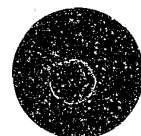150817

THE IMPACT OF DISADVANTAGED YOUTH ON LARGE, URBAN LAW ENFORCEMENT AGENCIES BY THE YEAR 2000.

NCJRS

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A study of the future impact that California youth, ACQUISITIONS
living in families whose income is below the federal
poverty level, will have on law enforcement agencies
serving urban areas with populations in excess of
300,000. It examines possible futures, presents
recommended policies, and sets forth an implementation
process.

By
MICHAEL S. HEBEL

Command College, Class 9
Commission on Peace Officer Standards and Training
Sacramento, California
150817 January 1990

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

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

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

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

THE IMPACT OF DISADVANTAGED YOUTH ON LARGE, URBAN LAW ENFORCEMENT AGENCIES BY THE YEAR 2000.

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Executive Summary

PART ONE - A FUTURES STUDY

<u>Demographics:</u> In 1988 California had a youth population of 7.5 million; by the year 2000 the population of California's youth will rise to 8.7 million, a 22% increase. Currently one out of every nine American children reside in California. By 2000 that figure will clim b to one out of every eight. A majority of California's youth are now ethnic or racial minorities, and the fastest growing are Hispanics and Asians. By the year 2000, 42% of the youth in California will be Caucasian, 36% Hispanic, 13% Asian and 9% Black.

Since 1970 the number of California youth in poverty has risen 83%. In 1988 California had 1.78 million youth living in poverty -- nearly one in every four youth in the state -- and that number is expected to continue to grow. Poverty is directly associated with numerous problems including delinquency.

Overall arrests among youth in California have declined since 1975. However, this trend has reversed itself in recent years -- especially for serious offenses. Between 1983 and 1988 felony arrests of Califonria youth rose 13.4% with significant increase in aggravated assaults, motor vehicle thefts, narcotic violations, and weapon offenses.

<u>Impact on Law Enforcement Agencies by Year 2000.</u> Using a nominal group technique panel, four key trends were selected as prominantly related to the thrust of this study: (1) number of youths living in poverty, (2) amount of government spending on social programs, (3) rate of drug/alcohol abuse by youth, and (4) use of community policing. Four probable events considered to be most critical were: (1) federal war on poverty program funded, (2) children's budget enacted in California, (3) comprehensive education system reforms adopted, and (4) significant military spending reduction. This combination of trends and events became the focus for the development of policies produce desired change.

PART TWO - STRATEGIC PLAN

Organizational Analysis: The San Francisco Police Department was analyzed for its strengths, its weaknesses, and its capability to accept change.

Policies: A modified policy delphi process was used to select policy alternatives determined to be feasible and desirable.

1. Develop a juvenile diversion program.

2. Become a major player in an interagency cooperative effort to provide comprehensive, intensive and coordinated youth services.

3. Create community awareness of the condition of disadvantaged youth and work with the community to find lasting solutions.

4. Develop a community policing strategy.

5. Obtain additional funding for law enforcement youth programs.

Implementation Strategy: Key stakeholders and their positions relative to the policies proposed were analyzed. Negotiation strategies were developed. Responsibility for policy adoption was fixed as well as an implementation time set.

PART THREE - TRANSITION PLAN

Policy Implementation: Members of the critical mass were analyzed in terms of their level of commitment, responsiblity and readiness for policy enactment.

Transition Management: A project manager and department task force were selected to ensure implementation of the strategic plan. Particular implementation technologies and methods were chosen.

RECOMMENDATION

Youth arrest and incarceration is intervention at the latest, most costly, and least effective point. Youth delinquency prevention programs help alleviate the need for more costly response to later serious criminal activity. Help break the cycle of being disadvantaged.

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INTRODUCTION

The sudden and surprising emergence of "crack" cocaine-related violence (drug gangs, drive by shootings, random violence) caught government institutions and law enforcement unprepared. At the core of this phenomenon dwell a generation of disadvantaged youth. Emerging trends indicate the worse may be yet to come.

The purpose of this project is to research and study California's disadvantaged youth (ages 0 - 17) and the present and future impact they are having and will have on urban police and sheriff's departments serving populations of over 300,000. Present trends strongly suggest that the impact may be awesome.

By the year 2000 there will be a 22% increase in the number of California youth. Many will experience a changing family structure and conditions, declining resources for children and family services, high secondary school drop-out rates, homelessness during some period in their development, rising teen-age pregnancy, and an employment market demanding skills and abilities woefully absent in large numbers of youth. These are the children trapped in urban poverty and a cycle of hopelessness and despair.

Youthful delinquency is expected to rise-- often in its violent forms. California already now has the highest rate of youth incarceration in the nation and will certainly be looking for community alternatives as fiscal resources may not be available to build large numbers of additional county and state correctional institutions.

Disadvantaged youth, by their sheer numbers and accompanying social pathology, will -- through their impact -- require an increased level of law enforcement intervention and will compel a need for change in policy, procedure, and resource allocation.

With the constitutionally mandated taxing (Prop. 13) and spending (Prop.4) limitations, law enforcement agencies cannot realistically expect to receive the additional financial resources which the impact of disadvantaged youth would demand. However, by looking at these changes in advance and figuring out what to do about them, law enforcement can respond, within its community service role, appropriately and energetically leading rather than being led.

CALIFORNIA'S YOUTH - A RESOURCE OR A LIABILITY

The majority of California's children are healthier, wealthier, and have completed more schooling than at virtually any time in our history (1). But this study is not about the majority of California's children for their impact on the juvenile justice system in general and law enforcement agencies in particular has and will continue to be minimal to non-existent.

"The United States is creating a permanent underclass of young people for whom poverty and despair are life's daily companions. They cannot attain the living standard of most American's because they are trapped in a web of dependency and failure"(2). This study concern's these children and youth. In California they reside primarily in large cities. Their impact on both the juvenile justice system and law enforcement has and will continue to be strong, growing, urgent, and demanding. Their impact will be a substantial factor affecting the allocation of law enforcement resources; will cause a need for change in policy, procedure and personnel allocation; and will require a much increased level of law enforcement intervention.

California's youth (ages 0 - 17) are presently more than 7.5 million. That number will increase substantially in the next ten years -- by the year 2000, 1.2 million more youth will live in California than do at present.

TABLE 1
Youth in California, Historical and Projected(3)

	1970	1975	1980	1985	1990	1995	2000
Number of Youth (in thousands ages 0-17)	6,549	6,432	6,419	6,988	7,701	8,431	8,666
Percent of State Total	32.7	29.9	27.0	26.5	26.8	27.2	26.4

Currently, one out of every nine American children reside in California. By 2000, that figure will climb to one out of every eight.

California's youth (ages 0 - 17) are becoming increasingly diverse. Youth from ethnic

or racial "minority" groups now constitute half of all children in California. Within eleven years they will constitute a substantial majority of the youth. Two ethnic groups will post major gains -- Hispanic and Asian; blacks will remain almost stable while the white population will continue its current decline.

TABLE 2

Composition of Youth in California, Historical and Projected(4)

	1976	1980	1985	1990	1995	2000
White	61.1%	56.2%	50.8%	46.8%	44.3%	42.2%
Hispanic	22.3	27.4	30.5	33.2	34.5	35.5
Black	10	9.2	9.0	8.9	9.1	9.1
Asian*	6.6	7.2	9.7	11.0	12.1	13.0

*in this Table and others to follow, Asian includes Pacific Islander, Native American, and Eskimo which together represent a small component (8%) of this category.

A close inspection of the demographic data reveals a major disquieting and shocking theme -- California is developing two groups of youth, one advantaged and one disadvantaged. In the past ten years the gap between the most advantaged and the most disadvantaged has grown (5). The central factor distinguishing the two groups is poverty (6). An exceedingly large and growing number of California youth are being left behind.

TABLE 3

California Youth Living in Poverty Historical(7) and Projected

	1970	1976	1978	1980	1982	1984	1986	1988	2000
Number of Youth in Poverty (in thousands)	828	1142	945	946	1471	1730	1723	1784	2600
Percentage of Youth in Poverty	12.7	18.6	15.4	15.7	22.5	25.6	24.3	23.6	30.0

In 1988, California had 1.78 million children living in poverty -- nearly one in four children in the state -- and that number is expected to continue to grow. This percentage (23.6%) constitutes an increase of nearly eleven percentage points since 1970; expressed differently, there has been an 83% increase in the proportion of California youth in poverty

over the past twenty years. Through the 1980's youth living in poverty rose to and remained at historical highs.

Youth live in poverty because their families have limited income. The likelihood that a family will have limited income is related to a number of "risk factors," the most important of which are family structure (women householders without spouse), parent's education (less that high school), and parent's age (under 25). In addition, the likelihood of being in poverty is affected by family size (more than 4 in family unit). Finally, there is an association between poverty and ethnicity independent of these factors (8).

TABLE 4
California Youth in Poverty by Ethnic Group(9)
Percent In Poverty

	1980-81	1985-86	Proportionate Increase
White	8.4%	10.4%	23.8%
Hispanic	24.4%	35%	43.4%
Black	26%	32%	23.1%
Asian*	20.5%	26.6%	29.8%
Numbers In Poverty			
White	304,293	374,463	70,170
Hispanic	385,868	773,156	387,288
Black	164,541	176,018	11,477
Asian*	118,478	194,245	75,767

In California the number of Hispanic youth living in poverty is exploding. Recent immigration has played a considerable role. While the rate of change for black and white youth poverty is relatively equal, black youth poverty starts from a much higher base and is more virulent in its persistence and concentration.(10)

California's poverty population is diverse. The majority of poor Hispanic and Asian youth live with two parents, the majority of poor white youth live with a divorced mother, while the majority of black youth live with a never-married mother (11). These differing family constellations have significance in delinquency theory.

The outlook for reducing poverty among California's youth without significant new policies is neither bright nor hopeful. Current trends (births to single parents, young parents with poor educational preparation for employment, immigration) indicate the problem will certainly grow worse.

THE LINK BETWEEN POVERTY AND YOUTH DELINQUENCY

Poverty is the greatest risk factor of all. Family poverty is relentlessly correlated with high rates of school-age child bearing, school failure and violent crime, all of which interact, reinforce one another and often cluster together in the same individual (12).

As a risk factor, poverty is used to predict the probability of future behavior. It is a statistical concept that does not lead to reliable predictions about individuals, but does lead to accurate assessment of probabilities. Risk factors in childhood are related to destructive adolescent and adult outcomes, and poverty is the greatest (13). National studies show that poverty is the most significant factor which will determine the health, education, and future of a child (14).

Living in poverty is associated with many undesirable outcomes for youth, from higher mortality rates to lower hich school graduation rates. They are more likely to suffer serious illness, more likely to be abused or neglected, more likely to live in substandard housing and neighborhoods that have high crime rates, and more likely to engage in delinquent activity (15).

In its annual report entitled Crime in the United States, the U.S. Department of Justice lists "crime factors" to explain the presence and volume of criminal activity. This list of "crime factors" includes: variation in composition of population, particularly youth concentration; economic conditions, including median income, destitution and job availability; and family conditions with respect to divorce and family cohesiveness (16).

The relationship between poverty and delinquency is a matter of probabilities in that poverty, as an economic characteristic, by itself does not completely explain, nor fully account for, the presence or absence of delinquent behavior among individual youth. Yet when measuring characteristics of offenders as compared to the population as a whole, this composite picture emerges of the offender: grew up in homes with only one parent present, was a victim of childhood abuse, had an educational level below the national average, has a history of drug or alcohol abuse, and is living in economic circumstances under the poverty level (17).

Childhood poverty shows itself to be the primary "risk factor," primary "crime factor," and a substantial "economic factor" in the link between it and youthful delinquency.

Amongst contemporary theoretical models of delinquency, the social control theory of Travis Hirschi is now the dominant theory of delinquency. According to the theory (18), individuals are prevented from engaging in delinquency by four social bonds. When these bonds are weak, the individual is free to engage in delinquency and, given the appropriate

motivation is likely to engage in delinquency. The first bond is attachment, which refers to the affection and respect that the induvidual holds toward significant others such as parents, teachers, and peers. Individuals with high affection and respect are less likely to engage in delinquency since they do not want to harm or incur the disapproval of people they care about. Secondly, commitment refers to the individual's actual or anticipated investment in conventional activities such as getting an education, building a business, or acquiring a favorable reputation. Individuals who have invested much in conventional activities are less likely to engage in delinquency since they have too much to lose. Thirdly, involvement refers to the amount of time spent engaged in conventional activities such as reading and doing homework. Individuals who spend much time in such activities have less time for delinquency. Finally, belief refers to the individual's commitment to the central value system of society. Individuals who believe they should obey the rules of society are less likely to engage in delinquency.

Other theoretical models of delinquency focus on a failure in parent monitoring, low levels of academic skills (19), deviant peers (20), and dropping out of high school (21).

These theoretical models help explain the differential impact that poverty can have on different ethnic groups. They help explain the reinforcing interaction between poverty, its effects on individuals, families and neighborhoods, and youthful delinquency.

The discussion of the relationship between poverty and delinquency is complex. It is clear that not only is it impossible to explain the crime of individuals simply by their poverty, but that there can also be a significant differential between groups suffering from the same poverty. Nevertheless, the relationship between poverty and delinquency holds (22).

DELINQUENCY IN CALIFORNIA

Overall arrests among youth in California have declined through much of the 1980's. However, this trend has reversed itself in recent years -- especially for serious offenses.

Most juvenile crime is concentrated in the 10- to 17- year-old age group, a population that has been declining in absolute and relative size for a decade. Demographic projections suggest this decline in size will only continue through the early 1990's.

Between 1975 and 1985, the absolute number of arrests among juveniles declined, as did the overall size of the youth population. Population data project that the youth population will increase over the next ten years nearly ensuring, when magnified by the increasing levels of youthful poverty, accelerating levels of youth crime through the year 2000.

TABLE 5

California Youth Arrests(23)

Arrest Category	1975	1980	1985	1988	% change 1983-88	87-88
felony(a)	127,842	97,376	73,521	80,758	13.4%	9.8%
misdemeanor(b)	156,971	158,235	131,667	124,561	.1%	-1.0%
status offense(c)	86,137	30,396	25,773	23,884	6.1%	-5.7%
Total	370,950	286,007	230,961	229,203	5.1%	2.5%

(a) includes homicide, forcible rape, robbery, aggravated assault, kidnapping, burglary, grand theft, motor vehicle theft, and serious drug law violations;

(b) includes assault and battery, petty theft, drunkenness, motor vehicle violations, minor drug law violations, malicious mischief, disturbing the peace;

(c) actions that are only offenses when committed by a juvenile (such as truancy, curfew, running away, incorrigibility).

While youth arrests have risen 5.1% from 1983 to 1988, the largest offense type increases (felonies) forecast a more mobile, violent, drug- oriented youth offender. In this 5-year period felony assault rose 37.3%, motor vehicle theft 131.4%, narcotics violations 559.1%, and weapons offenses 109.4% (24).

In a recent (June 1, 1989) national telephone poll 88% responded "Yes" when asked if they thought teenage violence is a bigger problem today than it was in the past (25). This same poll identified lack of parental supervision and lenient treatment of juvenile offenders by the courts as the top two causes for this violence; by way of remedies, the top two suggestions called for tougher criminal penalties for juvenile offenders and more government spending on education and recreation facilities for teenagers.

In 1988 males accounted for 89% of all juvenile felony arrests and 81% of all juvenile misdemeanor arrests.

Most juvenile arrests are of white youth, followed by Hispanics and blacks with Asians trailing. However the overall percentage of arrests accounted for by each group is not proportional to their share of the total youth population in the State. With regard to felony arrests white and Asian youth are under-represented; Hispanic youth are nearly proportionally represented, while black youth are over-represented. With regard to misdemeanor arrests white and black youth are slightly over-represented while Hispanic and Asian youth are slightly under-represented.

TABLE 6

Characteristics of California Youth Offenders, 1988(26)

Arrest Category	Sex: male	female	Race: white	black	hispanic	asian
felony	89%	11%	32%	28%	34%	6%
misdemeanor	81%	19%	50%	14%	30%	6%
total numbers of arrests			159,345	70,630	114,833	20,993

CALIFORNIA'S INCARCERATED YOUTH

The rate of incarcerating California youth has increased significantly. Per 100,000 youth in the population, California ranks number 50 amongst all states. That is, it has the highest rate of youth incarceration in the nation (27).

TABLE 7

California Youth Population in County Detention Facilities(28)

Year	1978	1980	1982	1984	1986	1988
Total Detained	6,028	6,818	7,508	8,252	8,598	9,126

Percent change 1983-88: 21%

Percent change 1987-88: 6.1%

This incarceration rate reflects California's present reliance on a juvenile justice philosophy that stresses the criminal responsibility of youth over the philosophy that emphasizes rehabilitation. California incarcerates a higher proportion of its youthful

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offenders than do other states with comparable large and heterogeneous youth populations.

TABLE 8

Youth in Public Facilities per 100,000 Youth in the Population(29)

	1975	1977	1979	1983	1985	% change 1975-85
U.S. total	152	149	151	176	185	22%
New York	97	82	81	104	98	1%
Illinois	79	84	88	127	126	59%
Michigan	127	153	155	163	170	34%
Ohio	209	170	173	225	230	10%
Texas	90	116	101	110	125	39%
California	275	268	292	390	430	56%

California's rate of juvenile incarceration is twice the national average. The last-one day (Feb. 1, 1985) federal census conducted of persons in juvenile facilities (public and private) counted 15,812 youth incarcerated in California, more than three times as many as the next highest state (New York) and nearly 20% of the national total (30).

In 1989-90, the state, counties, and federal government will spend over $600 million for California youthful offenders placed out of their homes in public institutions (31). While no other major state currently has plans to expand its incarceral capacity (32), California is planning to build new prison facilities for both juveniles and adults.

CALIFORNIA'S CHILDREN AND YOUTH - WHERE DO THEY STAND?

Californians are concerned about the state and condition of their children and youth. 77% believe that California's children are facing a crisis; 76% think that children in California have a tougher time growing up now than when they were kids; 87% worry about the threat of drugs to youth; 71% worry about the quality of education; 66% are troubled that young children do not get a good early start; and 75% believe that the number of young people in poverty has increased in the last 10 years (33).

Californians have much to be worried and concerned about. While an extraordinary 96% think California should rank in the top 10 states in caring for its youth (34), California was recently given an overall grade of "D" (seriously deficient) when its performance was measured on 27 indicators pertaining to health, education, safety, teen years, and investing in families (35). This report card found California had gotten worse on 52% of the indicators and that California's performance is worse than the national average on 78% of assessed indicators. When compared to the 10 best states, California ranks 8th in infant mortality, 36th in prenatal care, 45th in nutritional programs, 42nd in graduation rates, 50th in student/teacher ratios, 30th in per pupil expenditures, 48th in child abuse/neglect, 33rd in unemployed youth, 23rd in teen births, 50th in incarcerated juveniles, 1st in public assistance payments, 14th in child support, and 35th in children in poverty (36).

The number of California children and youth in foster care has climbed at an explosive rate, more than doubling in the past decade. In 1979 fewer than 30,000 children in the state were placed in foster care. By 1988 the number had increased to almost 70,000 and represented one out of every five children in foster care throughout the nation. The number of foster care children in California increased 44% between 1985 and 1988. The foster care system in California has been found overloaded with a consequence of increased mental health and delinquency problems (37).

A December 1989 report from the U.S. House of Representatives' Select Committee on Children, Youth, and Families entitled "No Place to Call Home: Discarded Children in America" found that *services for children are overwhelmed. At a time when children are being beaten, sexually assaulted, rendered homeless and born into alcohol and crack-addicted families at the highest rates ever, the systems to save these chidren have broken down.* The report forecast that the number of youth living in foster homes, hospitals and jails across the country may increase by nearly 50% by the mid-1990's. The findings for California were especially bleak (38).

How does California treat its children and youth? How will that treatment impact urban law enforcement agencies in the next 10 years? Today law enforcement agencies have a clear choice -- prepare or be increasingly overwhelmed.

OBJECTIVE 1:

DEFINING THE FUTURE

OBJECTIVE I

DEFINING THE FUTURE

STATEMENT

The first objective of this research project is to explore, study and analyze the central issue using generally accepted futures methodologies. The result of this process will be three futures scenarios based upon the collected forecasting data obtained through a literature scan, personal site visits in New York City and Boston, discussions with a broad range of professionals, and use of the nominal group technique.

The central issue of this project is: *The impact of disadvantaged youth on large, urban law enforcement agencies by the year 2000.* In order to properly focus this project and to understand its development, an evaluation of related past, current, and future sub-issues was conducted.

The identified related forerunner sub-issues are:

1. How have increasing numbers of families falling under the poverty line affected law enforcement?

2. What has been the impact of disadvantaged youth on large, urban law enforcement agencies?

3. Has the law enforcement role with respect to youth been expanded due to failure of other social institutions?

4. What social and economic factors have produced large numbers of disadvantaged youth? Are these factors within the purview of law enforcement?

5. How effective have law enforcement agencies been in delinquency control and prevention?

The scanning process revealed that these past sub-issues continue to be relevant. Many social and economic factors (teenage pregnancies, unemployment, growing underclass, single-parent families, immigration, high school dropouts) are generally beyond the direct scope and influence of law enforcement agencies but produce and cause substantial impact on law enforcement services, resources, personnel and policies.

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The identified related current subissues are:

1. Will the crisis in financial resources at the municipal, state, and federal governmental levels decrease law enforcement's ability to effectively respond to disadvantaged youth?

2. Can California continue to incarcerate juveniles at its present record level?

3. Has the law enforcement response to the growing drug problem of inner city youth produced a desired effect?

4. What is the present impact of disadvantaged youth on large, urban law enforcement agencies?

5. What role do large, urban communities expect of their law enforcement agencies in handling juvenile delinquency?

Related subissues which have the potential to emerge by the year 2000 have also been considered. They would include:

1. Should law enforcement place greater emphasis on delinquency prevention and early intervention programs?

2. What cooperative efforts should law enforcement make with other agencies (public and private)?

3. What policy changes and resource reallocations will be necessary to respond to disadvantaged youth?

4. Should law enforcement play a more active role in programs (public/private) which have proven their ability to break the cycle of disadvantage?

5. Will the growing urban underclass completely overwhelm law enforcement resources?

6. How can law enforcement agencies best protect residents in urban areas impacted by persistent and concentrated poverty levels?

METHODS IDENTIFICATION

The following techniques and methods were used to gather, develop, and evaluate information pertaining to the central issue:

1. Literature scan of a wide spectrum of written material including books, manuals, periodicals, journals, magazines, newspapers, newsletters, federal, state and municipal governmental publications, and public oral presentations with emphasis on the social, technological, economic, environmental, political, legal and regulatory implications.

2. Personal interviews with subject matter experts.

3. Personal reflection based on over 23 years of municipal law enforcement experience and a current management assignment to the youth services division of a large,

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urban police department.

4. Site visits to New York City to personally observe those areas identified by census data as having the highest concentration of families living in poverty and very high crime/delinquency rates (NYPD precincts 25 and 28 in Harlem; 41 and 44 in the south Bronx). Site visits included personal interviews with precinct commanders, borough inspectors as well as with the Housing Authority Police Department executives.) Site visit in New York City of all the facilities/programs of the Covenant House -- the nations largest comprehensive care program for homeless youth. Site visit to Boston, MA to personally observe the Boston Plan For Excellence in Public Schools -- a broad based public/private partnership whose goal is to lower the high school drop out rate.

5. Use of the nominal group technique (NGT). This technique is designed to use the best thinking (expert judgments) of a group of knowledgeable individuals on a given issue for the purpose of forecasting trends and events and evaluating the cross impact of these trends and events on each other. The group was composed of police professionals, representatives from public and private youth serving agencies, municipal and state youth advocates, a county delinquency prevention commission president, and a community crime prevention organizing specialist.

6. Three futures scenarios were written using the information generated during the NGT process.

METHODS: IMPLEMENTATION

Background research was conducted initially by a scan and review of the existing literature related to the central issue. There is a great deal of information available on poverty (nationally and in the State of California), its causes, and public policy implications as well as on crime/delinquency, its causes and public policy implications.

This research revealed a present scholarly dispute as to whether government social programs help or harm youth and their families who are living below the federal poverty level. This dispute exists because so many more children now live in poverty, grow up without stable families, and experience unemployment after nearly 20 years of increased social spending at all levels of government.

Representing those who espouse that governmental social welfare progams are harmful to the poor is Charles Murray's book Losing Ground (39). It argues that the social programs of the 1960-1980 era changed the rewards and penalties that govern human behavior and thereby brought about increasing rates of joblessness, crime, out-of-wedlock births, female-headed familes, welfare dependency, and increasing poverty.

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Representing those who urge that specific government efforts to alleviate poverty have not been counterproductive, but rather gravely insufficient is William Julius Wilson's The Truly Disadvantaged (40). It argues that the growth of poverty amongst urban dwellers is related to a complex web of factors involved in the urban economy that have produced extraordinary rates of joblessness which is turn has exacerbated other social problems. Coupled with the exodus of the middle and working class from the inner city, there is no longer the critical mass of stable, achievement oriented families that once provided neighborhood cohesion, sanctions against aberrant behavior, and support of basic community institutions.

An objective view of the evidence does reveal that government spending priorities can dramatically impact poverty. Social welfare spending for the last 20 years has concentrated on the elderly. In recent federal budgets, subsidies for housing, meals, medical care, pensions, social security, and other benefits for the elderly came to 28% of the budget, equal to the amount spent on defense (41). In the last 20 years the United States has been remarkably successful in reducing poverty among the aged. In 1959, more than one-in-three Americans age 65 and over had incomes below the poverty line, by 1970 only one-in-four fell below, by 1985 one-in-eight did so; and by last count (1987) only one-in-ten lived below the poverty line (42).

In 1974 children replaced the elderly as the poorest age group. By 1980 the poverty rate among children had become six times that of the elderly. The United States has become the first industrial nation in the world in which youth are the poorest age group (43).

The second method used to gather information was the personal interview with subject matter experts most of whom also served as members of the NGT.

A site visit to New York City was conducted in that it had been identified as the city with the largest number of concentrated poor families (44). This site visit was undertaken for a glimpse at a "likely" California future. Personal interviews there helped in the development of a strategic plan for a "more desirable California future." Particularly helpful was a visit to the Covenant House facilities which demonstrate that one agency can develop a comprehensive and coordinated service program for homeless, abandoned, and neglected youth.

The scanning, personal interviews, and site visits elicited an initial list of relevant trends and events. This list was sent to the ten member group (Appendix 1) prior to the nominal group exercise. Members of the group included police professionals, youth service providers, a county commissioner, a state child care ombudsman, child advocates, a juvenile probation senior supervisor, and a specialist in community organizing. At the exercise additional trends and events were added. A list of 50 trends (Appendix 2) and 38 events (Appendix 3) were examined during the NGT exercise.

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TREND SELECTION

The nominal group used a trend-screening form to determine which 5 of the 50 trends would be most valuable and have the greatest relevance, in the study of the central issue, on which to develop a long range forecast. A trend was described as a pattern of happenings over time proceeding in a specific direction.

The selected trends, in rank order, are:

1. Number of Youth Living in Poverty.
2. Amount of Government Spending on Social Programs.
3. Rise of Drug and Alcohol Abuse by Youth.
4. Extent of Demographic Change.
5. Use of Community Policing.

TREND FORECASTING

All trend levels have been assigned a present-day value of 100. Each member privately was asked to estimate where the level of the trend was 5 years ago; where it "will be" in 10 years (nominal forecast) if the trend keeps going without intervening events; and where it "should be" in 10 years (normative forecast) if there were desirable intervening events and policies. The median value established by the group for each trend level is found in Figures 1 to 5.

FIGURE 1
Number of Youth Living in Poverty

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150
125                                    ___will be
100                          _____
 75 _____/‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾‾___should be
 50
      1984            1989          1999
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Past 80	100	
Will Be		120 (range 82 to 200)
Should Be		60 (range 25 to 90)
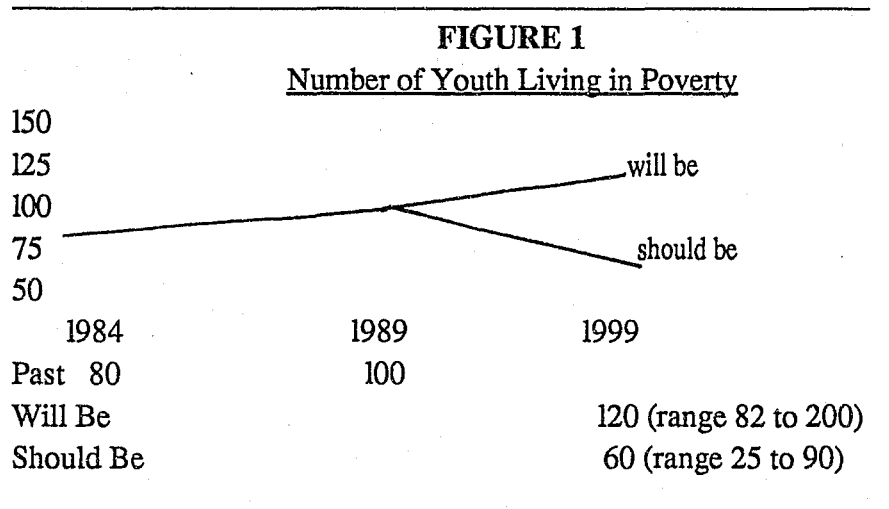
Trend One Analysis. The number of youth living in poverty is crucial to the central issue. It was the concensus of the group that poverty has risen from its level 5 years ago. This was due to a number of factors including: unemployment, inflation, low minimum wage, federal government spending decrease for social programs during the Reagan years, immigration, teenage pregnancies, female-headed families, and the exporting of high pay manufacturing jobs.

Without any intervening factors if the trend were to continue, the number of people living in poverty will continue to rise although at a slower rate than it did during the last 5 years. The group felt that federal government policies and priorities will change in the next 10 years (higher minimum wage, job training, focus on education, immigration restrictions, day care) with greater focus being placed on children and youth in poverty.

The group members felt that much more should be done for families and youth living in poverty. They noted the enormous recent accomplishment of raising the elderly out of poverty through federal social programs. Were this same emphasis to be placed on youth, a like result would be expected. Children and youth are not eligible to vote; hence, mobilizing political will to alter their condition will be more difficult than it was for the ballot- minded seniors.

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FIGURE 2
Amount of Government Spending For Social Programs

```
150                                              should be
125
100
75                                                will be
50
        1984              1989            1999
```

	1984	1989	1999
Past	105	100	
Will Be			80 (range 50 to 110)
Should Be			135 (range 110 to 250)
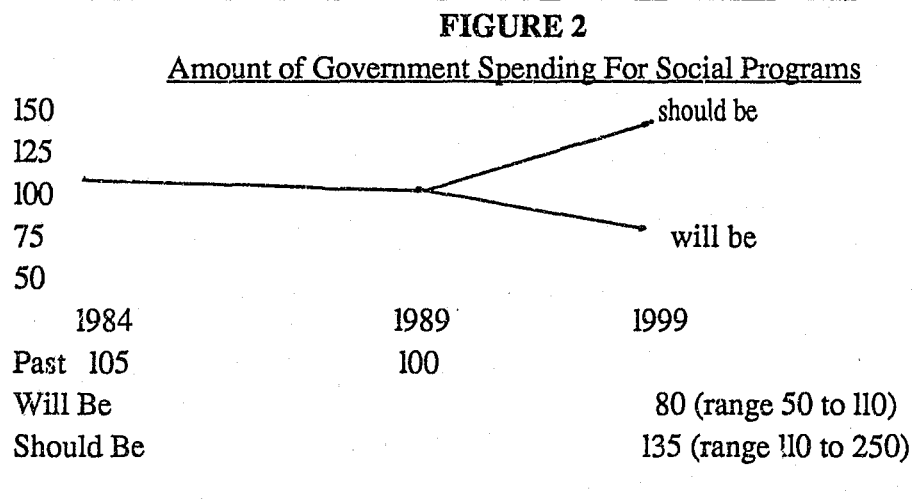
Trend Two Analysis. Government spending, at all levels, for social programs was perceived as having decreased over the past 5 years. This was felt to have occurred because of the general public perception that government social programs were either not effective or worse were actually harmful and counter productive. Media stereotyping was also felt to be a significant factor in the public's unwillingness to vote for political leaders with spending agendas.

The group felt that there would be a decrease in government spending for social programs in the next 10 years at the federal level due to the present huge budget deficits ($155 billion in FY 1988) and the Gramm-Rudman-Hollings reduction requirements. The Congressional Budget Office projects a deficit of $121 billion in FY 1993; (45) the same year the revised Gramm-Rudman calls for the first year of no deficits. At the state level, spending is already approaching its constitutional Gann appropriation limit (Prop 4, 1979) at a time when California voters are not receptive to a general tax (income) increase. Already the Gann limit threatens to strangle public services at all levels of government. Senate Constitutional Amendment #1 will be on the State's June 1990 ballot as the "Traffic Congestion and Spending Limitation Act of 1990;" if passed, this will allow for new funds for transportation services.

The next 10 years will be crucial. If poverty with its accompanying social pathology is allowed to continue its upward inclination expecially among youth, all public services will be overwheimed. The group does see faint rays of hope. A recent Time/CNN national telephone poll(46) asked the question: "Would you be willing to pay higher taxes if the money were used for." The top affirmative response, with 86%, was for feeding and providing medical care for very poor children. In a recent survey of officials of the

nation's 278 largest cities done by the National League of Cities, the need for child care overshadowed all other issues (47).

The group felt there was now emerging a popular will to do something positive for children and youth. This is best evidenced by U.S. Senator Pete Wilson's first major policy proposal in his campaign for governor of California. The Republican candidate, in early December 1989, called for integration of social welfare services with California's public schools. He proposed a state guaranteed $1,200 prenatal care stipend for every needy mother. His policy called for county-based "preventive service delivery councils" emphasizing the cost effectiveness of prevention rather than later remedial action (48).

FIGURE 3

Rate of Drug and Alcohol Abuse by Youth

150		will be
125		
100		
75		
50		should be
1984	1989	1999

Past 75   100
Will Be   145 (range 50 to 800)
Should Be   50 (range 5 to 95)
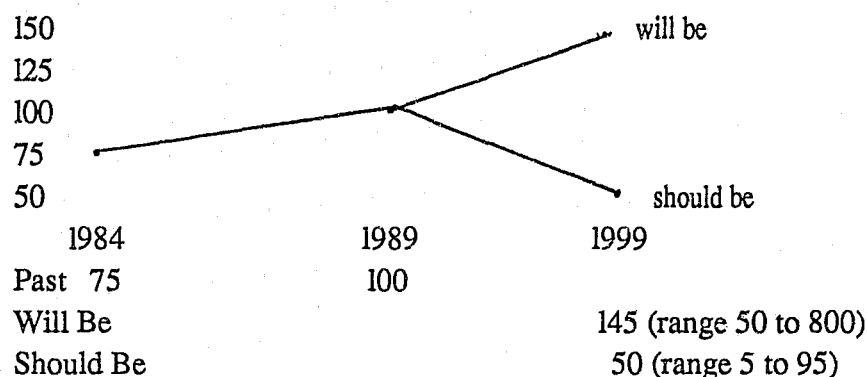
Trend Three Analysis. Drug and alcohol abuse among youth is rampant. It is rapidly becoming the nation's top problem. Crack cocaine and its gang- related violence fill the print media's pages. A recent study of 254 hard core juvenile crack cocaine users found they commit an astonishing total of 223,000 crimes a year, including drug crimes and other crimes such as robbery, assault, and shopliftging.(49) The group consensus pointed toward substantially higher abuse rates if this trend is not interrupted.

But the decade of the 1990's may be the decade cities tackle some of the most complex and pressing problems known to society. The number one issue as rated by California elected and appointed officials is reducing drug abuse (50).

President Bush's "War on Drugs" was viewed skeptically. The President has said that drugs are "the gravest domestic threat facing out nation today. Victory will be neither easy nor cheap"(51). The federal government has committed $8.8 billion for 1990 to this

war; (52) 70% of which will go to intensified police work against cocaine traffickers both here and in Latin America. The group felt this supply-side approach, like former President Reagan's eight year interdiction program, will be a failure for two reasons: it is a war on the cheap, and it fails to provide enough federal aid for drug education and rehabilitation programs.

This skepticism has academic support which asserts that the tougher drug enforcement gets, the more profitable the drug trade becomes. Drug traffickers become the greatest beneficiaries of present anti-drug laws. This school of thought observes that the enormous profits of the drug trade are not something inherent in the commodity. The value of this commodity is imposed through a risk premium that is proportionate to the severity of enforcement (53). The latest figures (November 1989) from the U.S. Drug Enforcement Administration estimate that to make a kilo of cocaine a Latin American manufacturer buys coca leaves in Peru for $750. The refined cocaine sells for $4,500 a kilo. When imported from Columbia to the U.S. this refined cocaine sells at a wholesale price of $16,500 a kilo. As this kilo moves from dealer to dealer and finally reaches the street, the ultimate consumer pays as much as $120,000 a kilo. This jump form $750 to $120,000 is said to occur primarily because of the impact of law enforcement -- the price the buyer pays for consuming an illegal substance and the risk the dealer takes in providing it (54).

Presently there is little evidence of any groundswell of support for legalization. There is certainly no real debate underway at the national or State political levels.

It will be necessary for law enforcement agencies to boldly increase their drug education and prevention efforts in the school system in grades K through 12. Schools furnish the most effective means of providing gang and drug prevention education -- this is the conclusion of the California State Task Force on Gangs and Drugs (55). The NGT group agrees that this is where the emphasis should be placed.

The societal cost of drug addiction is now estimated at $200,000 per addict per year according to the U.S. Department of Justice (56).

FIGURE 4

Extent of Demographic Change

```
150                                    → will be
125                              →  should be
100
 75  ←
 50
      1984              1989              1999
Past  80               100
Will Be                                 140 (range 105 to 600)
Should Be                               120 (range 80 to 150)
```
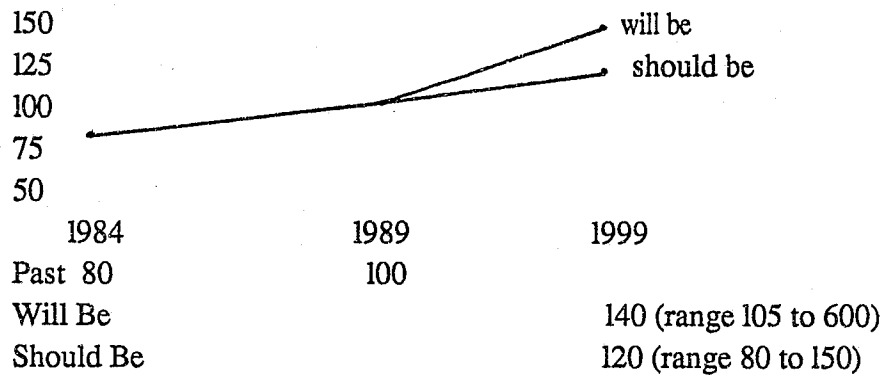
Trend Four Analysis. The strength of a society rests on its people and on the inspiration and dedication they bring to achieving common interests. California will outpace the nation in population gains in the 1990's, an increase of 14.2% vs. the nation's growth of 7.3%. In this period two ethnic groups will post major gains -- Hispanics and Asians.

In 1988 the state's population was: 60.5% white, 7.6% black, 22.6% Hispanic and 9.3% Asian. By the year 2000 the population make up will be: 53.3% white, 8.0% black, 26.8% Hispanic and 11.9% Asian (57). The demographic changes for California's youth, Table 2 herein, are even more pronounced.

The group consensus was that change was occurring so rapidly that dislocations were being caused in the school system and employment arena. The group was not xenophobic. It felt a decrease in the rate of demographic change would allow public and private institutions a better opportunity for response to the population changes.

Law enforcement agencies have experienced the difficulty in responding to the changing service needs of changing populations. The law enforcement profession is presently dominated by white males, but this also is in rapid change.

FIGURE 5

Use of Community Policing

```
150                                   should be
125                               ⟶ will be
100
75
50  ⟋
     1984            1989            1999
   Past  50          100
   Will Be                          125 (range 75 t0 200)
   Should Be                        150 (range 90 to 300)
```
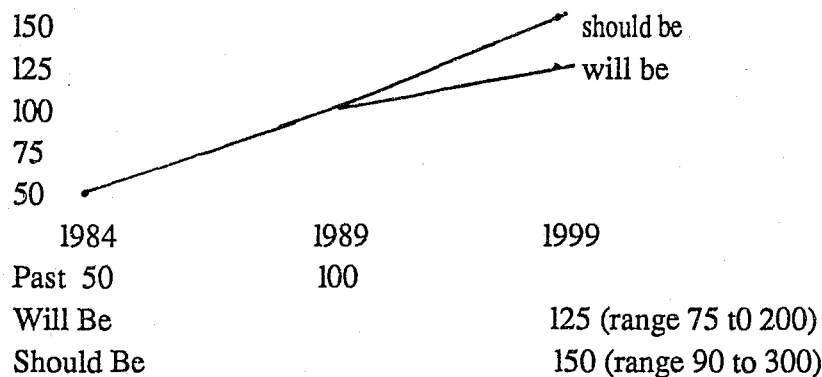
Trend Five Analysis. A quiet revolution is reshaping American policing --
community policing (58). Current trends in police reform stress a contextual role for the
police, one that emphasizes greater interaction with the community toward resolution of
persistent community problems supposed to lead to crime and social disorder. Community
policing broadens the police mission to include the idea that the police are integral to
promoting the common welfare. It frees the police to emphasize *he underlying causal
forces associated with crime and disorder.

The group strongly perceives this trend increasing over the next decade with or
without intervening events. Of all the trends forecast, this one is squarely in law
enforcement's playing field. It may be a necessary survival mechanism. According to the
California Justice Department, there has been a 19.8% increase in violent crime from 1983 to
1988 with no increase in law enforcement agency personnel during the same period (59).
The U.S. Department of Justice reports that municipal police departments, on average,
employed 2.4 sworn officers per 1,000 residents in 1977 but only 2.3 by 1987. During this
same ten year period, the average rate of serious violent and property crimes reported to
these departments increased 22% with violent crimes increasing by 43% (60).

While the California State Task Force on Gangs and Drugs has recommended an
increase in the number of police officers to enhance patrol and field operation staffing for
community protection and gang and drug related crime suppression (61), constitutional
spending limits for cities and counties make this difficult.

The group felt law enforcement agencies should intensify their community policing
efforts, especially as a means of protecting the residents of impacted ghettos from the
criminals in their midst. It was viewed as a preferred strategy for protecting lives and
property of law abiding residents of poverty concentrated areas.

EVENT SELECTION

An initial list of events, prepared prior to the NGT exercise based on information obtained during the background phase, was sent to each member of the group. An event was described as something that a future historian can look back upon and state with certainty that it did or did not happen.

At the exercise, additional events were added. The final list consisted of 38 events (Appendix 3). These were discussed with the top 5 selected based on their likelihood of occurrence (at least a 40% cumulative probability), criticality, and their impact on law enforcement and the central issue. The events selected for evaluation, in rank order, are:

1. Federal War on Poverty Program Funded.
2. Children's Budget Enacted in California.
3. Comprehensive Education System Reforms Adopted.
4. Significant (20%) U.S. Military Spending Reduction.
5. National Health Care System Legislated.

EVENT DESCRIPTION

EVENT ONE. *Federal War on Poverty Program Funded.* In his State of the Union Message in 1964, President Lyndon Johnson declared "an unconditional war on poverty." That antipoverty program turned out to be a skirmish rather than an unconditional war. The Office of Economic Opportunity, the main new institution created, proclaimed that its goal was "to eliminate the paradox of poverty in the midst of plenty" (62). The federal spending for this social war was modest. The poverty portion of the federal budget moved from 4.7% in 1961 to 9.4% in 1976, but nonpoverty social spending rose from 30.1% to 54% in the same period principally due to raising and indexing social security benefits and providing Medicare for the aged (63). The massive financing needed for the War in Vietnam further restricted the domestic war on poverty.

The group members felt that poverty won the first war. They felt that President Bush's current "war on drugs" would prove unsuccessful, and its failure could be an ignition point to coalesce another domestic antipoverty movement. If a second "war on poverty" were declared and funded, there would be powerful impact on California's youth living in poverty (presently nearly 1 in 4) helping to lift them out of this condition. It was expected that law enforcement would benefit through a reduction in youthful delinquency as well as adult criminality.

Event Two. *Children's Budget Enacted in California.* A children's budget is a reflection of state, county, or city efforts to extract from all agencies and departments a detailed fiscal analysis of programs and services for children. Its goal is to improve planning, budgeting and coordination in the delivery of services for children. It attempts to make children and youth a programmatic and fiscal priority. In California the growth of legislative and special committees on youth and children may reflect increased interest in and concern for improving policy for children (64),

The group consensus was that children and youth issues were on the ascendency in California and that children and youth would, in the 1990's, become a high priority for city, county and state elected and appointed officials. Since the State's children represent its future, the enactment of such a budget could lower youth poverty rates, child abuse incidents, youth homelessness, levels of teen-age drug abuse, and lower school drop out rates. All would be a plus for law enforcement agencies since these conditions are directly related to and intertwined with delinquency.

EVENT THREE. *Comprehensive Education System Reforms Adopted.* Momentum for this event is already in place. The 1983 National Commission on Excellence in Education found that: *"Our Nation is at risk...If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war"* (65). A 1988 report by the U.S. Secretary of Education found that the nation's education system was doing better than in 1983, but was not doing well enough, and not doing well enough fast enough. The Secretary cautioned that "we are still at risk" (66). To emphasize the seriousness of this problem President George Bush (who wishes to be known as the "education president") convened the nation's 50 state governors (October 1989) for an historic summit at the University of Virginia to establish reform goals for the nation's school systems. Not since Franklin Roosevelt's day had a president called the nation's governors together; Roosevelt's agenda was a search for ways to cope with the great depression (67). Education is becoming a top national priority.

The improvement of the education system is still seen as the best route to better economic circumstances. While shaping up schools will be a tough task, there is a new sense of urgency-- a hopeful sign.

California has a lot to do in this area. It presently rates 42nd in the nation in percentage of high school graduates and 30th nationally in spending on a per pupil basis. Its SAT scores are barely above average. 66% of California's students make it through grade 12; the national average is 71% (68).

EVENT FOUR. *Significant (20%) U.S. Military Spending Reduction.* During the Reagan years of heady military spending, the Soviet Union was the "evil empire" and the Strategic Defense Initiative was the cornerstone of the defense policy. This is beginning to swiftly change. Even Pentagon experts have begun to call for serious revamping of U. S. strategy to take into account soviet military cutbacks and progress in arms control. The Defense Department will get less money (69). Peter Drucker argues that arms have proven themselves counterproductive. That they are a major drain on economic performance and economic development - a major cause of Russia's economic crisis and of America's falling behild economically. *"To accept that it is in the common interest of all countries to cut back on military expenditures and military establishment may, however, come easier than anyone would have thought only a few years ago. Economic necessity may force us to move in that direction"* (70).

The U.S. armed forces must come to grips with a new and very different threat: peace. There is an increasing likelihood of a rapid dismantlement of the military forces that have been camped in Central Europe for almost half a century. Savings from any large scale reduction would be enormous in that 60% of the nation's $300 billion military budget is devoted to defending Europe (71). Already the U.S. Secretary of Defense is preparing for an average annual, after inflation, drop of 5% in military spending for 1992 through 1994. This would amount to a $180 billion saving (72). By the mid- to late- 1990's defense experts are saying military spending could decline from about 6% of U.S. gross national product to around 4%. That would be the lowest level since the massive demobilization following World War II (73).

Economic necessity may prevail over military aggrandizement on an international level. Were this to occur, funds could be freed up to both reduce the federal deficit and increase spending on social programs aimed at families and youth living under the poverty line.

EVENT FIVE. *National Health Care System Legislated.* The United States remains as one of the few industrialized nation's without some form of national health care. The NGT group felt there was a strong probability of this occurrence by the year 2000. In 1984, 35 million Americans had no health insurance (74). By 1989 that number had risen to 37 million uninsured Americans (75).

The U.S. infant mortality ranking among twenty industrialized nations declined from sixth in 1950-55 to last place in 1980 (76). In California in 1985 the infant mortality rate actually rose, the first time such a rise was recorded.

The poor and near poor do not get the comprehensive health care they need (77). Fragmented programs and cost-cutting measures imposed by Medical during the past

several years have reduced current levels of health care for the poor and indigent. Improving the health care delivered to California's poor children and youth would help blunt the negative effects of their economic condition.

EVENT ASSESSMENT

The five selected events were then evaluated to determine the group consensus (using median values for the groups' responses) to estimate the first year that the probability of the event's occurrence exceeds zero (interval probability) and the actual probability of the occurrence of the event by 1995 and by the year 2000 (cumulative probability) on a scale of 0 to 100. Lastly, the group was asked to forecast the impact the happening of the event would have on the central issue (*disadvantaged youths' impact on urban law enforcement agencies*) and on California law enforcement. The results of this evaluation are presented in Figure 6.

Figure 6
EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			IMPACT ON IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)	ISSUE AREA -10 / +10	LAW ENFORCE-MENT -10 / +10
1. FEDERAL WAR ON POVERTY PROGRAM FUNDED.	1994	15%	60%	+8.5	+5.5
2. CHILDREN'S BUDGET ENACTED IN CALIFORNIA	1993	30%	65%	+6.5	+6
3. COMPREHENSIVE EDUCATION SYSTEM REFORMS ADOPTED	1992	55%	85%	+7.5	+5
4. SIGNIFICANT (20%) U.S. MILITARY SPENDING REDUCTION	1997	0%	45%	+5	+2.5
5. NATIONAL HEALTH CARE SYSTEM LEGISLATED	1992	35%	70%	+4	+2

CROSS-IMPACT ANALYSIS

Should any of the possible future events actually occur, it would impact some or all of the other events and trends. This analysis addresses the interrelated aspects between forecasted trends and events.

Members of the NGT exercise were asked to estimate those relationships on a cross-impact analysis form. This form, when completed, shows the effects the participants felt that each event would be expected to have on all other events and trends. The ratings were calculated and the median was used (Figure 7).

The following is a description of the group's cross impact evaluation.

Event One: *Federal War on Poverty Program Funded.* The positive impacts of this event were significant:
1. increases the likelihood of California enacting a children's budget.
2. makes the adoption of comprehensive education system reforms more probable.
3. encourages the adoption of a national health care system.
4. substantially reduces the numbers of youth living in poverty.
5. materially increases the amount of spending on social programs which would lessen the rate of drug and alcohol abuse by youth through prevention, intervention, and treatment programs.

Event Two: *Children's Budget Enacted in California.* The positive impacts of this event are:
1. assists in the reduction of the number of California youth living in poverty.
2. would help increase the amount of government spending on social programs.
3. would, through better program planning and coordination, ameliorate youth drug and alcohol abuse.

Event Three: *Comprehensive Education System Reforms Adopted.* The positive impacts of this event are:
1. complements the funding of a federal war on poverty program.
2. with education seen as the primary route out of poverty, this would greatly reduce the numbers of families living under the poverty level.
3. through the use of drug education programs in grades K through 12, the rate of drug and alcohol abuse would decrease.

Event Four: *Significant (20%) U.S. Military Spending Reduction.* The positive impacts of this event are:

 1. makes federal funds available for domestic programs (poverty program, education reform, national health insurance).

 2. would be the primary source of funds to reduce the numbers of families whose income falls beneath the poverty level.

Event Five: *National Health Care System Legislated.* The positive impacts of this event are:

 1. could be part of a total program to attack the rise in the numbers of families underneath the poverty line.

 2. to the extent that drug and alcohol abuse prevention and treatment programs were included, the rate of this abuse would decline.

FIGURE 7

CROSS-IMPACT EVALUATION

with this probability (by 2000)		How would the probability of the events shown below be affected?					How would the level of these trends be affected?				
		E_1	E_2	E_3	E_4	E_5	T_1	T_2	T_3	T_4	T_5
60%	E_1	✕	+55%	+65%	+20%	+60%	−80%	÷85%	−50%	+25%	0
65%	E_2	+15%	✕	0	0	0	−25%	+30%	−20%	0	0
85%	E_3	+30	+5	✕	0	+5	−75%	+25	−35%	0	0
45%	E_4	+75%	+60%	+40%	✕	+65%	−35%	+70%	0	0	0
70%	E_5	+45%	+15%	0	0	✕	−35%	+30%	−25%	0	0

Suppose that this event actually occurred ....

Event 1: Federal War On Poverty Program Funded
Event 2: Children's Budget Enacted In California
Event 3: Comprehensive Education System Reforms Adopted
Event 4: Significant U.S. Military Spending Reduction
Event 5: National Health Care System Legislated

Trend 1: Numbers of Youth Living In Poverty
Trend 2: Amount of Government Spending On Social I
Trend 3: Rate of Drug and Alcohol Abuse By Youth
Trend 4: Extent of Demographic Change
Trend 5: Use Of Community Policing

FUTURES SCENARIOS

From the study data, three futures scenarios have been developed. Scenarios are integrating mechanisms designed to present complex forecasts and relationships in an organized and readable fashion. They provide a picture and vision of the future with the purpose to present choices and alternatives for strategic planning. Scenarios serve to call attention, sometimes poignantly and persuasively, to a larger range of possibilities that must be considered in the analysis of the future.

These three scenarios have been developed primarily from the trends, events and cross impacts identified in the NGT exercise.

The exploratory ('most likely;" nominal mode) scenario is the one which would occur if there are no intervening policies and events which would alter the present course of forecasted trends. It is "surprise free."

The hypothetical ("what if" mode) scenario is a chaotic and turbulent future in which events occur with surprising consequences.

The normative ('can be," "desired and attainable") mode presents policies and actions adopted and undertaken to achieve and ensure that the favored future actually occurs. This scenario connotes that by understanding the present and systematically forecasting the future, law enforcement agencies can design and implement the essential policies, prodedures, and resource allocations which can change and alter the direction and outcome of forces currently in motion to secure a desired future. The strategic and transition plans that follow in this study project are designed to achieve the results described in the "desired and attainable" future.

SCENARIO NO. 1 - EXPLORATORY
("MOST LIKELY")

The last decade had proven to be a difficult one for California's large, urban law enforcement agencies. The agencies survived but none care to repeat the experience.

Significant demographic changes did occur. By the year 2000 California had grown from 28.7 million people in 1990 to 32.3 million -- growing at twice the rate of the nation's growth. Two ethnic groups posted major gains -- Hispanics and Asians. While blacks remained almost stable (8%), whites declined from 60.5% to 53.3% of the population. With these changes in the character of the state's population came social and economic consequences. There was increased need for moderate priced homes and rental housing,

for affordable health care and child care, and for improved educational and employment training programs. These needs went largely unmet partially due to constitutional limitations on governmental taxing and spending.

California's youth population exploded during this decade growing 20% from 7.3 million to 8.7 million. By 1989 California education administrators knew they would need an additional $20 billion for growth only, without any system change for the additional 140,000 students per year. While the Gann spending limit was changed in 1990 to allow for more spending on transportation issues, little relief was afforded to the bulging school systems. By 2000 California had the nation's highest classroom size and lowest per pupil spending for primary and secondary schools. In 2000 the ethinc makeup of the State's school children was: white 42%, hispanic 36%, asian 13%, and black 9%.

An increasing portion of children were born to poor families (20% of which were drug exposed), a substantial number spent part of their childhood living in single parent families, and most children spent substantial time each day in the care of adults other than their parents. Increase in divorce and births to young unmarried mothers intensified the numbers of youth experiencing health, academic and social problems. California did develop two groups of youth - one advantaged and one disadvantaged. In the 1990's the gap between the two widened. The division between "haves" and "have nots" occurred, to a large degree, along racial and ethnic lines. The central factor distinguishing the two goups was poverty. A large percentage of Hispanic and black youth found poverty to be a constant companion.

While 23% of the state's youth lived in poverty in 1989, that figure had grown to 34% in the year 2000. The social consequences were severe. High school drop outs, especially for black and hispanic youth, approached 50% further perpetuating poverty and a permanent underclass. Teenage pregnancies and unemployment grew rapidly.

Delinquency trends escalated and grew annually at the rate of nearly 5%. In the year 2000 California law enforcement agencies arrested over 500,000 youth -- a record. Disturbingly, felonies consistently grew at a faster rate than misdemeanor offenses especially the crimes of aggravated assault, narcotic violations, motor vehicle thefts, and weapons offenses.

Most new juvenile justice spending was devoted to county and state incarceration facilities. California continued to incarcerate a higher proportion of its youth offenders than did any other state. Punishment continued to dominate rehabilitation and prevention as the preferred strategy. By the year 2000 a significant majority of those detained were black and Hispanic youth -- the same racial/ethnic groups dominating the poverty statistics.

Drug and alcohol abuse among youth grew steadily. Few new prevention, early intervention and treatment programs were established. Gangs dominated most inter-city areas. While social pathology among youth climbed alarmingly, urban law enforcement agencies did not increase their numbers of sworn officers. Police and sheriff employment remained static throughout the 1990's. Excepting an increasing use of a community

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policing strategy, little changed by way of law enforcement policy, procedure and resource allocation. Law enforcement, however inadequate, was the chosen method for handling societies growing urban people problems.

In 1999 a survey of public attitudes toward California's urban law enforcement establishment showed much dissatisfaction. A public report card gave law enforcement a grade of "D".

SCENARIO NO. 2 - HYPOTHETICAL
("WHAT IF")

It was a typical day for California's public hospitals, 40% of the babies born on January 1, 1999 were addicted to drugs or alcohol. On that day one out of every two children lived in a single parent household; one in three was born to an unmarried mother and 60% of black children were born to single mothers. Poverty levels for youth had , the year prior, just crossed the 50% line.

In the year 2000 officials at the California Department of Finance's Census Data Center discussed eliminating poverty data from their annual reports for political reasons. The income gaps between the top 1/5th and the lowest 1/5th had never been larger.

Immigrants from Mexico and Central America had flooded into California escaping from the revolutionary war in Mexico which began in 1994 and the continued economic depression throughout Central America. California's school system and social service agencies were completely overwhelmed. This was only further exacerbated when the U.S. Immigration Service increased quotas from the war torn countries of Laos and Cambodia.

On a national level, social spending programs were reduced throughout the 1990's to accommodate an upsurge in military spending. In 1991 Mikhail Gorbachev was suddenly replaced by Politboro conservatives. The Soviet Union entered into a period of instability and confusion. The United States decided, as a matter of international policy, to prepare for the worst outcome -- a second Stalin-like repressive, expansionist period.

Law enforcement was desperate for a solution to its number one nemesis -- illegal drugs. Bolivia and Peru were cultivating record numbers of coca crops. In Columbia the drug barons of Cali and Medellin had already, through terrorists bombings and

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assassinations, destroyed the Bogata government's will to fight them.

Drug and alcohol abuse rates for youth were mounting; drug gangs operated like businesses and had already formed joint ventures with the criminal syndicates on the east coast. In large, urban California inner cities, the populace was in a state of fear and terror. Traditional law enforcement methods were not effective. Law enforcement leaders turned to a highly educated and respected chief in the Bay Area who had consistently urged taking the profits out of the traffic in drugs by eliminating criminal penalties for drug use. In 1995 law enforcement officials convinced the State legislature to decriminalize all drug usage. By a narrow vote, this was done with a sunset date of December 31, 2002. Surprisingly, this strategy was showing some modest success (fewer drug- related crimes) by 2000 with predictions for continuation already being made by political pundits. However in inner cities, with their persistent and concentrated poverty populations, drug abuse retained its hold on those who saw no hope for a more prosperous life.

Throughout the 1990's the California school system floundered. It was routinely graduating its students with significant employability handicaps. California was fully embarked on a tragic waste of human resources through illiteracy. Employers at first began to set up huge on-the-job training and retraining programs to combat school failure. Finally, out of desperation, the business community placed an initiative on the 1996 ballot to completely reform the State's primary and secondary schools. It passed, but due to the decade's second severe recession, sufficient funds to finance the reforms have, by the year 2000, yet to be committed.

This was a decade of much law enforcement experimentation, driven by necessity in coping with social maladies related to the unabated expansion of families and youth in poverty. While much was tried, little worked. Corrections became the agency of last resort; California quintupled its number of incarcerated youth.

SCENARIO NO. 3 - NORMATIVE
("DESIRED AND ATTAINABLE")

In 1992 California adopted a Master Plan for Children and Youth. It included the establishment of a Department of Children and Youth Services and a Children and Youth budget. It encouraged and provided financial incentives for each county to do likewise. Youth advocates were exhilarated. The political focus had finally shifted to the problems and issues of children and youth.

At the county level a successful model was developed, through experimentation which occurred throughout the 1990's, which engaged all major youth serving agencies - law enforcement, juvenile justice, public health, community service organizations, social services - to serve on the Youth Policy Council which served as a planning body for integrated services. This Policy Council's goal was, through agency integration and coordination, to reduce the costs of providing services to the most needy children so that more money would be available for prevention and early intervention efforts. By 2000 the model had substantially changed the entire system for delivery of services to children and youth.

At the national level, by 1995, both the United States and the Soviet Union had reduced military spending by over 20%. The savings went into deficit reduction and social programs. While a second "war on poverty" was never officially announced, new monies were made available for child care, early education, job training, and health care. These programs, coupled with a comprehensive economic policy to enhance employment opportunities and to raise incomes for disadvantaged Americans, helped reduce the number of California youth living in poverty from 23.6% in 1988 to 12.5% in 2000 - the lowest rate in 30 years. The futures of disadvantaged youth had changed and grown much brighter.

The 1990's proved to be the decade for children and youth. Recognizing the effectiveness of early intervention, social service and law enforcement agencies began to focus their early intervention efforts on youth experiencing poor school performance and truancy in the 3rd and 4th grades.

Delinquency prevention was a top law enforcement priority throughout this decade. Personnel resources and policy directives backed up this commitment. These efforts began to pay off as the 1990's progressed -- despite the ever increasing numbers of youth. The number of juvenile arrests never came near its 1975 high of 370,950 and by the year 2000 was 35% below its 1988 rate of 229,203.

Juvenile diversion programs, community policing strategies, and cooperative ventures with social service agencies. community groups and school systems were in

place. Their combined effect reduced community fear of crime and delinquency, caught "at risk" youths early and directed them into positive activities, and materially reduced the demand for illegal drugs and alcohol.

Drug exposed children, a real challenge in the 1990's, did not reach crisis proportions. Through first-class, comprehensive and intensive programs for young women and expectant mothers, the number of these children declined gradually to less than 2% of children born in public hospitals. Foster parents and day care providers learned how to manage the behavior of drug exposed children. Special school programs assisted in overcoming many of their developmental problems.

Californians, in the 1990's, were motivated to promote and adopt policies that reversed the alarming trends of the 1980's. They had not doomed their children to enter the 21st century suffering from the effects of persistently high rates of poverty.

Law enforcement agencies felt particularly proud. They had played a leadership role in warning their communities of the potential for "rotten outcomes" from the trends prevalent at the beginning of the decade. Their efforts, when combined with other public and private agencies and groups, had made a difference. The community knew this and respected its peace officers for their clarity of vision and long-term change strategy.

OBJECTIVE II:

STRATEGIC PLAN

OBJECTIVE II: STRATEGIC PLAN

STATEMENT

The second objective is to develop a strategic plan that will assist large, urban law enforcement agencies manage the impact that disadvantaged youth will have on them by the year 2000. The strategic plan is based on Scenario #3 in the previous section, a desired and attainable future.

A strategy is a rational and logical process of combining resources to achieve an end in an unknown environment. It suggests that actions taken today be designed to enable us to face the future on our own terms, not on those imposed from the outside (78).

Strategic planning deals with the futurity of current decisions. It looks at alternative courses of action that are open in the future. It is also a process that begins with the setting of organizational aims, defines strategies and policies to achieve them, and develops detailed plans to make sure that the strategies are implemented to achieve the ends sought. Strategic planning is an attitude; it is a dedication to acting on the basis of contemplating the future (79).

The strategic plan will furnish a situation assessment, evaluate law enforcement strengths and weaknesses, identify stakeholders, recognize policy considerations, and structure the implementation process. The outcome bridges the gap between the present and the desired future. For purposes of this objective a large, urban northern California police department was selected -- San Francisco's.

METHODS: IDENTIFICATION

The following methods and techiques were used to promote strategic planning:

1. Structured interviews were conducted with law enforcement subject matter experts.

2. A situational analysis was made of the organization's strengths and weaknesses and its external environmental threats and opportunities (WOTS-UP).

3. A capability analysis was made of the organization in terms of its skills, resources, management and organizational climate.

4. A mission statement was produced for the law enforcement agency in general (macro) and for handling disadvantaged youth in particular (micro).

5. A modified policy delphi was conducted to evaluate and select the most desirable and feasible policies.

6. The strategic assumption surfacing technique was used to identify and evaluate key stakeholders and their positions relative to the policies proposed.

7. Negotiation strategies were developed to make way for acceptance of desired policies.

METHODS: IMPLEMENTATION

The San Francisco Police Department was selected as the "context setting" within and upon which analysis was performed and policies developed for implementation. The author is confident that the policies developed can be implemented by other large, urban law enforcement agencies in California. The trends, discussed in Objective I, are occurring throughout California and will have impact on all similarly situated agencies.

Information gained during the background portion of this project was presented to and evaluated by law enforcement subject matter experts either employed by or familiar with the San Francisco Police Department for their assessment of its implications for San Francisco. These experts assisted in developing a picture of the environment in which the Department operates, formulating a mission statement, and developing policy options.

SITUATIONAL ANALYSIS

The situational analysis was accomplished using the WOTS-UP methodology for assessing the internal capability of the Department as well as the external environment in which it operates. This methodology assesses the weaknesses, opportunities, threats, and strengths and the underlying planning which is involved in policy implementation. The purpose of this analysis is to provide information on distinctive competencies of this Department that are used to take advantage of the identified opportunities and to avoid or minimize the threats. The analysis resulted in the following:

1. _Strengths._ The San Francisco Police Department is the oldest in California having been established in 1849. It has a rich history and strong traditions.

It has operated under a federal court consent decree which has monitored its hiring and promotions since 1979. The department has substantially achieved its goals of reflecting, in its personnel, the racial and ethnic composition of the community it serves. It top administrators are very community oriented and enjoy a good reputation throughout the diverse neighborhoods and business communities. This has helped mitigate adverse consequences of some unpopular police actions. This "stay in touch with your constituency" has filtered down the management ladder. The Department's decentralized nature, nine district stations, fosters this.

Training is a high priority. A new "high tech" police academy facility was opened three years ago and serves as a regional training academy. Much experimentation is done here with new ideas constantly being introduced. The Department is well and continuously trained.

Youth services are once again becoming a top priority concern. The Department's policy setters, a five-member civilian police commission, has recently adopted a "New Directions for Youth Services" program emphasizing diversion, recreation, coordination with other private/public agencies and genuine concern for and commitment to disadvantaged youth.

The Department's personnel, sworn and civilian, are, in general, dedicated, loyal and productive. They represent its cardinal strength.

The Department is currently expanding its 4-10 plan throughout its entire patrol bureau. Successful pilot programs showed the plan was very popular, a morale booster, and did increase police productivity including more comprehensive use of one-person vehicle patrol.

An October 17, 1989 earthquake measuring 7.1 on the Richter scale, causing fires and substantial property damage, challenged the Department. It responded admirably as it does in times of crisis.

2. _Weaknesses._ The Department has an authorized strength of 1973 sworn officers. It presently has an actual strength of 1770, over 200 vacancies. City financial problems, principally a projected FY 1988-89 deficit of $180 million, have aggravated this situation. For the first time since the Great Depression, the Department's budget was reduced by 4%. This coupled with a "pay freeze" hurt morale and caused many experienced officers to look elsewhere for employment. Most damaging to morale was a recent (June 1989) survey which ranked San Francisco number 92 in the State in terms of wages.

There is little encouragement for entrepreneurship and few rewards for creativity. The promotional process waivers between abysmal and just adequate. Nearly every promotional exam in the last 20 years has been the subject of heated litigation. A 1983

sergeant's exam lawsuit was recently (October 1989) denied review by the United States Supreme Court.

The Department has never concentrated much attention on the development of its middle managers. Although skilled and trained, they have never been properly focused.

The absence of a career-incentive progam is noticeable. A reengerized staff inspection process awaits final evaluation.

3. Threats. The Consent Decree, by its terms, restricts police officer applicants to bona fide residents of San Francisco. Since 1979 over 1,000 recruits have gone through the Academy. It is perceived that the applicant pool has dried up.

Should the economic situation not materially improve in San Francisco the Department's budget will be in jeopardy. Coupled with growing community demands for more social spending (homeless, AIDS, children and youth), the Department's budget priority position may begin to erode.

Serious crime has been rising for several years at the rate of 5% to 8%. The City is plagued with the crack cocaine epidemic (drug gangs, community erosion, drive by shootings, crack babies). The present criminal justice system is overburdened; the jails are overcrowded and the district attorney's office is understaffed.

Affordable housing (lack of it) and traffic (too much of it) are urgent political concerns. The first is changing the nature of the city population mixture (fewer middle class) and the second is changing its business base (corporations leaving for less crowded areas).

4. Opportunities. The Department presently enjoys strong community support while acknowledging the presence of a vocal minority displeased with recent policing activity.

The City has recently created the Mayor's Office of Children, Youth and their Families to integrate and coordinate children and youth services. The City has strong child and youth advocacy organizations. The City's Board of Supervisors has already adopted a 10-point children's agenda emphasizing housing , child care, recreation, education, health care, vocational programs, and a rehabilitative juvenile justice system. A prominent member of its Board has convened meetings with members of the Boards of Supervisor's of Bay Area counties and key child advocates from each county to discuss a regional strategy for increasing funding for children and youth services.

The City of San Francisco is liberal and progressive in its politics. It has a strong tradition of supporting labor issues including those of the Police Officers' Association. It has an international reputation as everyone's "second favorite city."

ORGANIZATIONAL CAPABILITY/RESOURCE ANALYSIS

An internal survey was conducted of selected Department personnel (sworn and civilian) to establish the Police Department's (a) strengths and weaknesses (Chart 1) and (b) the ability of the Department to react to or initiate change (Chart 2).

Police Department organizational strengths were identified as:

1. management skills;
2. supervisory skills;
3. police officer skills;
4. training;
5. response time;
6. image;
7. community support;
8. low personnel turn over;
9. supplies.

The Police Department is perceived as possessing the necessary skills at all levels of its structure to accomplish its tasks and responsibilities. It is well trained, enjoys high community support and a low personnel turn-over rate.

Police organizational weaknesses were identified as:

1. personnel staffing;
2. equipment;
3. facilities;
4. money;
5. justice system support;
6. pays scale and benefits
7. promotional opportunities;
8. career development.

The Department is also perceived as having insufficient personnel for its current and anticipated policing demands. In fact it has over 200 vacant positions due to the City's financial condition. Equipment and facilities must be improved (passage of a November 1987 $28 million bond issue will improve facilities). The jails are overcrowded and the District Attorney's office also recently suffered personnel cuts due to the City's fiscal condition.

The pay scale is a real cause for concern (#92 in California) as are employee benefits, promotional opportunities and an inadequate/non-existent career development program.

Chart 1
CAPABILITY/RESOURCE ANALYSIS

Each item was evaluated on the basis of the following criteria:

I. Superior. Better than anyone else. Beyond present need.

II. Better than average. Suitable performance. No problems.

III. Average. Acceptable. Equal to competition. Not good, not bad.

IV. Problems here. Not as good as it should be. Deteriorating. Must be improved.

V. Real cause for concern. Situation bad. Crisis. Must take action to improve.

The noted ratings reflect the median value established by the rating group.

Category	I	II	III	IV	V
personnel adequacy				x	
technology			x		
equipment				x	
facility				x	
money				x	
calls for service			x		
response time		x			
management skills		x			
police officer skills		x			
supervisory skills		x			
supervisory skills		x			
training	x				
attitudes			x		
Board of Supervisors support		x			
Mayor's support		x			
community support		x			
justice system support					x
sworn/non-sworn ratio			x		
pay scale					x
benefits				x	
turnover		x			
complaints received				x	
supplies		x			
sick leave rates			x		
morale			x		
promotional opportunities					x
career development				x	
internal audit/inspection			x		

Chart 2
CAPABILITY/READINESS FOR CHANGE - ANALYSIS

Each item was evaluated for the type of activity it encouraged.

I. Custodial - reject change.

II. Production - adapts to minor changes.

III. Marketing - seeks familiar change.

IV. Strategic - seeks related change.

V. Flexible - seeks novel change

The noted ratings reflect the median value established by the rating group.

Category	I	II	III	IV	V
TOP MANAGERS:					
Mentality				x	
Skills/Talents				x	
Knowledge/Education			x		
ORGANIZATIONAL CLIMATE					
Culture/Norms			x		
Rewards/Incentives		x			
Power Structure			x		
ORGANIZATIONAL COMPETENCE:					
Structure		x			
Resources				x	
Middle Management				x	
Line Personnel			x		

With regard to the organizational capability/readiness for change (chart 2), the top managers are perceived to have the mentality, skill and talent to bring about change. They are perceived as reasonably flexible and possessing adequate knowledge and education commensurate with the positions they hold. Though the top managers seek change there are few rewards or incentives for change. Risk takers are not encouraged. The organizational culture is satisfactory as a mechanism for change.

In relation to change, the Department's general organizational competence is sufficient. Middle management does seek and desire change. There is, however, a rigid top-down hierarchial structure operative where change comes from the top and filters down, the traditional law enforcement organizational mode which may prove inadequate in the coming decade of rapid social and demomographic change. With top managers more attuned to innovation and flexibility and with middle management desiring change, line personnel can be guided and directed into change.

STAKEHOLDER ANALYSIS

A stakeholder is an individual or group who: (a) impact what you do; (b) are impacted by what you do; and (c) care about what you do. A snaildarter is an unanticipated stakeholder who can radically impact your strategy.(80)

These are individuals and groups from inside or outside the law enforcement agency who have a vested interest in the central issue and its resolution. They may affect or be affected by the *impact of disadvantaged youth on large, urban law enforcement agencies by the year 2000.*

The most significant stakeholders are:
1. Mayor
2. Board of Supervisors
3. Police Chief
4. Police Officers' Association
5. Private agency youth service providers
6. Youth advocacy agencies
7. Representatives of minority communities
8. Public agency youth service providers
9. City residents
10. County delinquency prevention commission
11. Juvenile justice support system
12. Business community
13. Unified school district.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

It is important, in policy development, to attempt to anticipate stakeholders' concerns as early as possible. They have their own perception of the principal issue and the environment. Informed assumptions have been made about the stakeholders as well as their importance and certainty. Chart 3 plots the analysis of stakeholders' assumptions related to the central issue on two criteria. The first criterion is the assumption's stakeholder importance to the organization and the issue; the second criterion is the degree

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of certainty that this assumption is correct.

The principle intent of the SAST is to firmly deliver the concept that the Police Department does not operate in a vacuum, that its policies have significant implications outside the Department, and that those outside the organization can materially impact policy choices and implementation.

ASSUMPTIONS

1. Mayor
- has strong interest in the welfare of the City's children and youth; it is an important part of his political agenda;
- supports coordinated interagency efforts to solve problems;
- prefers social welfare solutions over law enforcement solutions;
- will not presently support added City costs due to City's tight financial situation.

2. Board of Supervisors
- has already adopted a children's agenda for San Francisco;
- is very concerned about the social and economic status of the City's children and youth;
- very sensitive to positions of youth advocates and minority communities;
- is operating in a tight financial environment;
- generally supports police department's issues;
- desires alternatives to youth incarceration when and where public safety is not effected.

3. Police Chief
- supports increased emphasis on youth issues, but feels constrained by present staff shortages;
- is willing to try innovative methods of handling youth delinquency cases;
- supports and encourages maximum participation/interaction with the community;
- is concerned that social issues (poverty, homelessness etc) are not perceived solely as police problems but rather are perceived as community problems.

4. Police Officers' Association
- desires to be involved in the decision-making process;
- is community oriented and politically astute;
- supports efforts to enhance the position/status of the patrol officer position;
- actively seeks to bring the Department up to its authorized strength (fill the over 200

vacancies);

    - is very focused on a collective bargaining proposal to improve police officer wages and working conditions;

5. Private Agency Youth Service Providers

- support interactive, cooperative endeavors with the Police Department;
- are principally concerned about their budgets and programs;
- support alternatives to youth incarceration;
- are in competition for city dollars to support their programs.

6. Youth Advocacy Agencies

- strongly support change of the City's juvenile justice system;
- have strong support for alternatives to youth incarceration;
- desire that greater share of City's total budget be directed to children and youth;
- favor social welfare solutions over law enforcement solutions.

7. Representatives of Minority Communities

- want empowerment to solve their problems, especially concerning youth;
- want prevention and early intervention programs;
- desire active participation by Police Department to insure community safety and security;
- want to reverse general community social/economic conditions which lead to youth delinquency and drug abuse.

8. Public Agency Youth Service Providers

- compete for City dollars for their programs;
- support interactive, interagency cooperation on youth issues;
- are concerned with prevention and early intervention strategies;
- are looking for long term solutions to problems such as delinquency and homelessness.

9. City Residents

- have indicated support for additional funding of public safety programs;
- are very concerned with youth delilnquency and youth drug abuse;
- split on how to handle errant youth - incarceration vs: rehabilitation;
- believe crime and fear of crime is a high priority issue;
- want high police visibility.

10. County Delinquency Prevention Commission

- strongly supports prevention and early intervention strategies;
- is concerned about social/economic conditions that engender delinquency;
- encourages interagency (public and private) cooperation and coordination.

11. Juvenile Justice Support System

- is experiencing youth overcrowding in its detention facilities;
- supports diversion programs where public safety is not effected;
- encourages cooperative efforts with the Police Department and other agencies.
- is willing to innovate within budget constraits.

12. Business Community

- would oppose new fees and taxes on business;
- support city government programs that better use present resources;
- strongly desire more foot patrol by police officers.

SNAILDARTERS

1. Police Practices Committee, Northern California Division of the American Civil Liberties Union

- are concerned about police programs' effect on the "disenfranchised" segments of society;
- are not supportive of larger law enforcement role in social issues.

2. San Francisco Youth

- are a very diverse group generally without visible representatives;
- may desire a larger role in decision making process.

Chart 3
Stakeholder Assumption Surfacing

```
                          certain
                            |                        3
                            |      4            1
                            | 10       11            6
                 13         |
                            | 8                    2
                 12         |                 9
                            |              7
less important _____|_____ more important
                            |              5
                            |
                            |
                            |
                            |
                            |
                            |
                          uncertain
```
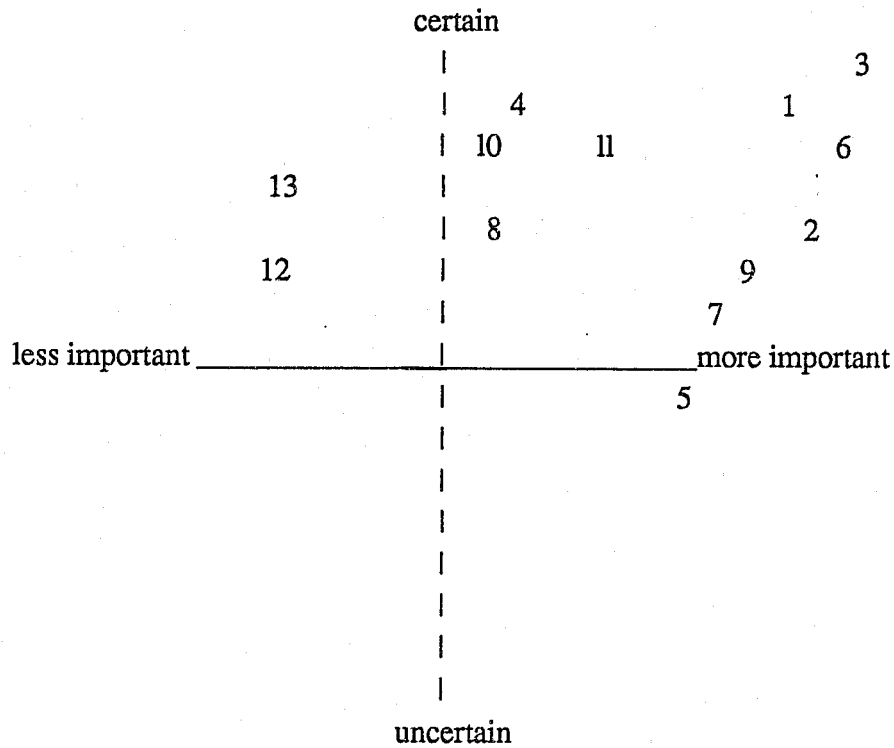
1. Mayor	8. Public Agencies
2. Board of Supervisors	9. City Residents
3. Police Chief	10. Delinquency Commission
4. Police Association	11. Justice Support System
5. Private Agencies	12. Business Community
6. Youth Advocates	13. Unified School District
7. Minority Representatives	

MISSION STATEMENT

A mission statement formalizes the broad purpose of an organization. It is important because it provides purpose and direction for an organization. It defines areas of operation, expresses values, builds commitments, guides behavior and ensures consistency.

The "macro" statement pertains to the basic mission of the San Francisco Police Department while the "micro" statement pertains to the mission of the Department in relation to the central issue of this study. This is the "San Francisco Way."

A. "Macro" Mission Statement

Treatment of Individual: to show compassionate respect for the dignity of the individual and to treat every person of whatever race, creed, or lifestyle with sincerity, courtesy and understanding; to provide fair and consistent treatment of fellow employees and encourage employee participation in the decision making process.

Service: to respond to community needs for the protection of life and property, the preservation of the public peace and the enforcement of law; firm, fair, and equitable delivery of services; our most important product.

Crime Control: to provide a safe environment in which to live, to work, or to visit; minimize the occurrence of crime.

Crime Prevention: to respond to conditions known to offer an opportunity for crime; to be proactive regarding causes and origins of crime; to maximize police knowledge of crime.

Conflict Resolution: to minimize disorder resulting from interpersonal and intergroup conflict and from personal stress and disorganization.

Duty Performance: to recognize the duty at all times to act legally, ethically and properly; perform each assignment with honesty and integrity.

Future Orientation: to emphasize strategic planning and to nurture an organizational climate which manages and influences its future.

Excellence: to set high standards for effective and efficient delivery of police services; to be fully accountable to the community; to be socially responsible.

Youth Services: to determine that youth issues are high priority; to act on that determination.

Prevention Orientation: to assert that prevention is a bargain compared to the high social and financial costs of its failure.

Social Context: to acknowledge that crime and delinquency are community problems often related to social, economic, an environmental conditions existing in the community; to also acknowledge individual responsibility for one's behavior and the principle that behavior has consequences.

Community Based: to recognize that optimal solutions are obtained when the community, working with its governmental representatives, identifies the problem and determines what corrective services are needed.

Interagency Coordination: to actively work with other public and private agencies to control and direct youth behavior and prevent delinquent activity.

Long Term Perspective: to realize that the Police Department's commitment to and relationship with youth is for the long term.

MODIFIED POLICY DELPHI

A modified policy delphi is a process designed to examine policy issues. Its principle objective is to ensure that a variety of alternative strategies, designed to address the central issue, are identified and explored.

A diagonal slice (representative sample of various ranks, functions, and levels) of the Department's personnel were selected to generate, evaluate and choose policy alternatives, using the modified delphi process, that would assist the Department in managing *the impact of disadvantaged youth during the next ten years*. This seven-member group was guaranteed confidentiality and anonymity so as to foster and generate its best thinking. The group was provided information on the central issue, the forecasted trends and events and the "desired and attainable" future scenario.

The policy alternatives generated were rated for their feasibility and desirability. Following further discussion, the group again rated the top scoring policy alternatives on the same criteria and selected five policies which received the highest desirability and feasibility ratings. They were:

1. to develop a juvenile diversion program;

2. to become a major player in interagency efforts to provide comprehensive, intensive, and coordinated youth services;

3. to help create community awareness of the condition and plight of San

intensive, and coordinated youth services;

    3. to help create community awareness of the condition and plight of San Francisco's disadvantaged youth and work with the community to find lasting solutions;

    4. to develop a community policing strategy;

    5. to obtain additional funding for enhancement of the Department's youth programs.

SELECTED POLICIES ANALYSIS

The five selected policy alternatives received considerable discussion during the modified delphi process. A description of their content, with advantages and disadvantages, is set forth.

1. *Develop a juvenile diversion program.*

A diversion program would put into action a preventive and proactive strategy to reduce the incidence of serious delinquent behavior. By early intervention, its goal would be the prevention of escalation of delinquency. If San Francisco's children and youth truly represent its future, then early on effort appears to be the way to go. It costs over $27,000 per year to process (arrest, detention and probation) a youth through the city's juvenile justice system (81). A diversion program is certainly a more cost effective way in that its objective is to keep first time "low risk" youth offenders out of the juvenile justice system.

California already leads the nation in the rate and numbers of youth it incarcerates in public and private institutions. Alternatives to incarceration may already be an imperative.

At a time when the Police Department is understaffed by over 200 persons, it is difficult to begin any new program. A diversion program would require the full-time commitment of one supervisor and four police officers (if centralized) or nine police officers (if decentralized).

If intervention is effective at an early stage, repeat offenses should decrease. This gives the police officer an additonal option for less serious delinquent behavior, between doing nothing and a formal arrest.

It is likely to have the support of the juvenile probation department as well as community youth serving agencies.

In 1974 the San Francisco Police Department ran an effective diversion program. Several hundred youth were monitored closely by the Department. The program was discontinued after several years when federal funding lapsed. Its results were impressive. Only 11% of youth in the program were recidivists compared to 66% of youth "booked into" the youth guidance center.

2. Become a Major Player in an Interagency Cooperative Effort.

Successful delivery of services to youth will require development of close working relationships between police an a multitude of public and private agencies. Since delinquency can arise out of social and economic conditions, the communtiy issues of child daycare, economic development, affordable housing, job referrals, educational and recreational activities, health care are important for community organizations. The police can play a leadership role here.

An interagency effort is necessary because youth problems of delinquency, poverty, drug and alcohol abuse, homelessness, school drop out, and adolescent pregnancy do not exist separate from each other. They are all interrelated.

Cooperation, comprehensiveness, and coordination emerge as key elements in the effective delivery of services to children, youth, and their families (64).

3. Create Community Awareness; Work With the Community.

A safe, healthy and thriving community needs much more than law enforcement services, but it does need law enforcement assistance to help define its problems and develop solutions.

Not all communities will openly welcome police leadership due to past interactions or general fears. Police do have limitations requiring reliance on other social service or community agencies.

San Francisco has youth advocacy agencies which have accomplished much by way of developing a community awareness of the profile of the City's youth. The profile demonstrates that San Francisco's youth, like those in large urban areas throughout California, are rapidly changing in demographic make up, are experiencing high rates of family poverty, are dropping out of school in increasing numbers, are having babies at younger ages, experiencing dramatic increases in child abuse and neglect, and are increasingly resorting to drug use and violent crime. The Poice Department needs to spread the message as to youth trends within its city.

The Department can help the community's planning efforts and assist its movement from goals to action.

There is a risk in raising false expectations that solutions can be easily found. San Francisco has just barely escaped financial calamity in its FY 1988-89 which it entered with a $180 million projected deficit. New monies for social and economic programs will be hard to find. The City's 21 departments guard their budgets.

Lasting solutions include employment, education, recreation and health care which are largely outside of the Police Department's dominion.

Youth do not vote. Without adult advocates, there genuine needs are easily relegated to a low priority.

4. Develop a Community Policing Strategy.

The conceptual elements common to community policing programs and strategies are: the broadening of the police mission to extend traditional law enforcement and order maintenance definitions of the police role, and to include that the police are integral to promoting the common welfare; the police become proactive in resolving community problems freed from their traditional response driven method of handling incidents and complaints; the police adopt a problem driven and preventive approach emphasizing the underlying causal forces associated with crime, delinquency and disorder.(83)

Accountability is fixed geographically. Community members and groups have a person to identify and communicate with. It relies on a intimate relationship between police and citizens. It is a foot patrol strategy.

Research into foot patrol suggested it was more than just politically popular, it contributed to city life: it reduced fear, increased citizen satisfaction with police, improved police attitudes toward citizens, and increased morale and job satisfaction of police.(84)

Selection of community patrol officers is time consuming. Additional training of the officers would be required. Sergeant supervisors would also have to be selected. With the Department presently understaffed by over 200 officers, such a personnel intensive program could not presently be properly staffed.

This new policing strategy would have to be introduced to the community. With nine police precincts, a central coordinating mechanism would be necessary to insure consistency and program integrity.

The community policing strategy could be tested at one police precinct on a pilot basis.

5. Obtain Additional Funding.

As tax dollars become tighter, law enforcement must find other sources of funding. With California's constitutional limits on both taxing and spending at the State and local level, this is an acute problem. Law enforcement could explore cost recovery for services rendered other than those mandated by law; that is, requiring special users to pay for services not benefiting the entire general public. However, this may not be politically popular.

For local law enforcement agencies, state and federal grants may be advisable requiring the services of grant writers. Some foundation and corporate monies may also be available.

However, the first priority is to maintain present funding levels. The San Francisco Police budget decreased by 4% in FY 1988-89 following a 150% increase from FY 1975-76 to 1988-89.

An October 1988 citizen telephone survey, conducted by the Police Officers' Association, revealed that 67% said they were willing to pay higher taxes if it meant increasing public safety services. With a growing public concern, a voter initiative to raise

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taxes may be passed that would fund specific police programs such as diversion program or the community policing program as well as provide additional funds to the Department's present youth program.

STAKEHOLDERS' POSITIONS ON POLICY ALTERNATIVES

Prior to the development of negotiation and implementation strategies it is important to determine the postion (support, oppose, modify, ignore) of the identified principal stakeholders relative to the five selected policy alternatives. Chart 4 contains the results of this analysis.

CHART 4
STAKEHOLDERS' POSITIONS

Stakeholder	Policy				
	1	2	3	4	5
Mayor	s	s	s	m	m
Board of Supervisors	s	s	s	m	m
Police Chief	m	m	s	m	s
Police Officers' Association	i	i	i	m	s
Private Agencies	s	s	s	m	m
Youth Advocates	s	s	s	i	s
Minority Representatives	m	s	s	m	m
City Residents	i	i	i	s	m
Delinquency Prevention Comm.	s	s	s	m	m
Juvenile Justice System	s	s	s	i	s
Business Community	i	s	i	s	o
Unified School System	s	s	s	i	m

Policy 1   Develop Juvenile Diversion Program
Policy 2   Interagecy Cooperative Effort
Policy 3   Create Community Awareness
Policy 4   Develop Community Policing Srategy
Policy 5   Obtain Additional Funding

s = support   m = modify   o = oppose   i = ignore

NEGOTIATION AND IMPLEMENTATION STRATEGIES

With a clear understanding of the stakeholders, their assumptions regarding the principal issue, and their positions on the five policy alternatives, it is now possible to examine the manner (strategic plan) by which the desired change can successfully occur to direct and manage the impact of disadvantaged youth. Arrival at the desired future state is dependent upon negotiation and implementation strategies.

The most important characteristics of a good strategy are that it is: (a) desirable, (b)

attainable, (c) measurable, (d) accountable, and (e) can be accomplished within a certain time frame.

Negotiation requires preparation - probably the most important part of successful negotiations. It also requires a method. The method of principled negotiation or negotiations on the merits has proven highly successful. Its four key points are: (a) separate people from the problem; (b) focus on interests, not positions; (c) generate a variety of possibilities before deciding what to do; and (d) insist that the result be based on some objective standard.(85)

A specific game plan should be developed for each critically important stakeholder. This would minimally include: (a) establish trust; (b) obtain information; (c) meet their needs; (d) use their ideas; (e) transform the relationship to collaboration; (f) take moderate risks; and (g) get their help (86).

Policy 1: Develop a Juvenile Diversion Program

This policy receives a great deal of support from the stakeholders. It has no opposition. However, one of the critical, perhaps the most critical stakeholder, the Chief of Police, would probably desire to modify the program. The program would require one supervisor and four police officers (centralized) or nine police officers (decentralized). There is understandably reluctance on the Chief's part to commence such a program when the Police Department is currently understaffed by 200 officers. The Chief's priority is the maintenance of a "safety net" in the various neighborhoods of San Francisco. It is, however, anticipated that the Department will add 80 to 120 officers per year for the next several years. Additionally, there is a sergeant's examination scheduled for December 1989 with new appointments expected to be made in March 1990.

The diversion program would aim to divert approximately 10% of youth arrested who fall within the criteria established by the program. The youth would enter into an agreement to comply with a diversion plan in lieu of formal arrest. When the plan is completed successfully, the arrest would be dropped. (Refer to California Penal Code section 1001.1)

Negotiation strategies designed to gain support for this policy must accommodate the Chief's commitment to keep the patrol force fully staffed. As the Department adds new officers, the diversion program should add officers. By this plan, the juvenile diversion plan would start with a supervisor and one officer (assigned after March 1990) to get the program going at one station. Gradually additional officers would be added until the program was fully staffed at all stations. If Policy 5 (obtain additional funding) was implemented, this program would not need a phased implementation.

Representatives from minority communities may also seek modification of the program. In San Francisco recent youth arrests are ethnically/racially distributed as

follows: white (19.3%), black (52.8%), Hispanic (10%), and Asian (17.9%) (87). These commuty leaders would need assurance that their youth would receive fair and equal treatment. This can be done by involving these representatives in discussions to determine the eligiblity criteria for diversion.

Juvenile justice diversion programs are action priority items for meeting the major community safety challenge facing California cities (88).

Responsibililty: Chief of Police and his management team

Implementation Time: phased in, two months to two years

Policy 2: Become a Major Player in Interagency Efforts to Provide Comprehensive, Intensive, and Coordinated Youth Services.

This policy encounters overwhelming support, one modification - the Chief, and no opposition. It implies efficient utilization of government resources. This policy is related to #1 (diversion program) and #5 (obtain additional resources) for diversion would require coordination with the juvenile justice support system as well as with both public and private agency youth service providers.

Some key problems facing youth (drugs, gangs, lack of role models, lack of parenting skills, teen pregnancies, failure to complete education, and lack of job opportunities) require this type of policy initiative for the problems are interconnected.

This policy requires much planning and continual interaction with all the youth service providers. However, the Mayor's recently established Office of Children, Youth, and their Families will serve as the nerve center for coordination.

The Department would, of necessity, be placed in a position whereby it would have to examine its budget to determine that it was doing its part to provide for youth safety and recreation needs. This is where the Chief would seek modification in that he must exercise his judgment, when faced with competing needs for police service and insufficient resources to meet the needs, as to how police resources are to be deployed.

In San Francisco, youth make up 17.5% of the population yet receive only 13.4% of the City's expenditures (89). Using this as an objective standard, youth should receive a larger share of the police budget as well as other relevant department (social services, health, recreation) budgets.

Responsibility: Chief of Police and his management team

Implementation Time: six months and annually at budget preparation time

Policy 3: Help Create Community Awareness of the Condition and Plight of San Francisco's Disadvantaged Youth and Work with the Community to Find Solutions.

This policy is also strongly supported. It has no person or group seeking modification and has no opposition.

This policy has little direct fiscal impact upon the Police Department which may account for its strong support. It is essentially an education program which poses no threats to any of the stakeholders.

The Police Department would play a supportive role to youth advocates and public/private youth serving agencies. This is an important role which is related to policy #5 (obtaining additional funding for the Department's youth programs). It is a reciprocal relationship - the police work with the communtiy to help define its problems and develop solutions and in turn the community helps the police obtain funding for youth solution programs.

This policy is related to policy #2 (interagency coordination). A multi-agency network working with the community to find lasting solutions to such issues as child day care, economic development, job referrals, health care, and eductional activities, increases the chances of real success.

Responsibility: Chief of Police and his management team

Implementation Time: three months and on going

Policy 4: Develop a Community Policing Strategy.

This is supported by city residents and the business community in that it provides for proactive foot patrol and continual interactive contact. It has no opposition, but does have almost every other stakeholder seeking modification -- that is, input into the program.

It need not be costly. If current officers are used, there would be no additional cost to city government. This use of personnel resources will mollify the modification concerns of the Mayor and Board of Supervisors as well as public and private youth serving agencies.

This policy is a direct response to the emerging concensus that if the police grow too distant from the communities they serve, the police hamper their crime prevention mission, citizens become more fearful, and the police lose the trust and respect of the community. The community patrol officer program/strategy represents a major effort to recreate and energize the partnership between the police and the community.

This is a major restructuring of the Department's Patrol Division. Community patrol officers are permanently assigned to a sizeable beat area. The officer is responsible for

crime identification and order maintenance within the beat area and is responsible for devising strategies for responding to these community problems. Community patrol emphasizes community involvement. The officer plays an active crime prevention role by conducting public education programs and residential/business premises inspections. The officer engages in crime-analysis activities and advises community residents of crime combatting methods. The officer is required to be knowledgeable of communitywide and citywide resources for addressing a wide range of community needs (90).

The Police Officers' Association should be involved through the "meet and confer" process in that this could represent a change in its members' working conditions.

Minority community representatives, like policy #1 (juvenile diversion program) seek assurances that their communities will receive fair and equal treatment. This can be done by establishing the program citywide and, if pilot programs are used, to make sure that police precincts with large minority communities are included.

This policy is related to number 5 (obtain additional funding) for it creates the necessary partnership whereby the community can realize that additonal monies will be well and efficiently used. It is also related policy #3 (community awareness and working with the community). This is an excellent mechanism for accomplishing the objectives of Policy 3.

Responsibility: Chief of Police and entire Patrol Bureau
Implementation Time: phased in, six months to two years

Policy 5: Obtain Additional Funding for Enhancement of the Department's Youth Programs.

San Francisco has approximately 89,000 youth aged 5 to 17 years (91). Current police youth programs reach 30,500 of them annually that is, 1 out of every 3 youth. (Youth Wilderness and Fishing Programs - 2,000; Police Activities League 8,500; and the Drug Education Program, 20,000.) More could and should be done - especially for disadvantaged youth.

An October 1988 telephone survey of registered voters conducted by the Police Officers' Association revealed that 67% said they were willing to pay higher taxes if it meant increasing public safety services. Additionally, raising revenue was rated as the second most important issue for the 1990's by California's elected and appointed officials (92). Polls show that voters are generally unwilling to authorize tax increses unless they either fund local, very specific needs or go toward new approaches to solving problems.

Business would oppose a tax on its activities but may be willing to provide equipment

or in kind services. City residents may support a tax or bond issue for the Department's youth programs only if convinced that these programs are directly related to their overall safety such as programs aimed at drug abuse and delinquency prevention.

Modifications would generally be sought by public and private youth serving agencies if tax monies were involved so as to include their programs. Likewise the Mayor and Board of Supervisors. Such modification pressure would decrease if tax initiatives did include other agencies' youth programs of if the additional funding was sought from private sources or through federal grants -- especially those targeted at youth drug abuse.

Responsibility: Chief of Police, Mayor, Board of Supervisors

Implementation Time: nine months and on going

STRATEGY SUMMARY AND PLANNING SYSTEM

Evaluating the five policies presented indicates that they all are desirable, feasible, and have substantial stakeholder support. The first four policies can be accomplished within current resources. None are dependent upon the fifth policy (obtain additional funding for the Department's youth programs). All of the policies are integral and can be implemented within two years.

The five policy alternatives had as their basic goal the management of the impact of disadvantaged youth. The policy alternatives, accompanied by implementation and negotiation strategies, formed the body of the strategic plan.

The current environment of the San Francisco Police Department is one of high turbulence (change occurs at a rapid rate) and moderate predictability. This is typical of California law enforcement and suggests that periodic planning and review is warranted. Periodic planning necessitates planning and evaluation of this strategic plan at regular time intervals.

A review and evaluation of the strategic plan is essential. Policy progress should be assessed semi-annually with an indepth review and update to be undertaken at the end of three years. This review should include a thorough analysis of strategy effectiveness with recommendations for change as necessary.

OBJECTIVE III:

TRANSITION PLAN

OBJECTIVE III

TRANSITION PLAN

STATEMENT

The third objective in this study is to develop a transition management process to assist in the implementation of the strategic plan for *controlling and managing the impact of disadvantaged youth on a large, urban law enforcement agency*. This process is designed to ensure both smooth transition into the desired future state and proper policy implementation. This process takes into account the current state of the environment and the needs of the relevant stakeholders.

METHODS: IDENTIFICATION

In review of the recommended policy considerations discussed in the strategic plan, the following methods and techniques were used in the transition process.

1. A map of the change process was defined for the specific needs of the implementing jurisdiction.

2. Critical-mass identification and analysis was conducted to determine those individuals who are needed and required for policy implementation.

3. A readiness and capability analysis was done to assess the change efforts present state.

4. A commitment-planning process was used to determine the levels of commitment necessary from critical mass members.

5. An assessment was made of the implementing organization's key leaders' readiness for major change.

6. A management structure was identified to ensure implementation of the strategic plan.

7. Implementation technologies and methods were analyzed for use by the transition management team.

METHODS: IMPLEMENTATION

Transition management provides a detailed methodology for moving from the present state to a desired future state. While the strategies identified in Objective II have general application to large (serving populations over 300,000), urban law enforcement agencies (police and sheriff) throughout the State of California, transition management is a very specific process that requires detailed planning within a specific context. For that reason the San Francisco Police Department was again selected to demonstrate how the transition plan actually may be implemented.

MAPPING THE CHANGE PROCESS

The overall goal of transition management is to provide a plan for the implementation of the strategies recommended in Objective II. This plan for implementation will be tailored to the specific case study for the San Francisco Police Department. This plan provides a basic outline or map of the actual transition process; it outlines how to get from one point to another.

This "map" provides the structure to insure that proper consideration is given to important details during transition. It ensures appropriate structure and accountability. It will identify critical-mass members; assess commitment, responsibility and readiness; and specify organizational transitional needs. Use of this "map" is vital to the smooth implementation of the proposed strategic plan in San Francisco.

CRITICAL MASS

The best laid plans will not ensure the desired change unless the commitment of whatever critical mass is necessary to ensure the achievement of the change has been obtained. The critical mass is the smallest number of individuals/groups whose support is necessary for successful change and whose opposition likely leads to change failure.

The following members/groups make up the critical mass.

1. Chief of Police
2. Police Officers' Association
3. Mayor
4. Board of Supervisors
5. Youth Advocacy Agencies
6. Minority Group Representatives
7. City Residents

Police Chief. Without the encouragement and commitment of the Chief of Police, it is nearly certain that the desired change would not even be initiated. The Chief highly supports prevention efforts and is committed to the communities youth. The Chief is highly influential throughout San Francisco. While the Department is governed by a five member Police Commission, it generally adopts policies recommended by the Chief.

The Department's management team follows the Chief's lead. This team will be needed for the success of the transition management process.

Police Officers' Association. To the extent that the change affects wages, hours and other terms and conditions of employment, the police administration must "meet and confer" with the Police Officers' Association. The development of a juvenile diversion program and the community policing strategy may impact on working conditions. The Association has the ability to ensure or impede successful implementation of these programs.

Mayor. The support of the Mayor is essential for the successful implementation of the change strategy. The Mayor has control over the Police Department's budget and has considerable influence with the Board of Supervisors. The Mayor also has control over the staffing of the Department and his support for a fully staffed agency is critical.

The Mayor is deeply committed to the social issues of children and youth. Tight fiscal circumstances have limited the amount of new monies that can be committed to these issues.

Board of Supervisors. In terms of governing philisophy, the members that compose the Board run from moderatively conservative to very liberal. The Board's balance is decidedly on the liberal side. It is a Board that is very concerned about the present state of the City's youth and is willing to put dollars behind its commitment.

The Board ultimately adopts the City budget as presented by the Mayor. It can delete but not add expenditures.

Youth Advocacy Agencies. They are a powerful and influential voice on youth issues. They have the ear of the Mayor and the Board of Supervisors. The Board has already adopted their children's agenda as official city policy and, in concept, has adopted

their children's budget.

These agencies can influence minority comminity representatives of whom several play a leadership roles in the youth advocacy agencies. The agencies' positions are highly regarded by the Chief of Police.

They prefer social solutions (schools, recreation, housing etc.) to law enforcement solutions.

Minority Community Representatives. In San Francisco minorities are the majority. San Francisco's youth are predominately (approximately 80%) from ethnic minority groups. The ethnic youth mix has changed significantly in the last 20 years. Most recent increases have been due to the immigration of people from the Pacific Rim and Central and South America. The Bay Area has the highest concentration of immigrants in the nation.

Minority group representatives are politically powerful especially from the black community. Political awareness is growing amongst the Hispanic and Asian community. They are the natural constituency of the Mayor and Board of Supervisors.

San Francisco's neighborhoods presently control the City's political power.

City Residents. The community at large is ever growing in its concerns for city youth. The community, as a whole, is quite liberal although there is an ever-present, and well-organized, large conservative minority.

In an October 1988 telephone poll, they overwhelming (67%) indicated that they would pay higher taxes for increased public safety services.

Once identified the critical-mass members must be analyzed to determine those actions necessary to change or influence positions held by those members. A readiness/capability analysis was used in this regard (Chart 5). It rates readiness and capability for anticipated change and serves to recognize individuals/groups best prepared to lead the change effort.

Chart 5
Readiness/Capability Chart

critical-mass member	readiness			capability		
	high	medium	low	high	medium	low
Police Chief	x			x		
Police Officers' Assn.		x				x
Mayor		x		x		
Board of Supervisors		x			x	
Youth Advocacy Agencies	x				x	
Minority Community Reps	x				x	
City Residents			x			x

Having determined the readiness and capability of the critical mass members for participation in the change strategy, the next step was to determine the necessity of increasing any critical mass member's readiness or capability.

The most troublesome low-readiness score is that of the City Residents. Youth make up a small percentage (17.5%) of the City's total population. This is one-third less than in the rest of the state (26.6%) and country (26.2%) (93). The Residents readiness for change could be increased by a multi-media education program on the plight of a very large number of the City's youth.

The most troublesome low-capabillity score is that of the Police Officers' Association. The Association is presently vitally concerned with the Department's promotional process, its recent extremely low (#92) standing on a ranking of compensation paid to police officers throughout the State, and an upcoming binding arbitration ballot issue. While ready to move with the change strategy, its capacity to do so is hampered by its present complete focus on wages and benefits. Its capability to change could be increased by passage of a binding arbitration measure or a better labor-management relationship with City officials.

COMMITMENT PLANNING

Commitment planning is a strategy, described in a series of action steps, devised to secure the support of the critical-mass members who are vital to the change effort (94). Knowing where the critical-mass members stand on the strategic plan is an important part of commitment planning. A commitment chart rates the present level of commitment and the level of commitment to make a particular change (enactment of the policies and strategies recommended in Objective 2). It delineates where each critical mass member should be to best facilitate the transition process.

The present level and desired level of commitment for each critical- mass member is presented in Chart 6. Transition managers can quickly focus their energy on those members of the critical mass whose level of commitment must change. These members will become the target of negotiation strategies, as previously described, or educational processes designed to obtain the needed level of commitment from each.

CHART 6
Commitment Planning

critical mass stakeholders	strategic plan commitment needs			
	block it	let happen	help happen	make happen
Chief of Police				XO
Police Officers' Assn.	X ------->O			
Mayor		X -------->O		
Board of Supervisors		X -------->O		
Youth Advocates			XO	
Minority Communities	X --------------------->O			
City Residents		XO		

X = current state   O= desired state

Chart 6 clearly maps the work that must be done to get the necessary commitment for change. It is axiomatic that no one in the criticals mass can be allowed to remain in the "block change" area. To do so invites failure.

Commitment Strategies

In addition to the power of persuasion, there are a number of possible intervention strategies that can be employed to overcome resistance and therby create the conditions of commitment. These include: problem finding, educational intervention, resistance management, role modeling, changing reward systems and "forced" collaboration (95).

Both the Police Officers' Association and the Minority Community Representatives are in the "block change" area. The Association because it wants commitments for better wages and working conditions for its members and the Minority Community representatives because (1) they want assurances that police personnel will be distributed fairly across the city based on neighborhood need and not political clout and (2) they want assurances of fair, firm and equal treatment of their youth.

With the Police Officers' Association, resistance management would be effective. If the change occurs with the organization perceived as obstructionist, it would stand to lose support for their wage and benefit issues which require broad based support for passage. By realistically pointing out what they could lose, their resistance can be managed and lessened. It is only necessary to move the Association to the "let happen" area.

By changing the reward system, the Association could be induced to move one block to the right.

With the <u>Minority Community Representatives</u>, both problem finding and educational invervention would be effective. With problem finding those concerned v/ith change meet to identify and clarify all aspects of the problem. It allows people to listen to each other without having to screen what they hear. It assumes that its very process (clarifying an issue or problem rather than action taking) will encourage commitment. Through this informal mechanism the minority communities can be assured that their interests will be well represented in the policy programs.

Educational interventions are designed to unfreeze atitudes. Educational activities for managing organizational change do help people understand the change problem so as to build needed commitment. It will be necessary to move these representatives to the "help happen" area.

The <u>Mayor and Board of Supervisors</u> are presently both in the "let happen" area. More active commitment on the part of both is essential. Much of their present position is wedded to present City financial constraints. Both are natural allies to the change strategy recommended.

Use of the "expert" solution mechanism can help upgrade the commitments as can problem finding. The Board of Supervisors and Mayor are committed to a children/youth agenda proposed by the Youth Advocate Agencies. To the extent that this change strategy is viewed within the context of the entire Police Department budget, additional commitments can be obtained. The children/youth budget is emerging as a potent political issue and does have considerable support amongst the Mayor and Board of Supervisors.

TRANSITIONING

MANAGEMENT, RESPONSIBILITY, SUPPORT

The end goal of the strategic plan is to enable *large, urban law enforcement to better manage and control the impact of disadvantaged youth upon their agencies through the year 2000*. Managing the change process requires: (1) determining the major tasks for the transition period and (2) establishing a management structure appropriate and necessary to accomplish the tasks.

A successful transition requires consideration of a readiness assesssment of the management structure, responsibility delegation, the organization's readiness, and supporting technologies.

READINESS ASSESSMENT

The organization's key leaders' readiness for change is measured on three dimensions (Chart 7): leaders' awareness of the environment and appreciation of the dynamics surrounding people's reaction to change; leaders motivation and willingness to change along with a willingness to specify a "vision" of the future and make its achievement a top priority; and the key leaders skills and resources. This readiness assessment assists in determining and developing the transition management structure and in selecting the appropriate implementation technologies and methods.

Within the San Francisco Police Department the key leaders would include the Chief, the 4 Deputy Chiefs, and the 3 Commanders.

Chart 7
Assessing Organization's Key Leaders' Readiness for Major Change
                                                                    SCORE

<u>Awareness Dimensions</u>

1. awareness of the nature of the organization's current environment   5

2. understanding the nature of the inter-relationships among organizational dimensions (people, culture, structure, technology, etc.)   4

3. appreciation that the change situation has some unique and anxiety producing characteristics
                                                                                3

4. appreciation of the complexity of the nature of inter-relationships among organizational dimesions
                                                                                4

<u>Motivational Dimensions</u>

5. willingness to specify a detailed "vision" of the future of the organization   4 ·
6. willingness to act under uncertainty   4
7. willingness to develop contingency plans   5
8. willingness to activate contingency plans   4
9. willingness to make achievement of the "vision" a top priority   4
10. willingness to assess own theory of organaizational behavior   3
11. willingness to increase organizational dissatisfaction with current situation   2
12. willingness to use non-authority bases of power and influence   3
13. willingness to share responsibility for managing change with other key leaders in organization
                                                                                4

<u>Skill and Resource Dimensions</u>

14. possesses the conceptual skills to specify a detailed "vision" of the future for the organization
                                                                                4

15. possesses assessment skills to know when to activate contingency plans   4
16. possesses interpsersonal skills to effectively employ non-authority based power and influence
                                                                                4

17. possesses personal relationships with other key leaders in the organization   5
18. possesses ready access to resources   5

1 = very little deg ree   2 = little degree   3 = some degree   4 = great degree
5 = very great degree

The key case study (San Francisco Police Department) leadership group has both the readiness and capability to bring about organizational change. They are aware of the advantages of change and are willing to act under the uncertainty that frequently accompanies change. The key leaders have a vision of the future and are willing to take an active part in the change process to achieve this future. More than just awareness and

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motivation, they possess the needed skills and resources to promote, support, and evaluate change. Overall, the key leaders will help to implement and ensure successful programs to manage and control the impact of disadvantaged youth upon their agency. To this end they are willing to advance changes in policy, procedure and personnel allocation.

TRANSITION MANAGEMENT STRUCTURE

The transition state is a highly charged area with its own unique dynamics. It is a period wherein change, stability, and on-going operations must be managed. It can be a turbulent time.

Successful transition management usually has the following attributes (96):
- the clout to mobilize the resources necessary to keep the change moving;
- the respect and trust of existing operational leadership and change advocates;
- effective interpersonal skills (planning, communicating , negotiating)

To these are added the folowing "steps to getting there:" (97)
- sets direction and continually rethinks it;
- learns by some experimentation;
- is ever mindful that human intervention in the order of things will likely have unforseen consequences; and
- allows for both rational and intuitive desision making.

Using these criteria, the most appropriate management structure consists of a designated project manager coupled with a department task force. It is their function to act in the name of the Chief in getting the job done within the Department and to coordinate activities with outside organizations and agencies.

While the Chief of Police is ultimately responsible for ensuring organizational effectiveness and accountability, he can delegate to a project manager (Deputy Chief or Commander) the responsibility for implementation of the strategic plan. The Chief will nevertheless play an active role in the plan's implementation through his enunciated approval and support and communication with the critical stakeholders. He has a high readiness and capability for change (Chart 5) and the highest level of commitment to it (Chart 6). The project manager holding the position of either Deputy Chief or Commander demonstrates the importance of the strategic plan. The manager will oversee and direct the implementation of the strategic plan as he has the knowledge, technical skills and resources to accomplish the task. He is a program integrator charged with the responsibility for getting the job done. He facilitates the effective achievement of the future state. He also acts as the center of information, support, and resources for the organization as it undergoes change.

The department task force will be appointed by and report to the project manager. The task force will be composed of a diagonal slice (representative sample of the various ranks, functions, locations, and levels directly effected by the change) of the Police Department and inclusion, in an advisory capacity, of minority representatives and youth advocate representatives.

The purpose of an organization is to enable common men to do uncommon things (98). The transition management organization (project manager and task force) can accomplish a successful move to the future state with the two year implementation period. This transition management team must communicate its existence to all the critical and relevant parties.

IMPLEMENTATION TECHNOLOGIES AND METHODS

The transition state is a unique condition with a specific time duration and charactgerized by: (a) high uncertainty/low stability, (b) high emotional stress on people, (c) high energy -- undirected, (d) increasing intergroup conflict, and (e) high levels of perceptual inconsistency. Control becomes a major issue. All these must be managed by the transition management team using the following technologies and methods.

The transition management team must build a climate for success, create a culture of pride, reduce secretiveness, avoid surprises, make plans known well in advance, give the affected parties a chance to maximally contribute to the shape of change, empower and involve, affirm the worth of others, support innovation, create the conditions to take advantage of all good ideas, establish an environment of involvement, share the action, and thereby become "change masters." (99)

Change creates both discomfort and opportunities. It is disliked, resisted, and stressful. There is a psychological reaction to change -- anxiety and uncertainty. Transition management must help individual and group psychological re-orientation.

The most critical challenge the transition management team will have is to understand the powerful impact of change on people. Overlooking the impact of change on people could easily doom the strategic plan to failure.

1. Responsibility Charting

Responsibility charting is useful to set forth the action steps, in chronological order, which are necessary to get to the future state and then to fix levels of responsibility, approvals, supports, and informs. This clarifies behavior and roles required to implement important change.

One of the strategic policies that lends itself to responsibility charting is the development of a community policing strategy. Chart 8 demonstrates the practical application of this process. It depicts the major actors involved in the implementation of a patrol based on community policing strategy.

Chart 8
RESPONSIBILITY CHART
Policy 4: Develop a Community Policing Strategy

	Actors							
Decision/Task	1	2	3	4	5	6	7	8
develop overall plan	a	r	s	s	i	i	i	i
design organizational structure	a	a	r	s	i	-	-	-
create pilot program	a	a	r	-	s	s	i	i
establish beat areas	a	i	s	s	r	i	i	i
select officers	-	-	-	-	r	s	-	-
train officers	a	i	r	-	s	s	-	-
establish community liaison	-	-	-	-	i	r	s	s
crime/disorder analysis	-	-	-	r	i	i	i	i
monitor program	a	i	r	s	i	i	i	i

r = responsibility for task   a = approval required   s · support given   i= inform/consult

1 = patrol bureau deputy chief   2 = project manager   3 = task force   4 = planning division   5 = district station captains   6 = patrol officers   7 = minority communities   8 = business community

2. Team Building

Team building is a method that complements the task force concept. Often when a new transition structure is set up there is a good deal of uncertainty about roles and expectations. Team building uses a variety of tools, the most important of which are communication, to ensure that all parties are working toward the common goal, and sharing the vision of the future state.

The teambuilding process can assist with the management of communication and conflict resolution. It is also a useful method for gathering feedback once the implementation process is underway.

3. Establishing Midpoint Goals/Scenarios

The project manager and task force have two years to implement the strategic plan. The task force, therefore, to guarantee itself that it will complete its job on time must set and establish midpoint goals and write a midpoint scenario. This should be one of its first responsibilities.

This will also help motivate the critical mass persons/groups to make a real and ongoing commitment to time, energy and resources.

4. Trumpeting the Vision

Along with establishing midpoint goals/scenario, it will be a necessity that the task force and its project manager trumpet the vision of the future with the strategic plan firmly in place.

The very essence of leadership is that you have to have a vision. It's got to be a vision you articulate clearly and forcefully on every occasion. You can't blow an uncertain trumpet (100).

The task force, acting through its communication network, must create an effective and exciting vision of the future state.

They should blow a "vision plan" tune -- based on community values and desires, communicated as public information material in clear, easily understood prose and interesting visual formats; and identifying specific implementation projects, timetables and resources.

As stated in Proverbs 29:18: "Where there is no vision, the people perish."

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5. Forced Field Analysis

This evaluation, to be done by the task force, involves the identification of positive forces that will help the shift to occur and, conversely, those forces that will hinder or obstruct the movement from the present to the desired state. As a result of such a review, the task force can develop specific tactics designed to accelerate the positive forces and to lessen the negative forces.

6. Organizational Development

This is a process for bringing about organizational change. It assists in finding answers to complex problems and pressures.

This method can be used, most effectively, during that part of the transition state when the community policing strategy is developed. The community policing strategy will eventually involve all 9 district stations and effect over 1200 police officers, supervisors and middle managers. Organizational development is an integrative process that would be useful for department stabilization and policy/program review.

7. Education and Training Interventions

Along with the need to provide people in transition with information is the need to provide education and training for new skills, abilities, values and attitudes that will be required for effective performance in the future state.

The development of an education/training program will be a high priority for the task force. This will be needed for the juvenile diversion program, the community policing strategy, and for the Department's community support work to find lasting solutions to the issues of disadvantaged youth

8. Communication, Feedback, and Evaluation

There are very high demands on communication and information systems during the transition stage. The opportunity to provide and receive constructive feedback is important to project success. It helps ensure that the Department's transition management team (project manager and task force) are on target.

The intent and reasoning of new policies and procedures must be clearly communicated to those who will carry them out or be affected by them.

Systems that provide feedback relating to the effectiveness of these policies and procedures must be set up. This will form the foundation of a sound evaluation component. Program evaluation and measurement of performance in relation to goals and objectives is important during the transition process. The use of generally accepted

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techniques and measurements will objectively ascertain the degree to which the programs, policies, and resource allocations are achieving their intended objective.

SUMMARY OF TRANSITION PLANNING

This transition plan is intended to assist with the effective implementation of the policies developed in Objective 2. If accomplished correctly, transition management can substantially mitigate the organizational turmoil and disruption that can occur during times of change.

The transition plan in this study provides a model based on the situation in one large, urban law enforcement agency. It can be adapted to the specific needs of other law enforcement agencies seeking implementation of some or all of the policies and strategies set forth in Objective 2.

Like their private sector corporate counterpart, public institutions are at a critical watershed because they face a transforming political, social, technological, environmental, social, and international environment which has emerged since the 1960's. This new context for the public and private sectors makes past responses less effective. It changes the tasks of management at all levels and encourages the search for better ways to involve the entire work force in innovative problem solving. A new set of skills is required to manage effectively in this newly emerged environment. Among the skills needed is an understanding of how change is designed, constructed, and managed.

SUMMARY, CONCLUSIONS, FUTURE IMPLICATIONS, AND A PERSONAL REFLECTION

The Grek ... ... hylus opined in <u>Agamemnon</u> (458 B.C.) that: "the future -- you shall know ... en it has c... before that forget it." In that agricultural era of very slow, nearly imperc... ible change, this was an appropriate world view. In the present post-industrial era of accelerating change, advancing in all areas, unfolding in a global framework, forgetting the future is tantamount to a life sentence beset by total confusion and personal/organizational collapse.

This study has answered the central issue statement: *The Impact of Disadvantaged Youth on Large, Urban Law Enforcement Agencies by the Year 2000.* The principal themes of this study viewed an interrelationship between the numbers of youth in California, numbers living in poverty, numbers of them engaged in delinquent behavior, numbers involved in drug abuse and other social pathologies, and the combined impact this potent mixture will have on California's urban law enforcement agencies serving populations in excess of 300,000. All will escalate and accelerate throughout the 1990's.

Law enforcement's response to this impact will be constrained by budgetary and work force considerations. Constrained but not restrained! Law enforcement has the present ability, through adoption of policy, procedure and resource allocation strategies, to manage, control and direct this impact. This study suggested several potential strategies having general applicability for police and sheriff agencies throughout California.

Paramount to this study, and perhaps its greatest contribution, was the description and picturing of what may and can happen if such strategies are not developed and implemented.

SUMMARY

Objective I - Defining the Future

This objective analyzed the central issue using futures research methodologies. Past, present and future subissues were delineated to mould and sculpt the dimensions of the study.

A "desired and attainable future" scenario was developed. It is believed to be desirable from both a law enforcement and societal perspective; it is thought to be attainable if law enforcement, with community assistance, puts suggested programs and policies into place.

This scenario envisioned a social and political climate in California in the 1990's wherein children and youth had become a top priority concern. The decade focused on social issues of child care, early education, health care, job training, and economic development. It was a projected decade of vigorous and intensive interagency efforts aimed at preventing "rotten outcomes" for the State's evergrowing youthful population. Emphasis was placed on prevention and early intervention.

Law enforcement was among the key actors with delinquency prevention made a top priority. Personnel resources and policy directives supprted this commitment. Its efforts, supported by a concerned community, produced anticipated results --a 35% reduction in the number of juvenile arrests; a material reduction in drug and alcohol abuse; and a substantial reduction in the communities' fear of crime.

Objective II - Strategic Plan

This objective developed a strategic plan that will assist reaching the "desired and attainable" future state by the year 2000. It analyzes the strategic management process, including policy considerations, decision making, and planning. For purposes of this study, the City of San Francisco was utliized to develop a strategic plan.

The five policies recommended for adoption and implementation are:

1. To develop a juvenile diversion program.

2. To become a major player in interagency efforts to provide comprehensive, intensive and coordinated youth services.

3. To help create community awareness of the condition and plight of San Francisco's disadvantaged youth and work with the community to find lasting solutions.

4. To develop a community policing strategy.

5. To obtain additional funding for enhancement of the Department's youth programs.

Objective III - Transition Plan

This objective developed a transition plan to assist with the implementation of the strategic plan (the above 5 policies). The transition plan ensures a smooth transition into the desired future state. The plan provides a "map" for the change process.

The transition plan considered the critical mass necessary for its implementation; the roles and responsibilities of the key players; the organization's readiness and capability for change; a commitment planning process; an appropriate implementation management structure; and specified necessary technologies and methods for plan execution

CONCLUSIONS

The study focused on California's 7.5 million youth as well as the additional 1.2 million who will be California residents by the year 2000. In that year one out of every eight youth in the United States will reside in California. Children from ethnic or racial minority groups will constitute an increasing majority of California children.

There is a growing disparity, largely upon racial/ethnic lines, between advantaged and disadvantaged youth. The central factor distinguishing the two groups is poverty. The gap in income between the poorest families with children and other families has grown in the past ten years.

Family life has undergone dramatic change. Changes in family structure are attributable to an increase in divorce (doubled since 1960) and the rise in the number of births of children to single mothers. These can lead to diminished parental supervision contributing to school failure, delinquent behavior and drug/alcohol abuse.

The number of California youth living in poverty doubled between 1969 and 1987. Presently more than one in every five youth lives in a family whose income is below the federal poverty level. The future numbers of children living in poverty is likely to increase in California -- the result of increased divorce, single parents, inadequate educational preparation, immigration, and poor job prospects for youth reaching child bearing age.

The children and youth of the poor (single parents and families) are more likely to die in infancy, suffer abuse and neglect, drop out of school, and engage in delinquent behavior. The effects of poverty, poor nutrition, parental neglect, child abuse, and adult drug and alcohol abuse are endangering a whole generation of California youth.

Between 1981 and 1988, reports of physical, sexual and emotional child abuse rose 212% in California, (101) involving nearly one out of every 100 youth.

California presently incarcerates a higher proportion of its youthful offenders than

any other state. Youth arrests, which declined during much of the 1980's, have increased in recent years, led by increased arrest rates for drugs, violence and weapons.

These demographic, social and economic changes have been planted. They will bloom during the 1990's and reach their maturation. In combination they are so powerful that no public or private agency can ignore them. During the course of this study I came to realize that few in the law enforcement community are aware of the totality of change among this State's youth nor the adverse social conditions (poverty) affecting such large numbers of youth. There was general consensus that poverty numbers will translate into delinquency cases.

Law enforcement agencies are neither responsible for these changes nor the social agency primarily charged with responding to the changes. Yet their impact on law enforcement will pack a forcible punch. Preparing for that punch was the gist and essence of this study project.

As the U.S. House of Representatives' Select Committee on Children, Youth and Families recently concluded: *"Throughout the 1980's, the most profound influence on American families has been the mounting economic pressures which have diminished their resources and made more children more vulnerable. The combined effects of persistently high rates of poverty, declining earnings, unemployment, and single parenting have made childhood far more precarious and less safe for millions of America's children. Because these conditions are significantly worse for black and hispanic families, their children grow up in disproportionately greater jeopardy...The most extreme examples of the social consequences of this economic stress appear in the dramatic increase in child abuse reports and juvenile arrests."*(102)

These alarming trends and their consequences can be reversed in the 1990's. Failure to do so will destine another generation to the cycle of disadvantage

There is a popular story that succinctly describes the present dilemma of law enforcement in responding to the impact of disadvantaged youth.

Two men were walking alongside a river bank when they heard cries for help. Seeing a man thrashing about in the water, they immediately jumped in and pulled him to shore. But just as they reached the bank, they heard additional calls for help. They looked up and to their amazement saw not just one but a whole line of bodies coming downstream, each in trouble. The rescuers valiantly jumped in, time and time again, to save as many people as they physically could. They were not able to get to everyone. Finally, weary and near exhaustion, one had an idea. He told his companion to stay and do what he could while the other went upstream to see if he could keep the people from falling into the river in the first place.

This study urges law enforcement agencies in large, urban California cities and counties to go upstream with policies, procedures, and personnel to establish the controlling mechanisms to prevent as many youth as possible from falling into the river.

FUTURE IMPLICATIONS

During the course of this study, important issues were raised which were not directly related to the central issue. Other research projects could be conducted on some of these issues which are of importance to law enforcement.

1. Alternatives to juvenile incarceration. California already incarcerates more of its youth than any other state. This was a surprise finding. At some point it will simply become too expensive to incarcerate youth who do not pose a threat to their community. With costs of yearly incarceration at a state and county level now nearly $30,000 per year, less formal options need development. Law enforcement, in its public safety role, should play a lead role in developing, testing and recommending alternatives.

2. Law Enforcement as a community change agent. The trend toward more citizen involvement in social issues and reviewing bodies continues to grow. Citizens want direct, immediate, and responsible interaction with their law enforcement agencies. The question of whether law enforcement should take an "activist" role in the community needs exploration. On the continuum of reactive to activist, law enforcement is now describing itself as "proactive" -- should it go even further?

3. Role of the youth officer. This study demonstrated the powerful impact California's youth are and will have on this State's law enforcement agencies. In the next decade law enforcement will ever increase its involvement with youth. Youth officer specialists may emerge as a necessary strategy for reaching youth in the context of their families and communities.

4. Role of law enforcement in the 21st century. This study detected a quiet revolution reshaping policing. Its themes are problem solving, community policing, consultation, partnership and accountability. Citizens want more contact with their policing agencies and want increased collaboration with policing agencies in the determination of law enforcement priorities in their neighborhoods. This quiet revolution needs further study to see if it will be the dominant mode of policing at the beginning to the 21st century.

5. Law enforcement's organizational structure. As law enforcement's mission and strategies change, their will be a concomitant organizational change needed. The hierarchial structure is under fire from both within and without law enforcement. The issue of decentralization was continually raised during this study. Will law enforcement be a flatter, decentralized organization in the next ten years?

6. Emergence of crystal methamphetamine ("ice").
Smokeable methamphetamine hits the brain cells in 12 seconds and produces a long high that puts "crack cocaine" to shame. This most insidious of drugs has made its entry into the California market. It produces both physical and mental degeneration in short order. The whole issue of the long range impact of "crack," "ice," and its successors needs study.

7. Increasing numbers of drug addicted babies. Presently, 375,000 babies are born in America every year addicted to drugs (103). In California there are now over 150,000 babies born to crack addicted mothers. They were born neurologically damaged and are now experiencing serious, irreversible developmental problems. In infancy they experienced jitteriness, tremors, depression, seizures and general irritability; they were difficult to calm, comfort and solace. It is estimated that nearly 15% of all births in California's public hospitals and 5% in private hospitals are newborn infants who are passively addicted to cocaine through prenatal drug abuse by their mothers (104).

As they begin to enter the school system they have demonstrated serious behavioral problems due to lack of impulse control. They appear to be unable to attach consequences to their behavior. At the end of the 1990's large numbers will enter their delinquent prone years (12-17). Will they present special law enforcement problems?

The problems of today's youth did not suddenly appear from the ether. They have been building up for the last twenty years and might have been dealt with fairly easily if they had been confronted earlier.

Since the world of the future is being created out of the world of the present, change wisely introduced today, however modest, can result in major improvements in the years ahead. Such a change may be likened to a seed that is planted in good soil and grows, almost by itself, into a great tree.

This study urges and exhorts the planting of that seed.

A PERSONAL REFLECTION

Events which are truly changing the course of history began to occur during the final stages of this project. These momentous events occurred after the nominal group technique panel met on August 31, 1989. Had they occurred prior to the panel's meeting, an even more hopeful "desired and attainable" future would have surely been forecasted for both this State's youth and its law enforcement agencies.

History is now unfolding so rapidly in such unforeseen ways and with such encouraging prospects -- all which augurs well for our collective future.

Consider that in just a single month (November 1989), the Berlin Wall was opened; Hungarians voted to hold real elections next year; public protests forced out old guard communist leaders in East Germany, Czechoslovakia and Bulgaria; Mikhail Gorbachev warmly received Poland's first non-communist prime minister; the Soviet parliament tentatively passed a law permitting free emigration; the West German Chancellor proposed a plan for reunifying Germany; the Pentagon began drafting plans for deep military cutbacks; Gorbachev (the czar of world athiesm) met Pope John Paul II (Vicar of Christ) at the Vatican to discuss freedom of religion in Russia (first Russian communist leader ever to meet a Pope); and Presidents George Bush and Mikhail Gorbachev began their epochal summit off the Mediterranean island of Malta to discuss nothing less than unwinding the global order spawned by World War II.

The world sits poised at an historic moment having just been so fundamentally changed. This tremendous flow of events is a subtle reminder of the unpredictable world we live in.

Yet George Bush and Mikhail Gorbachev, superpower leaders, now share a powerful common interest in managing historic change. Their discussions center on their separate visions for a new world order, their strategic plans for achieving the visions, and a transition into the new era. They are mutually engaged in a futures study project impacting the entire world.

A peaceful world is wonderfully good news. Could the "golden age" of peace and prosperity be just around the corner?

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APPENDIX 1

NOMINAL GROUP PANEL

(August 31, 1989)

1. Director, Family Resource Center
2. Captain, Police Department Investigations Bureau
3. Lieutenant, Police Department Juvenile Division
4. President, County Delinquency Prevention Commission
5. California Child Care Ombudsman
6. Executive Director, Child and Youth Advocacy Agency
7. Police Officer, Community Service Specialist
8. Senior Supervisor, County Juvenile Probation Department
9. Executive Director, Community Organizing Agency
10. Executive Director, Minority Youth Serving Agency

APPENDIX 2

TRENDS

1. Extent to which day care centers become available and affordable
2. Youth populations numbers
3. Number of youth living in poverty
4. Juvenile crime rate
5. Extent of welfare related costs
6. Number of homeless
7. Extent of demographic change
8. Rate of acceleration of crack cocaine epidemic
9. Level of governmental spending for social programs
10. Cost of living
11. Level of state and federal grants in aid to local communities
12. Degree to which juvenile detention facilities are inadequate
13. Rate of advancement in crime fighting technology
14. High school drop out rate
15. Extent to which manufacturing jobs are exported over seas
16. Level of revenue devoted to children's services
17. Level of public's expectation of police to provide services
18. Extent to which pre-school programs become universally available
19. Number of child abuse cases
20. Acceleration of change in family structure
21. Extent to which ethnic or racial minority groups will constitute an increasing majority of California children
22. Level of teenage parenthood
23. Extent to which children are born to single mothers
24. Level of joblessness
25. Number of children living in poverty
26. Level of spending for primary education
27. Extent to which recreation facilities are available
28. Number of children and youth in foster care
29. Rate of drug and alcohol abuse by youth
30. Proportion of California youth under correctional supervision
31. Extent to which children's programs focus on acute care rather than on prevention
32. Extent to which problems affecting children have become worse
33. Level of public's confidence in public schools

34. Extent of minority representation in police department
35. Number of birth control techniques
36. Birth rate
37. Extent of cooperative law enforcement efforts
38. Amount of expertise in law enforcement
39. Use of community policing
40. Extent to which public school systems are managed by other institutions
41. Extent to which business is involved in youth education/training
42. Extent of youth rejection of "traditional" values
43. Number of youth gangs as substitute for family and/or employer
44. Amount of government spending for social programs
45. Degree of change in government funding priorities
46. Availability/affordability of weapons
47. Amount of legislative action on guns and violence
48. Need for public health expenditures (crack/AIDS babies)
49. Number of community action groups
50. Level of the Gross National Product

APPENDIX 3

EVENTS

1. Balanced budget amendment enacted
2. World wide depression
3. Consistent very high inflation
4. Mandatory day care
5. Increased longevity (+ 5 years)
6. Federal "right to job" legislation
7. Limit on federal spending
8. Minimum wage substantially (20%) increased
9. Illegal immigration prevented
10. Additional California Youth Authority facilities built
11. Significant (20%) U.S. military spending reduction
12. U.S. immigration policy changed
13. AFDC payments substantially increased (above poverty level)
14. Mandatory work for welfare recipients
15. Drug addiction cure
16. Federal guaranteed minimum family income
17. Mandatory prison for violent crimes
18. Adjustable work week
19. Minority U.S. president elected
20. AIDS cure
21. U.S. household income decline
22. Taxpayer revolt
23. Increase in state taxes
24. Determinate sentencing law for juveniles
25. Major urban riot amongst "underclass"
26. Integrated program for children's services
27. Mandatory increase in time children spend in school
28. National health care system legislated
29. Children's budget enacted in California
30. Federal war on poverty program funded
31. Comprehensive economic and medical assistance program developed for California's children
32. Public schools privatized through parent voucher system
33. Major limited war involving U.S. troops

34. Massive new funding by government of public schools
35. Major voter shift to progressive/liberal candidates
36. Mandatory education in human values adopted for public schools
37. Comprehensive education system reforms adopted
38. Occurrence of a worldwide spiritual revolution