basis of their education and occupation, less than 54,000 in 1988—only 4 percent of that year's total.[18] Morton Kondracke in an article in *The New Republic* notes, "...this tiny number provided 52 percent of the mathematicians and computer scientists who came in and 38 percent of the college teachers."[19]

Chances are, however, that the immigration policy will not change dramatically in the near future, though efforts will be made to allow more people with preferred job skills to immigrate. The question is whether they should be admitted in addition to or instead of those scheduled to be reunited with their families. This also has racial implications, because shifting from family to occupational considerations would mean a shift from Asians and Latin Americans toward more Europeans.

> ***"The temptation to generalize from the few to the many is a particularly critical problem for the police...."***

The Law Enforcement Challenge

All of these issues have obvious implications for law enforcement, but perhaps the first challenge is to remember that generalities tend to be false. Each immigrant, whether legal or illegal, arrives not only as part of a larger group but also as an individual with unique gifts—and faults.

Particularly where newcomers cluster together in poor neighborhoods with high crime rates, the police, perhaps even more so than the population at large, must guard against stereotyping. Some newcomers may be too timid to interact widely in their new communities; yet, they may contact the police. The police, therefore, have a tremendous responsibility because those first impressions matter, not just in terms of how new arrivals will see the police but how they view the entire society.

Imagine how much Asians and Latin Americans have to learn, especially if they are not proficient in English. Who will assure them that the public police do not use torture or keep files on their activities? Will they understand the difference between the public police and private police? Will they really believe we have no secret police? Many of today's new arrivals come from places where the police are feared, not respected, and the last thing they would be likely to do is ask an officer for help or share any information. We have had our whole lives to understand the written and unwritten rules of this society, with all their nuances. It is unreasonable to expect immigrants to absorb these cultural characteristics in even a few years.

Police officers so often see people at their worst, not their best. And because police officers focus so much attention on crime, there is always the danger that they will have a distorted view of who the ''bad guys'' are and how many there are of them. This temptation to generalize from a few to the many is a particularly critical problem for the police in the case of immigrants.

A small fraction of the immigrants coming in will be career criminals, eager to ply their trades here. The police have had to battle Asian drug gangs and Jamaican posses, as well as the alleged hardened criminals that entered this country as part of the Mariel Boat Lift.

Moreover, there will always be the larger group that turns to crime when faced with economic hardship. Police departments must take steps to ensure that officers remain sensitive to the reality that the majority of the newcomers are law-abiding people, eager to build a new life.

Because police departments are a microcosm of a larger society, it would be naive to assume that everyone who wears the uniform is free of bias. In addition, the statistics verify that there is a link between race and crime, but the mistake lies in seeing this as cause and effect.

Studies show that blacks are arrested for violent crimes at rates four times higher than their overall numbers would justify; Hispanics at rates two and a half times what they should be, even though they are often poorer than blacks.[20] But we have only to look at the rates of violent crimes in the black-run nations of Africa, which are nowhere near as high as they are here, to see that our problems are not caused by their genes but by our culture. Perhaps the increasing minority numbers will help make this society more color blind.

Unfortunately, many of these new immigrants will become victims, particularly of violent crimes that disproportionately afflict minorities. Ignorance of our laws and customs can make them easy targets for all kinds of predators. Fear of the police will also work against them. And if they cannot speak the language, at least not well, it may be difficult for them to share information.

> ***"The primary challenge for law enforcement will be to find ways to meet their needs with special concern for their racial, ethnic, cultural, and religious diversity...."***

Toward A Solution: Community Policing

As even this cursory analysis shows, immigrants face all the problems, and more, that everyone in this culture faces. The primary challenge for law enforcement will be to find ways to meet their needs with special concern for their racial, ethnic, cultural, and religious diversity--and their specific vulnerabilities.

A community policing approach offers law enforcement officers unique flexibility in tailoring their response to meet local needs in ways that promote sensitivity and respect for minority concerns. This new philosophy and organizational strategy proposes that only by decentralizing and personalizing police service will law enforcement be able to meet the needs of an increasing diverse society.

Community policing rests on the belief that no technology can surpass what creative human beings can achieve together. It says that police departments must deploy their most innovative, self-disciplined, and self-motivated officers directly into the community as outreach specialists and community problem-solvers. Only by freeing these new community policing officers (CPOs) from the isolation of their patrol cars, so they can interact with people face-to-face in the same areas every day, can departments develop the rapport and trust necessary to encourage people to become active in the process of policing themselves.

In addition to serving as full-fledged law enforcement officers, CPOs would work to reduce fear of crime and the physical and social disorder and neighborhood decay that act as magnets for a host of social ills, including crime and drugs. They also can serve as the community's ombudsmen to city hall, to ensure prompt delivery of vital government services, and as the community's link to the public and private agencies that can help.

Particularly in the case of immigrants, community policing allows the department an opportunity for mutual input and enrichment. CPOs can help educate immigrants about our laws and customs and how to cope with our culture. Equally important, this grass-roots, two-way information flow allows immigrants the opportunity to teach the department how to take their particular concerns into account, with dignity and respect for their cultural identities.

Such a changing society also will demand that the police remain sensitized to the issue of how to serve people who exhibit racial, ethnic, religious, and cultural diversity. This is a two-fold concern. First, it implies that departments must establish and enforce guidelines to ensure existing officers discharge their duties with care and concern. Second, it means that departments must recruit candidates who are the best capable to handle the increasing challenge posed by the future.

> ***"The successful assimilation of new immigrant groups...will depend on changing attitudes in mainstream society."***

The Right People for the Job

One of the more difficult problems that police departments will continue to face is how to develop the capacity to speak to new immigrants in their native tongues. It is often easier in theory than in practice to recruit qualified bilingual candidates from immigrant populations, especially since many come from countries where police work may not be a respectable career.

This issue raises more questions than answers. How many officers should be bilingual? How proficient must they be? Should foreign language be a requirement for college degrees in criminal justice? What will it cost police departments to meet this need? Is this an opportunity to use civilian volunteers? Can a department develop the capacity to speak to all in their native tongues?

To recruit officers from minority populations is a logical response to this challenge. However, a study by the Center for Applied Urban Research on the Employment of Black and Hispanic Officers shows recent efforts aimed at minority recruiting have produced uneven results. Almost one-half of the big city police departments made significant progress in hiring black officers; yet, 17 percent reported a decline. Forty-two percent of the departments made gains in hiring Hispanics, but almost 11 percent reported a decline.[21] Part of the reason related to whether the departments pursued affirmative action plans, but there are also concerns that some minorities leave because of better career opportunities elsewhere, often because policing is perceived as falling short in providing meaningful career development. Overall, however, a 1989 study by the Police Executive Research Forum (PERF) found that in cities with a population of 50,000 or more, the number of black and Hispanic police officers was generally proportionate to the population.[22]

The PERF study also indicated that college-educated officers exhibit the greatest sensitivity to the diversity that will increasingly become the hallmark of this society. The study also verified that the officers with at least some college education are not only increasing in numbers in the rank and file but also in police management as well.[23] But again, retaining these officers can be difficult. Therefore, research supporting the widespread perception that community policing not only makes officers feel safer but also that it provides job enlargement and job enrichment, indicating that community policing may be a potent new way to keep the best people for the challenges that lie ahead.[24]

Police Policy Toward Illegal Immigrants

The obvious obstacle in building trust between the police department and immigrants who are here illegally stems from their fears that the police will inform INS officials about their status. One chief of police in a border city wrestled with this issue and decided that the police must serve the needs of *all* members of the community. The department's policy is that it will not inform INS about undocumented residents except, of course, in cases where the police arrest someone for a crime.

The chief based his decision on the argument that it is the job of the INS, not the police, to track down and deport illegals. He also

believes that this policy has helped his department gain the trust of the entire community, so that people in the community are now far more willing to share the information that the police need to do their best job. This is a decision that more chiefs will face in the future, and they must weigh the best interests of the department and the community within the dictates of their individual consciences.

Serving the Entire Community

The successful assimilation of new immigrant groups, particularly those of different races, will depend on changing attitudes in mainstream society. This is of particular concern, because current trends portend a society in which the youngest members will increasingly consist of minority youths, while the ranks of the elderly will remain far whiter.

These trends also show that younger workers, many of whom will be minorities in lower-paying service jobs, increasingly will be asked to pay for the needs of primarily white retirees, whose health care costs alone may prove staggering.

Adding to these generational tensions is the incendiary issue of crime, with its overlay of age and race considerations. The bulk of the crimes committed in this society are perpetrated by the young, at rates far beyond what other industrialized Western nations endure. Though the elderly exhibit lower-than-average rates of actual victimization, they rank among the groups with the greatest fear of crime. In some neighborhoods, we see the elderly becoming virtual prisoners of fear. Indeed, this self-imposed imprisonment which reduces their exposure to the threat explains in part why they are not victimized more often.

Because crime and youth are so strongly linked, perhaps our aging society foretells a steep decline in our overall rates of crime. Crime rates have already begun to fall as the bulge of the "baby boomers" continue to grow out of their most crime-prone years, but not as much as had been anticipated.

Various factors raise concern that we may not soon see a dramatic drop in crime—the growing gap between rich and poor, drugs, teenage pregnancy, illiteracy, high unemployment among minority youths, the continued proliferation of guns, and alarming rates of child abuse and neglect. Even if we are fortunate enough to see a substantially safer future during our lifetime, we can also expect that people will begin to demand more. For example, the police will be asked to pay more attention to other wants and needs that are now often ignored or given short shrift because of the current crisis posed by serious crime.

> ***"...perhaps our aging society foretells a steep decline in our overall rates of crime."***

Conclusion

Community policing offers an important new tool to help heal the wounds caused by crime, fear of crime, and disorder. In one community that might mean a community police officer recruiting elderly volunteers from a senior center to help immigrant youths become more fluent in English. This offers the hope that those retirees will overcome their fears, while at the same time enhancing a young person's opportunity to perform well in school and on the job.

In a different neighborhood, the challenge could be for the CPO to encourage blacks, Hispanics, and Asians to cooperate together in persuading area businesses to help provide recreational activities for juveniles. The possibilities are bounded only by the imagination and enthusiasm of the officers and the people they are sworn to serve, if the police are given the resources, time, and opportunity to work with people where they live and work.

It would be naive to suggest that community policing is a panacea that can heal all the wounds in any community. But it has demonstrated its ability to make people feel safer and improve the overall quality of community life. Today's challenge is to find new ways for law enforcement to contribute to make the United States a place where all people have an equal chance to secure a piece of the American dream for themselves and their children. Therefore, the urgent message is that we must begin preparing now, so that we can do even more toward that worthy goal in the ever-changing future. **LEB**

Footnotes

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Focus on Identification

In the future, as current developments and trends indicate, fingerprint identification and related criminal history record services will play a much wider role in law enforcement than ever before. This wider role, along with nearly instantaneous availability, will greatly enhance police effectiveness.

This expanded use of fingerprint identification and related criminal history record services is only one of three major trends. Substantially increased integration of identification and related systems will take place, increasing the speed and effectiveness of identification services. Also, the current trend toward decentralization of identification services will accelerate. However, the most noticeable impact of identification services on the future of policing will be their greatly increased use.

All of these trends are driven by technological developments. Use of automated fingerprint searching is spreading rapidly. Currently available on-line access is starting to make mailing of criminal history records the rare exception. Digital technology for automated fingerprint image capture, storage, retrieval, and transmission will enable remote positive identification from any part of the country within minutes and even seconds. And, live-scan creation of electronic fingerprint images (direct scanning of fingers without inking), in conjunction with other automation, will make processing fingerprints totally paperless.

The integration of Automated Fingerprint Identification Systems (AFIS) and related information systems will provide speed and completeness of service never before known. Data-oriented integration, not the hardware and software integration that was once in vogue, will provide greatly increased flexibility in the degree of processing decentralization.

Interfacing various manufacturers' dissimilar AFISs is another major step forward. This will be supplemented by more extensive interfacing of criminal history systems with AFISs for faster and more efficient fingerprint card processing and with court information systems for more complete and timely disposition of information.

The trend of decentralization of identification services will continue at an accelerated pace, before slowing and reversing due to economic pressures. This is merely the cyclic nature of centralization-decentralization following its natural course. The most visible manifestation will be the decentralization of national adult arrest record files. However, the eventual reversal of the trend will feature more centralization of juvenile records because of increased demand. As decentralization runs its course, some inefficiencies of excessive decentralization will occur, leading to the reversal of the trend.

(Continued on page 32)

The Future of Policing

By
WILLIAM L. TAFOYA, Ph.D.

In August 1982, law enforcement executives gathered in the FBI Academy auditorium to hear Alvin Toffler speak. In his speech, Toffler suggested that because change was taking place so rapidly, tremendous social pressures were occurring and will continue to ferment and explode unless opportunities were created to relieve those pressures.[1]

According to Toffler, law enforcement, like society, has two possible courses of action. The first is to cling to the status quo; the second, to facilitate social change.[2] For law enforcement officers, this means not only protecting civil rights but also ensuring that all lawful means of dissent and petitioning of government concerning grievances are permitted and protected.[3] This will help secure the ideals of democracy and facilitate an orderly transition into what Toffler has referred to as a "third wave" society.[4]

In support of these ideals, this article addresses major societal change from an historical perspective, ongoing social norm and value shifts, periods of reform in policing, the research that addresses the phenomenon of resistance to organizational change, and the implications for law enforcement of maintaining the status quo.

Historical Perspective

Historically, the role of law enforcement has been to maintain the status quo. However, this does not mean that this is what "should be" in the future. Reliance on current practices will not prepare law

enforcement for the future. Therefore, to be able to deal with change, law enforcement must understand the process of change.

Toffler's comments offer a challenge to law enforcement and suggest that unless the police are viewed by the public as amicable, they will be perceived as adversaries. They must be viewed as integral to the neighborhood and as indispensable members of the community, not as an army of occupation.

> ***"...law enforcement must anticipate tomorrow in an imaginative, analytical, and prescriptive manner."***

One need only reflect back two decades to be reminded of how destructive civil unrest and social injustice can be. Law enforcement has made important and laudatory strides to heal those wounds, but there is more to be done. Law enforcement administrators must not allow themselves to be content with past achievements. If law enforcement stops to congratulate itself for the progress it has made thus far, it could drift backwards.

In addition, isolated and sometimes tragic events tend to dramatize and exaggerate the excitement of policing. For some police officers, the service function is something begrudgingly tolerated while waiting for the hot pursuit and in-progress calls. In fact, many police officers believe that the service function should not be part of their responsibilities. This belief is compounded by the lack of a concerted effort on the part of police administrators to give the service function a positive image. Therefore, systematically shifting public perception, and the self-image of the police themselves from "crime fighter" to "social engineer," seems appropriate.[5]

If law enforcement administrators do not plan properly today, they may be forced to reassess the way their agencies carry out their responsibilities tomorrow. For example, California's 1978 Proposition Thirteen triggered a decade of so-called "cutback management" for law enforcement and other agencies nationwide. Such reappraisals are likely to come about as a result of the kind of initiatives Toffler has called "anticipatory democracy."[6]

Economizing measures, referenda, and trends, such as social norm and value shifts, accreditation, education and training, and consolidation,[7] will bear close scrutiny from now through the turn of the century. If changes in these areas continue at their present rate and direction, they are likely to lead to major, unanticipated changes in both the role and organizational structure of policing. Perhaps the most important, most subtle, and most likely to be overlooked by police administrators is the shift in social norms and values.

Changes in Society

In his 1970 classic, *Future Shock*, Alvin Toffler discussed the world's major social norm and value shifts.[8] In 1980, he followed up with *The Third Wave*, in which he expanded his views and drew an analogy between the waves of the ocean and the three major changes of society: The Agricultural Revolution, the Industrial Revolution, and the Technological Revolution.[9]

According to Toffler, the first wave, the Agricultural Revolution, swept aside 45,000 years of cave dwelling about 8,000 B.C., and mankind shifted from a nomadic existence based on hunting and gathering to domesticating animals, farming, and settling on the land.

The second wave, the Industrial Revolution, began about 1760, and mankind moved from the field to the foundry. The transition from plough to punch-press was filled with consternation. In fact, from 1811 to 1816, bands of workmen, called Luddites, destroyed machinery because they believed their jobs were at risk from the technology of the day. Machine power, they feared, would replace manpower. With the exception of a few Third World countries, the Industrial Revolution provided the economic base for second wave society.

About 1955, the Technological Revolution began, signifying the third wave. Since that time, the American work force has shifted from blue collar to white collar. In barely three decades, a parade of high technology has marched into the home.

The driving force for this shift is information; the economic base for third wave societies is the quest for knowledge. The ubiquitous microcomputer, ushered in just over a decade ago, has turned Western society inside out. In the wake of

this micro millennium, a new "disease" has been discovered, cyberphobia—fear of computers. Computer phobes today express remarkably similar views about computers as 19th-century Luddites expressed about mechanical devices.

Changes in Law Enforcement

A rough correspondence to Toffler's wave analogy can be drawn with respect to the historical changes in law enforcement. Passage of the Metropolitan Police Act of 1829 in England marked the beginning of the "first wave" of major law enforcement reform. Robert Peel and Charles Rowan were two visionaries who brought order and the military model to policing.

A century later, in the 1930s, August Vollmer and O.W. Wilson, two American police pioneers, advanced the goal of "professionalizing" law enforcement. Their efforts ushered in the "second wave" of major law enforcement reform. Standardization, specialization, synchronization, concentration, maximization, and centralization dominated law enforcement during this era. Toffler's "Breaking the Code," in *The Third Wave*, for example, is almost a mirror image of the history of modern police administration.[10]

The civil unrest of the mid-1960s through the mid-1970s was the impetus for the advocacy of the "third wave" of major law enforcement reform. Change agents, such as Patrick V. Murphy and Quinn Tamm, began to question the value of the bureaucracy and the military model of policing.

Substantial improvements in law enforcement have taken place since the mid-1960s,[11] but most efforts to change have fallen short of their intended goals or have failed all together.[12] In fact, law enforcement, being characteristically highly resistant to change and intolerant of organizational dissent, has been about as flexible as granite.[13]

Organizational Change

There is a vast body of literature in organizational behavior,[14] management,[15] and innovation[16] that addresses the issue of resistance to change and reasons why so many organizations are so unyielding.[17] In general, an inverse relationship exists in bureaucracies between organizational size and receptivity to change. The bigger the organization, the more rigidity and less affinity toward innovation there is.[18]

> ***"When 'experience' becomes dogma, it can be not only misleading but also dangerous as well."***

As illogical as it may sound, in law enforcement, it also appears to be the case that the smaller the agency, the more resistance there is to change. Even though positive, meaningful innovation is taking place, many police administrators are unwilling to "rock the boat."[19]

However, a 1983 study revealed that a surprising number of police officers have begun to voice strong objections to the rigid organizational structure and autocratic management styles that typify so much of law enforcement.[20] In effect, the study concluded that "the traditional managerial methods are not serving to motivate officers."[21] One reason for this phenomenon may be traced to a decline of unquestioned obedience to authority.[22] Until about 15 years ago, most police recruits were men who had served in the Armed Forces. These men were accustomed to unquestioned response to command. Today, however, few of the young men and women entering law enforcement have such experience. They often ask questions that are unsettling to traditionalist managers, who often believe that people need to be, coerced, controlled, and threatened.[23]

In a more recent study, a panel of law enforcement management experts discussed the future of law enforcement.[24] One of the issues examined was leadership styles and the phenomenon of resistance to change. One panelist, a law enforcement executive, stated, "The general perception is that things have worked well as they are and that there is no need to change." Another panelist, who is a criminal justice scholar, admitted that "police executives are not risk takers and police departments are getting more, not less, defensive."[25]

Today, there is ample evidence to indicate that insofar as dealing with people is concerned, the good ole days may best serve as memories, not models for future personnel practices. Between now and the turn of the century, law enforcement administrators will continue to be reminded that the organizational and managerial

methods of the past—even though enlightened for their time—may no longer work. In the future, the number of disciplinary cases and the use of annual and sick leave will increase steadily under traditionalist managers. Unfortunately, many police administrators will be oblivious to these signs or will staunchly defend current personnel practices. However, the astute administrator will recognize these indicators for what they represent and will adjust accordingly.

Implications

What do such findings imply for law enforcement? For administrators, what one does not want to hear may be precisely what one needs to know.[26] For operational officers, some may feel trapped and unable to leave; they will become cynics.[27] Others will leave to join less bureaucratic and militaristic organizations. The fact that many college graduates leave law enforcement early because of autocratic management was recognized over two decades ago.[28] But, the departure of personnel who rebel against authoritarianism will likely not be an exodus of college-educated personnel in terms of numbers, but of talent.

The discontinuity of social norms and values, which began more than two decades ago,[29] is still evident today.[30] And, the trend will continue over the next 20 years and beyond. As a result, an effort has been made to highlight some issues viewed as central to our ability to police such a changing society. It is vital that law enforcement administrators understand that:

- Powerful dynamics are transfiguring virtually every facet of American society
- The forces that are recasting social institutions will also alter law enforcement organizations
- As society's values change, so will those of law enforcement personnel
- To deal effectively with diversity, the process of change must be understood
- The role and goals of policing must be clearly and concisely articulated.

If the professionalization of law enforcement is truly desirable, the fact that "the reform movements may have succeeded to some extent in creating the appearance without the substance of fundamental reform" must be faced.[31] Only by "puncturing the myths and slaughtering the sacred cows"[32] will we advance the substance of policing. This has not always been easy for law enforcement.

> ***"...to be able to deal with change, law enforcement must understand the process of change."***

However, while the methodological rigor of past research continues to be debated, the Kansas City Preventive Patrol Experiment[33] represents a giant leap forward for police professionalism and has demonstrated that it is "o.k." to question dogma.[34] However, problem-oriented policing[35] and the Minneapolis domestic violence study,[36] for example, have been received with more reticence.

Law enforcement is capable of substantive change, but this requires an objective examination of policy and a willingness to adjust and adapt.[37] Unexamined are a number of visionary ideas that may have been ahead of their time. One such untested proposal that evidences a great deal of merit is John Angell's democratic model of policing, which calls for greater organizational and decisionmaking decentralization.[38] He argues, for example, that rigid discipline and authoritarianism fosters, rather than discourages, corruption.[39]

Conclusion

Regardless of what lies ahead, law enforcement must anticipate tomorrow in an imaginative, analytical, and prescriptive manner. This means that law enforcement administrators must not be seduced by the tried and true tenets of the past. When "experience" becomes dogma, it can be not only misleading but also dangerous as well. Administrators should reflect on what has passed, not be driven by it. Law enforcement administrators of today—if they are to shape the course of tomorrow—must look ahead.

For 45,000 years, mankind huddled in the darkness of caves, afraid to take that first step into the

light of day. Will history record each law enforcement agency's contribution as Luddite or luminary? Bold leadership is essential today—to prepare for the "fourth wave" of law enforcement reform.

LEB

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Public Law Enforcement/Private Security

A New Partnership?

By
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As the industrialized nations of the modern world move deeper into a cultural/technological metamorphosis that has come to be known as "the information society," institutions are being inevitably and significantly affected by the transformation. Nowhere is this more evident than in the field of law enforcement.

Since the late 1960s, American law enforcement has passed through major changes that are not only healthy but also irreversible. Changes over the past two decades, besides leading to dramatically higher salaries and benefits for law enforcement personnel, have produced law enforcement agency accreditation standards, the use of highly sophisticated technology, and probably most important of all, an air of professionalism. This professionalism is especially visible in the area of policy setting.

Gone is the stereotype that police are the guarantors of the socioeconomic status quo. Today, the police are recognized as being artful practitioners on the leading edge of major social issues. As such, police are in the front-line delivery of public services associated with the mentally ill, the homeless, abused children, battered spouses, and victims of racial and religious intolerance.

Evolving Issues

Through this law enforcement metamorphosis, it is important to remember a basic premise of organizational ecology: Organizations are dependent upon and affected by changes and evolutions in other organizations in their immediate environment or sphere of influence. This is the case with law enforcement where private security has emerged as a major player in the safeguarding of Americans and their property.

In the area of resources alone, the growth of private security has expanded from what was estimated in 1969 as less than 300,000 employees in an industry whose national product in the United States was calculated at $2.5 million[1] to an industry which has grown to an estimated $18 billion employing close to 2 million people. This is twice the size of public law enforcement. Moreover, according to a 1984 survey of the National Institute of Justice, public law enforcement resources have remained relatively flat, with a significant percentage of law enforcement agencies showing an effective decline in personnel, despite growth rates in population and crime.[2]

A number of complex and evolving related trends may be contributing factors in the explanation for the phenomenal growth of private security at a time when public law enforcement growth has stagnated. Such trends as taxpayer revolts, automation, transferral of functions, stagnant economic growth, terrorism, inner-city problems, financing of local services, and immigration/emigration readily come to mind. Regardless of the possible reasons, the fact remains that private security will continue to have an impact upon and implications for society, in general, and public law enforcement, in particular.

Ironically, the emergence of the private security industry that now numerically and financially far exceeds its public counterpart occurred without much influence from or interaction with public police. In fact, until recently, there was a mixture of disdain and concern that the emergence of private security was threatening the professionalism of policing. Many officials complained that the absence of adequate private security standards was allowing the proponents of private security to confuse the citizenry that "rent-a-cops" were a better bargain than protective services provided through public law enforcement.

Police have traditionally viewed private security employees as inadequately trained and ill-paid individuals who could not find other work but were nevertheless allowed to carry a gun. Furthermore, because these individuals looked and acted like police, there was alarm that the private security industry might even usurp important aspects of public law enforcement and erode key citizen contacts that bond police officer and citizen in a common alliance. Those fears have not been realized; however, this unfortunately widespread view, early on, did much to stifle potentially mutual and beneficial relationships between law enforcement and private security.

> ***"...private security has emerged as a major player in the safeguarding of Americans and their property."***

While the 1960s were characterized as a period of indifference toward private security, and the 1970s as one of changing perceptions and some mistrust of the industry, the 1980s and 1990s will most likely be regarded as the era of collaboration and joint ventures between public law enforcement and private security. This is necessitated by the fact that individual and corporate citizens who are policed by public law enforcement are also increasingly becoming the clients of private security.

Scope of Private Security Duties

As pointed out in the 1984 results of a 30-month descriptive and exploratory research project of the private security industry, the scope of private security is constantly changing and goes far beyond the more traditional areas of "turf" of local law enforcement agencies.[3] Proprietary or corporate security encompasses such sophisticated and diverse concerns as assets protection, loss prevention, countermeasures for industrial espionage, drug testing in the work environment, extortion, product tampering, dignitary and facility protection, and communications security, to name a few examples.

Contract or private security companies also provide guard and patrol services to business, industry and residential areas; develop, sell, lease, and monitor simple to sophisticated communications and alarms systems; provide investigative, intelligence, and bodyguard equipment and services—among other services. Additionally, a significant amount of the investigations involving credit card theft and fraud, check cases, shoplifting, embezzlement, employee theft, computer hacking, and other criminal enterprises are carried out by private security. This "de-policing" trend has necessitated new efforts in cooperation between public and private entities,

as well as the growth of new respect and understanding on the part of both.

Cooperative Efforts

Evidence of this collaboration and cooperation between public law enforcement and private security is increasingly evident. On two occasions, public law enforcement/private security "summits" have been held in the northwestern United States, where the Boards of the American Society for Industrial Security (ASIS), the State Associations of Chiefs of Police (SACOP), the National Institute of Justice (NIJ), and heads of Federal, State, and local agencies met on a common agenda with legislators, academics, and other key players. Moreover, joint committees have been formed by IACP and ASIS to address common law enforcement protocols and guidelines. In many of these endeavors, leadership and coordination have been offered through the Federal Bureau of Investigation because these law enforcement and corporate concerns are both national and international in scope.

Another cooperative effort is occurring in Washington State where an organization constituted of law enforcement and corporate executives, including key executives from both proprietary and contract security organizations, has been successful in a number of joint endeavors. The organization known as the Washington Law Enforcement Executive Forum is alternately chaired by executives from public law enforcement and private security. It has successfully introduced and fostered enactment of key legislation; established its own strategic planning annex, ethical protocols, and executive strategies projects; and has been generally a model for successful public-private sector efforts. Similar organizations modeled after this organization have been started in other States.

Through efforts such as these, the stereotype of private security guards as underpaid, poorly educated, and untrained is joining that same, but outmoded, stereotype of police in the dust bin of history. Hopefully, both will be replaced by the vision of a growing partnership between police professionals and private security specialists in a highly technical and changing environment where the collaborative effort of both benefit the common good.

> ***"...private security will continue to have an impact upon and implications for society...and public law enforcement...."***

A Changing Outlook

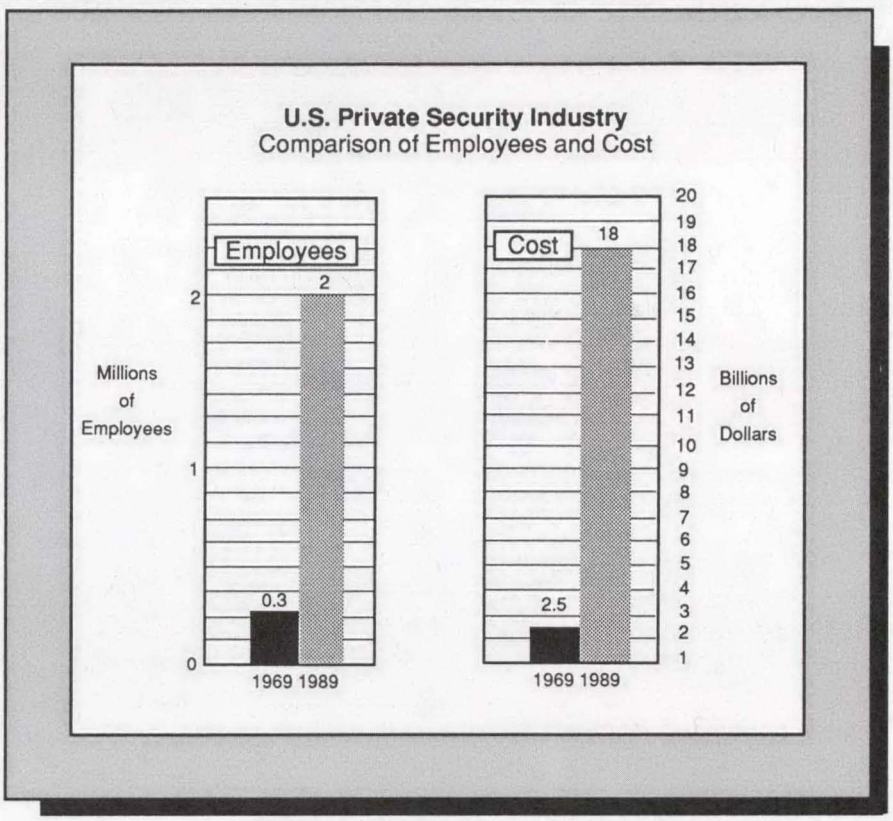
The progression toward a rapprochement between public law enforcement and private security will require work, trust, compromise, and resource investment of both parties before true partnerships materialize. Several areas involving thorny and fundamental value issues remain to be discussed and, hopefully, resolved. Paramount among these is whether the growth and expanding influence of private security constitute the emergence of a "shadow" criminal justice system. In other words, will the profit motive and loyalty to a company replace public service and accountability to a system of basic principles of law and fairness?

Several studies have reported that the dynamics of the burgeoning private security system and how it interacts with and disposes of criminal activity have never been systematically explored or documented.[4] In fact, as Albert J. Reiss, Jr., of Yale University pointed out:

> "The large majority of private security agencies do not have full legal power of arrest, yet they exercise enormous discretion over criminal matters that occur on private property. Despite this, almost nothing is known from systematic inquiry about how these private police exercise discretion over criminal matters."[5]

As an illustration, employee theft prosecuted in public court might result in a conviction and concomitant sanctions. But handled in a corporate venue, the theft might warrant dismissal and debarment from future employment within that industry, all without benefit of the extensive due process safeguards of the criminal justice system. In other instances, it might serve the corporate image of the "damaged" institution to allow quiet resignation and nonreporting of a crime, or conversely, criminal prosecution if this option is believed to be in the best business interests of the company.

It remains to be seen how arbitrary decisions such as these will impact long-term concepts and values of the traditional criminal justice system. As more areas of responsibilities are assumed by or transferred over to the area of private security through a combination of *realpolitik*, limited public resources, impatience with traditional systems, and growing corporate influence, the demand for more examination and discussion of these matters will grow.



Information Exchange

Nonetheless, cooperation between public law enforcement and private security must continue and, if there is one area where public law enforcement and private security have worked cooperatively for joint advantage, it has been in the area of collection and dissemination of records. The ability of both public law enforcement and private security to amass large amounts of personal data about people's personal histories, employment records, etc., poses serious liability problems during an era that has seen severe restrictions placed on the use and release of such data.

Recently, Illinois joined a number of States that now have statutes authorizing the release of criminal conviction data on a job-related basis to corporations. Although much more work needs to be done in this area, having defensible model legislation gives impetus to other States to aggressively pursue this course of action. Alternatively, in many States, thanks to cooperative law enforcement/private security initiatives, corporations are simply obtaining a release from applicants, submitting a fingerprint card, paying an established fee, and subsequently receiving a criminal history from the desired police agency. There has been no evidence of problems with these arrangements, and corporations that operate in multiple States have been willing to adjust their procedures to conform to applicable State laws.

Targeted Areas for Cooperation

Reassuring signs that joint efforts are possible are appearing with broader scope and greater frequency. As an example, one of the more significant protocols that has been developed in recent years has been joint management of product-tampering threat cases. The public is not well served when valuable time and evidence are lost because jurisdictions and corporations do not know their specific roles relative to these violations. To address this, an initiative was launched by the Southland Corporation, in conjunction with the IACP Private Sector Liaison Committee, to draft a model protocol that could be distributed to every State, county, and local law enforcement agency in America.

For the first time, private corporations, Federal agencies such as the U.S. Food and Drug Administration, the U.S. Department of Agriculture, and the FBI, and State and local agencies cooperated not only in the review of the draft protocols but also cooperated in adopting written directives relative to this issue. Since 1986, over 100,000 copies of this protocol have been circulated throughout the United States. They are in place in State police agencies, sheriffs' offices, police departments, as well as Federal and State law enforcement groups. Affected corporations are aware of the protocols, and a num-

ber of corporate security directors have carefully built appropriate procedures into their own internal operating procedures.

Another example of emerging cooperation is in the area of drugs. Through the efforts of the State of Maryland and the chief of police for Baltimore County, a model protocol addressing the issue of drugs in the workplace has been circulated to law enforcement agencies and State chiefs associations. The purpose of the document is to make available to corporations, and especially the small business community, a straightforward pamphlet that has been reviewed by the Justice Department, the FBI, and the Drug Enforcement Administration. This initiative, which began in the fall of 1989, promises to be similar to the effort which produced the product-tampering threat protocol and is an instrument through which companies and units of government can devise a "Drugs in the Workplace" procedure.

Furthermore, there are hundreds of community-based programs that are directly benefiting community law enforcement efforts. Namely, Pizza Hut spends as much as $136 million a year encouraging young people to improve their reading skills through its "Book It Program" organized to reduce illiteracy. "Operation Home Free," started by Trailways Bus Lines and continued by the Greyhound Corporation, allows juvenile runaways to return home at no cost. While efforts such as these are only tangentially associated with the public law enforcement and private security rapprochement, they are a harbinger of the commitment corporations are increasingly willing to make to help law enforcement and they will serve to strengthen developing public law enforcement and private security relationships.

The commitment has even led to "role reversals" where public law enforcement is now learning from its private security counterparts. Effective business trends such as customer satisfaction, service orientation, subcontracting for services, specialization, joint ventures, and even advertising and public relations are being embraced by and changing the shape of public law enforcement in the United States. As an example of these role reversals, over 60 Fortune 500 companies make available their training programs to supervisors at the rank of sergeant through sheriff, chief, or superintendent. The program began modestly with such corporations as Unisys, General Telephone of California, and AT&T. Today, in 45 States, over 1,200 police managers annually receive tuition-free corporate training that would not otherwise be available through police academy budgets.

> ***"Reassuring signs that joint efforts are possible are appearing with broader scope and greater frequency."***

Conclusion

It is mutually incumbent upon both public law enforcement and private security to continue to establish and improve mechanisms at every level which will not only allow but encourage dialogue on common law enforcement concerns and challenges. As so aptly stated a few years ago:

> "The exchanges between the policing institution and its societal surroundings help assure both its change and its stability—for the functioning of the police organizations must be kept somewhat in tune with the environment in which it operates."[6]

It is hoped that the growing mutual respect and cooperation, as evidenced by the initiatives outlined, are laying the groundwork for a future of effective law enforcement in a world that is growing increasingly complex and more demanding. Through these efforts the continuing public law enforcement/private security rapprochement will undoubtedly succeed.

LEB

Footnotes

[1] *Rand Report*, 1972.

[2] William C. Cunningham and Todd Taylor, "A Preview of the Hallcrest Report: Security-Police Relationships," *Security Management*, June 1983.

[3] William C. Cunningham and Todd Taylor, *The Hallcrest Report: Private Security and Police in America* (Portland: Chancellor Press, 1984).

[4] Supra note 2.

[5] Albert J. Reiss, Jr., "Discretionary Justice," *Handbook of Criminology*, 1984, p. 681.

[6] John P. Clarke and Richard Sykes, "Determinants of Police Organization and Practice in a Modern Industrial Society," *Handbook of Criminology*, 1984, p. 456.

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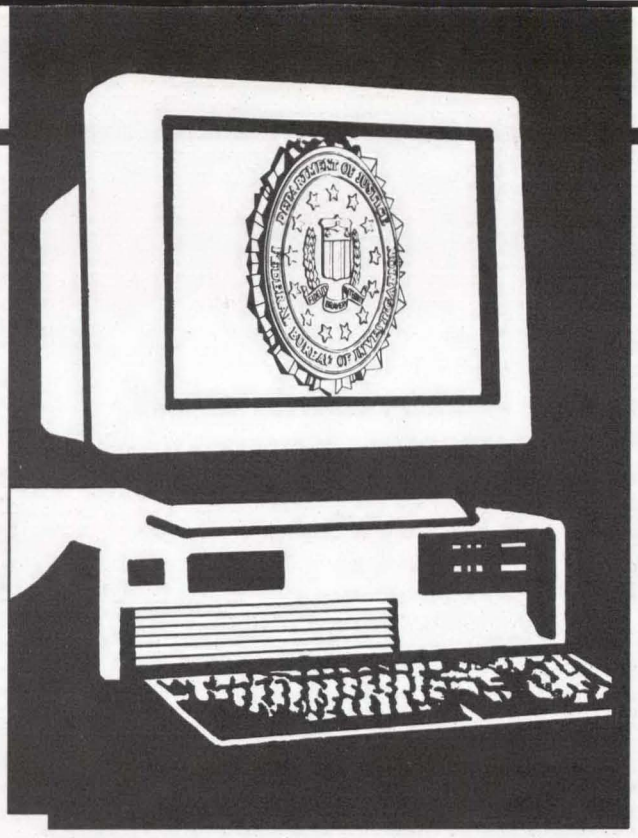

A Look Ahead

Views of Tomorrow's FBI

By
RICHARD C. SONNICHSEN, M.P.A.
GAIL O. BURTON, M.P.A.
and
THOMAS LYONS

The law enforcement community of tomorrow will serve a society far different than that of today. Indeed, the differences may be so dramatic that law enforcement organizations which are not prepared for the future may be unable to respond to those communities they are sworn to serve. Change is inevitable, and it will impact on every facet of society, including its social structure, economic policies, demographics, technology, and a myriad of other areas. Accordingly, law enforcement should commit sufficient resources today to plan for future changes.

With this in mind, the Office of Planning, Evaluation and Audits (OPEA) was tasked to conduct a study intended to describe the FBI's working environment in the year 2000. The study entitled "FBI 2000: A Law Enforcement View" was developed to provide senior FBI management with the perceptions of other Federal, State and local law enforcement officers about the changing relationships between themselves and the FBI of the future. At the outset, OPEA conducted extensive interviews and surveys of senior FBI executives to determine issues that will face the FBI in the future. Issues pertaining to budget, personnel, technology, science, and international investigations were among those raised during this preliminary internal assessment phase.

With this internal view as a framework for the study, OPEA began the external data collection phase. The strategy included conducting interviews with law enforcement executives, academicians, and criminal justice consultants. OPEA selected interview sites that provided a geographical cross section of the United States and key international areas. Selection of specific interviewees was made after consultation with FBI

Training Academy personnel, respected academicians and FBI field division managers. Criteria for interviewee selection relied heavily on a consensus perception of the progressiveness each individual institution demonstrated. OPEA Special Agents visited, in the United States and internationally, 50 different law enforcement agencies, 9 colleges/universities, and 4 criminal justice consulting firms.

The study participants were asked to consider their relationship with the FBI in three major areas: (1) Operations and investigations, (2) training, and (3) technology and law enforcement services. Based on their knowledge and expertise, the respondents were asked to predict how their agencies' relationships with the FBI may evolve during the next century. Further, the interviewees were also asked to comment on any issues that they believed would impact the FBI in the future.

This article will report the highlights of this qualitative study. With the above three areas as a starting point, several areas of emphasis for the FBI of the future evolved from the study: Operations, training, technology and science, budget, legislation, international concerns, and privatization. What follows is a compilation of the respondents' opinions and suggestions based on what they viewed to be a predictable environment for the future FBI.

Operations

The future FBI should become an informational repository for all categories of reactive crime. In fulfilling this role, the FBI should assemble a national clearinghouse of criminal information, statistics, and a modus operandi (MO) data base that would be available to all members of the law enforcement community. Moreover, joint operations between local police departments and the FBI were predicted to increase and to target specific crimes, such as drug trafficking and street gangs. Those respondents supporting the joint operations concept speculated that increased efficiency and economy will be a likely result to all who participate in such future ventures.

> ***"...the future police community will separate into three distinct strata—public, private and corporate."***

Training

Based on cost effectiveness and efficiency, the most acclaimed training program for local law enforcement, according to the study, is the FBI's "Train the Trainer Program." This program promotes the development of self-sufficiency in police training as officers who receive this initial training become organizers of similar training programs within their own agencies. This program was also regarded by many responding police executives as an effective vehicle to standardize law enforcement procedures of the future.

According to the data collected, there exists a void in senior management training for local law enforcement agencies. This training void should be filled by the FBI. Specifically, senior managers of local police agencies envision regional management training that is shorter in duration and more advanced than courses currently provided at the FBI National Academy's first-tier training for law enforcement executives.

Technology and Science

The FBI has traditionally been a leader in sophisticated technological and scientific research with practical law enforcement applications. Local law enforcement, according to the results of the study, expects the FBI to continue to conduct research and development of future forensic and technological advances. The FBI Training Academy initiatives in computer science, career criminal research, and offender behavioral profiling were frequently cited as successful examples of research and development achievements that are in keeping with these future expectations and needs of the local law enforcement community.

Beyond these core issues (operations, training, and technology and science), interviewees provided insights about such future issues as budget, legislation, international concerns, and privatization.

Budget

International, Federal, and local law enforcement executives were in consensus that obtaining adequate funding in the future will be difficult. In particular, they anticipate that there will be increased competition for decreased funding within the Federal law enforcement community. On the other hand, some respondents from the academic community and private sector envision future budgetary in-

creases for Federal law enforcement.

Should funding decline, one response suggested by many law enforcement executives would be to rely more on technological innovation and, where possible, to share expenses with other agencies. Also, joint technological development achieved by the FBI and other law enforcement agencies could result in reducing individual agency research and development outlays, while ensuring greater interagency system-and-equipment compatibility.

Another suggested response to diminishing budgetary resources was to combine forces to more efficiently and cost effectively attack mutual crime problems. Merging personnel could take several forms, including expanding the existing task force concept now employed by Federal, State and local agencies. According to many foreign law enforcement executives, more complex strategies would include the exchange of FBI Special Agents with personnel of international law enforcement agencies. This was also viewed as a positive response to growing international crime.

Legislation

To address evolving crime problems, future legislative initiatives will be required in order to equip adequately the FBI and other Federal, State, local and international law enforcement agencies. Respondents believed that the FBI will be expected to initiate and secure passage of such future legislation.

One specific area that will receive future international legislative attention is computer crime. In fact, in a July 1988, report, the International Chamber of Commerce articulated a number of topical issues that needed to be addressed in order to combat this growing crime problem. Accordingly, investigation of computer crime, as well as the more traditional international crimes, including drug trafficking, terrorism and fraud, is most difficult due to the incompatibility of legal systems among involved countries. For example, a criminal act in one country may not be a criminal act in another country. Therefore, efforts to standardize laws across international boundaries will remain a priority well into the future.

Even though compatibility of criminal law among nations is not yet a reality, there is reason for optimism. In 1988 the United Nations Conference for Narcotics Legislation resulted in a draft proposal entitled "United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances." This draft provides a strong legal basis for resolving many of the compatibility issues now present in the international arena.

Many of the compelling forces compressing the world and its peoples into closer personal and business associations are similarly pressing members of the international law enforcement community into new and innovative relationships. Due to its resource base, jurisdictional span, and operational expertise, the FBI is increasingly viewed as the U. S. law enforcement agency that should achieve and sustain a prominent leadership presence in the international law enforcement arena. One such force, the increasing international character of crime, will most certainly generate the need for more FBI international cooperation and stronger liaison programs. Other important features of an expanding FBI international leadership role are likely to include laboratory assistance, technology sharing, information exchanges and reciprocal training initiatives. According to respondents, this role should also include FBI freedom. Moreover, inexpensive international air travel, an increase in multi-national corporations, an expanding base of international commerce, and economic interdependence among nations are important factors that have influenced increased global migration patterns. The challenge posed to law enforcement now developing in the host countries is how to provide the full range of required law enforcement services to diverse communities.

> ***"The law enforcement community of tomorrow will serve a society far different than that of today."***

International Concerns

Well into the future, law enforcement organizations of developed, industrialized nations will find that problems associated with increased global immigration will become aggravated. People from repressive and developing countries are increasingly searching for economic, political, and social

sponsorship of international symposiums where problems and new initiatives can be widely discussed.

Another compelling force, the increased investment of foreign money into American businesses and properties, could well provide the financial basis on which international crime groups will expand their foothold in the United States. This force will require the FBI to exchange criminal intelligence and criminal history information with members of the international law enforcement community on an ever-increasing scale.

There will also be a parallel need for the foreign law enforcement community to establish quid-pro-quo relationships with local law enforcement agencies in the United States in order to exchange essential criminal intelligence. According to study findings, the FBI is in an excellent position to serve as a valuable intermediary in this regard because foreign law enforcement agencies often find the overlapping character of U.S. law enforcement agencies confusing. For example, foreign agencies get confused when several U.S. law enforcement agencies, each with legitimate and justifiable investigative interests, make separate inquiries on the same criminal investigation. Further, when a U.S. law enforcement officer visits the headquarters of a foreign agency to transact business without advanced notice to that agency, additional confusion occurs.

From another perspective, the United States has traditionally experienced crime trends 5 to 10 years before they are encountered in other countries. Accordingly, many believe that the FBI should host international discussions on crime trends with appropriate foreign and U.S. law enforcement officials. The purpose of these discussions would be to provide results of crime trend analysis and to share information regarding successful and unsuccessful strategies used against various crime problems.

> ***"...law enforcement should commit sufficient resources today to plan for future changes."***

Police Privatization

One issue that repeatedly surfaced during interviews with law enforcement executives worldwide was the trend toward police privatization. While some law enforcement executives view this trend with great concern, others see much benefit. A number of senior police officials speculate that the future police community will separate into three distinct strata—public, private and corporate. This stratification will continue to evolve from the present trend toward police privatization.

Public

Public police agencies may well be victimized in the future by underfunding, understaffing, lack of proper equipment, and inadequate training. These conditions will encourage a trend toward privatization. It was further speculated by respondents that this underfunding of some public police organizations may impede their ability to attract or retain well-educated applicants, thus diminishing future expectations of high performance and professional standards. Moreover, due to the growth and effectiveness of private and corporate police functions, public police departments will find their services relegated more toward the problems of the urban poor.

Private

On the other hand, private police departments will be organized to service the more affluent segments of our society, and officers associated with those departments will be expected to adhere to high professional standards. Respondents believed that these officers may likely be better educated, trained, equipped, and paid than their public counterparts.

Corporate

The growth of corporate policing has established what may be regarded as quasi-criminal justice systems in many of our major corporations. The expansion of this phenomenon is expected to continue well into the future. Corporate security investigators and auditors already conduct investigations regarding a wide range of financial crimes, including credit card fraud, computer fraud, and embezzlement. In many cases, corporations, not the courts, decide the disposition of these crimes. For example, major corporate embezzlement, reaching into hundreds of thousands of dollars, often results only in the forced resignation of the offender, not prosecution in a court of law.

Corporations lack confidence in the ability of law enforcement to address these investigations in a manner that will protect sensitive

corporate business interests. In recognition of these circumstances, the law enforcement community should seek to engage in closer and more effective working relationships with the major corporations in order to better understand each other's values, motivations, and roles. Only through greater understanding and mutual trust will essential law enforcement relationships with corporate America be built.

Conclusion

What exactly will the working environment of the FBI and law enforcement be in the year 2000? No one can be sure; however, each member of the law enforcement community must carefully contemplate its evolving role and responsibilities. Accordingly, each must initiate a comprehensive plan for the expected future. Such a plan must address several factors, including the development of a clear understanding of the community to be served, the potential for change over time, and the projection of the future crime trends. Additionally, any plan for the future must face the likelihood of dwindling budgets, expanding international relationships, and increased police privatization. While the future for neither the FBI nor any law enforcement agency can be certain, it can be planned for responsibly by men and women with courage and vision. LEB

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Focus on NCIC

A decade ago, the FBI realized that direct technical support was needed for complex investigations and related operations. It also became evident that the challenges of the FBI's technical services would far outstrip conventional computing capabilities.

To meet these challenges, the FBI adopted a long-range automation strategy, highlighting future exploitation of artificial intelligence (AI) techniques and other advanced technologies. This strategy, which aims for integrated information systems within a distributed environment, tied AI initiatives to ongoing and projected systems containing investigative information.

Today, with the aid of artificial intelligence, the FBI is bringing the National Crime Information Center (NCIC) System to the year 2000. NCIC currently holds 19.5 million criminal data and missing person records, provides access to 60,000 criminal justice users, and averages about 900,000 inquiries daily.

The advanced NCIC 2000 concepts call for the sophistication of AI to process and analyze the massive amounts of data with the rapid response needed by the law enforcement officer. AI techniques will catch errors and detect unusual activities (such as unauthorized access) or actions that could impinge on civil, constitutional, and privacy rights. More importantly, NCIC 2000 will provide more accurate information to the officer on the street, thereby enhancing officer safety.

Two AI advances will aid greatly in locating fugitives and recovering property. Intelligence name-searching techniques will abolish missed matches, while automated delayed inquiry will notify criminal justice agencies when an inquiry is made about a subject within 3 days prior to record entry.

Another AI technique will spot patterns and reveal interstate crime trends. This "pattern recognition" will assist investigations where several agencies enter data on related crimes, but where investigators are unaware of the connections among the widely dispersed parties.

The most visible change, however, will be the ability to transmit and receive images, such as photographs and fingerprints, at a fixed or mobile location to positively identify the individual. This will help ensure proper arrests and reduce the likelihood of civil suits.

NCIC 2000 is an opportunity for the criminal justice community to take a proven system, incorporate its best features into a new one, and expand its capabilities. It also stands as an example of how extensive planning, interagency cooperation, and research and analysis, along with conducted technology forecasts, can assess existing programs and arrive at a prediction of needs for the future. LEB

Tomorrow's America

Law Enforcement's Coming Challenge

By
ROB McCORD, M.B.A.
and
ELAINE WICKER

Powerful economic and social indicators point to stiff challenges for law enforcement policymakers. During the next decade, law enforcement officials will be forced to wrestle with disruptive social, demographic, and technological changes. And struggles to confront many of the troublesome trends facing the Nation will be played out against a backdrop of financial cutbacks from Federal, State, and local governments.

Many analysts point to difficult issues and conflicting trends: While cost-cutting throughout government is forcing cutbacks in services, public pressure for more effective service is growing. Jobs increasingly require skilled personnel; yet, the pool of qualified young workers is shrinking, especially the pool supplying law enforcement's traditional recruits—young, white males. Information about economic and demographic trends is available, but useful interpretation is complicated by the widely varying ways national trends play out in diverse geographic areas.

Looming challenges and expected cutbacks are certain to force more reliance on information and information technologies. The Congressional Office of Technology Assessment (OTA) reports that information technologies will reshape virtually every product, service, and job in the United States during the next decade. Effective law enforcement may hinge, to a large degree, on effective use of information technologies, and successful law enforcement will certainly demand accurate anticipation of local and national emerging trends and issues.

With the challenge of foresight in mind, this article briefly outlines a number of significant demographic and economic trends and their probable implications for law enforcement.

Trends

The U.S. population is aging. In 1996 the first wave of "baby boomers" will turn 50, marking the start of a "senior boom" in the United States. By 2010 one in every four Americans will be 55 or older.[1]

The age difference in population composition is especially evident when comparing 1950 to the year 2000. In 1950 there were 12.3 million people aged 65 and older, or 8.2 percent of a population of 150.7 million. By the year 2000, an estimated 34.9 million elderly will constitute 13 percent of the population, and by the year 2015, Americans aged over 65 will make up fully 20 percent of the U.S. population.[2]

Over the next decade, more than 90 percent of new entrants into the workforce will be women, minorities, and immigrants, but almost two-thirds will be women. In 1960 only 11 percent of women with children under the age of 6 were employed; today, 52 percent work outside the home.[3]

The minority population is increasing rapidly, and by 1990, 20 percent of American children will be black or Asian. By the year 2000, this figure will grow to 21 percent and then increase to 23 percent by 2010. When projections for white Hispanic children are added, the figures increase dramatically to 31 percent, 34 percent, and 38 percent, respectively. By 2010, 25 percent of the children in 19 States will be black, Hispanic, Asian, or some other minority. In the District of Columbia and six States, more than 50 percent of children will be minority group members. Minorities will constitute the majority of children in New Mexico (77 percent), California (57 percent), Texas (57 percent), New York (53 percent), Florida (53 percent), and Louisiana (50 percent).[4]

Immigrants account for an ever-increasing share of the U.S. population and workforce. Legal immigration during the 1980s has accounted for an average of 570,000 people per year, which is 30 percent higher than the average for the 1970s and significantly more than in any year from 1924 to 1978.[5]

The 10 metropolitan areas with the highest number of immigrants in rank order are New York, Los Angeles-Long Beach, Chicago, Miami-Hialeah, San Francisco, Washington, DC (including the Maryland and Virginia suburbs), Anaheim-Santa Ana, San Jose, Oakland, and San Diego. These cities and 28 others all receive approximately 2,000 immigrants each year from 16 or more different countries.

> ***"...effective policing in the future is closely tied to strategic policy choices made by today's law enforcement officials."***

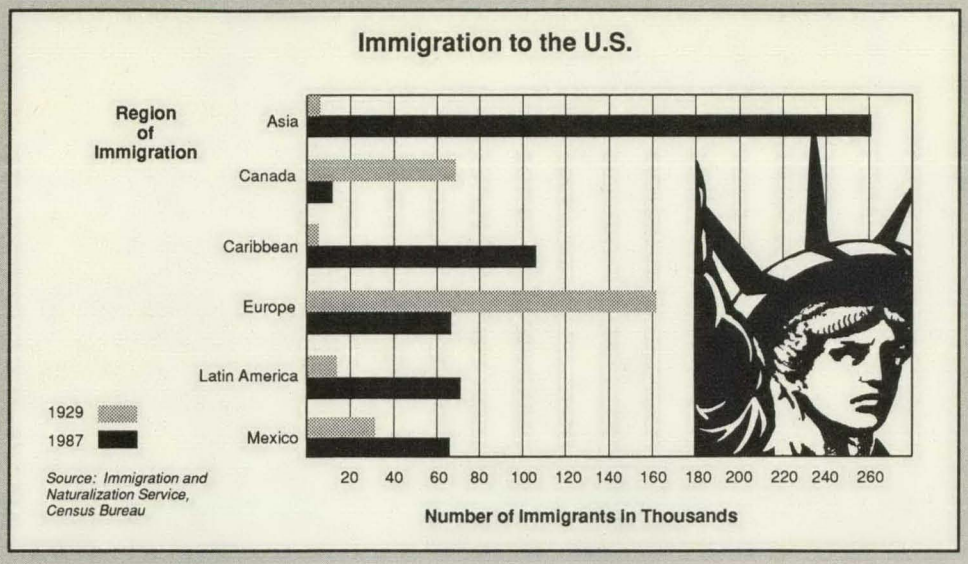
In 1980 there were somewhere between 2.5 and 3.5 million illegal aliens in the United States. One estimate holds that illegal aliens are growing in number at a rate of 100,000 to 300,000 a year, while several hundred aliens with nonimmigrant status also live illegally in the United States.[6]

The labor force growth is slowing, and the number of "entry-level" workers is decreasing. Between 1986 and the year 2000, the overall growth of the labor force is projected to be 1.2 percent—the slowest rate since the 1930s and about one-half the rate of U.S. labor force growth experienced between 1972 and 1986. And in the 1990s the number of traditional entry-level workers--those aged 16-34—will actually shrink.[7]

The number of single parent households is likely to increase. More than 25 million women head their own households, or 28 percent of the Nation's 91 million households. Seven percent of these are female-headed, single-parent families with children under the age of 18. Women who live alone account for 52 percent of female-headed households; over one-half of these women are 65 years of age or older.[8]

In terms of race and ethnic origin, dramatic differences emerge. Two-thirds of black and Hispanic households are headed by women, as compared with 36 percent of white households headed by females. By the year 2000, women will head 29 percent of households.[9] And if present trends continue, one-half of the marriages that take place today will end in divorce a decade from now.

Jobs that are declining in number are those that could be filled by those with fewer skills. The fastest-growing jobs are those that require more language, math, and reasoning skills. For the next decade, 9 out of 10 new jobs will be in the service sector, in fields that generally require high levels of education and skill. Ten years ago, 77 percent of



jobs required some type of generating, processing, retrieving, or distributing information. By the year 2000, heavily computerized information processing will encompass 95 percent of the jobs.[10] Some projections about employment trends suggest that by the 1990s, anyone who reads below a 12th-grade level will be excluded from employment possibilities.

Statistics indicate the United States is becoming a bifurcated society with more wealth, more poverty, and a shrinking middle class. The gap between the "haves" and the "have nots" is widening. The percentage of the population earning middle-class wages, between $15,000 and $49,000 per year, has dropped over the past decade.[11] More than 32 million of the Nation's approximately 240 million citizens have incomes below the poverty level. At the same time, the number of households headed by persons in the 35-50 age group with incomes of $50,000 or more is expected to almost triple by 2000.[12]

An underclass of Americans—those who are chronically poor and live outside society's rules—is growing. Data of the Urban Institute show that between 1970 and 1980, the underclass tripled. In 1980, 29 million Americans lived in poverty and about 1.1 million of them lived as members of the underclass. The Urban Institute identified 880 underclass neighborhoods in the United States in 1980, and those neighborhoods tended to be disproportionately populated by minorities.[13]

Implications

For most law enforcement officials, troublesome trends and economic constraints are all too familiar. Throughout the next decade, law enforcement officials will continue to face conservative policies that translate into "cutback management" and continued attempts to do more with less. Public demands for effectiveness and accountability appear likely to force law enforcement leaders to try innovative solutions to long-existing problems.

Successful policing may well depend on efficient and effective use of information. An obviously effective use of demographic data in efforts to conserve operating expenses lies in the task of assigning patrol officers. A geographic area with residents who are predominately middle income, high-rise condominium dwellers, aged 65 and older, can be policed in a different fashion and with fewer officers than an area with a large number of residents aged 10 to 18 years old.

In the future, law enforcement forces will almost certainly reflect changes in America's demographic profile and in its social and cultural values. Dramatic changes in labor force composition will force equally

dramatic responses in hiring and administration for law enforcement, a traditionally young, white, male-dominated profession. Shifts toward older workers, fewer entry-level workers, and more women, minorities and immigrants in the population will lead law enforcement and private industry to become more flexible in order to compete for qualified applicants. Law enforcement agencies must devise new strategies to attract 21-35 year olds. This age group will be at a premium over the next 10 years, and the trend will continue well into the middle of the next century.

By the year 2000, an estimated 75 percent of all workers currently in the workforce will need retraining, and population shifts away from dominance by white males of European heritage to racial and ethnic diversity will bring changes in training as well as hiring practices. Law enforcement agencies will have to train existing personnel, both sworn and nonsworn, and a major thrust will likely be toward communication with non-English-speaking communities, perhaps with incentives for bilingualism.

If law enforcement fails to look beyond high school graduates as a principal source of candidates, police departments will likely face worker shortages. Law enforcement agencies will also face fierce competition from the private sector and from the military for entry-level employees, such as carpenters, electricians, plumbers, masons, construction workers, and others in the trade industries who have historically employed marginally educated young males. A severe disadvantage facing law enforcement recruiters will be wage packages; law enforcement will most likely never be competitive with most youth-oriented private sector employees. Historically, the view that public service is a privilege helped to offset the disparity between public and private sector pay. Yet, this perspective seems to be in decline.

Family and lifestyle concerns are increasingly affecting the law enforcement workplace. America has become a society in which women with young children have become an important part of the workforce. The high divorce rate and increase in female-headed households contribute to the emphasis on family issues. If law enforcement is to attract and keep qualified workers, benefits and workplace accommodations, such as daycare, flexible hours, and paid maternity leave, must become a part of law enforcement's benefits package. The private sector has been moving in this direction with incentives and fringe benefit packages for over a decade.

> ***"By the year 2000, an estimated 75 percent of all workers currently in the workforce will need retraining...."***

In an era of budget constraints, adapting new policies and practices to hold competent workers becomes critical. As occupational mobility increases, not only will law enforcement's pool of "home grown" candidates shrink, but also the erosion of traditional social and psychological dependence on "place" will make it easier for employees to move to other jobs and locations. Costs of training will continue to escalate. Some estimates hold that it takes 3 to 5 years for a police officer to move from raw recruit to novice investigator. Many law enforcement agencies already find themselves in the position of constantly training personnel to replace those who take other jobs.

A rapidly changing economy will create instability for many workers and set the stage for an upsurge in crime. Prospects for unskilled workers are bleak. Analysts warn that opportunities for workers with limited education and training will diminish considerably in the next two decades. The number of jobs typically filled by people who have not finished high school declined by 40 percent. This changing workplace has been a major factor in the growth of the underclass, since about two-thirds of the residents of underclass areas lack even basic workplace skills. The Urban Institute contends that the underclass has to be understood, in part, as a response to economic realities. Crime is an important source of income for the underclass, and financial incentives seem to be rising as a result of a flourishing drug trade.

An Explosive Mix

A wide variety of polls suggest an increasing number of Americans believe drug abuse is out of control.

According to a recent World Peace Foundation Conference report on drugs, "The cocaine problem has become an object of near hysteria in the United States." Closely linked to that contention is the growing notion that the drug epidemic is essentially a black urban problem. Blacks constitute only 12 percent of the Nation's population, but they account for 50 percent of the heroin, 55 percent of the cocaine, and 60 percent of PCP hospital emergency care.[14] Yet, evidence shows that the $110 billion per year that is lining the pockets of drug lords is not being generated only by poor, inner-city blacks. The vast majority of that money is coming from the 76 percent of the illegal drug users—white yuppies.[15]

The Urban Institute warns that increasing public concern about the most visible elements of the underclass threatens to exacerbate racial tensions and strengthen prejudices. The perceived lack of equity for the disenfranchised casts government as the "bad guy," and many of the underclass see police as the ultimate symbol of oppression.

A compelling number of experts support the contention that urban unrest and civil disorder are likely possibilities. The potential for massive urban unrest and civil disturbances reminiscent of the riots of the mid-1960s and 1970s clearly exists.

Conclusion

Economic and demographic trends portray a Nation and its institutions struggling to respond to rapid social and economic evolution. Throughout the next decade, a complex array of interdependent and competing demographic and economic forces will prompt policymakers to seek innovative, nontraditional approaches to hiring, training, and administration.

In large part, effective policing in the future is closely tied to strategic policy choices made by today's law enforcement officials. The long-term risks of ignoring critical shifts in the population and the economy pose a serious threat to the internal security of the Nation. To reduce that threat, voters and politicians alike may need to recalculate America's traditional national security equation—shifting scarce public dollars from defense spending to domestic law enforcement. LEB

Footnotes

[1] Anita Manning and David Proctor, "Senior Boom: The Future's New Wrinkle," *USA Today*, January 31, 1989, 1D.

[2] Ibid.

[3] *The Future World of Work: Looking Toward the Year 2000*, The United Way, 1988, p. 19.

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[13] Ibid.

[14] David R. Gergen, "Drugs in White America," *U.S. News and World Report*, September 19, 1989.

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Focus on Identification

(Continued from page 12)

Dynamic increases in the use of fingerprint identification are due to a compounding effect. Needs are increasing rapidly, leading to the development of better technological capabilities. Better capabilities permit application to previously unfilled needs. Wider use leads to even better technological capabilities. This compounding effect extends to areas where the need has long existed but could not be feasibly fulfilled--border control, prohibition of firearms sales to convicted felons, near instantaneous identification in support of the officer on the street.

Technological capabilities now and even greater capabilities in the future will efficiently address far more needs than in the past. Early recognition of this compounding effect on the growth of fingerprint identification services will enable planners at all levels to avoid delays in bringing those capabilities to bear on crime. LEB

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The "technology explosion" of recent years has dramatically affected the present and future capabilities of most crime laboratories. All aspects of the crime laboratory's mission—the search for and collection of evidence, the scientific examination of evidence, the explanation of scientific findings, and forensic training and research—have been significantly enhanced. This rapid pace of many scientific advances has accelerated several developing trends that are very important in the future of forensic science.

The ability of crime laboratory forensic scientists to seek out and detect the most minute traces of evidence and to very accurately characterize these specimens has advanced many orders of magnitude through the use of new innovative methods and analytical instrumentation. Certainly, the best example of new forensic powers is the recent application of deoxyribonucleic acid (DNA) technology to personal identification in law enforcement work. These tremendous new powers of discrimination have lead to a higher value being placed on forensic findings by the criminal justice system than ever before. This developing trend is significant for both law enforcement in general and crime laboratory managers and forensic scientists in particular. Crime laboratory managers must continue to ensure that new examination protocols are developed and carried out under rigid quality assurance standards and procedures. The future successes of forensic science will only be realized if crime laboratory managers and forensic scientists are uncompromising in their adherence to proper quality assurance guidelines.

Training is another key factor to exploit the potential of advanced technology. To effectively use new computer systems and to master the many other "high-tech" tools, forensic scientists of the future will need strong academic backgrounds and access to state-of-the-art training. Also, the law enforcement officer, whether performing patrol or investigative duties, must stay abreast of the latest developments to perform as an effective team member with forensic scientists.

The future of forensic science is exciting and challenging. Tomorrow's forensic scientists will have the opportunity to work with a wide array of new technologies and equipment. Biosensors, lasers, and thermal neutron analysis equipment will provide much improved detection of drugs and explosives. Much of this same technology will also greatly aid investigators and forensic scientists to deal with environmental concerns involving toxic wastes and hazardous pollutants. Recent developments in electronic imaging technology are leading the way to revolutionary types of cameras which, while employing still video photography, will permit instant "development" and transmission of images.

Each of the areas mentioned requires the sharing of information and knowledge to reach its full potential. Professional associations, regional planning sessions, and improvements in communications between all members of the crime laboratory community have contributed significantly to today's very capable forensic services. This trend of heightened communication must continue to accelerate if forensic scientists are to make their full contribution to the criminal justice system. The future is going to demand a degree of cooperation and coordination over the span of more technologies than ever before imagined. Therefore, teamwork must be the continued goal of police officers, forensic scientists, and crime laboratories.

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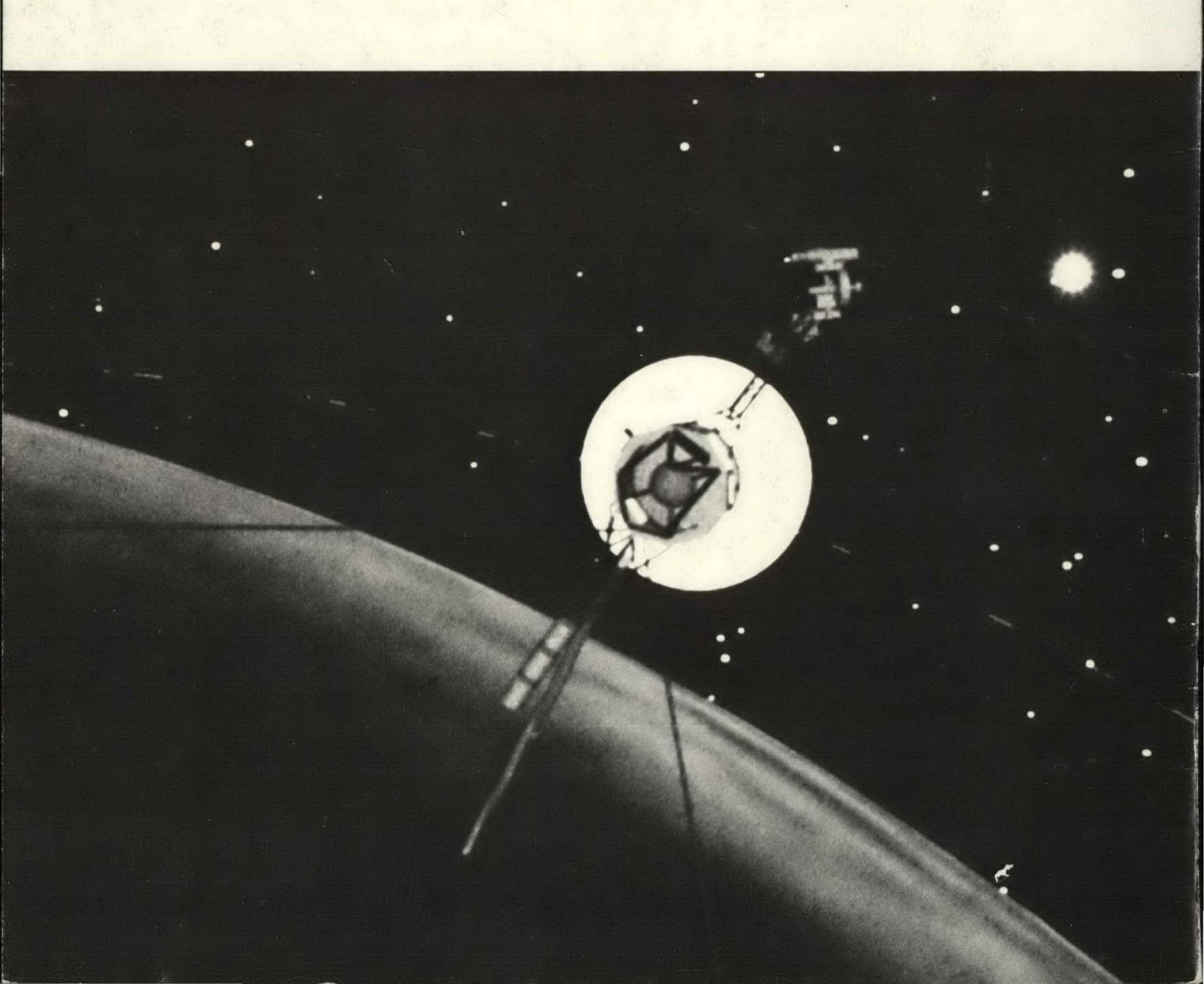
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