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ADDRESSING COMMUNITY PROBLEMS THROUGH  
INTERAGENCY COLLABORATION

137330

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BY

STUART D. HELLER

COMMAND COLLEGE CLASS XIII

PEACE OFFICER STANDARDS AND TRAINING

[POST]

SACRAMENTO, CALIFORNIA

FEBRUARY 1992

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

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

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

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

## INTRODUCTION

A discussion of what interagency collaboration is and its implications on the law enforcement service delivery system of the future.

## SECTION ONE - FUTURE STUDY

A projection of future trends and events surrounding the issue "Will interagency collaboration be an available law enforcement service delivery strategy to address large scale community problems by the year 2002?"

## SECTION TWO - STRATEGIC PLAN

An assessment of the internal and external environments of a law enforcement agency contemplating the adoption of interagency collaboration as a service delivery system.

## SECTION THREE - TRANSITION MANAGEMENT

A plan to manage a law enforcement agency through the change process.

## CONCLUSION AND RECOMMENDATIONS

Concluding comments and recommendations to law enforcement leaders of the future concerning interagency collaborative ventures.

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Executive Summary

There are numerous service agencies, including law enforcement, seeking solutions to the problems which plague our communities. The majority of these agencies are narrowly structured around a specific problem. Unfortunately, the problems of our communities are not so narrowly drawn; they are multi-dimensional. Without programs that address the multi-dimensional nature of problems, there is limited possibility of success in addressing these problems, despite the best efforts of capable and hard working agencies. Recent trends have spurred the development of interagency collaborative service delivery systems, which promise improved agency performance, a broader attack on the problems and more economical use of resources. But before law enforcement leaders rush to involve their agencies in collaborative ventures, they must understand the organizational dynamics, political maneuvering, and the cost involved in terms of agency autonomy and resources of such a decision.

SECTION ONE - FUTURE STUDY

The futures study looks at the issue -- Will interagency collaboration be an available law enforcement service delivery strategy to address large scale problems by the year 2002? For interagency collaboration to be an available service delivery strategy, it must be perceived as being appropriate and acceptable to the organization. Sub-issues ask what impact will collaborative ventures have on agency resources, management accountability and agency effectiveness.

Trends are identified which will impact these issues, and it is projected that these trends will and should increase, with the lone projection that the ability of public agencies to positively impact community problems will, despite best efforts, decrease. Several events are projected which impact the issues, with one, a law requiring collaborative program execution, having the greatest impact on other trends and events. Scenarios are developed in the nominal, what-if and normative modes.

SECTION TWO - STRATEGIC PLAN

The normative scenario, developed in Part One is brought to life through the Strategic Plan. An examination of the external and internal environments of the organization is undertaken. External factors are discovered creating viable opportunities for the plan to move forward, including public confidence in the organization, limited resources, the need to share information among agencies and

## EXECUTIVE SUMMARY

the existence of resources which are needed to successfully address the problems. But there are also threats including agency autonomy, competition and turf protection. The opportunities are seized upon, while the threats diminished. Additional analysis indicates the organization may resist the changes brought about by a collaborative venture, but the management capabilities are sufficient to meet the challenge. Stakeholders inside and outside the organization are identified and their anticipated positions are analyzed for support and opposition to the planned change.

Policies are developed to encourage the occurrence of positive events and dissuade negative events from impacting the planned change. Action steps are identified which will bring about the planned collaboration.

## SECTION THREE - TRANSITION MANAGEMENT

The plan considers those managed activities which are required to bring about the change. The Critical Mass stakeholders are identified along with their commitment to the planned change. An analysis of their readiness and capability to carry it off indicates the plan can move forward. A Collaboration Coordinating Committee, made up of representative constituents is formed, emphasizing equality, and an opened democratic format. A carefully selected project manager, who will assist in building a team approach and seeking integrative solutions to the issues they will face, is appointed.

## CONCLUSION AND RECOMMENDATIONS

Working through the Sections One, Two, and Three, it is obvious that while collaborative ventures can produce great benefits, the decision to engage in collaborative activities is not an easy one, for the costs in terms of time, effort, resources, and autonomy are high. Law enforcement leaders must know going in what these costs are and how to minimize the cost should the decision be made to adopt collaboration as a service delivery strategy. It is from this position of knowledge that decisions need to be made.

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## INTRODUCTION

There are many public and private organizations seeking solutions to the large scale problems facing our communities. These problems include crime, delinquency, child abuse, sexual abuse, family violence, gangs, alcoholism, drugs, school attendance, vandalism, job development, illiteracy, and many more areas of community concern. Large cities have become agency-rich resource environments; public and private agencies with concerns covering public safety, social service, welfare, educational, recreational, occupational, health, mental health, and other areas of public needs. As crime, disorder and the multitude of other "inner-city" problems have spread to the suburbs, small towns and rural areas, similar organizations have been established, resources amassed and programs devised to address these problems. While many of these agencies can demonstrate their individual success, the overall problems have seemingly become worse. These agencies, both public and private, have a tendency to create narrowly designed programs, which are narrowly funded to address a specific problem or symptom. But the problems experienced within our communities are not narrowly structured; they are multi-dimensional. For a community to address the problem of gangs, as an example, requires resources to attack the problems of unemployment, acceptance of violence as a means to solve disputes, school attendance, bullying, family dysfunction, drugs, alcoholism, vandalism, lack of appropriate recreational activities, etc. One program, administered by a single agency, no matter how well structured, funded, staffed, or supported by the community it may be, if it addresses only one aspect of the problem, will have limited impact on the overall problem. The failure to improve conditions or solve the problems of our communities is not because we have failed to invest sufficient effort or funds to address the problems, but because we have failed to use collaborative means to address the problems.<sup>1</sup>

Recent trends have accelerated the development of collaborative systems within communities across the nation. Reduced funding for human and community services has spurred incentives for collaboration<sup>2</sup> at the same time that community expectations of the potential of services have increased.<sup>3</sup> What has resulted is a high demand for quality services in communities with limited resources to pay for them. Service delivery systems which share scarce resources, rather than a lone organization, have come to occupy these new niches. These systems are composed of diverse agencies, funded by multiple sources, but linked together through working relationships, shared decision making authority and serving a shared clientele.<sup>4</sup>

Service organizations, including law enforcement, are being urged to engage in advanced interagency interaction efforts in addressing community problems. But engaging in interagency interaction is hardly a simple task. Diverse organizational philosophies frequently result in a variety of bureaucratic hierarchies and service classifications which greatly complicate interagency communication. Correspondingly, individual agencies are compelled to operate within confusing and changing administrative codes and regulations.<sup>5</sup>

Interagency interaction may be new to many agencies. An agency requires an understanding of what impact interagency interactions will have on the agency. These interactions may impact the power and authority of an agency, and the responsibility and accountability that an agency has concerning the problems it addresses with its resources. Organizational leaders, looking to the future, must consider these issues in the future management of their organizations. They will be forced to make decisions whether to participate or not participate in collaborative ventures. The decisions should be based not on a "get on the band wagon" mentality, but on an estimate of the impact such a strategy will have on the agency. Collaboration may be useful and productive in some organizations or it may cause more dysfunction than benefits in others.

Networking, coordination, cooperation, and collaboration are terms which are common in the vernacular of service delivery agencies. To many, the terms are synonymous, however they should be viewed as progressively intense types of interagency interaction and each requires differing management approaches. Networking involves formal and informal contacts for the exchange information only. The impact on the organization is minimal, but does provide valuable information about what other organizations are doing and about the general environment of those in the network. The organization retains complete autonomy to use the information as it sees fit. Coordination involves communication between agencies for the purpose of avoiding a duplication of services or to avoid a failure to provide services, while each agency retains its own autonomy. There is agreement as to how the information should be used, but the organization remains autonomous in the execution of its parallel actions.<sup>6</sup> Cooperation involves an integration of agency functions rather than just parallel operations. Agencies help each other through the provision of complementary services and an exchange of information. While law enforcement agencies do engage in limited interactions with other law enforcement agencies, such as in a joint task force, involving cooperative and coordinated activities, the experience of most law enforcement agencies working collaboratively with other types of agencies, such as social services, is very limited. Law enforcement does not like to work with

these other agencies who do not think like they do, act like they do, or use the same occupational jargon. Because of these perceived differences and the lack of any effort to overcome them, there is little interaction between law enforcement and other, non-law enforcement agencies, on a routine basis.

The least practiced type of interagency interaction is collaboration. Collaboration has been defined as participation in highly shared, joint endeavors, in which considerable autonomy may be given up by each agency involved for the collective benefit of the total program.<sup>7</sup> Collaboration contains the various elements of networking, coordination and cooperation, but extends the level of interaction to a point where individual agency identity is less important than the task performed.

Before embarking on a course of interagency collaboration, a leader would be wise to assess the political environment. Political problems are ones in which there is an attempt to get people to act in a particular way, in order to achieve a goal. While most people would agree that agencies should work together to solve community problems, too many agencies want to do so, but only on their own terms. Thus there is a political dimension to the achievement of interagency collaboration, and therefore a prospect that political tools can assist in bringing about great interagency involvement.

The willingness of an organization to engage in interagency interaction is influenced by:

- A Turbulent Environment. The "turbulent" environment is the most likely to extract interagency interaction. In such an environment, organizational resources are at risk. So is organizational power, which rises as a derivative of the resources the organization controls. Resources include money, staff, space, facilities, equipment, supplies, clients in want of service, information, status expertise, or influence --- anything which when obtained is a benefit to the organization and when removed from the organization is a cost. Indicators of a turbulent environment may include:
  - The inability of an agency to satisfy the demand for service because of the large number of clients;
  - Unstable social conditions such as a large influx of a minority group moving into a community;

- Multi-dimensional community problems which exceed the resources of individual community organizations;
  - A retrenching economy in which the demand for services exceeds the funds to pay for the increased services.
- The Costs. When the cost of obtaining resources becomes too high because of the competition for those resources.
- Situational Factors. Situational factors which impact an organization's power to bring about collaboration can include physical proximity to other key actors; the key actors ability to provide access to information or resources; the willingness of the organization to modify its own policies to accommodate collaboration.

This project will examine the issues surrounding the adoption of interagency collaboration as a service delivery strategy, by law enforcement agencies of the future, in addressing large scale community problems. The project is structured to include a futures study of the trends and events which impact the issues of interagency collaboration. Scenarios are presented to give a glimpse of what the future may hold. Next, a Strategic Plan is formulated to assess the internal and external environment of a fictional law enforcement agency in relation to bringing about a collaborative service delivery system in the organization. A Transition Management Plan is formulated to manage the organization through the change process. In the conclusion, an answer is given to the initial issues or questions raised concerning interagency collaboration. Leaders need to consider these issues prior to their involvement in an interagency collaboration venture. Should there be a lack of necessary leadership support, the costs out weigh the benefits, or other situational factors which are not conducive to implementation, then the organization must resist the temptation to join a collaborative effort. If the decision is to join, the issues raised within this project must be managed to the advantage of the agency. The future of an agency's performance and the welfare of the agency's clientele demand attention to these issues.

It is important for the reader to understand that as a process, collaboration is a means of accomplishing tasks. It is not the end result. This study will use a collaboration model, a Serious Habitual Juvenile Offender Program, as a vehicle to demonstrate how and where collaboration is used. Other collaboration models could have been used: a school attendance review board, a community reclamation program, a child abuse treatment center, a program concerned with the problems of the homeless, a program dealing with the problems of assimilation of an immigrant group into the American culture, etc. Each of these programs use collaboration as the means to obtain the goals of the

program. The purpose of this project is to discuss the process of collaboration. It is not to discuss the need for; strategies of; or transitional concerns of a Serious Habitual Offender program. If the reader wishes more detailed information on Serious Habitual Offender programs, the California Office of Criminal Justice Planning, 1130 K Street, Suite 300, California 95814, (916) 324-9100, should be contacted.

Although this project uses juvenile problems as the focus of inquiry into collaboration, an interagency collaboration model for service delivery can be used to address any problem which exceeds the resources or competence of a single agency or organization. Community problems dealing with traffic flow and congestion, domestic violence, support of a business climate within the community, job training, community beautification, child care, health services, etc. can use collaborative models. This writer has concentrated on law enforcement juvenile issues only because of a familiarity with these issues. Collaboration is a tool which should be examined by all managers and leaders, within government service or in the private sector, in organizations which seek profits or in non-profit organizations. The purpose of this project is to serve as a vehicle for the beginning of that examination.

## SECTION ONE - FUTURES STUDY

### THE ISSUES.

A futures study is not a prediction of the future, the type of which is found in the weekly tabloids. Rather it is a projection of real possibilities of the future, made by individuals knowledgeable in the field being studied. Using the best guess of these knowledgeable individuals about what is possible and probable, a projection of the future can be drawn. The technique of projecting the future and planning for its possibilities have acquired increased acceptance in government, business, education, and other areas.

The issue which will be studied is:

Will interagency collaboration be an available law enforcement service delivery strategy to address large scale community problems by the year 2002?

For law enforcement to adopt interagency collaboration as an available strategy it must be perceived by law enforcement leaders to be appropriate and acceptable. To make this type of determination, several sub-issues have been developed and will be explored:

1. What will be the impact of interagency collaboration on an agency's ability to direct and set resource expenditures?
2. What impact will interagency collaboration have on an agency's effectiveness in the management of problems and programs?
3. What will be the impact of interagency collaboration on an agency executive's accountability for the management of problems and programs?

**OPERATIONAL DEFINITIONS.**

The following operational definitions have been formulated to provide a common point of reference for the terms used within this project.

**INTERAGENCY COLLABORATION.** Collaboration is a process by which organizations make a commitment to work together over a period of time on identified needs, problems or issues. It requires an agreed upon understanding of the need, an agreed upon vision of how the collaborative members will collectively respond to that need, a joint decision-making process, and a commitment to provide or seek resources to work on the mutually identified need. Each collaborative agency utilizes the expertise and unique services of the involved agencies, to compliment and extend the overall delivery of services. Collaboration requires an understanding that few problems can be successfully resolved through the efforts, resources, and capacity of a single agency. Collaboration is the melding of services from multi- service providers to address problems based on a holistic view of the recipient of the services.

**SERVICE DELIVERY.** Service Delivery involves the manner in which an agency structures the delivery of the products and services which it produces. This can involve the prioritization of services by the agency and the offering of only those services which meet the service limit, as determined by the agency, or the attempt to provide all services demanded of the agency by its constituents.

Within law enforcement today service delivery discussions have centered around either the professional model of service delivery or the service oriented policing [Community Oriented Policing] model. Under the professional model, services are delivered based on the expertise as developed within the agency. It is up to the "professional" practioners to determine what services are needed and to then provide them to the community in a professional manner. Little input is sought from the community as to what services are required or desired. Under the service oriented policing model, citizens nominate what problems are important to them and cooperate in setting the police agenda of services WHICH are needed to address those problems. A collaborative strategy is most often found in the service oriented policing model and is marked by the openness of the agency to accept and welcome the involvement of other agencies in meeting the service delivery demands of the public.

COMMUNITY PROBLEMS. American society is a multi-cultural, multi-ethnic society. Issues and problems found within the community are no longer thought of in isolated terms. For example, crime is no longer thought of as simply the product of antisocial youth, rather it is recognized that there are many elements which impact crime. These can be poverty, racial discrimination, the adequacy of the educational system, an economy in flux, job training programs, availability of gainful employment, transportation systems, neighborhood living conditions, availability of adequate housing, recreational activities, citizen involvement in the neighborhood, as well as immigrant status of residents, gangs, drugs, and guns, to name a few. These are the problems that are plaguing our communities and the problems which must be addressed before crime and public disorder can be ameliorated.

ACCOUNTABILITY. Accountability deals with the responsibility of the manager for the conduct of the programs he administers. This involves being answerable to superiors, and ultimately the public for the manner in which programs are administered, how resources are allocated and expended, the aims of the program, the means used, the results or outcomes of program activities, and the decisions made in furtherance of the program. Accountability deals with the "how" goals are reached, whereas "effectiveness" [see the next entry] deals with the results of efforts directed at meeting the goals.

EFFECTIVENESS IN THE HANDLING OF PROBLEMS. The concept of effectiveness deals with the agency's ability to resolve issues and problems through programs directed at an issue or problem. Often times 'solving the case' or merely identifying the contributing factors which spur the problem is not enough. Effectiveness tests an agency's ability to resolve [significantly lessen or ameliorate] the problem or devise an effective program which addresses the issue or problem in total.

#### FUTURES STUDY.

The issues presented in this project are purposefully structured as questions in which the answers require a projection of what the future may hold. Without a projection of the future these issues could not be adequately answered. This project included a structured Futures Study whose purpose was to arrive at a projection of what the future may hold.

Under the direction of the writer, a panel of 5 law enforcement supervisors and middle

managers [who later participated in the Modified Conventional Delphi Panel], knowledgeable in police operations and the services needed within the community were asked to develop a list of trends and events. Twenty trends and twenty events were identified by this panel using the brainstorming technique, A "Futures Wheel" relational analysis, and the Nominal Group consensus technique. See Appendix A and B for the complete list of trends and events as developed.

A Modified Conventional Delphi [MCD] panel made up of 15 individuals collectively projected the future of the 20 trends and 20 events which, according to the MCD panel, will impact the issues involved in this project. Appendix C contains a description of the MCD panel process. A structured screening process was then used to identify which trends would be the most valuable for the purpose of top-level strategic planning. A trend indicates the prevailing tendency or course of action or thought, and is demonstrated by repeated occurrences which are, when viewed as a whole, indicative of the prevailing tendency. A similar screening process projected the occurrence of events which would have the greatest impact on the project issues. An event is a discreet, time specific happening or occurrence. Although an event can have great influence, a single event does not constitute a trend.

#### TRENDS.

The trend statements which follow are the final product of the trend screening process. Each trend statement was purposefully drafted to be non-directional, meaning it does not indicate whether the trend is good or bad, whether the trend is increasing, decreasing or remaining the same. This was done so that MCD panel participants would supply this type of direction based solely on their individual beliefs and opinions as professionals with knowledge of their field or interest.

**T1. INTERAGENCY COLLABORATION IN ADDRESSING COMMUNITY PROBLEMS.**

Joint and cooperative planning, sharing of information and resources, and collective responsibility for the provision of service to clients or addressing conditions within the community which contribute to crime, disorder, or the increase in the fear of crime.

**T2. THE ABILITY OF A SINGLE PUBLIC AGENCY TO IMPACT THE COMMUNITY PROBLEMS FOR WHICH IT IS RESPONSIBLE.** The ability of a public agency, acting within its own authority and within its own resources to impact those community problems for which it is responsible.

T3. LEVEL OF INVOLVEMENT OF PRIVATE, NON-PROFIT, ACADEMIC, AND CIVIC ORGANIZATIONS IN ADDRESSING COMMUNITY PROBLEMS. The level of involvement of private, non-profit, academic, and civic organizations in community programs of services addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime.

T4. MULTIPLE AGENCY PROGRAM BUDGETING WHICH TRANSGRESSES INDIVIDUAL AGENCY BOUNDARIES. Budgeting practice consists of funding of activities within the entire program and will involve and fund multiple agencies' participation in the program where the participation of those agencies are justified based on experience, expertise, and knowledge. The funding of a program may require the participation and collaboration of multiple agencies.

T5. HOLDING MANAGERS ACCOUNTABLE FOR THE OUTCOME OF PROGRAMS THEY ADMINISTER. Managers of public or private agencies would be held accountable, in terms of their position, salary, or continued program funding, for obtaining measured goals and results within the programs they administer.

#### EVENTS.

The event statements which follow are the final product of the event screening process. Each event listed here may or may not have occurred in the past, be occurring now, or occur in the future.

MCD panel participants were asked to decide when the possibility of the event occurring exceeded zero. This could be some years ago, this year, or at some time in the future. The event statement was purposefully drafted to be non-directional, meaning it does not indicate whether the occurrence of the event on interagency collaboration will be positive or negative. The MCD panel participants were asked to supply this type of value judgement. Will the occurrence of the event have a positive or negative impact on the area of interagency collaboration? The MCD panel made the determination if it was positive or negative and then assigned a value of +10 to -10; +10 having the greatest positive degree of impact; -10 having the greatest negative degree of impact.

E1. ORDINANCE PASSED REQUIRING COLLABORATIVE PLANNING, FUNDING, AND PROGRAM EXECUTION AMONG PUBLIC, PRIVATE, ACADEMIC, NONPROFIT,

AND CIVIC ORGANIZATIONS IN ADDRESSING COMMUNITY PROBLEMS. The local governing body passes an ordinance requiring collaborative planning and program execution among public, private, academic, nonprofit, and civic organizations engaging in programs addressing community problems and utilizing public funds to support such programs.

E2. EXPERT PANEL DECLARES TODAY'S YOUTH SUFFERs FROM MULTI-DIMENSIONAL PROBLEMS REQUIRING A MULTI-DIMENSIONAL APPROACH IN DEALING WITH THESE KINDS OF PROBLEMS. At the conclusion of the "Conference on Youth" at the City University, a conference spokesperson said that the consensus of the experts was that a large portion of today's youth suffer a multitude of problems. A single youth may live in poverty, be the product of a broken home, be receiving inadequate medical attention, suffer from a continual medical malady, suffer emotional problems, suffer a learning impairment, experience behavioral problems in school, fail to attend school on a regular basis, may speak limited English, is unemployed, was abused as a young child, has recently parented a child of his own, and is involved in drugs, gangs, and have a record of other criminal behavior. One hopes there is no kid with all these problems, but the truth is that there are many kids who fit a similar profile and their future looks dim, said a conference spokesperson. Who is going to take the responsibility for helping this kid? Far too often he is a client of many individual programs, but is helped by none. He can spend his whole time going from one service center to another, but until someone takes the responsibility for the whole kid, little progress will be made. What usually happens is that the kid becomes frustrated with these individual programs, which unintentionally may work against each other, and then will just drop them all until its too late for the kid and too late for the community that has to deal with this kid.

E3. CHIEF OF POLICE VOICES FRUSTRATION IN DEALING WITH YOUTH "TRADITIONAL POLICE APPROACHES DON'T WORK ANYMORE--WE DON'T HAVE ENOUGH OFFICERS TO RESPOND TO EVERY INCIDENT OR REQUEST" The Chief of Police, testifying before the City Council Committee on Community Problems, stated today, "Traditional police approaches don't work anymore--we don't have enough officers to respond to every incident or request. We are looking at alternatives in the manner police services are delivered. We are looking for ways to expand our

effectiveness without expanding our resources. We are looking for ways to work smarter; we're already working about as hard as we can. We need help. We are facing problems which the police do not have the training or resources to address."

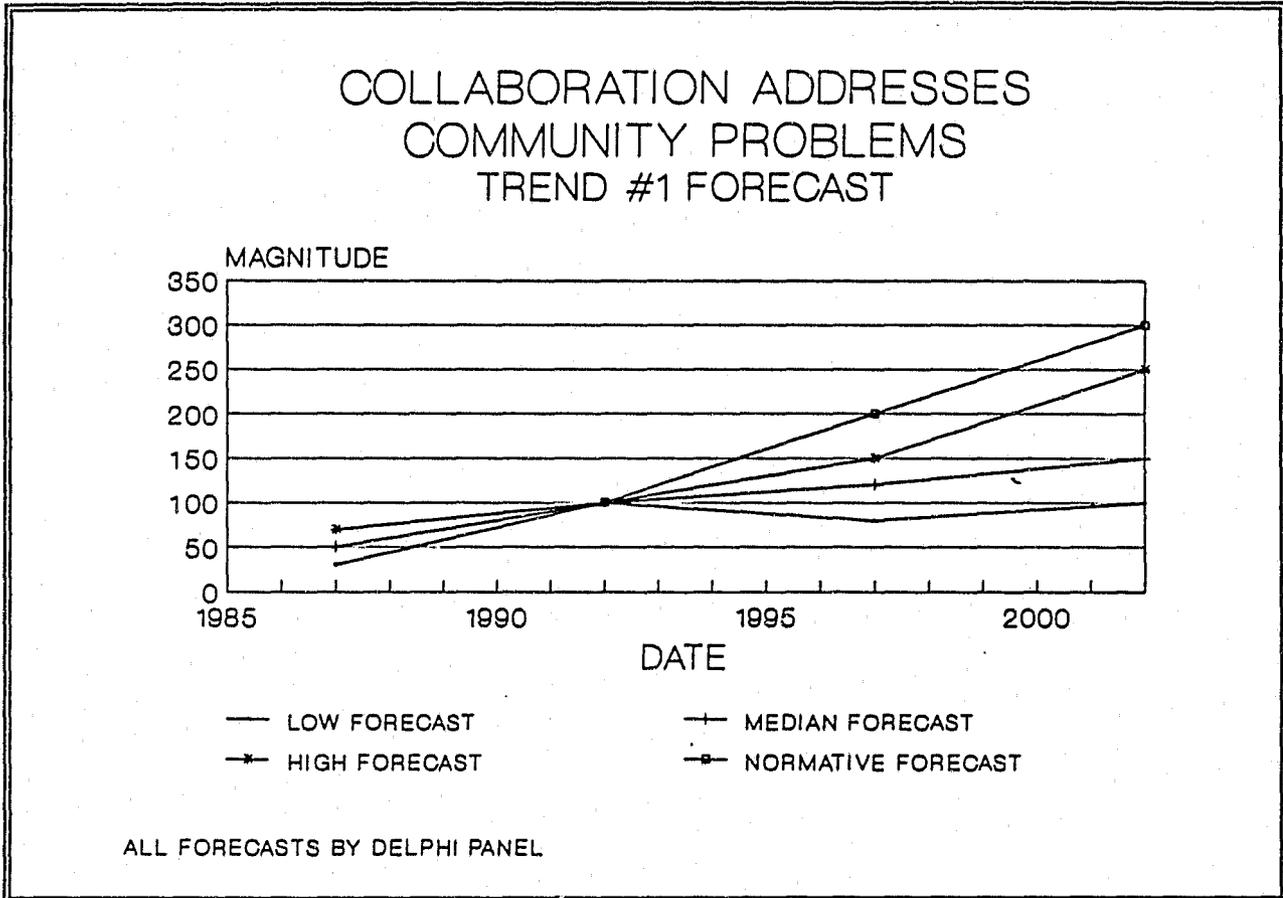
E4. DEPARTMENT OF YOUTH SERVICES ESTABLISHED; "SUPER" AGENCY TO COMBINE MULTIPLE DISCIPLINES SERVING "YOUTH AT RISK." A "super" agency is created to address the problems of youth. The agency will combine a multitude of agencies and functions, and collaborate with others, such as police and the courts to better serve the youth population.

E5. COURT APPROVES MULTIPLE AGENCY SHARING OF INFORMATION ON HIGH RISK YOUTH. The Presiding Judge of the Superior Court, Juvenile Section, approved agreements calling for the sharing of information between agencies who needed the information so they could coordinate their activities, avoid duplication, and work together to address the problems faced by a particular youth. Agency practices, more than laws requiring confidentiality, prevented sharing of information. The judge's approval of the information sharing will allow appropriate information to flow from one service agency to another.

#### TREND AND EVENT EVALUATION.

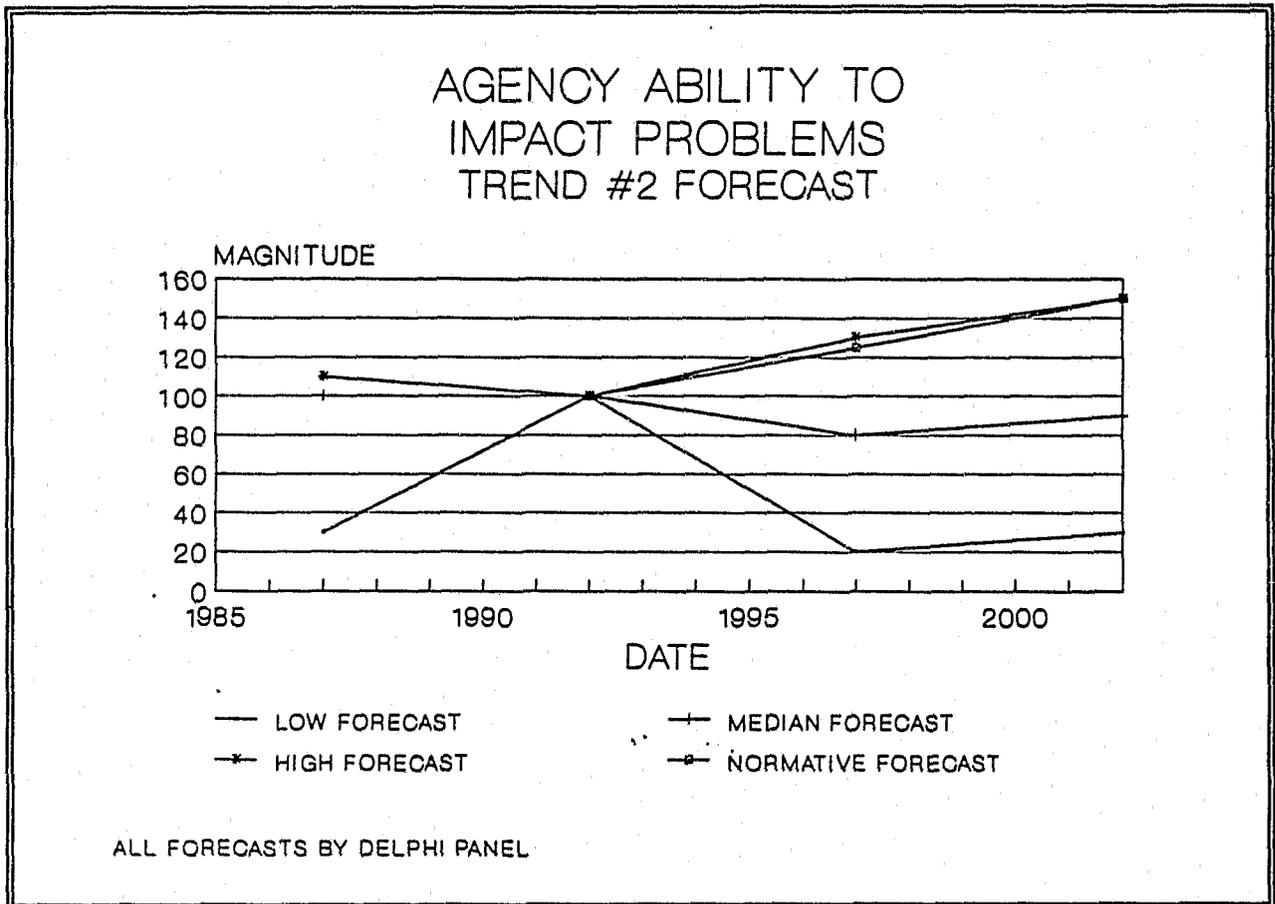
Charts 1 through 5 graphically display the results of the MCD panel future projections of the trends used in the project. The projections include the low, median and high projections, as well as the normative "should be" projection for the final five trends. Charts 6 through 10 graphically display the probability projections of the events used in this project, as projected by the MCD panel of subject matter experts.

CHART 1.



COLLABORATION ADDRESSES COMMUNITY PROBLEMS. Trend 1. Interagency collaboration in addressing community problems. The MCD panel viewed this trend as one increasing in magnitude. Collaborative planning, sharing of information and resources, and collective responsibility for the provision of services within the community is a trend which was projected to increase but was thought "SHOULD BE" increased as a worthwhile strategy to address community problems. While this trend increased from a magnitude of 50 five years ago, the trend is viewed as one which will continue, thus reaching a magnitude of 150 by the year 2002. The MCD panel believed that the use of collaboration to address community problems should increase at a much greater rate, reaching 300 by the year 2002. There was no difference in the determination of value for the purpose of long range planning between the law enforcement MCD panel members and the non-law enforcement MCD panel members. The average response was equal for both groups.

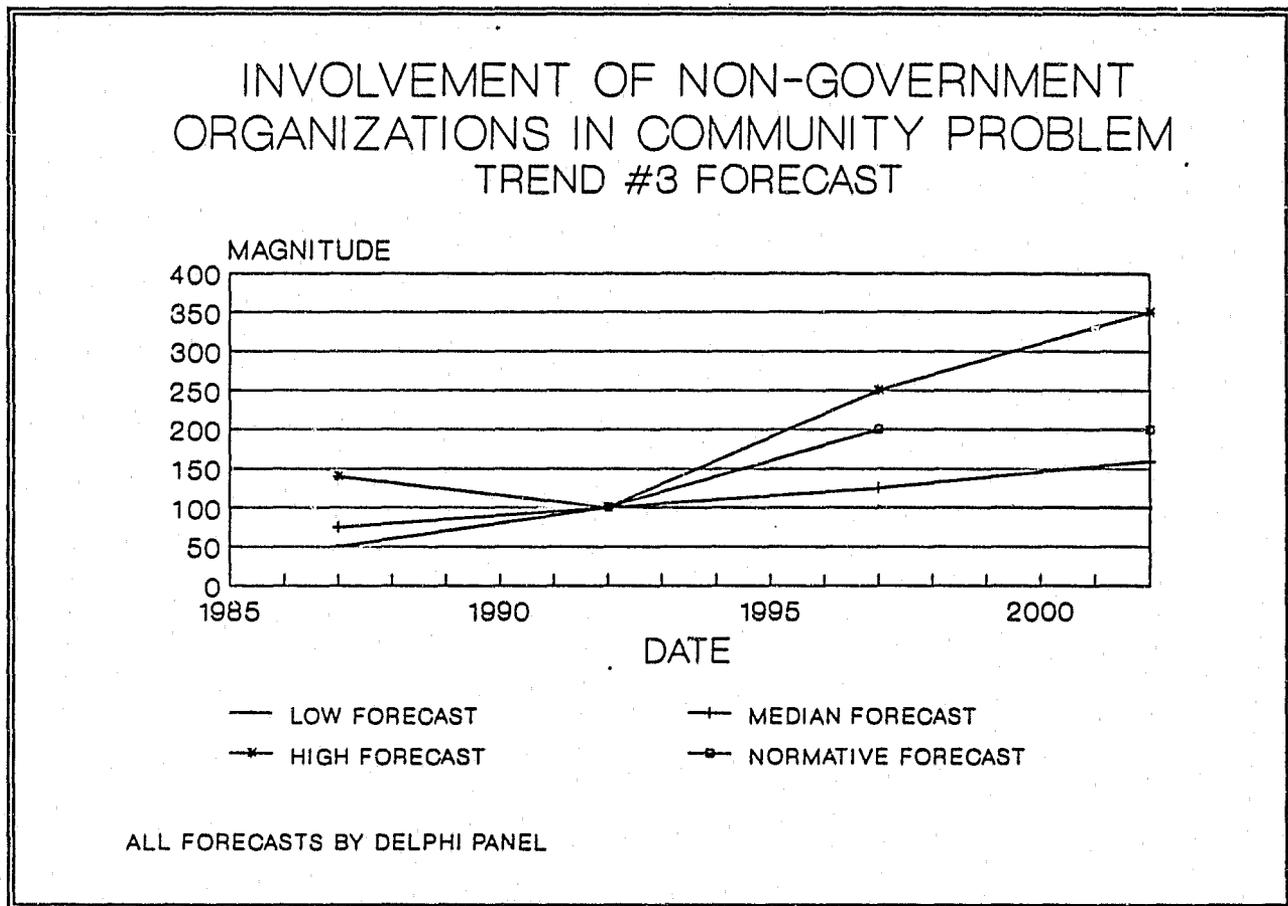
CHART 2.



AGENCY ABILITY TO IMPACT PROBLEMS. Trend 2. The ability of a single public agency to impact the community problems for which it is responsible. The MCD panel believes that the ability of a single agency, acting within its own authority and resources to impact those community problems for which it is responsible has remained constant in the past 5 years; however, in the next 10 years, it is projected that there will be a steady and consistent decline in the ability of an agency to impact community problems by 20 percent. The panel believes that this is the wrong direction that this trend should be taking and should steadily increase to a relative magnitude of 150 during the next 10 years. If collaborative efforts can improve the overall performance and impact of service agencies, the increase in ability to impact community problems could be experienced. It is interesting to note that the law enforcement MCD panel members felt, to a much higher degree, that it would be valuable to have a good long range forecast on this trend than did the non-law enforcement panel members. This

may be attributable to the "bottom line" attitude of what traditionally is thought of as a more conservative, results oriented group. This group thought it was very important to know just what an agency's ability to impact problems was going to be so that they could then plan for that trend.

CHART 3.

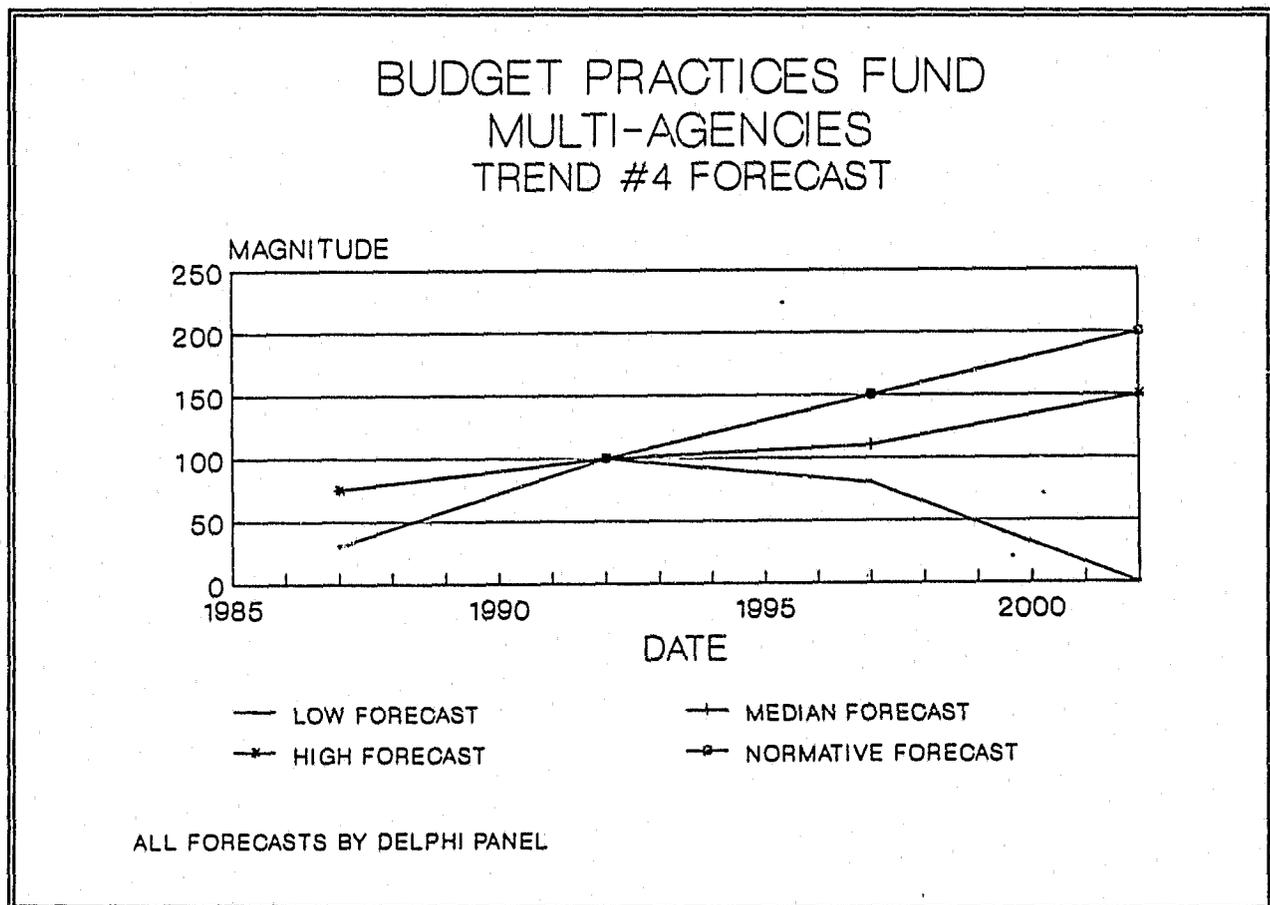


**INVOLVEMENT OF NON-GOVERNMENT ORGANIZATIONS IN COMMUNITY PROBLEMS.**

TREND 3. Level of involvement of private, non-profit, academic, and civic organizations in addressing community problems. The MCD panel projected that the involvement of these types of organizations in community programs or services addressing conditions within the community will continue to demonstrate a consistent rise over the next 5 years and will then show a slightly heightened increase over the period 1997 to 2002. Comments by panel members attribute this to the decreasing level of government funding and the increased need for service related programs within the community. There

was no difference in the determination of value for the purpose of long range planning between the law enforcement MCD panel members and the non-law enforcement MCD panel members. The average response was equal for both groups.

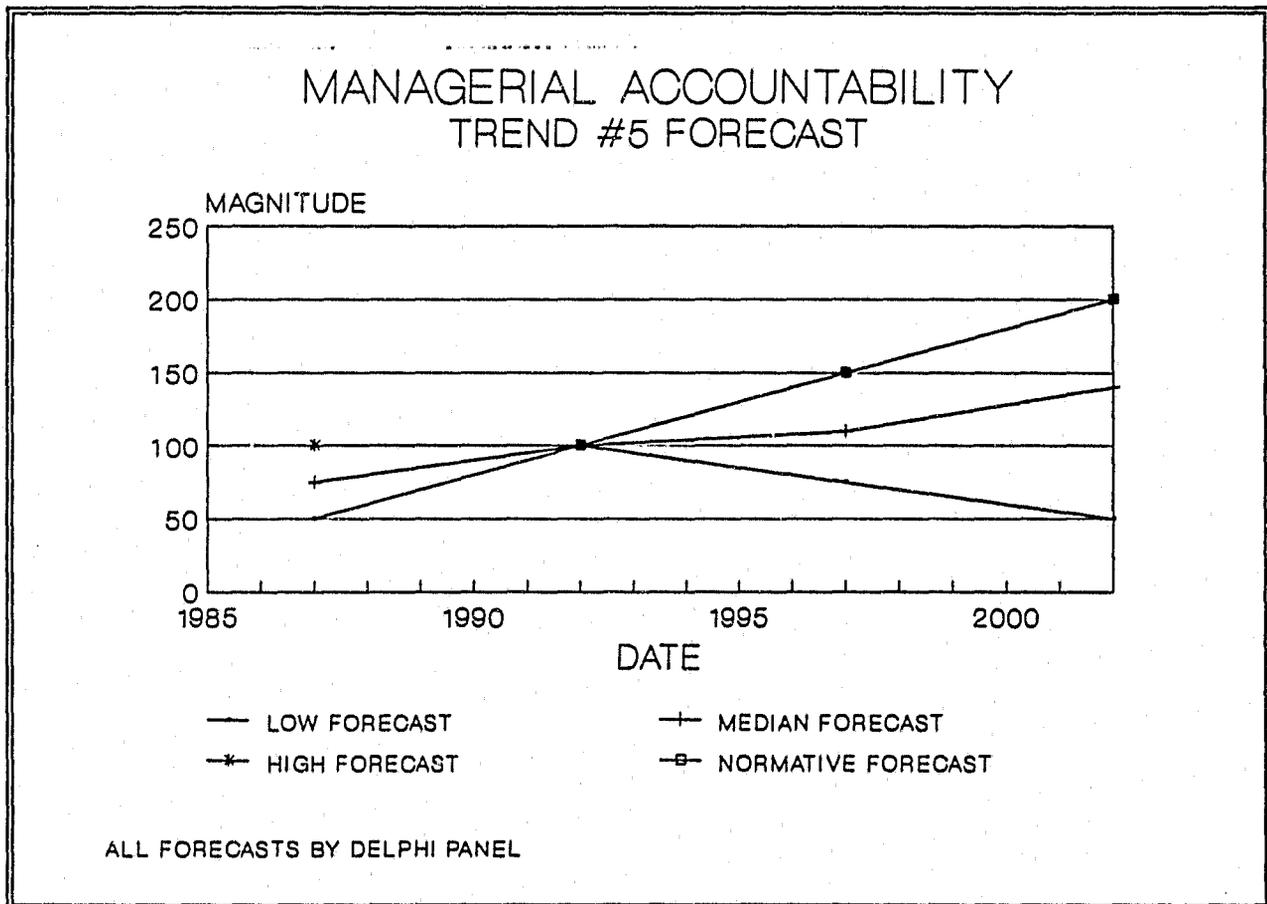
CHART 4.



BUDGET PRACTICES FUND MULTI-AGENCIES. Trend 4. Multiple agency program budgeting which transgresses individual agency boundaries. The MCD panel projected an increasing trend in the use of program budgeting, in which multiple agency participation will be funded as a total program, relying less on funding practices which funded whole agencies which then might participate in cooperative ventures. Program budgeting is a practice which is endorsed by the MCD panel whose 10 year normative "should be" projection places this method at twice the magnitude of today. Program budgeting of this type encourages multi-agency collaboration to achieve the goals of the

funded programs. There was no difference in the determination of value for the purpose of long range planning between the law enforcement MCD panel members and the non-law enforcement MCD panel members. The average response was equal for both groups.

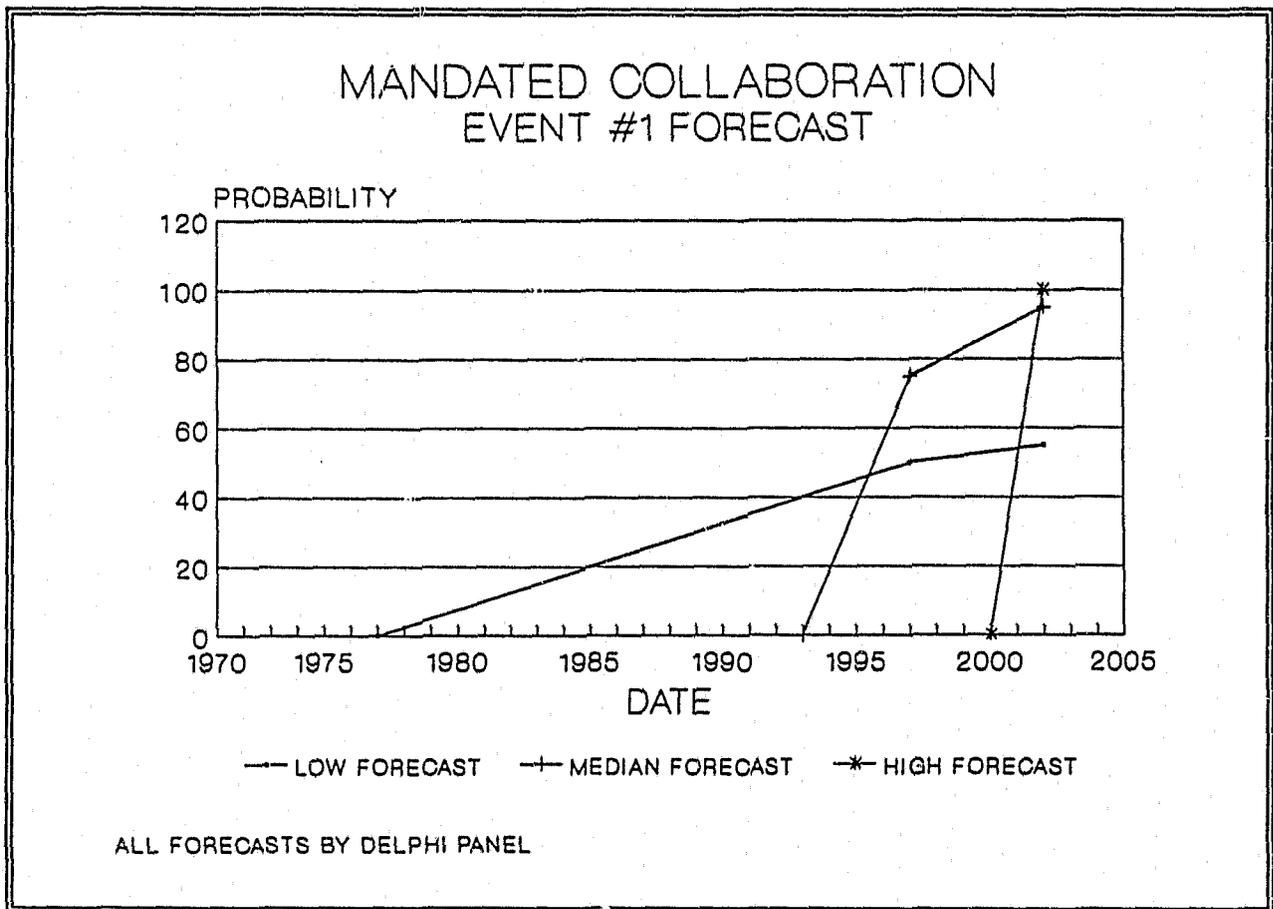
CHART 5.



**MANAGERIAL ACCOUNTABILITY. Trend 5.** Holding of managers accountable for the outcome of programs they administer. The MCD panel projected that managerial accountability will continue to increase within the next 10 years, showing an overall increase of 40% over today's [1992] level. The panel sees increasing managerial accountability as a desired trend over the next 10 years. If interagency collaboration can be demonstrated to increase managerial accountability it may be the vehicle for deriving the benefits seen in this trend.

Of the trends selected as the final trends to be used in this study, Trend 5 had the largest difference of opinion as to how valuable it would be to have a good long range forecast of this trend. The law enforcement MCD panel members believed this to be a much more valuable piece of information. Again, as in Trend 2, the difference may be attributable to the 'bottom line' issues relating to accountability and ability to impact that attracted the law enforcement members to select this trend with the force that they did.

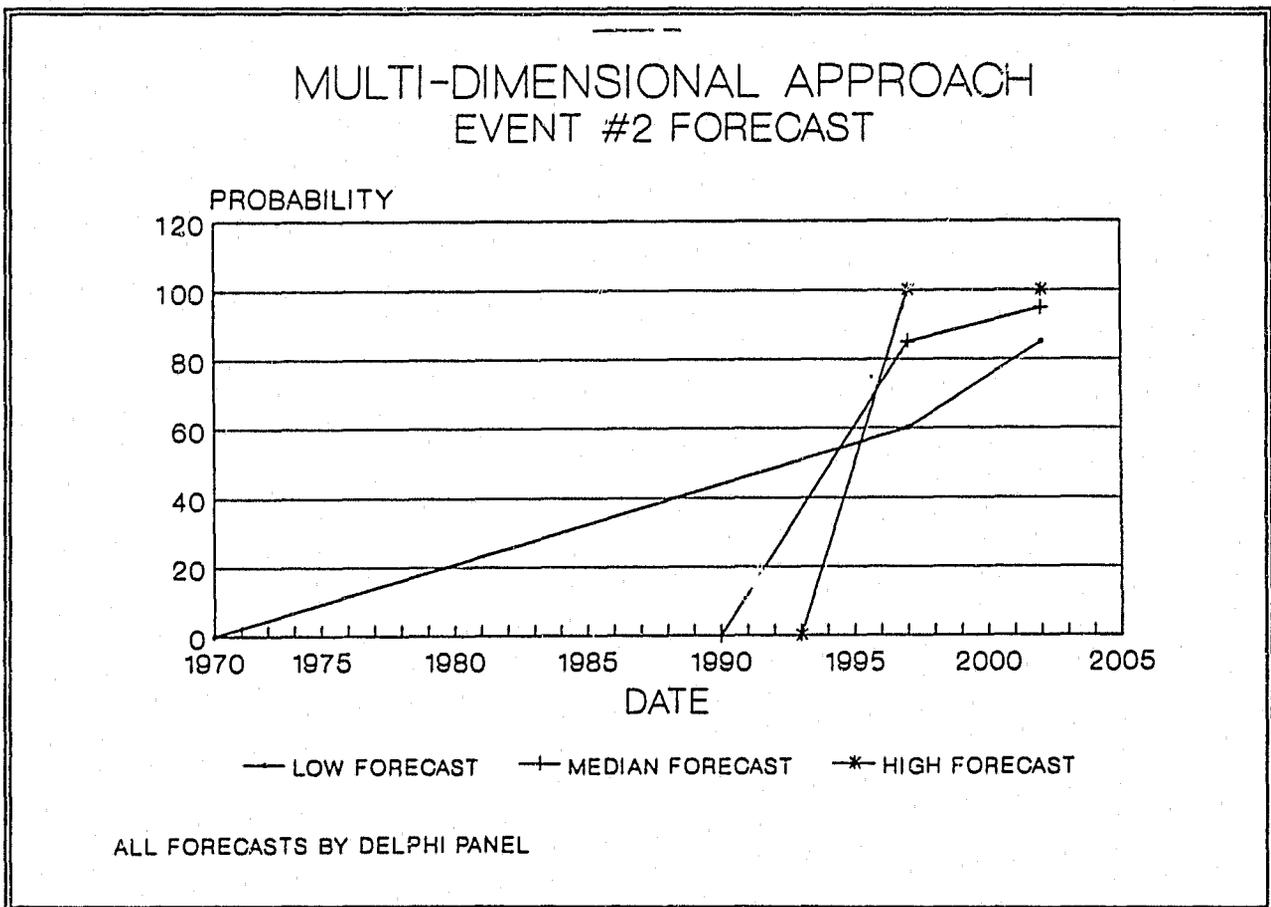
CHART 6.



**MANDATORY COLLABORATION. Event 1.** Ordinance passed requiring collaborative planning, funding, and program execution among public, private, academic, nonprofit, and civic organizations in addressing community problems. The MCD panel forecast that the enactment of this type of regulation would exceed a probability of zero in 1992. The literature scan did reveal a number of

programs wherein this requirement was written into the empowering legislation of various programs, but the writer is unaware of any general requirement for collaborative programs in all cases. The panel did believe that the probability of this occurring in the future was very high, reaching 75 per cent probability by 1997 and 95 percent by the year 2002. There was no significant difference in the voting patterns of the law enforcement vs the non-law enforcement MCD panel members. The panel forecasts that such an occurrence would have a high [+8] positive influence on the issue of interagency collaboration.

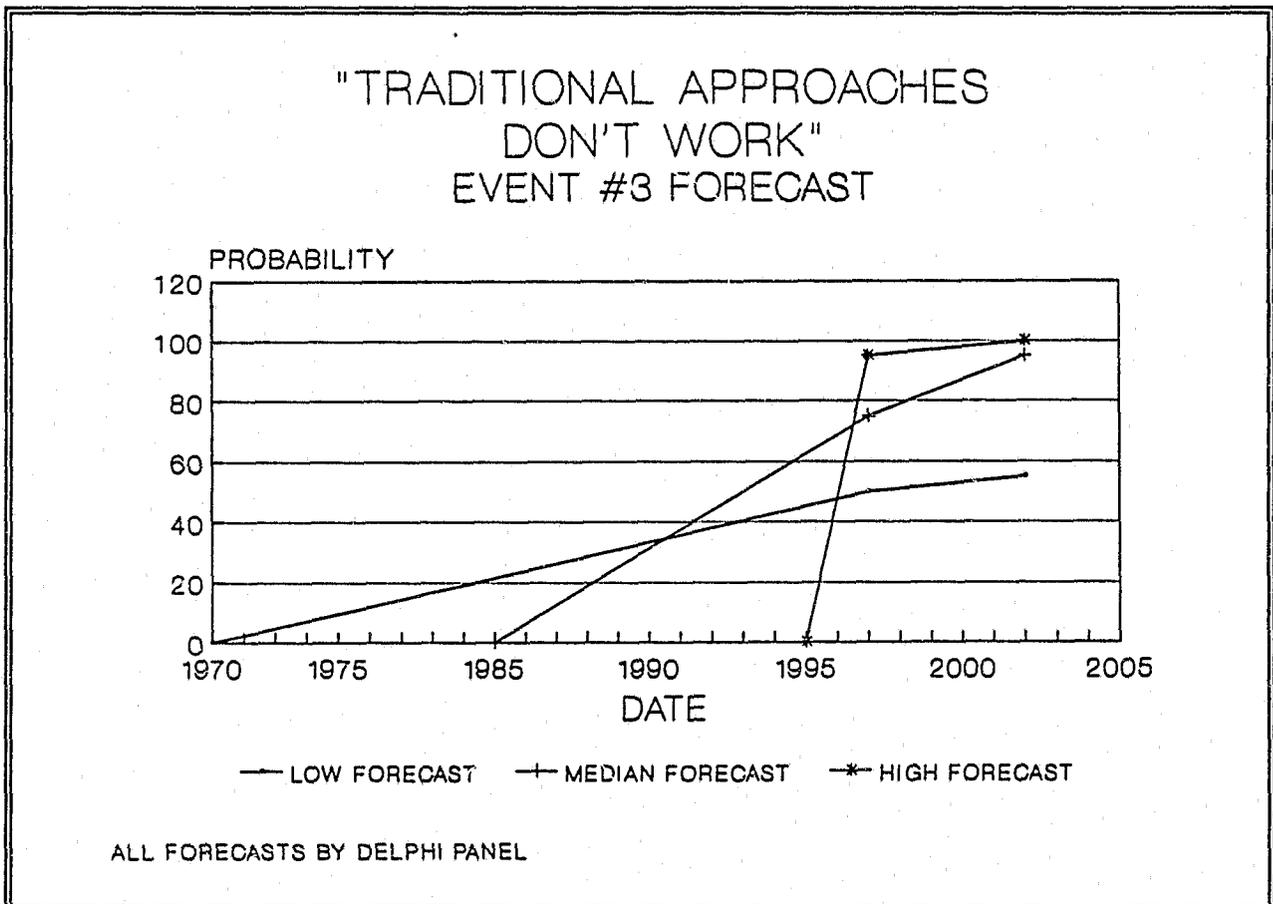
CHART 7.



MULTI-DIMENSIONAL APPROACH. Event 2. Expert panel declare today's youth suffer from multi-dimensional problems requiring a multi-dimensional approach in dealing with these kinds of problems. The MCD panel forecasts that the first year that the probability of this event occurring is

1990. The panel believes that the probability of this occurring in the future was very high, reaching 85 per cent probability by 1997 and 95 percent by the year 2002. The raw data indicated that the non-law enforcement MCD panel members thought this event could have occurred at least 4 years earlier. The notion of multi-dimensional problems requiring multi-dimensional approaches appears much more widely known outside the law enforcement sphere, at least within this study. The panel forecasts that such an occurrence would have a high [+8] positive influence on the issue of interagency collaboration.

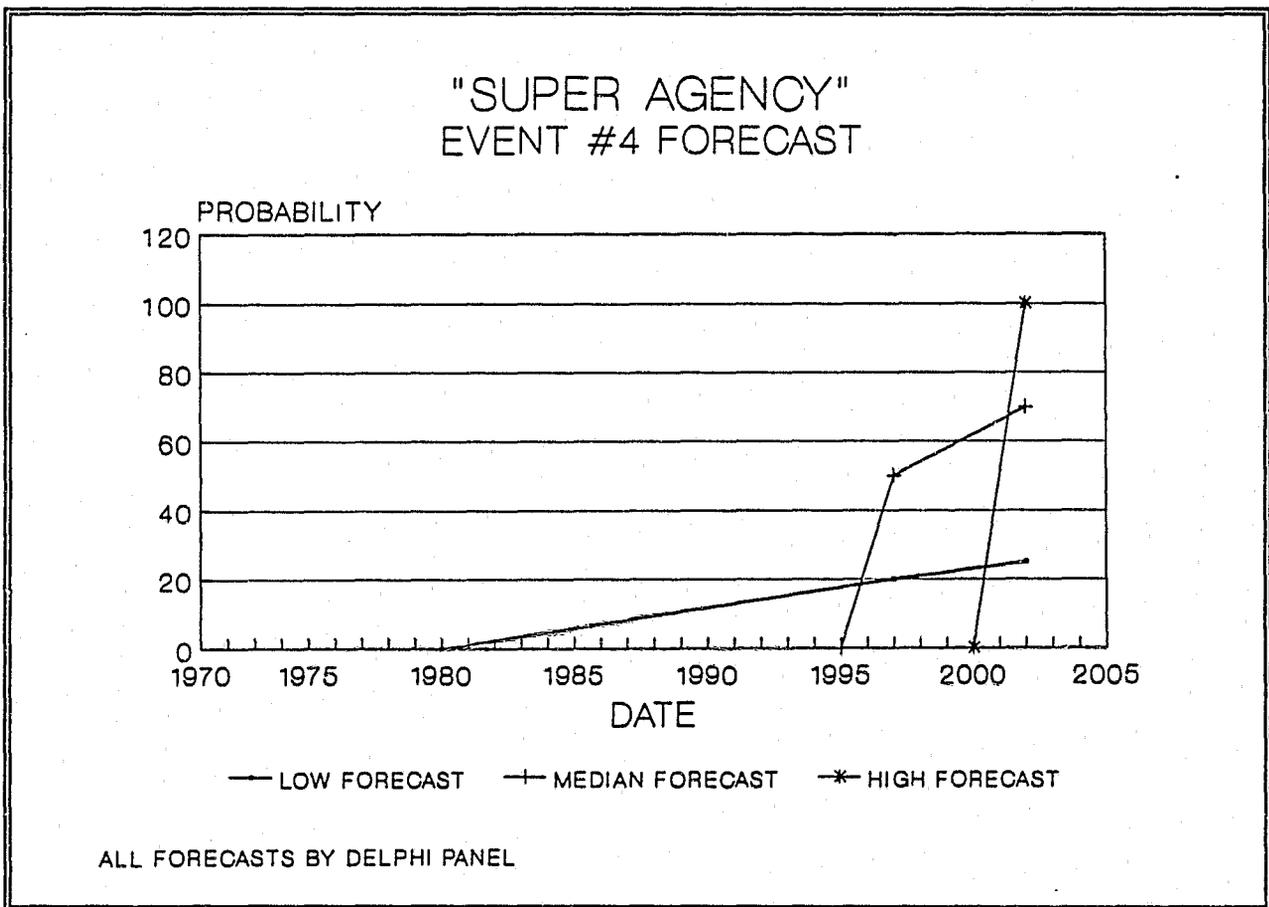
CHART 8.



TRADITIONAL APPROACHES DO NOT WORK. Event 3. Chief of Police voices frustration in dealing with youth, "Traditional police approaches don't work anymore--we don't have enough officers to respond to every incident or request!" The MCD panel members forecast that this event could

have first occurred in 1985. The writer believes that the probability of this statement being made should be moved back to 1979, the year that Professor of Law Herman Goldstein first described Problem Oriented Policing as an alternative to incident-driven policing. However, the panel does forecast the high probability of this event in the future; 75 per cent by 1997 and 95 per cent by the year 2002. The panel forecasts that such an occurrence would have a high positive influence on the issue of interagency collaboration.

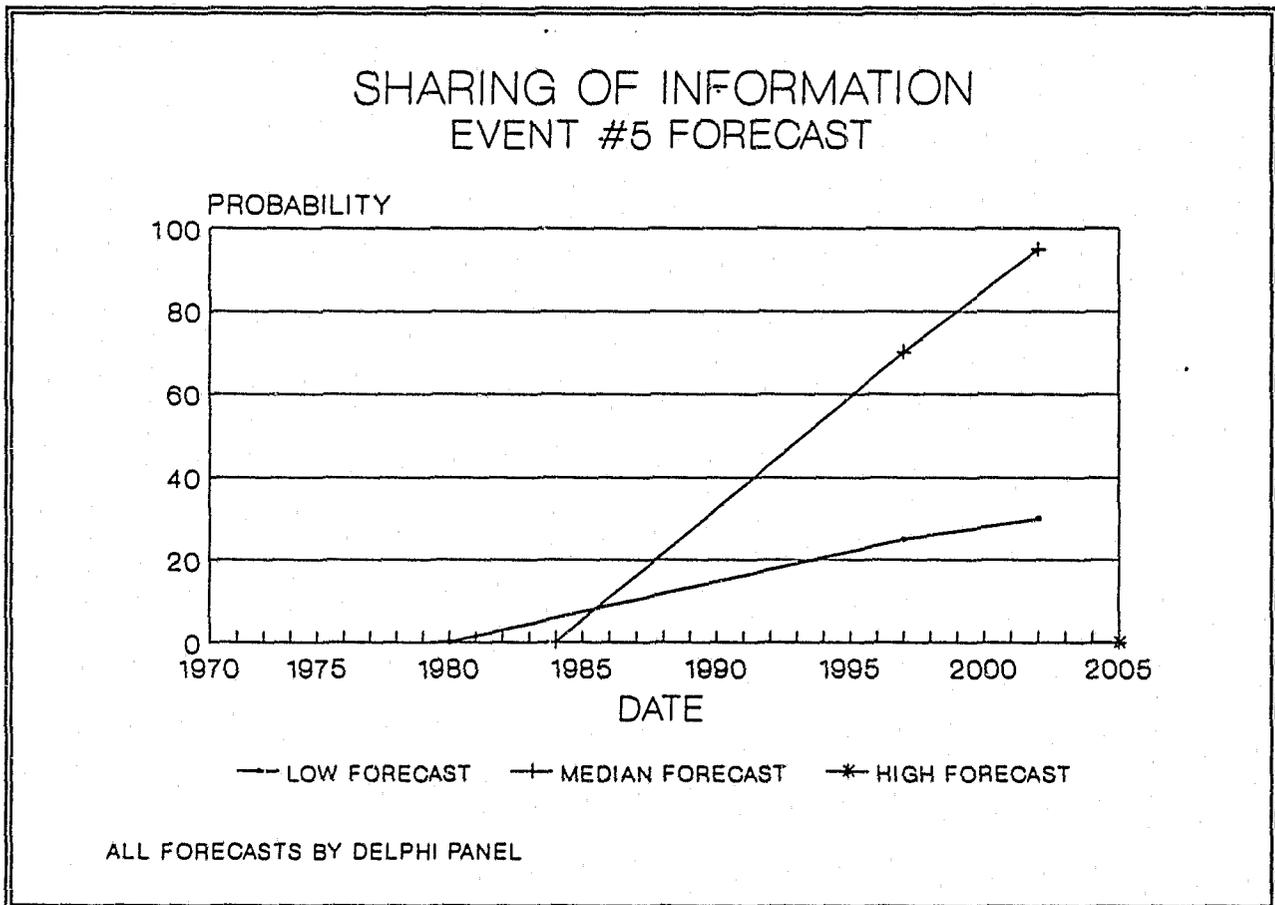
CHART 9.



SUPER AGENCY. Event 4. Department of Youth Services established; "SUPER" agency to combine multiple disciplines serving "youth at risk." The MCD panel members forecast that the year in which the probability of this event first occurring is 1995. The panel was uncertain of the future of this event's probability, listing only a 50 percent chance that this event could occur by 1997. This

means that there is an equal chance the event would not happen by that year. Such a 50-50 chance is very uncertain. The panel gives the event a probability of 70 percent by the year 2002.

CHART 10.



**COURT APPROVES INFORMATION SHARING.** Event 5. Court approves multiple agency sharing of information on high risk youth. The MCD panel members forecast that the first year that this event was possible will be 1984, and that the future probabilities of this event occurring in the future would reach 70 by 1997 and 95 by 2002. There was a significant difference in the voting patterns of the law enforcement vs the non-law enforcement MCD panel members. Law enforcement panel members were less certain of the probability of this event occurring. Polling some of the law enforcement members revealed that they believed that confidentiality laws would prohibit the sharing of information. The panel forecasts that such an occurrence would have a high [+8] positive

influence on the issue of interagency collaboration.

#### **CROSS IMPACT ANALYSIS.**

The final activity involving panel members in the Futures Study involved doing a Cross Impact Analysis of the final events and trends. The purpose of this exercise is to assess the interdependence of the events and the trends. The results can be viewed within Appendix C. The results of the Cross Impact Analysis indicated that Event 1 would have the greatest degree of impact on the other events and trends, and Event 5 would have the least impact on the other events and trends.

Trend 1 has the highest Impacted Total which indicates that it reacts the most to the occurrence or non-occurrence of the other events and trends. Event 3, Event 4, and Trend 4 are also "reactive" to the other events and trends.

With the data collected from the Futures Study, the writer can project the future in a narrative form.

#### **SCENARIO FORECASTING.**

A scenario is an anecdote in which trends and events are interwoven in a narrative. In a futures study, the scenario is used to describe how the trends and events will impact and be "played out" in the future. In this project three different scenarios are presented. The first is an exploratory scenario. It assumes that none of the previously forecasted events have occurred and no intervening policies have been implemented. With no events nor policies, the "most likely" future is presented. The second scenario is a hypothetical, or "what if" narration. This manipulates the data to develop an alternative future. The third scenario is a normative narration. It is written on the premise that "appropriate" policies and actions have come to be and the result is the achievement of a desirable and attainable future.

Exploratory, "Most Likely" Nominal Scenario

DESPITE THE NEED, SOME THINGS DO NOT SEEM TO CHANGE

Child Abuse Investigator Gloria Sanchez poked her head into the office and pleaded, "Captain, may I talk to you? I have this case that's really bothering me. This 'system' just isn't working and we need to do something about it." "You sound upset, Gloria. Come on in and let's talk," said Captain Tom Lee, of the Juvenile Investigations Bureau for the Metropolitan Police Department.

Investigator Sanchez began, "I've been working this physical abuse case for about two weeks. The case involves Maria Rodriguez, a seven year old little girl in the second grade." Sanchez relates that the case came in as a case referral from the Department of Children's Services [DCS]. Bruises were seen on the child's legs by her Daisy Scout Leader about a week after she transferred into her new school and joined the pre-Brownie activities. The child said she had fallen down and the leader accepted that explanation. However, about a week later new bruises were seen again. This time the Scout leader talked to the second grade teacher, seeking some help. The child told the teacher the same story. When the child showed up in school two days later with new bruises, she was sent to the school nurse. The nurse contacted the Child Abuse Hot Line and was told that DCS would get right on it, no later than the next day, but in the mean time the child was allowed to go home, after the nurse talked to the child's mother, Elizabeth Ochoa, and told her that a DCS worker would be contacting her regarding "her child's history of falling down."

Maria didn't come to school the remainder of the week, and DCS wasn't able to locate the mother or the child, they having vacated their newly rented apartment. A referral was completed that Friday afternoon and mailed to the Police Department.

That Friday evening, about 8:00 PM, the child was brought into the Emergency Room of the North-West County General Hospital, as Marie Ochoa, unconscious with a head injury and other bruises and abrasions. The Sheriff's Department was called and wrote a Suspicious Circumstances Report, asking for further investigation of the child's reported accident. The child died Sunday evening of the injuries.

"I didn't know anything about the death or the Sheriff's case until last night when I was at the

monthly meeting of the County Juvenile Officers Association and happened to be sitting next to Deputy Embree, of the Sheriff's Department. He said he was investigating a case of a mother, with a history of mental problems and drug abuse who beat her seven year old to death. It wasn't 'til he told me the suspect's name that I put 2-and-2 together," relented Investigator Sanchez. "I did some checking this morning and I'm more upset than ever. Before Maria's last school, she was enrolled in three other schools. She had a history of poor attendance and left each school after officials questioned suspicious injuries to her. The schools never talked to each other. She had been to four different public hospitals in the last year for injuries caused by 'falls'. DCS has a file on the mother who was the victim of physical child abuse by her mother, 14 years ago. Mental Health has an open file on the mother and classified her as a heavy drug user prone to violence. She has a criminal history which includes multiple drug arrests and 3 arrests for violent assault. If anyone had put these records together, it would have been clear what was going on and the potential of harm to that child."

Captain Lee responded, "Listen, we did exactly what we were supposed to do. I can't expect you to do something about which you know nothing. As a matter of fact, it sounds as if each agency did what they were supposed to. The problem is that despite mandatory reporting laws, professional associations, and even planning groups, we still haven't learned to work together; side by side. Nothing is accomplished when agency heads meet once a month a discuss 'areas of mutual concern.' It's going to take a lot more than coordinating activities or even interagency cooperation. It is going to take collaboration."

Investigator Sanchez replied, "You're right Captain, but when will that occur? The 'system' has developed on its own, without the direction needed to bring it together. We've been talking about collaboration for as long as I can remember, but we're still not doing it. How come?"

"I guess because that word frightens a lot of folks. It means opening up the organization to outsiders; joint planning; joint training; joint responsibility; shared resources. These things don't just come about because we wish they would," said Captain Lee.

"That's for sure. But what if I were to bring this up at the next Quality Assurance Committee meeting with the Chief. She's always open to ideas, and this one is way beyond its time. It is 2002, you know!" said Investigator Sanchez with a degree of determination in her voice.

"And this time you're right. But, in the meantime, we've got a lot of other cases to work. I've been doing this work for ten years now and we haven't changed that much. Don't be surprised if we are still doing this work the same basic way in ten years from now," said Captain Lee with a degree of despair in his voice.

Hypothetical, What If...Scenario

# METROPOLITAN *TIMES* NEWSPAPER

NOVEMBER 1, 2002

Section A, Page 1

## YOUTH SERVICES BUREAU CELEBRATES THIRD YEAR

METROPOLITAN COUNTY. The Metropolitan County Youth Services Bureau [YSB] is celebrating its third anniversary this month. The YSB was established in November 1999, as a "Super" agency created to address the problems of youth in the Metropolitan area. The agency combined a large number of public agencies and functions which provide services to youth and their families. Additionally the agency works in collaboration with other youth serving agencies, such as the police and the juvenile court, which works to avoid duplication of effort, gives appropriate direction in area wide planning, and has established new strategies to help at-risk kids.

### AGENCY HISTORY PREDATES FORMATION

An interview with the founding director, Ira Carey, disclosed that the history and efforts

which went into the establishment of YSB greatly impact the success it enjoys today. "The foundation of this agency was established in May 1989. It was then that the Metropolitan Roundtable for Children, a committee composed of public, private, and volunteer agencies, released a report titled the Children's Budget of Metropolitan County. It was this document that disclosed the numerous agencies and large expenditures of funds throughout the county that respond to the needs of children through the delivery of services. We asked ourselves 'With so many programs and so much money, why are so many children in trouble with the law, having problems at home, in our schools, are in want of appropriate recreational and cultural activities, suffering serious mental and physical health problems?' For the first time we began to think in a holistic vain," said Director Carey.

### SHERIFF CALLS FOR CHANGE

But old habits are hard to break. It wasn't until 1994 that things really began to

move. In June 1994, Metropolitan County Sheriff Edward Gomez, testifying before the Metropolitan County Committee on Community Problems, stated today, "Things that worked before aren't working now. We need to identify alternate methods of delivering our services. We need to expand our effectiveness without adding costly new resources.

We need to work smarter; we're already working about as hard as we can. We need help. We are facing problems which law enforcement does not have the training or resources to address." This was an amazing statement for the County's head cop to make; law enforcement had not been known for its progressive and innovative actions.

What the Sheriff called for was comprehensive and cohesive services, especially for children and their families, for youth related activities account for more than 50% of law enforcement activity.

### **MULTI-DIMENSIONAL PROBLEMS REQUIRE MULTI- DIMENSIONAL SERVICES**

Later that year, in November 1994, a panel of experts, brought together during the "Conference on Youth" at the Metropolitan University, declared that a large portion of

today's youth suffer a multitude of problems. "A youngster may live in poverty, come from a broken home, have limited access to medical services, suffer from severe emotional problems, have a learning impairment, misbehave in school, be a habitual truant, may speak limited English, be unemployed, have been abused as a young child, recently parented a child of his/her own, and be involved in drugs, gangs, and have a record of other criminal behavior. You pray there is no kid with all these problems, but the truth is that there are many kids who fit that profile and their future looks bleak," said a conference spokesperson. "Who is going to take the responsibility for helping this kid? Far too often he is a client of many programs, but is helped by none. He can spend all of his time going from one service center to another, but until someone takes the responsibility for the whole kid, little progress will be made. What usually happens is that the kids becomes frustrated with these individual programs, which unintentionally may work against each other, and then will just drop them all until its too late for the kid and too late for the community who has to deal with this kid."

### **COLLABORATION**

That conference got people thinking about collaboration. Although the concept of

collaboration sounds remarkably simple, it is extremely hard to institute. Service bureaucracies must overcome years of divergent traditions. People who have never worked together must form service teams. Agencies must open their doors to others who speak a different bureaucratic dialect, and these agencies must relinquish some control over their own activities. Some organizations don't respond unless they have to, and have to they did, when in June 1996 the California Legislature passed a bill requiring collaboration among service providers. The bill required collaborative planning and program execution among public, private, academic, nonprofit, and civic organizations engaging in programs addressing community problems and utilizing public funds to support such programs.

Director Carey admits "We learned to work together, once we had to. It was from that background that the Youth Services Bureau was formed just a couple of years later." Carey ended our interview by stating, "We've come a long way, but there is a much longer way to go."

Normative Mode, "Desired and Attainable" Scenario

A STORY OF SUCCESS

"Well Chief, congratulations. The statistics just released by your Department indicate that crime in this city has significantly decreased. What do you attribute this to?" asked the newspaper reporter beginning his interview of Chief of Police James Newman, Metropolitan Police Department.

"Simply stated," answered the Chief, "about four years ago we realized that we in this Department, despite its large size, the dedication and excellence of our personnel, excellent training, and resources, could not depend on traditional police methods to address the problems which are the cause and result of crime and disorder within the community. It was while testifying for the City Council Committee on Community Problems, that I stated, 'Traditional police approaches don't work anymore--we don't have enough officers to respond to every incident or request. We are looking at alternatives in the manner police services are delivered. We are looking for ways to expand our effectiveness without expanding our resources. We are looking for ways to work smarter; we're already working about as hard as we can. We need help. We are facing problems which the police do not have the training or resources to address.' That wasn't as radical as it sounded; it was reality."

"What was the impact of that statement?" asked the news reporter.

"A number of things happened. A short time later, I participated in a panel of experts, brought together during the 'Conference on Youth' at the City University. We discussed and learned that a large portion of our youth suffer a multitude of problems. We learned that a significant number of kids suffer multitude of problems. Problems which contribute to crime, but which law enforcement is not able to impact. But if we couldn't help, who would take the responsibility for helping this kid? Far too often he is a client of many individual programs, but is helped by none. He can go from one service center to another, but until someone takes the responsibility for the whole kid, little progress will be made. What usually happens is that the kid becomes frustrated with these individual programs, which unintentionally may work against each other, and then will just drop them all until it's too late for the kid and too late for the community who has to deal with this kid," lamented the Chief.

"Professionals inside and outside the justice system began to talk. We agreed that we needed to collaborate; pool our resources, share information, work in concert with each other, and work for

the common goals we all sought. We went to the Presiding Judge of the Superior Court, Juvenile Section, who approved agreements between us calling for the sharing of information between agencies who needed the information so they could coordinate their activities, avoid duplication, and work together to address the problems faced by a particular youth. The approval of information sharing allowed appropriate information to flow from one service agency to another."

"Why the concentration on juveniles?"

"Because the sum of our activities, when identified as dealing with juveniles as victims, suspects or the problems related to kids, represents over 50% of our time."

"O.K. Chief, did it work?"

"I believed that our use of collaboration should be two to three times as great as we had experienced. Because of our efforts we increased the use of collaboration. Agencies which rarely worked together began to engage in joint and cooperative planning, sharing of information and resources, and we took collective responsibility for the provision of service to clients or addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime."

"What impact did that have?"

"I believe that the ability of the Police Department and those other agencies improved. We didn't expand our authority or our resources, but we found that a synergism formed, where the simultaneous action of our separate agencies had a greater total effect than the sum of our individual effect on the community problems for which we are responsible."

"Doesn't that reduce the accountability of those responsible for dealing with problems?"

"Absolutely not! To the contrary, now a manager can't say 'I don't have the people or the resources.' Now he or she is responsible for managing resources and directing the use of those resources in collaboration with other agencies. This isn't always easy. It's hard to work with other agencies; they have different traditions, cultures, ways of doing things and ways of thinking. But

we're learning. And its working! A manager's job today is anything but easier. There's no diminishment in a manager's duties or responsibilities."

"Are non-governmental agencies joining this fight?"

"You bet they are! We have been joined by numerous private, non-profit, academic, and civic organizations who are providing community programs and services combating conditions within the community which contribute to crime, disorder or the increase in the fear of crime.

"Chief, what kinds of programs are you using collaboration on?"

"Collaborative efforts can be used to address drug abuse, alcohol abuse, domestic violence, child abuse, the homeless, the mentally ill, runaways, gangs, and even serious/violent offenders, to name a few. As a matter of fact, we are developing a serious juvenile offender program which will be a collaborative effort to manage and deal with these offenders. We're doing the strategic planning now and we anticipate implementing this program in the near future."

"That should be very interesting. Can I do a story on that program once you get it going?"

"It would be better for you to start now. There's a lot to be learned about planning and instituting such a program. We're going to involve law enforcement, the courts, Probation intake and detention, the District Attorney, schools, social services, state corrections, and the community. It's going to involve a lot of planning to do and think in ways we haven't done before. We'll have a period of transition which will be most interesting. It could be useful to have the media involved and reporting this as it develops. Sounds like Pulitzer time to me!"

"Well Chief, I don't know about that, but a story about such a multitude of agencies, working together, would really be a story worthy of print."

"It will be even better for the community! Come on down the hall with me and I'll introduce you to Captain Miller. He's going to be the project manager. One of our really bright guys. He graduated from the POST Command College. Someday he'll probably be Chief."

## SECTION TWO - STRATEGIC PLAN

The issue "Will interagency collaboration be an available law enforcement service delivery strategy to address large scale community problems by the year 2002?" was analyzed in Part One. Using futures study techniques, projected trends and events were identified and analyzed to formulate a glimpse of what the future could be through the construction of future scenarios.

In Section Two, the normative scenario "A Story of Success" will provide the foundation for the development of a strategic plan. The goal of the strategic plan is to bring about an interagency collaboration model which can be used as a service delivery strategy in addressing a community problem. In so doing, the issue and sub-issues raised in Part One will be analyzed. Strategic planning techniques will be used to estimate the long-term impact of present decisions, plan the role of a hypothetical organization 10 years in the future, and develop the strategies and negotiate plans with identified critical stakeholders, thus allowing the organization to influence or adapt to the expected future.

After defining the hypothetical organization [the organizational context], this project will use a structured strategic planning process which will involve creating a vision for future guidance, environmental scanning, execution, administration, and control. Section Three of this project will take the reader through a Transition Management plan.

### ORGANIZATIONAL CONTEXT.

The organization used in this study is a hypothetical metropolitan law enforcement agency serving a population of 100,00 to 250,000. The agency perceives its responsibility as encompassing a wide range of public services including enforcement of state and local laws and ordinances, the investigation of reported crimes, identification, and apprehension of suspected violators of the law, public order maintenance, deterrence of crime and disorder, and the provision of various complimentary services.

Diversity is the hallmark of the city. The city has a multi-ethnic and multi-cultural blend of citizens. There is a good mix of residential and commercial/business establishments. The economic

condition of the community mirrors the remainder of the Southern California region. Urban growth and expansion has eliminated the visible boundaries between cities. The community problems which are of concern to the Police Department include crime, disorder, drug/alcohol abuse, gangs, graffiti, child abuse and neglect, truancy, school drop outs, traffic and parking congestion, immigrant migration, racial and cultural tension, a weak economy, and fluctuating unemployment. There are a large number of city, county, and state public and private agencies providing a wide range of services to the public.

#### DEFINING THE VISION.

We begin with the vision stage. Developing a normative vision of the future through the drafting of a mission statement is a worthwhile technique to develop group spirit and commitment. Spirit for the venture and a commitment to it are the life blood of a successful collaboration program. To draft a vision of the future, it is necessary to look at the past and the present, and ask some pertinent questions. What is the purpose of this organization? What needs to be changed or removed? What needs to be kept and improved upon? Once answered, the vision of the future can be formulated by looking ahead and asking: What is hoped for? What is the best situation one can dream of for our community and our citizens a decade from now? What would our community look like if we worked together, collaboratively, to make the vision come to be? What course of conduct is necessary to bring this about? What values must be fostered? The answers to these questions form the basis for the writing of a mission statement. The following mission statement was drafted for the purpose of this study.

The Metropolitan Police Department recognizes its role as a participating member of our City and its communities. We will work with community members to maintain a high quality of neighborhood life, striving to improve the safety and welfare of our City through the delivery of quality law enforcement services. We are guided by the following principles:

- The primary purpose of this organization is the skillful enforcement of the law, and the delivery of humanitarian services which promote community peace.
- To foster a collaborative relationship with other public and private agencies to expand services which are needed by the community, and

which are beyond the capacity of this Department to provide by itself.

To work as a partner with the community to identify the needs of the community and to determine the best methods of providing those services.

To work with all elements of the criminal and juvenile justice systems, the community, the schools, and human service agencies to make more informed decisions regarding the services we provide and the outcomes we seek.

To recognize that the community problems we face will not respond solely to law enforcement solutions, and to truly address these problems we will work collaboratively with other public and private agencies in addressing them.

Once a mission statement has been developed, it is necessary to communicate the statement to others. Communicate the excitement that is felt about the way things could be. Point out the benefits. Use it as a tool for inspiring others by referring to it from time to time, when things are not going as planned or for celebrating to show just how much progress has been made in making the vision into a reality.

#### SITUATION ASSESSMENT.

Assessing the internal and external environment in which planned change will occur is an important aspect of planning. Because the Metropolitan Police Department is a hypothetical organization, the situation assessment which follows was drafted by the writer. Were this exercise dealing with an actual organization, a group process assessment would be appropriate.

WOTS-UP ANALYSIS. The WOTS-UP Analysis is a technique for examining external trends and internal organizational capabilities to disclose organizational competency. WOTS-UP stands for Weaknesses, Opportunities, Threats and Strengths which Underlay the Planning process. In the following exercise the opportunities and threats, strengths and weaknesses of the Metropolitan Police Department will be assessed.

Opportunities and Threats: A favorable situation which aids the organization in achieving its goals is an "opportunity." An unfavorable situation which acts as a barrier to the achievement of an organizational goal is a "threat."

TABLE 1.

WOTS-UP ANALYSIS  
OPPORTUNITIES AND THREATS

OPPORTUNITIES	THREATS
PUBLIC CONFIDENCE	AUTONOMY
MANDATORY COLLABORATION	COMPETITION
LIMITED RESOURCES	LIMITED RESOURCES
SHARING OF INFORMATION	SHARING OF INFORMATION
PUBLIC NEED	TURF PROTECTION
MULTI-DIMENSIONAL PROBLEMS	ONEUPSMANSHIP
MULTI-AGENCY PROGRAM BUDGETING	BUDGET CONSTRAINTS
EXISTENCE OF COMMUNITY RESOURCES	SHARING OF RESOURCES

Opportunities arise when the public and other agencies want to work with law enforcement. The public and other agencies, generally, have a great amount of confidence in the Police Department and seek to participate in programs that involve the department. A threat to the willingness to participate is found in the desire of some individuals within the department to attain autonomy. It is believed by these individuals that autonomy signifies strength and ability. "We don't want, nor need, the help of outsiders in doing our job. Leave the police work to us and you can have the rest."

Within Metropolitan City there are many public and private resources already working on community problems. This provides valuable resources and developed expertise. However there is a reluctance to share these resources and expertise for fear of losing them. A similar opportunity-threat dichotomy exists when limited resources are considered. The opportunity arises because of limited resources, however the threat exists because a limitation of resources causes protective reactions and a lack of willingness to share.

The public has a great need for the collaborative efforts of service providing agencies. The community problems found in Metropolitan City are multi-dimensional and require collaborative efforts. Turf protection is a common phenomenon of service agencies. Activities are planned and budgets prepared which exclude the participation of others. Akin to this is the threat of "oneupsmanship." Organizations dislike interagency collaboration because it opens the agency to comparison and they may come out looking bad.

Multi-agency program budgeting and mandatory collaboration present great opportunity to engage in collaborative enterprise. Sometimes the force of law is necessary when reason or necessity has not worked. Threats arise when such measures are viewed as constraints to the authority of an organization to control its own budget expenditures and the power to direct the organization's own activities.

**Strengths and Weaknesses:** A resource or capability that the organization uses to attain goals or objectives is a "Strength." A "Weakness" is a limitation within the organization that acts to restrict attainment of goals or objectives. Strengths and weaknesses refer to the internal capabilities and resources of the organization.

TABLE 2.

WOTS-UP ANALYSIS  
STRENGTHS AND WEAKNESSES.

STRENGTHS	WEAKNESSES
COMPETENCY OF PERSONNEL	RESISTANCE TO CHANGE
PUBLIC SUPPORT	POLICE ISOLATION
MANAGERIAL ACCOUNTABILITY	FEAR OF FAILURE
RESPECT FOR AUTHORITY	INDEPENDENCE OF "NEW" EMPLOYEE
LEADER AS A CHANGE AGENT	LINE IMPATIENCE
KNOWLEDGE OF COMMUNITY PROBLEMS	MISTRUST OF "SOCIAL SERVICES"

The personnel of the Metropolitan Police Department are talented and creative people. Entrance requirements and the background investigations conducted on candidates for entrance into

the department carefully consider character traits. Continued training assures competencies of job skills. For a job/trade which requires no advanced college education or prior developed skills, the department boasts a high level of educational attainment, especially in supervisory and management levels. This level of organizational competency encourages and gives confidence to other organizations that will deal with the department on collaborative endeavors. Weakness is found in the resistance to change. All organizations, including the Metropolitan Police Department, adhere to those systems that promote stability. Changing the service delivery system to include collaboration threatens organizational stability; "the way things are done around here."

Public support for the police remains high. The police are looked upon as problem solvers. This support is what gives the department its true power and authority. However, the department is known for its isolation and the distance it maintains from others. The weakness here is unwillingness to participate in collaborative activities with non-police personnel.

The organizational structure of the police department, fashioned after the military, places accountability on managers for the performance of subordinate personnel and the outcomes of programs. Lines of authority, span of control, and similar concepts gives the department structure and accountability, which is a strength. However, the fear of failure on the part of a managers could restrict collaborative ventures.

As in the military, the police department uses authoritative titles and demonstrates a respect for authority of rank. This is useful in times of emergency where leadership and decision making cannot be left to a committee. However, the "new" generation of employees are less likely to follow just because of title or position. The new generation employee wants to have personal control over what happens to him/her and be a part of the decision making process.

For change to occur, the organizational climate must be conducive to change, and the Chief, as the primary agent of change, must be willing and able to take advantage of opportunities for change. In the Metropolitan Police Department, the Chief is a catalyst of change, marshalling the elements within the department that can best institute change productively. However, police officers are an impatient lot. Once the Chief announces the need for change and institutes steps to bring it about, subordinate personnel want to see tangible results. Yet if the change is profound, or if it occurs too quickly, there is risk of resistance: "We're getting this shoved down our throat" or "Too much,

too fast is happening around here!"

The police department is in as good, if not better, position to know what the problems are within the community. They deal with them directly or indirectly each day. Problem identification is not an issue. However, police personnel frequently disagree on the methods and approaches that are proposed to deal with these problems. As in many police agencies, the personnel of the Metropolitan Police Department have a distinct mistrust of the "liberal" social services. Police officers confronting armed gangs of juveniles and young adults are not interested in the causes of crime and disorder. They are concerned about their own safety and well being, not with the efficacy of group counselling, job training centers, or public housing conditions within the community.

INTERNAL CAPABILITY ANALYSIS. The Internal Capability Analysis is a means of assessing an organization's strengths and weaknesses in dealing with the opportunities and threats in the external environment. See Appendix F for a table depicting the results of an Internal Capabilities Analysis. The Internal Capabilities Analysis indicates that the Metropolitan Police Department rates better than average or average in a majority of categories. Areas indicating a need for improvement are technology, money, calls for service, and the enforcement index. As is typical in most contemporary law enforcement agencies, money to purchase additional resources is short. The programs the department engages in must be cost effective, and cannot involve major new expenditures without causing a departmental reprioritization of spending. Technology is another area where improvement is indicated and must be considered when a program which is dependent on technology is considered. Improvement is needed in the amount of calls for service and the enforcement index categories which indicates that the crime rate is out pacing the efforts of the department to control it. A program which addresses issues of productivity and effectiveness will improve both categories.

How receptive the organization is to change is reflected in table found in Appendix G. That table indicates that top managers have the skills and education to carry out the required change, however they need to be sold on the idea. The organizational culture and reward system adapts well only to minor change. Significant change will test the skills of the top managers. In terms of organizational competence, the organization will seek familiar change, however, because resources are strained, the resources needed to bring about the change are harder to come by and will require management attention to assure resource response does not unnecessarily impede the progress of

change.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE. The Strategic Assumption Surfacing Technique [SAST] identifies "Stakeholders" related to the issue being addressed and their roles and reactions to the contemplated change. Stakeholders are individuals, groups, or organizations who: [1] will be impacted by the decision[s] of the organization; [2] are able to influence, directly or indirectly, the organization regarding the issue; and [3] are concerned about the decisions or actions taken by the organization. The object of this exercise is to emphasize that the organization does not operate in a vacuum, that the policies and decisions it makes will impact others outside the organization, and that those outsiders who are impacted can bring pressure on the organization, which may impact policy choices and program implementation. Some stakeholders are referred to as "snaildarters". A "Snaildarter" is a seemingly insignificant stakeholder who has the potential, because of the failure of the organization to anticipate the impact of a stakeholder, to influence the organization's policy and action. By identifying the stakeholders, including the "snaildarters", during the planning stage, strategies can be developed to take advantage of their support, neutralize their opposition, or merely be prepared to address their criticism.

In the scenario "A Success Story" an interagency collaborative program is instituted to address serious habitual juvenile offenders. That scenario provides the foundation of the strategic plan and transition management plan which will be developed to serve as the vehicle to discuss the primary issue of this study: The future of interagency collaboration as a service delivery strategy to address large scale community problems in the future.

The following list of stakeholders was generated by the writer. A "SD" in brackets indicates the stakeholder is a possible "snaildarter". The list is then reduced to a manageable list of 13, as indicated by an asterisk [\*], including "snaildarters".

- |                               |                                       |
|-------------------------------|---------------------------------------|
| 1. Police Chief*              | 11. Defense Bar/ACLU*                 |
| 2. Police Managers*           | 12. State Corrections                 |
| 3. Police Officers*           | 13. Parole/Aftercare                  |
| 4. City Manager               | 14. Social Services*                  |
| 5. City Council               | 15. Community Based Service Agencies* |
| 6. Prosecution*               | 16. Media [SD]*                       |
| 7. Courts*                    | 17. General Public*                   |
| 8. Probation Department [SD]* | 18. Minority Community                |
| 9. Detention Intake           | 19. Schools*                          |
| 10. Detention                 | 20. Subjects of the SHO Program*      |

A list of anticipated assumptions follows:

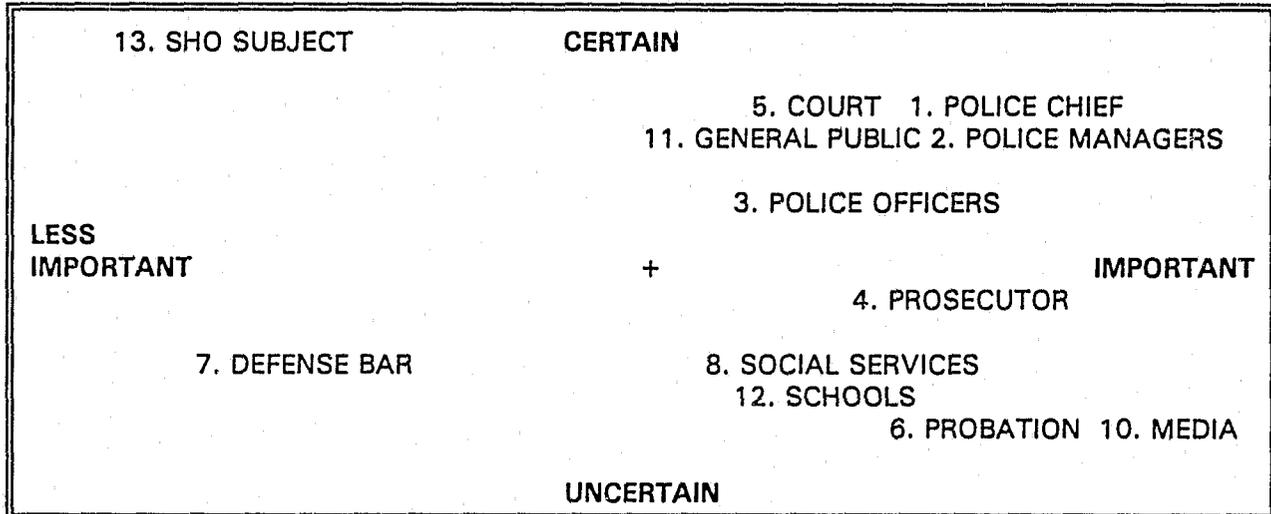
1. Police Chief. Would want a program which would produce results without the use of police tactics that would offend the community. Would want wide participation and support of allied agencies and the community.
2. Police Managers. Will want to support the Chief. They are concerned about their ability to control the use of their resources when committed to a collaborative activity. They are concerned about their accountability for the program, when other agencies participate and will impact the success or failure of the program.
3. Police Officers. They want to do a good job. They will want to participate in the formulation of the program as it applies to the Police Department. They are concerned about working with "social worker" types with whom they do not always agree.
4. Prosecutor. Concerned about getting good, strong, "win-able" cases to prosecute. He is concerned about his public perception as a "Law and Order" man.
5. Court. The court is concerned that participation in early stages of this program would harm the perception of the court's objectivity, especially where there is a high probability that the targeted youth will wind up before the court.
6. Probation. Concerned that only those youth who meet the criteria as a Serious Habitual Offender be so classified. Will want to deal with these youth in an appropriate manner, based on all available information.
7. Defense Bar. Will want to assure that the rights of the juveniles are not violated and that due process is afforded to any youth accused of an offense.
8. Social Services. Will want to break the dependent/pre-delinquent/delinquent cycle. Will want to obtain information from other agencies to match the severity of the youth's problems with appropriate services and counselling.
9. Community Based Organizations. Will want to be part of the system. Concerned that their services are under utilized. They want their services to be used as this will assist them in obtaining various grant and foundation funding.
10. Media. Will want total access to the workings of the program to allow them to report on the program. They view themselves as the "watch dog" and will protect the "public's right to know".
11. General Public. Will want a program which will protect them from wanton juvenile hoodlums. They are concerned about public spending and will want to see that their

tax dollars are getting spent in a manner which produces the greatest return.

- 12. Schools. Will want a program that will protect students and staff while on campus. They are concerned that they might become too involved in the "policing function" over their students.
- 13. Subjects of the SHO Program. They won't want an effective program. They want to be left alone and allowed to do what they want to.

ILLUSTRATION 1.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST) MAP



The SAST Map is a graphic representation of the anticipated assumptions of the stakeholders. The area of greatest concern for strategic planning purposes is the quadrant representing identified important stakeholders but there is uncertainty in their positions. This includes the Prosecutor, Social Services, and the Schools. It is known that each will play an important part, thus special attention must be given to these stakeholders to gain their input and assure their participation. Had the Media not been identified as one of the "snaildarters", it would most likely have been classified as less important. Both Probation, known to be important, and the Media are "snaildarters", and need to be carefully monitored to avoid overlooking the great negative impact they could produce.

**EXECUTION.**

MODIFIED POLICY DELPHI. With the mission statement defined, to provide guidance; the situational analysis completed, to provide an understanding of the forces to be dealt with; the next step is the formulation and examination of alternative policy strategies aimed at bringing about the future as described in the mission statement.

A group of six individuals were brought together for a Modified Policy Delphi. Each had served on the previous Modified Conventional Delphi panel, with three members representing law enforcement and three representing non-law enforcement. Each was asked to come to the meeting with a prepared alternative policy strategy. Working as a group, the following alternatives were developed:

1. **SHARING OF INFORMATION.** Seek judicial approval, in the absence of specific legislation, authorizing the appropriate inspection of records and sharing of information across agency lines.
2. **SHARING OF RESOURCES.** Every agency develops internal resources and expertise in their area of concern. While the degree of impact on community problems varies from agency to agency, it is known that the collaborative impact of combined resources produces a synergism, the simultaneous action of separate agencies which, together, have a greater total effect than the sum of their individual effects.
3. **INTERAGENCY CROSS TRAINING.** Despite years of working side-by-side, agencies continue to have little knowledge of what, or how, allied agencies conduct business, the level of authority held by other agencies, the responsibility, or methods employed. Joint training sessions would provide for common understanding, junctures for collaboration, and break down the veil of secrecy which surrounds many agencies. Training in the collaborative process is also required.
4. **COLLABORATIVE EFFORTS REQUIRED.** Come out and say it, "The policy of this organization is to engage in collaborative ventures with public agencies, private agencies, and members of the community when addressing community problems whose resolution exceeds the resources or expertise of this Department. Departmental members will seek interagency collaboration in any program where such collaboration will enhance the delivery of services or improve program results. This department may act as the lead agency in any collaborative venture where it is appropriate or it may

- participate in a subordinate role. In any collaborative venture Departmental members will offer all services and assistance which is authorized and appropriate.
5. **HOLISTIC PROBLEM SOLVING.** Programs dealing with large scale community problems should be encouraged, and should take responsibility for the whole problem, not just that aspect which falls within the recognized jurisdiction or expertise of the agency. Collaboration should be used to fill in the gaps in service, resources, or expertise.
  6. **INTERAGENCY PLANNING.** Engage in interagency [joint] goal setting and planning. Seek integrative solutions to common root problems. Change agency thought patterns from either/or to a positive perspective on working together.
  7. **INTERAGENCY FUNDING.** Support and encourage the City Council and other funding sources to engage in program funding. This involves the funding of individual portions of a program budget to be allocated to specific agencies. The budget document itself then becomes a blueprint for the collaborative effort.
  8. **WRITTEN MOU.** Collaborative programs should be guided by a formal, written, and signed Memorandum of Understanding, declaring and describing a relationship, service, or program to be conducted by, or between, two or more public or private entities. This document will establish the justification and legal protection for joint operations. This document should clarify issues pertaining to the allocation of resources, supervision of personnel in side-by-side operations, and other issues having importance to the participants.

The Modified Policy Delphi group discussed and collectively rated each policy/strategy alternative for feasibility and desirability, based on scored categories within each classification. The scored categories were summed and ranked. See Appendix E for rating category definitions and actual scoring totals.

The Cross Training and Written MOU alternatives were rated the highest, definitely feasible and very desirable. Both were viewed as having no hinderance to implementation and having a positive effect with little or no negative effect. Share Information and Share Resources were rated next in ranking. Each was rated possibly feasible, the group feeling that further consideration needed to be given to political and public reaction, and very desirable. The next ranking grouped Collaboration Required, Holistic Problem Solving and Collaborative Planning with the same cumulative scores. The

only alternative which was rejected as definitely infeasible and very undesirable was the Interagency Funding strategy.

STRATEGY PROS AND CONS. Each of the positively ranked proposed strategies was analyzed by the writer to determine the strategy pros and cons.

1. Cross Training

Pro: Allows one agency to gain insight on another agency; de-mystifies others; learn other approaches and service philosophy; appreciate the rigors of others work and responsibilities; participants learn to work together in the classroom, which translates to actual work in the field; aids team building. Learn the collaborative process.

Con: Some fear it would open their organization/profession/methods to undue review and inspection and thus criticism.

2. Written MOU

Pro: Formalizes relationships between organizations; Addresses issues early on;

Con: Legal document; Involvement of lawyers; Time to formulate and execute.

3. Share Information

Pro: Allows for informed decisions; Avoids duplication of efforts; Allows for "Big Picture" analysis.

Con: Misuse of otherwise confidential data by others.

4. Share Resources

Pro: Resources available to work on problem which otherwise would not be available;

Con: Use of resources by others not related to your organization; Misuse and waste harder to control.

5. Collaboration Required

Pro: Allows for broader attack on problems; Expanded resources and expertise; synergism.

Con: Mandatory, not voluntary; Quality of other participants not always assured.

6. Holistic Problem Solving

Pro: Better chance of reaching probable resolution; Clients/problems don't fall through the cracks.

Con: Resolution harder to come by than simple solution. Our own limited resources allow reactive problem solving; we are busy putting fires out.

7. Collaborative Planning and Problem Solving

Pro: Joint planning and problem solving is one of most effective ways of fostering

collaboration; Brings out issues early on for resolution rather than at some inopportune time later; Gets people working together; Establishes protocols, responsibilities, and duties.

Con: Requires commitment. May take more time due to differing disciplines.

RECOMMENDED STRATEGY. Collaboration results from a process wherein each of the participating agencies makes a commitment to work together on one or more identified problems. Collaboration requires an understanding of the particular problem being addressed, an understanding of the need to collaborate, a vision of how the participating members and agencies can work together to respond to the need, a decision making process, a commitment to seek collaborative results, and a commitment to seek or provide necessary resources to work on the agreed upon need. Therefore, the best approach is a combination of the panel recommended strategies and policies.

Cross training and a written MOU are necessary strategies. Through training collaborative participants will learn to work together, to appreciate the role of each participant, and to recognize when a particular skill or knowledge is necessary and which agency has that capability. The written MOU will formalize the relationships created and establish areas of responsibility and protocols for carrying out the collaborative tasks.

The collaborative sharing of information and resources is the heart of collaboration. Without these policies there could be no collaboration. Without this type of sharing there is at best "cooperation" among agencies.

The understanding that collaboration is required to address large scale problems in a holistic approach and the actual joint planning is what makes collaboration work. It demonstrates the need to work together, to address a problem as an inter-related whole, and to seek joint answers based on the collective skills and knowledge of the group.

#### ADMINISTRATION.

ACTION STEPS. With the goals clear and the strategies well defined, the next step is to identify the action steps which need to be done. It is at this stage that resource requirements and

time lines would also be established; however, these topics are beyond the scope of this work and will not be included.

The action steps which follow are those which require or give rise to interagency collaboration. Other tasks, which are not listed, are necessary within each participating agency to form a serious habitual offender program, but are beyond the scope of this project.

#### Action Steps

1. Project Mobilization
  - Establish an interagency task force
  - Determine interagency responsibilities
  - Hold interagency planning meetings
2. Identify resources
  - Identify interagency resources
  - Develop interagency resource use protocols
3. Incident and offender analysis
  - Analyze interagency criminal arrests and incidents
4. Identify information sources
  - Develop interagency information sharing policies, procedures and safeguards
  - Formalize interagency data collection procedures
  - Complete interagency service inventory
5. Organizational strategies
  - Develop mechanisms for interagency communication
  - Conduct interagency training needs assessment
6. Establish identification and monitoring procedures
  - Adopt interagency MOU provisions specifying agency responsibilities
  - Adopt interagency MOU provisions specifying resource sharing
  - Adopt interagency MOU specifying information sharing
  - Establish interagency SHO status check system
  - Develop interagency SHO list and information
  - Develop interagency procedures to process SHO profile
  - Develop interagency MIS
7. Develop services for SHO's
  - Assess existing interagency services
  - Identify interagency service overlap
  - Identify interagency service gaps
  - Establish interagency service flow and referral system

As can be observed, the need for interagency collaboration in a program such as this is extensive. Each of the above action steps requires a participating agency to operate in ways it may not be used to. Agencies must be willing to 'open' their organizational doors and let outsiders in, while watching some of their resources go out in support of activities they are not directing and would not otherwise participate in.

## SECTION THREE - TRANSITION MANAGEMENT

In Section One, a normative view of the future was developed. A future in which public, private, and community organizations worked collaboratively to address large scale community problems. Section Two developed a strategic plan to bring about that desired future. An assessment of the internal and external environment was made and stakeholders were identified, as well as their probable assumptions concerning the changes that had to be made to make the projected future come about. Policies and strategies were developed to assist in bring about the desired future.

Section Three will develop a Transition Management Plan. The plan will consider those activities and understandings which are required to bring about planned change. Items of concern will include the development of a commitment strategy by the critical mass, the development of a transition management structure which gets the process going and seeks to sustain the effort. Finally a discussion of the technologies and methods used during transition is included.

### COMMITMENT STRATEGY DEVELOPMENT.

The first phase of the Transition Management Plan is to develop a commitment strategy. The commitment strategy involves a series of steps necessary to gain the support of key stakeholders who are critical to the bringing about of the desired change. In Section Two a list of stakeholders was developed, reduced to a manageable size and likely assumptions were postulated. From this group of stakeholders the Critical Mass is identified.

CRITICAL MASS. The Critical Mass is identified as the key players required to bring about the desired change. It is essential to assess their current individual level of commitment to the planned approach, in order to achieve the level of commitment required to bring about the desired change. If a member of the Critical Mass supports the plan, it is likely to be successful. However, if a Critical Mass member is against the plan, it is likely to fail. If the program is desirable, each actor must be convinced to support the program at an appropriate level.

The following key stakeholders are identified as members of the Critical Mass:

1. Chief of Police [POLICE]
2. County Probation Officer [PROBATION]
3. District Attorney [PROSECUTION]
4. Presiding Judge of the Juvenile Court [COURTS]
5. Superintendent of Schools [SCHOOLS]

It is most important to note that the importance of other stakeholders must not be overlooked. They can greatly impact the success or failure of a program. They could be a "snaildarter" or an influential stakeholder who will bring immense resources to the program. Each must be managed to maximize the positive or minimize the negative impact of their influence. The question now under consideration is much different. It is a foundational question of "Who is critical to getting this program off the ground?"

COMMITMENT CHARTING. The following chart graphically depicts the current level of commitment [X] of each Critical Mass actor to the plan and the minimum level required [O] from each of them to ensure successful implementation. The chart is followed by a brief summary of each actor and the possible intervention strategy which could be used to gain the needed commitment for the success of the Transition Plan.

TABLE 3.

COMMITMENT CHART

CRITICAL MASS ACTOR	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE CHIEF		X →→→→	→→→→	O
PROBATION CHIEF	X →→→	→→→→	O	
DIST. ATTY		X →→→→	O	
JUDGE		X →→→→	→→→→	O
SCHOOL SUP.	X →→→	O		

POLICE CHIEF. The Police Chief has served in his post for the last two years. He was hired from the outside when the previous chief retired after 30 years of service to the community. When the present Chief arrived, the City Fathers, the community and the department looked to the Chief for

fresh approaches. All major groups within the city trust and respect the Chief. He remains open and forward thinking. He has been able to increase department staffing with a carefully executed civilianization plan.

The Chief believes in an organized planning, evaluation, and program management approach in the delivery of police service. He supports an active role for patrol officers in field contact, surveillance, and supervision of juveniles. The Chief recognizes the need for community networks to share information and supports program activities and services. He has placed great emphasis on improved police patrol procedures. He is concerned that various elements within the community may view a serious habitual juvenile offender program as an oppressive "police state" tactic. He recognizes that an interagency approach to the management of serious habitual juvenile offenders could work but has not moved to actively support it. For the Transition Management Plan to work the Chief must be moved from the "Let Change Happen" to the "Make it Happen" category. The approach most useful to acquire the required level of commitment from the Chief is to demonstrate to him how such a program integrates various functions within the department, including crime analysis, records, patrol, investigation, and crime prevention. Rather than a program which encourages the abuse of police discretion, a serious habitual juvenile offender program is the proper exercise of discretionary police authority which is authorized under law and supported by professional groups including the International Juvenile Officers Association, the International Association of Chiefs of Police, the National Advisory Commission on Criminal Justice Standards and Goals, and the Juvenile Justice Standards Project.

**CHIEF PROBATION OFFICER.** The Chief Probation Officer is an appointed county officer responsible for the supervision of adults and juveniles convicted of crimes, but not incarcerated in state institutions. In the area of juveniles, he has expanded responsibilities, providing out of custody supervision programs for juveniles as a means of crime prevention and rehabilitation.

The Chief Probation Officer is truly concerned with juveniles. He is concerned with the rise in the level of violence and general seriousness of juvenile criminality which he has observed over the past 27 years that he has served in the probation field. He does not think of himself or his department as being in the "cop" business. He views his responsibility as supervision, treatment, and rehabilitation. While he sees his "wards" more as victims of the harsh world in which they exist, the

Probation Chief does recognize the need for strict surveillance and supervision of some youthful offenders. He has made the statement that, "... while most juvenile offenders can be rehabilitated, a small number appear beyond treatment and require harsh measures to protect the community from their wanton criminal conduct." He is concerned that a habitual offender program will add to the overcrowded conditions at the juvenile detention facility. He is very concerned that participation in an interagency collaboration program might limit his ability to direct and set the resource expenditures for his department.

The Probation Chief has been designated as a 'snaildarter' and should not be assumed to support the proposed change. Although the proposed program will have many beneficial aspects for the Probation Department, the impacts on traditional thought concerning intake, detention, and supervision will undergo change. If the change is viewed as imposed from the outside, the Probation Chief and his Department may oppose the changes, either overtly or covertly. The most appropriate tactic to gain the support of the Chief Probation Officer is to point out that the only juveniles that would be subject to this program would be the serious habitual offender; those with long histories of serious criminality. The Probation Department does not have the resources to adequately supervise this class of juvenile offender. This interagency collaborative effort will enhance the supervision, treatment and rehabilitation programs involving juveniles under his charge.

DISTRICT ATTORNEY. The District Attorney holds an elected county office and is charged with the prosecution of criminal offenses against adults and juveniles. The current District Attorney is approaching the end of his second four year term of office. He is a liberal who chose the Office of the District Attorney because he wishes to obtain support from a growing conservative population within the state. It is expected that if a higher state office becomes available, he would run for that office based on his record as the District Attorney. He has received the typical criticism, some believing that he is not tough enough in his prosecution of criminals and by others who believe that he seeks out high publicity cases for the public exposure and prosecutes individuals who should not be prosecuted.

The recent rise in gang activity and serious violent crimes committed by juveniles throughout the county has most citizens concerned. The public has looked to the District Attorney for answers to these problems in terms of strict prosecution without plea bargains. When learning about the serious habitual juvenile offender program the District Attorney feared that the program would be

criticized by the minority community as a means of harassment, however, as the problem of youthful criminality has grown in the minority communities, the appeal of such a program has grown within that same community. The District Attorney is also concerned about his accountability to the electorate for the management of the crime problem caused by habitual juvenile offenders. He boasts of a 94% conviction rate, but is careful not to cite the fact that he files felony counts on only 34% of the cases presented to him.

An appropriate tactic to gain the support of the District Attorney is to appeal to those issues which might feed his own self interest. Prosecutors are dependent on other agencies for most of the information they need to effectively prosecute a case. This information is accessible to the allied agencies but not routinely gathered or shared. To gather this information resources of the Prosecutor are used. The solution is the support of the collaborating agencies to accumulate this information and share it in support of the case. This will provide the Prosecutor with more information, better researched cases and the possibility of higher conviction rates on cases which are of importance to the public; those crimes perpetrated by serious habitual offenders.

**JUVENILE COURT JUDGE.** The Presiding Judge of the Juvenile Court is a distinguished jurist, who is faced with the management of an overburdened juvenile court system. The court is feeling the public pressure calling for improved methods of dealing with habitual juvenile offenders. The judge is looking for methods to deal more effectively with these offenders and at the same time place those who could benefit from correctional and diversion programs into such.

The Judge has felt that some agencies within the juvenile justice system have not supported the courts work nor have they been sympathetic concerning the high case load. This has lead to a suspicion and lack of coordination between the court and other agencies resulting in the Court not having all the information available to assist the Court to make informed decisions concerning the juvenile. The Judge sees the lack of planned coordination as one of the problems which has contributed to many juveniles "falling through the cracks" and not receiving the proper amount of "system" attention, until such time as they have become entrenched in criminal behavior.

When initially approached with the interagency model of dealing with serious habitual offenders the Judge wanted to remain outside the process of developing the program; he wished to avoid

involvement that might cause questions regarding his or the court's objectivity. However, the judges participation is required as he can authorize the exchange of information which has been viewed as one of the major obstacles to an interagency collaboration model. It is a common complaint by law enforcement, school, probation, and social service agencies that the law prohibits them from effectively working together. It is the fear of litigation that may have stifled interagency cooperation more effectively than any law. It is within the Judge's authority to authorize the exchange of information between participating agencies. The tactic which will prove most effective on the Judge is to point out that the court can maintain its objectivity and at the same time authorize the appropriate sharing of information which will move the interagency model forward and allow the agencies to cooperate and exchange the information needed. The court will be assisting in a model which deals more effectively with the serious offender, agencies will work together and more appropriate case dispositions can be reached, without a diminishment in the Court's objectivity.

**SCHOOL SUPERINTENDENT.** The Superintendent of the County School System has been an educator for 25 plus years. He has seen what he believes has been an erosion of the proper role of public education; assisting students to prepare themselves for their role as responsible adults. This, the Superintendent believes, involves placing the proper emphasis on academics and blending socialization and personal skills to help youngsters develop the knowledge and skills necessary to carry them into adulthood. However, there are many societal problems which exist today that serve to block, or greatly hamper, the ability of schools to do their job. The breakdown of the family, parent[s] who appear disinterested in their child's education, alcohol and substance abuse among parents and students alike, an increased rate of student drop outs, gangs, crime and violence which has invaded the campus, the problems caused by language and cultural diversity and the lack of funding to adequately address these problems.

The Superintendent feels overwhelmed and unable to cope with these problems and, at the same time, provide the appropriate educational environment and experience for children. When first approached with the concept of an interagency approach to the management of serious habitual juvenile offenders the Superintendent was overtly opposed to the concept. He viewed the program as another diversion from the educational mission. He did not wish to become involved in what he considers a law enforcement problem.

It is important that the Superintendent change his position from opposition to one of acceptance of the program. Teachers and school administrators often have more contact with juveniles than any person other than family members. Because of this daily contact they are in a prime position to observe the early warning signs of a child they believe is a victim of abuse, neglect, or drug involvement, or is beginning to victimize others. Through an interagency program aimed at controlling serious habitual juvenile offenders, schools, police and other public agencies work together to develop coordinated policies and procedures to address the very issues and problems which are causing the disruption to the educational process. Early identification and intervention by both the schools and law enforcement can help to reduce the incidence of victimization, both of and by juveniles, with the hope of holding down the numbers of juveniles who may eventually become serious habitual offenders.

When schools work in cooperation with law enforcement to control the behavior of a serious habitual offender, the entire range of activities of that youth is known, rather than just bits and pieces. Valuable byproducts of the exchange of information and cooperation among agencies are the growth of mutual respect, the discovery that all agencies are working towards similar and compatible goals, and the realization that each agency can help the others reach that goal.

TABLE 4.

READINESS AND CAPABILITY CHART

STAKEHOLDER	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
POLICE CHIEF		X		X		
PROBATION CHIEF			X			X
DISTRICT ATTORNEY	X				X	
PRESIDING JUDGE			X	X		
SCHOOL SUPERINT.		X			X	

READINESS ASSESSMENT. Effective implementation of the planned change is assisted markedly by an assessment of the readiness and capability of the critical mass. Readiness refers to the attitudes, willingness, motives and aims of these individuals toward change. While the Chief of Police is considered medium in readiness, his organization is less ready to change. He sees a need for change, but must be personally certain that the benefits to be derived are not obtained at the cost of community support or alienation of subordinate staff which must carry out the program. Fortunately the Chief's capability is considered high, which involves considerations of power, influence, authority to direct resources to bring about the planned change, and the possession of information and skills necessary to carry out the necessary tasks. The Chief maintains high marks in these areas and this will assist him bring his department through the planned change.

The Probation Chief has serious reservations about the planned change. Although he can see merit in the program, his capability to carry out the change for his department is questionable. The Presiding Judge of the Juvenile Court also has a low readiness, as evidenced by his reluctance to become involved in the implementation process, however, his capability level is rated as high based on his power, influence, and authority to bring about the planned changes in the manner in which organizations deal with each other while addressing community problems.

The District Attorney has a high readiness level. He sees the planned change as beneficial, however, his capability is considered medium because some may question his motives of support for the plan.

The School Superintendent is rated as having medium readiness and capability. He will support the plan, but has some reservations. His capability level is reduced because of his access to resources and a limited ability to bring about the plan. He will probably require the assistance of the Police Chief to convince his staff of the necessity to back the plan.

### TRANSITION MANAGEMENT STRUCTURE

The management structure designed to promote the implementation plan needs to have both formal power as well as persuasive power to lead the various parts affected by the change in a complementary manner. As this project has developed, it is the Chief of Police who appears to be in

the best position to bring about the planned change. The reader should not take this to mean that the Chief of Police should be the "main actor" in all cases. Multi-agency collaborative ventures that have occurred have had many different "main movers".

The Chief of Police must take responsibility for coordinating the change effort. He needs to provide the direction and leadership of the change, but the actual responsibility for management of the transition should be delegated to a qualified staff person. The Chief has the political clout, respect and interpersonal skills to gather the necessary support from within his own organization and with the other involved agencies. However, he probably is not the best one to carry out the tasks required. Bringing about a collaboration effort will require considerable time and energy. The day-to-day operations should be delegated to a Project Manager.

The Project Manager is the Assistant Operations Commander who holds the rank of Captain. This Captain will have the necessary authority to manage the change and the interpersonal skills and persuasive ability to get the necessary "buy-in" from all levels within the department. The Chief also knows that the Captain has the necessary charisma and talents to gain the respect and cooperation from the other agency representatives.

A group of representative constituents will initially come together at the request of the Chief of Police. The Chief will have spent much time prior meeting with stakeholders and expounding the virtues of interagency collaboration ventures. By the time this group officially comes together for the first time, the Chief will have secured the backing of the Critical Mass stakeholders. It will be the Chief of Police who nominates his Project Manager as the Chairman of the Collaboration Coordinating Committee. The Committee will consist of all constituencies involved and concerned with the Serious Habitual Offender Program. They will meet regularly to discuss the issues and concerns involved. An open, democratic structure with equally open, democratic procedures is best for facilitating member collaboration. In particular, setting neutrality, equality of power among all members, and openness of the group to all community agencies encourage greater member collaboration.

It is possible for this group, the Collaboration Coordinating Committee, to come about because it is mandated by a new law or based solely on the call of the Chief of Police, following his garnering of support from the stakeholders. In terms of sponsorship, a mandated committee, whether by state or local government, offers distinct advantages in terms of a stable funding base. In contrast, a local-

independent committee, sponsored by the Chief of Police, based on his desire and the desire of other community leaders, to address the need, is typically able to be more flexible, offer greater neutrality and provide a stronger sense of member ownership. The advantages of either must be weighed against a community's particular character and needs. The primary goal of the Collaborative Coordinating Committee is to conduct collaborative needs assessments, planning, and policy and procedure development. A sub-committee structure will be established to make recommendations to the Coordinating Committee.

This management structure is desirable as it is based on a problem solving and participation approach. It involves representatives with diverse experience, resources, and responsibilities. This structure will enable the change to take place with minimal territorial disputes, a mechanism to resolve disputes if such do arise, and will dispel incorrect perceptions by involving all affected departments in the change management process. Representatives will be selected from each of the involved agencies. The Project Manager will retain control through active participation in planning and communication.

RESPONSIBILITY CHARTING. A list of action steps was developed in Section Two. That list forms the basis for a Responsibility Chart. This chart is used to clarify the roles of the Critical Mass actors. For each action step, a RASI level of responsibility is assigned. "R" standing for responsibility to see that the decision or action occurs; "A" for approval of the action or decision, with the authority to veto it if deemed necessary; "S" for support of actions or decisions by providing resources, without the authority to veto the action or decision; "I" for the right to be informed of the action, without the authority to veto it. This process is a valuable tool for illuminating role relationships, and reduce anxiety, ambiguity and other adverse reactions. It assists in the understanding and appreciation of individual roles and their attitudes toward them. Each participant is identified as is each decision point. As the groups processes are accomplished and decision points reached, the responsibility chart identifies who will have the responsibility to make decisions, who is to review the decisions, who is to be informed and who will not be involved in the particular decision. With such roles defined, the energy brought to the issues will be focused productively in the same direction, which will aid collaboration, not collision. For the sake of brevity, only a few of the actions or decisions are represented on the Responsibility Chart.

TABLE 5.

## RESPONSIBILITY CHART

	POLICE CHIEF	PROBATION CHIEF	DISTRICT ATTORNEY	JUDGE	SCHOOL SUPERINT.
HOLD MEETINGS	R	S	S	I	S
RESOURCE PROTOCOLS	R	A	A	S	A
DEVEL INFO SHARE POLICY	S	S	S	R	S
ID SERVICE GAPS	I	R	I	I	I
TRAINING NEEDS ASS.	A	A	R	I	A

## TECHNOLOGIES AND METHODS

A variety of technologies, methods, and strategies will be utilized to implement the change and manage the transition. Change and transition are frequently used interchangeably, but it is important to make a distinction between the two. Change happens when something ceases to exist or begins. Transition is a process extending over a period of time and requires specialized planning and management approaches. People in transition go through three phases: [1] they let go of the old situation; [2] they go through a "neutral zone", a somewhat unclear state, between the old reality and the new, albeit, a somewhat unclear state; and [3] they begin to develop the new competencies and relationships and to adjust to new policies and priorities. Transition may cause resistance and high anxiety, as well as uncertainty among those affected by the change. This can cause distrust, misinformation and confusion. The proposed management structure will force the representatives to facilitate the implementation of the planned change.

LEADERSHIP. Interagency collaboration requires leadership. Fostering collaboration is about getting people within different organizations to work together. The process of interagency

collaboration must be cultivated, reinforced, and managed. Getting two or more different organizations to work together, even on issues and problems that impact all of them, can be the hardest thing a leader ever does. It will require much more than attending a monthly city department head luncheon where attendees talk about what his/her department is doing, and seeking cooperation, maybe, from the other departments. The fostering of interagency collaboration can be nurtured by developing collaborative goals, avoiding competition, sharing visions, recognizing and encouraging ongoing interaction, emphasizing long-term payoffs, seeking integrative solutions, and building trusting relationships.

COLLABORATIVE GOALS. Teamwork is essential for a collaborative effort. Teamwork is required to develop the commitment to the collaborative effort, solve problems and respond to the community's needs. The development of sharable committee goals must be emphasized over more narrowly drawn individual agency concerns. This will increase the members willingness to collaborate. This is sought to combat agency territorialism, which serves as a barrier to overall collaboration effectiveness. Collaboration is not just a good idea, it is a key that leaders must use to release the synergistic energies and talent available in the agencies serving the community.

Collaboration requires leadership in each organization that participates in the collaborative effort. Leadership is a relationship between leaders and the people they aspire to lead. Organizations are accustomed to thinking within the confines of their own boundaries, without looking at the skills and resources available to other organizations working on similar problems. It will take leadership to expand organizational thought to include interagency collaboration. The old aphorism "You are only as good as your people make you" has stood the test of time. Leaders are needed to get their people and their organization to think in terms which include interagency collaboration.

AVOID COMPETITION. This will be difficult because organizations are frequently in competition with each other for resources, influence and power. Despite the thought that a little competition is good, competition is counterproductive when attempting to address problems which require the collaborative efforts of different organizations. When competition is avoided, equal member power, and a neutral committee setting are established, collaboration is fostered. When all collaborative members have an equal amount of influence in collaborative decision making, they are more likely to collaborate with other members. Similarly, where no single member agency controls, higher levels of collaboration will be found. Since the Coordination Committee is composed of

independent agencies, who have mutually agreed to join forces, their greater commitment to an equalitarian, democratic structure is understandable. What does it take to create collaborative goals?

SHARE VISIONS AND VALUES. Shared visions and values are required in collaborative efforts. Group tasks, complementary roles, and shared rewards play a role. Tasks that require organizations to exchange ideas and resources reinforce collaborative goals. As organizations work together, seeing that they need information from each other in order to succeed individually, they will become convinced that they should contribute, and that by collaborating they can accomplish goals successfully. Many of the action steps, developed in the Strategic Plan, require organizations to work together on project teams, work groups, and committees to solve various collaboration project problems. These include those steps listed under project mobilization, identification of resources, identification of information sources, establishing interagency monitoring procedures, and developing services. Organizations will realize collaborative goals when organizational norms encourage them to share information, listen to the ideas of another organization, exchange resources, and respond to the request of another organization through positive interdependence.

RECOGNIZE AND ENCOURAGE ONGOING INTERACTION. An essential method of eliciting collaboration is to let the staff of the involved agencies know that they will deal with other agencies in the future. The expectation of future interactions encourages ongoing courtesy and cooperation in the present. The more frequent the interactions between the organizations, the more positive will be the development of the relationships. These contacts break down barriers between the organizations by encouraging interactions across disciplines.

EMPHASIZE LONG-TERM PAYOFFS. Another technique for promoting collaboration is to make certain that the long term benefits of collaboration are greater than the short-term gain of not collaborating. This is accomplished by aligning organizations with a vision of the future. Short-term trade offs are negotiated and accepted in view of the long-term payoffs. Anti-drug programs for 4th, 5th and 6th graders now, will result in less drug use among 10th, 11th and 12th graders in the years to come, and therefore, better communities.

SEEK INTEGRATIVE SOLUTIONS. Leaders who seek to encourage interagency collaboration search for integrative solutions. This requires changing the organizational either/or mentality to a positive perspective on working collaboratively. The organization must make it clear that it is willing

to reciprocate on issues, thus encouraging others to recognize that the greatest gain will come from working together.

With integrative thinking, differences are framed so that participants focus on "what is to be gained" rather than "what is to be lost." People are more willing to make concessions when there is focus on the benefits to be achieved rather than the possible losses.

BUILD TRUSTING RELATIONSHIPS. Trust is an essential element in organizational effectiveness. It is also required in interagency collaboration. If organizations are incapable of trust beyond their own boundaries, they will ignore, disguise, and distort facts, ideas, conclusions, and positions that they believe will increase their vulnerability. The result is the likelihood of misunderstanding and misinterpretation. Low trust spawns low trust. The behavior that follows from a lack of trust is detrimental to information exchange and to reciprocity of influence. It increases the probability that underlying problems may go undetected, or be avoided, that inappropriate solutions will be difficult to identify, and that joint problem-solving efforts will decay.

The goal of the transition management is to bring about the strategic plan with the optimum amount of cooperation and minimum opposition or disruption. By using the concepts and strategies discussed, the plan will be able to minimize the negative aspects of the effects of the change and move into the new system by using existing resources and developing a cohesive team approach, which will benefit all.

## CONCLUSION

There exists a wide range of complementary services to address the large scale problems facing communities. However, these public and private agencies, working side-by-side, dealing with the same clientele, and working on problems with the same root causes do not talk to each other, do not share information, and rarely share any resources. As a result of categorical funding, these agencies have become highly specialized organizations that operate in relative isolation. One way to overcome the isolation is to establish effective interagency interactions. These interactions can involve networking, coordination, cooperation, or collaboration. This study has looked at the impact of collaboration on organizations in the future.

Research has shown that interagency collaboration promotes greater efficiency in service delivery, improves the role definition of the participating agencies, improves the quality and quantity of program information, and minimizes political damage from reduced funding.<sup>8</sup> Yet agencies are routinely criticized for their failure to engage in interagency interaction. Supporters and critics equally lament the inefficiencies, redundancies, and service gaps that result from the independent operations of agencies that have related missions. With such research findings and wide spread criticism, why would there even be a question about whether interagency collaboration is an appropriate service delivery strategy for the future?

One reason is that interagency interaction can be costly and therefore it is unlikely to occur. It is costly in terms of time, effort, resources, and agency autonomy. While there are benefits, they can only be realized if an organization is willing to bear these costs up front. Agencies do not embrace advanced methods of interaction on their own. They can mount resistance that has a good chance of defeating even the best intended and needed collaborative venture. Policy makers and agency leaders must know going in what is expected when an interagency collaboration venture is considered and make the decision to enter or not enter into collaborative ventures supplied with this information.

The obstacles which work to block interagency collaboration are onerous because they stem from fundamental properties of organizational systems.<sup>9</sup> Every agency seeks to preserve its own autonomy and independence. The operating routines of autonomous agencies are hard to synchronize. Although the goals of many agencies overlap, they are not identical. While agency managers work to

minimize the uncertainty of their own environments, they are less interested in minimizing the uncertainty for others. Andrew Van de Ven stated the essence of the problem, "From an agency's point of view, to become involved in an interagency relationship implies [a] that it loses some of its freedom to act independently, when it would prefer to maintain control over its domain and affairs, and [b] that it must invest scarce resources and energy to develop and maintain relationships with other organizations, when the potential returns on this investment are often unclear or intangible."<sup>10</sup> How will such an organizational attitude impact the issues which were developed on Section One?

Sub-issue 1 asks, "What will be the impact of interagency collaboration on an agency's ability to direct and set resource expenditures?" It has been pointed out that interagency collaboration carries with it a decrease in organizational autonomy. The sharing of resources for the good of the collaborative is an anticipated result of participation. But the question involves more than just organizational control. The heart of the question asks, "Will the organization retain the power to control its own resources?" The answer is, "Yes". The organization retains the power to direct and set its own resource expenditures. Under collaboration the information available upon which resource expenditure decisions are made increases with the increased contact and information sharing with the other participating agencies. There is also a broader sense of need, an expanded mission, and new, more global, priorities. The organization will retain the authority to control its resource expenditures, but the decisions which will be made will consider broader issues, broader needs, and a broader service perspective. Therefore, the resource expenditure decisions will be more directed toward collaborative goals, contribute to the overall good, and problem solving effort for the benefit of the greater community.

Sub-issue 2 asks, "What impact will interagency collaboration have on an agency's effectiveness in the management of problems and programs?" The effectiveness of an agency in the management of problems and programs will improve when collaborative approaches are used. Interagency collaboration promotes greater efficiency in service delivery, reduces duplication of efforts, reduces fragmentation of services, and improves the quality and quantity of programs. Results attainable through collaborative efforts are not obtainable through the singular efforts of a lone agency. The collaborative partners bring to problems the added information, skills, expertise, resources, and capabilities of their agencies. The synergistic impact increases the effectiveness of the efforts and results.

Sub-issue 3 asks, "What will be the impact of interagency collaboration on an agency executive's accountability for the management of problems and programs? Interagency collaboration is not an abrogation of responsibility or diminishment of accountability. Rather it is an acknowledgment that a single agency, despite proper and prudent management, planning and execution has little chance to materially impact large scale community problems. These problems are recognized to be multi-dimensional. Law enforcement agencies, regardless of size, capability, or dedication of its personnel, lack the ability to solve these kinds of problems. It is through the collaborative efforts that the expertise, resources, and combined approaches of the various agencies are brought to bear on the problems with the hope of positively impacting the problems. The importance of including the right mix of agencies, having the needed talents and resources cannot be over emphasized. Management will be evaluated based on how well they are able to fashion collaborative relationships, blending the talents and resources of their own agency with the talents and resources of other agencies. Management will still be accountable for the management of problems and programs. The difference will be that they will have to manage their responsibilities along side other managers that are outside the organization. A harder task, but one with a greater potential for overall success.

Although the questions raised in the sub-issues are quite different, the answers are admittedly similar. The coordinated efforts of multiple agencies, each directing its unique resources and approaches, in support of the efforts of the other participating organizations involved materially improves the performance of the total efforts to combat problems. With this in mind, attention is now directed at the main issue, which asks, "Will interagency collaboration be an available law enforcement service delivery strategy to address large scale community problems by the year 2002?" The answer will depend on an analysis of the costs of participation, weighed against the benefits to be derived.

This study has discussed those costs and the benefits. If law enforcement leaders of the future determine that the answer is that the costs are too high, then a return to the proverbial drawing board is necessary, for surely it must be admitted that current strategies to address large scale community problems have not worked. If those leaders decide that interagency collaboration is an available strategy, then the tools discussed in Sections Two and Three, Strategic Planning and Transition Management, are valuable in improving the likelihood that interagency collaboration can be implemented. Although support for interagency collaboration by the critical stakeholders, of which law enforcement is one, is a necessary condition, it is not sufficient in and of itself. The effort can still fail.

The effort of the writer has been to help avoid failure and assist in the success.

Over time, the goals and values of law enforcement have progressed from keeping of the peace by any means necessary, through the maintenance of law and order by professional law enforcement officers who knew what was best for the community, to goals and values which emphasize crime prevention, delivery of humanitarian services, upholding Constitutional guarantees, and community partnerships, as expounded by those agencies that have recently adopted the concept commonly known as Community Oriented Policing, where a service orientation is emphasized. This new philosophical stance calls for multi-disciplinary, multi-agency channels to deal with the problems of our communities in a comprehensive manner. Rather than a community-level interagency collaborative delivery system of services, what exists today is a non-system of fragmented, overlapping and duplicative services, provided by agencies whose own myopic sense of their function and mission leads to minimal interagency contacts and a public still wanting for solutions to the problems which plague the community. It is of vital importance that collaborative networks of community interactions beyond the boundaries of single agencies be established to effectively fulfill mandated community responsibilities. Effective treatment of the maladies of our communities must involve many disciplines and access to a wide range of resources.

The need for the involvement of a number of agencies, bringing in a mix of professional skills, knowledge and approaches, arises from the complex, multi-dimensional nature of community problems. Using the problem of child abuse as an example, there are the physical injuries that require the medical services system for diagnosis and treatment. At the same time, the abusive parent(s) generally exhibit some degree of psychological impairment that requires the services of mental health professionals, as well as similar services which the victim may require. Considerations of the family's interpersonal, economic and social functioning come under the province of services provided by social workers. Finally, there is a legal aspect which involves law enforcement, attorneys and the courts.

The multi-disciplinary, collaborative team approach has been described herein as a group of service providers, from a variety of disciplines, working together in the provision of complementary services. But talking about such a collaborative effort is much easier than actually getting these different agencies to work together on agreed upon goals. Researchers, who have sought out the mechanisms that best promote collaboration among dissimilar organizations suggest that some primary factors are necessary for successful interagency collaboration. It must, to some degree, be in the

organization's best self-interest to participate in joint efforts with other organizations.<sup>11</sup> Today, and in the future, no agency, even a law enforcement agency, can afford to believe that it is not subject to elimination or, at the least, dramatic redefinition of role and authority should it prove not able to carry out its mission. If an agency is not capable of performing in an expected manner, and meeting its goals, it is subject to replacement by other agencies, public or private, that promise to do so.

Another researcher identified four elements as essential to collaborative efforts<sup>12</sup>: a sharable goal or collaborative mission statement, perceived equality of power, mutual trust, and a willingness to take the risk of trying something new, such as interdisciplinary service delivery involving joint needs assessment, planning, policy, and procedure development. The effectiveness of a collaborative venture will depend on the support given it by the participating agencies, and the recognition of the importance of the problems addressed. Barriers which must be overcome are agency territorialism, isolationism and the unwillingness to participate in joint ventures, the unwillingness to share information or resources, and the reluctance to engage in joint decision making.

The most essential benefit of a collaborative venture is the opportunity provided for community agencies to communicate directly with one another, to exchange information, and to share their distinct perspectives on the problems facing our communities. Basic interchanges among these professionals help foster trusting relationships that are necessary to make substantive changes in the communitywide service delivery system.

Formation of collaborative ventures will proceed best if there is a consensus among the participating agencies that serious deficiencies exist in the community's service delivery system that can only be overcome through improved interagency interaction. With the prospect that resources for addressing large scale community problems will become increasingly scarce, collaborative efforts are essential in assessing what exists in relation to what is desired. It is ironic that many see collaboration ventures as luxuries, since the absence of such efforts may be far more costly. Rather, collaboration efforts can present a viable alternative to the system dysfunction that occurs far too often in its absence.

The collaborative model of service delivery is a model for the future. To date law enforcement agencies have rarely used collaboration to extend service, improve the quality, and expand resources despite the need to accomplish such goals. Law enforcement must reach out, beyond the confines

of the law enforcement profession, to those professionals working within the community on same the problems that law enforcement is addressing.

The area which has the greatest potential for collaborative activities is the area of juveniles related problems. Despite the massive allocation of time and resources which are spent on juvenile related activities by law enforcement agencies, collaborative efforts with other agencies, outside the realm of law enforcement, are rare. Networking and coordinating of activities have begun but these sporadic activities, by a relative few, need to be expanded to include full collaborative ventures. Specific areas which will provide collaborative opportunities include school based programs dealing with campus safety, drugs, alcohol, gangs, truancy, drop outs; child abuse prevention programs, such as multi-disciplinary treatment centers; recreational and sports programs; delinquency prevention programs; substance abuse programs; youth suicide programs; family violence programs; community dispute resolution programs; teen sex offender programs; runaways; homeless youth; and self esteem programs. Law enforcement has a stake in the resolution of each of these problems and should be involved in programs working toward resolution. Law enforcement cannot solve these types of problems by themselves, but certainly should become involved in collaborative activities and programs addressing problems such as these.

The adoption of Community Oriented Policing is the vehicle which will bring about greater opportunity for collaborative efforts. Community policing, the first major reform in a half-century, changes the way the police think and act. This revolutionary movement broadens the police mandate beyond a narrow focus on fighting crime to include efforts that also address the fear of crime, social and physical disorder, and neighborhood decay. The community policing philosophy provides an organizational strategy that challenges police officers to solve community problems in new ways. It says that the police must form a partnership with people in the community.<sup>13</sup>

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## TREND LIST

The following is a list of trends which may or may not have existed in the past, be present now, or continue in the future. The Modified Conventional Delphi panel members were asked to decide whether the trend existed in the past, exists now or will exist in the future.

The trend statement is purposefully non-directional, meaning it does not indicate whether the trend is good or bad, whether the trend is increasing, decreasing or remaining the same. Again, panel members were asked to supply this type of direction based solely on their own beliefs and opinions as a professional with knowledge of their field or interest.

Please refer to this list as the full statement of the trends. The statement as listed on the Trend Evaluation form is a shorthand version and may not define the trend as fully as the statements herein.

1. **SCHOOL DROP OUT RATE.** The rate in which students of school age "drop out" and fail to attend school prior to high school graduation.
2. **JUVENILE VIOLENT CRIME RATE.** The rate of involvement of juveniles/minors [those under the age of 18] who commit acts of violence against others, including but not limited to murder, robbery, physical assault, rape, use of a deadly weapon during the commission of a crime, and other acts committed by the perpetrator which produce physical harm on the victim of crime.
3. **DRUG USE RATE AMONG JUVENILES.** The rate of personal use of any illegal drug or narcotic, dangerous drug, nonprescription drug, hallucinogen, or alcohol by a minor.
4. **FUNDING LEVELS OF PUBLIC/PRIVATE AGENCIES SERVING JUVENILES.** Obtaining of working capital, money, by way of taxes, grants, fees, donations, or salaries which is used to pay for the facilities and services rendered to juveniles as part of a recreation, treatment or rehabilitation program.
5. **JUVENILE UNEMPLOYMENT RATE.** The rate of juveniles not gainfully employed on a full or part-time basis.
6. **TRUANCY RATE.** The rate at which juveniles who are required to attend school but do not do so, without a valid and lawful excuse.
7. **JUVENILE INCARCERATION RATE.** The rate of juveniles who are securely detained in locked facilities for the commission of acts which would constitute a crime if performed by an adult.
8. **JUVENILE RECIDIVISM RATE.** The rate of repeated criminal acts by juveniles following treatment, rehabilitation or punishment.
9. **INTERAGENCY COLLABORATION IN ADDRESSING COMMUNITY PROBLEMS.** Joint and cooperative planning, sharing of information and resources, and collective responsibility for the provision of service to clients or addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime.

10. **GOVERNMENT'S ABILITY TO RAISE REVENUE TO FUND COMMUNITY PROGRAMS.** Ability of government [local, state or federal] to obtain sufficient funds by way of taxes, fees or other available means, to adequately finance programs which provide services addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime.
11. **HOLDING OF MANAGERS ACCOUNTABLE FOR THE OUTCOME OF PROGRAMS THEY ADMINISTER.** Managers of public or private agencies would be held accountable, in terms of their position, salary, or continued program funding, for obtaining measured goals and results within the programs they administer.
12. **PUBLIC EXPECTATIONS REGARDING PROGRAMS OR SERVICES ADDRESSING COMMUNITY PROBLEMS.** The level of performance expectations held by the public pertaining to programs or services rendered through community programs or services addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime.
13. **THE ABILITY OF A SINGLE PUBLIC AGENCY TO IMPACT THE COMMUNITY PROBLEMS FOR WHICH IT IS RESPONSIBLE.** The ability of a public agency, acting within its own authority and within its own resources to impact those community problems for which it is responsible.
14. **BUDGETING PRACTICES WHICH FUND PROGRAMS WITHIN A SINGLE AGENCY ONLY.** Budgeting practice consists of funding of activities solely within a single agency. All responsibility for the program/activity fall on the single agency. Collaboration is not encouraged, required or sought.
15. **MULTIPLE AGENCY PROGRAM BUDGETING WHICH TRANSGRESSES INDIVIDUAL AGENCY BOUNDARIES.** Budgeting practice consists of funding of activities within the entire program and will involve and fund multiple agencies participation in the program where the participation of those agencies are justified based on experience, expertise and knowledge. The funding of a program may require the participation and collaboration of multiple agencies.
16. **PUBLIC DEMAND FOR ECONOMY, EFFICIENCY AND RESULTS FROM PUBLICLY FUNDED PROGRAMS.** The public and media take an active role in the monitoring of publicly funded programs and demand that such programs be managed to encourage economy, efficiency and results.
17. **MULTIPLE AGENCY SERVICE DELIVERY SYSTEMS REPLACE SINGLE AGENCY DELIVERY OF SERVICES.** Multiple agencies working in collaborative ventures, develop service delivery models which assign tasks based on the expertise, resources and availability of the service provider agency.
18. **LOCAL AGENCIES ASSUMING MORE RESPONSIBILITY--PROBLEMS ONCE THE RESPONSIBILITY OF THE FEDERAL OR STATE GOVERNMENT BECOMES A LOCAL RESPONSIBILITY.** Local government programs are the primary service providers. Local government as the closest form of government to the problem and in the best position to assess the needs and requirements provide the services. State and federal agencies

provide encouragement, support, and limited grant funding avenues.

19. ORGANIZATIONS ABANDON AUTONOMY AND ADOPT COLLABORATION AS THE STRATEGY TO ADDRESS PROBLEMS. Public and private organization seek collaborative activities, abandoning lone ventures.
20. LEVEL OF INVOLVEMENT OF PRIVATE, NON-PROFIT, ACADEMIC AND CIVIC ORGANIZATIONS IN ADDRESSING COMMUNITY PROBLEMS. The level of involvement of private, non-profit, academic and civic organizations in community programs or services addressing conditions within the community which contribute to crime, disorder or the increase in the fear of crime.

## EVENT LIST

The following is a list of events which may or may not have occurred in the past, be occurring now, or occur in the future. Modified Conventional Delphi panel members were asked to decide when the possibility of the event occurring exceeds zero. This could be some years ago, this year, or at some time in the future.

The event statement is purposefully non-directional, meaning it does not indicate whether the occurrence of the event on interagency collaboration will be positive or negative. Again, panel members were asked to supply this type of value judgement. Will the occurrence of the event have a positive or negative impact on the area of interagency collaboration? They decided if it will be positive or negative and then assigned a value of zero to 10, 10 having the greatest degree of impact. The number assigned was up to the panel members based solely on their beliefs and opinions as professionals with knowledge of their field or interest.

Please refer to this list as the full statement of the events. The statement as listed on the Event Evaluation form is a shorthand version and may not define the event as fully as the statements herein.

1. CRIME REDUCTION PROGRAM CLOSED DUE TO LACK OF SUCCESS. A crime reduction program is closed or no continued funding is received due to the program failing to meet its measured objectives of reducing the occurrence of a particular targeted crime.
2. CRIME REDUCTION PROGRAM CLOSED DUE TO HIGH COST. A crime reduction program is closed or no continued funding is received due to the high cost of continuing the program as the use of resources under the program exceeds the return.
3. STATUTE/REGULATION PASSED REQUIRING COLLABORATIVE PLANNING, FUNDING, AND PROGRAM EXECUTION AMONG PUBLIC, PRIVATE, ACADEMIC, NONPROFIT, AND CIVIC ORGANIZATIONS IN ADDRESSING COMMUNITY PROBLEMS. The local governing body passes a statute/regulation requiring collaborative planning and program execution among public, private, academic, nonprofit and civic organizations engaging in programs addressing community problems and utilizing public revenue funds to support such programs.
4. CHIEF OF POLICE FIRED WHEN UNABLE TO IMPACT HIGH JUVENILE CRIME RATE. The Chief of Police is fired when, despite real and appropriate efforts to reduce the impact of juvenile crime on the community, the juvenile crime rate continues to expand, seemingly out of control.
5. TEACHER ASSAULTED BY STUDENT-- DIDN'T KNOW THAT STUDENT WAS A VIOLENT OFFENDER. A Junior High School teacher is violently assaulted by a student she was unaware had an extensive record of mental health problems, family problems, drug abuse, delinquent and violent criminal behavior.
6. JUVENILE COMMITS SUICIDE DESPITE EFFORTS OF MULTIPLE NON-COLLABORATING AGENCIES. A juvenile, unable to cope with his problems, commits suicide. It is discovered after his death that he was receiving assistance from multiple

agencies, but each individual agency did not share their information with any other agencies. Each agency delivered their services as if the youth's problems were not impacted by any other factors.

7. **NEIGHBORHOOD CRIME AND FEAR CAUSE BUSINESS FAILURES/POOR ECONOMIC CLIMATE.** The local Chamber of Commerce has sent a letter to the Mayor and City Council asking for appropriate action concerning crime in the city's business district. In the letter, the Chamber cites the poor economic climate and numerous business closures and failures due to the high incidence of crime and the fear of crime within the community. The Chamber pledges its support and participation in future actions to improve the conditions causing the poor economic conditions.
8. **COURT LIMITS POPULATION OF JUVENILE HALL DUE TO OVERCROWDING.** The ACLU has brought suit alleging that the overcrowded conditions within Juvenile Hall has created an unconstitutional condition within the facility. Efforts to reduce and control the population has not satisfied the court, who has responded with an order that limits the number of minors to be housed in the facility to its rated capacity.
9. **PUBLIC PARKS CLOSE AT 6:00 PM DUE TO GANG VIOLENCE OCCURRING AT NIGHT.** Due to numerous citizen complaints, and repeated acts of violence perpetrated by known gang members, including a drive by shooting which injured a 6-year-old bystander, the City Council has ordered that the park be closed at 6:00 PM. While the local citizens decry the conditions which brought about this action they see it as necessary to reduce the violence occurring within the community.
10. **CITY COUNCIL PROPOSES NIGHT CURFEW LAW FOR ALL CITIZENS IN EFFORT TO REDUCE VIOLENT CRIME.** The backers of the proposal called it absolutely necessary to take back control of our streets due to the high rate of violent crime, narcotic sales and use, and gang activity which has gripped the city. While the Chief of Police said that he understood the frustration of the many who supported the measure, he did not have the manpower to enforce such a curfew and he questioned the constitutionality of such an ordinance. A spokesperson for the ACLU joined the City Attorney who urged the Council not to pass the measure as its constitutionally could not be defended in court. Although the eight Councilpersons agreed that such a measure would be helpful and was necessary, the Council voted the measure down by a vote of 8 to 3.
11. **COMMUNITY DANCE ERUPTS IN VIOLENCE WHEN RIVAL GANG MEMBERS INVITED IN ERROR--PARK DIRECTOR DIDN'T REALIZE RIVAL GANG KIDS INVOLVED.** A community park dance, put on by the Parks Department erupted in violence when members of rival gangs discovered that members of both groups had been invited. A spokesperson for the Parks Department stated that gang affiliation was not considered when youths were invited. "We saw this as an opportunity to bring the youth community together in a supervised activity. We had no idea that we were inviting rival gang members. That didn't even cross our minds." A member of the Police Department's Gang Task Force said, "All they would have had to do is check with us. We could have told them who was who. Even though our offices are on the same floor of City Hall, there are many times--too many times--that we don't talk to each other."

12. REPEATED, HIGH PROFILE POLICE SWEEPS OF THE COMMUNITY FAIL TO REDUCE TARGETED CRIMES--NEW DOPE DEALERS ARISE WHEN OTHERS ARE ARRESTED. Despite repeated, high profile police sweeps of the community during the past month, which have resulted in scores of arrests for drug possession and drug sales, weapons violations, plus disorderly conduct, vandalism, and numerous arrest warrants for past offenses, the results are discouraging according to community residents. "The criminal activity subsided while they were here. But as soon as the Police Department announced that they had ended their operation 'Sweep' out of the woodwork come new dope sellers, new prostitutes, new gangsters painting 'their, names on the walls," said a community resident who wished to remain anonymous, fearing retribution by the new community toughs. "Yes, we're right back where we started from. Its going to take more than a police car driving up and down the street every 10 minutes to clean up this neighborhood."
13. DELINQUENCY PREVENTION GRANT PROGRAM ENDS DUE TO LACK OF FUNDING. A community based, not for profit, delinquency prevention program, funded through the State Office of Criminal Justice Programs, was forced to close its doors today, as the funding dried up and no new grants were available to continue funding the counseling services which were provided to youngsters who had run afoul of the law. The Project Director said, "Its a shame. We have helped a number of kids overcome some serious problems. Now they have no one to turn to."
14. SERVICE AGENCY CUTS BACK ON SERVICES/PROGRAMS DUE TO "LACK OF FUNDS" DESPITE RECOGNIZED NEED. A community based, not for profit, delinquency prevention program, funded through the State Office of Criminal Justice Programs, has announced that it was forced to curtail its services due to a policy of declining funding. A spokesperson for the OCJP stated that after a program receives its first year grant, that amount is reduced each subsequent year, despite the success of the program. We want to encourage new programs and force existing programs to raise funds from other sources. The director of the delinquency prevention program in question stated, "We are a proven program. We are successful, effective and efficient. But the idea that there are all these other sources of funding out there is a fantasy. When we lose funding, the community loses the services."
15. EXPERT PANEL DECLARES TODAY'S YOUTH SUFFER FROM MULTI-DIMENSIONAL PROBLEMS REQUIRING A MULTI-DIMENSIONAL APPROACH IN DEALING WITH THESE KINDS OF PROBLEMS. A panel of experts, brought together during the "Conference on Youth" at the City University, declared that a large portion of today's youth suffer a multitude of problems. "A single youth may live in poverty, be the product of a broken home, have inadequate medical attention, suffer from some medical malady, suffer emotional problems, suffer a learning impairment, experience behavioral problems in school, fail to attend school on a regular basis, may speak limited English, be unemployed, was abused as a young child, has recently parented a child of his own, and is involved in drugs, gangs, and have a record of other criminal behavior." One hopes there is no kid with all these problems, but the truth is that there are many kids who fit this profile and their future looks dim," said a conference spokesperson. "Who is going to take the responsibility for helping this kid? Far too often he is a client of many individual programs, but is helped by none. He can spend his whole time going from one service center to another, but until someone takes the responsibility for the

- whole kid, little progress will be made. What usually happens is that the kid becomes frustrated with these individual programs, which unintentionally may work against each other, and then will just drop them all until it is too late for the kid and too late for the community who has to deal with this kid."
16. CHIEF OF POLICE VOICES FRUSTRATION IN DEALING WITH YOUTH "TRADITIONAL POLICE APPROACHES DON'T WORK ANYMORE--WE DON'T HAVE ENOUGH OFFICERS TO RESPOND TO EVERY INCIDENT OR REQUEST" The Chief of Police, testifying before the City Council Committee on Community Problems, stated today, "Traditional police approaches don't work anymore--we don't have enough officers to respond to every incident or request. We are looking at alternatives in the manner police services are delivered. We are looking for ways to expand our effectiveness without expanding our resources. We are looking for ways to work smarter; we're already working about as hard as we can. We need help. We are facing problems which the police do not have the training or resources to address."
  17. INTERAGENCY CONFERENCE CALLED TO ADDRESS COMMUNITY YOUTH CRIME AND RELATED PROBLEMS. A conference of public, private, academic, nonprofit and civic organizations engaging in programs addressing community problems convened earlier this week to see if innovative approaches could be found to address community problems. What was presented to the conference was presentation by the individual participants of their own programs. From this it was obvious that many worthwhile programs exist, but little collaboration exists between these many organizations.
  18. DEPARTMENT OF YOUTH SERVICES ESTABLISHED; "SUPER" AGENCY TO COMBINE MULTIPLE DISCIPLINES SERVING "YOUTH AT RISK." A "super" agency is created to address the problems of youth. The agency will combine a multitude of agencies and function and collaborate with others, such as police and the courts, to better serve the youth population.
  19. JUVENILE PROBATION FUNCTIONS MERGED INTO POLICE DEPARTMENT TO PROVIDE GREATER SUPERVISION OF HIGH RISK YOUTH. The supervision function formerly performed by the Probation Department has been moved to the Police Department. The personnel and resources that performed this function were moved to the Police Department along with the responsibility of performing the function. The original idea for this shift was that of the former Chief of Police who complained that the function wasn't being performed adequately and that his officers, on the street, were performing the supervision function without the needed resource support or authority held by the Probation Officers.
  20. COURT APPROVES MULTIPLE AGENCY SHARING OF INFORMATION ON HIGH RISK YOUTH. The Presiding Judge of the Superior Court, Juvenile Section, approved agreements calling for the sharing of information between agencies who needed the information so they could coordinate their activities, avoid duplication, and work together to address the problems faced by a particular youth. Agency practices, more than laws requiring confidentiality prevented sharing of information. The judges approval of the information sharing will allow appropriate information to flow from one service agency to another.

### MODIFIED CONVENTIONAL DELPHI PROCEDURES

A panel of 5 law enforcement supervisors and middle managers [who later participated in the Modified Conventional Delphi Panel], knowledgeable in police operations and the services needed within the community were asked to develop a list of trends and events. Twenty trends and twenty events were identified by this panel using the brainstorming technique, A "Futures Wheel" relational analysis, and the Nominal Group consensus technique. See Appendix A and B for the complete list of trends and events as developed.

A Modified Conventional Delphi [MCD] Panel was established consisting of 15 individuals. Their backgrounds and experience varied, however all have extensive knowledge of community problems, public or private services and service delivery systems. The panel was asked to formulate forecasts for the trends and events developed and to forecast the impact of these trends and events on the issues presented. The panel members included:

#### NON-LAW ENFORCEMENT REPRESENTATIVES

1. DIRECTOR, COMMUNITY SERVICE AGENCY
2. PROGRAM ANALYST, MULTI-AGENCY COORDINATING COUNCIL
3. STAFF ADVISOR, COUNTY LEVEL POLICY/PROGRAM REVIEW COMMISSION
4. CITIZEN ACTIVIST/VOLUNTEER, STATE AND LOCAL SERVICE/POLICY AGENCIES
5. DIRECTOR, JUVENILE SERVICES AGENCY
6. DIRECTOR, JUVENILE DIVERSION AGENCY
7. CONSULTANT/PROJECT MANAGER, PUBLIC SCHOOL SYSTEM

#### LAW ENFORCEMENT REPRESENTATIVES

1. MANAGER, JUVENILE BUREAU COMMANDER
2. MIDDLE MANAGER, LIEUTENANT
3. MIDDLE MANAGER, LIEUTENANT
4. MIDDLE MANAGER, LIEUTENANT
5. SUPERVISOR, JUVENILE SPECIALIST
6. SUPERVISOR, JUVENILE SPECIALIST
7. SUPERVISOR, CRIME SPECIFIC INVESTIGATIONS
8. SUPERVISOR, CRIME SPECIFIC INVESTIGATIONS

The MCD process queries the opinions and knowledge of the individual participants through anonymous questionnaires and returned responses. The process consisted of two rounds. In the first round, panel members were asked to make projections of the Futures Wheel trend levels and event probabilities. The responses were returned and tabulated into high, median, and low responses. All 15 questionnaires were returned for tabulation. In Round Two, the panel was given the median results of Round One and asked to evaluate their individual projections, keeping the Round One median results in mind. This was done in the effort to obtain a consensus within the MCD panel. Additionally, the MCD panel was asked to screen the trends and events to determine which would be the most relevant and have the most impact on the issue. See Appendix D and E for the tabulation and results. The top five trends and the top five events were used as the basis of the projected forecasts made in this study.

A total of eleven Round Two questionnaires were returned. As the questionnaires were anonymous, the exact make-up of the final results panel of eleven, law enforcement/non-law enforcement, is unknown. However, it is noted that only four out of the total number of response categories differed from the projection responses of Round One. There was strong consensus within the MCD panel on the final projections used within this project.

#### TREND EVALUATION.

Each member of the MCD panel was asked to categorize each trend statement based on the question "FOR THE PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG RANGE FORECAST OF THESE TRENDS?"

Based on the results of the initial screening the writer evaluated each of the top 9 trends to assure that they were significantly related to the issues under study herein. Trend 19 and 17 were eliminated as they are significantly similar to Trend 9. Trend 3 was eliminated because the funding levels of public agencies are not generally influenced by the policy of the same agencies; usually this is a decision of the elective governing board. Trend 12 was eliminated as it is not worth the effort to forecast it; the conclusion is well established.

## TREND SCREENING

	TREND 1	TREND 2	TREND 3	TREND 4	TREND 5
LAW ENFORCEMENT	25	25	23	23	24
NON-LAW ENFORCEMENT	21	19	19	19	17
TOTAL POINTS	46	44	42	42	41

The high, median, and low consensus responses of the MCD panel are presented in the graph format with a discussion following. Each trend was projected for its "WILL BE" nominal level and for its "SHOULD BE" normative level.

## PROJECTED NOMINAL TREND LEVELS

NOMINAL TRENDS "WILL BE"		FIVE YEARS AGO	TODAY	5 YRS FROM NOW '97	10 YRS FROM NOW '02
TREND 1 COLLABORATION ADDRESS COMMUNITY PROB	HIGH	70	100	150	250
	MEDIAN	50	100	120	150
	LOW	30	100	80	100
TREND 2 AGENCY ABILITY TO IMPACT PROBLEMS	HIGH	110	100	130	150
	MEDIAN	100	100	80	90
	LOW	30	100	20	30
TREND 3 INVOLVEMENT OF NON-GOVT ORGANS IN COMM PROB	HIGH	140	100	250	350
	MEDIAN	75	100	125	160
	LOW	50	100	100	100
TREND 4 MULTI-AGENCY BUDGETING	HIGH	75	100	150	150
	MEDIAN	75	100	110	150
	LOW	30	100	80	0
TREND 5 MANAGERIAL ACCOUNTABILITY	HIGH	100	100	150	200
	MEDIAN	75	100	110	140
	LOW	50	100	75	50

## PROJECTED NORMATIVE TREND LEVELS

NORMATIVE TRENDS *SHOULD BE*		TODAY	5 YRS FROM NOW '97	10 YRS FROM NOW '02
TREND 1 COLLABORATION ADDRESSES COMMUNITY PROBLEMS	HIGH	100	500	1000
	MEDIAN	100	200	300
	LOW	100	150	200
TREND 2 AGENCY ABILITY TO IMPACT PROBLEMS	HIGH	100	300	600
	MEDIAN	100	125	150
	LOW	100	125	150
TREND 3 INVOLVEMENT OF NON-GOVT ORGANIZATIONS IN COMMUNITY PROBLEMS	HIGH	100	250	400
	MEDIAN	100	200	200
	LOW	100	50	50
TREND 4 MULTI-AGENCY BUDGETING PRACTICES	HIGH	100	300	600
	MEDIAN	100	150	200
	LOW	100	150	175
TREND 5 MANAGERIAL ACCOUNTABILITY	HIGH	100	200	200
	MEDIAN	100	150	200
	LOW	100	100	100

## EVENT EVALUATION.

Each of the 20 events as formulated by the law enforcement panel was placed in the MCD panel forecasting process. This process asked the panel to project in what year would the probability of the event occurring exceed zero, and what is the probability of the event occurring by 1997 and by 2002? During

Round Two of the MCD panel forecasting the question "What would be the impact on the issue if this event occurred?" A rating of +10 for the most positive impact, down to -10 for the most negative impact was assigned by each MCD panel member. The results were tallied and the writer elected to use those events which were selected as having the greatest impact on the issue. Each event was adjudged to be significantly related to the issue and worthy of forecasting.

## EVENT PROBABILITY PROJECTION

EVENT STATEMENT		YR PROB EXCEED 0	PROB BY 1997	PROB BY 2002	IMPACT +/-
EVENT 1 MANDATED COLLABORATION	HIGH	2000	100	100	8
	MED	1993	75	95	8
	LOW	1977	50	50	3
EVENT 2 MULTI-DIMES. APPROACH	HIGH	1993	100	100	10
	MED	1990	85	95	8
	LOW	1970	60	85	4
EVENT 3 "TRADITIONAL APPROACHES"	HIGH	1995	95	100	10
	MED	1985	75	95	7
	LOW	1970	50	50	5
EVENT 4 SUPER AGENCY	HIGH	2000	90	100	9
	MED	1995	50	70	7
	LOW	1980	20	25	-10
EVENT 5 SHARING OF INFORMATION	HIGH	2005	100	100	10
	MED	1984	70	95	8
	LOW	1980	25	30	5

The Event Probability Projection table lists the events which the MCD panel projected as having the most significant impact on the issues of this project.

**CROSS IMPACT ANALYSIS.**

The law enforcement panel members reviewed the projections and was then tasked to assess the interdependence of the events and the trends. The question asked for the event-to-event portion of the matrix was, "If Event X actually occurred, how would the probability of Event Y be affected at the moment of greatest impact?" For the Event-to-trend portion of the matrix, the question asked was, "If Event Z actually occurred, what percentage change, if any, would it cause in the projection of Trend A at the point of greatest impact?" See Table 5.

Impact Total is calculated by the number of "hits" in each event row of the matrix. Event 1 has the highest Impact Total, 8, and thus indicates that it would have the greatest degree of impact on the other events and trends. Event 2, Event 3, and Event 4 have moderate impact on the other events and trends, as indicated by an Impact Total of 6 for each event. According to the panel, Event 5 would have a slightly lesser impact on the other events and trends. Events with the higher Impact Total are referred to as "actor" events. The higher the total, the more they are the primary targets of policy action.

Impacted Total is calculated by the number of "hits" in each column of the matrix. Trend 1 has the highest Impacted Total, which indicates that, according to the panel, it reacts the most to the occurrence or non-occurrence of the other trends and events. Trends and events with the higher Impacted Totals are referred to as "reactors." Event 3, Event 4 and Trend 4 are also "reactors." As such, they too would be most susceptible to the other events and trends.

### CROSS IMPACT EVALUATION MATRIX

MATRIX [PANEL MEDIANS]

MAXIMUM IMPACT % CHANGE

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	IMPACT TOTALS
E1		\	.05	.40	.25	.60	.45	.30	.30	.10	8
E2	.10		\	.50	.25	.40	\	.15	.05	\	6
E3	.30	.30		.25	.25	.25	\	.30	\	\	6
E4	\	.05	.05		.15	.25	.50	.10	\	\	6
E5	\	\	.10	.05		.50	.60	\	\	.20	5

### IMPACTED TOTALS

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
	2	2	3	4	4	5	3	4	2	2	

### LEGEND

- E1 ORDINANCE PASSED REQUIRING COLLABORATIVE PLANNING
- E2 MULTI-DIMENS PROBLEMS REQUIRE MULTI-DIMENS APPROACH
- E3 POLICE CHIEF: "TRADITIONAL APPROACHES DON'T WORK ANYMORE"
- E4 "SUPER" AGENCY TO COMBINE MULTIPLE DISCIPLINES
- E5 COURT APPROVES SHARING OF INFORMATION ON HIGH RISK YOUTH

- T1 INTERAGENCY COLLABORATION USED TO ADDRESS COMMUNITY PROBLEMS
- T2 AGENCY ABILITY TO IMPACT PROBLEMS
- T3 INVOLVEMENT OF NON-GOVERNMENTAL ORGANIZATIONS IN ADDRESSING COMMUNITY PROBLEMS
- T4 BUDGET PRACTICES FUND MULTI AGENCIES
- T5 MANAGERS ACCOUNTABLE FOR PROGRAM OUTCOMES

TREND EVALUATION FORM

TREND STATEMENT	5 YRS AGO	TODAY	5 YRS. FROM NOW	10 YRS. FROM NOW	WILL
					SHOULD

SCHOOL DROP-OUT RATE TREND #1	80	100	110	110	WILL BE
			80	50	SHOULD BE
JUV. VIOLENT CRIME RATE TREND #2	70	100	125	150	WILL BE
			75	50	SHOULD BE
DRUG USE AMONG JUVENILES TREND #3	90	100	95	80	WILL BE
			60	40	SHOULD BE
FUNDING LEVELS OF P/P AGENCIES TREND #4	85	100	100	125	WILL BE
			150	200	SHOULD BE
JUV. UNEMPLOYMENT RATE TREND #5	80	100	120	130	WILL BE
			90	50	SHOULD BE
SCHOOL TRUANCY RATES TREND #6	80	100	110	100	WILL BE
			75	50	SHOULD BE
JUV. INCARCERATION RATE TREND #7	75	100	120	140	WILL BE
			75	50	SHOULD BE
JUV. RECIDIVISM RATE TREND #8	90	100	110	120	WILL BE
			75	50	SHOULD BE
INTERAGENCY COLLAB. ADD. COMM. PROBLEMS TREND #9	50	100	120	150	WILL BE
			200	300	SHOULD BE
GOVT REVENUE TO FUND COMM PROGRAMS TREND #10	85	100	90	100	WILL BE
			125	200	SHOULD BE
MANAGERS ACCOUNTABLE FOR PROGRAM OUTCOMES TREND #11	75	100	110	140	WILL BE
			150	200	SHOULD BE
PUBLIC EXPECTATIONS OF PROGRAMS TREND #12	75	100	125	150	WILL BE
			150	200	SHOULD BE
AGENCY ABILITY TO IMPACT PROBLEMS TREND #13	100	100	80	90	WILL BE
			125	150	SHOULD BE

TREND EVALUATION FORM [CONTINUED]

TREND STATEMENT	5 YRS AGO	TODAY	5 YRS. FROM NOW	10 YRS. FROM NOW	WILL
					SHOULD

BUDGET PRACTICES FUND SINGLE AGENCY TREND #14	110	100	90	80	WILL BE
			60	50	SHOULD BE
BUDGET PRACTICES FUND MULTI AGENCIES TREND #15	75	100	110	150	WILL BE
			150	200	SHOULD BE
PUBLIC DEMAND ECON/ EFFICIENCY/RESULTS TREND #16	75	100	125	150	WILL BE
			150	200	SHOULD BE
MULTI-AGENCY SERVICE DELIVERY SYSTEMS TREND #17	75	100	125	190	WILL BE
			160	250	SHOULD BE
SHIFTING OF RESPON TO LOCAL GOVT TREND #18	75	100	120	130	WILL BE
			120	140	SHOULD BE
COLLABORATION ADOPTED AS STRATEGY TREND #19	50	100	125	150	WILL BE
			200	200	SHOULD BE
INVOLVEMT OF NON-GOVT ORGANS IN COMM PROBLEMS TREND #20	75	100	125	160	WILL BE
			200	200	SHOULD BE

## EVENT EVALUATION FORM

EVENT STATEMENT	YEAR PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		5 YEARS FROM NOW [0-100]	10 YEARS FROM NOW [0-100]	POSITIVE [0-10]	NEGATIVE [0-10]

CRIME REDUCTION PROGRAM CLOSED DUE TO LACK OF SUCCESS/EVENT #1	1985	75	75	4	
CRIME REDUCTION PROGRAM CLOSED DUE TO HIGH COST /EVENT #2	1985	80	80		-6
STATUTE/REGULATION PASSED REQUIRING COLLABORATIVE PLANNING, ETC./EVENT #3	1983	75	75	8	
POLICE CHIEF FIRED WHEN UNABLE TO IMPACT HIGH JUV. CRIME RATE/EVENT #4	1994	40	40	4	
TEACHER ASSAULTED BY STUDENT /EVENT #5	1985	100	100	2	
JUVENILE COMMITS SUICIDE DESPITE EFFORTS OF MULTI- AGENCIES/EVENT #6	1970	85	85		-2
NEIGHBORHOOD CRIME AND FEAR CAUSE BUSINESS FAILURES/ EVENT #7	1980	80	80	4	
COURT LIMITS POPULATION OF JUVENILE HALL /EVENT #8	1985	75	75		-2
PUBLIC PARKS CLOSE AT 8:00 PM DUE TO GANG VIOLENCE /EVENT #9	1988	80	80	3	
COUNCIL PROPOSES NIGHT CURFEW TO STEM NIGHTTIME CRIME /EVENT #10	1990	80	80	2	
COMMUNITY DANCE ERUPTS IN VIOLENCE-RIVAL GANGS INVITED/EVENT #11	1984	70	70	4	
POLICE SWEEPS FAIL TO REDUCE TARGETED CRIMES /EVENT #12	1988	70	70	4	
PREVENTION GRANT PROGRAM ENDS DUE TO LACK OF FUNDING /EVENT #13	1985	85	85		-3
AGENCY CUTS BACK ON SERVICES DESPITE RECOGNIZED NEED /EVENT #14	1988	85	85		-8
MULTI-DIMENS. PROBLEMS REQUIRE MULTI-DIMENS. APPROACH /EVENT #15	1990	85	85	8	

EVENT EVALUATION FORM [CONTINUED]

EVENT STATEMENT	YEAR PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		5 YEARS FROM NOW [0-100]	10 YEARS FROM NOW [0-100]	POSITIVE [0-10]	NEGATIVE [0-10]

POLICE CHIEF *TRADITIONAL APPROACHES DON'T WORK ANYMORE*/EVENT #16	1985	75	75	7	
INTERAGENCY CONFERENCE CALLED TO ADDRESS YOUTH PROBLEMS/EVENT #17	1988	80	80	7	
*SUPER * AGENCY TO COMBINE MULTIPLE DISCIPLINES /EVENT #18	1985	50	50	7	
PROBATION FUNCTION MERGED INTO POLICE DEPARTMENT /EVENT #19	1984	40	40	4	
COURT APPROVES SHARING OF INFORMATION ON HIGH RISK YOUTH/EVENT #20	1992	50	50	7	

INTERNAL CAPABILITY ANALYSIS  
STRATEGIC NEEDS OF THE METROPOLITAN POLICE DEPARTMENT

CATEGORY	SUPERIOR	BETTER	AVERAGE	IMPROVE	CRISIS
MANPOWER			X		
TECHNOLOGY				X	
EQUIPMENT			X		
FACILITY			X		
MONEY				X	
CALLS FOR SERVICE				X	
SUPPLIES			X		
MANAGEMENT SKILLS		X			
OFFICER SKILLS		X			
SUPERVISORY SKILLS		X			
TRAINING			X		
ATTITUDE			X		
IMAGE		X			
COUNCIL SUPPORT		X			
CITY MGR SUPPORT		X			
SPECIALTIES			X		
MGT FLEXIBILITY			X		
SWORN/N-SWORN RATIO		X			
PAY SCALE		X			
BENEFITS		X			
TURNOVER			X		
COMMUNITY SUPPORT			X		
COMPLAINTS RCVD		X			
ENFORCEMENT INDEX				X	
TRAFFIC INDEX			X		
SICK LEAVE RATE			X		
MORALE		X			

## LEGEND

Superior  
Better  
Average  
Improve  
Crisis

Better than anyone else. Beyond present need.  
Better than average. Suitable performance. No problems.  
Acceptable. Equal to competition. Not good, not bad.  
Problems here. Not as good as it should be. Situation deteriorating. Should be improved.  
Cause for real concern. Situation bad. Corrective action must be taken.

CAPABILITY ANALYSIS  
RECEPTION TO CHANGE

CATEGORY	CUSTODIAL	PRODUCTION	MARKETING	STRATEGIC	FLEXIBLE
TOP MANAGERS					
MENTALITY			X		
SKILLS				X	
EDUCATION				X	
ORGAN. CULTURE					
CULTURE		X			
REWARDS		X			
STRUCTURE			X		
ORGAN. COMPETENCE					
STRUCTURE			X		
RESOURCES		X			
MID MGMT			X		
LINE STAFF			X		

LEGEND

Custodial	Rejects Change
Production	Adapts to minor change
Marketing	Seeks familiar change
Strategic	Seeks related change
Flexible	Seeks novel change

RATING SHEET FOR MODIFIED POLICY DELPHI

Feasibility

- DF Definitely Feasible [3] No hindrance to implementation.  
No R&D required  
No political roadblocks  
Acceptable to the public
- PF Possibly feasible [2] Indication this is implementable  
Some R&D required  
Further consideration to be given  
to political or public reaction
- PI Possibly Infeasible [1] Some indication unworkable  
Significant unanswered questions
- DI Definitely Infeasible [0] All indications negative  
Unworkable  
Cannot be implemented

Desirability

- VD Very Desirable [3] Will have positive effect and little or no negative effect
- D Desirable [2] Will have positive effect, negative effect minor  
Beneficial  
Justifiable as a by-product or in conjunction with other  
items
- U Undesirable [1] Will have negative effect  
Harmful  
May be justified only as a by-product of a very desirable  
item
- VU Very Undesirable [0] Will have a major negative effect  
Extremely harmful

ALTERNATIVE POLICY STRATEGY RANKINGS

ALTERNATIVE POLICY NO.	ALTERNATIVE POLICY TITLE	CLASSIFICATION	SCORE	RANKING
1	SHARE INFORMATION	PF/VD	5	3
2	SHARE RESOURCES	PF/VD	5	4
3	CROSS TRAINING	DF/VD	6	1
4	COLLABORATION REQUIRED	PF/D	4	5
5	HOLISTIC PROBLEM SOLVING	PF/D	4	6
6	COLLABORATIVE PLANNING	PF/D	4	7
7	INTERAGENCY FUNDING	PI/U	2	8
8	WRITTEN MOU	DF/VD	6	2

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