

What Impact Will Random Youth Violence Have On Medium Law Enforcement Agencies By 2003

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Abstract

A futures study of the impact random youth violence will have on medium law enforcement agencies by the year 2003. Ten trends were identified that would change in ten years: parenting responsibility, teaching in traditional institutions, respect for authority among youth, dysfunctional families, glamorizing violence by the media, parental involvement with their children, violence between races, sense of community, use of weapons, and the availability of alternative youth programs. Identification of high probability impacting events were: armed confrontations with specific radical groups in rural areas, legislation passed allowing possession of automatic weapons in the home, board of education canceling high school ethics class, reduction of state school budgets, media portraying assassin of racial figure as a role model, expansion of city day care hours for employees, discontinuing high school sports, legalization of cultivation of marijuana for private use, unemployment insurance period extended, and granting of immigration status to 200,000 refugees. Policy recommendations emphasize implementation of youth related programs in a cooperative effort between community groups, schools, public agencies, and law enforcement. The strategic plan includes identifying specific groups and individuals with the potential to assist in implementation of generic concepts. The transition management plan deals with presenting a feasible management structure with adequate supporters. Survey data, non-extrapolative forecasting results; graphics in text; with additional data and instruments in the appendixes; references and bibliography.

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**JOURNAL ARTICLE
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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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

The attached article was written by a graduate of the Command College, Peace Officer Standards and Training (POST), California.

Technical details, information sources, and data analysis are contained in a separate report that may be obtained by submitting a request to:

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Introduction

A recent nationwide newspaper displayed the following headline, "U.S. crime down, violence up in past 20 years, survey finds."¹ Many experts report random youth violence as the fastest growing crime in the nation. For teen-age males in the United States, the leading cause of death today is not automobile accidents, drug overdoses or AIDS. It is death caused by gunshot wounds. And far too often, the assailant, like the victim, is a minor."²

Violence and aggression among youths is not a new experience to society, but the increasing severity is. A 1992 article on youth related violence in Time Magazine stated that "Police chiefs around the country point to this frightening trend: an increase in savage, senseless murders..."³ The words "mindless" and "severity" have become synonymous with today's youth violence.

A recent FBI study shows the rate of violent crime by juveniles, ages 10 to 17, has increased by 25% in the last decade. This report went on to document a 79% increase in juveniles committing murder with guns. In 1990, 3 out of every 4 murders committed by youths involved the use of firearms. In 1990 homicide was the second leading cause of death (after car accidents) among young people⁴. Many of these killings are youth related, with both victims and perpetrators being adolescents. More startling is the fact that many of this youth related killings involve youth as both the perpetrator and victim.

The Problem Has Become Cancerous....

Economic status, gender, location, and race are not immune to this steady rise in youth violence. Not only do experts feel that teenage violence is the fastest growing national crime activity but reports show the age of offenders is getting younger. In 1991, 15 percent of all juvenile killers in California were under 14 years old.⁵ From 1986 to 1991 murders

committed by teenagers between the ages 14 and 17 increased 124%.⁶ President Clinton stated in a speech to an audience of teenagers, "Homicide is the second leading cause of death among Americans aged 15 to 25, and more of our teen-age boys die from gunshots now than any other cause."⁷ In a recent analysis of juvenile crime, the FBI stated, "the rate of arrests of juveniles for violent offenses in 1990 was 430 per 100,000 - a 27 percent hike over 1980."

California is not immune to this increase in random youth violence. About ten years ago random youth violence was limited to big cities such as San Francisco and Los Angeles. Within the last five years evidence indicates that this type of violence has begun to spread to cities that are smaller. Cities such as Sacramento, Fresno, and Bakersfield are now experiencing this youthful violence. Statistics now show communities like Woodland, Davis, and Dixon, even though located some distance from major population centers, are now threatened.

The following are examples of recent youth violence in rural communities; a Woodland 16-year-old fatally stabbed his grandmother and her housekeeper⁸; a Davis elementary youth was robbed at knife point walking home from school; three Davis youths pushing another youth into the path of an oncoming train, causing his death⁹, and a 17 year-old Dixon youth was shot to death over a girl.¹⁰

The small rural county of Yolo provides convincing examples of the spread of youth violence. Serious violent juvenile crime increased by 24% between the mid 1970's and the mid 1980's. But between the mid 1980's and early 1990's, the increase was 60%. During one time period in the winter of 1992/93 an unprecedented 90% of all minors detained in Yolo County Juvenile Hall were charged with murder or attempted murder. On August 4, 1993, nine of the 17 minors or 53% of the juveniles being housed in Yolo County Juvenile Hall were for extremely violent offenses and 11 of the 17 minors committed crimes with a firearm.¹¹ Like a disease this type of violence is beginning to spread from big cities to smaller cities, and finally to those towns that are centered in even the most rural areas.

Our schools used to be sacred grounds where a learning atmosphere was the dominant objective, but they too are being affected by youth violence. In April 1993 USA WEEKEND, a weekly insert in many newspapers, conducted a national "teens write in" survey concerning safe schools. Responding were 65,193 sixth through twelfth graders. The results showed: 55% of 10-12 grade students know weapons are regularly carried at school by other students; 79% say violence often is caused by "stupid things like bumping into someone", 37% of the respondents don't feel safe in school (which is almost double from a similar survey conducted in 1989).¹² In a November 1991 study involving 1,304 Monterey County high school students, 52.3% stated they knew people who carried guns to school.¹³ There have been incidents in school where one student planned to kill either a teacher or a fellow student because of a grudge. This type of violence can also include multiple students beating up a single student or students pushing fellow student in front of a moving car, bus, or train.

The rate was up not only among disadvantaged 10 to 17 year-olds, the above report also stated, "in all races, social classes and life styles."¹⁴ There has been a 79 % increase in juveniles committing murder with guns, or, to put it another way, three out of every four juvenile murderers use a gun.¹⁵ If a nation's future is judged by it's youth, what is likely to become of the nation when the youth are killing themselves in random street violence?

Senseless and Random

It is common in the 1990's for a California resident to pick up a newspaper and read headlines of drive-by shootings, senseless beatings, and violent juvenile parties. In one instance of senseless violence, a young woman was killed when the driver of an oncoming car opened fire with an automatic weapon simply in response to being advised that his headlights were off. In Garden Grove, a 72 year-old woman was beaten by two youths for 50 cents.¹⁶ Lastly, a Union City man was fatally stabbed by four youths between the ages of 11 to 16 while he

waited in his car to pick up his daughter from band practice. Police called it a case of random violence.

RESEARCH FOCUS\DEFINITION

The focus of this article will be:

What Impact Will Random Youth Violence Have On Medium Law Enforcement Agencies By The Year 2003.

This article may incorporate certain aspects of gangs, but does not involve specific gang issues. Gang warfare is outside the scope of this paper. It is confined to violence that, as far as an outsider can determine, there appears to be no logical foundation.

Random Violence is defined for this article as an act committed on the spur of the moment and for no particular reason, or for a reason that is incompatible with the precipitating event, and done on the spur of the moment.

The following sub-issues were developed during this investigation:

- * What law enforcement actions will be required to deal with prevention of violent crimes committed by youthful offenders.
- * What steps can law enforcement use in defining the role non-police governmental agencies will play in the prevention of youth violence.
- * What role can law enforcement play in coordinating community-based services, such as schools, youth programs, with respect to violent crimes.

Identified Causes for Random Youth Violence

Experts at the 1993 Violence Prevention Coalition of Los Angeles conference indicate that the most significant contributor to youth violence is the reduced role played by parents and schools in the lives of children and students. Parents and teachers usually give the first exposure the child has to values, discipline and proper attitudes to the rest of society. People

have come to expect a higher level of living than their parents. This has led to dual careers, an increase in divorces, single parenting, and retraining for better job opportunities. This causes more time to be taken away from parenting and interaction with their children.

The Saving the Dream 1992 Report¹⁷ states as follows:

In 1970, 14% of California children lived in single-parent households. In 1990, 22% did - a 53% increase . . . experts estimate that half of all children spend some portion of their lives in single-parent families . . . Meanwhile, a disturbing number of children are living apart from their families. From 1970 to 1992, the number of children living in foster care grew by 105%

The report further states that the majority of children live in families in which the mother is in the labor force. In 1989, for example, four million children or 57% of all California children, lived with mothers who worked outside the home. These figures make it apparent the supervision afforded developing children in California has been declining and it seems reasonable to suggest that this pattern will increase in the future. It is apparent from the above that, over the years, children have received less parental supervision during their formative years and therefore have had to rely on their peers for modeling and guidance. This is the type of environment where violence flourishes. Information from this same report suggests both the homicide rate and the teenage pregnancy rate have been increasing sharply. All of which indicates there is at least a relationship between lack of parental supervision and negative outcomes in childhood development.

As the above indicates, past trends have revealed a change in the level of parenting. The condition of the California economy dictates that the number of households in which the available adult(s) is required to work will increase in the future. Parents have consciously or unconsciously reduced their responsibilities as teachers of their children, expecting the schools and justice system to be a surrogate parent. As indicated in the report cited above, parents are failing to explain and demonstrate the difference between right and wrong, and the establishment of ethical conduct in their children.

If societal priorities are not refocused in the parental area who will assume a leadership role in controlling random youth violence? The school and justice system must cooperate and take the primary lead in this effort. But as in most plans, a leading organization must be identified, one with a healthy "risk taking" approach. Law enforcement agencies must step forward. Law enforcement must address these concerns with non-traditional problem solving techniques. With society's "quick fix" attitude in respect to solving problems, it must be realized results from this type of effort should not be expected for at least one generation.

Traditional techniques and answers (arrest, incarceration, and some surface scratching in prevention) have not been adequate in the past, and are not likely to be so in future. Proper forecasting can identify the negative (e.g., dysfunctional families, truancy, children on probation) and positive trends (e.g., successful programs, mentoring programs, classes for teaching parents to be parents, etc.) that will provide the necessary information to enable law enforcement agencies in medium sized cities to prepare themselves.

As the above mentioned literature of youth violence indicates, the problem is growing and spreading to areas not yet touched or identified by law enforcement as a future issue. One research method used in developing this article involved conducting a number of interviews. An example of which follows.

Interviews with Responsible Officials

In order to get a proper perspective on the potential of random youth violence, it was important to interview people who are involved with youth, either directly or indirectly, such as, probation workers, teachers and principals, and community workers. The author interviewed a School Resource Officer whose responsibilities include daily interaction with senior and junior high school youth; one Yolo County Probation Department administrator and probation supervisor; one school administrator and one teacher; one family practice medical doctor; and

two police first line supervisors. Among the entire group, six were parents, and all but one lived in the vicinity of Davis, California.

The above were interviewed either in person or by telephone and informed of the study topic and sub-issues and asked to comment on each. They were asked the following questions:

- * What type of actions did they foresee as necessary in dealing with violence among youth?
- * What type of prevention role did they see non-governmental agencies playing in this area?
- * What organizations or people should be involved?
- * Who should be responsible for coordinating this effort?

Those interviewed indicated that intervention and identification of individual youths in need of help was essential, especially at the earliest possible age. The interviewers thought the primary school grades were not soon enough. They identified two additional problems that should be addressed: easy access to weapons; and the impact of media coverage on violence. They felt both factors had a profound influence on random youth violence.

The interviewed group proposed that prevention discussion with youths should deal with raising self esteem and attempting to change the "live for today" attitude prevalent among today's young people. One interviewer used the phrase, "life means nothing" to describe the value that many youths place on life.¹⁸

Families meaning parents and children, should be involved in this prevention effort. All stated the low level of importance placed on the family by today's youth as playing a major role in the growth and spread of violence. The low level of respect towards life, towards parents and teachers was addressed. The media/movies promoted this disrespect.

These discussions led to the identification of several topics the group suggested should be addressed.

- * Deliberate and intentional early youth intervention.
- * Community support and involvement in identifying youth in need of assistance.
- * School, parent, and law enforcement cooperation and focus on intervention and safe environment goals.
- * Establishment of a sense of values, self esteem, and family atmosphere within the community.
- * The introduction of conflict resolution skills at lower school levels.
- * An evaluation of the impact of media's coverage of violence.
- * Reduction in the ease of weapon accessibility.
- * A review of truancy and dropout levels and their correlation between successful youths.

Focus of the Intervention

It is obvious from the previously reviewed information that intervention is necessary if the spread of random youth violence in medium-sized communities is to be eliminated or prevented. The most effective area for law enforcement to target in reducing random youth violence is the school system itself because the school is the one place where it is possible to reach youthful members of society en masse. The focus of the remainder of this article will be to work within the school system to attack this very serious problem.

For this article the author used the rural city of Davis, California as a reference. Davis is a medium-sized middle class college town with a population of 50,000. That includes both

residents and college students. It is 12 miles west of Sacramento, the California state capital, and 90 miles east of the San Francisco Bay Area. The city is served by a city police department of 53 sworn police officers.

Interviews with Local Youths

Too often those closest to the problem are not asked for their input. This author decided it was essential to investigate the views and ideas of the youths themselves on teenage violence. A local survey of 92 Davis senior and junior high school students combined with classroom presentations to students at Martin Luther King High Alternative School was the research technique used and resulted in some interesting concerns identified by youth.

The following survey was the one given, it indicates the question and response. The survey demonstrated the youth who participated were very concerned with the issue of youth violence. The majority were concerned of the increasing level of violence coupled with their high level of insecurity of being a potential victim to violence.

An interesting point was the high level of respect for authority among those polled. Many of the students made positive comments of their opportunity of daily on campus interaction with the Davis Police School Resource Officer (Officer D. McAuley).

YOUTH VIOLENCE QUESTIONNAIRE AND RESULTS (*)

This brief questionnaire is to help gather local input on youth related violence. Its purpose is to identify if, in your opinion, there is violence among youth, if youth violence is steadily creeping into small communities, and if you feel local governmental agencies are adequately addressing this issue.

*(Total of 92 students polled)

1. Age____ Sex____ Occupation, if any:_____

* Ages - 12:3, 13:13, 14:7, 15:5, 16:31, 17:25, 18:7, 19:4 Average age of respondents: 15.7

* Sex - Females: 55 (60%), Males: 37 (28%)

* Occupation - 1 gang member, 1 cashier, 3 cafe employees, 1 science center employee,
1 bike mechanic, 1 custodian, 1 fastfood employee, 2 child care workers,
2 receptionist, 1 lifeguard, 2 newspaper carriers, 1 model, 1 artist,
1 retail worker, and 1 theater setup worker.

2. Have you ever discussed violence with someone in a classroom setting?

Yes: 63 (68%) No: 26 (28%).

3. In your town do you feel violence among youth is (Circle your choice):

Constant: 14 (15%) Increasing: 63 (86%) Decreasing: 3 (3%)

4. Do you feel violence among youth is filtering down from larger cities to smaller cities?

Yes: 77 (84%) No: 14 (15%)

5. Have you been a involved in youth violence?

Yes: 42 (46%) No: 49 (53%)

6. Have you ever used violence to solve a problem?

Yes: 49 (53%) No: 42 (49%) "Just with family" - 1

Number of times:

1-5: 14 (15%), 6-10: 1, 11-25: 0, 15-20: 1, 50: 1, "A lot": 1

"Don't know": 1, "Several": 1, "Couple" or "A couple": 4 "Many": 2.

7. Have you been a victim of violence in the last 3 years? Yes: 30 (33%) No: 56 (61%).

8. Do you have respect for those in authority (e.g., teachers, school administrators, and

8. Do you have respect for those in authority (e.g., teachers, school administrators, and police)? Yes: 63 (68%) No: 13 (14%), "Yes, except police": 1.

9. Do you feel that a lack of respect for others contributes to violent acts?

Yes: 76 (83%) No: 10 (11%)

10. Do you respect peers that resort to violence? Yes: 21 (23%) No: 51 (55%)

11. Which organizations could contribute to help decrease violence in your community?

(Circle all choices)

Schools: 12 (13%) Police: 11 (12%) Parents/family: 7 (8%), City government: 6

(7%), "All of the above": 4 (4%) "None": 3, "Everyone": 2, "Swat Team": 1,

"Youth": 1,

"The president": 1, "Television": 1, "D.A.R.E.": 1 "Not the police": 1

How can they help?

"Stricter laws": 7 (8%), "Legalize pot": 2, "Intimidate Youth": 2,

"Legalize alcohol for minors": 2 "I don't think they can do much": 1,

"Increase sports programs": 1, "Limit TV watching": 1, "Talk more about it": 1,

"Increase after-school activities": 1

12. How do you see law enforcement helping to curb youth violence? "I don't": 6 (7%),

"Lead by example": 1, "Pay them more": 1, "Concentrate more": 1, "A little": 1, "Get

the kids that want to fight off the street": 1, "Arrest violators": 1, "Yes, Dusty (School

Resource Officer)": 1, "Cracking down on drugs": 1, "It isn't": 1, "Youth needs to

respect the law": 1, "Police are intimidating": 1, "Police don't seem to have a clue" (sic):

1, "I like Dusty (School Resource Officer)": 1

13. Have you heard of any good prevention programs for youth violence? If so, please briefly explain.

Sports: 2, clubs: 2, night basketball: 1, church: 1, friends: 1, teen center: 1, "Dusty (School Resource Officer)": 1, military school: 1.

Based on the above survey and the classroom discussions it became clear to the author there was a need among Davis junior and senior high school students to be heard on youth violence. In the classroom it was amazing how candid the students were in expressing their concerns. The atmosphere was purposely set in a relaxed fashion to encourage open input. The students seemed extremely excited about talking to a law enforcement official in a non-enforcement surrounding.

Their ideas ranged from obvious contempt for those youths who turned to violence, to the "live for today" and the "thrill of violence" attitude. Many made a point of commenting the discussion was one of the best they had. They commented of the youthful outsiders coming to Davis and bringing violence. They roll played fictitious encounters and talked of what sparked violence. Sometimes the spark was the tone of words used in youth greetings (e.g., "what you looking at"), other times it was an accidental "bump" of somebody in the school hallway. In their minds both of these required a quick decision if violence should be used to maintain "respect" among their witnessing peers. One young girl recalled a spontaneous confrontation against another young girl who backed down. Later it was discovered the girl who backed down had a gun but chose not to use it. When asked if she considered the results of being shot she said "no and that's the way it had to be."

It was obvious to the author that the youth of today and the future want relatively minor things; self respect; the opportunity to give input and be heard on topics that concern them, and adult interaction without being judged.

CONCLUSION

The above article provides information that supports the idea that law enforcement needs to be concerned with the issue of random youth violence posed:

What impact will random youth violence have on medium law enforcement agencies by the year 2003?

Random youth violence is coming to all locations, no matter how remote. It crosses all lines of boundaries, geographical, racial, genetic, and cultural. It is just a matter of time before this type of violence arrives to medium and small cities. This trend impacts the safety in our schools, causes a drain on law enforcement resources, and creates concern among citizens on the ability of law enforcement agencies to protect them. This citizen concern of safety has been a contributor to the exodus of residents leaving California bound for other states. Being prepared to deal with this growing problem and harnessing your available resources is the key.

This article discussed societal priorities refocusing in the parenting area. Adults refocusing their role as parents and becoming more involved. Although the school and justice system should not take the primary lead in this effort, a leading organization must be identified. The leadership role will ultimately fall on law enforcement.

Law enforcement must address these concerns with non-traditional problem solving techniques. Becoming involved in classroom discussions with youth on random youth violence is one risk-taking technique. Intervention to changing societies feeling of violence, from early youth to the older generations is another. Society is used to a "quick fix" solutions, yet one should realize results in this type of result should not be expected for at least one generation.

Looking into the future in an effort to come up with solutions for this spreading problem is essential. Conventional enforcement methods will not be the total solution. Law enforcement cannot arrest all of the offenders or build enough jails to deal with them. Agencies will need to change their approach to this problem. Maybe it is time to consider a time consuming venture,

such as one-on-one classroom discussions on the topic of violence and it's impact on everybody.

This article demonstrates the importance and critical stage of random youth violence. It is important this subject be given serious forecasting thought to identify trends, events, and specific strategy plans unique to the readers particular area.

The conclusion reached with regards to the sub-issues are as follows:

What law enforcement actions will be required to deal with prevention of violent crimes committed by youthful offenders?

Local law enforcement must apply all available resources within the community to deal with this problem. In some cases law enforcement will have to be subtle in directing some of these community based organizations (e.g., Rotary Club, Downtown Business Group, PTA, etc.). An openness to suggestions by these groups is an essential role law enforcement will have to play.

In other areas, such as public awareness, law enforcement will have to be publicly obvious in their intentions on how to deal with this problem. A cooperative interaction with other public and private agencies will need to be demonstrated to the public. Efficient use of public funds must also be shown, especially in this age of government mistrust.

Law enforcement should make the attempt to enter into the classrooms and discuss violence and it's impact on society, especially youth. This type of endeavor will take gifted officers, those with the ability to enter into difficult and sometimes argumentative discussions, and remain objective. The student survey and class discussion demonstrated the desire from the students the need for interaction and a chance to give input on the issue of youth violence. Many agreed with the groups perception of the substantial influential role the media played on youth violence. Students expressed some concern on the subtle role violent "play toys" had. Many were open in the discussion on their fear of youth violence. The author saw a clear avenue of information that was current and only obtainable through this means, classroom

discussions.

Classroom discussion and interaction can allow for early identification of "at-risk" youth. Appropriate specialized intervention methods (e.g., professional counseling, school field trips to hospital emergency rooms, role modeling opportunities, etc.) can be employed. In many cases society will see the youth just want to be "heard" and asked for input.

What steps can law enforcement use in defining the role other non-police governmental agencies will play in the prevention of youth violence?

One step is to organize a community based task force and give empowerment to this organization. The make up of this task force should be from all walks of the community, but especially the youth. Law enforcement must guard against the elimination of youth input in the task force. The elimination of this group is often done out of fear of hearing the truth, as youth often use the "tell it like it is" approach. Subtly direct the task force to brainstorm potential negative and positive youth related trends. The questionnaire and classroom discussions demonstrated the value and type of information that can be obtained. Solutions should be targeted for the negative trends and support for the positive. Providing the appropriate atmosphere and locations for these brainstorming sessions is necessary.

Additionally, direction for possible funding sources should be given to this task force. Assistance for grant writing should be sought for the group. But caution must be used as to how these grants are obtained, the restrictions imposed, and what happens after the grant ends.

The value of sponsoring community celebrations when specific goals, especially short term goals, are achieved should be recognized. Adequate public notification of these achieved goals and celebrations has the potential to gain support. The notification should both adults and community youth, after all the target is to modify human behavior of both.

Encouraging community role models is another step law enforcement should take. Not all youths look up to law enforcement as role models. Other alternative role models would

capture the interest of some youth. Increased community interaction with the youth will create more of a bonding and concerned atmosphere.

What role can law enforcement play in coordinating community-based services, such as schools, youth programs, with respect to violent crimes?

The main role will be demonstrating consistent commitment to the public and these allied services. This is a case of actions speak louder than words. Administration accountability for police follow through, especially after the initial introduction of the programs, is often overlooked. This leads to a diminished "drive" of the program. An interested police representative with "watchdog" ability needs to be assigned to assist the community-based services and provide the appropriate direction and focus.

This study showed this leadership role in coordinating these groups will fall on the local law enforcement agency. The organizational and follow through skills of the police representative will be vital. Careful selection of a police administrator, one who deals with skills of this nature daily, will need to be used. This individual must be one who is an enthusiastic motivator, not easily frustrated by group setbacks, and sensitive to the needs of other groups.

Law enforcement will have to instill a "risk taking" attitude among these groups. Risk taking involves change. In order to get wider acceptance of change, input will have to be solicited. As stated earlier, youth input into possible solutions must not be overlooked.

This paper gives the reader a basic plan that is generic in nature, but can easily be modified to individual medium size communities. The time to act is now, tomorrow may be too late for a generation of youth. There are many contributors (e.g., easy and accessible modern transportation and communications means, accessibility to weapons, family interaction, etc.) increasing the arrival and impact of this problem. Smaller communities are feeling the impact of youth violence, some cities more than others. One thing is certain, all communities

will deal with problem sooner or later.

Those interviewed suggested a plan of intervention at the earliest level, possibly targeting the lower grade levels, would have the most success. Working with the schools, where the largest concentration of youth is normally encountered was suggested. Early identification of those individual youths in need of assistance was another idea.

It cannot be overstated of the interaction with the youth in classroom setting and discussing youth violence was one of the more rewarding findings, for both the officer and student. It was clear the students wanted this interaction and opportunity to express their ideas. Many youths commented to the author that the discussion on violence was one of the best and most interesting they had up to that point in their academic year.

Easy access to weapons by youth was a concern. Offering of monetary rewards for weapons turned in by youth to the local police department would help remove some of these weapons from the streets. Another idea revealed from this research was establishing an anonymous youth 24 hour telephone "hotline". This would allow youth to call in any information of violence without fear of being identified. It could also be used for those youth who need assistance with personal problems. Community groups such as Downtown business groups could be approached for financial support.

The findings involve identifying the problem of youth violence as it pertains to your specific community. This is done by community input, surveys, and discussions with key stakeholders (e.g., School officials, students, County Probation, parents, City council members, etc.). All of the above techniques should try and identify weaknesses, opportunities, threats, and strengths (WOTS-UP) to both the community and organizations involved. This will enable proper future forecasting (identifying problems), help develop a strategic plan (plan of addressing the problem areas), and provide for a transition plan (how to make it happen).

Conventional enforcement methods will not be the total solution. Agencies will need to change their approach to this problem. The old saying, "pay now or pay later", is evident here. Either we make the effort to change the young of today to be good citizens, or we will deal with in the criminal arena as adults. The article informs the readers of one main theme, cooperation, intervention, and collaboration among all available resources to deal with this growing problem. Law enforcement agencies must be the leader in "breaking" old traditions, being a "risk taker", and acting like an organization preparing to enter the 21st century.

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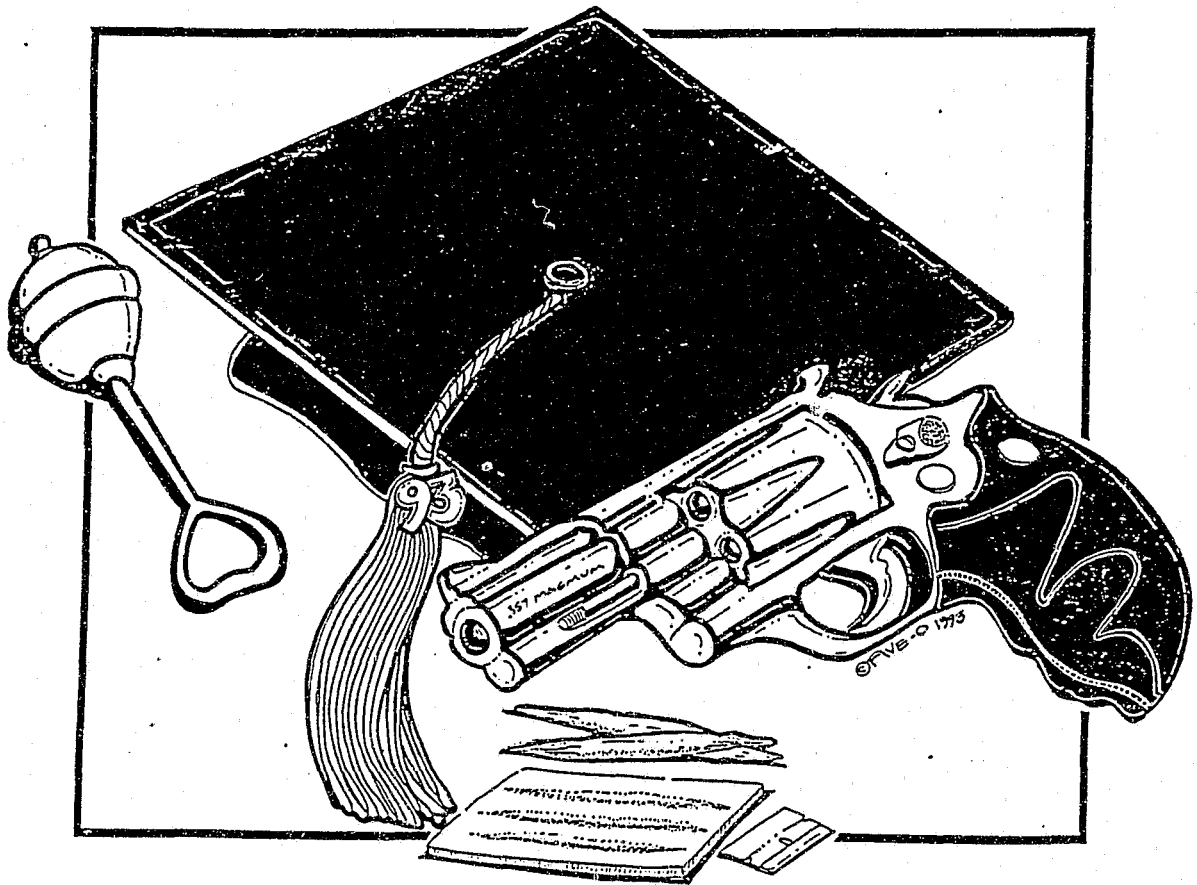
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**WHAT IMPACT WILL RANDOM YOUTH VIOLENCE
HAVE ON MEDIUM LAW ENFORCEMENT AGENCIES
BY 2003**

**TECHNICAL REPORT
BY
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PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JANUARY 1994**

WHAT IMPACT WILL RANDOM YOUTH VIOLENCE
HAVE ON MEDIUM LAW ENFORCEMENT
AGENCIES BY THE YEAR 2003



BY
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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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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I believe the goal of Command College was to provide additional training for law enforcement administrators and to promote "future thinking." In my case they achieved that goal, and I am very grateful for the opportunity to participate in this endeavor.

I am proud to be the first Command College graduate from the Davis Police Department. I would like to thank Davis Police Chief Phil Coleman for giving me this opportunity .

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SECTION I

INTRODUCTION

Background and Issue Identification

Experts feel the fastest growth in the nation's violent crime is occurring among teenagers. From 1986 to 1991, teenagers between the ages of 14 and 17 who committed murders grew by 124%.¹ President Clinton stated in a speech for teenagers, "Homicide is the second leading cause of death among Americans aged 15 to 25, and more of our teen-age boys die from gunshots now than any other cause."² In a recent analysis of juvenile crime, the FBI stated, "the rate of arrests of juveniles for violent offenses in 1990 was 430 per 100,000 - a 27% hike over 1980.

Aggression among youths is not a new experience to society. Any adult is likely to remember after-school fights when words exchanged on the playground led to brawls behind the gym, most often for trivial reasons. As early as the 1950's, as Leonard Bernstein's "West Side Story" attests, such fights ended up involving more than two combatants; there could be as many as 10-15 students on each side. These fight contests were called "rumbles" or "gang fights." The motive for the fight was usually to identify turf. Rarely was a knife or gun used. Injuries consisted of no more than bruised knuckles or minor cuts. This has escalated seriously in recent years until the "gang problem" has come to be seen as serious. This type of activity, as was indicated above, is outside the subject of this paper.

Unlike the past, the words "mindless" and "severity" have become synonymous with today's youth violence. The "turf" motives that once incited gang warfare have evolved into violence without apparent motive. Today's youth violence appears to be simply due to the opportunity presenting itself. A recent FBI study shows the rate of violent crime by juveniles, ages 10 to 17, has increased by 25% in the last decade. This increase was not just centered among poor youths in urban areas, but "in all races, social classes and life styles". This report went on to document a 79%

increase in juveniles committing murder with guns. In 1990, 3 out of every 4 murders involving youths involve the use of firearms, though no reasons were given for these homicides.

Society today, especially in large cities is experiencing a steady rise in youth violence. Furthermore, the age of these offenders appears to be declining. In 1991, 15 % of all juvenile killers in California were under 14 years old.³

California is being impacted by this growing trend. Twenty years ago, twice as many people died in traffic accidents as they did in shootings. This trend has reversed. In 1990 homicide was the second leading cause of death (after car accidents) among young people⁴. Many of these killings are youth-related, with both victims and perpetrators being adolescents.

It is common in the 1990's for one to pick up a newspaper and read headlines of drive-by shootings, senseless beatings or violent juvenile parties. In one instance of mindless violence, a young woman was killed when the driver of an oncoming car opened fire with an automatic weapon simply in response to being advised that his headlights were off.

The evidence cited above indicates that traditional techniques and answers (arrest, incarceration, and some dabbling in prevention) have not been adequate, and are not likely to be so in future. Proper forecasting will provide the necessary information for law enforcement agencies to prepare themselves. The following pages contain this type of information.

Ten years or so ago, random youth violence in big cities such as San Francisco and Los Angeles was common. Within the last five years, the evidence indicates this type of violence has begun to spread to cities that are smaller - but nonetheless sizeable - cities such as Sacramento, Fresno, and Bakersfield. Data is beginning to accumulate that towns at some distance from major population centers are now threatened, and that, unless appropriate steps are taken, the culture of youth violence will be felt in smaller towns far from major population centers. A local survey of 92 Davis senior and junior high school students identified easy access to weapons, glamorization by the media, dysfunctional families, lack of respect by authority figures, and the decline in the role of schools and parents as effective mentors of today's youth. In other words, this type of violence is

beginning, like a fungus, to spread from big cities to smaller cities, and finally to those towns that are centered in rural areas.

Experts in the field, in particular those with whom the author conferred at the 1993 conference on violence, put on in Los Angeles by the Violence Prevention Coalition of Los Angeles indicate that the most significant contributor to this situation is the reduced role of parents and schools. Law Enforcement must take a back seat in this regard, since these two contributors are usually the first exposure the child has to values, discipline and attitudes. Dual careers, an increase in divorces and single parenting, re-entering college for better job opportunities, and unemployment cause more time to be taken away from parenting. The Saving the Dream Children Now 1992 Report⁵ states as follows:

In 1970, 14% of California children lived in single-parent households. In 1990, 22% did - a 53% increase . . . experts estimate that half of all children spend some portion of their lives in single-parent families . . . Meanwhile, a disturbing number of children are living apart from their families. From 1970 to 1992, the number of children living in foster care grew by 105%

The report further states the majority of children live in families in which the mother is in the labor force. In 1989, for example, four million children, 57% of all California children lived with mothers who worked outside the home. These figures make it apparent the supervision afforded growing children in California has been declining in the past and it seems reasonable to suggest this pattern will increase in the future.

It is apparent from the above, over the years, children have received less parental supervision during their formative years, and therefore have had to rely on their peers for modeling and guidance. Evidence from the same report suggests both the homicide rate and the teenage pregnancy rate have been increasing sharply, all of which indicates a relationship between lack of parental supervision and negative outcomes for children.

As the above indicates, past trends have revealed a change in the level of parenting responsibilities. The condition of the California economy indicates the number of households in which

the available adult(s) work is likely to be on the increase in future. Parents have consciously or unconsciously reduced their roles and responsibilities as teachers to their children. This trend has become the norm.

A decade plus of failure at all levels of government has contributed to a change in respect for authority. From the unethical political activities of Watergate to the Rodney King beating in Los Angeles, there is solid evidence that authority has been abused.

Societal priorities must be refocused in the parenting area. Adults must reassume their role as parents. The school and justice system must not take the primary lead in this effort, but rather a supporting one. But as in most plans, a leading organization must be identified. The leadership role will fall on law enforcement. Law enforcement must address these concerns with non-traditional problem solving techniques. Becoming involved in discussion with youth on random youth violence is one risk-taking technique. Changing society feeling of violence, from pre-school to the older generations is another. Society has a "quick fix" with respect to in solving problems, yet one should realize results in this type of planning should not be expected for at least one generation.

Looking into the future in an effort to come up with solutions for this spreading problem is essential. Conventional enforcement methods will not be the total solution. Agencies will need to change their approach to this problem.

Random violence refers to violent acts occurring in a haphazard fashion, where no discernible emotion or other contact between perpetrator and victim is detected. It also refers to violence where there is no motive that adequately accounts for the seriousness of the crime. The murder of a victim simply because that victim does not possess enough money to satisfy the criminal is an example.

It is important to note that this does not refer to gang or drug-related violence. It is confined to violence that, as far as an outsider can determine, for which there appears to be no logical foundation.

The rate was up not only among disadvantaged 10 to 17 year-olds in urban areas, the report said, but "in all races, social classes and life styles."⁶ A 1992 article in Time Magazine stated that "Police chiefs around the country point to this frightening trend: the increase in savage, senseless murders..."⁷ If our nation's future is judged by it's youth, what, is likely to become of our nation when it's youth is killing itself off in street violence that appears to be almost purely senseless and random?

There has been a 79 % increase in juveniles committing murder with guns, or, put another way, three out of every four juvenile murderers used a gun.⁸

The examples of this senseless violence are staggering. Two junior high school students in Lorain, Ohio plotted to kill their teacher while fellow students bet money on the outcome.⁹ In Groveland, Mass., a 16 year-old youth beat a high school cheerleader to death with a bat, because the girl with whom he was infatuated, refused to date him.¹⁰ In Haltom City, Texas, a 14 year-old went on a shooting spree due to failing grades and the discipline that followed, killing one police officer and wounding three neighbors before being shot to death.¹¹ There is the story of Anthony Knighton of Deerfield Beach, Florida, who shot a 13 year-old pregnant girl for refusing to give him a nickel to buy cigarettes.¹² There was the Madison, Indiana gasoline dousing and burning of a 12 year-old girl by four teenage girls over the affection of a boy, or the two Los Angeles teenage sisters who allegedly killed an elderly neighbor while another sister played a stereo to drown out the screams, this is further evidence of this frightening trend.¹³ Last, there is the 15-year-old who shot his mother as they watched a movie in a theater.¹⁴

Schools are experiencing this violence. In April 1993 USA WEEKEND, a weekly newspaper insert, conducted a national "teens write in" safe schools survey involving 65,193 sixth through 12th-graders responded. The results that showed 55% of 10-12 grade students know weapons are regularly carried in school by other students, and 79% say violence often is caused by "stupid things like bumping into someone". Thirty-seven percent don't feel safe in school, almost double a similar survey in 1989.¹⁵

California is not immune to this increase in random youth violence. More than twice as many young people were killed by homicide in California in 1990 than in 1974. The youth homicide rate has increased dramatically since 1987, up 45% in just four years.¹⁶ In a November 1991 study involving 1,304 Monterey County high school students, 52.3% stated they knew people who carried guns to school.¹⁷ It is common for a California resident on a given day to pick up the newspaper and find a report of youth related criminal violence. In Garden Grove, a 72 year-old woman was beaten by two youths for 50 cents.¹⁸ A Union City man was fatally stabbed by four youths between the ages of 11 to 16 while he waited in his car to pick up his daughter from band practice. Police called it a case of random violence.¹⁹ A distraught San Ramon 14 year-old boy held a gun to his head over the recent breakup with his girlfriend.²⁰ In May 1993, a 16 year-old Hayward youth shot 3 Hayward police officers during a shootout before being killed.²¹

This trend of youth violence is not unique to large metropolitan California cities (e.g., Los Angeles, San Francisco, Bakersfield), it is creeping into the smaller rural cities and towns (e.g., Sacramento, Fresno, Walnut Creek). This climate of violence is now beginning to spreading into small suburban and rural communities. A Woodland 16-year-old grandson fatally stabbed his grandmother and her housekeeper²², a Davis elementary youth was robbed at knife point walking home from school, three Davis youth pushed another youth into the path of an oncoming train, resulting in his death²³, and a 17 year-old Dixon youth is shot to death over a girl.²⁴

The small rural county of Yolo provides a convincing example. Serious violent juvenile crime increased by 24% between the mid 1970's and the mid 1980's. But between the mid 1980's and early 1990's, the increase was 60%. At one time in the winter of 1992/93, an unprecedented 90% of all minors detained in Juvenile Hall were charged with murder or attempted murder. On August 4, 1993, nine of the 17 minors or 53% of the juveniles being housed in Juvenile Hall were for extremely violent offenses; and, 11 of the 17 minors committed their crimes with a firearm.²⁵

Based on this information, the issue question was posed:

What impact will random youth violence have on medium law enforcement agencies by the year 2003?

Implicit in the above issue statement is the fact law enforcement has ultimate responsibility for dealing with the results of random youth violence. Law enforcement agencies in medium-sized cities will have to adapt to the spread of this problem from outside. Law enforcement policing strategies, the role of community based services, and the role of the family environment will have to be re-evaluated to meet this challenge. The sub-issues listed below represent possible methods of doing this.

A discussion of the issue question was conducted between the author and his colleagues which resulted in producing three related sub-issue questions for study:

- What law enforcement actions will be required to deal with prevention of violent crimes committed by youthful offenders?
- What steps can law enforcement use in defining the role other non-police governmental agencies will play in the prevention of youth violence?
- What role can law enforcement play in coordinating community-based services, such as schools, youth programs, with respect to violent crimes?

As the above literature scan pertaining to youth violence indicates, the problem is both growing and spreading to areas not yet touched or identified by law enforcement as a futures issue. The next step in the investigation involved conducting a number of interviews, which are discussed below.

Interviews with Responsible Officials

The author felt in order to get a proper perspective on this topic, it was important to interview people who are involved with youth, either directly or indirectly in the areas of law enforcement, probation, education, and community.

The author felt the list of people enumerated below met these criteria. The complete list of interviewees will be found in Appendix A. One is currently a School Resource Officer whose responsibilities include daily interaction with senior and junior high school youth. Two work in the Yolo County Probation Department, one works as an administrator and the other supervises probationers directly. Two were in the educational system, one an administrator and the other a

teacher. One was in the medical profession with a family practice, and two were police first line supervisors. Among the entire group, six were parents, and all but one lived in the vicinity of Davis, California.

The above were interviewed either in person or by telephone and informed of the study topic issue and sub-issues and asked to comment. They were asked the following questions:

- What type of actions did they foresee as necessary in dealing with violence among youth?
- What type of prevention role did they see non-governmental agencies playing in this area?
- What organizations or people should be involved?
- Who should be responsible for coordinating this effort?

Those interviewed said early intervention and identification of those youths in need of help, especially at the lower grade levels, was essential. They indicated easy access to weapons and the impact of media coverage on violence were strong contributors to the problem, and should be addressed.

Prevention discussion among youth, they believed, should deal with raising self esteem and attempting to change the "live for today" attitude prevalent among youth. The phrase, "life means nothing" was used to describe the value many youths place on life.²⁶

The group indicated families, parents and children, should be involved in this prevention effort. All stated the low level of importance placed on the family by today's youth played a major role in the growth and spread of violence. The low level of respect was addressed, and how media/movies promote this.

These discussions led to the identification of several areas that the group indicated should be addressed to deal with this topic.

They are:

- Deliberate and intentional early youth intervention.
- Community support and involvement in identifying youth in need of assistance.

- School, parent, and law enforcement cooperation and focus on intervention and safe environment goals.
- Establishment of a sense of values, self esteem, and family atmosphere within the community.
- The introduction of conflict resolution skills at lower school levels.
- An evaluation of the impact of media's coverage of violence.
- Reduction in the ease of weapon accessibility.
- A review of truancy and dropout levels and their impact on youth.

Interviews with Local Youths

The author conducted two 1-hour presentations/interviews at a local high school, the King High Alternative School, involving approximately 35 students. These students appeared to be deeply concerned by the problem.

They indicated respect for authority figures was low, and further that was no respect given to youth by adults. They stated their belief that violence was a way of releasing anger, and some felt the "thrill of it (violence)" was a motivator. They noted the media, films, video games, music, and even children toys glamorized violence. Restricting easy access to weapons was also something that should take place.

In addition to the above two question-and-answer presentations, this author conducted a survey on the views of youth violence from those most often forgotten, the youths themselves. A 12-question survey (Appendix B) was conducted with 92 Davis students (Davis Senior High School, King High Alternative School, and Holmes Junior High School). The majority indicated youth violence was either at a constant level or increasing, youth violence is filtering down from larger to smaller cities, and lack of respect for others contributed to youth violence.

Definitions/Target of study

The problem to be addressed in this study is random youth violence and its movement to smaller communities. This may incorporate certain aspects of gangs, but does not involve specific gang issues. Gang warfare is outside the scope of this paper.

Random Violence is defined for this paper as an act committed for no particular reason, or for a reason that is incompatible with the precipitating event, and done on the spur of the moment. Examples would be a senseless fatal car shooting over the flashing of car headlights in Stockton, CA²⁷, or the pushing of a junior high school youth into an oncoming train by 3 older youths in Davis, CA²⁸.

Focus of the Intervention

It is obvious from the forgoing that intervention is necessary if the spread of random youth violence from the major metropolitan areas to smaller cities is to be prevented. The best atmosphere in which to introduce this intervention is in the school system.

Schools have come to be regarded as alternate parents. A large proportion of parents have looked increasingly to schools to provide much more than simple "reading, 'riting and 'rithmethic." Furthermore, the school is the one place where it is possible to reach youthful members of society en masse. The focus of this paper, then will be to work within the school system to attack this very serious problem.

Overview of Remaining Chapters

This study is in three different sections. Each section is built on the preceding section. The first section is a futures study, which is used to identify numerous trends and events which were narrowed down to ten specific trends and events. These ten trends and events were used as the basis for developing a "most likely" future scenario. This trend and event data was imputed into a computer to generate 100 possible iterations. Two iterations were selected for the two hypothetical scenarios.

The next section is a strategic management plan. A hypothetical "what if" scenario was used as a possible future to develop a strategic plan. Davis, a small rural city located 10 miles west of Sacramento, and its police department was used for this strategic plan. The plan uses a situational analysis, which incorporates the use of the STEEP and WOTS-UP process, identifies stakeholders, and implements a plan of action to manage the strategy.

The final section of the report is a transition management plan. This transition plan will allow for gradual implementation and attempt to minimize resistance.

SECTION II

FORECASTING THE FUTURE

Introduction

As the previous material has indicated, random youth violence has begun to spread from the large metropolitan areas to the smaller cities. This portion of the paper is designed to explore possible future forecasts implicit in existing trends and hypothetical events and their interaction.

Futures Methodology

Nominal Group Technique

This technique was used to develop a list of trends in society and to develop a list of events that might impact either those trends or each other. The panel, whose names will also be found in Appendix B, selected for this purpose was composed of the following members:

Marc Neithercutt, Professor, Administration of Justice, California State University at Hayward.

Shirley Concolino, Supervising Secretary for the Mayor's office for the City of Sacramento.

Joseph Sylvester, Principal for Sacramento middle school.

Roslyn Sylvester, Attorney specializing in civil law.

Rick Gonzales, Special Education Teacher for 20 years in a Sacramento high school.

Jack Latow, Licensed Professional Psychologist.

Steve Pierce, Sergeant, Davis Police Department.

Dusty McAuley, Police Officer currently working in the School Resource Position in the City of Davis.

Kelly Shea, Davis Senior High School student.

Patrick Shea, U.S. Government entomologist.

Charles Patterson, College student at California State University, Sacramento.

Alan Perkins, Attorney specializing in civil law.

The Nominal Group Technique (NGT) Process

The NGT process was used for the identification of both the trends and events. The first step in the process involved individual brainstorming for ideas with respect to first, trends, and then events. Each member of the panel listed the results of his or her brainstorming. The accumulated trends and events were listed, discussed for relevance and repetitiveness, and placed in order of importance. This completed the NGT process.

The same panel was used to select those top 10 trends and events considered to be the most significant to the study (See Definition of Trends pg 15, Definition of Events pg. 30). This was a cooperative effort, and involved the consensus of the group.

Definition of Trends and Events

A trend is a series of events over time, and it involves some kind of change in society. Think of a river as a trend. It has a beginning but not necessarily an end as it normally goes into a lake or the ocean. An event is a discrete, one-time occurrence, like a child disrupting a water puddle by stepping in it. After the foot is removed the puddle will regain its smooth appearance. Both trends and events can be internal to an organization, and thus something over which the organization has some control, or they can be external, and not under the control of the organization.

Identification of Trends

The panel was provided with the issue and sub-issue statements provided above. They were asked, within the framework provided by them, to identify a list of trends and events relevant to the issue and sub-issues. The panel first developed a list of the following 30 trends.

1. Growing gang mentality
2. Apathetic attitude increases
3. Youth having children at earlier ages
4. Level of parenting responsibilities
5. Isolationism of groups, economics, and races

6. Move schools away from dealing with weapons
7. Emphasis on teaching in traditional institutions
6. Growing lack of self discipline
7. Respect for authority among youth
8. Numbers of dysfunctional families
9. Increase in substance abuse
10. Glamorizing of violence by the media
11. Failure of public school system to identify at risk youth
12. Survivability mentality developed
13. Parental involvement with children
14. Level of violence between races
15. Level of sense of community
16. Failure for parents to be held accountable for children
17. Increase in hate crimes
18. Level of use of weapons
19. Growing gap between "have" and "have nots"
20. Loss of confidence in effective police protection
21. Lack of women in administrative positions
22. Over use of jails/prisons by disadvantage
23. Lack of family values
24. Refusal of schools to recognize/deal with safety problems
25. Lack of criminal justice system to deal w/criminals quickly
26. Increase of youth violence across all levels of society
27. Increase in unemployment
28. Level of available alternative youth programs
29. Increase in substance abuse
30. Survivability mentality developed

This list was discussed, and then rank-ordered in terms of their importance to the issue and sub-issues. Based on this rank-ordering, they narrowed this list down to ten trends they believed had the greatest significance to the subject matter.

Definitions of Trends

The group felt the following 10 Trends were the most important with respect to the subject under consideration. These trends are defined as follows:

Trend 1 - Level of Parenting Responsibility - It was felt parents should assume more of a responsibility role than has been seen in the recent past. Parents should make the effort to establish rules for youth with consistent, positive and humanistic enforcement. Positive verbal interaction between the child and parent helps establish a good relationship between the two. A positive child/parent relationship will help influence and allow youth to make good decisions. Positive feedback to both child and parent is essential.

Trend 2 - Emphasis on Teaching in Traditional Institutions - Teachers should return to dealing with discipline when appropriate. Currently teachers are reluctant to deal with inappropriate behavior for fear of being sued or they themselves disciplined for any action taken. Support for appropriate action should be encouraged by both administrators and parents. But in this direction the teachers should not lose sight they are there for the children.

Trend 3 - Respect for Authority Among Youth - Youth should be taught and influenced to respect authority figures. Authority figures should set the proper role model. Goal would be to get youth to want to solicit direction from authority figures.

Trend 4 - Number of Dysfunctional Families - To impact this area early identification of these types of families (e.g., alcohol abuse, neglect, early teen pregnancy, illiteracy, etc.) is necessary. Families that suffer from this "dysfunction" will sometimes violently act out these tendencies in public arenas (e.g., schools, playgrounds, social functions).

Trend 5 - Glamorizing of Violence in the Media - Constant exploitation of violent acts by the media should be addressed and monitored. Is it absolutely necessary to make local youth aware of a youth related violent act done in another country. The movie industry needs to be monitored and use discretion on if violence is needed in the film. It is felt this type of coverage conveys ideas into the minds of youth, that otherwise might not be considered.

Trend 6 - Parental Involvement with their Children - More quality time being spent by parents with their children. Children not only need verbal discussion (Trend 1) on issues and decisions, but the actual presence of the parent. Activities the child has given great importance should be targeted for parent presence.

Trend 7 - Change in Level of Violence between Races - Due to the current and expected future immigration of different cultures into this country it was felt violence will erupt. Violence is normally centered around the root of lack of understanding of different cultures. Immigrants and established residents must be educated on each others culture.

Trend 8 - Level of Sense of Community - More feeling among community members of responsibility for the community they live in. Becoming involved in the community will lend to responsibility. Involvement leads to friendly neighborhood type relationships. This is meant for all levels of community members, young and old.

Trend 9 - Level of Use of Weapons - The use of weapons is correlated with the ease of access. Easy access to weapons gives youth limited time to think of the consequences of their violent action. Firearms allow disassociation (shoot from a distance, don't have to see the victim) of emotions for the shooter.

Trend 10 - Level of Available Alternative Youth Programs - Establishing alternative programs allows youths not familiar or uncomfortable with traditional programs (e.g., sporting activities) but can go to chess clubs, theater acting, computer clubs, or skateboard associations. All of these contribute to improvement of youth self esteem.

Trend Forecasting

A Delphi process was used to do the forecasting of the above trends. This process requires a group of 10-12 members to take the 10 most important events, give them numerical values over a specific time (Years Until Probability first Exceeds Zero, 5 and 10 Years from Now), which they feel the possibility of occurrence. The use of Upper and Lower Mean Deviations from the Median softens the possibility of a small group or single individual from skewing the data. This was used on all groups even though there may have been a close consensus on the issue. The Delphi panel contained the same members as the original NGT panel. The following pages contain the results of this operation. Each page will contain a graph for the trend in question, followed by a short narrative describing the panel's response to the forecasting process for that trend.

TREND EVALUATION FORM

TREND

LEVEL OF THE TREND (today = 100)

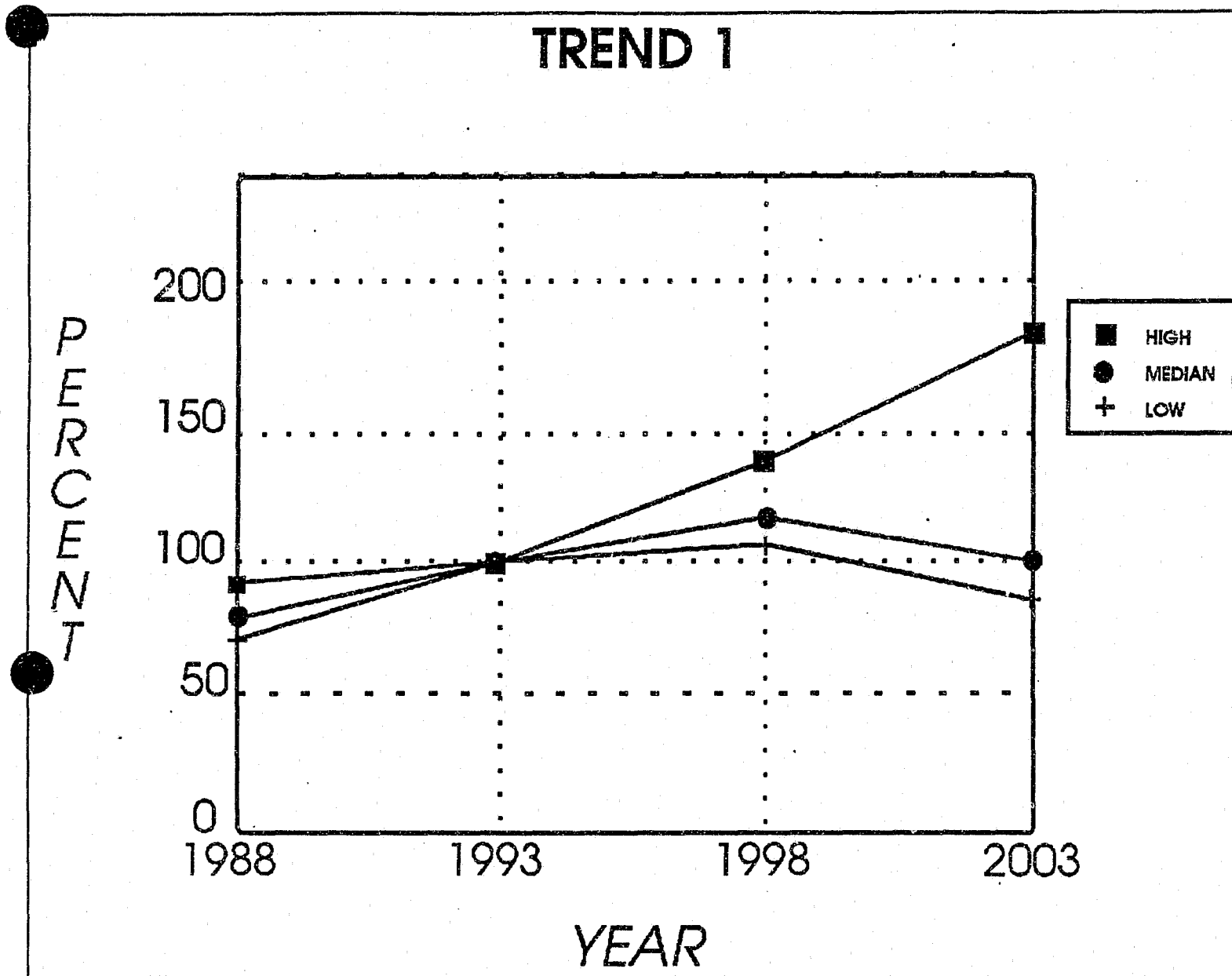
	5 Yrs Ago	Today	5 Yrs Frm Now	10 Yrs Frm Now
TREND 1	H90/M77/L66	100	H142/M122/L122	H185/M110/L90
TREND 2	H105/M87/L67	100	H141/M122/L84	H190/M115/L84
TREND 3	H88/M77/L64	100	H150/M122/L101	H215/M122/L106
TREND 4	H92/M77/L72	100	H140/M115/L98	H215/M122/L86
TREND 5	H98/M90/L72	100	H132/M100/L98	H185/M100/L94
TREND 6	H88/M80/L67	100	H134/M117/L85	H165/M117/L80
TREND 7	H116/M100/L85	100	H120/M107/L92	H125/M100/L71
TREND 8	H95/M77/L71	100	H150/M112/L96	H211/M107/L80
TREND 9	H86/M75/L55	100	H158/M125/L110	H218/M125/L87
TREND 10	H93/M82/L70	100	H133/M110/L91	H167/M112/L75

H=Upper Mean Deviation M=Median L=Lower Mean Deviation

TREND LEGEND

T1 - Level of Parenting Responsibility
T2 - Emphasis on Teaching
T3 - Respect for Authority Among Youth
T4 - Number of Dysfunctional Families
T5 - Glamorizing of Violence in Media

T6 - Parental Involvement w/Children
T7 - Change in Level of Violence Between Races
T8 - Level of Sense of Community
T9 - Level of Use of Weapons
T10 - Level of Available Alternative Youth Program

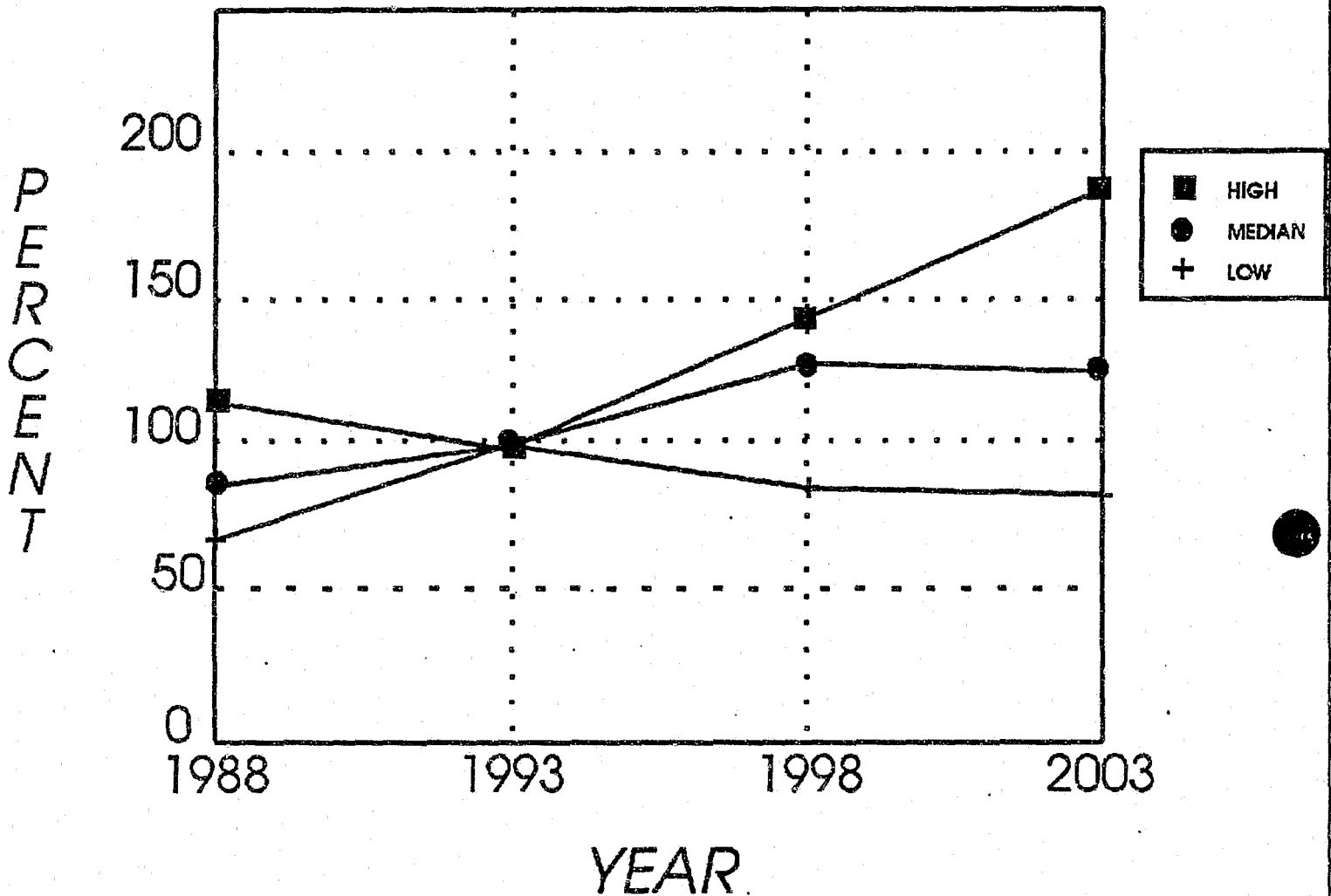


Trend 1: LEVEL OF PARENTING RESPONSIBILITIES

The panel felt that there has been a steady decrease in the extent to which parents have been carrying out their parenting responsibilities in terms of the fact that both parents work in order to maintain their income. In contrast to Trend 6 below, this trend addresses the issue of limit-setting both in the home and outside it.

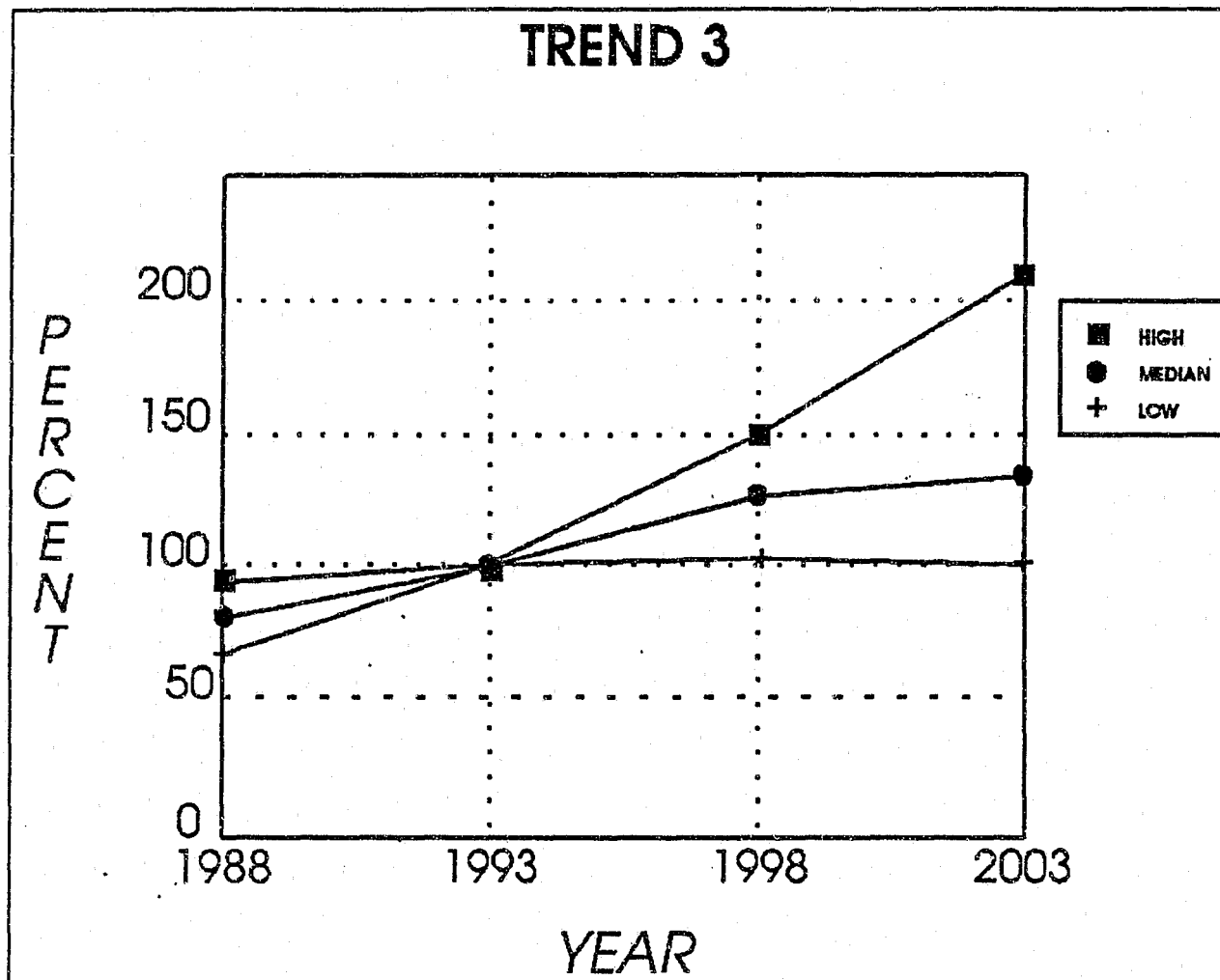
More demands and expectations are now being placed on law enforcement, the school system, and cities to "raise" children. An example is the fact that many parents want "curfew" ordinances enforced by the police to deal with juveniles late at night rather than setting limits themselves. Many of these parents were "Baby-Boomers", are heavily involved in the community to the detriment of their own children. In addition, they are accustomed to a high standard of living and are making a conscious decision to sacrifice time with their children in order to maintain their material wealth. The group felt it will only increase with time.

TREND 2



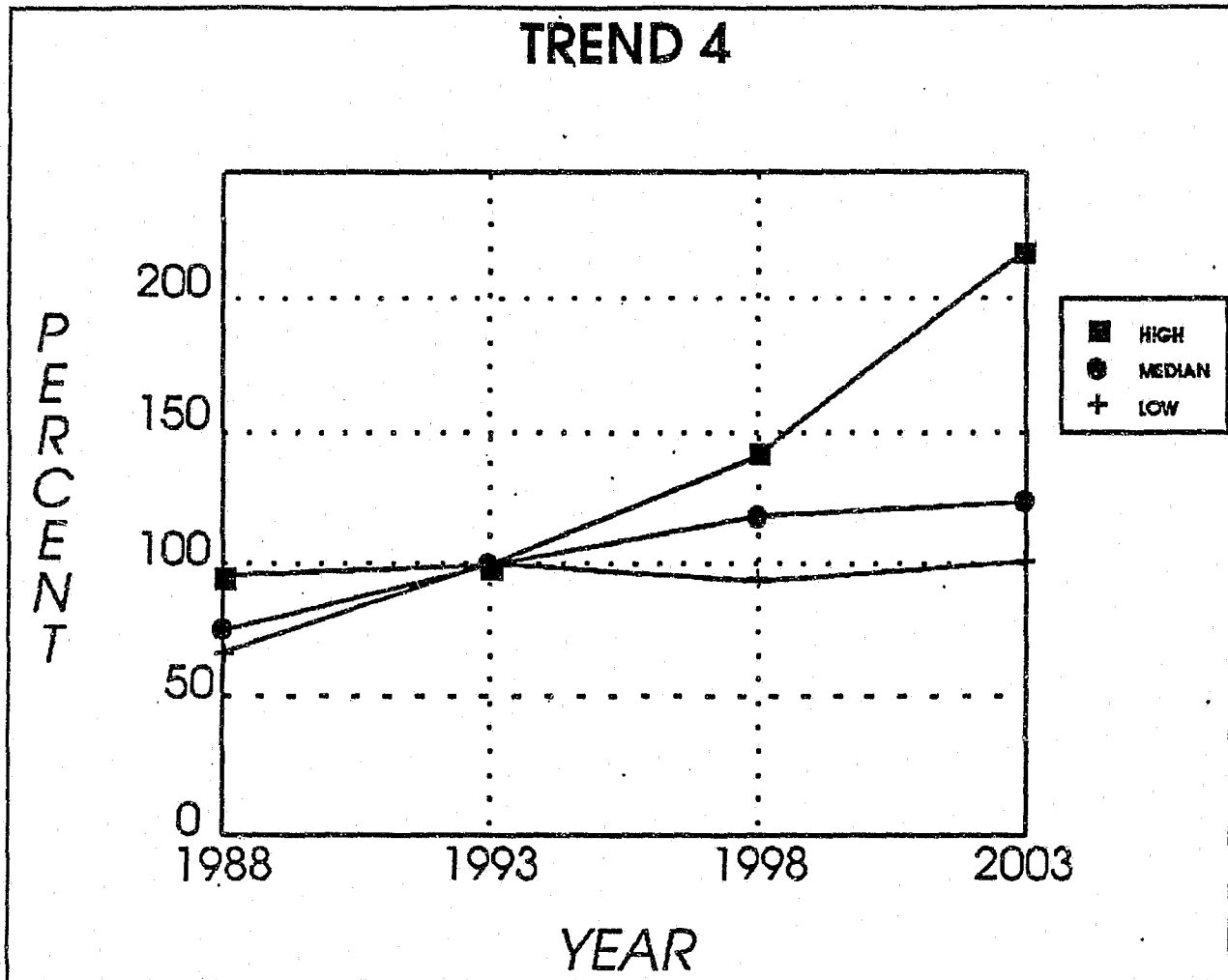
Trend 2: EMPHASIS ON TEACHING IN TRADITIONAL INSTITUTIONS

Schools are failing to recognize the average student. This lack of recognition will result in a loss of basic education, i.e. reading, writing and mathematics. As a result, the ability to make decisions will be hampered. Computer skills will also be inadequate. A decrease of funds will contribute to this failing and to a decline on language skills. This is particularly acute in people of color. A lack of education fosters unemployment and high drug abuse which impacts law enforcement, briefly discussed in Event No. 8.



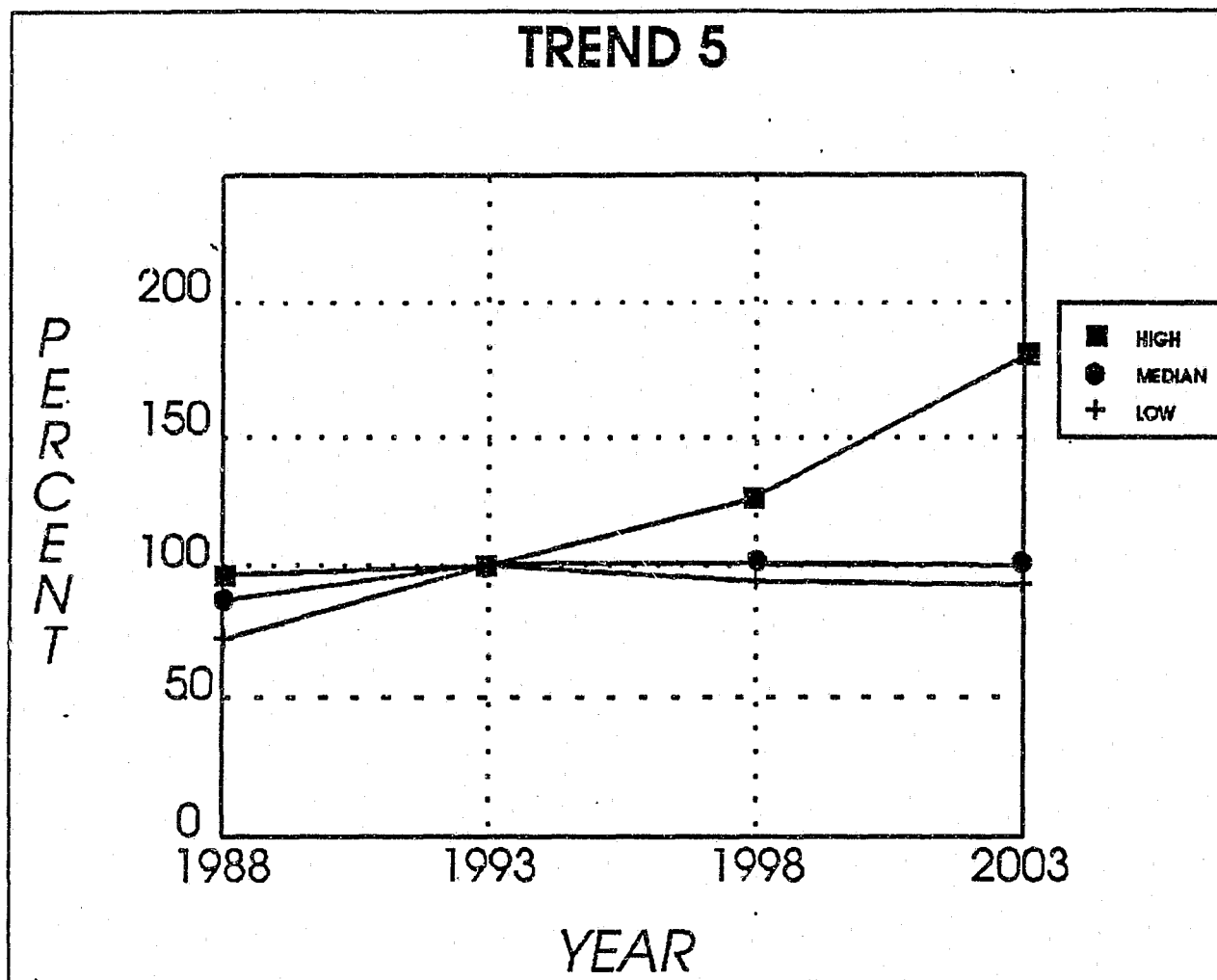
Trend 3: RESPECT FOR AUTHORITY AMONG YOUTH

The group saw a steady decline in respect for authority, which will increase significantly over the next 10 years. The failure of the national government, local law enforcement, religion, and educational institutions will contribute to this decline. Society itself teaches our youth to "question authority", but it is used in a negative fashion. The riots in Los Angeles were a good example of the decline in respect of authority. Law enforcement will answer for the "Rodney King" incident for the next decade.



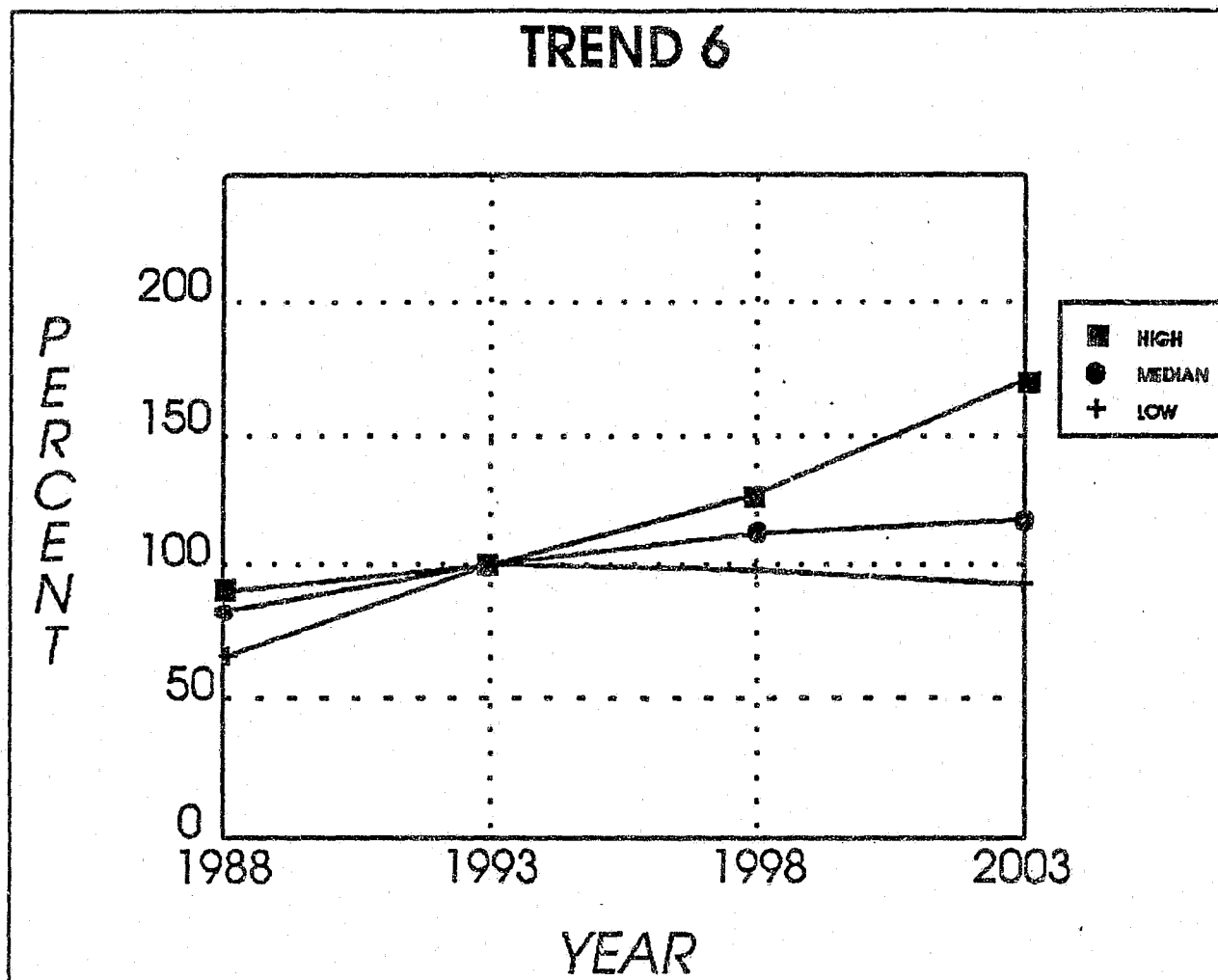
Trend 4: NUMBERS OF DYSFUNCTIONAL FAMILIES

A significant increase in dysfunctional families was forecast by the group. Divorce, teenage marriages (15-16 year olds), kids having kids, and poor role models can create a vicious cycle from which escape is difficult. A steady increase in school drop out rates and poor teaching examples set by adults also contribute to this trend.



Trend 5: GLAMORIZING OF VIOLENCE IN THE MEDIA

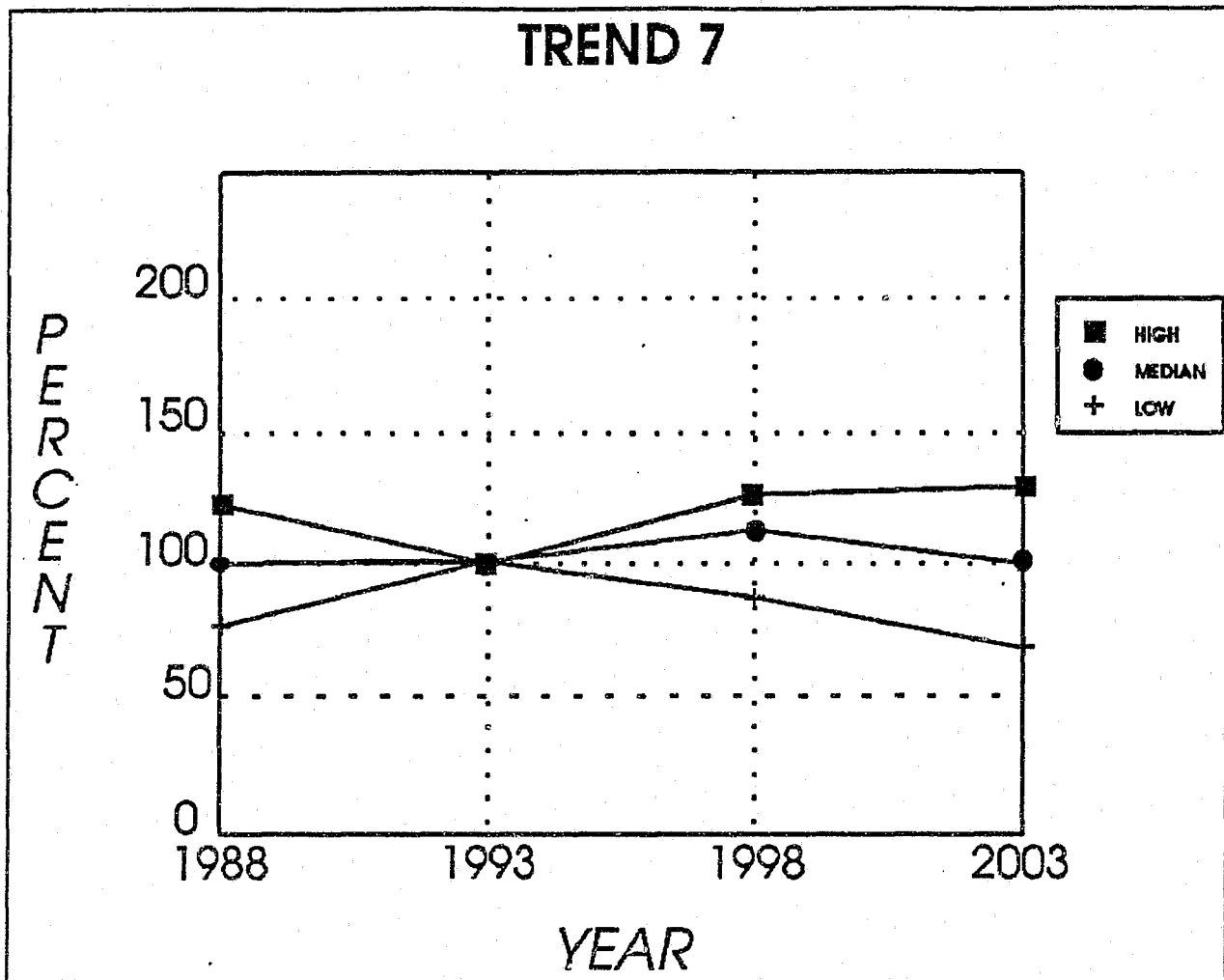
The film and television industry has the capability to quickly touch us all. Unfortunately, cash returns are the desired goal. Violence sells. Whether it be fictional or factual, such as professional sports, news and reality shows. Often violence is portrayed as the acceptable solution to conflict under the color of "doing what is right." The media influence over early teenagers reinforces this belief and engrain violence in these students as they grow into adulthood. This message is also prevalent in commercials promoting the sale of alcoholic beverages with sexual messages and aggressive action.



Trend 6: PARENTAL INVOLVEMENT WITH THEIR CHILDREN

The panel felt that, for many reasons, parents are failing to get involved with their children in terms of providing parental guidance and teaching. Instead of providing this kind of guidance, they place this responsibility on the schools and other organization. Members of the panel, especially those involved in the school system, felt that today's youth have less of a feeling of family than in prior years.

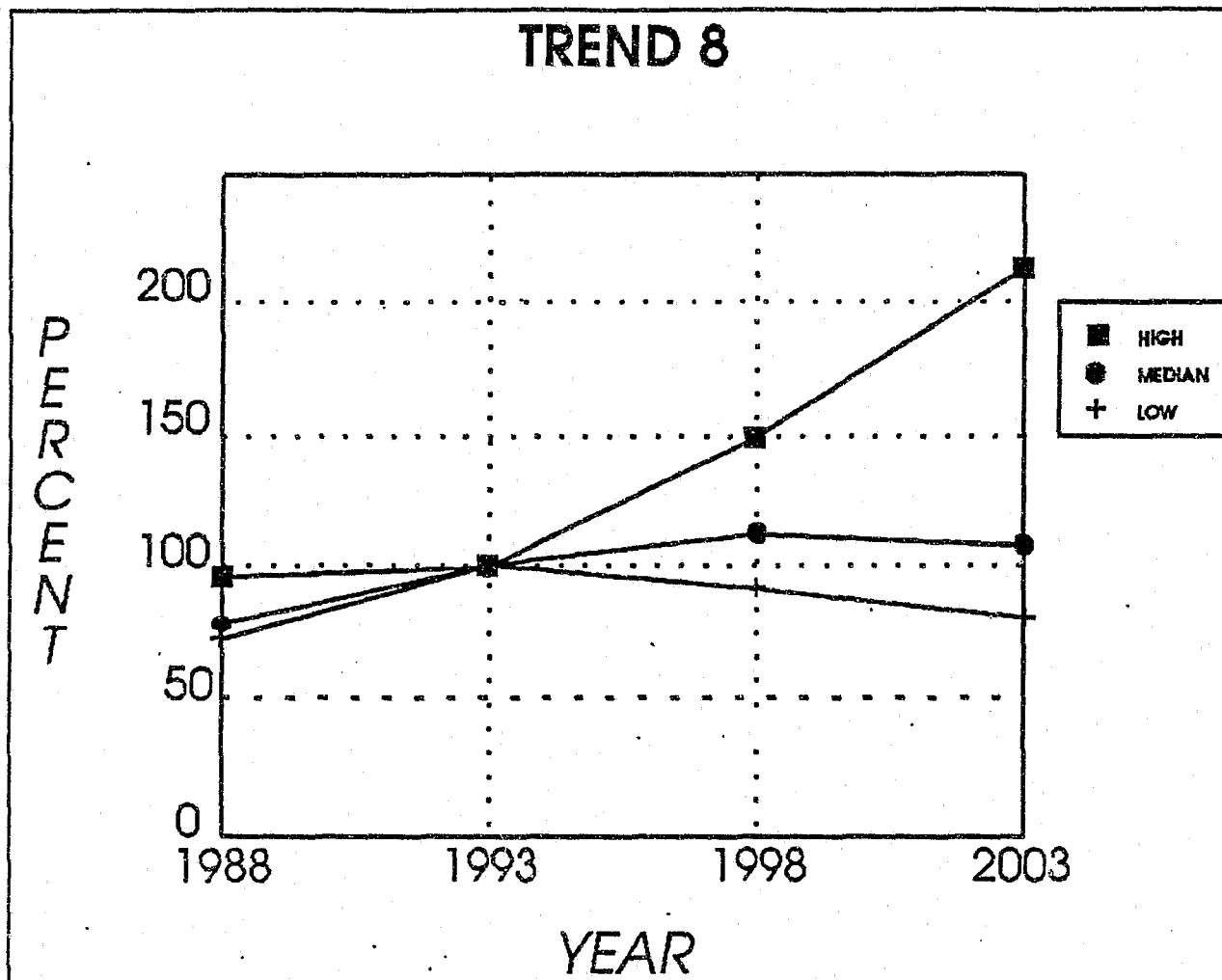
As with the issue of carrying out the responsibility of placing limits on their children, they have increasingly been derelict in this duty, the panel felt. Their obligation is impeded by dual careers, and increase in divorces and single parent families, unemployment, and loss of values. In consequence government is forced to assume the responsibilities of parenting (See graph Trend 6). The recent change in leadership is one example of this trend, but it will take time to see if any benefits are reaped.



Trend 7: CHANGE IN LEVEL OF VIOLENCE BETWEEN RACES

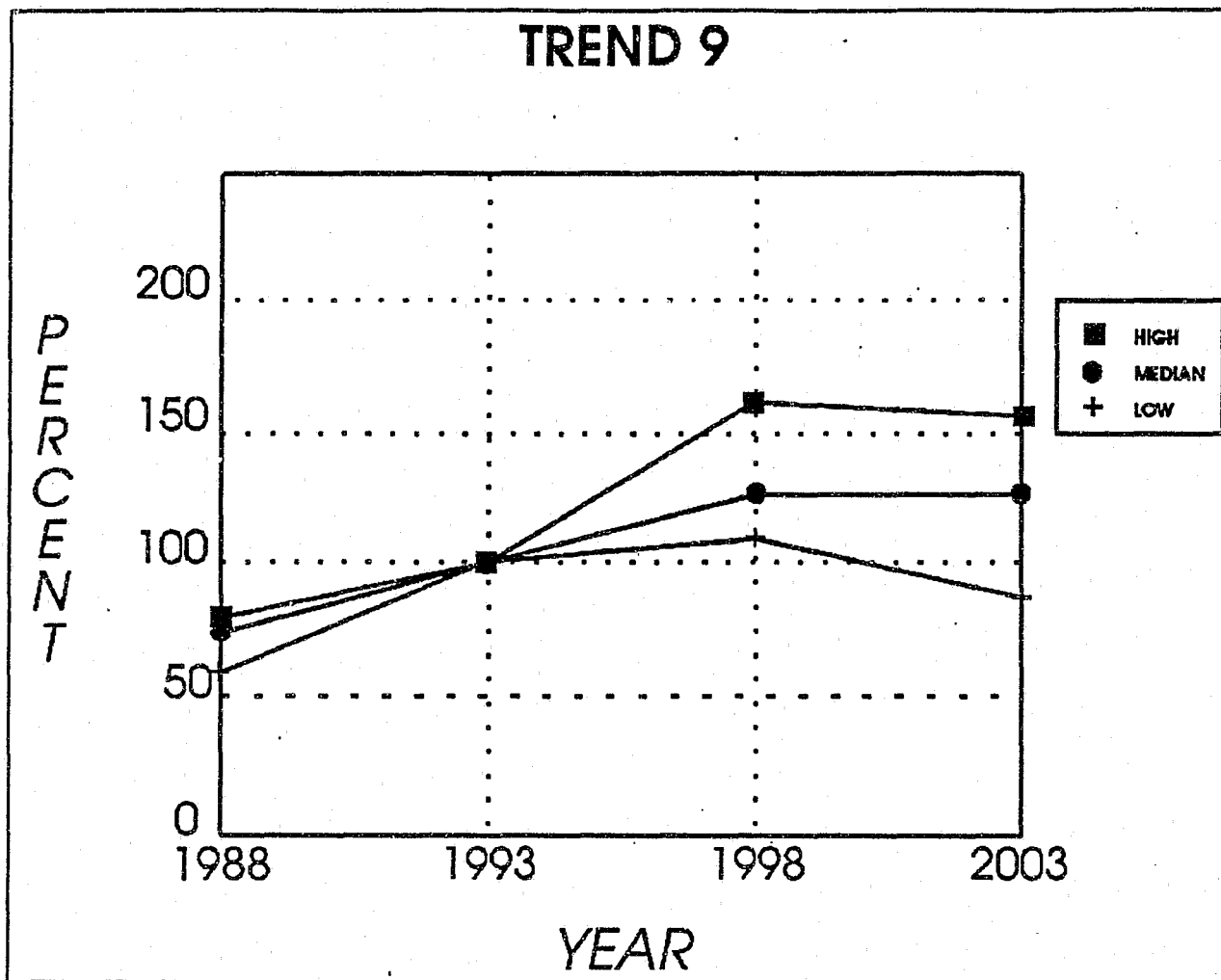
The L.A. riots showed the volatile hatred that is dividing the racial groups. The lack of educational and employment opportunities in California and the growing number of immigrants from Asia, South and Central America to the state have contributed to the racial frustration. Many times this results in vandalism, mindless violence, and new gang membership.

In this particular trend it was felt the increase of interracial marriages and the beginning of acceptance by some will make a positive impact (low score in 2003). The Cultural Sensitivity training efforts of some institutions are already making a strong contribution in this area. The film and television industry, however slowly, are also beginning to portray more historically accurate and positive depictions of people of color (e.g., Malcom X, Stand and Deliver, American Me, etc.) sponsoring a better understanding of the different cultures.



Trend 8: LEVEL OF SENSE OF COMMUNITY

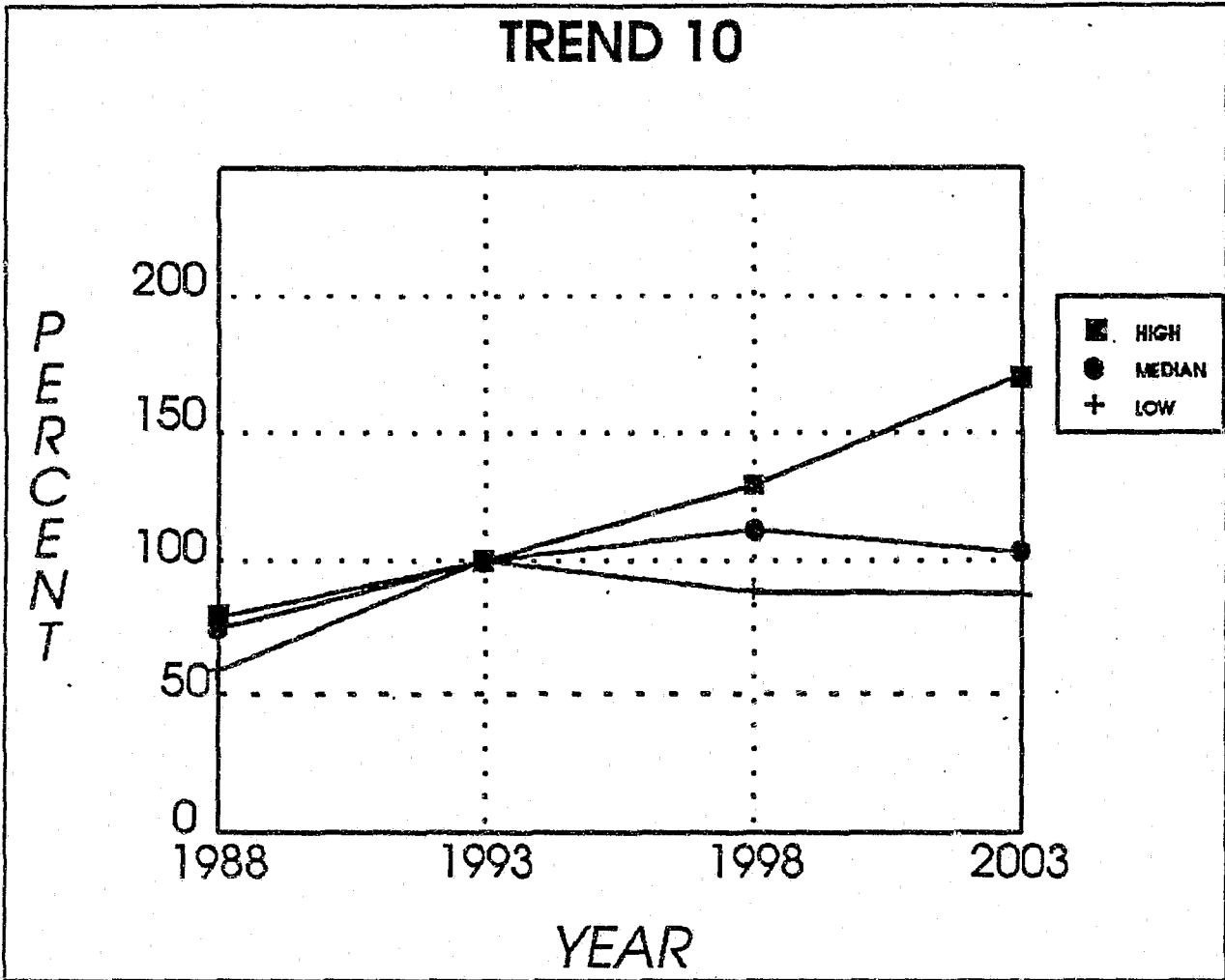
A tendency toward more community involvement has recently evolved. This could be due to the realization that government can not meet all of society's expectations. The "ownership" philosophy of people becoming involved is being gradually accepted. The benefits of this involvement will be fully recognized by the next decade.



Trend 9: LEVEL OF USE OF WEAPONS

It was forecast that the rampant use of weapons will be extremely high in the near future. The causes will be attributed to the legislative influence of the NRA and negligent enforcement measures allowing people to obtain Sale Licenses for weapons. The reluctance of older members of society to give up "right to bear arms" attitude and the failure of law enforcement to adequately protect society from violence will play a role in the increase of weapon use.

Slight improvements will eventually occur with strict legislation reducing easy access to weapons. One young group member felt her generation was basically non-violent and understands that violence and weapons are not the answer to conflict.



Trend 10: LEVEL OF AVAILABLE ALTERNATIVE YOUTH PROGRAMS

The group felt that the declining budget revenues would eliminate youth related alternative programs. Due to the decline of household incomes, many lower income families will direct their children into the "working world" as opposed to finishing their education. This will inhibit existing programs and justify their discontinuance. A significant decline in alternatives is forecast by the end of the ten year time line.

EVENTS

For the purpose of this research paper "Events" were defined as a one-time occurrences. Recall the earlier example of a small child stepping into the water puddle and the effect of the ripples, followed by calmness.

The same NGT panel used to identify, rank order, select, and evaluate the trends above was used with selection, rank-ordering and evaluation of events.

The NGT panel developed what they felt were 36 significant impacting events. The events are listed and briefly discussed for clarification, then rank ordered, with the 10 most important selected for examination. This list of 10 was discussed and voted on again for a final ranking.

IDENTIFICATION OF EVENTS

1. "Get Tough" stance announcement by Police leaders
2. Immigration policy liberalized by specific year
3. One time moving money from drug enforcement to other area
4. Change in attitude toward relaxed drug enforcement
5. Budget crisis/lack of resource
6. Funds cut for schools
7. Aryan Brotherhood has major armed stand-off in rural California
8. NRA gets legislation passed allowing possession of automatic weapons in the home
9. Violent incident caused by local vs. outside youth
10. Board of Education cancels high school ethics class
11. Violence on school campus by non-students
12. Governor cuts school budget by \$30 billion
13. Earthquake strikes California
14. Crime on campus increases for attention getting purpose
15. TV show portrays assassin of popular racial leader as role model

16. Authorization to build county jail
17. City expands day care hours to 7 days per week for employees
18. Documentary TV shows teaching youth how to commit crimes
19. Child is abandoned by mother
20. Crime prevention is cut from police budget
21. Board of Education approves discontinuing high school sports
22. Local high school victim of hate crime incident
23. Proliferation of dysfunctional families
24. Parent refuses to bring child to school
25. Media covers murder at high school
26. Peer pressure surfaces in juvenile murder case
27. Cultivation of marijuana for private use is legalized
28. TV show teaches violence
29. Period of unemployment insurance extended to 39 weeks
30. President grants immigration status to 200,000 South and Central American refugees
31. School institutes clothing policy
32. School closes its campus
33. Teacher is found to be negligent of duties
34. Unemployment increases by 50%
35. Woman is found to harass fellow student
36. School refuses to cooperate with police in murder

DEFINITION OF EVENTS

The group felt the following 10 Events were the most important with respect to the subject under consideration. These trends are defined as follows:

Event 1 - Major Armed Confrontation with the Aryan Brotherhood in Rural California Area - The growing feeling among citizens that they must arm themselves for "protection" coupled with the mixed feelings for acceptance and resentment for immigrants gives this event a stronger possibility of occurrence. The subtle growth of the Aryan Brotherhood among youth in rural areas is becoming more alarming as it is being uncovered. With awareness comes detection of illegal activity and the expectation that law enforcement will intervene.

Event 2 - National Rifle Association Gets Legislation Passed Allowing Possession of Automatic Weapons in the Home - The historically strong influence of the NRA is astounding. The right to possess a weapon is in our country's heritage, and this right is one many citizens won't relinquish. This right, coupled with the threat of violence and the feeling of protecting property adds fertile ground for legislation of this nature to be passed. Firearm manufacturers (e.g., Winchester, Federal, etc.) would logically support such a legislation as it would generate more of a demand for their product. The legislation would allow for fully automatic weapons to be allowed in homes. Then it would be expanded to cover the transportation to and from homes and firing ranges.

Event 3 - Board of Education Cancels High School Ethics Class - The financial budget crunch being felt nationally as well as statewide would add to the strong possibility of this event occurring. Many schools and counties are cutting positions and programs that used to be considered "untouchable" (e.g., Merced County recently closed all of their public libraries due to funding problems). It is mistakenly felt that ethics, as well as values, are better taught at home by the parents. The group indicated saving of monies would outweigh the decision not to cut a class of this type.

Event 4 - Governor cuts School Budget by \$30 Billion - A cut of funds to this magnitude would definitely impact all. Event 3 would be an example of how a budget cut of this type would be handled. Day care programs, adult classes, and other programs deemed non essential would be cut. The swelling of students is crowding class size and increasing the student teacher ratio and this problem would not be dealt with adequately with a budget cut of this size.

Event 5 - TV Shows Portrays Assassin of Popular Racial Leader as a Role Model - The death by assassin would be exploited by TV networks for the audience draw. A story plot could be developed showing the difficult upbringing the assassin was exposed too and used as a justification for his action. The David Koresh incident was an example. The fear of seeing a minority leader's reputation used in such a manner would have a negative impact on race relations.

Event 6 - City Expands Day Care Hours to 7-Days per Week per Employee - The City would fully cover the expense of this event. This breath of fresh air for employees would improve their loyalty for the city. This would allow employees to continue their work with the confidence that their children were being adequately cared for.

Event 7 - Board of Education discontinues High School Sports - As with Events #3 & #4, this would occur with budget cuts. In some areas this has already occurred. Elimination of these types of programs would impact the "experience" of learning to work with a group under stressful conditions that young people need in life. The least popular sports (e.g., golf, tennis, soccer, swimming)

would be the first victims to such a decision. Sports like these involve students, normally Latino's and Asians, who, due to lack of size or familiarity chose not to participate in traditional American sports.

Event 8 - Cultivation of Marijuana for Private Use is Legalized - This event means small quantities would be allowed either for growth or possession. An event of this nature would severely impact youth. Not only would abuse be a concern, but the sales/transportation and the other evils (- weapons for "dealer protection", on school campus sites, etc.). The criminal adult interaction, drug suppliers, would be felt. Gang control would be another impact.

Event 9 - Period of Unemployment Insurance extended to 39-Weeks - Extension is meant to offer the unemployed more opportunity to locate employment and still maintain a reasonable living standard. It was felt an extension of this nature had pros and cons. To keep living standards at a reasonable level during a time of unemployment would be helpful, but it would promote less of a motivation to look for work and get off this type of aid.

Event 10 - President Grants Immigration Status to 200,000 South and Central American Refugees - This event is defined as waiving all penalties to immigrants, legal and illegal, for easy access into this country. Basically, the borders would be open to these people. This would impact employment, especially unskilled job, the education system with additional classroom overcrowding, and resentment would flourish.

Event Forecasting

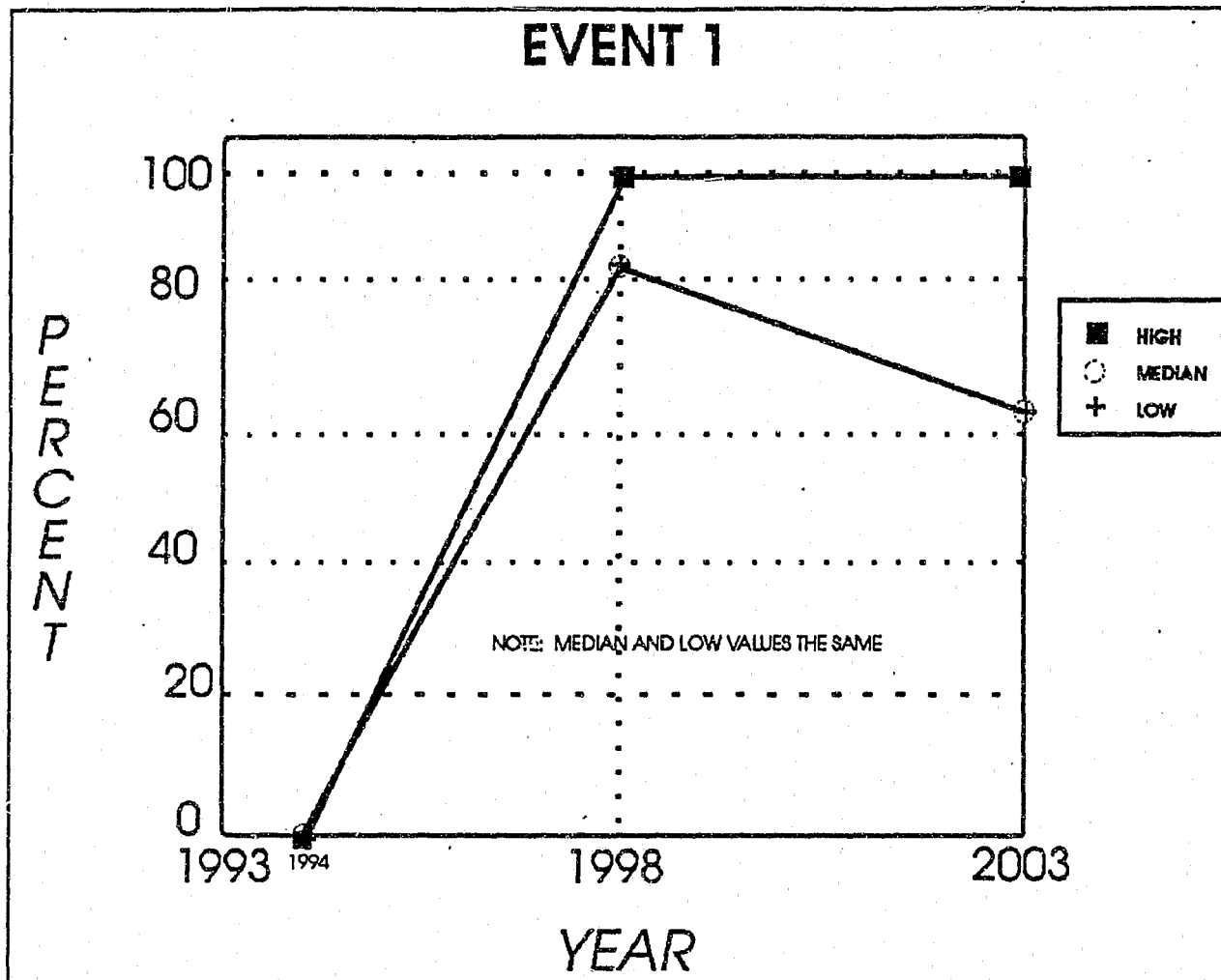
The NGT process was used for selecting and rank organizing the events, and the Delphi process was used to forecast the future of the events. The same members were used as in forecasting the trends. The following Event table indicates the top 10 prioritized events identified by the NGT panel. The first score given indicates the years until the probability first exceeds zero. The panel forecasted each event by the probability of occurrence (0 to 100%) for the first 5 and 10 years. The final scores indicate the positive and negative impact of the research issue.

EVENT EVALUATION FORM

EVENT'S STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five yrs From Now (0 - 100)	Ten Yrs From Now (0 - 100)	Positive (0 - 10)	Negative (0 - 10)
EVENT 1	0	100	100	0	9.5
EVENT 2	0	100	100	.13	8.9
EVENT 3	0	95	95	.25	8.4
EVENT 4	0	90	75	1.8	8.3
EVENT 5	0	100	92	.63	7.3
EVENT 6	0	100	100	3.9	6
EVENT 7	0	87	75	.63	8.3
EVENT 8	0	94	90	.88	9.5
EVENT 9	0	75	50	.13	7.9
EVENT 10	0	67	50	1.13	7.5

EVENT LEGEND

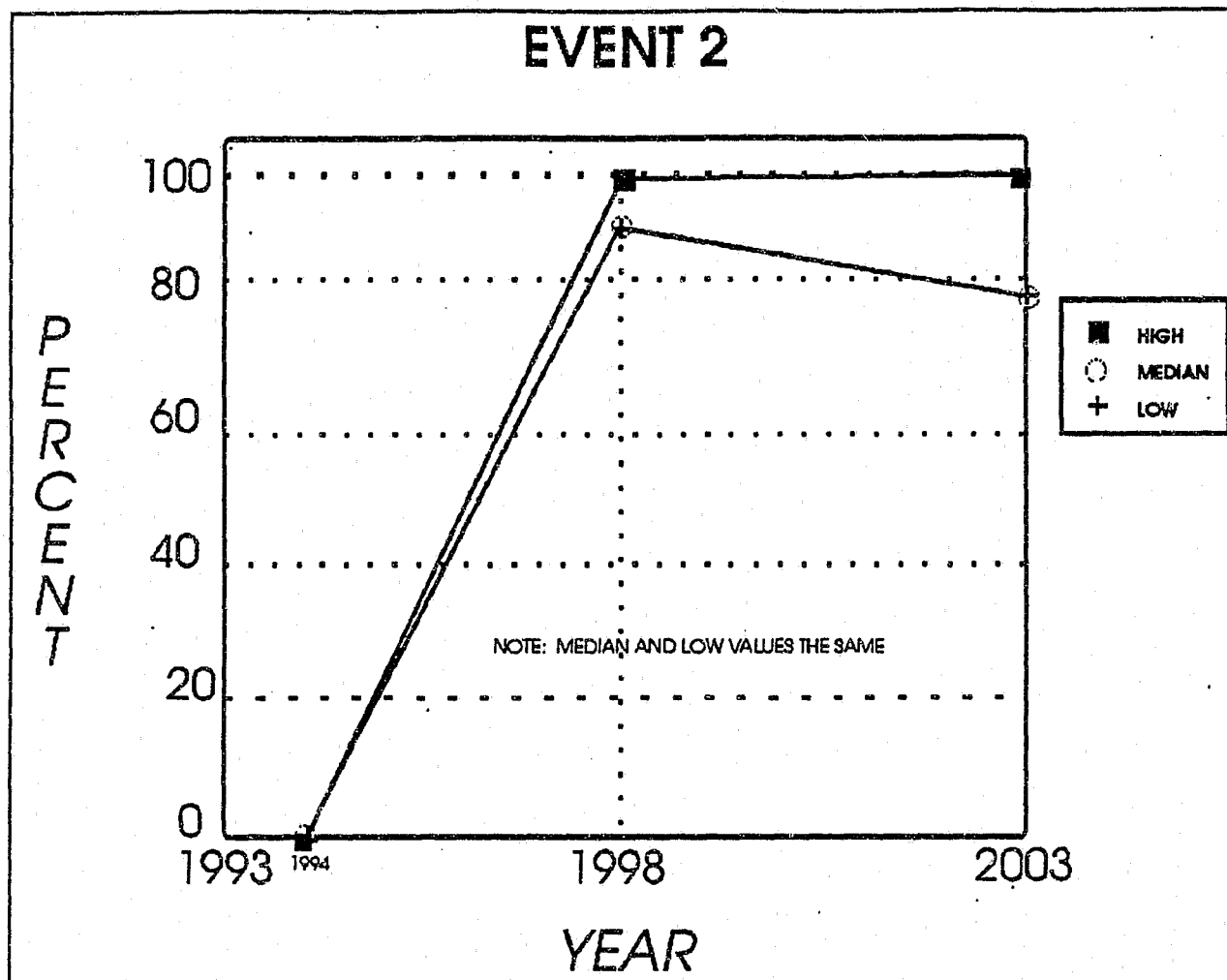
- EVENT 1 - Major Armed Confrontation with the Aryan Brotherhood in rural California Area
- EVENT 2 - National Rifle Association gets legislation passed allowing possession of Automatic Weapons in the home
- EVENT 3 - Board of Education cancels high school Ethics class
- EVENT 4 - Governor cuts School budget by 30 million
- EVENT 5 - TV Show portrays Assassin of popular Race Leader as a Role Model
- EVENT 6 - City expands Day Care hours to 7 Days per week per employee
- EVENT 7 - Board of Education Discontinues High School Sports
- EVENT 8 - Cultivation of Marijuana for Private Use is Legalized
- EVENT 9 - Period of Unemployment Insurance Extended to 39 Weeks
- EVENT10 - President Grants Immigration Status to 200,000 South & Central American Refugees



Event 1. MAJOR ARMED CONFRONTATION WITH THE ARYAN BROTHERHOOD IN RURAL CALIFORNIA AREA

There would be a steady increase in the first 5 years, 1993 to 1998. A 16% difference was expected between the High/Median (High and Median lines ran the same course) compared to the Low. This difference was due to the growing numbers of people interested in the Aryan Brotherhood philosophy this was a very possible occurrence, especially in rural California. Easy accessibility of weapons, limited law enforcement resources, adverse feelings due to limited jobs being taken by influx of people of color into California, all contribute to this event.

By the year 2003 this changed to a difference of 35%, a 19% increase. It was felt this occurred due to the public's awareness of "too" easy access to weapons and public's intolerance to violence, especially among the youth.

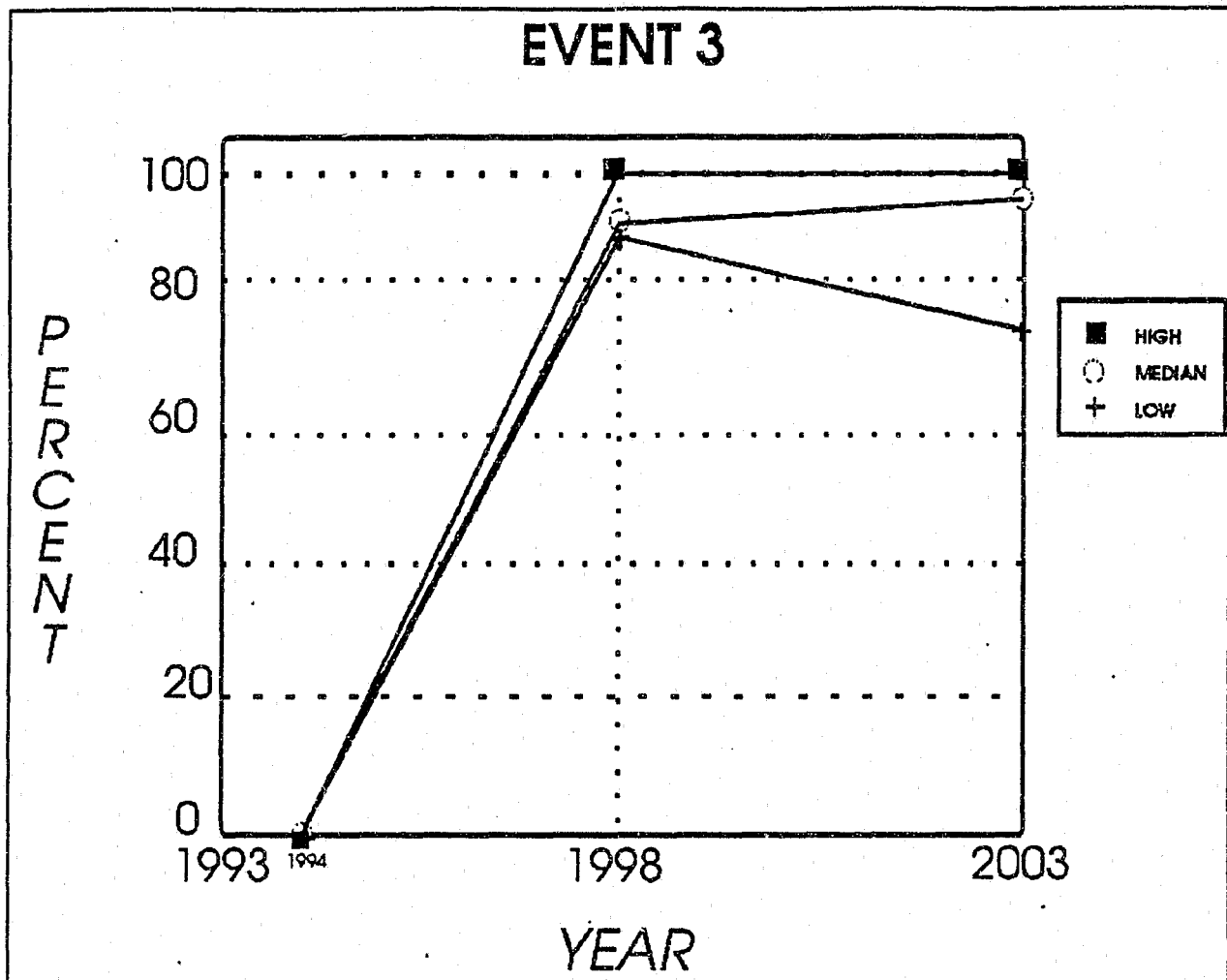


Event 2: NATIONAL RIFLE ASSOCIATION GETS LEGISLATION PASSED ALLOWING POSSESSION OF AUTOMATIC WEAPONS IN THE HOME

The group implied this event was very possible due to the influence of the NRA, feelings that law enforcement cannot protect the citizens from criminals, rise in violence, diminishing respect for police, easier access to legal/illegal weapons, and gang activity.

As the chart indicates there was a steady increase in the first 5 years, 1998. This was due to the public's tolerance of weapons being used for "self defense" matters. The difference between the High and Median (Again, the High and Median lines ran the same course) compared to the Low was 10% by 1998.

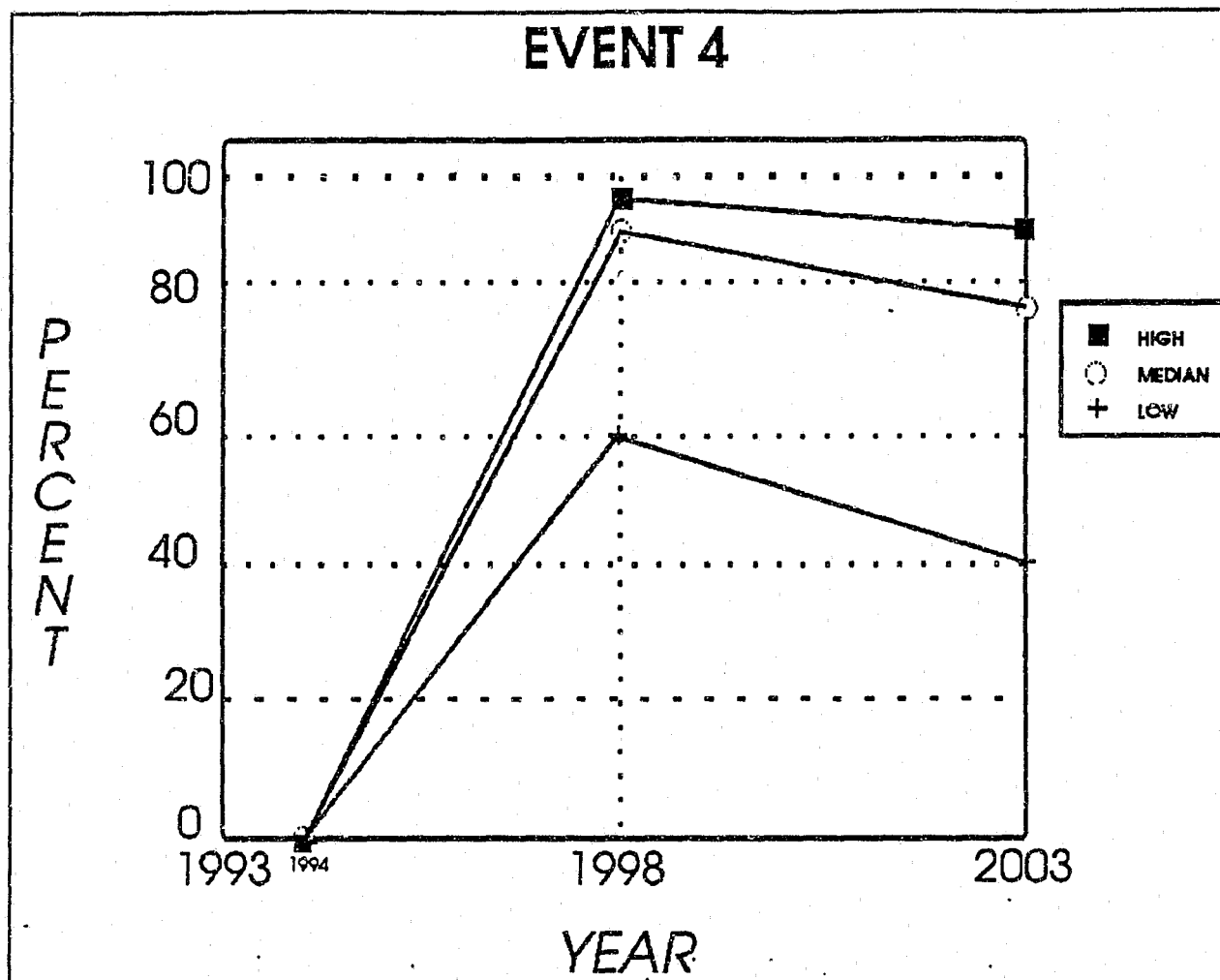
The High and Median continued at 100% due to the public still in the same mind frame of "weapons used for self defense" and the easy access to weapons. The difference between the High and Median lines compared to the Low line grew to 22% by 2003. The increase of 12% was due to a minority of the population becoming more concerned and questioning the need for this type of legislation.



Event 3: BOARD OF EDUCATION CANCELS HIGH SCHOOL ETHICS CLASS

This occurred due to the States budget problems. In the first 5 years there was a steady climb. By 1998, the first 5 year interval, the High peaked at 100% and remained constant to 2003. The Median line reached 90%. There was a difference of 5% between the Median and Low lines. This was caused by a lower priority to the importance of this ethics and the reluctance to discuss this topic in class. The majority of the public accepted this cut.

By 2003 there was a 23% difference between the High and Low lines. The Median drew closer to the High, by 2%. Some felt this is due to the abuse of ethics in government, politically, educationally and in law enforcement. Teaching and learning to do what is "right" has been an age old problem not just for youth, but for institutions as well. Ethics plays a significant role in everybody's decision making process, and ultimately in everyday life. The group said government's poor history of role model would continue for some time and re-enforce a low confidence level of the public.

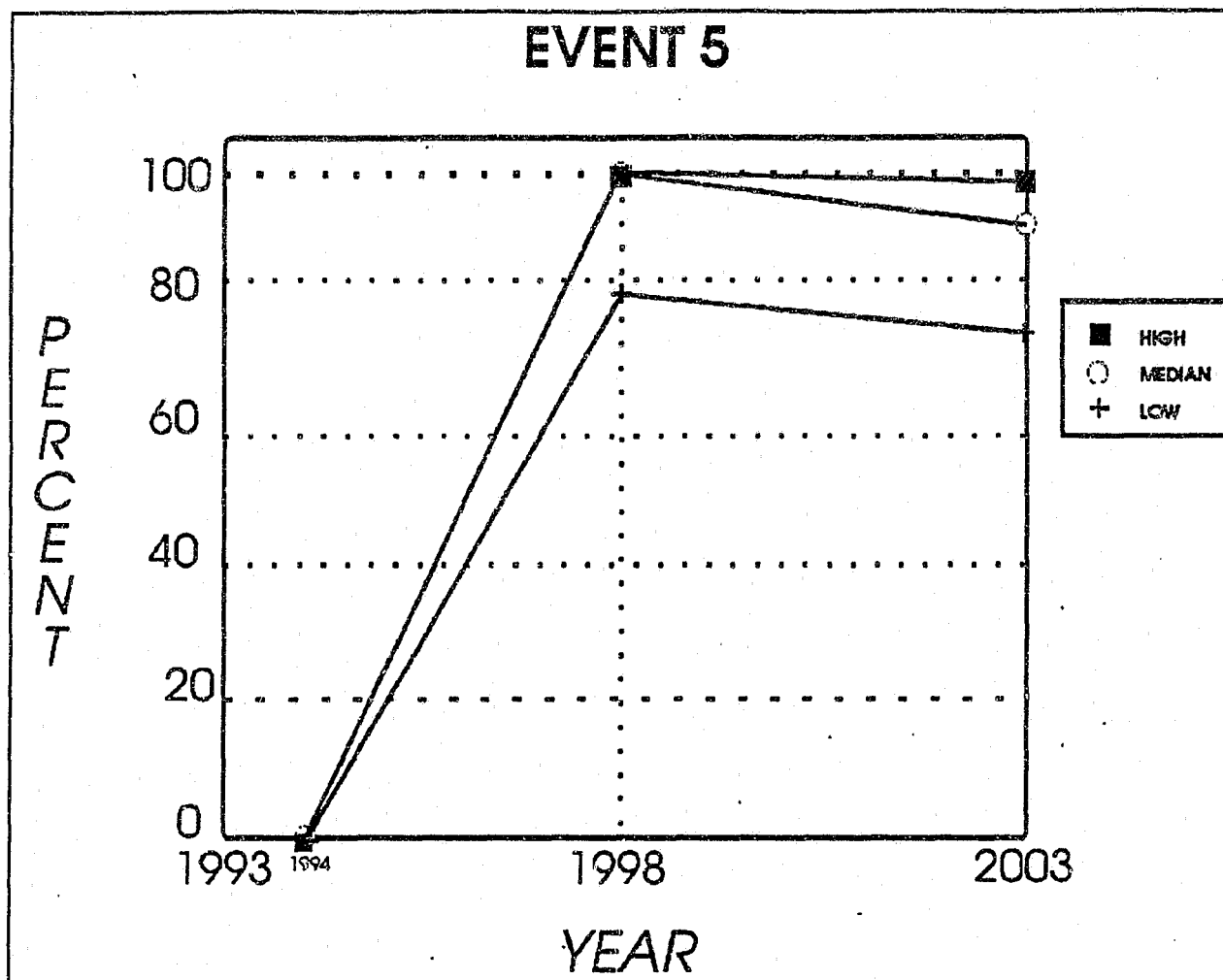


Event 4: GOVERNOR CUTS SCHOOL BUDGET BY \$30 BILLION

This will have a major impact on education. Elimination of funds of this magnitude in the educational system will seriously jeopardize the ability to adequately teach. The fear is there will not be an adequate number of teachers available in the profession due to frustration in salary and teaching aides (e.g., classroom computers, educational field trips, hot lunches, etc).

This is not just confined to salary. It also goes into the fear of bodily injury to teachers by violent and dissatisfied students. One solution is more on campus security, but this requires additional funds. The impact will definitely be felt in 5-10 years, at the cost of one generation of youth.

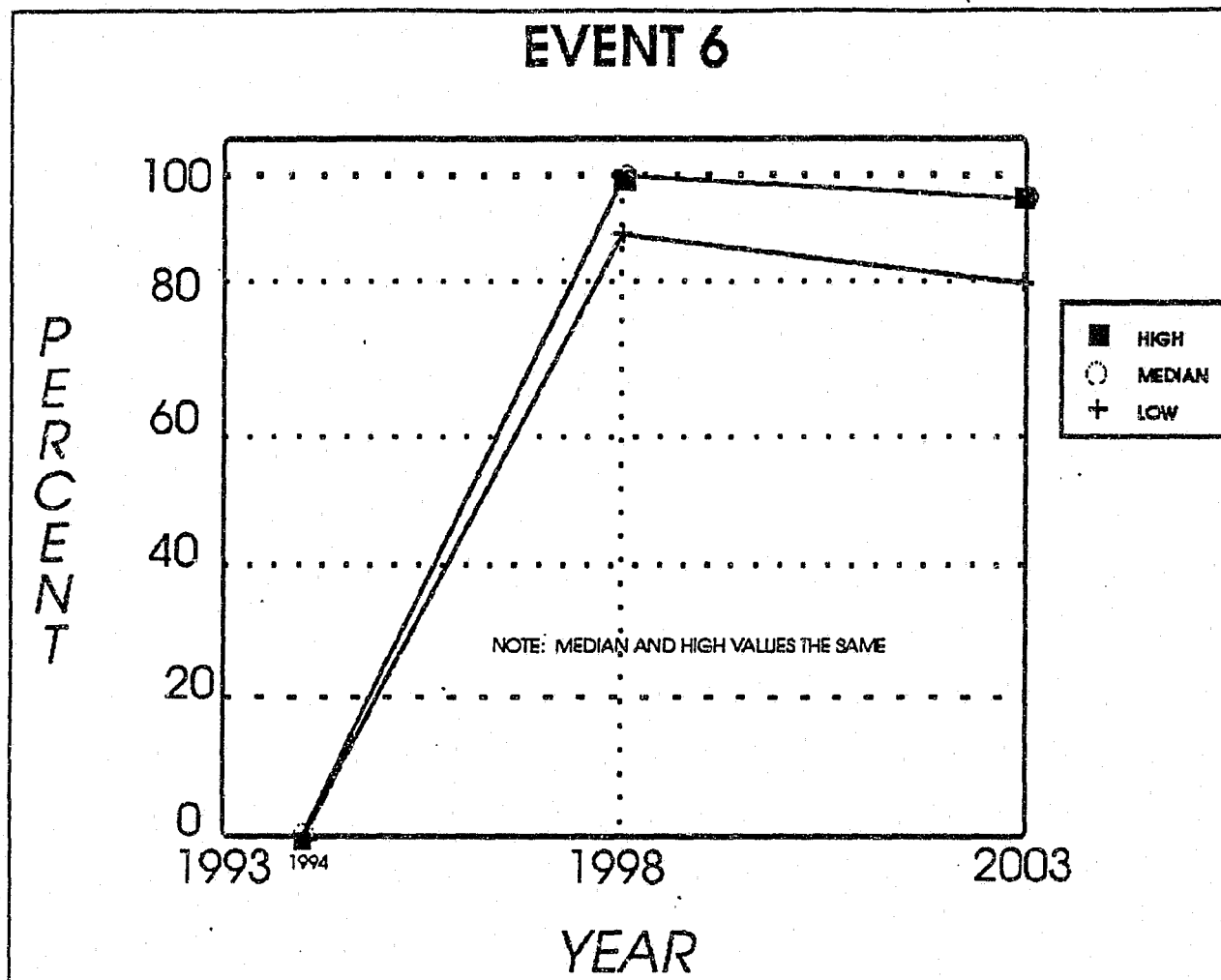
As the chart indicates, there is a steady increase for the first 5 years, 1998, due to difficult budget times continuing. It reaches a High of 98% with the Median line not far below at 90%, and the Low at 60%. This slowly declines by the year 2003, with the High at 95%, Median at 78%, and the Low at 40%, respectively. This decline is due to the public's slow realization cuts in this area are not acceptable and impact future generations.



Event 5: TV SHOW PORTRAYS ASSASSIN OF POPULAR RACIAL LEADER AS A ROLE MODEL

The influence of the film industry is extremely high, especially on youth, thus accounting for the steady increase during the first 5 years. Media's constant coverage of violent news is also a contributor. The High and Median lines run the same course near 100%. The Low also peaks at 5 years at 79%. All make slight 2-8% decreases by 2003.

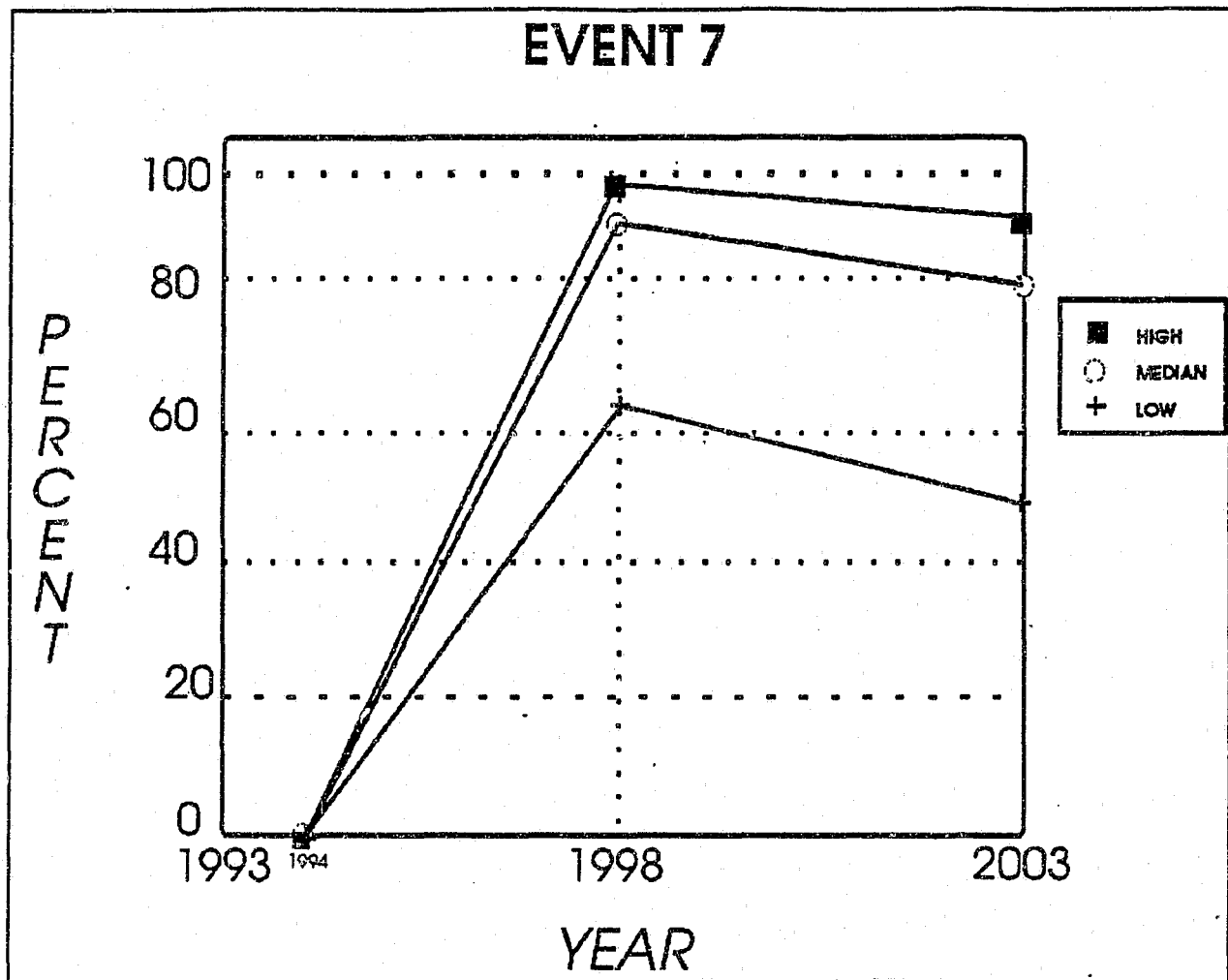
The film industry is mainly concerned with selling movies or air time. The action movies, with their extreme violence scenes, actors, and thin story lines, are big sellers. Often parents use the film industry as a "baby sitting" device without using any criteria to evaluate if the movie or program is appropriate for the child. Even the video games, a \$50 million annual income, get into it by making more violent games based on the assassin hero character



Event 6: THE CITY EXPANDS DAY CARE HOURS TO 7 DAYS PER WEEK FOR EMPLOYEES

The chart shows a steady increase in the first 5 years ultimately peaking out at a High and Median of 100% followed by a Low of 95%. Although this event could help employees concentrate on work and alleviate child care concerns, it removes the parent further from interaction with the child. The child learns the values of the day care employees, missing their own culture values and heredity.

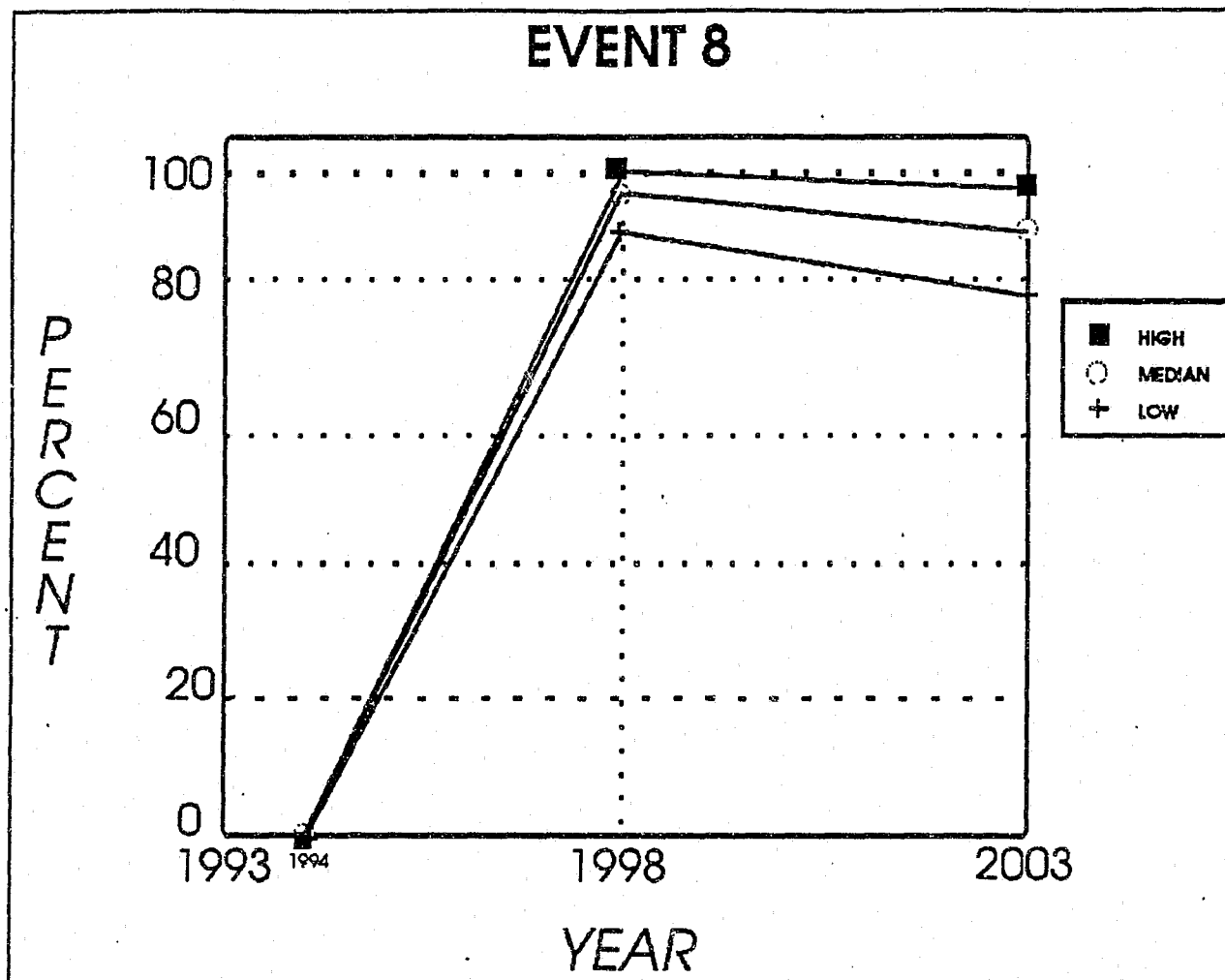
This makes a slow decline by the year 2003 with the High and Median at 97%, and the Low at 80%. The group felt this was due to the "convenience" for the worker and it enabling for the added income due to easy work access.



Event 7: BOARD OF EDUCATION PASSES LEGISLATURE DISCONTINUING HIGH SCHOOL SPORTS

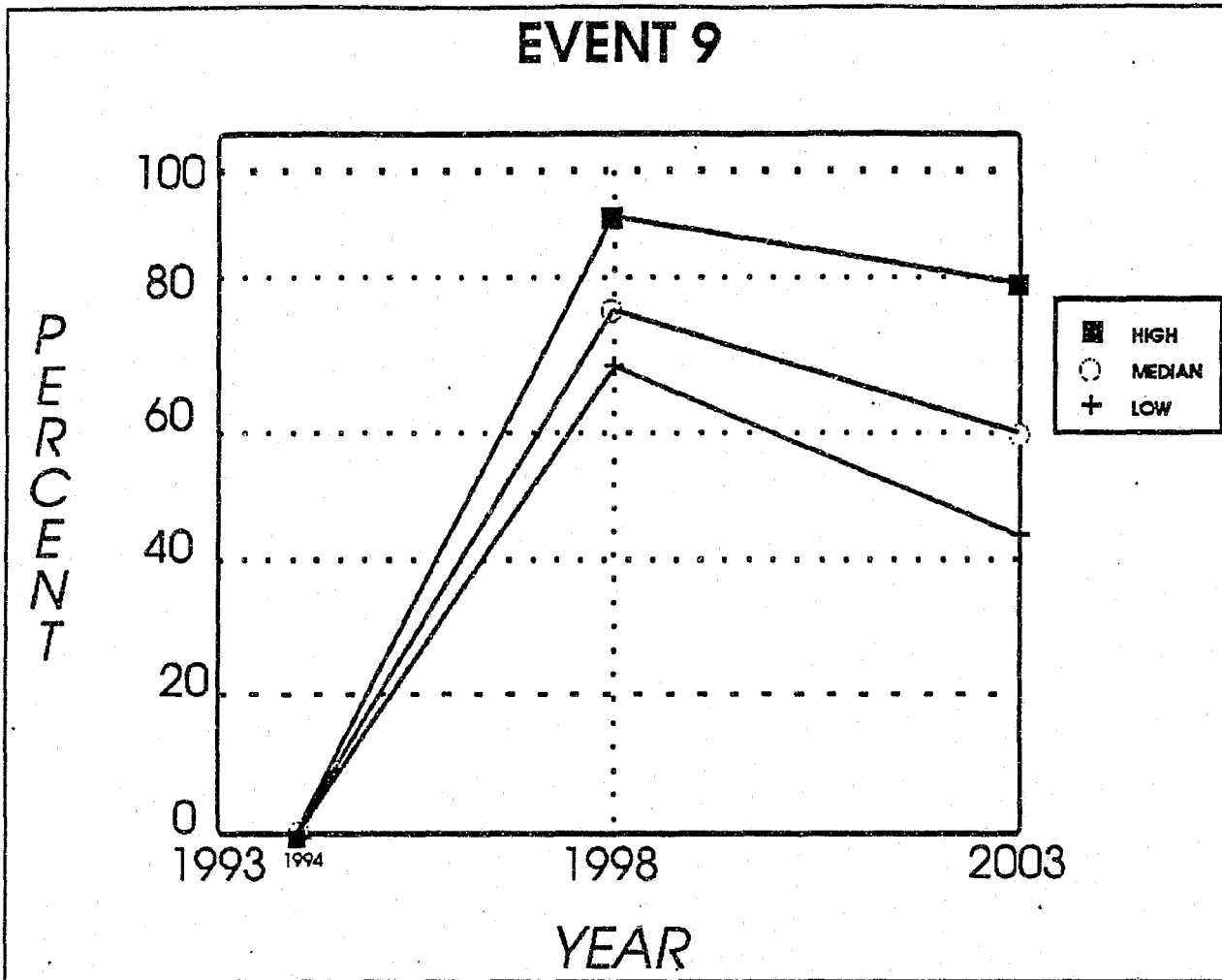
Budget problems would cause this to occur. The chart shows a steady increase in this occurring in the first 5 years with the High peaking at 100%, the Median at 90%, and the Low at 68%. The impact would cause a lack of exposure for the youth in working with others. Learning the value of discipline, to depend on others in critical situations, the strengths/weakness of other human beings and learning to work with them, and to deal with success and failure.

By year 2003 the High is still constant at 100%, with the Median declining to 78%, and the Low at 50%. Different cultures coupled with language barriers would make it difficult for the schools to regain enough participation to justify reproaching the Board of Education to reverse the original decision.



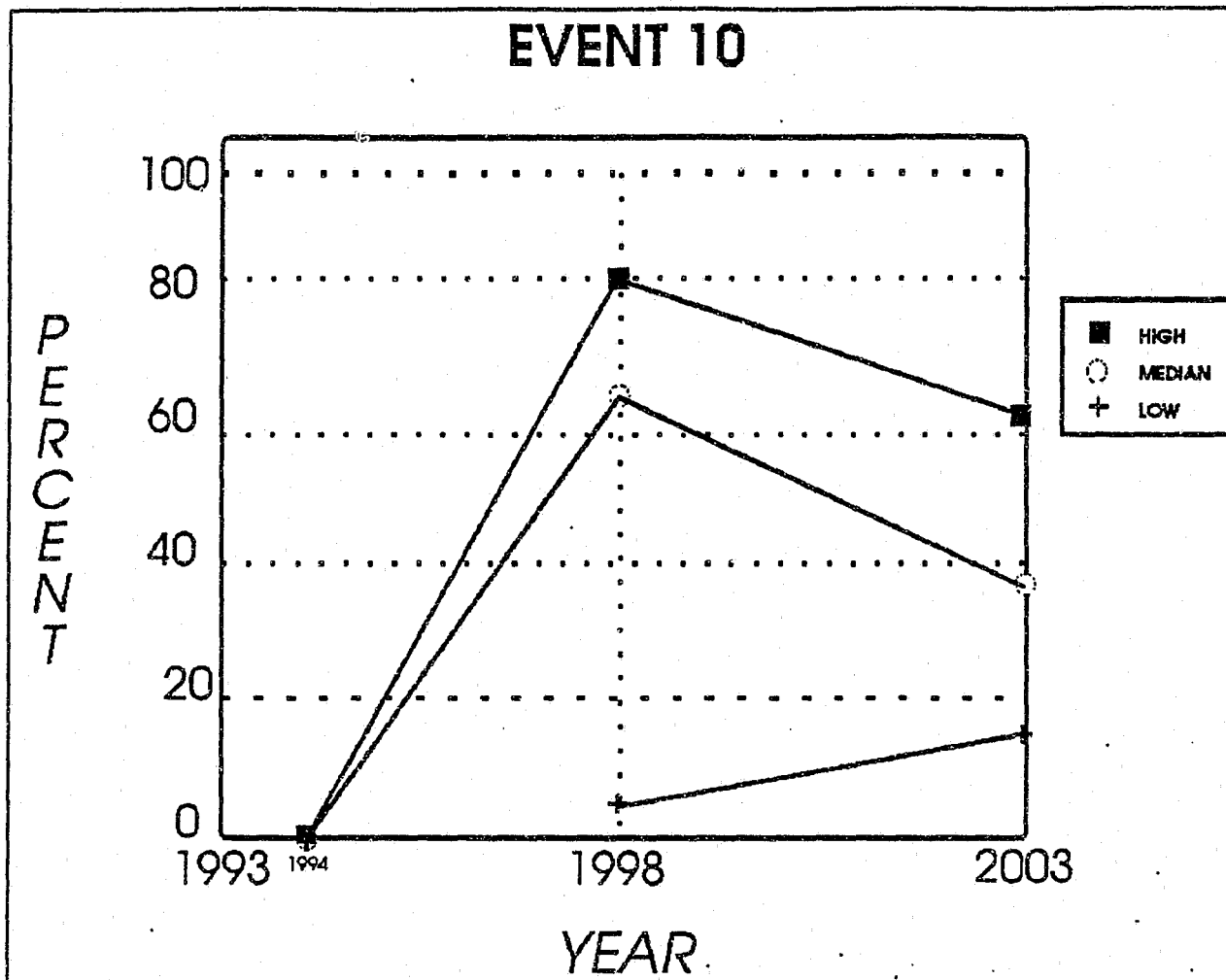
Event 8: CULTIVATION OF MARIJUANA FOR PRIVATE USE IS LEGALIZED

This event could put pressure on ethical decisions, increase drug abuse on the job and in the schools, and hinder detection methods. The chart shows a steady increase in the first 5 years with both the High and Median peaking out near 100%, with the Low reaching 90%. The concern of constant marijuana use with regard to birth defects will be felt, it was felt this would impact future government medical budgets. Due to public tolerance of this narcotic there is no significant decline in this at year 2003. This additional burden would appropriate funds directed for law enforcement. The only reason for the Low to be at 80% by 2003 was minority cultures begin to recognize the negative impact this drug is having on them.



Event 9: PERIOD OF UNEMPLOYMENT INSURANCE EXTENDED TO 39 WEEKS

This could motivate people to stay on unemployment, especially with the decline of available jobs. As the chart indicates there is a steady increase in the first 5 years with the High and Median peaking out at 90% and 75% respectively. The common perception of the group was that unemployment benefits were necessary and often used by lower income families and/or people unwilling to work. The perception "taking advantage of the system" surfaced. This furthers the distance of acceptance by the middle and some upper class population. The group felt the slight decline in the year 2003 of all three categories was due to more people realizing the exploitation of this aid, plus better tracking by officials.



Event 10: PRESIDENT GRANTS IMMIGRATION TO 200,000 SOUTH AND CENTRAL AMERICAN REFUGEES

This could significantly impact the United States, and in particular California. The chart shows a steady increase in the first 5 years with the High peaking at 80% and the Median at 67%. The Low gets to 6% by the first 5 years. Increasing the immigrants and thus potential job applicants without increasing the job base would cause resentment among already unemployed and employed California residents. Budgets would be strained to meet new demands (educational, benefits, and legal system). By 2003 there is a decline with the High dropping to 62% and the Median to 38%. The Low rises slightly to 15%. These were due to a change in enforcement tactics as the impact was realized.

CROSS-IMPACT MATRICES

This process allows the researcher to forecast how the events and trends may impact each other. Events were compared to events (Event-to-Event Cross-Impact Matrix Chart) and events were compared to trends (Events-to-Trends Cross-Impact Matrix Chart). The researcher was assisted in this process by another member of law enforcement, Officer Dusty McCauley, who had also been a member of the NGT panel. This individual is currently working in the position of our Department's School Resource Officer and has daily interaction with the youth of this community.

The instructions used were to evaluate what impact each forecasted event would have on other events and trends if the forecast were to occur. After individually completing the Cross-Impact evaluation matrix, the researcher and the panel member discussed the scores and came to a consensus rating (See Event-to-Trend Cross-Impact Matrix chart).

EVENT-TO-TREND CROSS-IMPACT MATRIX

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	A
E1	30	30	-20	15	40	25	50	10	75	0	9
E2	25	5	-25	20	59	5	30	5	50	0	9
E3	-20	15	35	30	40	25	30	5	15	0	9
E4	5	-10	20	10	5	-20	5	15	5	65	10
E5	0	2	21	0	30	5	40	-4	50	0	7
E6	50	0	5	0	0	35	-5	-5	-7	0	6
E7	15	10	40	0	0	5	20	20	0	30	7
E8	5	0	30	5	10	10	2	0	25	5	8
E9	5	0	0	0	0	-5	0	0	0	0	2
E10	2	3	5	4	15	10	10	2	10	5	10
R	9	7	9	6	7	10	9	8	8	4	

A = ACTORS

R = REACTORS

EVENT TO TREND LEGEND

- E1 - ARYAN BROTHERHOOD HAS MAJOR ARMED STAND-OFF IN IDAHO
- E2 - NRA GETS LEGISLATION PASSED ALLOWING POSSESSION OF AUTOMATIC WEAPONS
- E3 - BOARD OF EDUCATION CANCELS HIGH SCHOOL ETHICS CLASS
- E4 - GOVERNOR CUTS SCHOOL BUDGET BY \$30 BILLION
- E5 - TV SHOW PORTRAYS ASSASSIN AS ROLE MODEL
- E6 - CITY EXPANDS DAY CARE HOURS TO 7 DAYS PER WEEK FOR EMPLOYEES
- E7 - BOARD OF ED. DISCONTINUING HIGH SCHOOL SPORTS
- E8 - CULTIVATION OF MARIJUANA FOR PRIVATE USE IS LEGALIZED
- E9 - PERIOD OF UNEMPLOYMENT INSURANCE EXTENDED TO 39 WEEKS
- E10 - PRESIDENT GRANTS IMMIGRATION TO 200,000 SOUTH & CENTRAL AMERICAN REFUGEES

- T1 - CHANGE (DECREASE) IN LEVEL OF PARENTING RESPONSIBILITIES
- T2 - CHANGE IN EMPHASIS ON TEACHING IN TRADITIONAL INSTITUTIONS
- T3 - CHANGE (DECREASE) TOWARD RESPECT OF AUTHORITY
- T4 - CHANGE (INCREASE) IN DYSFUNCTIONAL FAMILIES
- T5 - GLAMORIZING OF VIOLENCE IN THE MEDIA
- T6 - CHANGE IN PARENTAL INVOLVEMENT
- T7 - CHANGE IN LEVEL OF VIOLENCE BETWEEN RACES
- T8 - CHANGE IN LEVEL OF SENSE OF COMMUNITY
- T9 - CHANGE IN LEVEL USE OF WEAPONS
- T10 - CHANGE (DECREASE) IN AVAILABLE ALTERNATIVES

EVENT-TO-EVENT CROSS-IMPACT MATRIX

	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	A
E1	X	-50	-75	0	50	0	0	0	0	25	4
E2	80	X	25	0	25	0	0	75	0	30	5
E3	25	35	X	0	-50	0	-50	15	15	5	7
E4	0	5	75	X	45	0	80	20	10	10	7
E5	80	80	-50	0	X	0	0	0	0	-40	4
E6	0	0	0	0	0	X	0	0	0	0	0
E7	9	0	10	5	10	0	X	5	0	0	5
E8	50	50	25	50	0	0	5	X	0	5	6
E9	0	0	0	50	0	20	25	0	X	-10	4
E10	50	50	10	-10	-25	10	0	0	20	X	7
R	6	6	7	4	6	2	4	4	3	7	

A = ACTORS: R = REACTORS: ALL ABOVE NUMBERS ARE PERCENTAGES

EVENT LEGEND

- E1 - ARYAN BROTHERHOOD HAS MAJOR ARMED STAND-OFF IN IDAHO
- E2 - NRA GETS LEGISLATION PASSED ALLOWING POSS. OF AUTO. WEAPONS
- E3 - BOARD OF EDUCATION CANCELS HIGH SCHOOL ETHICS CLASS
- E4 - GOVERNOR CUTS SCHOOL BUDGET BY \$30 BILLION
- E5 - TV SHOW PORTRAYS ASSASSIN AS A ROLE MODEL
- E6 - CITY EXPANDS DAY CARE HOURS TO 7 DAYS PER WEEK FOR EMPLOYEES
- E7 - BOARD OF ED. DISCONTINUING HIGH SCHOOL SPORTS
- E8 - CULTIVATION OF MARIJUANA FOR PRIVATE USE IS LEGALIZED
- E9 - PERIOD OF UNEMPLOYMENT INSURANCE EXTENDED TO 39 WEEKS
- E10 - PRESIDENT GRANTS IMMIGRATION TO 200,000 SOUTH & CENTRAL AMERICAN REFUGEES

Some of the more significant event to event consensus scores in the matrix are of interest. For example, if the NRA were to successfully lobby for legislation allowing the legal possession of automatic weapons in the home, it could provide immediate access to high powered automatic weapons by a violent member of society and make possible an armed confrontation with groups such as the Aryan Brotherhood. The familiarization of weapons among youth could increase and result in more incidents of violence.

Another significant impact involving the legalization and possession of automatic weapons in the home could also cultivate the legalization of marijuana for private use. Immediate access to automatic weapons would escalate the self-defense of property argument in drug related crimes.

If the Board of Education were to cancel ethics classes, it would have a dramatic impact on matters involving decisions of "right" and "wrong" and would be negative. A proposed example would be television portraying the assassin of a popular racial leader as a role model. This type of a show would allow the viewer to decide if the presented theme was right. Without direction into ethics, the viewer would probably embrace what was more exciting rather than what was "right."

The governor cutting the school budget by \$30 billion would impact the availability of ethics classes and discontinue high school sports. Athletics are considered expendable due to their high cost, whereas ethics classes are a low priority in comparison to primary education. It seems little regard is placed on the benefits of sports and ethics classes and the detrimental effects that could occur should they be discontinued.

In the events impacting the trends matrix, the most significant consequence of automatic weapons being legalized would be the major increase in weapon use. Again, accessibility and familiarization played a major factor. Both the increase of violent crimes and the belief law enforcement is failing to protect citizens will support the erroneous idea the ownership of an automatic weapon provides self-protection.

Another significant event impacting trends was the city's efforts to expand day care to 7 days. This would contribute to less carrying out of parenting responsibilities and involvement. Values would not be passed on from parent to child, especially as it pertains to heredity and culture.

Community on which the Scenarios are Based

The City of Davis, California has been selected as the site of the three scenarios. Davis is a small community in rural Yolo county with a population of 50,000 and is 10 miles west of California's capital, Sacramento. The University of California at Davis lies within the city limits and strongly influences the city.

On the one hand, the community is open to new ideas in it has declared a nuclear freeze, which means no nuclear equipment may enter the city of Davis. This means no nuclear research may take place there and no train, bus or truck carrying such material may enter the city limits. They also declared themselves the sister city of Russian city.

On the other hand, the community is also very conservative. They want a curfew as a means of dealing with adolescents. The community wants to retain the small-town atmosphere that has traditionally been Davis', and have introduced a "no growth" policy within the city limits. In addition, there is a very strict no-smoking police that includes the out-of-doors in any place that is within 20 feet of an open window or door.

Three scenarios will be discussed. The first scenario is the "most likely" future and was based on the forecasts developed by the NGT and Delphi panel. A computer program was used to create two additional alternative hypothetical scenarios based on the originally developed 10 trends and events. The below data was entered to provide the tables to develop the alternative futures:

Event-To-Event Cross-Matrix results

Event-To-Trend Cross-Matrix results

Cumulative Event Probability for 10 Events

Median Forecast of 10 Trends

The data from all of the Events impacted all of the Trends to some degree. Event 1 impacted all of the Trends with the exception of Trend #10. Events 2 and 3 impacted 9 trends, but failed to impact Trend #10. Events 4 and 10 impacted all the Trends. Events 5 and 7 impacted 7 Trends. Event 8 impacted 8 Trends, it had no impact on Trends 2 and 8. Event 9 had the least of impact on the Trends, it only impacted Trends #1 and #6.

SCENARIO #1

"Most Likely Scenario"

DAVIS INDEPENDENT

"News of the Campus, the City and the World"

December 31, 2003

POLICE DEPARTMENT FAILING LOCAL STUDENTS

This paper views with unalloyed alarm the conditions developing in our city schools, and we would inquire exactly what, if anything, the Davis Police Department is doing about it.

We used to think that violence in the schools was only to be found in big cities like New York, Chicago and Los Angeles. We find, to our surprise and dismay, that these problems are now right on our doorstep. Readers must remember that the standoff between the Aryan Brotherhood and local authorities occurred in the Berryessa Foothills, barely ten miles away, an area in which many of our high school students live. The action of the National Rifle Association in jamming through legislation permitting the ownership of automatic weapons in the home has added to the threat, along with the recent television report of the killing, on camera, of the black leader, the Rev. Dr. Desmond Jolly. It was reported that 4 youths allegedly shot a fellow student over a classroom dispute. We can't forget the young junior high school student that was pushed on to the path of a train and died from the impact, the suspects were classmates. This pattern of increased violence in our schools is of serious concern to this newspaper. It does not appear to us that the Police Department is fulfilling its obligation to the citizens of Davis.

In part, we recognize that part of this problem is a reflection of conditions generally in the United States. There has been an increase in dysfunctional families in our city as elsewhere. The causes of this condition appear to arise from a lack of positive parenting role models, sexual abuse and neglect in the home, and early teenage marriages. The fact that we are faced with adolescents themselves having children before they are able to effectively parent virtually guarantees that this vicious circle will complete itself in the next generation.

Parents have disassociated themselves consciously or unconsciously from parenting responsibilities and involvement. Many have grown accustomed to a high standard of living, but in order to maintain this accustomed lifestyle, certain sacrifices had to be made. Long hours at work, dual careers, attending extra vocational schools and maintaining memberships in the proper "politically correct" associations reduced the amount of time needed to deal with important family issues (discipline, education, religion, decisions and guidance, establishing clear expectations, etc.).

Teaching has strayed from the traditional ways we knew. True, there has been an emphasis on basic education (reading, writing, and mathematics), however, teachers have concentrated their efforts on the higher achievers and did not meet the needs of the average students. They failed to recognize that the latter students were the potential middle class population of this city, and, in not identifying their achievement and behavior problems early on, they unwittingly allowed them to become delinquents.

There has been a substantial increase in the use of weapons. All students know that weapons are present in the city's schools now, and many of those who carry handguns believe they are necessary for self defense. The National Rifle Association was successful in getting legislation passed to allow possession of automatic weapons in the home. The theme used was "self defense" and "the right to bear arms." This was backed by a public who were tired of being victimized by youth and adult gangs, random acts of youthful violence, and anybody else who had a notion to make them a victim.

An armed confrontation between the Aryan Brotherhood and law enforcement officials in the Berryessa Foothills contributed to a combination of increase in violent acts and use of weapons. In that particular incident, law enforcement officials sparked a confrontation by attempting to confiscate personal weapons used in racially motivated crimes against a Hispanic family. During the investigation it became known that a number of Davis High School students were involved. The end result was a small scale three day armed confrontation. Sixteen people lost their lives, and the property loss to the area was in the millions.

A clear example of the depths to which we have fallen is the recent example of 12-year-old Lee Rossman who was pushed in front of a Southern Pacific train by three of his junior high classmates because they "didn't like him." It is clear that Davis has gone the way of New York, Chicago and Los Angeles. Something must be done.

The shortage of ethics training in the schools has contributed to the increase in violence. Teachers do not teach individual or cultural differences and how to appropriately deal with them. Thus, making the right ethical decisions were not always modeled and were more often substituted by conformity to the peer group, as with the recent situation in which student computer hackers broke into the school grading system and altered grades. No student came forward to break the "code of silence." Thus, standards provided to other students were subsequently derived from the unethical behavior of members of the student body.

But the media has to accept some responsibility for its contribution to youth violence. There is a proposed TV movie being filmed based on the early childhood of the assassin who murdered Dr. Jolly. The movie attempts to justify the early childhood misdirection taken by the assassin and leads the viewers right up to the assassination incident. It is to be aired on prime time.

We understand that there has been of late considerable friction between the Davis Police Department and local school officials. In response to complaints from parents, members of the Department have attempted to enter school grounds and found their welcome far from warm. It is clear from this that there is substantial lack of understanding between the Department and

the members of the school administration in terms of the appropriate role of law enforcement on school precincts. We hold the Department responsible for this impasse. We believe, the Department should have spearheaded attempts to prevent violence from spreading from the larger cities around us into Davis and into our schools.

Something must be done about this. We cannot allow our schools to become battlegrounds.

SCENARIO #2

Iteration #4 was used for the basis for Scenario 2, a hypothetical scenario. It had the most Events (#s 1, 6, 7, & 10 in year 2; #2 in year 3, #s 4 & 8 in year 4, #5 in year 5, and #3 in year 6) consistently within the first 6 years (See Appendix E).

Hypothetical - Iteration # 4

DAVIS INDEPENDENT

"News of the Campus, the City and the World"

December 31, 2003

A RAY OF HOPE IN OUR SCHOOLS

A YOUTHFUL "FIRESIDE CHAT"

This paper has in the past viewed with alarm the conditions developing in our city schools, and we are happy to report that a pilot program that has the potential to allay our fears. It seems that the Davis Police Department may have found the key to the developing problem of violence in our schools.

We used to think violence in the schools was only to be found in big cities like New York, Chicago and Los Angeles. We find, to our surprise and dismay, these problems are now right on our doorstep. Readers must remember the standoff between the Aryan Brotherhood and local authorities occurred in the Berryessa Foothills, barely ten miles away, an area in which many of

our high school students live. The action of the National Rifle Association in jamming through legislation permitting the ownership of automatic weapons in the home has added to the threat, along with the recent television report of the killing, on camera, of the black leader, the Rev. Dr. Desmond Jolly. This pattern of increased violence in our schools is of serious concern to this newspaper. It does not appear to us the Police Department is fulfilling its obligation to the citizens of Davis.

In part, we recognize part of this problem is a reflection of conditions generally in the United States. There has been an increase in dysfunctional families in our city as elsewhere. The causes of this condition appear to arise from a lack of positive parenting role models, abuse in the home, and early teenage marriages. The fact that we are faced with adolescents themselves either consciously or unconsciously having children before they are able to effectively parent virtually guarantees that this vicious circle will complete itself in the next generation.

Parents have disassociated themselves from parenting responsibilities and involvement. Many have grown accustomed to a high standard of living, but in order to maintain this accustomed lifestyle, certain sacrifices had to be made. Long hours at work, dual careers, attending extra vocational schools and maintaining memberships in the proper "politically correct" associations reduced the amount of time needed to deal with important family issues (discipline, education, religion, decisions and guidance, establishing clear expectations, etc.).

Teaching has strayed from the traditional ways as we knew them. True, there has been an emphasis on basic education (reading, writing, and mathematics); however, teachers have concentrated their efforts on the higher achievers and did not meet the needs of the average students. They failed to recognize that the latter students were the potential middle class population of this city, and, in not identifying their achievement and behavior problems early on, they unwittingly allowed them to become delinquents.

There has been a substantial increase in the use of weapons. All students know that weapons are present in the city's schools now, and many of those who carry handguns believe they are necessary for self defense. The National Rifle Association was successful in getting leg-

isolation passed to allow possession of automatic weapons in the home. The theme used was "self defense" and "the right to bear arms." This was backed by a public who were tired of being victimized by youth and adult gangs, random acts of youthful violence, and anybody else who had a notion to make them a victim.

An armed confrontation between the Aryan Brotherhood and law enforcement officials in the Berryessa Foothills contributed to a combination of increase in violent acts and use of weapons. In that particular incident, law enforcement officials sparked a confrontation by attempting to confiscate personal weapons used in racially motivated crimes against a Hispanic family. During the investigation it became known that a number of Davis High School students were involved. The end result was a small scale three day armed confrontation. Sixteen people lost their lives, and the property loss to the area was in the millions.

A clear example of the depths to which we have fallen is the recent example of 12-year-old Lee Rossman who was pushed in front of a Southern Pacific train by three of his junior high classmates because they "didn't like him." It is clear Davis has gone the way of New York, Chicago and Los Angeles. Something must be done.

The shortage of ethics training in the schools has contributed to the increase in violence. Teachers do not teach individual or cultural differences and how to appropriately deal with them. Thus, making the right ethical decisions were not always modeled and were more often substituted by conformity to the peer group, as with the recent situation in which student computer hackers broke into the school grading system and altered grades. No student came forward to break the "code of silence." Thus, standards provided to other students were subsequently derived from the unethical behavior of members of the student body.

The newspaper is happy to report that in all this turmoil, local citizens did not take undue advantage of the recent 39 week extension of the unemployment insurance. This was a major concern of critics of this extension. In fact many local businesses have seen a rise in qualified job applicants.

We understand the Davis Police Department has persuaded the Board of Education to permit them to introduce a pilot program into King High School that appears to show some promise. This, in our mind, represents two victories. To begin with, it is the first time that members of the department have been permitted to interact directly with students on campus, something that represents a new level of cooperation between the academic and law enforcement worlds.

Second, it enables those in law enforcement who have had direct contact with violence and its aftermath to share their knowledge and experience with those who have not yet attained their maturity.

The program as it is presently being carried out involves small-group meetings between Lt. Rodriguez of the Davis Police Department. At present, Lt. Rodriguez is discussing student concerns chiefly. It is his goal to investigate the feelings and attitudes of the one group that is seldom given a voice in the controversies over school violence, the youths themselves.

The next step for him to take will be to devise programs to meet their needs, programs that may end the threat of the spread of violence from the surrounding larger communities into the City of Davis.

SCENARIO #3

Hypothetical- Iteration #41

Iteration #41 had all 10 events occurring between year 2 and year 6. Events 5 through 8 occurred in year 2; followed by Events 2, 9 and 10 in year 3; Events 1 and 4 occurring in year 4, and finally in year 6 Event 3 occurred (See Appendix F).

DAVIS INDEPENDENT

"News of the Campus, the City and the World"

December 31, 2003

REVOLUTIONARY PROGRAM HAS THE POTENTIAL

TO END YOUTH VIOLENCE IN OUR SCHOOLS

This paper has in the past viewed with alarm the conditions developing in our city schools, and we are happy to report that a program has been introduced in the city school by the Davis Police Department that may well curb violence in our city's schools. Our hat is off to the Department for this revolutionary and proactive program.

We used to think violence in the schools was only to be found in big cities like New York, Chicago and Los Angeles. We find, to our surprise and dismay, these problems are now right on our doorstep. Readers must remember the 1996 standoff between the Aryan Brotherhood and local authorities occurred in the Berryessa Foothills, barely ten miles away, an area in which many of our high school students live. This was preceded by the National Rifle Association jamming through legislation permitting the ownership of automatic weapons in the home has added to the threat, along with the recent television report of the killing, on camera, of the black leader, the Rev. Dr. Desmond Jolly in 1996 and 1992 respectfully. This pattern of increased violence in our schools is of serious concern to this newspaper. It does not appear to us that the Police Department is fulfilling its obligation to the citizens of Davis.

In part, we recognize that part of this problem is a reflection of conditions generally in the United States. An trend increase in dysfunctional families was identified in our city as elsewhere. The causes of this condition appear to arise from a lack of positive parenting role models, abuse in the home, and early teenage marriages. The fact we are faced with adolescents themselves having children before they are able to effectively parent virtually guarantees this vicious circle will complete itself in the next generation.

Parents have disassociated themselves consciously or unconsciously from parenting responsibilities and involvement. Many have grown accustomed to a high standard of living, but in order to maintain this accustomed lifestyle, certain sacrifices had to be made. Long hours at work, dual careers, attending extra vocational schools and maintaining memberships in the proper "politically correct" associations reduced the amount of time needed to deal with important family issues (discipline, education, religion, decisions and guidance, establishing clear expectations, etc.).

Teaching has strayed from the traditional ways as we knew them. True, there has been an emphasis on basic education (reading, writing, and mathematics); however, teachers have concentrated their efforts on the higher achievers and did not meet the needs of the average students. They failed to recognize the latter students were the potential middle class population of this city, and, in not identifying their achievement and behavior problems early on, they unwittingly allowed them to become delinquents.

There has been a substantial increase in the use of weapons. All students know that weapons are present in the city's schools now, and many of those who carry handguns give the excuse they are necessary for self defense. The National Rifle Association was successful in getting legislation passed to allow possession of automatic weapons in the home. The theme used was "self defense" and "the right to bear arms." This was backed by a public who were tired of being victimized by youth and adult gangs, random acts of youthful violence, and anybody else who had a notion to make them a victim.

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A clear example of the depths to which we have fallen is the recent example of 12-year-old Lee Rossman who was pushed in front of a Southern Pacific train by three of his junior high classmates because they "didn't like him." It is clear Davis has gone the way of New York, Chicago and Los Angeles. Something must be done.

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We understand that the Davis Police Department has persuaded the Board of Education to permit them to introduce a program into King High School that may well put an end to the violence about which we have editorialized in the past. This program involves officers getting into the classrooms to discuss "violence" and its consequences and impact on society, victims, families, and youth. This topic has never before been tried in the classrooms, especially in the "frankness" as anticipated. This, in our mind, represents two victories. To begin with, it is the first time that members of the department have been permitted to interact directly with students on campus, something that represents a new level of cooperation between the academic and law enforcement worlds.

Second, it enables those in law enforcement who have had direct contact with violence and its aftermath to share their knowledge and experience with those who have not yet attained their maturity. This type of cooperation allows the police the opportunity for in-depth discussions about the long term consequences of random youth violence with students in a learning atmosphere. A thorough discussion as to the aspects of a violent act and those affected by this act (e.g., the victim's family and how their life style, both financially and personally, is impacted by the permanent injury if death is not a result, other youth in the community, etc.) is of great benefit.

We understand further that the police department has persuaded service clubs and other local organizations to join them in this cooperative effort so that more of the community than just the school system and the police department are involved. They have also arranged for community-based services such as youth programs and local family services to join in this team effort. This newspaper is proud to be a partner in this enterprise in that it has assigned a reporter to maintain contact with program managers and report on their progress.

We applaud the initiative shown by the Davis Police Department and wish them well in this community-based, proactive effort.

Policy Considerations

Policy development will be based on hypothetical scenario #3 to help create the desired future, namely the reduction of violence in the Davis school system. It will be the policy of the Davis Police Department to:

- * Develop a working relationship with the school system that will enable the department to intervene proactively
- * Develop working relationships with service clubs and other local organizations for the purpose of obtaining assistance, financial and otherwise, in the development of programs for youth.
- * Develop working relationships with family service and other similar agencies so that cooperative work can be done with respect to students found to be "at risk."

SECTION III

STRATEGIC PLAN

Situational Background

This section will focus on developing a strategy for the Davis Police Department to manage and bring about a desired future based on the hypothetical scenario (Scenario #3) in the futures study.

The Davis Police Department (DPD) is a medium size department serving a population of approximately 50,000 residents. The department has 70 employees, of which 53 sworn police officers. The chief is Phil Coleman, a progressive individual with 25 years of previous law enforcement experience with the Oakland Police Department. He is a promoter of police community involvement.

The component of this plan incorporate a macro and micro mission statement, situational analysis, organizational capability analysis, stakeholder identification and analysis, policy alternatives, selected strategy, implementation plan, and a budgetary consideration.

Macro-Mission Statement

The aim of the Davis Police Department is to provide service to all levels of the community, in an impartial and humanistic manner, establishing a friendly neighborhood relationship. The department encourages police and citizen involvement and interaction, especially in joint problem solving endeavors. To enhance this type of activity, the department fosters a positive work environment that encourages pride in professional accomplishments and developing the employee's potential.

Micro-Mission Statement

The micro-mission statement is to harness local community organizations such as schools, service clubs and law enforcement to a program designed to prevent the spread of random youth violence. These programs are specifically designed with the smaller towns in mind. All efforts are targeted towards junior high and senior high school students. Establishing open youth audience discussions of the consequences, both socially and personally, will be encouraged. Assisting parents to learn better methods of instilling appropriate values in their children and otherwise parenting them effectively will also be a tactic used.

SITUATIONAL ANALYSIS

In this research a WOTS-UP (Weakness, Opportunities, Threats, and Strengths) Analysis was used. This was divided into External Environment opportunities and threats, and Internal Organization Strengths and Weaknesses. For the purposes of this paper, the environment of the City of Davis and Yolo County will be used. Hypothetical scenario No. 3 (Iteration #41) will be used for the strategic plan and the transition management.

External Environment

Opportunities

The opportunities presented involve both the fact that the atmosphere is ripe for change and that there are a number of institutions that appear to be both willing and able to embark on an innovative program.

The current and future atmosphere is ripe for these types of objectives. Youth violence is beginning to surface in rural communities as well as urban. The futures study indicated a breakdown in family values not being adequately taught and educational institutions creating a "Question Authority" attitude among youth. There is a change in more community involvement and ownership. They are picking up where government has left off by trying to assume responsibility for the community. Positive feedback is needed and encouraged to promote this surge in community involvement, especially when youth are involved.

The local City Council is considered progressive. All the members are college educated and willing to take risks. This council is extremely responsive to community needs, almost to a fault. The council puts a high priority on youth and often disregards the financial cost. This responsive style can be harnessed to aid this plan. In addition, the local business community has demonstrated a strong willingness to become involved and help the youth.

The University of California at Davis (UCD) is located within the city. The influence of this university creates a natural emphasis on education and reduces the fear of experimentation in new techniques and methods. Davis is the "Berkeley" of Northern California. The community is always trying to demonstrate to the surrounding cities that creativity is not dead.

The resources available (e.g., student teachers, professors, specialists in child and adult behavior, research studies and projects, etc.) will be of great assistance.

The State Capital is located in nearby Sacramento. The proximity of the legislative body is extremely advantageous. Some of the political figures live in Davis or the surrounding areas. The potential political clout is seen as an "opportunity".

The local media is another facet of community involvement. It is usually good at covering not only the graphic violence of stories but the educational and youth related topics as well. One of DPD's stronger areas is its history of strong community support. This support is due to the department's service oriented philosophy, responsiveness to the citizens, and humanistic treatment of people.

An example was the peaceful manner the Department handled the protests held at the outbreak of the Persian Gulf War. When other state and municipal law enforcement agencies were criticized for their handling of these protests, DPD received a non-violence award from the Catholic Diocese of Sacramento. The nominator was a Davis Catholic nun.

Threats

The responsiveness of the City Council can also be a double-edged sword to the community. Their fear of special interest groups can frustrate progress and new risk taking ideas. This threat is devastating in uncertain economic times and can impact local business bringing conflict with the City Council.

The local school district can be a threat. This group is misleading to the public. A strong emphasis is placed on education, but the perception is that the emphasis goes to those youths destined for higher education. When problem youth are identified, the schools employ the traditional solutions of "suspension" and/or "expulsion" instead of trying to work with them.

The school district has also demonstrated a reluctance to take risks, especially if success is not totally guaranteed. The school district has shown a trend to isolate themselves from parents and not cooperate with other agencies.

City sponsored programs are offering "parenting classes". Attendance is voluntary with no accountability process. Unfortunately these programs tend to become bogged down in bureaucracy, and leadership is not very assertive. These programs fail to reach the parents of the "at-risk" youth.

One of the local major newspapers is somewhat uncooperative by refusing to cover juvenile alcohol parties, even when requested by concerned parents and organizations.

Overall City and State economic problems are forecast. This means a reduction in all departmental budgets and will create debate about favoritism by city departments toward police budget requests. So far, the police budget has not been greatly impacted. The author feels that the other city departments may protest apparent favoritism. This would threaten the atmosphere of cooperation now in existence between the various city department.

ORGANIZATIONAL CAPABILITY

The Davis Police Department (DPD) is comprised of 70 employees, 53 sworn officers and 18 support staff providing service for a city population of 50,000. The population demographics consists of senior citizens, upper to middle class and college age people, and a mixed racial composition of white, Asians, Hispanics, and blacks.

The strengths and weaknesses of the organization are analyzed to deal with the environmental threats and opportunities.

Strengths

The small size of the department allows for stricter and more consistent accountability. The department's history has demonstrated an unusually strong emphasis on employee accountability, the best within the city.

The Department's small size can be a strength, as it allows for tighter control in an officer's actions and training needs. When a community concern is identified, the Department can quickly implement modified training needs at a relatively low cost.

Other strengths are the Youth Services Division. This unit handles all youth crime and prevention within the Davis community. The unit is small in size and directly supervised by an administrator, thus creating a two-way information line between city and outside administrators. This method can keep those in command decision making positions better informed and increase community approval. An assertive role in youth oriented prevention programs has been implemented (e.g., interaction with local youth, and cooperation with the local schools), consequently, the unit enjoys strong support for its work with local youth and for its bilingual capabilities with the Hispanic community. The City Council and the entire community feel very positive about the work performed by the Youth Services Unit.

The department personnel are relatively young, with a median age of 32. Young individuals are normally more open to new, yet unproven, methods. This openness and creativity allows for better acceptability by the youth. On the other hand, this age median allows for adult maturity, empathy and understanding for the parental role as many of them are becoming parents themselves.

Community Resource Advisors (CRA) are employed by DPD. This unit is comprised of key citizens representing various sub-groups in the community: Afro-Americans, Hispanics, Asians, and the Gay & Lesbian communities. They offer valuable information about their specific groups and the mood of their communities on various topics. An example was the monitoring of the ugly juvenile community's mood after a local junior high school youth killed by three older high school youths.

The DPD enjoys a leadership role within the city. Often when an idea is embraced by the police department, it gains acceptance within other city departments.

Weaknesses

The Youth Services Division's small size creates difficulty dealing with the daily workload. Taking on new programs and ideas aggravates the problem. The added work load will cause fatigue and additional stress to this unit.

DPD is being effected by the tight financial times, both current and future. The small budget of the unit, having forecastable reductions, will only add to the weaknesses. The budget restrictions will impact new programs to some degree.

Young personnel have a disadvantage in lacking life experience. Just as young people are open to new methods and techniques, they can easily be lead by disenchanted personnel who don't agree with the direction of the plan. At times, either consciously or unconsciously, they can undermine a program's success.

Employee cultural diversity representation in the department needs to be improved. Given the influx of other than white middle class citizens, the department lacks role models that are appropriate for young people in many of the ethnic and cultural groups now represented in the department.

DPD's small size, 53 sworn personnel, will limit the amount of qualified personnel to choose from when seeking to fill critical positions (e.g., police classroom presenters, etc.).

Stakeholder Identification and Analysis

Stakeholders are those groups that may be impacted by this plan and have a vested interest to its implementation. Snaildarters are people or groups that can interrupt or stop the desired objective, and are normally identified after the major stakeholders are identified and upon additional reflection.

The stakeholder analysis was performed Capt. Walt Narr, Lt. Doug Sinclair, Sgt. William Concolino, Sgt. Colleen Turay and the Rev. John Pamperin. A total of 14 stakeholders and 2 potential snaildarters (school counselors and senior citizens) were identified in this plan. The following information will explain the role/assumption predicted of these groups. This information will be followed by an Assumption Map divided into quadrants; "Certain", "Very Important", "Uncertain", and "Unimportant".

1. School Administration Officials

a) This group would embrace this type of approach because they would find their job easier, and have fewer school problems, if more emphasis was given to the parental role. The school atmosphere would be more conducive for education purposes rather than having an enormous amount of time being spent performing the role of the parent. This would fall in the "Very Important" and "Uncertain" quadrants.

b) The school administration, however, could see this as a loss to their autonomy within the community. The school administration feels they need to have total control of the campuses with a "all knowing," ostrich-like attitude (e.g., denial of increase in youth violence until a youth was murdered). This type of attitude causes difficulties in the community and political arena, an arena the school district likes to avoid. They are reluctant to take criticism anticipated from parents who are in the state of denial. Also, the fear of having finances diverted from their budget is a concern. This plan could remove the district office from the informational circle between the schools, teachers and parents. This would fall in the "Certain" and "Very Important" quadrants.

This group has had some instances of unwillingness to deal with internal problems, inadequate teachers, teacher accountability, and poor community communication skills.

2. Parent Teachers Association (PTA)

a) The PTA could see a strong benefit in this plan by creating a better educational atmosphere. More direct interaction and involvement between parents and teachers would create a better networking system. This would fall into the "Uncertain" and "Important" quadrants.

b) Many members of the PTA realize that their parenting skills are inadequate for today's youth. Some deny there is a problem as this would point to their lack responsibility for problem youths. This would fall into the "Uncertain" and "Very Important" quadrants.

3. Teachers

a) If teachers would embrace this plan in a genuine effort to help the community, they would improve the poor communication between parents, teachers and students. Disruptive students would be dealt with more quickly in a cooperative effort involving parents. In the long run, they would deal with less problems. This would fall in the "Certain" and "Very Important" quadrants.

b) Initially, the plan would cause more work for the teachers. In some cases, teachers would have to have enough self confidence to admit failure in certain matters. The initial years would not show immediate success. This would fall into the "Very Important" and "Certain" quadrants.

4. School Board

a) The School Board is very success oriented. The Board is always looking to enhance their popularity. The financial savings in the long run would be a strong incentive, with these savings being diverted to other needed projects. This would fall into the "Uncertain" and "Very Important" quadrants.

b) The fear of taking "political heat" from parents in the denial stage would be a very strong assumption. On the whole, school boards and parents have traditionally taken the "ostrich" posture, and buried their heads in denial. Most meetings or programs on prevention techniques have come out of conflict situations. This would fall into the "Very Important" and "Certain" quadrants.

5. City Department Heads

a) Many department heads feel this effort would be an automatic success among the community, and that the attempt itself would be a success. This would fall into the "Certain" and "Unimportant" quadrants.

b) The question of political support and where this support would be coming from would be of interest to this group. A "no decision" philosophy has thus far been acceptable to the community. This would fall into the "Very Important" and "Certain" quadrants with respect to delay in decision-making.

6. City Council

a) It is necessary for the solution to be "politically correct" before they will fix a problem. This would fall into the "Uncertain" and "Very Important" quadrants.

b) Coordinating problem-solving with other agencies would be a strong consideration. Some council members feel the large price tag for this effort may be felt as politically incorrect and risky. This would fall into the "Very Important" and "Certain" quadrants.

7. Parents of "at-risk" youths

a) A better understanding of life's problems by both parents and at-risk youth would be a beneficial concern of this group. Getting to the root of the problem would be very beneficial. As with the PTA, this would give the parents a chance to resolve home and personal problems that impact both parent and child. This would fall into the "Unimportant" and "Certain" quadrants.

b) Denial is a big problem with this group. By admitting to the problem the group is also admitting responsibility for having contributed to the problem of their children. This falls into the "Certain" and "Very Important" quadrants.

8. "At-Risk" Youth

a) These youths will benefit by this plan as it will give them a better understanding of the parenting role. Parents generally mimic what they learned as kids about how to act as a parent, the same occurs with these "at-risk" youth. This will increase the chance of their being better parents. This falls into the "Important" and "Certain" quadrants.

b) A strong consideration would be how this plan would impact their freedom and accountability. This would fall into the "Certain" and "Very Important" quadrants.

9. Local religious Groups

a) These groups should support this type of plan as it encourages family-oriented lifestyles. Emphasis on the parental role has the potential to lead people back to some form of religious beliefs. This normally means increased attendance and more financial donations. This falls into the "Uncertain" and "Very Important" quadrants.

b) The potential for religion to take the position that this plan is treading on their turf could cause resistance to its successful implementation. This falls into the "Very Important" and "Certain" quadrants.

10. The Middle Class Community of Davis

a) The community's feeling is that this plan would reduce the amount of youth crime and create a safer community atmosphere. The community would support such an effort both financially and in philosophy. This would fall into the "Very Important" and "Uncertain" quadrants.

b) To win this group's support is essential to this plan. The historical "denial" in this community creates uncertainty. This falls into the "Uncertain" and "Very Important" quadrants.

11. The Local Juvenile Courts

a) This group would want to eliminate future workload in the profession. This would be due to more parental involvement and dealing with problem youths at early stages before the court system has to deal with the offenders. This falls into the "Uncertain" and "Very Important" quadrants.

b) Initially, an increase in the courts workload could be expected. A delay in dealing with some cases because of the intervention of parental involvement would cause some difficulty to

the courts. Unpopular court decisions (e.g., enforcing a prominent citizen to attend a parenting class) could have the potential to damage the courts politically. This would fall into the "Certain" and "Very Important" quadrants.

12. Juvenile Probation

a) A future work reduction could be anticipated. This reduction would free funds for other preventative programs. This would fall into the "Uncertain" and "Very Important" quadrants.

b) Unfortunately, the initial implementation of this plan would have little impact on the existing workload. This falls into the "Certain" and "Very Important" quadrants.

13. Local and State News Media

a) Initially, there would be considerable coverage of this plan by the media which would generate more revenue for their business. This falls into the "Very Important" and "Uncertain" quadrants.

b) After the initial sensationalism of this plan wears off, media coverage could lessen with time due to a lack of "news worthy events" and result in a decrease in revenue. This would fall into the "Very Important" and "Certain" quadrants.

14. The Davis Police Officers Association

a) This particular group is good at "risk taking" and would be very enthusiastic toward this approach. Implementation of the workload for such an idea would fall on this group, especially on the Youth Services Unit. It was forecast that this workload would be very heavy and time-consuming. Due to the coordination of all the stakeholders in this plan, diplomacy and negotiations would be a must. This would fall into the "Very Important" and "Uncertain" quadrants.

b) Initial employee acceptance, especially among patrol members would be difficult. Many young police officers see strict enforcement measures as the answer to police problems;

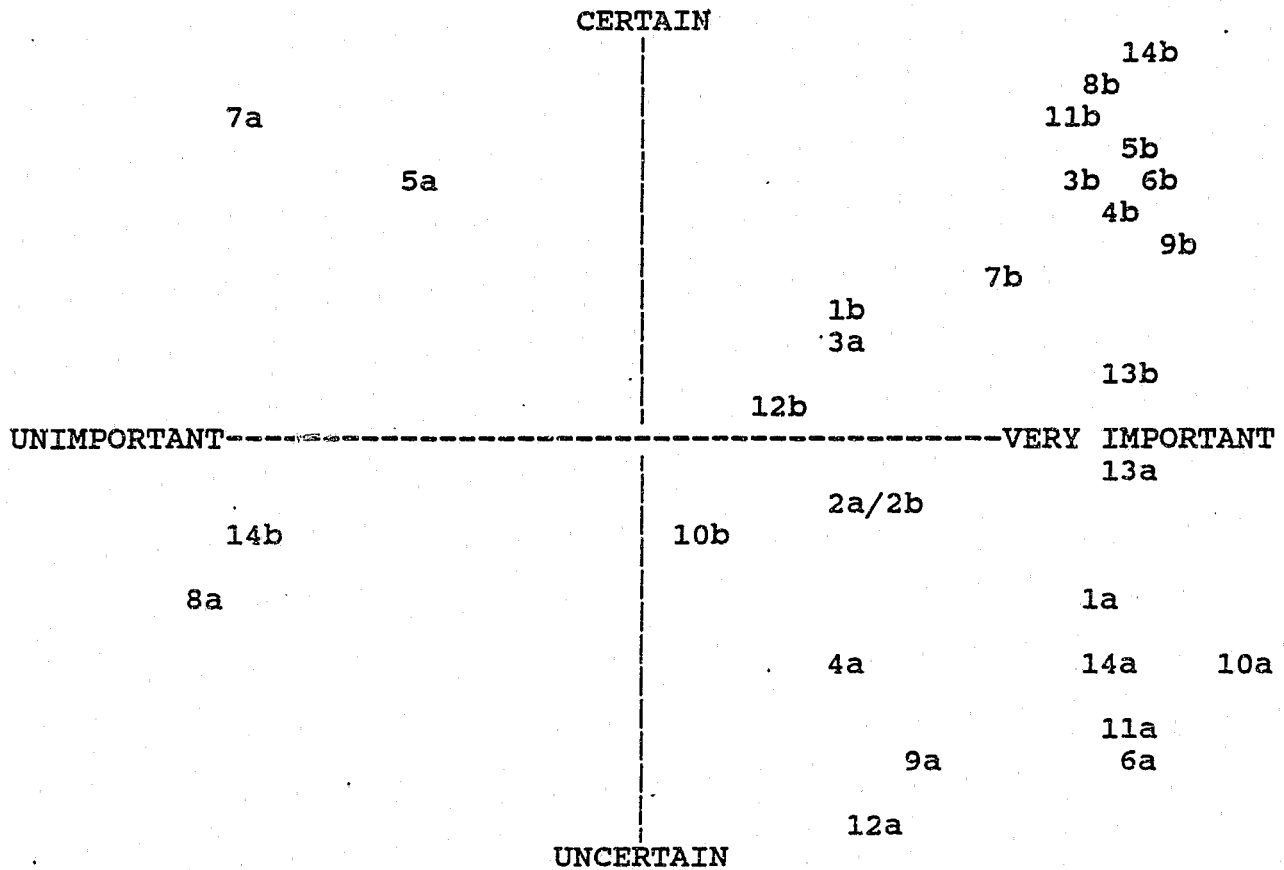
however, many others would view this effort as taking away duties they prefer. Some would want to be part of the solution, but not have sole responsibility for the solution. This would fall into the "Unimportant" and "Uncertain" quadrants.

Possible Snaildarters

The group felt that two groups, school counselors and senior citizens, were potential snaildarters. The school counselors may see counseling from an outside source, specifically the police department, as a threat to their job security. Over and above the normal distrust of police as being too rigid, the group felt that the program might be viewed by the counselors as a criticism of the way they do their job.

Senior citizens hold to older feelings and values they grew up using. It is not unusual for senior citizens to have a need for immediate correction and elimination of violent acts and people (e.g., incarceration of perpetrators). This program may be seen as a threat. They may fear that funds now budgeted for their needs may be diverted to youth, and thus reduce the budget available for "their community." Senior citizens can be a solid voting block with strong political influence.

ASSUMPTION MAPPING



STAKEHOLDER IDENTIFICATION

- | | |
|------------------------------------|---------------------------------|
| 1. School Administration Officials | 8. "At Risk" Youth |
| 2. Parent Teachers Ass. | 9. Religious Groups |
| 3. Teachers | 10. Davis Middle Class Citizens |
| 4. School Board | 11. Court System |
| 5. City Department Heads | 12. Juvenile Probation |
| 6. City Council | 13. Local & State Media |
| 7. Parents of "At-Risk" Youth | 14. Davis Police Officer Assn. |

Developing Alternative Strategies

The writer was assisted by five colleagues (Lt. Sinclair, Sgt. Turay, Sgt. Concolino, Officer McAuley), and one citizen, Rev. John Pamperin Stakeholders in developing alternative strategies. The group used the Modified Delphi process was used to develop three alternative strategies. The strategies were identified and selected by popularity, feasibility, and practicality. The following alternatives were selected for analysis and presented in order of preference:

Strategy No. 1

Developing a partnership between the local School District Administration, PTA, Police Department, City Council and Departments, and local businesses to target positive educational intervention.

Advantages

This partnership would develop policies, procedures, and programs targeting implementation of mandatory and voluntary ethics, values, and parenting classes for adults and students. The advantages would be having these groups work in unison, something that historically has not been achieved. There is an abundance of information and resources among these groups that is under-utilized. For instance, among the PTA group there could be professionals from the private sector in areas of child psychology and human behavior who would be willing to donate their expertise. The schools could provide the facilities as well as educational direction.

Schools naturally provide the proper setting, both physically and legally. Physically means the facilities and equipment exist for housing and supporting this type of program. At the preschool level, students would get subtle exposure to the proper role of parenting for future reference. These students would, at an early age, begin to have friendly, in-depth exposure to law enforcement officers and the decision-making process. This would be increased and intensified in the upper level grades. The current laws afford this type of structure. More basic school involvement is what the community desires.

The City Council contributes considerable political and financial support to this area. The Council members have constituents whom they could lobby in order to support this program. They have power over one of the largest local business or operations, the City, and can get this program off the ground with a future commitment. The media follows every decision made by this group, so the plan would get some free publicity.

City Departments have many resources within their ranks to assist in this area. Some of these resources are Parks and Recreation, the City Attorney, Financial advisors, Psychological advisors, City Mediation, and the Police Department.

The Police Department is one of the main contributors and leaders. The department has the ability for early identification of "at risk youths". The Department could also assume the role of the mediator. The School Resource Officer, working out of the Youth Services Unit, has daily contact with the youth and schools. His information is highly valued due to its direct sources -the youth.

The local businesses could offer their financial support and experience. Sponsoring and developing programs and seminars such as the one developed by McDonnell-Douglas and Clayton High School Corporation in St. Louis, Missouri to increase student understanding of values and ethics and their application to their chosen careers. Programs such as this would be extremely beneficial.

A cooperative approach as this improves the possibility for state and federal grant funds. Most grant applications require joint community efforts such as this.

Disadvantages

One of the leading disadvantages is the mistrust and denial among the school administration and parents. The school administration is very conservative when it comes to risk-taking. Success in the eyes of the School Board is of the utmost importance to the administration. A high priority is placed on the number of students graduating from the district, obtaining high SAT scores and continuing onto high level colleges.

Parents who have been successful with their own careers have long been in the denial stage. They feel that the raising of their children is the school's responsibility. They forget they set the initial foundation for growth in the first 5 years of their child's life. Thus, recognizing that a problem exists is admitting that they have performed poorly in their obligation. It also means devoting time to this problem, this may conflict with professional careers.

The Police Department's future budget constraints would certainly hinder their involvement. Some in the community would resent the involvement of the police, especially in this liberal community where it is felt the police have too much control and access to citizens private lives.

Most of the stakeholders would see this program as being very positive and would support it. The anticipated future benefits of less youth violence and more proper parental support and direction would be overwhelming for the stakeholders. Those that might oppose this plan could cause obstacles, but nothing that could not be overcome.

Strategy No. 2

Police and School District establishing cooperation with the media.

Advantages

This would mean the developing a good working relationship between these public enterprises. Negotiating a procedure to report violent youth crimes in a less sensationalized manner and to keep constant coverage of the overall plan in dealing with parental involvement from an educational perspective is critical.

The advantages in this alternative strategy would be to control the type of media coverage and the message sent to our youth. Taking a violent incident and reporting it renders it important, but to cover the history of what led to this unfortunate incident and the aftermath it left enables the audience to identify with the problem. This identification would help them understand mistakes and see warning signs that were made but not recognized. Friends of potential youth victims and suspects could take preventative action and help these youths.

The cooperation attained between the media, police and schools would be a goal rarely achieved. The open dialogue would be very beneficial. Cooperation with the media in assisting

the police to solve criminal cases could be a possibility. They would have the first "scoop" advantage.

Unlike large urban communities that are victims of anomie, this alternative is achievable due the small town atmosphere. Just the physical layout of the involved organizations contribute to the ease of communication, especially personal communication.

Local cable television stations could assist, especially the educational channels. Keeping the community informed of upcoming parental programs and classes would be a benefit. The bigger stations could help by airing short acted out messages during prime time.

Disadvantages

The obstacles preventing the success of this alternative strategy would be related to cooperation itself. The local history has occasionally pitted the media against the police department, normally the struggle revolves around the "freedom of speech" and right to know. The School District's denial and secretive attitude has frustrated a cooperative atmosphere within the media.

However, the media is not without fault, since they have used reporting methods that have been unfavorable to involved parties or concentrated coverage on dissention. Sensationalism sells newspapers, sales generate revenue, and that equates to profit. Profit is the goal of private business. The stakeholders would initially agree to this cooperation level, but as the future progresses, this level of expectation has the potential to diminish.

Strategy No. 3

The Police Department lobbying the County Juvenile Probation to deal with youthful offenders differently than they historically have done.

Advantages

Utilizing more active and consistent diversion programs, and mandating parental classes for the violator and parent would be the thrust of this alternative plan. The positive sides to this would be a "two pronged" approach involving these two law enforcement agencies.

In order to successfully implement this strategy the designated police representative should arrange a one on one meeting with the Juvenile Probation head administrator to explain the proposed strategy. An open mind towards input from the Probation administrator is a must at this meeting. All benefits (initial reduced case load, consistent and current juvenile street information, open communication lines between all involved organizations and juveniles, etc.) to the Probation Department should be highlighted in this meeting. This type of exploratory meeting should be used for each organization (Social Services, County juvenile psychologist, school teachers, etc.) that will contribute to this strategy. Brainstorming meeting should follow with first line supervisors and personnel of these organizations. It is recommended that informal juvenile leaders within the juvenile community should be included in the initial planning and implementation of this strategy.

The Police Department would make the arrest and deal with processing the youthful offender either in an internal diversion program, or externally by forwarding the matter to Probation. If an internal approach was used it would have the support of Probation. This would be particularly useful when dealing with defensive parents who are still in the denial stage.

The workload for Probation would be reduced as most cases would be handled at the Police Department level. This reduced workload would allow Probation to divert their resources to other programs. Part of this plan would involve mandatory attendance at discussion groups focused on violence and its consequences to the victim, the victim's family, the perpetrator and the perpetrator's family.

Reading requirements of youthful offenders, followed by mandatory book reports and verbal presentations, would be a new approach. This would require the offender to "think" about his/her act of violence. It would also allow officials to see if any learning deficiencies exist. Consideration to utilize University of California at Davis (UCD) students in this aspect could be a reality.

Disadvantages

The obstacles to embarking on this approach would center around State-imposed restrictions. These restrictions involve requirements that certain kinds of offenses may not, under the law, be handled by a police department. This approach would remove responsibility from the probation department, which might result in a loss of state funds to that department. For this reason, there might be a strong resistance to begin a program of this nature.

If this reduces Probation's workload, it could necessitate reviewing staffing levels. A review of this by county officials could possibly result in job positions being reduced or eliminated, especially during tight budget times.

The political side of this would surface, and the success of the program could be undermined due to pressure on other cities in the county to reduce Probation's workload. City and department jealousy is a strong possibility.

From the police side, many officers feel the Department is over-worked, especially in dealing with juvenile matters. This alternative would mean additional internal work within the Department.

This author believes the most viable strategy would be number one (1), developing a partnership among the Stakeholders. Getting all the Stakeholders to accept responsibility for their role in this problem would be the first step. This could have a significant impact on state bureaucracy, as the political clout mentioned would definitely come into play. If the School District could or would not assist, success could be achievable at the city or county levels. Political heat generated at city council, city departments, and school district levels would be anticipated and could be tolerated.

Selected Strategy

After a thorough review of the possibilities offered by the three alternative strategies, the group felt that the first provided the greatest chance of success. The cooperative effort required of all involved identified agencies and the challenge that it presented was an exciting aspect. The group then formulated the three objectives for the program outlined below.

Objectives

The following objectives were set for the successful completion of the project.

1. To persuade service clubs and other local business organizations such as the Chamber of Commerce to assist in the provision of parenting programs designed to enhance family values for parents of potentially violent grade school students.
2. To alter the image of law enforcement in the eyes of youngsters on the verge of teenhood such that they view street officers as persons whose job is to help them.
3. To make use of community-based services such as the public school system, youth programs and local family service groups to provide effective parent-training services to the parents of junior high school students who are potential dropouts.

Implementation Plan

The implementation of this plan would be handled through the leadership of the local law enforcement agency, the Davis Police Department. Police departments are experienced in tolerating public criticism when taking a "risk". If the Police Department took the leadership role, the other traditional "let's be safe" stakeholders (e.g. School District Administration and School Board) would be more open to joining the "risk train". The Department anticipates that the other stakeholders would divert the blame of failure to them if this plan was unsuccessful. If this did not happen, then so much the better. But as it was mentioned earlier, "Success has many fathers, failure is an orphan".

The political climate would have to be continually measured. This should be done at all levels: the County League of Chiefs, City Council, School Board and Administration, PTA's, the Community Resource Advisors, religious groups, and Police Department.

If the political climate was safe, not completely supportive but tolerant of such a plan, a massive detailed media campaign would have to be sanctioned. It would be essential to make it clear that immediate results would not be as substantial as future outcomes.

Coordinating appropriate meetings for all potential stakeholders would be a necessity. As stated above, this type of activity would fall to the Police Department.

This strategic plan would have to be evaluated, both bimonthly and yearly. A continuing evaluation process would give timely information for modifications to be made if necessary. A juvenile tracking system targeting the at-risk youth could be created to determine if any reduction and repeat offenders occurred among those who participated. This could be done at both the city and county levels.

Budgetary Considerations

The Davis Police Department is centrally involved in this project. The author would be negligent to say this project would not impact the department's budget regardless if seen as a minimal budgetary outlay. A short summarized cost benefit analysis is in order.

The main budgetary consideration is officer's salary covering class discussions. This could be handled by young, articulate street officers going to the schools for the purpose of talking with the students. A list of officer volunteers could be established. The officers from this list would agree to come in on days off and go into the schools to lead discussions on the topic of youth violence. Paying overtime salary is inexpensive when compared to hiring new sworn personnel and incurring benefits cost. The department could approach the City for sole coverage in the budget. Another financial avenue would be to approach the School District for money from their Average Daily Attendance (ADA) funds, as this project could increase school attendance. A more daring approach would be to go to the city residents and ask for \$1 per household to be spent specifically for this project. A carefully planned advertising campaign could get such a special fund accepted within the community.

Non-sworn personnel (e.g., retired police officers, teachers, college students, etc.) could be considered. This would allow for a reduced hourly wage compared to sworn personnel.

The balance of the budget outlay would involve lesson outlines, telephone charges and the paperwork required, though much of this could be done by volunteers, as indicated above. These personnel could provide liaison between the police department and the various institutions and agencies to be involved in the plan.

If the program proved to be successful, the budget savings resulting from a reduction in youth violence would be considerable. This payoff would not be immediate, of course, but could well be used as a selling point with those who manage the city and department budgets.

As referred to earlier, Federal and State grant possibilities should not be overlooked. Many grants require community cooperative efforts, exactly what this plan calls for. But caution must be advised when looking into grant monies. Often the writing in grants is so restrictive that it allows for little flexibility when something not originally planned for arises. Carefully review of the writings used in the grant is suggested.

SECTION IV

TRANSITION MANAGEMENT

Educating the community in conflict mediation, parenting, self esteem, and discussion groups on the results of violence is needed. Administrations need to educate and empower teachers in classroom and hold students accountable for their actions. The most logical institutions to deal with this change in education are the school and legal systems. Yet these topics are rarely employed, if at all, as the community has a right to expect. The above examples compete with traditional philosophies of the school system and oppose conventional means of teaching. A plan of transitional management is needed to increase the success of this "change".

The strategic plan developed for this project involves the police department being the prime mover in this enterprise. Its job is to act as motivator and coordinator, maneuvering various elements in the community to assist in the prevention of the further spread of youth violence.

The following information addresses the transition management plan required to reach the desired future state. The following seven groups or individuals were identified as the critical mass, critical to impacting and influencing this change. The author was assisted in a brainstorming session by four police department personnel, one captain, two sergeants, one street officer and one clergyman to identify the critical mass listed below:

- | | |
|------------------------------|-------------------------------|
| 1. School Superintendent | 9. City Council |
| 2. School Principal | 10. School Board |
| 3. Students | 11. Police Chief |
| 4. Parents | 12. Police Officers |
| 5. PTA President | 13. Local Newspaper |
| 6. Teacher's Union President | 14. Service Clubs |
| 7. Schoolteachers | 15. Probation Department head |
| 8. Middle Class Public | administrator |

After identifying the critical mass, it was necessary to identify the members' commitment to the proposed change. A Commitment Chart was used to identify their current position and the desired position for each.

Four categories, Block Change, Let Happen, Help Happen and Make Happen, were used to assist the reader in following what movement objectives were desired for the particular group or individual to reach in achieving this plan.

COMMITMENT CHART

CRITICAL MASS	BLOCK CHANGE	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
SCHOOL SUPERINT.		X		0
SCHOOL PRINCIPALS		X		0
STUDENTS		X	0	
PARENTS		X	0	
PTA PRESIDENT		X	0	
TEACHERS UNION PRESIDENT		X/0		
SCHOOL TEACHERS		X	0	
MIDDLE CLASS PUB.		X/0		
CITY COUNCIL		X	0	
SCHOOL BOARD		X/0		
POLICE CHIEF		X		X
POLICE OFFICERS		X		X
LOCAL NEWSPAPER		X	X	
SERVICE CLUBS		X	0	
PROB. DEPT. HEAD			X	0
X = CURRENT POSITION 0 = DESIRED POSITION				

Commitment Strategy

School Superintendent - The local School District Administration's responsibility is to set policy and academic curriculum. They have control over the physical settings that youth must attend. Their current position is in the Let Happen category. Public perception is that the District's main goal is high academics and the training of college-bound students. The superintendent is, then, out-of-tune with the needs and aspirations of many of the students in the district, those

who are not college-bound. The Let Happen attitude means he would not delay this plan of trying to impact the problems of youth violence. He would be defensive this plan would divert attention and possible funds away from academic excellence.

School Principals - The principals are the on-site administrators who see that the goals of the District Office are achieved. Implementation for the most part is left to them. This group is also in a Let Happen mode, with some individuals in a Make Happen mode. They are more in tune with the students' needs, the reality that not all Davis students are destined for college, and the value of the middle class citizen. Principals recognize that many student problems come from the pressure placed on academics oriented toward college. Early academic failures begin to reinforce a student's perceived alienation. Principals see the need to give students proper direction and education in the areas of non-acceptance of violence, conflict resolution techniques, values, parenting, and self-esteem.

Close involvement in the planning stages would be highly beneficial with this group. Timely evaluation meetings would perpetuate the success of this transition strategy, and move the principals into a Make Happen mode.

Students - This group play a significant role in this plan. Although the students will be the main recipient of this transition plan, the parents will receive some education efforts that will have some impact on their lives.

Although this group is in a Let Happen mode, there may exist some individuals that will contribute in the Make Happen mode. To keep them in the Let Happen category and prevent them from moving to a Block Change mode, a constant communication effort must be maintained, especially due to the increase in cultural diversity and alternative languages. This is essential in the planning stages. Initial inclusion of this group will guarantee valuable information as to the direct needs they both feel are necessary. Communication with this group can be achieved through the local media, PTA meetings, school newspapers, and in the classrooms.

Parents - The role of the parents would be to provide input with respect to their own childhood experiences, in dealing with violence and discrimination, their values and expectations, and how these things affected their ability to achieve their personal and family goals. Students will describe their human and physical hurdles as they perceive them (e.g., low self-esteem, dysfunctional family settings, the need for choice, etc.).

Establishing initial support from this group will play a significant role with many of the other identified groups (e. g., City Council, School Administration, etc.), and in some cases will sway their support.

PTA President - This person is extremely influential to a large membership. It is felt this person is in a Let Happen mode at present. A reduction in youth violence would lead to safer schools and a goal embraced by the PTA president. Getting this individual to a Make Happen mode is a goal that should not be overlooked. The influence this position has on elected political officials is high.

Teachers' Union President - This person is similiar in the influential field as the PTA president. This position has a large following, and the following can impact the students who in turn can influence their parents who are a voting group. This person is seen as in a Let Happen mode. The goal would be to get this person into a Help Happen mode, which can be "tricky" when dealing with the large represented group. At the minimum this person should be kept in the present position.

Schoolteachers- The majority of this group is currently in a Blocking Change position. Their feeling is one of denial, especially if the possibility of public criticism may be directed toward them. Their concentration is on those students who are destined for a four-year college, particularly if the student is going to a prestigious private institution or within the University

system. The students that fail to graduate or fall into a life of violence are quickly forgot and accepted as the price of the success of the others.

Their attitude is that, because violence has not yet become a major problem in Davis, that it will not happen in Davis. Few, if any, have been the victim of youth violence. Most view this type of activity as "it happens in the big cities".

This group needs to be brought up to a minimum level of Let Happen or ideally Make Happen. This could be achieved by advocating personal safety, using the recent Lindhurst School shooting in Sutter County and the two separate Davis student murders as examples, and the potential for "drive-by" shootings. Their Let Happen attitude is critical since they have a daily interaction with the youths who are their students. Initial planning meetings with key representatives of this group would be beneficial for their input and support. Consistent communication through scheduled follow-up meetings and input would increase the chances of support with the teachers.

Middle Class Public - This group contributes by way of financial funding and through political support. They have the potential to put serious political pressure on the other identified groups. Because the strategic plan provides the police department as the chief moving force, this group's participation would be minimal. Their public and internal approval is vital, however. The specific strategy targeted for this group would be to seek initial proposal input and maintain a willingness to negotiate compromise.

This group is seen as in the Let Happen mode and the main goal would be to maintain that mode. There is some denial similar to that described in the Teachers and School District groups. Keeping the public informed is essential. This can be done by use of the local media and community forums.

City Council - This group is important as it controls the city decision making and financial power over the implementing groups. This group is currently in the Let Happen mode. It must be brought into a Help Happen mode. To maintain this level it is imperative support is gained from the other identified groups, since the City Council normally respond to public concerns. Assurance that there is public, student, and parent support would put this group at ease, especially when decisions must be made dealing with funding and the allocation of resources. Guarantees of timely progress evaluations would be critical to this group to maintain their acceptance and support.

School Board- The School Board is in the Let Happen mode and is another public responding agency. School Board meetings can become very "heated" with issues of student concern. At the minimum this group needs to be kept in the Let Happen mode so the school employees, especially the superintendant and principals, will know its is healthy to take "risks" in the area of controlling and changing youth violence.

Police Officers - This is one of those forgotten groups that plays an important role in this plan. This group is the ambassador for the police department, the one most citizens have contact with. They are in a Let Happen mode, but need to be moved into a Make Happen mode. The Police Officers' role would be to conduct the daily implementation of the plan. Currently, the School Resource and Youth Division are in a Make Happen mode, but this is not a prevelent among patrol officers. The positive interaction this type of plan will encourage would be helpful in changing the attitude of patrol personnel. Pointing out that police resources could eventually be directed to more serious adult crimes would be significant to the officer.

Police Chief - The police chief is critical in this plan. The Police Chief's responsibility would be to approve the plan, assign proper staffing for implementation, and evaluate progress.

He is in a Let Happen mode. He would have to be moved into the Make Happen category. If there is a reduction in emergency calls for youth related crimes, especially those of violence, this plan would gain police support. The success of this plan would help the chief would enjoy better community relations and improve his status with powerful political groups such as the City Council. Targeting key formal/informal personnel for input would help move him into a Make Happen mode. The potential risks would have to be addressed, stressing the importance of proper planning techniques and the reduction of risk potential.

Local Newspaper - This group's role and responsibility is communication of information, a critical element in this plan. This group is in the Let Happen mode.

Allowing this group to see the initial goal and objectives of this plan would be beneficial to gain positive support. Periodic press releases of short term goals and achievements would keep the plan fresh in the minds of the media and the other groups. It is important that this group not move to a Block Change category.

Service Clubs - This group is important to this goal. It is defined as any club that the public has access to join, e.g., the Rotary Club, PTA, American Youth Soccer Organization (AYSO), and the Downtown Business Association.

The groups in this area are currently in a Let Happen mode. It is important at least to maintain them this position, but to move to a Make Happen mode is desired because these groups are in a position to make financial and other contributions to the plan. This can be achieved by seeking their input in the planning stages, keeping them informed, and giving formal public praise for their contributions and participation.

Probation Head Administrator - Fortunately this individual is in a Help Happen mode. He advocates early intervention a solution towards the problem instead of incarceration. He need to be moved into a Make Happen mode. It is believed he would very supportive, especially if the political climate was appropriate and there was support from other governmental agencies.

Transition Management Structure

Identifying the Critical Mass and the influences necessary to allow the recommended strategy was the first step. The second step was to identify the transition manager. Key requirements for this position are the ability to mobilize the necessary resources, respect of the existing operating leaders, and good interpersonal skills. It was felt that the transition management efforts would best be coordinated by the Police Department and Schools. Both of these organizations are critical to the success of this transition management, but a strong leadership emphasis will be placed on the police. Although the importance of these critical mass groups is evident, it is felt that a Police Captain is the proper choice for the role of joint transition manager. The time commitment for implementation would be too great for this individual, thus requiring two project managers.

The project managers should be the Youth Service Lieutenant and the senior high school principal, as both have an immediate vested interest in the success of this program. They have the organizational skills, legal and academic experience, and the knowledge of the political ramifications within the community to deal with any conflict generated within the program. They possess the credibility, authority and influence within their areas of expertise to organize meetings with the groups identified in the critical mass.

Team organization is essential for these transition managers. Supervisors and teachers must have access to transition managers. Goal explanations can be communicated directly to the supervisors and teachers to minimize misinterpretation. Problems identified by the team members can be quickly managed and solutions designed.

It is the transition managers responsibility to identify the tasks necessary to successfully complete the transition. Additional responsibilities will be to look for any technological advancements that would assist in this area and to identify any appropriate change in youth trends. Action Steps needed to be accomplished are:

1. Establish a Youth Violence community-wide task force targeted at youth violence, including city, school and youth representation.
2. Develop protocol for timely program and trend evaluation.
3. Define the protocol for identifying the project manager as designated by the chief of police.
4. Define the protocol for identifying the project manager as designated by the superintendent of schools.
5. Develop a system to keep the public and media informed.
6. Developing a system to deal with budget planning, implementation of approved projects, and obtaining task force support.
7. Establish provisions for feedback to Critical Mass and task force members.

Implementation Technologies

To make this a successful and effective transition work, there must be several methods to support the implementation. Provisions to deal with the anxiety and uncertainty must be established. It is critical that consistency, open lines of communications, timely passing of information, and suitable time periods for change to occur is established at the onset of this transition plan.

Communicating a clear understanding of what the desired outcome of this project is one of the most critical elements. This can be accomplished by having meetings with those who will be intimately involved. During these meetings it is essential to clarify all areas of concern expressed. If a problem is identified from these meetings by an individual the project manager should make a point to get back to this person when an answer is found.

Identifying clear team responsibilities and communicating this to those involved is another form of ensuring success for this new program as is establishing time tables for review of progress. Timely progress and evaluation reports to the identified stakeholders in this program is another helpful way to ensure success.

Responsibility Charting

Defining and establishing who has responsibility for completing the above activities is essential. Formulation of a responsibility chart will deal with this adequately, as it clearly defines the role and expectation of each member for a specific task. Critical mass participants should meet and discuss expected responsibilities. Four areas of consideration, Responsibility, Approval, Support, and Inform (RASI), are used.

Responsibility Chart

Decisions/ Or Acts	Task Force	Program Trend/ Eval	Program Manager	Public Informed	Budget Planning	Feedback
Police Captain	A	I	A	I	S	I
School Principal	R	S	R	R	A	R
Students	S	I	I	S	I	I
Parents	A	I	A	S	I	I
PTA President	S	S	I	S	S	I
Teachers Union President	S	S	I	S	I	I
School Teachers	S	I	S	S	S	S
Middle Class Public	I	I	I	I	I	I
City Council	I	A	I	I	A	S
School Board	I	A	I	I	A	S
Police Lieutenant	R	S	R	R	A	R
Police Officers	R	A	R	A	R	A
Local Newspapers	I	I	I	R	I	I
Service Clubs	I	I	I	S	I	I
Probation Dept Head	S	S	I	S	I	S

R = Responsibility (Not Necessarily Authority)

A = Approval (Right to Veto)

S = Support (Resources Toward)

I = Inform (To Be Consulted Before Action)

The Police Department, School administrators, and the Program Managers have chief responsibility for the effective management of the program. Approval must be gained from school administrators, from the school board and from the police department. Support must be obtained from students and parents, school teachers as well as from the general public.

CONFLICT MANAGEMENT

Once the task force is in place, a system must be in place to control conflict. Many agree limited conflict is healthy and adds another viewpoint to the transition and should not be immediately dismissed. Personalities often overshadow the topic when conflict arises. During these times the focus should remain on the issue influencing the task force, and a strong emphasis on cooperation should be stressed. The transition manager must be ready to fall back on diplomatic negotiations when dealing with these times of conflict.

Transition Monitoring Teams (TMTs) can be helpful in dealing with conflict. TMTs are "microcosm groups" representing some part of the organization that track the human impacts of the changes, deal with feeding valid information into the formal/informal grapevine, and are sometimes used as experimental control groups for new ideas of communications.

FUTURE VISION

The critical mass and task force must always remain focused on the future of the project. All members should share their vision of benefits to the group. The transition manager may have to frequently remind the group of the initial future vision recognized by those involved. This reminder is a good way to determine if any members have strayed or changed their transition future vision. The public should be aware of this vision as well.

INFORMATION SHARING TECHNIQUES

Information sharing is one of the most important aspects to any successful programs. It dispels the aura of mistrust. A contributor to a reduction in progress is failure to communicate, both individually and organizationally. The function of a task force is to share and evaluate information and experiences with all members of the group so they may benefit from the experience. Yet, this is one of the most common mistakes made in transition management. Often the information is communicated in one direction, from top to bottom, but not the reverse, and sometimes it never trickles down to the lowest worker. Many good ideas are lost when this occurs. The TMTs would be instrumental in seeing that this pitfall is avoided.

Organizational computer systems and internal newspapers should be used to communicate information. These items could be used to keep the organizations informed of progress and when time goals are achieved. The TMTs could see these forms of communication are used.

Celebrations are another source of information sharing. These festive functions not only create a casual and joyous atmosphere, but promote attendance which generates interest.

TIMELINE

This entire transition plan, especially the Action Steps, should have a timeline to increase success. The timeline coincides with the checkpoints, and makes goals and expectations easier to monitor. The chart below shows a timeline that appears to be acceptable in terms of the tasks to be completed. The transition managers, however, must be prepared to make adjustments in this time line as events indicate.

TIMELINE CHART

CREATE T.FORCE	PROJECT EVAL.	EST. A PROJ.MAN.	PUBLIC INFORMED	BUDGET PLANNING	FEEDBACK TO T.F.
1 MONTHS	EA. 3 MON	1 MONTH	0 MONTHS	3 MONTHS	3-6 MON.

SHORT RANGE CHECKPOINTS

Short range checkpoints are critical in evaluating the progress of the task force and program. Questionnaires, surveys, and public group discussions are good methods of getting true feedback. These methods should be used for all involved groups (e.g., students, citizen groups, parents, P.T.A., teachers, etc.). This type of feedback will allow for awareness of areas that are not succeeding as planned and allow for modifications in a timely fashion.

The development of checkpoints and taking note of checkpoint accomplishments will provide a feeling of achievement for the task force and maintains the unity concept. The notification to all members of the group on the successful completion of any short range goals or other program achievements is a must and should not be overlooked.

CELEBRATIONS

Celebrations for reaching checkpoints should be encouraged, but not focused simply on social engagements. Mottos and logos should be developed to remind the group what they have accomplished when they fall short of other future goals and checkpoints. These mottos or logos may give the group that extra morale boost to get over obstacles. The celebrations should include not just task force members, but anybody that falls into the critical mass grouping. This includes line personnel, all levels of administration, and families as well.

Transition Management Summary

All aspects of the local community will benefit with the reduction and education of youth violence. The possibility of the success of this transition plan will be greatly increased if the above strategies, management recommendations, and technologies are followed. The most obvious benefit will be the expertise pool that is assembled by implementing this plan. The forecast for future economic times is not encouraging. It is essential public and private organizations pool their financial resources and their employee expertise. This specific plan was done on a small local scale, but there is no reason why this plan could not accommodate larger areas if properly administered.

The key to any type of change and the transition that follows is establishing firm and consistent lines of communications. This effectively reduces anxiety and uncertainty, and impacts change during the transition period. Minimizing the importance of communications will certainly delay transition progress, if not spell eventual doom.

SECTION V

CONCLUSION

The research information was targeted to the issue question: "What impact will random youth violence have on medium law enforcement agencies by the year 2003."

Random youth violence as the research indicates is coming to all locations, no matter how remote. It crosses all lines of boundaries, geographical, racial, genetic, and cultural. It is just a matter of time before this type of violence arrives to medium and small cities. Being prepared to deal with this growing problem and harnessing your available resources is the key.

Societal priorities must be refocused in the parenting area. Adults must reassume their role as parents. The school and justice system must not take the primary lead in this effort, but rather a supporting one. But as in most plans, a leading organization must be identified. The leadership role will fall on law enforcement. Law enforcement must address these concerns with non-traditional problem solving techniques. Becoming involved in discussion with youth on random youth violence is one risk-taking technique. Changing society feeling of violence, from pre-school to the older generations is another. Society has a "quick fix" with respect to in solving problems, yet one should realize results in this type of planning should not be expected for at least one generation.

Looking into the future in an effort to come up with solutions for this spreading problem is essential. Conventional enforcement methods will not be the total solution. Agencies will need to change their approach to this problem.

This study demonstrated the importance and critical stage of random youth violence. It is important this subject be given serious forecasting thought to identify trends, events, and specific strategy plans unique to the readers particular area.

The conclusion reached with regards to the sub-issues are as follows:

What law enforcement actions will be required to deal with prevention of violent crimes committed by youthful offenders?

Local law enforcement must apply all available resources within the community to deal

with this problem. In some cases law enforcement will have to be subtle in directing some of these community based organizations (e.g., Rotary Club, Downtown Business Group, PTA, etc.). An openness to suggestions by these groups is an essential role law enforcement will have to play.

In other areas, such as public awareness, law enforcement will have to be publicly obvious in their intentions on how to deal with this problem. A cooperative interaction with other public and private agencies will need to be demonstrated to the public. Efficient use of public funds must also be shown, especially in this age of government mistrust.

Law enforcement should make the attempt to enter into the classrooms and discuss violence and its impact on society, especially youth. This type of endeavor will take gifted officers, those with the ability to enter into difficult and sometimes argumentative discussions, and remain objective. The student survey and class discussion demonstrated the desire from the students the need for interaction and a chance to give input on the issue of youth violence. Many agreed with the groups perception of the substantial influential role the media played on youth violence. Students expressed some concern on the subtle role violent "play toys" had. Many were open in the discussion on their fear of youth violence. The author saw a clear avenue of information that was current and only obtainable through this means, classroom discussions.

What steps can law enforcement use in defining the role other non-police governmental agencies will play in the prevention of youth violence?

One step is to organize a community based task force and give empowerment to this organization. The make up of this task force should be from all walks of the community, but especially the youth. Law enforcement must guard against the elimination of youth input in the task force. The elimination of this group is often done out of fear of hearing the truth, as youth often use the "tell it like it is" approach. Subtly direct the task force to brainstorm potential negative and positive youth related trends. Solutions should be targeted for the negative trends and support for the positive. Providing locations for these brainstorming sessions is necessary.

Additionally, direction for possible funding sources should be given to this task force. Assistance for grant writing should be sought for the group.

Sponsoring community celebrations when specific goals, especially short term goals, keeps the group motivated. Adequate public notification of these celebrations has the potential to gain support. The notification should not just be targeted for adults, but should also include community youth.

Encouraging community role models is another step law enforcement should take. Not all youths look up to law enforcement as role models. Other alternative role models would capture the interest of some youth. Increased community interaction with the youth will create more of a bonding and concerned atmosphere.

What role can law enforcement play in coordinating community-based services, such as schools, youth programs, with respect to violent crimes?

The main role will be demonstrating consistent commitment to the public and these allied services. This is a case of actions speak louder than words. Administration accountability for police follow through, especially after the initial introduction of the programs, is often overlooked. This leads to a diminished "drive" of the program. An interested police representative with "watchdog" ability needs to be assigned to assist the community-based services.

This study showed this leadership role in coordinating these groups will fall on the local law enforcement agency. The organizational and follow through skills of the project manager will be vital. Careful selection of a police administrator, one who deals with skills of this nature daily, will need to be used. The project manager must be one who is an enthusiastic motivator, one not easily frustrated by group setbacks, and sensitive to the needs of other groups.

Law enforcement will have to instill a "risk taking" attitude among these groups. Risk taking involves change. In order to get wider acceptance of change, input will have to be solicited. As stated earlier, youth input into possible solutions must not be overlooked.

This paper gives the reader a basic plan that is generic in nature, but can easily be modified to individual medium size communities. The time to act is now, tomorrow may be too late for a generation of youth.

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Appendix A
Experts Interviewed Regarding Youth Violence

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Suzanne Murray, High School Junior student
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Appendix B

YOUTH VIOLENCE QUESTIONNAIRE AND RESULTS (*)

This brief questionnaire is to help gather local input on youth related violence. Its purpose is to identify if, in your opinion, there is violence among youth, if youth violence is steadily creeping into small communities, and if you feel local governmental agencies are adequately addressing this issue.

*(Total of 92 students polled)

1. Age _____ Sex _____ Occupation, if any: _____
* Ages - 12:3, 13:13, 14:7, 15:5, 16:31, 17:25, 18:7, 19:1, Average age of respondents: 15.7
* Sex - Females: 55 (60%), Males: 37 (28%)
* Occupation - 1 gang member, 1 cashier, 3 cafe employees, 1 science center employee, 1 bike mechanic, 1 custodian, 1 fastfood employee, 2 child care workers, 2 receptionist, 1 lifeguard, 2 newspaper carriers, 1 model, 1 artist, 1 retail worker, and 1 theater setup worker.
2. Have you ever discussed violence with someone in a classroom setting?
Yes: 63 (68%) No: 26 (28%).
3. In your town do you feel violence among youth is (Circle your choice):
Constant: 14 (15%) Increasing: 63 (86%) Decreasing: 3 (3%)
4. Do you feel violence among youth is filtering down from larger cities to smaller cities?
Yes: 77 (84%) No: 14 (15%)
5. Have you been a involved in youth violence?
Yes: 42 (46%) No: 49 (53%)
6. Have you ever used violence to solve a problem?
Yes: 49 (53%) No: 42 (49%) "Just with family" - 1
Number of times:
1-5: 14 (15%), 6-10: 1, 11-25: 0, 15-20: 1, 50: 1, "A lot": 1
"Don't know": 1, "Several": 1, "Couple" or "A couple": 4 "Many": 2.
7. Have you been a victim of youth violence in the last 3 years? Yes: 30 (33%) No: 56 (61%).
8. Do you have respect for those in authority (e.g., teachers, school administrators, and police)? Yes: 63 (68%) No: 13 (14%), "Yes, except police": 1.
9. Do you feel that a lack of respect for others contributes to violent acts?
Yes: 76 (83%) No: 10 (11%)

10. Do you respect peers that resort to violence? Yes: 21 (23%) No: 51 (55%)

11. Which organizations could contribute to help decrease violence in your community?

(Circle all choices)

Schools: 12 (13%) Police: 11 (12%) Parents/family: 7 (8%), City government: 6 (7%),

"All of the above": 4 (4%) "None": 3, "Everyone": 2, "Swat Team": 1, "Youth": 1,

"The president": 1, "Television": 1, "D.A.R.E.": 1 "Not the police": 1

How can they help?

"Stricter laws": 7 (8%), "Legalize pot": 2, "Intimidate Youth": 2,

"Legalize alcohol for minors": 2 "I don't think they can do much": 1,

"Increase sports programs": 1, "Limit TV watching": 1, "Talk more about it": 1,

"Increase after-school activities": 1

12. How do you see law enforcement helping to curb youth violence? "I don't": 6 (7%), "Lead

by example": 1, "Pay them more": 1, "Concentrate more": 1, "A little": 1, "Get the kids

that want to fight off the street": 1, "Arrest violators": 1, "Yes, Dusty (School Resource Officer)": 1, "Cracking down on drugs": 1, "It isn't": 1, "Youth needs to respect the law":

1, "Police are intimidating": 1, "Police don't seem to have a clue" (sic): 1, "I like Dusty (School Resource Officer)": 1

13. Have you heard of any good prevention programs for youth violence? If so, please briefly explain.

Sports: 2, clubs: 2, night basketball: 1, church: 1, friends: 1, teen center: 1, "Dusty (School Resource Officer)": 1, military school: 1.

APPENDIX C

NGT Panel

Marc Neithercutt, Professor, Administration of Justice, California State University at Hayward.

Shirley Concolino, Supervising Secretary for the Mayor's office for the City of Sacramento.

Joseph Sylvester, Principal for Sacramento middle school.

Roslyn Sylvester, Attorney specializing in civil law.

Rick Gonzales, Special Education Teacher for 20 years in a Sacramento High School.

Jack Latow, licensed professional psychologist.

Steve Pierce, sergeant, Davis Police Department.

Dusty McAuley, police officer currently working in the School Resource Position in the City of Davis.

Kelly Shea, Davis Senior High School student.

Patrick Shea, U.S. Government entomologist.

Charles Patterson, college student at California State University, Sacramento.

Alan Perkins, attorney specializing in civil law.

APPENDIX D

Delphi Panel

Marc Neithercutt, Professor, Administration of Justice, California State University at Hayward.

Shirley Concolino, Supervising Secretary for the Mayor's office for the City of Sacramento.

Joseph Sylvester, Principal for Sacramento middle school.

Roslyn Sylvester, Attorney specializing in civil law.

Rick Gonzales, Special Education Teacher for 20 years in a Sacramento High School.

Jack Latow, licensed professional psychologist.

Steve Pierce, sergeant, Davis Police Department.

Dusty McAuley, police officer currently working in the School Resource Position in the City of Davis.

Kelly Shea, Davis Senior High School student.

Patrick Shea, U.S. Government entomologist.

Charles Patterson, college student at California State University, Sacramento.

Alan Perkins, attorney specializing in civil law.

APPENDIX E

Trend Values for Iteration No. 4 - (T = Trend)

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
T1	100	104	199.8	199.6	183.4	149.9	121.8	121.6	122.2	108.9	117.6
T2	100	105	145.8	143.3	121.5	110.7	123	122.2	120.4	121.6	117.8
T3	100	105	119.4	66.9	102.2	100.8	137.4	144	149.8	157	162.5
T4	100	104	98	104.4	106.3	92.5	120.9	122.7	125.3	126.9	128.6
T5	100	100	111.1	125.3	94.8	77.1	108.7	110.3	111.8	113.1	114.5
T6	100	102	167.4	154.6	121.3	109.7	125.1	125.7	126.5	127	127.5
T7	100	101	138.8	129.3	94.5	90.3	114.9	115.7	116.2	115.9	115.6
T8	100	101	121.9	116.8	123	106.7	112.4	113.5	114.3	115.4	116.5
T9	100	105	140	141.7	118.6	117.4	133.6	135.6	137.5	139.1	141
T10	100	103	133.8	126.9	125	115.3	116.4	118.8	119.9	122.2	123.6

Occurrences in Iteration No. 4 - (E = Event)

	1	2	3	4	5	6	7	8	9	10
E1	0	1	0	0	0	0	0	0	0	0
E2	0	0	1	0	0	0	0	0	0	0
E3	0	0	0	0	0	1	0	0	0	0
E4	0	0	0	1	0	0	0	0	0	0
E5	0	0	0	0	1	0	0	0	0	0
E6	0	1	0	0	0	0	0	0	0	0
E7	0	1	0	0	0	0	0	0	0	0
E8	0	0	1	1	0	0	0	0	0	0
E9	0	0	0	0	0	0	0	0	0	0
E10	0	1	0	0	0	0	0	0	0	0

APPENDIX F

Trend Values for Iteration No. 41 - (T = Trend)

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
T1	100	104	169.3	177	189.5	155.5	127.4	127.2	127.8	114.5	123.2
T2	100	105	110.2	111.1	123.8	110.7	123	122.2	120.4	121.6	117.8
T3	100	105	199	152.5	127.5	100.8	137.4	144	149.8	157	162.5
T4	100	104	98.1	108.9	106.3	92.5	120.9	122.7	125.3	126.9	128.6
T5	100	100	96.1	125.3	124.8	77.1	103.7	110.3	111.8	113.1	114.5
T6	100	102	145.1	137.9	121.3	104.1	119.5	120.1	120.9	121.4	121.9
T7	100	101	120.1	120.9	135.9	90.3	114.9	115.7	116.2	115.9	115.6
T8	100	101	105.1	102.1	118.8	106.7	112.4	113.5	114.3	115.4	116.5
T9	100	105	128	141.6	177.8	117.4	133.6	135.6	137.5	139.1	141
T10	100	103	133.8	132.3	125	115.3	116.4	118.8	119.9	122.2	123.6

Occurrences in Iteration No. 41 - (E = Event)

	1	2	3	4	5	6	7	8	9	10
E1	0	0	0	1	0	0	0	0	0	0
E2	0	0	1	0	0	0	0	0	0	0
E3	0	0	0	0	0	1	0	0	0	0
E4	0	0	0	1	0	0	0	0	0	0
E5	0	1	0	0	0	0	0	0	0	0
E6	0	1	0	0	0	0	0	0	0	0
E7	0	1	0	0	0	0	0	0	0	0
E8	0	1	0	0	0	0	0	0	0	0
E9	0	0	1	0	0	0	0	0	0	0
E10	0	0	1	0	0	0	0	0	0	0

End Notes

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