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**WHAT IMPACT WILL  
THE PRIVATIZATION OF JAILS  
HAVE ON SHERIFFS' DEPARTMENTS  
BY YEAR 2000?**

**A study that provides  
a new perspective in  
the management of  
California County Jails**

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KERN COUNTY SHERIFF'S DEPARTMENT**

**COMMAND COLLEGE CLASS X**

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PEACE OFFICER STANDARDS AND TRAINING (POST)

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Executive Summary

The object of this study was to examine the future impact of the privatization of jails on sheriffs' departments in California. This movement has arisen from the fact that a number of county jails in the United States are currently being managed successfully by private agencies. The purpose of the current study was to determine how county sheriffs' departments could make use of the techniques used by private companies to staff county jails. Currently, jails are managed by California county sheriffs using staffs comprised mostly of recent sheriff academy graduates who must serve in corrections before entering the field force in law enforcement. Correctional facilities, therefore, are staffed by personnel whose ambitions lie elsewhere. This study was used to propose that county sheriffs' departments contain two departments in which lateral transfer would not be possible, one corrections and the other field law enforcement, providing two career options for graduates of sheriffs academies. This change would produce a staff of jail personnel who see their career as correctional deputies, and who would therefore be motivated to learn that profession. This would enable sheriffs' departments to continue to maintain county jails while making use of the expertise that is gained in corrections, and give corrections deputies an opportunity to advance in the field of corrections.

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**INTRODUCTION**

## INTRODUCTION

The concept of private industry's involvement in corrections is not a new idea or phenomenon. It actually dates back to the mid-19th century when private enterprise operated corrections facilities. History tells us that those facilities were inhumane and barbaric. They were essentially slave camps and were characterized by corruption and abuse (Burrigh 1990). By the time we entered the 19th century, the public sector had virtually eliminated "private jails." Jails then really became a non-issue until around 1960 when the trend of overcrowding emerged. That trend was quickly followed by recognition of inmate civil rights, which caused sheriffs to deal with corrections as an important entity of their elected obligation and responsibilities. The alternative was to suffer monetary losses in court.

The 1970's brought the beginning of the "put them in jail" demand from the public. Citizens became angry and started making demands for better law enforcement protection. They were ready and willing to pay for more jails through increased taxes. It seemed that the more jails that were built, the more overcrowded the system became. Between 1970 and 1990, most counties in California increased their available jail beds by about 300%. As the new jails were opened they quickly filled to overcapacity. It would appear that no gains had been made nor had solutions been found. As we enter the 1990's, and the price of a jail bed soars as high as \$60,000, taxpayer groups are becoming more resistant. This leaves the county sheriffs in a quandary

as they scramble for money to meet both their law enforcement budget and their budget for maintaining county jails. Until a few years ago, the cost of corrections in a sheriff's department was as low as 15% of the overall sheriff's budget. Today, some sheriffs' departments are spending more than 50% of their total available funds in corrections, and the trend is increasing. As the cost of corrections increases faster than the increase of available funds, sheriffs are having an increasingly difficult time properly funding their law enforcement function. This can become a very big political issue for an elected sheriff.

As a result of these issues, some boards of supervisors in California have taken extraordinary steps. In Madera County, the board of supervisors took the jail away from the sheriff and formed a "Department of Corrections." The sheriff filed suit, but the courts determined that the board of supervisors acted within its lawful rights. Santa Clara and Napa County boards of supervisors also removed the jails from the sheriff's responsibility. The sheriffs, in conjunction with the State Sheriffs' Association, again filed a civil suit and, as in the first case, the sheriffs lost. The court upheld the actions of the board of supervisors basing its decision on Government Code 23013, a section enacted by the legislature in 1957 (Minier 1989).

**G.C. 23013**

"The board of supervisors of any county may, by resolution, establish a department of corrections, to be headed by an officer appointed by the board, which shall have jurisdiction over all county functions, personnel, and facilities, or so many as the board names in its resolution, relating to institutional punishment, care, treatment, and rehabilitation of prisoners, including but not limited to, the county jail and industrial farms and road camps, their functions and personnel."

In October 1989, the chairperson of the San Diego Board of Supervisors announced that she was considering a plan to strip management of the jail system from the sheriff. She said the county auditor was studying the feasibility of switching to an independent corrections department. She further said she and other supervisors planned to visit the corrections department in Santa Clara County to review its operation. She said that "the bottom line for the board of supervisors is that we want the jail facilities run as efficiently, cost effectively and humanely as possible" (Bakersfield Californian Oct. 28, 1989). The sheriff said he would make it a campaign issue in the next election. Two months after the article, the sheriff decided not to pursue re-election. What made the sheriff change his mind is not known.

In the eastern portion of the United States, boards of supervisors are known as county commissioners. They are taking a different approach to the jail management problems. Some are looking to the private sector for jail management and staffing. Hamilton County Tennessee, just outside Chattanooga, has a private county jail. It is staffed and managed by the Nashville based Corrections Corporation of America (CCA), which is a private company. In October 1984, the Hamilton County Commissioners contracted with Corrections Corporation of America to staff and manage the Hamilton County Penal Farm, a 350 bed minimum to medium facility. Housed at the penal farm are county convicted misdemeanants, state felons, and pre-trial detainees under the county's jurisdiction. Prior to 1984, the facility was staffed by deputies from the Hamilton County Sheriff's Department (NIJ Report, Sept/Oct 1989).

In 1985 the County Commissioners in Bay County Florida, contracted with Corrections Corporation of America to staff and manage the main jail in downtown Panama City, and the annex, just outside Panama City. The sheriff at the time went on record adamantly opposing the loss of his jails. This became a political issue during the next election and the sheriff failed in his re-election bid.

In Jackson County Florida, a neighbor to Bay County, the commissioners are planning to build a new jail in response to a court order that directed the county to correct its problems at their old facility or build a new one by January 1991. In January 1990, Jackson County Commissioners unanimously voted to ask fourteen companies that operate correctional facilities to present proposals on how they would manage the county's planned jail. The county chairperson said that in an effort to do the best for the county, they wanted to find out just exactly what these private companies had to offer. As in Bay County, the current sheriff is opposed to a private firm managing the new jail. The sheriff said he can operate the jail more cheaply and efficiently than any company (News Herald, January 24, 1990).

There are hundreds of private correctional facilities in the United States that house juveniles, parolees, house arrestees and return-to-custodies. Although there are very few "county" jails in the country run by private firms, some counties in the eastern part of the United States feel that private industry is the wave of the future in corrections. That viewpoint is not shared by the National Sheriffs' Association.

Section I of this paper will contain a futures study on the impact that privatization of jails may have on sheriffs' departments by year 2000. A Modified Conventional Delphi will be used and from those data, three possible future scenarios will be presented. One of the three scenarios will be chosen for Section II of this paper, the strategic management section. In Section II, the environment within which the organization operates will be examined. Alternative strategies to bring about the desired future state are also examined. A policy is selected, and an implementation plan is designed. In Section III, the critical-mass individuals will be identified, and strategies to ensure their constructive participation designed. Also examined will be the organization's readiness and capability for change.

This paper will not deal with financial aspects of whether a private company can run a jail cheaper than a public agency. That could be a separate study. What this paper will address is the impact that private industry may have on the county jail system.

**SECTION I**

**FUTURES STUDY**

## ISSUE

What impact will the privatization of jails have on sheriffs' departments by the year 2000?

- a. Can private enterprise manage jails better than elected sheriffs?
- b. What can sheriffs learn from the private sector about jail management?

## METHODOLOGY

Forecasting the future has always been a difficult task; considering that the technological advances of the past five years are equivalent to the prior fifty years, such a task now presents a major challenge. In this model, present trends and hypothetical but predictable events are vital components in forecasting future conditions. These trends and events can, in fact, be considered warnings for what the future may have to offer.

This section of the study will examine environmental scanning, a process that involves the gathering of data from the environment that is relevant to the issue under investigation. These data can be either internal to the organization or type of organization under study, or external to it and impinge upon it.

## LITERATURE REVIEW

Historically, California county jails have been the responsibility of the county sheriff. Private jails, as they are known

now, are a new option in the public law enforcement sector and have created a great deal of controversy over the past ten years. In 1984, the National Sheriffs' Association went on record denouncing private county jails and claimed the legal responsibility for management of county jails. In the past ten years, three of California's fifty-eight counties have taken jail management responsibilities away from the elected sheriff. In all three cases the sheriffs sued, and in all three cases lost. None of these jails were privatized, but they were given to another department in the county (Crime Control Digest 1985).

A number of different studies and articles have addressed the issue of county jail responsibility. Some support the public sector's continued management of corrections facilities while others support the private sector's involvement. Examples and excerpts from some studies are:

(1) The Urban Institute, a Washington D.C. research group found the following (Criminal Justice Newsletter 1989):

- (a) Escape rates were lower at the private facility.
- (b) There were fewer disturbances by inmates at the private facilities.
- (c) Staff and offenders felt more comfortable at the private facilities.
- (d) The private facilities had younger and less experienced personnel.
- (e) Staff at the private facilities appeared to be more enthusiastic about their work, more involved in their work, and more interested in working with the inmates than their public counterparts did.

- (2) In the February 1990 FBI Law Enforcement Bulletin, Lt. David K. Burright said the following (Burright 1990):
- (a) Proponents tout reduced costs and increased efficiency.
  - (b) Opponents ask if the savings are real and question the basic legitimacy of privatization of county jails.
- (3) A legal brief found ("Law and Order" 1990):
- (a) Less than 25 of 5000 prisons and jails are private despite the cost being 10% lower than government.
- (4) The Corrections Digest 1989 said the following:
- (a) Private operations are not a substitute for public, but studies indicate that they could be an appropriate option for creating additional prison capacity.
- (5) In 1957, the Jail Takeover Statute was based on recommendations made by the Special Commission on Corrections. They said corrections is not a police function and jails should be run by trained correctional officers rather than by deputy sheriffs (Minier 1989).

As these articles indicate, there are different legal and philosophical interpretations as to who should manage jails, what benefits can be derived, and the impact that would occur on sheriffs' departments.

#### INTERVIEWS

The Corrections Corporation of America (CCA), is one of the leading private vendors that manage correctional facilities in the United States. CCA's corporate office is located in Nashville, Tennessee; they have, however, several contracted jail facilities in the southeastern portion of the United States.

In 1984 CCA contracted with Hamilton County to manage the Silverdale County facility, a 350 bed minimum to medium security correctional facility in Hamilton County, just outside Chattanooga, Tennessee (NIJ Reports 1989). In 1985, CCA contracted with the Bay County, Florida commissioners to assume management of their entire county jail system, including both the main jail in Panama City, and the annex just outside Panama City.

In January, 1990, the writer visited both the Silverdale and the Bay County jails for the purpose of gathering data for this study. The following is an account of the interviews held with inmates and officials of those facilities.

The Warden of the Silverdale facility, whose position is the same as sheriff in a county-run facility, was recruited from the Texas State Prison System. He had an extensive corrections background in the public sector. During the interview, the warden said one of the biggest advantages with the private sector is the lack of the bureaucratic red tape. Basically when he needed something he bought it. He said when he worked in the public sector it took up to two years or longer to get necessary items. Further, he said in the private sector, employees are trained and told what is expected of them. If they performed well, they had a career with the company. If they didn't, they were terminated. When he was told that his approach sounded somewhat simplistic, he agreed and said that his approach was not used in the public sector to the degree that it was used in the private sector.

An interview with the Silverdale training officer was also held. He had worked there when the Sheriff ran the facility and later became the training officer after the CCA takeover.

He was very knowledgeable and thorough. He explained that each officer went through a basic academy, then received a minimum of 40 hours in-service training each year. He further said that there had been a substantial increase in the amount of training provided to employees by CCA, compared to that given by the sheriff's department. Several photographs were on hand that illustrated the condition of the facility before and after CCA's takeover. It was obvious improvements had been made since the takeover. The facility appeared to be managed very professionally and compared well with county jail facilities the writer has had contact with in his career.

The second facility visited was the Bay County Jail in Panama City, Florida. The Warden had also been recruited from the Texas State system and had an extensive background in public sector corrections.

Two inmates were interviewed who had been in the facility before and after CCA took over. They cited several improvements, including better living conditions, better food, better clothing, better treatment, and a more professional staff. As inmates, they were treated better by the private company.

Staff members said they received a substantial amount of training and were included in stock options, which gave them a financial interest in CCA. They also said that they considered their jobs more like a career than a job.

As an outsider, there were several things noticeable to the writer that differed from sheriff jail facilities. Every employee encountered, talked with, or seen, was very friendly. They

appeared eager to assist the public when they came to the jail. The writer did not see one unfriendly or unhappy employee. All employees acted as if they really enjoyed their careers. The entire staff appeared to be very professional.

An interview was completed with the chief of security at the Bay County Jail. She had left a job with a neighboring sheriff's department in 1985 to become the chief of security at the Bay County facility. She cited corrections expertise as one major factor in CCA's success. She said very few employees who worked at the Bay County jail wanted to be policemen. They didn't have the problem of employees transferring out of corrections as the public sector does. She emphasized that their careers were in corrections, not law enforcement.

Another factor she talked about was the ability of employees to move laterally in the organization. Employees who worked for CCA were allowed to transfer to other CCA run facilities located in other geographic locations. She said employees felt that CCA was rapidly expanding to other areas and opportunities increased as the company grew. For women, opportunities with CCA are obvious; this competent and confident woman was a high ranking employee, which is still somewhat unusual in public correctional facilities.

In January 1990, County Commissioners in neighboring Jackson County, Florida asked for a proposal from CCA and other private correctional firms to manage their newly planned county jail. Jackson County is under a court order directing it to correct existing problems at its jail or build a new one by 1991.

The Sheriff of Jackson County is against having a private firm run the county jail. He has stated that he can operate the jail more cheaply and efficiently than any private company. His action is characteristic of other sheriffs placed in similar situations and may well pave the way for an expensive court battle or heavy opposition at the polls during election year.

One major concern of the public sector in contracting with a private company for corrections is liability. Who bears ultimate liability? The county has ultimate liability. However, CCA has indemnified the county for \$10 million dollars. Whether that will absolve the county in a civil suit has yet to be determined as CCA has not lost a civil suit at the Silverdale or Bay County facilities since it took over.

#### MODIFIED CONVENTIONAL DELPHI

To address the issues of this study, a Modified Conventional Delphi process was used. The process allows the group to deal with a complex problem without actually meeting in person. The goal of such an operation is to achieve quality consensus while eliminating bias. The panel inputs their views, judgments and evaluations during round one. During round two they are allowed to revise their views based on input from the group judgment.

For this study, all pre-forecasting work was done prior to the Modified Conventional Delphi. Several correctional personnel were used to help develop an extensive list of trends and events. The writer then reduced the list to the ten most applicable trends and events.

The Modified Delphi group was composed of representatives from different geographic locations across the United States and included representatives from the CCA jail systems the writer visited in January. A total of nine individual professionals with varied backgrounds were selected for the Delphi panel.

During the first round, the group rank-ordered the trends and events and made other evaluations relevant to the purpose of the study. The median rank values were used to isolate the final sets of five trends and events, on which a report is made below. The five trends and events that the panel felt had the most impact on the issue were selected for final forecasting and are listed below.

#### TRENDS

Trend - A trend is defined as a general movement in the course of time of a statistically detectable change or a statistical curve reflecting such a change.

**TREND 1 Civil suits involving county jails:** Suits that cause a court to issue an order releasing inmates, awarding monetary damages, limiting jail population or requiring changes in the physical structure of the facility. These suits can come from the local superior court, the state court or a federal court.

**TREND 2 Civilianization of some police functions:** Positions in law enforcement agencies that have traditionally been performed by sworn police personnel, now being performed by civilians.

**TREND 3 Changes in inmate population in county jails:** The daily average inmate population that increases or decreases because of arrests, changing laws, court ordered releases or other trends that may cause the change.

**TREND 4 Changes in available revenue for county sheriffs:** An increase or decrease in available funds for sheriffs caused by legislative changes, taxpayer revolts, population changes or the willingness of local board of supervisors to provide funding for sheriffs' budgets.

**TREND 5 Alternative sentencing experiments:** A change in the type of sentences given to arrestees because of increased technology, moral changes in society, etc., i.e. house arrest, electronic monitoring or work in lieu of custody programs.

During the second round of the Delphi process, the panel was given the opportunity to revise their views, based on input from the group's initial judgement. Trend and event forecasting was again done using the five final sets of trends and events. Then the panel did a cross-impact analysis, indicating the affect one event would have on another event and the impact each event would have on the trends assuming the event(s) occurred.

#### TREND EVALUATION

The group evaluation of the trends was accomplished by using the number 100 to represent the level of the trend today. The group, using the ratio of 100, listed what they thought the level of the trend was five years ago, what they thought it would be five years from now, and what they thought it would be ten

years from now. The group also listed what they desired the trend to be five years from now and what they desired the trend to be ten years from now. The collated data reflects the median response from the group in both of these areas. The "will be" data represents what the group feels the trend will be and the "should be" data or normative, represents what the group desires the trend to be. The data is illustrated on Fig. 1

TREND EVALUATION

Will be  
Should be

Fig. 1

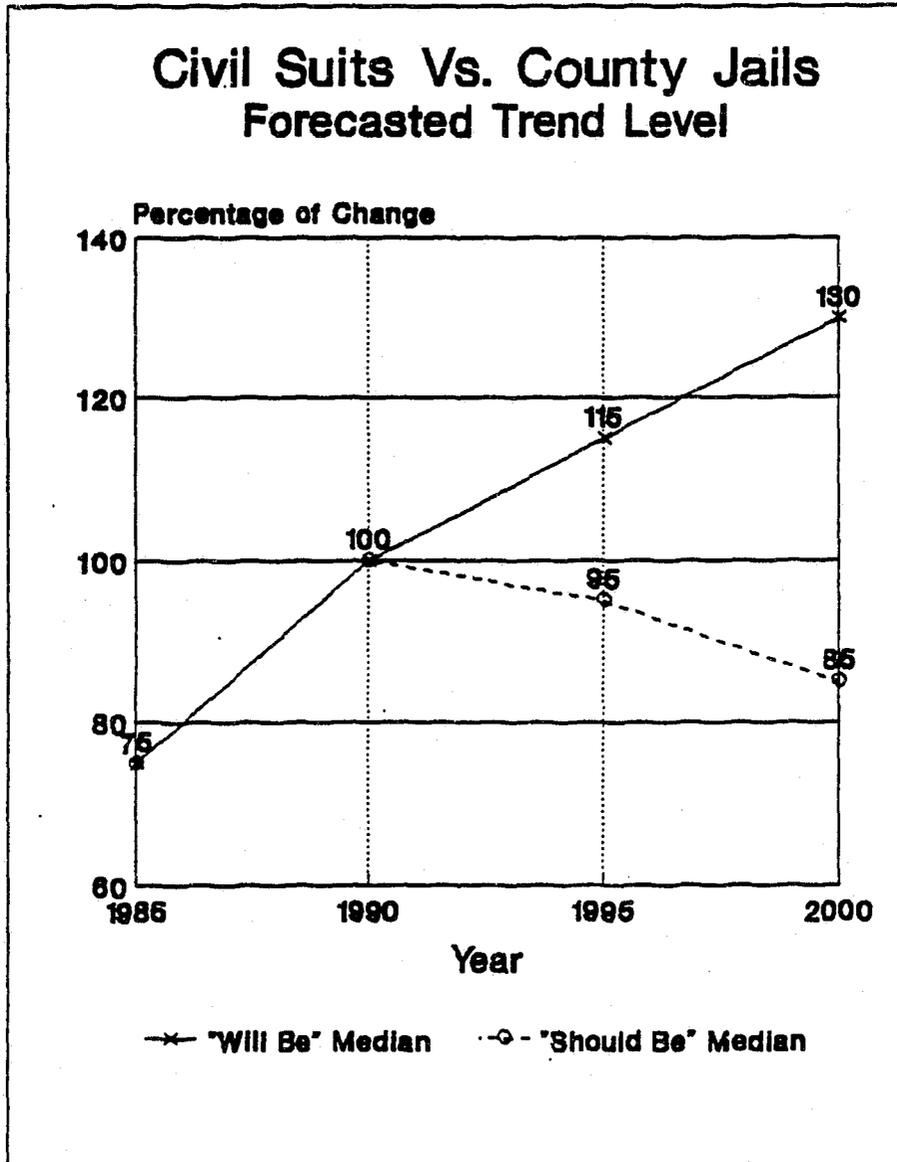
| TREND STATEMENT                                   | LEVEL OF THE TREND<br>(Ratio: Today = 100) |       |                  |                   |
|---|--|-------|------------------|-------------------|
|   | 5 Years Ago                                | Today | 5 Years from now | 10 Years from now |
| 1. Civil suits involving county jails             | 75   | 100   | 115<br>95        | 130<br>85         |
| 2. Civilianization of some police functions       | 70   | 100   | 120<br>125       | 140<br>150        |
| 3. Change in inmate population in county jails    | 80   | 100   | 130<br>115       | 170<br>140        |
| 4. Change in available revenue for county sheriff | 95   | 100   | 115<br>130       | 130<br>160        |
| 5. Alternative sentencing experiments             | 80   | 100   | 120<br>140       | 130<br>160        |

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**TREND 1: Civil suits involving county jails. (Fig 2)**

The group median showed that the number of civil suits involving county jails was 25% less five years ago than it is today. They also felt the number of suits would increase 15% in the next five years and 30% in the next ten years. The normative or desired estimate by the group was that the number of civil suits involving county jails should decrease by 5% in the next five years and decrease by 15% in the next ten years.

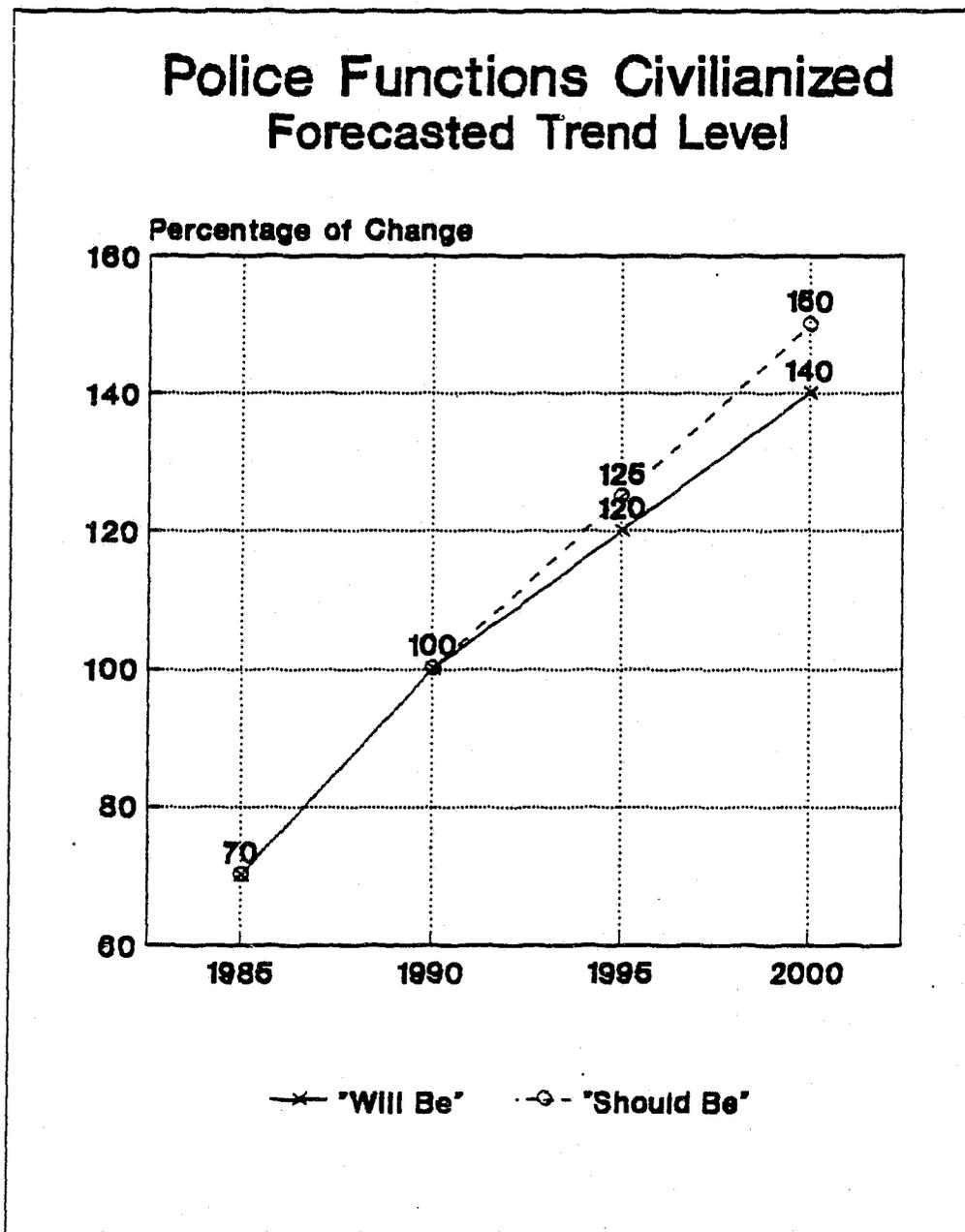
**Fig. 2**



**TREND 2: Civilianization of some police functions. (Fig 3)**

The group median showed that the civilianization of some police functions was 30% less five years ago than it is today. They also felt that the number of civilians doing police functions will increase 20% in the next five years and 40% in the next ten years. The normative or desired use of civilians should increase by 25% in the next five years and 50% in the next ten years, according to the group median.

Fig. 3

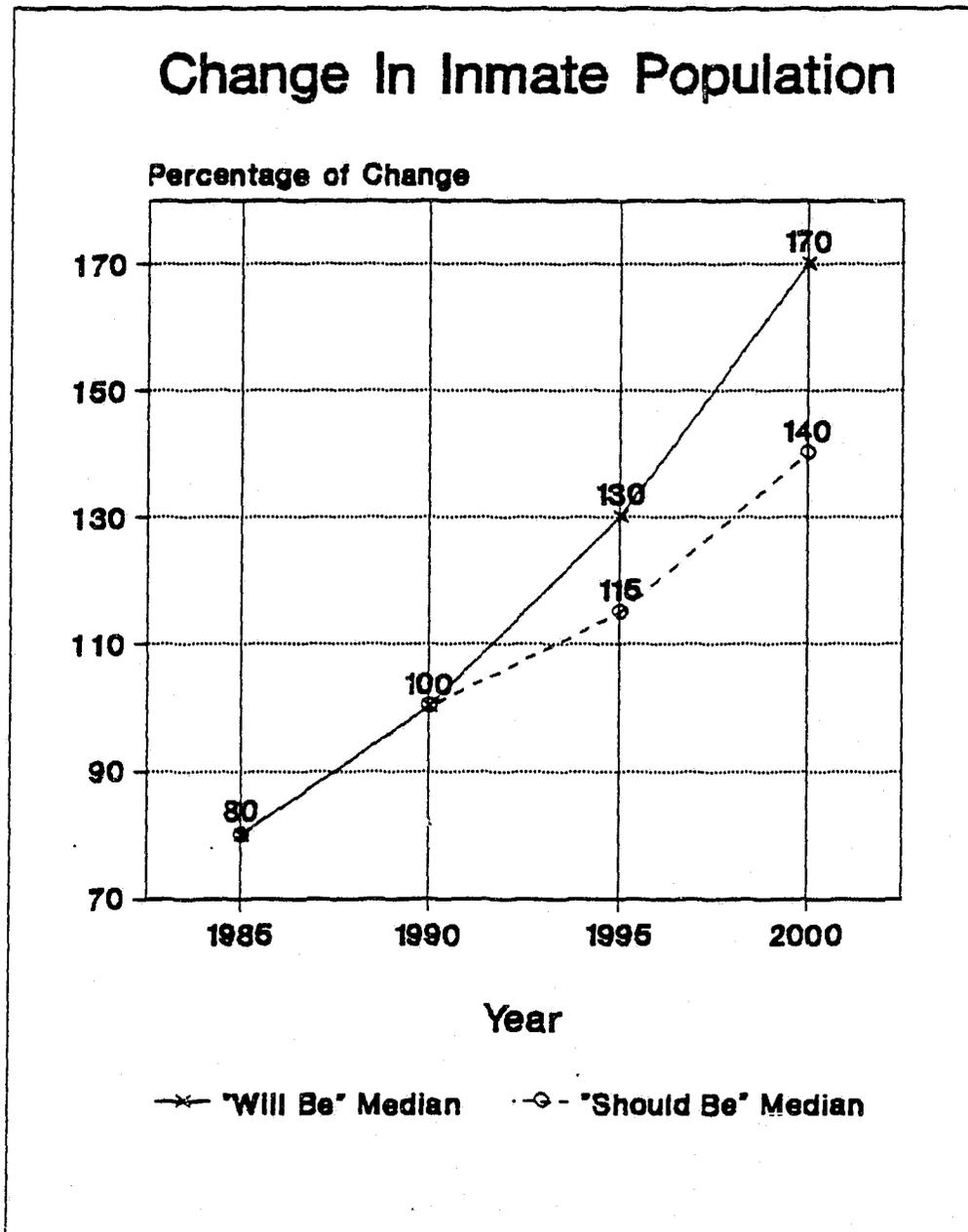


**TREND 3: Change in inmate population in county jails. (Fig 4)**

The group median showed that the number of inmates incarcerated in county jails was 20% less five years ago than it is today.

They also felt that the inmate population in county jails would increase by 30% in the next five years and 70% in the next ten years. The normative or desired inmate population in county jails should increase by 15% in the next five years and 40% in the next ten years.

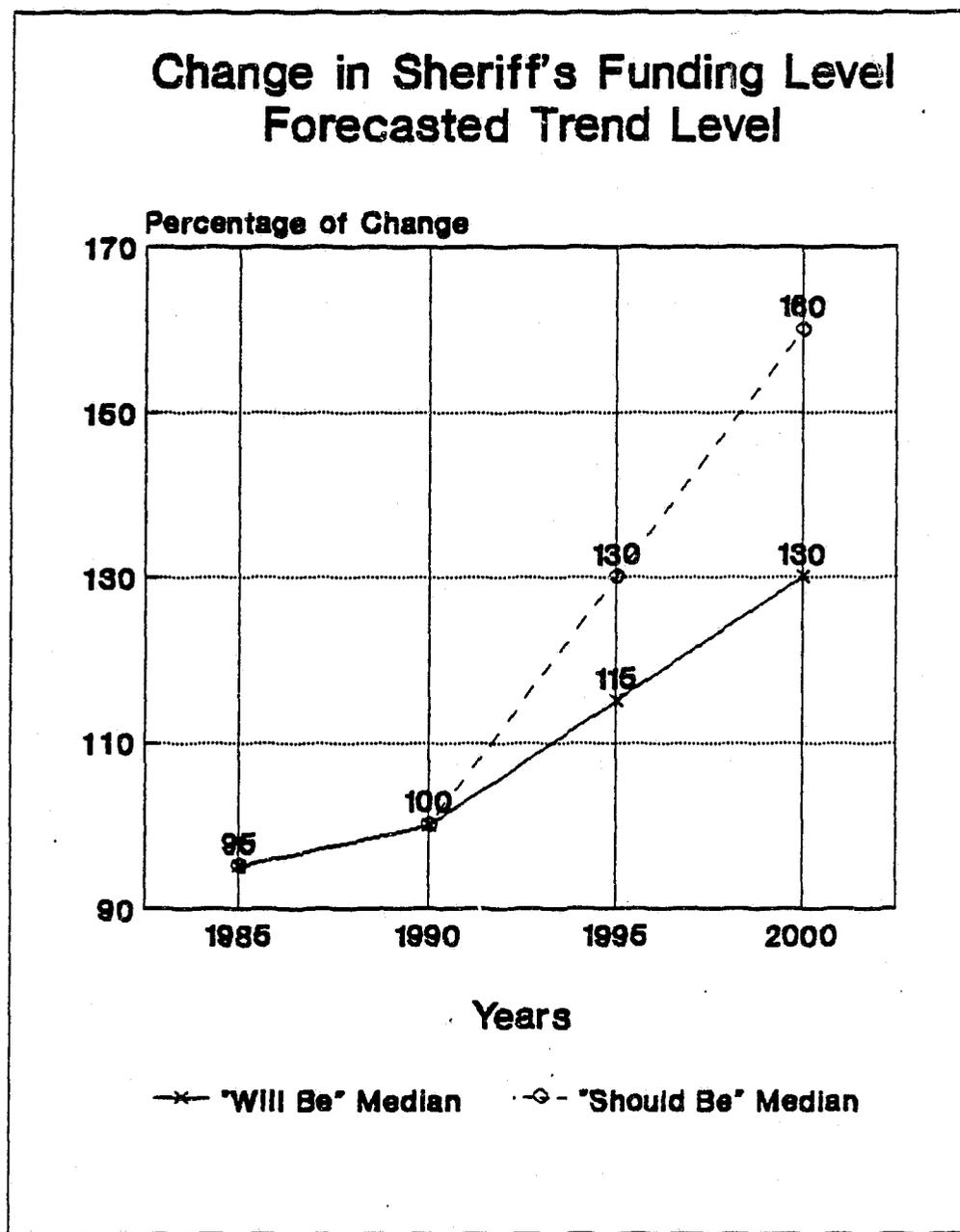
**Fig. 4**



**TREND 4: Change in available revenue for sheriffs' departments.**

(Fig 5) The group median showed that the amount of available revenue for sheriffs departments was 5% less five years ago than it is today. They also felt that the available revenue would increase 15% in the next five years and 30% in the next ten years. The normative or desired available funds for sheriffs' departments should increase 30% in the next five years and 60% in the next ten years.

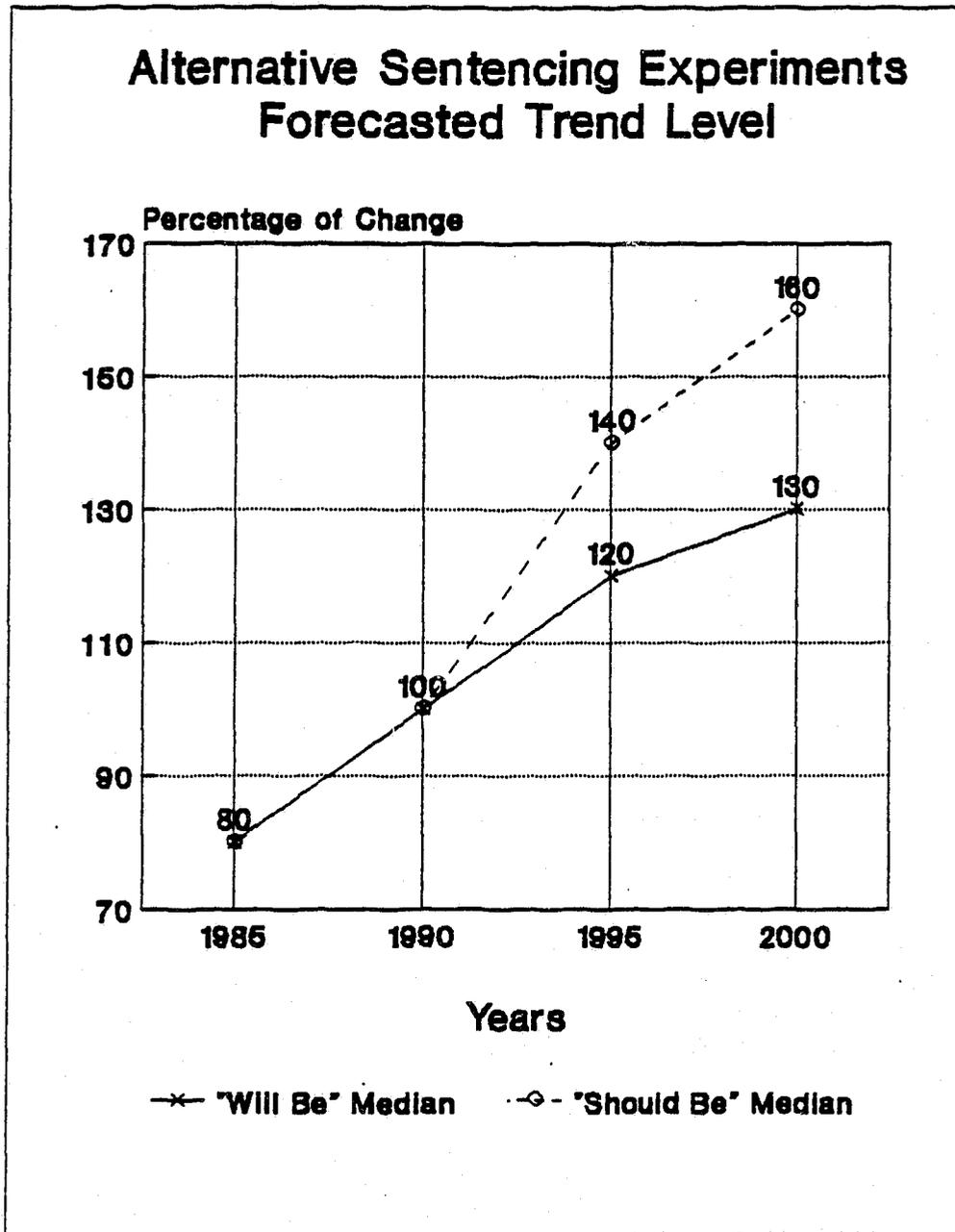
Fig. 5



**TREND 5: Alternative sentencing experiments. (Fig 6)**

The group median showed that the number of alternative sentencing experiments was 20% less five years ago than what it is today. They also felt that the number of alternative sentencing experiments would increase 20% in the next five years and 30% in the next ten years. The normative or desired alternative sentencing experiments should increase by 40% in the next five years and 60% in the next ten years.

**Fig. 6**



## EVENTS

For purposes of this study, an event is defined as something that occurs, such as a riot in an overcrowded jail facility, and which will have an effect on the issues addressed in this futures research. If historians reflect back in time, they would be able to determine clearly that an event had occurred.

In round one of the Delphi operation, the panel was provided with ten events that were predictable given current conditions and might impact the issues addressed. During round one, the panel rank-ordered the events as to the amount of impact they would have on the issue if they occurred. Using the group median and considering the events that would have the most impact on the issue, the events were reduced to five for final forecasting in round two.

## EVENT EVALUATION

During round one of the Delphi process, the panel was given ten possible events to forecast. First they were asked to forecast the year that the probability first exceeded zero. Then the panel was asked to forecast the probability of the event occurring within five years from today and ten years from today, using percentages. The group was also directed to give a rating of positive and negative using a scale of 1-10 with the positive meaning the impact would increase the possibility of the private sector becoming involved in county jail management. After round one, the writer reduced the number of events to five and maintained the events that would have the most significant impact on the issue. During round two the panel went through the same process using the five remaining events.

## IDENTIFIED EVENTS

EVENT 1 A jail riot in a southern California county jail resulting in significant loss of life and property damage.

Riots have occurred in various county jails in the past ten years, with substantial property damage.

EVENT 2 Medical technology is perfected which is capable of modifying criminal behavior. Medical technology is available today that alters behavior with the hope of someday being able to alter criminal behavior.

EVENT 3 Use of robotic guards begins in California county jails.

The possibility exists that robots might be useful in feeding inmates. Also robots could be equipped with cameras and used to patrol jail hallways with deputies monitoring video equipment.

EVENT 4 A California sheriff is jailed because of overcrowded conditions in the county jail. Courts have threatened sheriffs and board of supervisor members with incarceration in the past if they didn't alleviate overcrowding in their county jails.

EVENT 5 Legislation is passed that decriminalizes public intoxication. If this event occurred, overcrowding could be lessened.

The event evaluation is illustrated on Fig. 7.

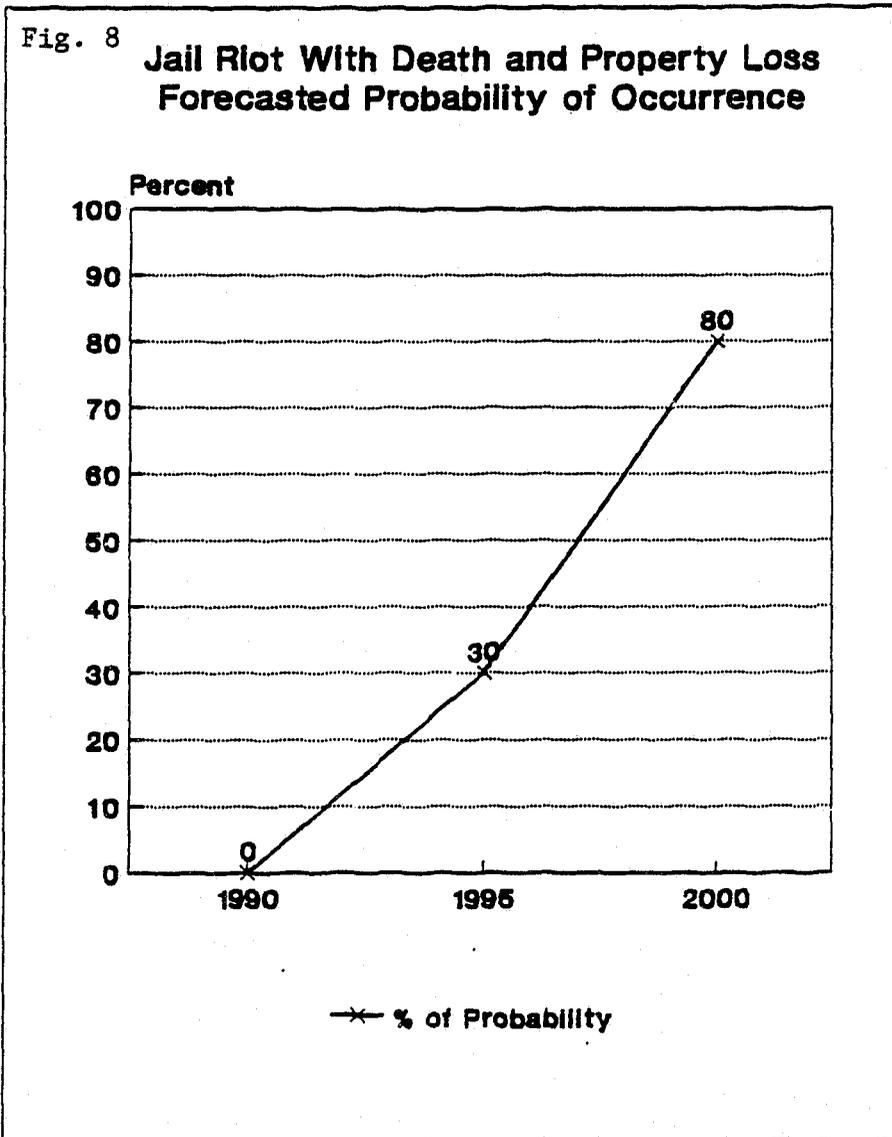
EVENT EVALUATION

Fig. 7

| EVENT STATEMENT   | PROBABILITY                        |                            |                            | IMPACT ON THE ISSUE IF EVENT OCCURRED |                 |
|---|------------------------------------|----------------------------|----------------------------|---------------------------------------|-----------------|
|   | Year that Probability exceeds zero | Five Yrs. from now (0-100) | Ten Years from now (0-100) | Positive (0-10)                       | Negative (0-10) |
| 1. A jail riot in a Southern Calif. jail resulting in significant loss of life and property damage. | 1990                               | 30%                        | 80%                        | 3                                     | 7               |
| 2. Medical technology is perfected which is capable of altering criminal behavior.                  | 1991                               | 20%                        | 60%                        | 2                                     | 8               |
| 3. Use of robotic guards begins in California county jails.   | 1994                               | 10%                        | 65%                        | 6                                     | 4               |
| 4. A California Sheriff is jailed because of overcrowded conditions in the county jail.             | 1993                               | 15%                        | 45%                        | 9                                     | 1               |
| 5. Legislation is passed that decriminalizes public intoxication.                                   | 1991                               | 25%                        | 50%                        | 2                                     | 8               |

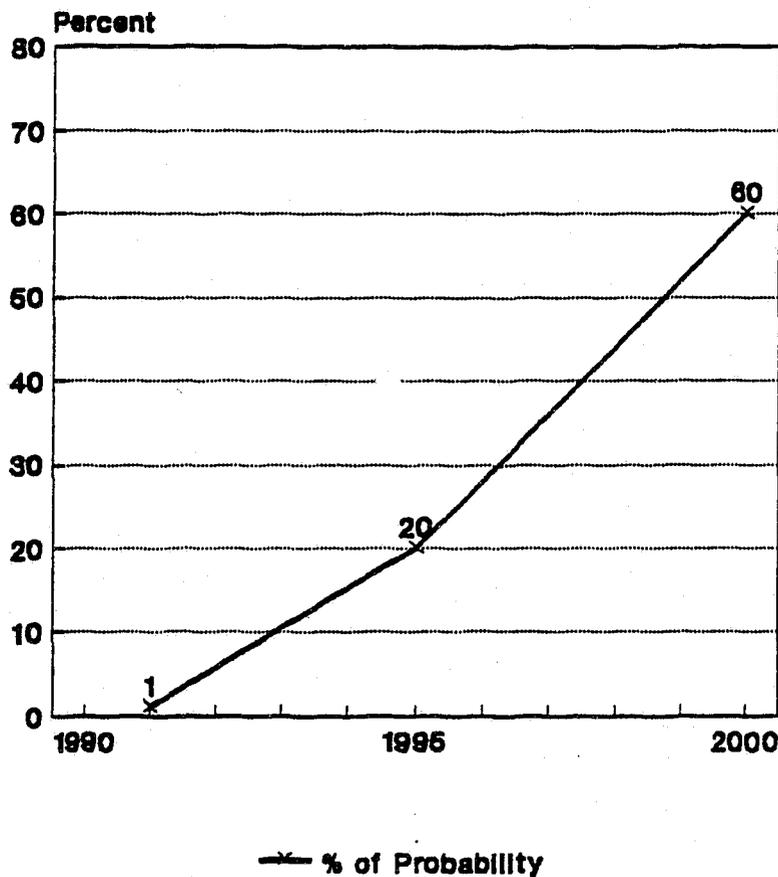
**EVENT 1** A jail riot in a southern California jail resulting in a significant loss of life and property damage. (Fig 8)

The group median showed that 1990 is the year that the probability first exceeds zero. The group felt that the probability is 30% that this event will occur within five years and 80% probability that this event will occur within ten years from now. The group felt that if this event occurs, it would have a positive impact of three and a negative impact of seven. If this event occurs, it is less likely that private personnel would be used to staff jails because of the inherent danger.



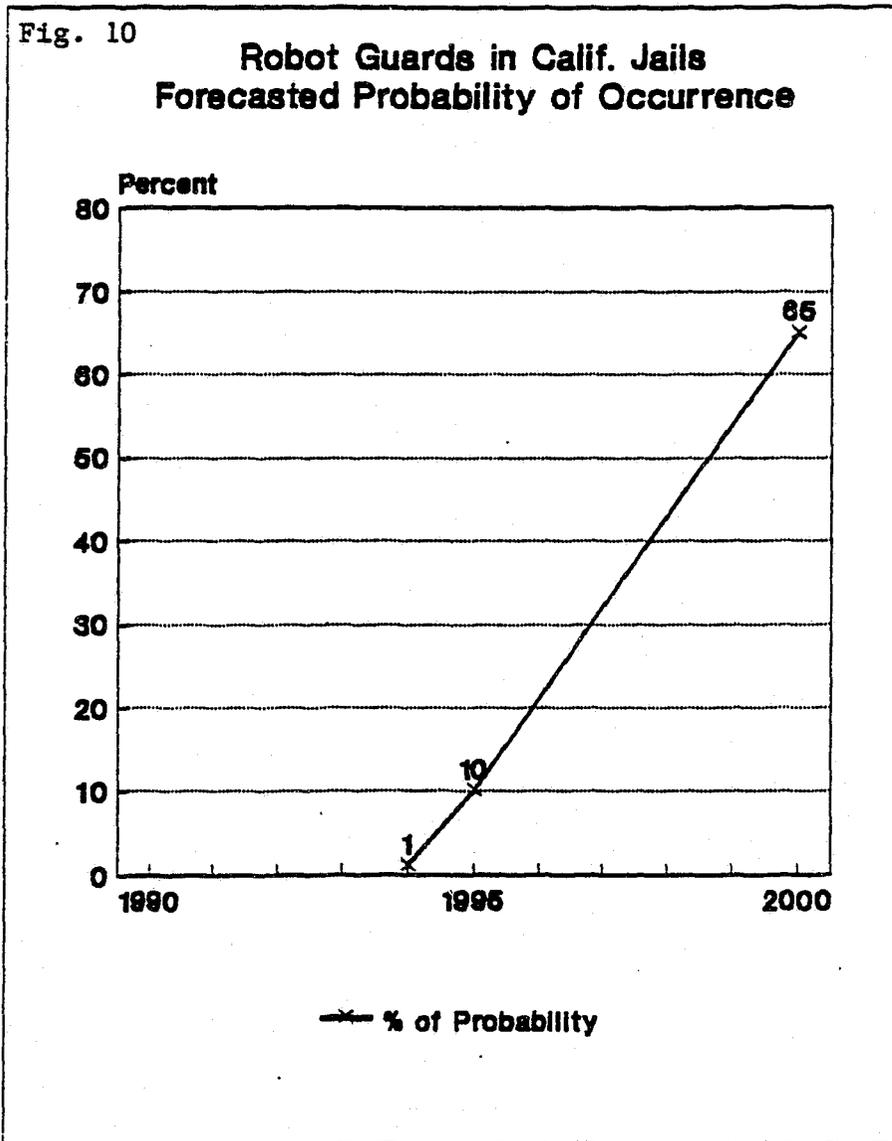
**EVENT 2 Medical technology is perfected which is capable of modifying criminal behavior.** (Fig 9) The group median showed that 1991 is the year that the probability first exceeds zero. The group felt that the probability is 20% that this event will occur within five years and 60% probability that this event will occur within ten years. They felt that if this event occurs, it would have a positive impact of two and a negative impact of eight on the issue of whether private companies become involved in county jail management.

Fig. 9 **Med/Tech Modifies Criminal Behavior  
Forecasted Probability of Occurrence**



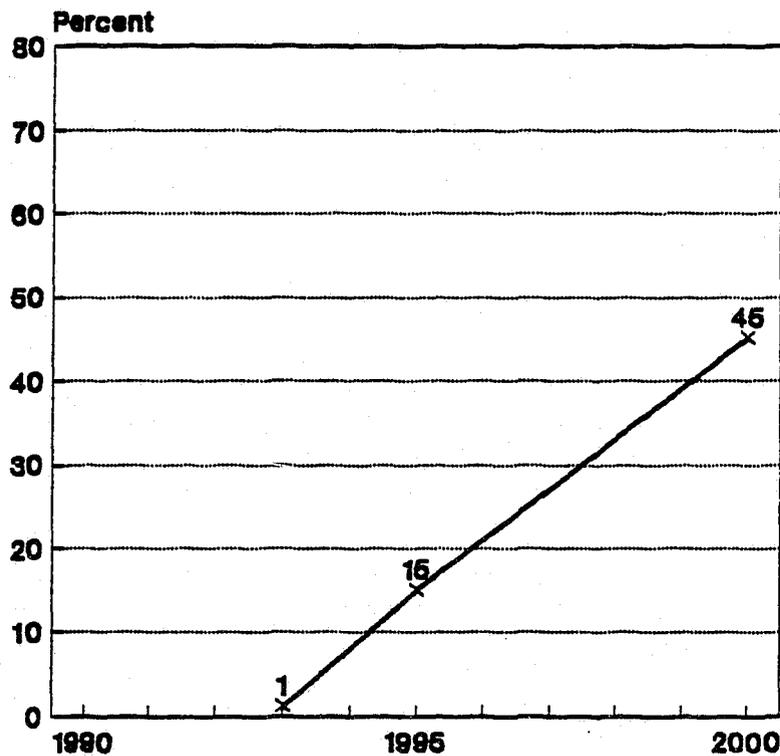
**EVENT 3 Use of robotic guards begins in California county jails.**

(Fig 10) The group median showed that 1994 is the year that the probability first exceeds zero. The group felt that the probability is 10% that this event will occur within five years and 65% probability that this event will occur within ten years. They felt that if this event occurs, it would have a positive impact of six and a negative impact of four on whether private industry becomes involved in county jail management.



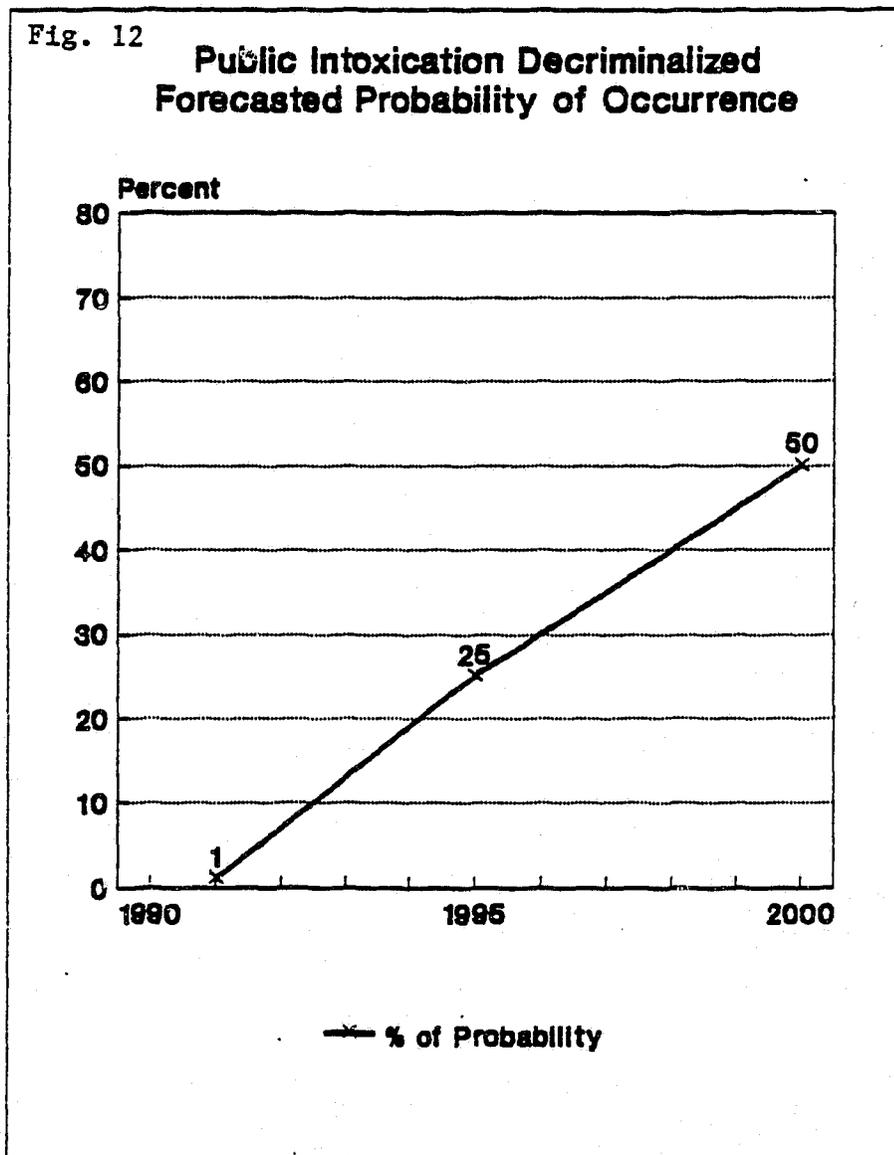
**EVENT 4** A California county sheriff is jailed because of overcrowded conditions in the county jail. (Fig. 11) The group median showed that 1993 was the year that the probability first exceeds zero. The group felt that the probability is 15% that this event will occur within five years and 45% probability that this event will occur within ten years. They felt that if this event occurs, it would have a positive impact of nine and a negative impact of one on whether private industry becomes involved in county jail management.

Fig. 11 **Calif. Sheriff Jailed for Overcrowding  
Forecasted Probability of Occurrence**



—x— % of Probability

**EVENT 5** Legislation is passed that decriminalizes public intoxication. (Fig 12) The group median showed that 1991 is the year that the probability first exceeds zero. The group felt that the probability is 25% that this event will occur within five years and 50% probability that this event will occur within ten years. They felt that if this event occurs, it will have a positive impact of eight and a negative impact of two on whether private industry becomes involved in county jail management.



## CROSS-IMPACT ANALYSIS

After the Delphi panel had completed their final forecasts on the trend and events, they were directed to complete a cross-impact analysis. This was accomplished using the final selection of trends and events. The purpose of the cross-impact analysis is to determine the impact one event would have on another, if the event occurred. If each event occurred, the probability of occurrence or non-occurrence of the other events is measured. Also analyzed is the impact an occurring event would have on the identified trends. The effect of each event on the identified trends is measured relative to its potential to accelerate or retard the trend.

One of the major objectives of the cross-impact analysis is to analyze trends and events for policy action. It becomes very important for policy writers to understand the relationship of the cross impact of the trends and events. (Fig. 13)

Fig. 13

↓  
CROSS-IMPACT EVALUATION

- Event 1. Jail riot w/deaths.
- Event 2. Medical technology perfected.
- Event 3. Use of robotic guards.
- Event 4. Sheriff jailed for overcrowding.
- Event 5. Public intoxication decrim.

- Trend 1. Civil suits involving county jails.
- Trend 2. Civilianization of police functions.
- Trend 3. Change in inmate population
- Trend 4. Revenue for sheriffs departments.
- Trend 5. Alternative sentencing experiments.

If this event actually occurred, how would the probability of the events and trends be affected?

|     |      |      |      |      |      | HOW WOULD THESE TRENDS BE AFFECTED? |      |      |      |      |
|-----|------|------|------|------|------|-------------------------------------|------|------|------|------|
| ↓   | E-1  | E-2  | E-3  | E-4  | E-5  | T-1                                 | T-2  | T-3  | T-4  | T-5  |
| E-1 | X    | 0%   | +50% | +45% | +65% | +40%                                | -20% | -25% | +30% | +40% |
| E-2 | -5%  | X    | 0%   | -15% | +75% | -10%                                | +45% | -40% | 0%   | +80% |
| E-3 | +30% | 0%   | X    | 0%   | 0%   | +25%                                | +30% | 0%   | 0%   | +10% |
| E-4 | +70% | +15% | +5%  | X    | +60% | +60%                                | +20% | -30% | +30% | +90% |
| E-5 | -45% | 0%   | -30% | -50% | X    | -20%                                | -10% | -35% | +10% | -10% |

## POSITIVE AND NEGATIVE IMPACT ON THE ISSUE

Issue: What impact will the privatization of jails have on sheriffs' departments by year 2000?

Follow-up phone conversation with the Delphi panel became necessary to get feedback on the reasons for their positive and negative ratings.

EVENT 1 Jail riot results in significant loss of life and property damage. Positive 3, Negative 7. The Delphi panel felt that if Event 1 occurred, it would be of such a serious nature that people in authority would be less likely to want non-police personnel in the jails as opposed to deputy sheriffs. They felt that if this event occurred it would be more likely that alternative courses of action would be taken that would not include privatization of county corrections.

EVENT 2 Medical technology is perfected that is capable of modifying criminal behavior. Positive 2, Negative 8. The panel felt that if this event occurs, the number of people incarcerated would decrease substantially. They felt that if that occurs, many of the current problems would be eliminated; therefore the issue of privatization of corrections would be less attractive.

EVENT 3 Use of robotic guards begins in California counties. Positive 6, Negative 4. The feedback from the panel was that they didn't believe the public sector would have the expertise or proactiveness to implement robotic guards

in county jails. They did believe that private corrections companies would work in that area aggressively and use robotics in an effort to save money and become more efficient.

**EVENT 4** A California sheriff is jailed because of overcrowding in the county jail. Positive 9, Negative 1. The feedback from the panel was that if this event occurs, boards of supervisors probably would be very willing to listen to proposals from the private sector to manage the county jail system. They further felt that when/if this event occurs, privatization will become a central focus in California.

**EVENT 5** Legislation is passed that decriminalizes public intoxication. Positive 2, Negative 8. The panel felt that if this event occurs, the population of county jails might be significantly reduced, thus eliminating some current problems and reducing privatization to a non-issue.

## ACTOR EVENTS

After the cross-impact analysis form is completed, the direct impacts have been estimated. It then becomes important to identify the impact these events may have on the future world. To determine this, the number of "hits" are counted for each row in the cross-impact matrix. If there is a percentage increase or decrease it is considered a "hit." The events can then be ranked by the total number of "hits." The higher the number, the more important the event as a cause of change in the future world. Events with the higher number of "hits" are considered "actor" events. They become primary targets of policy action. There is a possibility of 9 hits.

EVENT 1 A jail riot with loss of life and property damage. This event received 8 hits. The range of the impact was from -20% to +65%. This means that if this event occurs, one trend (T-2) would be retarded by 20%. The probability of occurrence of another event (E-5) would be increased by 65%. This obviously becomes an actor event.

EVENT 2 Medical technology is perfected which is capable of modifying criminal behavior. This event received 7 hits. The range of the impact is from -40% to +80%. If this event occurs, one trend (T-3) would be retarded by 40%, and another trend (T-5) would be accelerated by 80%. This is an actor event.

EVENT 3 Use of robotic guards begins in California counties. This event received 4 hits. The range of the impact is from +10% to +30%. If this event occurs, one trend

(T-5) would be accelerated by 10% and the probability of occurrence of another event (E-1) would increase by 30%. This event would not be considered an actor event.

EVENT 4 A California sheriff is jailed because of overcrowding in a county jail. This event received 9 hits. The range of the impact is -30% to +90%. If this event occurs it will retard a trend (T-3) by 30% and accelerate another trend (T-5) by 90%. This would be considered an actor event.

EVENT 5 Legislation is passed that decriminalizes public intoxication. This event received 8 hits. The range of the impact is -50% to +10%. If this event occurs, the probability of occurrence of another event (E-4) is decreased by 50% and another trend (T-4) is accelerated by 10%. This event could be considered an actor event.

The actor events are important and should be considered for policy action.

#### REACTORS

Reactors are buffeted by the occurrence or non-occurrence of the actors. To determine the reactors, the number of hits are counted in each column on the cross-impact matrix. It was determined that all of the events except event number 2 could be reactors. Event 2, medical technology being perfected that modifies criminal behavior only received 1 hit. Event 2 would not be considered a reactor to the other events. Events 1, 3, 4, and 5 are reactors; consequently, agency policies should be directed at these with the objective of making the events more or less likely to occur.

After carefully studying the cross impact matrix, three different possible futures scenarios were written, using data from the matrix that includes actors and reactors. The scenarios are not to be considered predictions, but possible futures scenarios from which policy consideration will be given.

## Mighty Casey Has Struck Out

April 1, the year 2000. Sheriff Casey sat down at his desk, took a deep breath and reflected back over his 35-year career in law enforcement. The last 20 years he had been the sheriff of Adams County in Southern California. How could this happen to him?

He looked back to his first campaign and how hard he had worked to get elected. "Mighty Casey can do" was his winning slogan. He had promised to take control of the county jails and manage them efficiently and effectively. Sure, he hadn't been completely successful, but he had made some important strides. Somehow, however, he never seemed to be able to keep up with the increase in the jail population. More people, more arrests, less funds to work with. The close of the century just hadn't been good to him. Nothing but bad luck, and now he had only two more months before retirement.

Of course, he didn't want to retire, but that idiot Duke had won the election. Duke had been a pain in the butt since he made commander and became ambitious to unseat his boss. It really wasn't Duke, he reflected, but that damned jail riot. Overcrowding! That's what did it. December 24, 1999, the inmates had rioted at the main jail, causing an extensive amount of damage. Expensive damage. Two of his best men were killed fighting that riot. That hurt. And the publicity was really bad too.

Still, some good things came from the riot. In fact, just two months ago, the legislature had decriminalized public

intoxication, and that really caused a drop in the jail population. No more drunks in jail, and the population down by 35%. This took a lot of the pressure off.

The Sheriff sighed and lit his pipe. I guess I should have somehow managed to deal with the overcrowding. But how? The jail is too small, and the public is tight on funds. And the board doesn't want to give me what funds are available. Why should I be punished for something every California sheriff is experiencing?

The courts have been threatening me for years, but then again, that is an old story. But the jail riot really upset the apple cart. Five new civil suits filed the week after the riot for "horrible living conditions." And I can't believe Deputy Douglas's family is suing me as well. Nice young man; pity he died, but you take that risk when you come to work in this job. Why didn't his family understand that? Even the Board of Supervisors, who used to support me, are mad. It will take 30% of the total sheriff's budget to repair the jail. Damned politicians. Problem really began when those new board members were elected. College graduates, all of them. Theoretical dimwits. You just can't run a sheriff's department on theory.

I suppose I could have saved some money by hiring civilians to take counter reports, do fingerprinting and the like. But, dammit, I want deputies doing work designed for deputies. I guess I'm just from the old school. The old retirement school.

With the new budget, there will be less to work with than there was 10 years ago. Oh well, Duke will have to worry about that. Thank God I don't have to.

Sheriff Casey knocked the ashes out of his pipe and picked up the bench warrant on his desk. With just two months left in his final term, Sheriff Casey was going to his own jail for violation of a court order to improve jail conditions. Fine end to a 35 year career in law enforcement. "Mighty Casey" had struck out.

## The Condor is Extinct

December 31, 1999. The end of an era more than 100 years in length. Sheriff Casey looked around his office. His desk was bare. The sounds of phones ringing, typewriters clacking, boots on the bare floors were gone. It was as if he was sitting in the middle of a ghost town. Wonder what they will do with the building he thought?

Outside, civilians were beginning to celebrate the end of the 1900's and the beginning of a new century and a new millenium. The end of an era, though they seemed not to know it.

Pity the California Sheriffs' Association hadn't seen it happening. The last ten years had seen the county sheriff reduced to a figurehead. Quite a comedown, when there had been a time when he was the law.

Actually the demise of the County Sheriff had begun in the east. In the mid 1980's, counties in the southeast started contracting with private industry to build, staff and manage county jails, something the sheriff had always done. Issues such as overcrowding, taxpayer revolts, civil suits, court orders and lack of innovative sentencing experiments had ripped away the sheriff's credibility.

California Boards of Supervisors responded to taxpayer complaints over increased bills for new jails, with no end in sight. The first California county jail passed into private contractor hands in January 1994, and that started the snowball. By 1998, almost all county jails were in the hands of the private sector.

Some sheriffs felt that the change would result in more money for their law enforcement budgets, but they were wrong. City police departments began making proposals to boards of supervisors to provide law enforcement coverage in adjacent unincorporated areas. Their proposals presented substantial monetary savings, and the boards accepted their proposals. As sheriffs lost ground, they began losing their political clout as well. In several counties, their responsibility was limited to providing court criers, bailiffs and civil process servers. The trend spread.

A taxpayer group in a lightly-populated northern California county called for the elimination of the office of sheriff, citing as their reason that civilians could serve civil papers and be bailiffs as well as sworn deputy sheriffs. Both the California Sheriffs' Association and the National Sheriffs' Association called the plan ludicrous, but the taxpayers didn't see it that way.

Recruitment for the county sheriff's department had been suffering for several years, and with this development, officers in the department began to seek employment in city departments where the chance for advancement was better. And now, Adams County, the last holdout in the state had followed the lead provided by the rest of the departments and had abolished the office of sheriff.

Sheriff Casey sighed and checked his desk drawers for the last time. The last item on his desk was a paperweight he had kept for more than twenty years.

"Presented by the Citizens of Adams County to Sheriff William Casey for Services to the County," a silver replica of his revolver. Picking up the paperweight, he walked through the echoing halls of the Adams County Sheriff's Department building for the last time, as he headed to his car.

Like the great condor, whose great ten-foot wing span had inspired those who had watched it soar across the western skies, the county sheriff, "Law West of the Pecos" had passed into extinction.

## The Stealth Jail

January 1, 2000. Sheriff Casey had a headache. He had been to New Years parties before, but this one was spectacular. Yes, he drank too much. Just enough to make his head hurt today.

This was the month he started his fifth and last term as the Sheriff of Adams County. After this term he and his wife were retiring. It had been a great career. He didn't know if he was just lucky or if he had made the right decisions which allowed him to become a five-term sheriff.

The big dilemma came in 1990. Corrections throughout California was a disaster. Overcrowding was atrocious, and nothing was being done to make things better. It was in 1990 that Casey called his staff together to try and determine what the real problems were. At that time he had five civil suits pending against him and the county for jail conditions. Several issues surfaced. The staff working in the jails never really wanted to be there. As soon as seniority allowed them to transfer to the law enforcement division of the department, they did. It had become virtually impossible to recruit new officers because they wanted to be cops and knew their first five years would be spent in the jail. The Sheriff just couldn't maintain any expertise in corrections. Just when a deputy became completely trained, he would transfer. The Sheriff had civilianized several jobs within the department, but corrections was still killing him.

In 1991 several private companies presented proposals to the County Board of Supervisors to assume management of the jails, and the sheriff knew he had to do something fast, or lose his jails.

He tried several alternative sentencing experiments, but the overcrowding didn't go away.

It was February 1992 that the decision was made to form two departments of the Sheriff's Office. One was the Law Enforcement Department and the other the Corrections Department. Since this was the Sheriff's brainchild, he was allowed to be the department head of both departments. The concept was really quite simple. The department was split in half with requests and seniority determining where personnel worked. If an officer landed in corrections, he or she could get into law enforcement only by attrition. New employees hired for the corrections department did not have the ability to transfer without giving up all rank and seniority they accrued. It wasn't until 1996 that the departments stabilized. Every tenured employee who wanted to be in law enforcement was in that department, and the corrections staff was stable.

By 1999 Sheriff Casey had a corrections staff known throughout the state as "the experts." They were paid to train other corrections staff members throughout the state. The issue of private jails in Adams County disappeared.

The "expert" corrections staff had been successful in their lobby attempt with the legislature to decriminalize public intoxication in 1999. The corrections staff became very proud of their profession and excelled in innovation. They had implemented electronic monitoring of inmates and were in the process of gaining a patent on a robot that patrolled the hallways of the jail. The robot was equipped with a video camera that scanned in four directions, allowing a single deputy to monitor up to 75 inmates at one time.

Even though Sheriff Casey's head hurt, it made him feel better to realize he really had made a difference in his career. Not only had he made his Corrections Department efficient, but he had also made great gains in his Law Enforcement Department. But there was no getting around it; he was most proud of his accomplishments in corrections. He had taken a corrections department that was full of adversity and inefficiency and made it the best in the state. He had taken a corrections bureau that was criticized every day in the newspaper and turned it around. Now the county jail was a non-issue in the news. The Stealth Bomber had nothing on his new "Stealth Jail."

**SECTION II**

**STRATEGIC MANAGEMENT**

## STRATEGIC MANAGEMENT

The scenario "The Condor becomes Extinct" is a view of the future that is not desirable, but could occur. The scenario "The Stealth Jail" is a view of the future that is possible and desirable. It's important to note at this point that the two scenarios are not predictions of the future, but all or parts of both scenarios are possible futures issues that could occur. The purpose of this section is to review and select policy option(s) that will help steer the future away from "The Condor becomes Extinct" scenario and towards "The Stealth Jail."

Strategic management is a situation audit. Since it is necessary to use a model sheriff's department for strategic management, the Kern County Sheriff's Department will be used. Kern County is representative of many county sheriffs' departments in areas that contain both large metropolitan areas (e.g. Bakersfield) and large unincorporated areas as well. In addition, the writer is thoroughly familiar with that agency. This section will begin with Macro and Micro Mission Statements, followed by a WOTS-UP analysis to examine the organizational internal weaknesses and opportunities as well as external threats and strengths. A Strategic Assumption Surfacing Technique (SAST) will be used to identify stakeholders, determine assumptions and to weigh their importance. Then policy option(s) will be identified with recommended strategies outlined. Lastly, a plan for the implementation of the desired strategy is articulated to include time lines, resource requirements and action steps.

## MISSION STATEMENTS

### A private approach in a public agency

The mission statement is a critical aspect of the strategic planning process. The multi-purpose statement is designed to define values for the organization and to establish the foundation for the strategies and decisions. They also establish a commitment from members of the organization and help guide their behavior.

#### Macro-Mission:

The Kern County Sheriff's Department is charged with the safe and humane custody of all persons arrested and/or committed to Kern County correctional facilities. The department is also responsible for the expenditure of public funds and a diligent effort must be made to use the best management skills available to accomplish the goals in the most efficient and effective manner.

This paper deals with the future of jail management and how the private sector might impact sheriff run facilities. Using expertise from the private sector can help the public sector become better jail managers.

#### Micro-Mission:

To promote the use of private enterprise techniques in jail management as an alternative to the traditional approach. To provide the best value for available funds and to foster expertise and professionalism in the staff. To hire, train, and keep a correctional staff for their entire career in that area of work. To provide the citizenry the greatest level of safety in their community.

## WOTS UP ANALYSIS

To help ensure a successful strategic plan, it is important to analyze the organization's internal capacities as well as the external environment. The use of a WOTS-UP analysis will provide framework for the situation audit. WOTS UP is an acronym for Weaknesses, Opportunities, Threats, Strengths and Underlying Planning. To conduct the internal and external audit, a group of managers from the sheriff's department and a member of the state correctional system were used. This group was used as a foundation for the Modified Policy Delphi used later in this study. Brainstorming techniques were used to compile a list of environmental strengths and weaknesses that relate to the issue.

### ENVIRONMENT - OPPORTUNITIES

In Kern County the community is very supportive of law enforcement. Tax dollars have come to law enforcement easily in the past, although that has changed somewhat in recent years. The opportunity exists to keep the public informed and integrate them into the law enforcement arena. Also, the networking that is available with other county jails in the state has never been better. Use of that network is necessary. The employees of the sheriff's department are loyal, honest and hard working. The opportunity is available to recruit, train and keep innovative employees. There is room and opportunity for improvement in inmate living conditions and more effective use of deputies in building a professional corrections staff. The opportunity for building a corrections staff that experiences career satisfaction is available.

## ENVIRONMENT - THREATS

One of the major threats is the recruitment of qualified, competent and trained deputy sheriffs from Kern County by other law enforcement agencies. The labor pool for police officers in the state of California is shrinking. The fact that new deputies work in corrections for up to several years accentuates that threat. The state corrections system is also expanding rapidly and is active in recruitment of qualified personnel from the shrinking pool of qualified candidates.

The advancement in technology has allowed law enforcement to better investigate cases, thus making more arrests. This creates additional pressure on already overcrowded facilities.

The state continues to mandate programs for county government without paying for those mandates. This could cause a significant decrease in funding in the area of law enforcement. The board of supervisors must prioritize these programs and decide where the money must be spent.

## ORGANIZATION - STRENGTHS

The Kern County Sheriff's Department is made up of quality personnel from the lowest rank up through management. The management team is committed to making the department the best it can be.

Politically the department is very strong. The community supports law enforcement and the sheriff's department. The Sheriff is very political, as a sheriff must be, and he works very hard to keep the support of the community. He allows his management team to manage, providing assistance when necessary.

## ORGANIZATION - WEAKNESSES

The department's fiscal management skills have not been as strong as they should have been for several years. A finance director was hired to head that department, and that should help.

Up until recently the department has been hesitant to make or accept change. Change has been forced on the department very rapidly, and the department is trying to keep up with the change. There are no incentives or rewards for creativity in county government that might encourage innovation.

The department has a reputation for rapid turnover, due to competition from outside employees such as state corrections. There are always positions vacant. The morale of the department has suffered because of the lack of personnel. Some of the victims of low morale are on the management team.

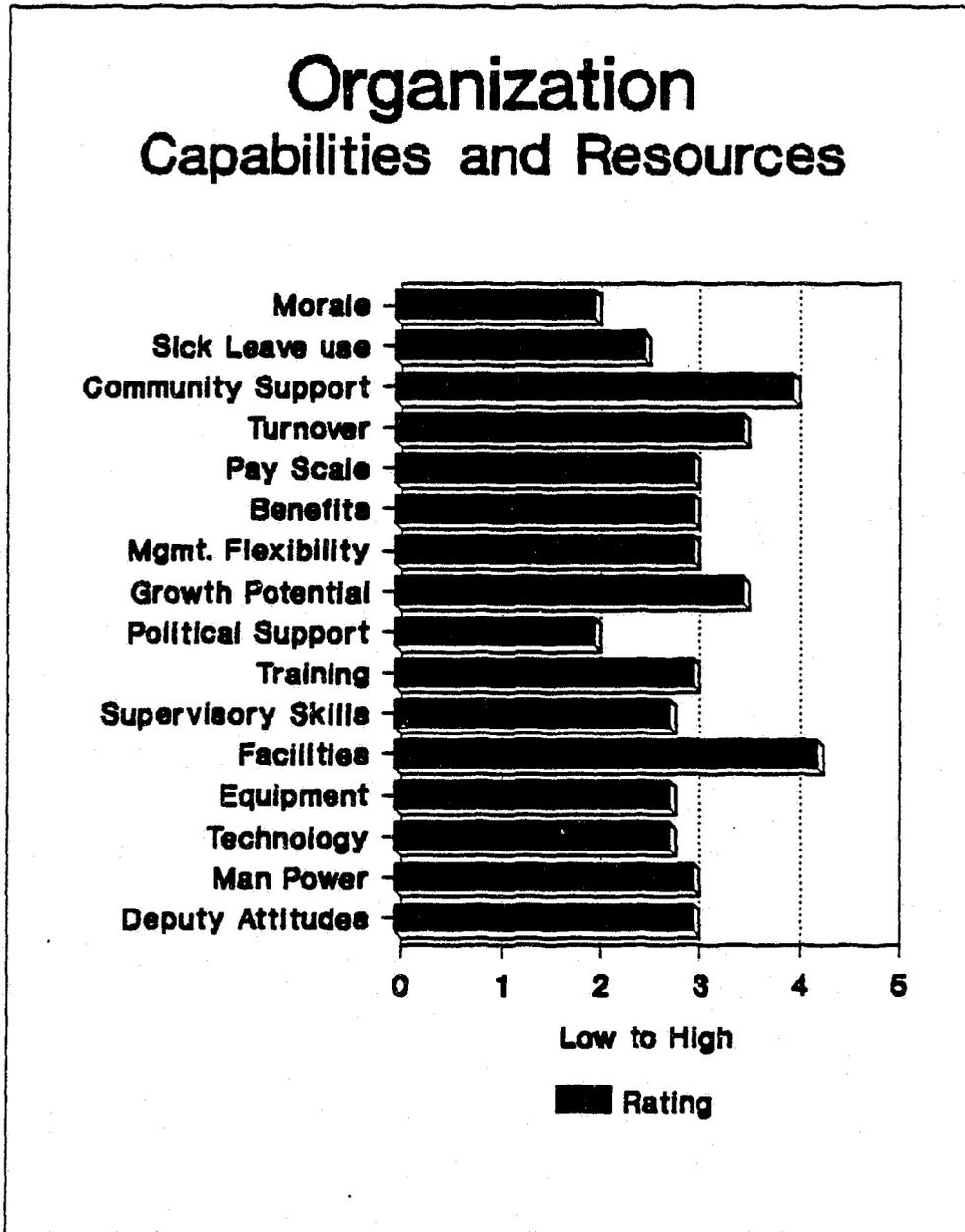
Over the years, jail assignments have been viewed as distasteful and undesirable. That attitude stems from the practice of placing employees in those positions for discipline.

The deputies' union is very active and not amicable to changes they perceive as losses instead of gains. They are employee oriented and not necessarily task oriented.

## CAPABILITY ANALYSIS

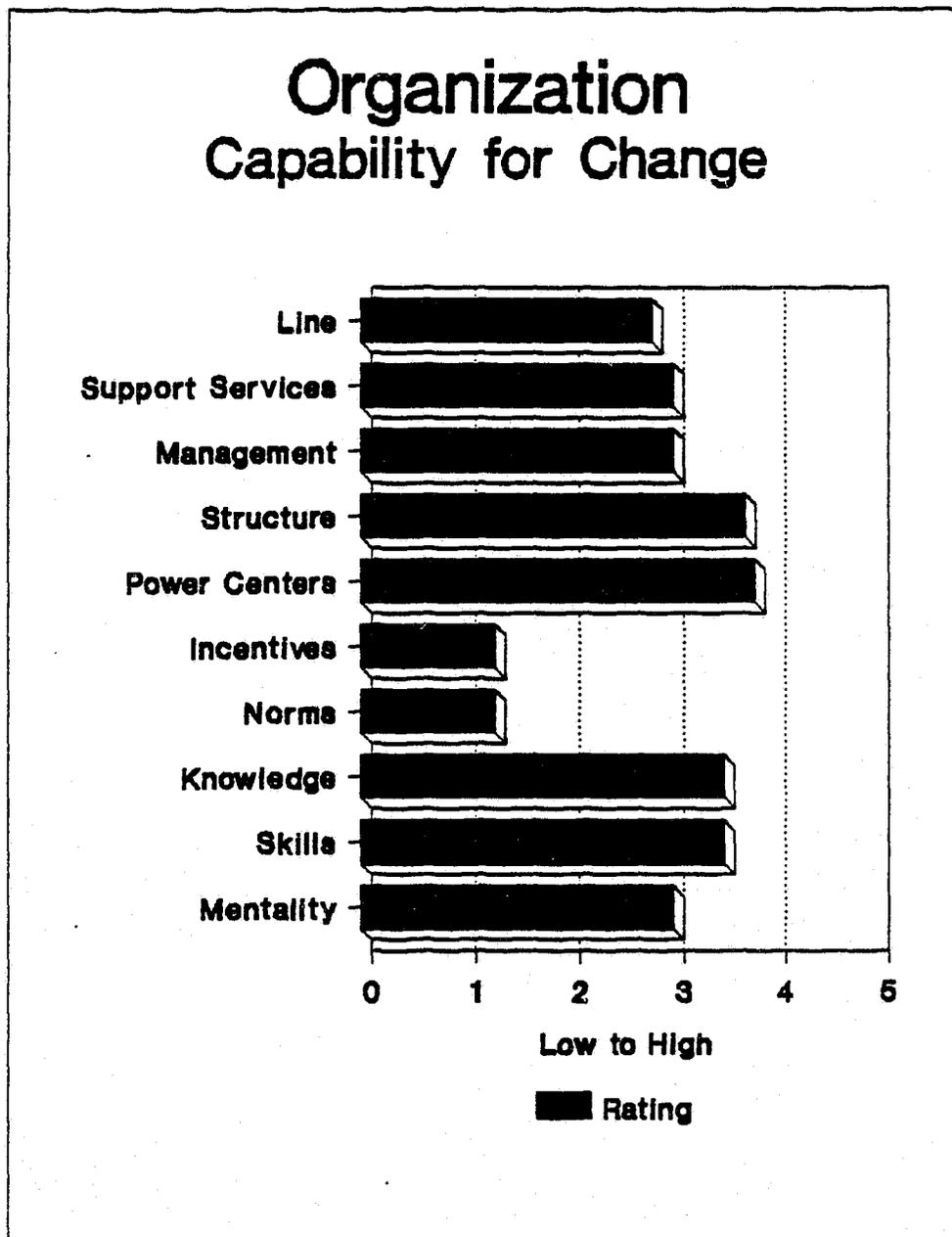
Individuals of different ranks within the sheriff's department were polled on two different aspects. First they were asked specific questions that relate to the organization's capabilities and resources. The average of each area is graphed in Fig. 12 with 1 being the lowest rating and 5 being the highest.

Fig. 12



Secondly the polled individuals were asked specific questions that relate to the organizations capability for change. They were asked the capability for change from the line, supervisors, management, structure, power centers, skills, incentives, norms, knowledge and mentality. The average response is graphed in Fig. 13.

Fig. 13



## STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

SAST is a method used to identify stakeholders and to provide a visual tool to aid in evaluating them by determining which are the most important, least important, most certain and least certain.

The same group used in the WOTS-UP analysis was used during this phase of the study. As has been indicated, the group was provided with an overview explaining the purpose of the exercise. In addition, they were provided with definitions of "stakeholders" as persons or groups of people who could be affected by, or could affect, the issue in question. They were also provided with a definition of "snaildarters," those who do not appear to be directly involved, but whose position or power on the issue may be covert. Relatives of deputies, for example, fall into this category since they are not in the formal chain but can become very politically involved.

The objective of this exercise was first to identify the stakeholders and snaildarters, and then reduce the total number of stakeholders to eight. Initially a total of 18 stakeholders were identified, including 2 snaildarters. They are identified as:

- 1 - Attorneys
- 2 - Deputy Sheriffs' Association
- 3 - Relatives of Sheriff's Deputies (Snaildarter)
- 4 - Inmates
- 5 - County Sheriff
- 6 - Board of Supervisors
- 7 - Private Corrections Company

- 8 - Taxpayer groups
- 9 - ACLU
- 10- Community groups
- 11- Other law enforcement agencies
- 12- County Administrative Officer
- 13- Chiefs of Police
- 14- Judges
- 15- Lobbyists
- 16- California Sheriffs' Association
- 17- County labor unions
- 18- California State Prison System (Snaildarter)

After the group established an overall list of stakeholders, they were asked to reduce the number by prioritizing the stakeholders which they felt would be most significant to the issue. After discussing each stakeholder with the group, the list was reduced to the following eight.

- 1 - Attorneys
- 2 - Deputy Sheriffs' Association
- 3 - Relatives of deputy sheriffs
- 4 - County Sheriff
- 5 - Board of Supervisors
- 6 - Private corrections company
- 7 - Taxpayer groups
- 8 - County Administrative Officer

**Assumption Surfacing:**

1. Attorneys

Attorneys have political interests in jails, and they

tend to support changes that benefit inmates. Attorneys are very concerned about jail overcrowding and, in fact, could represent both sides in this issue if civil litigation is initiated.

2. Deputy Sheriffs' Association

In Kern County, the Deputy Sheriffs' Association has been powerful in past years. They also are very concerned about overcrowding in the jails and feel that the jails are understaffed. They are suspicious of upper management in the Kern County Sheriff's Department and are not in good standing with the Sheriff. The president of the union changes every year, which makes it difficult to get a good rapport going.

3. Relatives of Sheriff Deputies

Relatives of deputies have been very vocal in the community about policies of the department. They have picketed and gained media attention. They also are suspicious of upper management and believe that the Sheriff is not doing a good job. They are somewhat uninformed on department issues and are sensitive to rumors about the department.

4. Sheriff

The Sheriff is a political animal, as he must be. He reacts to external pressures. He is concerned with jail issues and believes the jails are overcrowded and understaffed. He is futures oriented and change oriented. He has, in the past, requested innovative ideas that will help the department. He demands hard work from his management team and expects more than 40 hours a week from them. He is supportive of the news media.

5. Board of Supervisors

The board has members with a lot of experience, intelligence and initiative. One member is a retired sergeant from the Sheriff's Department, and another is the surviving officer in the acclaimed Waumbaugh novel "The Onion Fields." They have expertise in corrections. The board allows the Sheriff to run his department the way he chooses, although they have had disagreements on funding for the department. The board is suspicious of all department heads and relies heavily on advice from the county administrative officer.

6. Private Corrections Companies

They believe that there is a lucrative market in California for their involvement in corrections. They do not believe that County Sheriffs do a good job managing jails because it is not their top priority. They also believe that they have developed a level of expertise in corrections that the public sector does not possess. They believe they can make a profit managing jails.

7. Taxpayer Groups

Taxpayer groups are suspicious of public officials and politicians. They do not believe that the corrections funds are managed well. They are very vocal about fiscal matters. They are the watchdogs for the public, gain media attention and are well organized. The group will research issues carefully, and it's very difficult to mislead them.

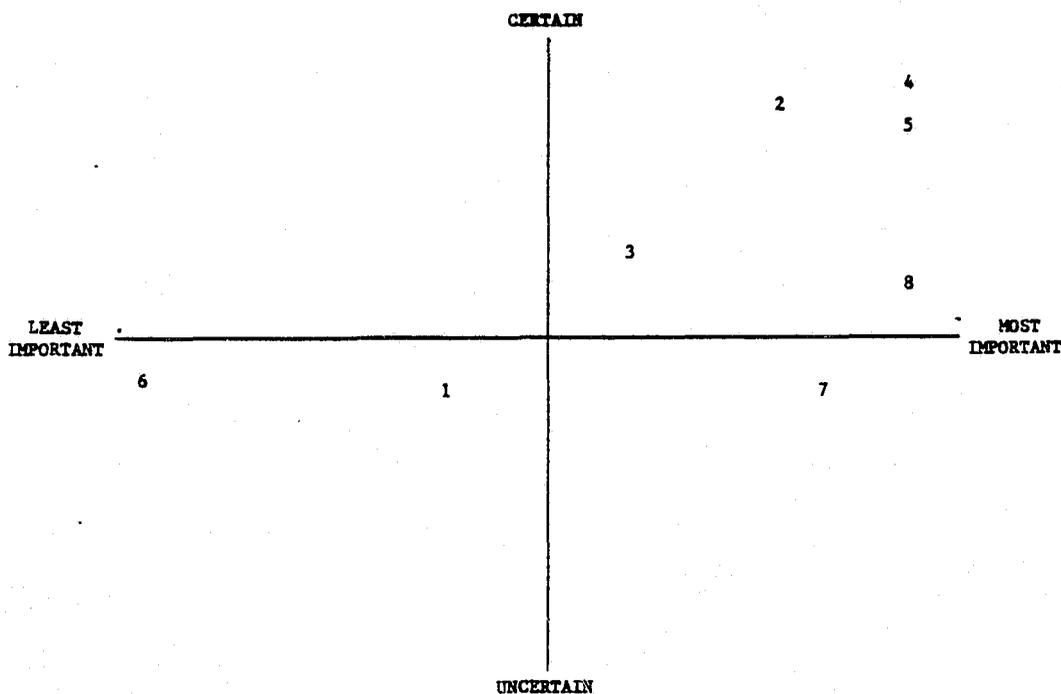
8. County Administrative Officer

The county administrative officer is a very powerful person in county government.

He is educated, respected and innovative. He is willing to listen to department heads who present innovative ideas. He believes jail management can be done more efficiently than it is. He might be willing to listen to proposals from private companies who could manage the jails cheaper. The board of supervisors rarely go against advice he gives them.

In Fig. 16, the position of each stakeholder is plotted in relationship to the issue. The criterion used is two-fold. The first is the stakeholder's importance to the organization and the issue. The second is the degree of certainty that this assumption is correct. For example, the chart shows that "Attorneys" may, in fact, have some importance, but there is some degree of uncertainty about this assumption.

Fig. 16



1. Attorneys
2. Deputy Sheriff's Association
3. Relatives of Deputy Sheriffs
4. Sheriff
5. Board of Supervisors
6. Private Corrections Company
7. Taxpayer group
8. County Administrative Officer

## MODIFIED POLICY DELPHI

After identifying the stakeholders and the stakeholders' assumptions, the group was joined by two additional people, a civilian food service manager and a registered nurse. A Modified Policy Delphi process was used to generate, examine and select strategic policy alternatives designed to avoid "The Condor is Extinct" scenario and guide the future towards "The Stealth Jail." The objective was to identify and explore a variety of policy options and select the option(s) that would help reach the desired future state. The two new members of the group were given background information on corrections, the data from the Modified Conventional Delphi panel, the WOTS-UP analysis and the SAST. The group spent some time reviewing the writer's "Futures File," which contains articles gathered over a two year period. They additionally were given some background on private corrections companies and successes they have had.

After discussion, ten policy alternatives were developed by the group. The alternatives, or strategies, were rated for further consideration by their level of desirability and feasibility.

Group members were then allowed to make pro and con arguments. A vote was then taken and the result was the following five policy alternatives.

### POLICY ALTERNATIVES

1. Maintain the status quo and try to work within the system we have. This will involve using current methods of operation and hope that the future is good to us. This alternative has worked for years with some success.

2. Solicit proposals from the private sector for bids to take over the county jails. Even though this policy would not meet the objective of "The Stealth Jail," the panel felt that this was an alternative that should be explored to eliminate bias they might feel towards the sheriff's department.
3. Reorganize the sheriff's department into two separate departments, completely segregating corrections and law enforcement. This would consist of forming two departments that are independent of each other and managed by the Sheriff.
4. Maintain one department but utilize civilian corrections officers in all jails. This would be another step in civilianizing law enforcement. This would not be a new concept, since a few counties have done this already. The department would remain as one department with reclassification of deputy positions in the jails.
5. Use a combination of deputies and correctional officers throughout the jails. The department would remain as one department with reclassification of some deputy positions in the jails.

The major advantages and disadvantages of each policy alternative were identified by the group and listed below.

Policy Alternative 1 - Maintain the status quo. The current conditions in the county jails are not satisfactory. Recruitment and retention of qualified personnel is very difficult if not impossible under the current system. Training would have to be provided that eliminates the stigma of jail duty. Employees

would have to be convinced that corrections is a good career and has opportunities that don't exist in law enforcement. Using the jail as a disciplinary assignment would not be an option.

Pros - If successful, morale would be higher.

- Employees would not suffer disruption in their work habits.
- Deputies working outside the corrections bureau would be content until they are reassigned there.
- Management would maintain a lot of flexibility.

Cons - Corrections would continue to be a training ground.

- Low morale in corrections would continue.
- Civil suits would continue at the same rate or higher
- Employee apathy would continue for jail personnel.
- Employees would continue to perceive corrections as a job instead of a career.

Policy Alternative 2 - Solicit proposals from private companies to staff and manage the county jail. Follow the trend set in the eastern part of the United States, using private corporations to staff and manage the county jails. The first California county to move in this direction would probably get a good value for its money, simply because the private sector is eager to break into the California market. This strategy would take some time to implement because of its uniqueness to California.

Pros - Possibly cheaper.

- More personnel for same dollars.
- A career oriented, professional staff.

- The sheriff could focus on the law enforcement aspect of the sheriff's department.
- Possibly more money for law enforcement.

- Cons - Corrections deputies would become private employees.
- Influence of the elected sheriff would be reduced.
  - Less flexibility for the sheriff.
  - Less qualified personnel may be hired to work in the jails.
  - Less local control over corrections.
  - Possible court battle if this alternative is chosen.
  - Unknown quality.
  - Additional costs if private sector fails.

Policy Alternative 3 - Reorganize the department into two different departments, segregating corrections and law enforcement.

This strategy would include the designation of two separate departments both managed by the county sheriff. These two independent departments would have policies that prohibit interdepartmental transfers from new employees. To move from one department to the other, an employee would have to re-test as a prospective new employee. If successful, all seniority and rank would be lost. The objective would be to recruit, hire and keep corrections personnel as the private sector does. This would be a long range plan, accomplished to some degree with attrition.

- Pros - Increase in employee longevity.
- Higher degree of corrections expertise.

- Better career opportunities in corrections.
- More professional corrections staff.
- High morale in corrections.
- Increase in efficiency in the corrections department.
- Increased loyalty from staff members.
- Retention of career employees.
- More expertise, improving long-range planning.
- No corrections training wasted on personnel who are in corrections temporarily.

Cons - Difficult transition period.

- Union opposition.
- Initial costs could be high.
- Less lateral movement in the department.

Policy Alternative 4 - Maintain one department but use civilian corrections officers in all jails. This would require a long transition period using attrition of deputy sheriffs. As a deputy quits, retires or transfers to law enforcement, he/she would be replaced by a corrections officer.

Pros - Cheaper

- Larger hiring pool as qualifications would be different for corrections officers than for deputies.

Cons - Younger, more inexperienced work force.

- Less flexibility in transfers for the sheriff.
- Inability to use firearms during inmate uprisings.
- Retention of employees would be difficult.

Policy Alternative 5 - Combination of deputies and corrections officers throughout the county jail system. This alternative calls for a 50-50 ratio of deputies to corrections officers. With this strategy, corrections officers would be supervised by deputy sheriffs. Deputies would be placed in the most critical areas with corrections officers placed in non-strategic, non-hazardous positions.

Pros - Cheaper

- Some flexibility
- Improved on the job training
- Fewer sworn personnel required in the jails.
- Less attrition in the jails.

Cons - Deputies supervise, working out of classification.

- Job descriptions would be difficult to define for deputy vs. corrections officer.
- Union would oppose because they would lose members.
- No consistency in jail system.

Discussion

After the group discussed the pros and cons of each alternative, they voted on the alternatives, using the Policy Delphi rating sheet. The group looked at each alternative and rated it for both feasibility and then for desirability. Since the alternative must be both desirable and feasible, a cumulative score was used for final rating. Each was rated either as DF-Definitely feasible, PF-Probably feasible, PI-Probably infeasible, DI-Definitely infeasible. Also each was rated either VD-Very desirable, D-Desirable, U-Undesirable or VU-Very undesirable. See Fig. 17

RATING SHEET FOR POLICY DELPHI

Fig. 17

Alternative 1: Maintain the status quo.

|              |           |           |           |           |          |
|--------------|-----------|-----------|-----------|-----------|----------|
| Feasibility  | DF<br>③   | PF<br>(2) | PI<br>(1) | DI<br>(0) | Score= 4 |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>①    | VU<br>(0) |          |

Alternative 2: Proposals from private companies for contract.

|              |           |          |           |           |          |
|--------------|-----------|----------|-----------|-----------|----------|
| Feasibility  | DF<br>(3) | PF<br>②  | PI<br>(1) | DI<br>(0) | Score= 3 |
| Desirability | VD<br>(3) | D<br>(2) | U<br>①    | VU<br>(0) |          |

Alternative 3: Reorganize into two departments

|              |         |           |           |           |          |
|--------------|---------|-----------|-----------|-----------|----------|
| Feasibility  | DF<br>③ | PF<br>(2) | PI<br>(1) | DI<br>(0) | Score= 6 |
| Desirability | VD<br>③ | D<br>(2)  | U<br>(1)  | VU<br>(0) |          |

Alternative 4: Use civilian corrections officers in jails.

|              |           |          |           |           |          |
|--------------|-----------|----------|-----------|-----------|----------|
| Feasibility  | DF<br>(3) | PF<br>②  | PI<br>(1) | DI<br>(0) | Score= 3 |
| Desirability | VD<br>(3) | D<br>(2) | U<br>①    | VU<br>(0) |          |

Alternative 5: Combine corrections officers and deputies in jails.

|              |           |          |           |           |          |
|--------------|-----------|----------|-----------|-----------|----------|
| Feasibility  | DF<br>(3) | PF<br>②  | PI<br>(1) | DI<br>(0) | Score= 3 |
| Desirability | VD<br>(3) | D<br>(2) | U<br>①    | VU<br>(0) |          |

## POLICY OPTIONS

The issue addressed is, "What impact will the privatization of jails have on Sheriffs' Departments by year 2000?" To ensure a path is followed that directs the department away from the scenario "The Condor is Extinct," and towards "The Stealth Jail," Policy Alternative 3 was chosen, reorganization of the agency into two different departments, segregating corrections and law enforcement. This alternative will therefore be used as a model option in the remainder of this paper. The panel rated this alternative very high, giving it the maximum possible score.

### Planning:

The planning system is an important step in the implementation of any program. This particular policy option is a long-range option, that should be a part of a five-year plan for the department. Reorganizing the sheriff's department into two separate departments is an option that will take a minimum of five years to implement. Less tenured employees will be forced to work in corrections, moving to law enforcement by attrition until the last employee is in the department he or she chose. The goals of this option are to build a corrections department that will allow for and facilitate career opportunities within the field of corrections.

The planning system necessitates evaluation at regular intervals, at least quarterly. It's important that the goals and objectives are being met and that the financial plan goes as intended. A major review should be conducted at the end of the first year to ensure that the futures plan is being met.

**SECTION III**

**TRANSITION MANAGEMENT**

## ADMINISTRATION/IMPLEMENTATION

The third objective of the study is to use a transition management process to assist in the implementation of the strategic plan for segregating the law enforcement bureau and the detentions bureau of the Kern County Sheriff's Department. It is designed to ensure a smooth transition into the desired future state and to ensure proper policy implementation.

In the previous sections of this study, the following questions were answered:

WHO? The Kern County Sheriff's Department.

WHAT? Will reorganize the Kern County Sheriff's Department into two separate departments. The first will be the Kern County Law Enforcement Department, and the second the Kern County Corrections Department.

WHERE? Kern County

WHEN? Within five years.

WHY? To make the corrections department more professional. To provide incentives that allow recruiting and retention of qualified deputy sheriff jailers. Lastly, to turn the corrections department into a department that facilitates career enhancement and encourages a career-long investment from the employees that will make them experts in the field of corrections.

The third section of this study will address the "how" of accomplishing the above.

## Planning Systems and Committee:

The planning committee will ensure that a continued flow of communication occurs throughout the process, and they will ensure that the work load is feasible for all concerned personnel. The committee will consist of the following:

Financial aspect - The finance director of the sheriff's department and the department analyst will be responsible for keeping track of the financial aspects of the plan. It will be their job to track costs and to report any unexpected changes that occur.

Political/Community - A business leader from the community will be teamed up with someone from the sheriff's political committee. They will be responsible for keeping the community aware of the progress as well as gaining community support for the plan. They will keep the media informed as to the status of the plan throughout the implementation phase.

Staffing/Logistics - This will be a four-person team, consisting of two upper managers of the proposed corrections department and two from the law enforcement department. They will write procedures, procure necessary equipment, and be the liaison with the Civil Service Commission.

Employer/Union - This team will consist of the president of the deputies' union and the sheriff's administrative assistant. They will be responsible for maintaining a communication flow between management and the employees. They will be involved in any meet-and-confer process that becomes necessary.

Proposed Time Frames:

- January 1991 A meeting for pre-planning purposes will take place. Every group, manager, or representative who will be involved or affected should attend this meeting. Roles and responsibilities will be determined.
- June 1991 A meet-and-confer-process with the union will need to be done. Their input, desires and recommendations will be addressed at this meeting.
- June 1991 The project manager will be named. The under-sheriff will assume this role. He will be joined by the current chief of corrections and the chief of law enforcement, and together they will assume responsibility for implementation of the plan.
- January 1992 The project manager and his two assistants will provide a plan in writing for presentation to the county administrative officer. The working plan will be specific from the beginning to the end.
- March 1992 Teambuilding workshops will be provided to the employees and management for purposes of ensuring a smooth transition.
- April 1992 The completed plan will be presented to the county board of supervisors for final approval of both the plan and the financial impact.

July 1992 The budget for the project is finalized.

January 1993 The plan is implemented. All employees hired after January 1, 1993 will be hired for a specific department. Two different tests will be given, one for law enforcement and one for corrections.

March 1993 Evaluation of the plan.

January 1998 The attrition process will have made it possible to place all employees in their permanent positions.

## CRITICAL MASS

Critical mass can best be defined as that minimum number of individuals who, if they support a change, can ensure that it will take place, and if they resist change, can assure its failure. The Delphi panel analyzed the critical mass and identified those individuals who are critical to the success of this plan. The level of commitment of each member of the critical mass was also analyzed. Then a commitment planning process was used to explore the levels of commitment needed by the critical mass for a successful implementation of this plan. The responsibility of members of the critical mass was determined, charted and analyzed using a responsibility chart.

The same group members used in the WOTS-UP analysis and the SAST were used during this phase. The objective was to identify the key stakeholders who are affected by, would most affect, and have the greatest sphere of influence on the reorganizing of the sheriff's department into two separate departments. The vote process was again used with the group consensus identifying the following as the critical mass, listed in order of priority.

County Sheriff. The sheriff is one of the most important people in the mass. He is responsible for managing the detention facilities for the county. He is also elected and answers to his constituents. The sheriff must take the lead role in this strategic plan. If he is unwilling, the plan is doomed from the outset. The sheriff will receive political pressure from other sheriffs, constituents, members of the board of supervisors, sheriff department employees and other police personnel. He must

be willing to support and lead this plan. He has to promote the positive aspects of the plan to the press and other members of the department. He is the catalyst for this strategic plan. Before anything is done he must support the plan.

County Administrative Officer. (CAO) This is the arm of county government that makes recommendations to the board. He is the board's right hand man, and the board listens to his advice. His recommendations are almost always followed. His office will be involved in the financial aspects of this plan via the department analyst. The analyst for the sheriff's department is a fulltime employee of the CAO's office. He should be relied upon for advice and direction during the plan's transition phase.

Board of Supervisors. The members of the county board of supervisors have control over the county budget and available funds. They can approve or disapprove department reorganizations. The policies and direction of county government are set by the board of supervisors. They will be an integral part of the transition process. They are responsible for the spending of tax dollars in the most efficient and effective manner possible. The board also has considerable influence with the public and could be used to gain the support of the community for this plan.

President of the Deputy Sheriffs' Association. The Deputy Sheriffs' Association has the ability to ensure or impede the successful implementation of many policies, procedures and programs. The person who leads that organization is the president, and he is considered the key individual. He has access to

direct communication with both the sheriff and the deputies. It is critical that he be involved from the very beginning. Neglecting the union could be the death of the plan. This is a meet-and-confer issue and will impact working conditions for several personnel. The association president should have enough influence to help sell the reorganization to the rank and file. During the transition phase, the president must be involved to ensure the plan's success.

Relatives of Deputy Sheriffs. (Snaildarter) Mothers, fathers and wives of deputy sheriffs can be some of the most politically influential forces in county government. When working conditions are at issue they will join picket lines and obtain a great deal of media attention. This group, albeit an informal one, must be considered as part of the critical mass. The informal leader of the group should be included from the beginning. He can be the liaison for the rest of the group.

Taxpayer group. In every county there is one vital taxpayer group that either supports or resists most financial issues the board faces. In Kern County, the Kern County Taxpayers' Association fulfills that role. This group goes public with their support and concerns. Their leader would be very important to the success of the reorganization. This would be a good connection to the public for support of this plan.

## COMMITMENT PLANNING

Another important aspect of the transition plan is determining where the critical mass currently stands on the issue. In this process, the current standing of each member of the critical mass is shown, whether they would "block" the reorganization, "let it happen," "help it happen" or "make it happen." Then a determination is made on the desired commitment each member of the critical mass should have in order for the change to be successfully implemented. (Fig. 18)

Using a commitment planning chart, the "current" and "desired" level of commitments are displayed. The transition directors can focus on those members of the critical mass whose level of commitment must change. They will be the target of negotiation strategies to obtain the needed level of commitment.

Fig. 18 COMMITMENT PLANNING CHART

|  | Block Change | Let Change Happen | Help Change Happen | Make Change Happen |
|--|--------------|-------------------|--------------------|--------------------|
| County Sheriff                               |              |                   |                    | O-X                |
| County Administrative Officer                |              | O →               | X                  |                    |
| Board of Supervisors                         |              | O →               | X                  |                    |
| President of the Deputy Sheriffs Association | O →          |                   | X                  |                    |
| Relatives of Deputy Sheriffs                 | O →          | X                 |                    |                    |
| Taxpayer group                               |              | O →               | X                  |                    |

O = Current Position

X = Desired Position

## STRATEGIC ANALYSIS

In order to implement the reorganization, it is necessary to analyze the strategic process for involvement of key stakeholders. Once it has been determined where each member of the critical mass stands on the issue and where they need to be, it is then possible to focus on the negotiable and non-negotiable areas.

Sheriff. The sheriff is at the "make change happen" stage, and that is where he must be. He must be willing to negotiate the method used to determine who stays in corrections and who works in the law enforcement department. Seniority and attrition could be used. That criterion is something the sheriff would negotiate with the union. The transition time is another area the sheriff may feel is negotiable. He will not be willing to negotiate his ability to establish final policies, procedures and direction for the department(s). The sheriff may trade off less important areas so that he can retain what he feels are critical elements of the strategy.

County Administrative Officer. The county administrative officer is at the "let change happen" and needs to be moved to "help change happen." He will be a very important player in this process. Taxpayer groups and the board of supervisors are influenced by the CAO's views. Along with the board, the county administrative officer is one of the most powerful players in county government. He controls all recommendations for expenditure of large amounts of tax dollars. The CAO probably will

not negotiate on increased benefits or higher wages. However, he may be willing to negotiate the method of change and the method of implementation during the process. He will not be willing to negotiate any area that includes loss of control or acceptance of lower levels of service to the community.

Board of Supervisors. The board of supervisors are at the "let change happen" and need to be at the "help change happen" stage. The board will negotiate on items recommended by the CAO. It is felt that if the county administrative officer favors the strategy, the board will support it.

President, Deputy Sheriffs' Association. The president of the Deputy Sheriffs' Association is at the "block change" area and needs to be moved to the "help change happen" area. He is an integral player in the success of this strategy. In the beginning phase of this transition, deputies may feel that the reorganization will cause job losses, reduce the opportunity for lateral movement, reduce promotional opportunities and require that some of them work in corrections for the remainder of their careers. Avoiding these issues during the negotiation process could result in quality personnel looking for employment in a more stable work environment. The area of work assignments is one the union will want to negotiate. Items such as four-day work weeks are subject to negotiation. The union will not be willing to negotiate away any of their current benefits.

Relatives of Deputy Sheriffs. Most relatives of deputies are at the "block change" location and need to be moved to the "let change happen" area. It is felt that if the union can be moved,

the relatives will let the change occur. If given some input into the way assignments are made, relatives can be moved. It's also very important to let this group know that they are perceived as important. They need to be welcomed and included and made to feel that their input is valid.

Taxpayer group. The Kern Taxpayers' Association is probably at the "let change happen" and need to be moved to "help change happen." Their connection to the press will be very helpful in selling this program to the citizens. The media is usually very willing to print comments from this group. This group would be willing to negotiate anything that saves money, and if they are included in the early stages of the plan they would be helpful.

#### RESPONSIBILITY CHARTING

During the transition phase, various "actors" and the role each will play must be graphically illustrated. Responsibility Charting was used to assist in task and role clarification. The group involved in the WOTS-UP analysis, the SAST and in the Critical Mass analysis was also used for this phase. The members of the group rated the involvement of the actors in relation to tasks, actions or decisions. Actors were then defined and labeled using the following symbols.

R = Responsibility to ensure completion

A = Approval is necessary

S = Support is essential but approval is not required

I = Must be informed.

After the individual charting was done, the group met and discussed their findings. The process helped assign responsibility for task completion and to gain an understanding of the roles the others will play in the process. Each of the actors' roles was clarified and focused towards the attainment of the specific goals and objectives. The charting also shows various decisions and tasks relating to consolidating functions. Each task is identified, and the actor responsible is established. The following actors are charted. (Fig. 19)

1. Project Director - This role will be assumed by the undersheriff of the department. He will be the liaison between the project and the sheriff.
2. Project Manager - The current chief of corrections will assume this role.
3. County administrative officer
4. President, Deputy Sheriffs' Association
5. Attorney from county counsel's office
6. Leading member of the business community.

### RESPONSIBILITY CHARTING

Fig. 19

| Decision / Task                 | Project Director<br>(Under-Sheriff) | Project Mgr.<br>(Chief) | CAO | Pres. Deputy Sheriff<br>Assoc. | County Counsel<br>Attorney | Community Member |
|---------------------------------|-------------------------------------|-------------------------|-----|--------------------------------|----------------------------|------------------|
| Develop feasibility plan        | R                                   | I                       | A   | A                              | I                          | S                |
| Gain support from Board of Sup. | A                                   | I                       | R   | A                              | I                          | -                |
| Gain support from the community | I                                   | I                       | I   | A                              | I                          | R                |
| Develop written legal agreement | A                                   | I                       | I   | A                              | R                          | -                |
| Develop and implement training  | A                                   | R                       | I   | A                              | -                          | -                |
| Coordination of program         | A                                   | R                       | A   | S                              | -                          | -                |
| Gain support from deputies      | A                                   | A                       | I   | R                              | -                          | -                |
| Evaluation                      | S                                   | R                       | I   | I                              | -                          | I                |

R = Responsibility to ensure completion

A = Approval is necessary

S = Support is essential but approval is not required

I = Must be informed

## READINESS ASSESSMENT

Readiness for change with the organization's key leaders is measured by three dimensions. The first dimension assesses the leaders' awareness of the environment as well as their appreciation of the dynamics surrounding people's reaction to change.

The second dimension measures the leaders' motivation and willingness to change, willingness to develop and activate contingency plans and willingness to share responsibility.

The third dimension measures the skills and resources of the key leaders. Included within the dimension are measures of the leaders' detailed vision of the future, assessment and interpersonal skills, personal relations, and time and resources to be involved in the change process. (Fig. 20)

An integral part of the transition plan is the assessment of the organization's readiness and capability for major change. Critical individuals and impacted individuals are ranked low, medium, or high as to their "readiness" and "capability" for change. (Fig. 21)

Fig. 20

## ASSESSING THE ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

|                                      |   | LITTLE<br>DEGREE<br>1 | VERY<br>LITTLE<br>DEGREE<br>2 | SOME<br>DEGREE<br>3 | GREAT<br>DEGREE<br>4 | VERY<br>GREAT<br>DEGREE<br>5 |
|--------------------------------------|---|-----------------------|-------------------------------|---------------------|----------------------|------------------------------|
| <b>AWARENESS DIMENSIONS</b>          |   |                       |                               |                     |                      |                              |
| 1.                                   | AWARENESS OF THE NATURE OF THE ORGANIZATION'S CURRENT ENVIRONMENT.  | _____                 | _____                         | _____               | X                    | _____                        |
| 2.                                   | UNDERSTANDING OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.)                  | _____                 | _____                         | _____               | X                    | _____                        |
| 3.                                   | APPRECIATION THAT THE CHANGE SITUATION HAS SOME UNIQUE AND ANXIETY-PRODUCING CHARACTERISTICS.   | _____                 | _____                         | _____               | X                    | _____                        |
| 4.                                   | APPRECIATION OF THE COMPLEXITY OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.) | _____                 | _____                         | _____               | _____                | X                            |
| <b>MOTIVATIONAL DIMENSIONS</b>       |   |                       |                               |                     |                      |                              |
| 5.                                   | WILLINGNESS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.  | _____                 | _____                         | _____               | _____                | X                            |
| 6.                                   | WILLINGNESS TO ACT UNDER UNCERTAINTY.   | _____                 | _____                         | _____               | X                    | _____                        |
| 7.                                   | WILLINGNESS TO DEVELOP CONTINGENCY PLANS.   | _____                 | _____                         | _____               | _____                | X                            |
| 8.                                   | WILLINGNESS TO ACTIVATE (FOLLOW) CONTINGENCY PLANS.   | _____                 | _____                         | _____               | X                    | _____                        |
| 9.                                   | WILLINGNESS TO MAKE ACHIEVEMENT OF THE "VISION" A TOP PRIORITY.   | _____                 | _____                         | _____               | _____                | X                            |
| 10.                                  | WILLINGNESS TO ASSESS OWN THEORY OF ORGANIZATIONAL BEHAVIOR.  | _____                 | _____                         | _____               | X                    | _____                        |
| 11.                                  | WILLINGNESS TO INCREASE ORGANIZATIONAL DISSATISFACTION WITH CURRENT SITUATION.  | _____                 | _____                         | X                   | _____                | _____                        |
| 12.                                  | WILLINGNESS TO USE NON-AUTHORITY BASES OF POWER AND INFLUENCE.  | _____                 | _____                         | _____               | X                    | _____                        |
| 13.                                  | WILLINGNESS TO SHARE RESPONSIBILITY FOR MANAGING CHANGE WITH OTHER KEY LEADERS IN THE ORGANIZATION.   | _____                 | _____                         | _____               | X                    | _____                        |
| <b>SKILL AND RESOURCE DIMENSIONS</b> |   |                       |                               |                     |                      |                              |
| 14.                                  | POSSESSES THE CONCEPTUAL SKILLS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.  | _____                 | _____                         | _____               | X                    | _____                        |
| 15.                                  | POSSESSES ASSESSMENT SKILLS TO KNOW WHEN TO ACTIVATE CONTINGENCY PLAN(S).   | _____                 | _____                         | _____               | X                    | _____                        |
| 16.                                  | POSSESSES INTERPERSONAL SKILLS TO EFFECTIVELY EMPLOY NON-AUTHORITY BASES POWER AND INFLUENCE.   | _____                 | _____                         | _____               | X                    | _____                        |
| 17.                                  | POSSESSES PERSONAL RELATIONSHIPS WITH OTHER KEY LEADERS IN THE ORGANIZATION.  | _____                 | _____                         | X                   | _____                | _____                        |
| 18.                                  | POSSESSES READY ACCESS TO RESOURCES (TIME, BUDGET, INFORMATION, PEOPLE, ETC.)   | _____                 | _____                         | X                   | _____                | _____                        |

READINESS/CAPABILITY CHART

Fig. 21

|                               | READINESS |     |     | CAPABILITY |     |     |
|-------------------------------|-----------|-----|-----|------------|-----|-----|
|                               | HIGH      | MED | LOW | HIGH       | MED | LOW |
| SHERIFF                       | X         |     |     | X          |     |     |
| UNDERSHERIFF                  | X         |     |     | X          |     |     |
| CHIEF OF LAW ENFORCEMENT      | X         |     |     | X          |     |     |
| CHIEF OF DETENTIONS           |           |     | X   | X          |     |     |
| PRES./DEPUTY ASSOCIATION      |           |     | X   | X          |     |     |
| SWORN PERSONNEL               |           |     | X   |            | X   |     |
| NON-SWORN PERSONNEL           |           | X   |     |            |     | X   |
| BOARD OF SUPERVISORS          |           | X   |     | X          |     |     |
| COUNTY ADMINISTRATIVE OFFICER |           | X   |     | X          |     |     |
| SHERIFFS DEPT. MANAGERS       |           | X   |     |            | X   |     |
| SHERIFFS DEPT. SUPERVISORS    |           |     | X   |            | X   |     |

## PROGRAM OBJECTIVES

Prior to implementing any program, specific goals and objectives must be articulated. The objectives for this particular plan are as follows:

1. To provide career-long retention.
2. To provide experts in the corrections profession.
3. To provide career opportunities for the corrections staff that encourage initiative, loyalty, longevity and professionalism.
4. To provide the best correction service for the county in the most cost effective and efficient manner possible.

These objectives are the outcomes, not the processes used to reach the objectives. It's important that these objectives are measurable, valid, achievable and quantitative.

### Corrections Task Force

An effective method of implementation would be to use a task force approach. This concept would be particularly useful in this complex issue. Community involvement is important, and their involvement is necessary. They should be chosen from a cross-reference list of educators, business people and the media. Department personnel from all ranks, sworn and non-sworn should be included. This will provide a better understanding and will encourage employees to "buy into" the concept, enhancing the chances of success. Understanding, commitment and communication are the real keys to the success of this program.

### Team Building

When a new transition structure is established, a great deal of uncertainty about roles and expectations exists. Team building uses a variety of methods to establish and clarify roles and expectations. All the "actors" in the transition, as well as the other stakeholders should be included in this teambuilding process.

### Communication and Feedback

Communication and feedback are the keys to the success of any major change. There will be new policies, procedures and power bases that employees won't completely understand. The project director will issue news memos monthly on the status of the project to all employees. They in turn will be invited to monthly informational meetings where their questions can be answered. This process will be effective if communication and feedback is used.

### Evaluation

An evaluation method that measures the performance in relation to goals and objectives should be established that is ongoing. The process that will be used should be established by the project director prior to beginning the implementation phase. Monthly evaluation of the techniques will be examined. Also monthly, the transition team will meet for the purpose of evaluating whether the goals and objectives are being met.

**SUMMARY  
CONCLUSIONS  
AND  
IMPLICATIONS**

## SUMMARY

### Section I - Futures Study

Section I of the study was used to analyze the issue, "What impact will the privatization of jails have on Sheriffs' Departments by year 2000?" Past, present and future issues were identified and addressed. Tours of private jails were conducted and their efficiency evaluated. It was determined that private industry is a viable alternative to public jails.

Forecasted trends and events were established through data collection from a futures file, literature, personal observations and interviews. From that data three scenarios were written that showed different possible futures. The scenarios chosen for use throughout the study were "The Condor is Extinct," and "The Stealth Jail". The objective was to avoid the "Condor" and to attain "The Stealth Jail" because the latter was the most desirable. It depicted a future where the sheriff's department had two separate departments, one corrections, the other law enforcement. This allowed a professional, trained, expert staff to consider corrections a career, and to achieve status in corrections. The strategy chosen enabled the department to avoid an undesirable future and attain a desired one.

### Section II - Strategic Management

Section II, the strategic management section, provided a general path from the present to the desired future. Mission statements were established, and an analysis on the environment of the organization was done. The strengths and weaknesses were

examined. The organization's capability and resources were evaluated. A look at the organization's capability for change was also evaluated. Stakeholders were identified, and a determination was made as to where they currently stood on the issue and where they needed to be. Policy alternatives were established with one chosen for implementation. The selected alternative was to divide the sheriff's department into two separate, distinct departments.

### Section III - Transition Management

Section III consisted of the implementation phase of the chosen policy alternative. Roles and responsibilities were established for key actors. Proposed time frames for the implementation were established. The critical mass was identified, and their position on the issue was evaluated. A strategic analysis was done to establish where the mass needed to be. To determine role clarification, responsibility charting was used. The organization's key leaders were examined to measure their readiness for change. The whole organization was measured for its readiness and capability to the change. Lastly, program objectives were established with possible methods that could be used to achieve those objectives.

## CONCLUSIONS

The issue addressed in this study was, "What impact will the privatization of jails have on sheriffs' departments by the year 2000?" Initial sections of the study involved a report on private jails in the southeastern United States with respect to the efficiency with which they were run. Other investigations involved an examination of expressed interest among taxpayers and other groups either in the privatization of jails or in some other system of jail management than that now used. The final object of the study was to investigate methods of introducing private corrections methods into management of county jails.

Results of the investigation show that private sector jails are run effectively and efficiently. They are staffed by personnel who see corrections as their career of choice, and who are therefore motivated to learn the profession and to work to render their facility more effective and efficient on a cost basis. It was also determined that a number of politically active groups in California are advocating that county jails be removed from the responsibility of the county sheriff.

Other data showed that California county jails are, for the most part, staffed by personnel whose ambitions lie elsewhere and regard the job with distaste. This means that professionals dedicated to corrections as a career are lacking in the county jail system, which contributes to the perceived mismanagement of these facilities.

From the above, it may be concluded that requisite professionalism is missing in California county jails and that a new system must be introduced if improvement is to be made in jail management. It may be further concluded that unless county sheriffs departments plan for such change, taxpayers and other groups may well succeed in removing county jails, and the budget supporting them, from county sheriff departments.

Based on the strategic plan and transition management section of the paper, it seems safe to suggest that if county sheriff departments take the appropriate steps, it is feasible to introduce private jail management techniques into the California county jail system. This would have the effect of removing a major threat to county sheriff departments in the next ten years and provide the state with county jails that are run better both for the officers in charge and for the inmates.

The answer to the question posed, then, would appear to be that the movement of privatization of jails can indeed have a useful impact on sheriffs' departments. Consideration of the private jail system can lead to the provision of a model that can improve California county jails through the use of two separate departments, one dedicated to corrections, the other to field law enforcement. Further, it can provide these departments with a staff of professional corrections deputies and the general public with jails that are better managed than they are at present. It can, in fact, provide the county with a corrections staff that will be known throughout the state as "the experts."

## IMPLICATIONS

There is very little question that privatization of jails poses a serious threat to county sheriffs' departments in California and law enforcement personnel in other states who manage jail facilities. Removal of jails from the responsibility of the sheriff might well pose a genuine threat to sheriffs' departments as law enforcement entities. Restricting their activities to the policing of unincorporated areas might well cut staff to the point where law enforcement in those areas might be more economically handled through contracting with nearby police departments.

At the very least, such moves would reduce the status of the sheriff's department to a considerable extent so that the department's professionalism would suffer from a lack of qualified applicants. Though less drastic than the outcome discussed above, this alternative is undesirable. The sheriff as a public servant has served communities well for many years. It would be unfortunate if the office either becomes extinct or is seriously diminished in the public's eyes.

The implications for the future of sheriffs' departments would appear to be twofold. Which future the department will take will likely depend on the extent to which these departments are proactive in the next ten years.

The first implied outcome for the future, then, is a severe reduction in the assignment and status of the office of sheriff and the men and women who work under him. There will come a time when maintenance of the status quo will be ineffective, and the

public will demand solutions to problems present in county jails. If sheriffs' departments are merely custodial rather than proactive, public outcry over present conditions will lead either to privatization of jails, or to some other solution that will be detrimental to sheriffs' departments.

The second, and more desirable implied outcome, requires sheriffs to be sufficiently proactive to assess current problems realistically and to take steps to correct them. Though not the only possible solution, the findings of this study indicate that this can be done through the introduction of systems that will provide the public with a jail system that is staffed by professionals dedicated to work in corrections. If these steps are taken, then the conditions which have led to public criticism of county jails will be reduced.

There appear to be no alternatives to these two implications of the study. Sheriffs' departments in California are reaching a crossroad. One route, as was suggested in Scenario 2, "The Condor is Extinct," leads to loss of prestige, power and possibly to extinction. The second leads to increased respect for these departments throughout California. The choice between these two alternatives would appear to lie with those who hold the office of sheriff.

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**APPENDIXES**

Appendix A

MODIFIED CONVENTIONAL DELPHI GROUP

1. Chief of Security, private county jail managed by Correction Corporation of America.
2. Administrative Assistant to the Warden, private jail managed by Correction Corporation of America.
3. Kern County Sheriff Sergeant.
4. Kern County Sheriff Sergeant.
5. Kern County Sheriff Sergeant.
6. Deputy Warden from the California State Correctional System.
7. Airport Manager.
8. Kern County Sheriff Commander.
9. Assistant to a county supervisor.

Appendix B

WOTS-UP, SAST, CRITICAL-MASS ANALYSIS PANEL

1. Kern County Sheriff Sergeant
2. Kern County Sheriff Sergeant
3. Kern County Sheriff Sergeant
4. Kern County Sheriff Sergeant
5. Kern County Sheriff Commander

Appendix C

MODIFIED POLICY DELPHI PANEL

1. Kern County Sheriff Commander
2. Kern County Sheriff Sergeant
3. Kern County Sheriff Sergeant
4. Kern County Sheriff Sergeant
5. Kern County Sheriff Sergeant
6. Civilian food service worker
7. Registered nurse

## Appendix D

### TRENDS

1. Increased technology in law enforcement.
2. Civilianization of some police functions.
3. Change in crime rate.
4. Level of confidence in government.
5. Change of the public's expectation of law enforcement.
6. Number of homeless.
7. Civil suits involving county jails.
8. Change in the economy.
9. Education level of the people.
10. Value system of law enforcement officers.
11. Medical retirements of law enforcement officers.
12. Standards for entry level law enforcement officers.
13. Hiring pool for law enforcement.
14. Alternative sentencing experiments.
15. Demographic changes.
16. Benefits for public officers.
17. Changes in inmate population in county jails.
18. Number of volunteers used in law enforcement.
19. Population change in the state of California.
20. Change in available revenue for county Sheriffs.
21. User fees for law enforcement services.
22. Two career families.
23. Training costs for law enforcement officers.
24. Electronic monitoring of inmates.
25. Cost of incarceration.
26. Cost of jail construction.
27. Drug/alcohol use.

## Appendix E

### EVENTS

1. 8.0 Earthquake.
2. Jail riot in a Southern California Jail resulting in a significant loss of life and property damage.
3. California resumes execution of capital prisoners.
4. State police is formed in California.
5. A private company takes over a California county jail.
6. Medical technology is perfected that modifies criminal behavior.
7. Electronic monitoring is instituted.
8. New babies are tattooed for future identification.
9. Satellite used for tracking inmates and suspects.
10. Legislation decriminalizes public intoxication.
11. Proposition 13 is repealed.
12. United States declares war on Columbia.
13. Use of robotic guards begins in California County jails.
14. Wide spread law enforcement strike.
15. A California sheriff is jailed because of overcrowded conditions in the jail.
16. Courts eliminate all out of custody alternatives.
17. A county police force is formed.
18. Courts eliminate all misdemeanor arresting powers.
19. LA county jail is closed because of conditions.
20. "Right to Die" law passed.
21. Stock Market crashes.
22. "No victim/No crime" law passes.
23. California is flooded.
24. A California county goes bankrupt.