HOMELESSNESS IN THE 21ST CENTURY: MANAGING THE IMPACT ON THE MID-SIZED AGENCY

TECHNICAL REPORT

by

BARNEY MELEKIAN

Commission on Peace Officer Standards and Training

P.O.S.T

Sacramento, California

May,1995

20-0417

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

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

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

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

©1995 by the
California Commission on Peace Officer
Standards and Training

TABLE OF CONTENTS

CHAPTER	SUBJECT MATTER	PAGE
1.	Introduction	1
FUTURES FORECASTING		
2.	Research Design	10
3.	Event Forecasting	19
4.	Trend Evaluation	30
5.	Cross-Impact Analysis	41
6.	Scenarios	43
7.	Future's Forecasting Summary	55
STRATEGIC MANAGEMENT PLAN		
8.	Introduction	59
9.	Environmental & Organizational Analysis	62
10.	Stakeholder Analysis	70
11.	Alternative Strategies	73
12.	Implementation Plan	82
TRANSITION MANAGEMENT		
13.	Recommended Strategy	85
14.	Critical Mass	87
15.	Transition Management Structure	94
16.	Technologies to Support Change	96
17.	Outline of Proposed Plan	100
18.	Summary	104

APPENDICES

Appendix A	Relevance Tree
Appendix B	Original Events List
Appendix C	Secondary Events List
Appendix D	Original Trends List
Appendix E	NGT Event Scoring
Appendix F	NGT Trend Scoring
Appendix G	Strategic Planning Workshop
Appendix H	SMPD Homeless Related Services

CHAPTER 1
INTRODUCTION

In 1939, John Steinbeck wrote of the emotional transition from compassion to hatred engendered by the presence of the homeless.[1] Today, in every major city in this country, people are confronted by the sight of persons talking to themselves, crouched in doorways, or begging for food and relief. In the early 1980's the emotion was pity and amazement that such spectacles could exist in the richest country on earth. By the 1990's the pity had changed to frustration and the frustration changed to anger.

Behind all these emotions lay the assumption that this problem was temporary. These people, whose presence is more offensive than their poverty, would surely go away. After all, goes the argument, they were either the victim of Reagan economics or drunken bums who were to lazy to work. Whatever your viewpoint, by the 1990's the question is not when will they go away, but if they will go away. It now seems entirely probable that the homeless population will be permanent fixture in this country for the future. This realization, engendered by an extensive study of the problem, led to the issue question:

"*What impact will a permanent homeless population have on a mid-sized law enforcement agency by the year 2004?*"

While a variety of secondary and tertiary issues emerged during the issue scan, the following sub-issues were selected for further study:

1. What role will homeless persons have in formulating city policies on homeless issues?

3. What role will emerging technologies play in mitigating the impact of homelessness on the housed community?

Such questions necessitate the definition of several terms;

- *Mid-sized* law enforcement agency means any agency with between 75-500 officers.

- *Homeless* refers to either persons without housing or persons whose ability to find housing is dependant on variable income factors.

- *Safe-zone* refers to an area designated for use by homeless persons and exempt from zoning and other land-use regulations.

- *Permanent homeless population* refers to unhoused persons either with no desire to find permanent housing or to those persons whose homeless situation, for whatever reasons, are long-term and show no signs of resolution.

- *Cleavage issue* refers to an issue that allows little, if any, room for compromise. Persons participating in the debate are forced to choose sides rather than develop a middle ground.

Homeless persons have traditionally been seen as victims of a variety of societal ills. Assistance to them was not seen as a right, since the concept that a person might choose to be homeless was foreign to most social thinking, but rather the duty of a humane society. The presumed transitory nature of homelessness precluded any serious thought about the rights of such a group. The advancement of the concept that persons have a right to choose to be homeless presents many new challenges for the future.

The causes of homelessness in the present are both varied and complex. The collapse of state mental health systems, the crack cocaine epidemic, and the breakdown of the extended family are the most apparent symptoms of deep-rooted

social ills. As a society, we are in transition from an industrial economy to an information based economy. This transition, coupled with urban redevelopment projects in most major cities, has resulted in the displacement of marginalized men[2]. Marginalized men are those persons who have historically provided the heavy labor services for this society.

The mental health systems of every state in the union have been virtually dismantled. The resulting exodus of former mental patients has greatly contributed to the numbers of homeless persons on the street. In A Nation in Denial, Alice Baum and Donald Burns state that between 33%-50% of all homeless persons suffer from some form of mental illness.[3]

However, it is not so much the numbers of homeless as the often bizarre behaviors that have the greatest impact on the public perception. The outrage produced by these behaviors contribute greatly to the growing public outrage around the homeless issue.

As great as the previously mentioned impacts have been, the destructive force inflicted by crack cocaine is unmatched. Not only has it sent people to the street in increasing numbers, but their addiction tends to keep these people away from those social service agencies who are attempting to help them. Further, the victims of crack cocaine are more likely to resort to criminal activities to finance their habit. This, in turn, results in an increase in public perception that the homeless are a criminal element to be feared.

Baum and Burnes call the impact of crack cocaine on homelessness the "dirty

little secret."[4] They named it this out of their frustration with homeless advocates who will not acknowledge the impact of alcohol and drugs, particularly crack cocaine, as causal factors of homelessness.

Further, it appears that a philosophical orientation is emerging among both the homeless and their advocates that persons have a right to choose to be homeless. Such an orientation is a significant departure from the traditional view of homelessness that carried an underlying assumption that being homeless was both temporary and undesirable. The obligation of society has traditionally been to augment the individual's resources and assist in providing an orderly transition out of the homeless state.

Two significant factors are forcing this issue to a new crisis point. The first is a significant political shift away from traditional solutions, as evidenced by the November 1994 elections. There has been an increase in the number of local ordinances designed to regulate behaviors exhibited almost exclusively by homeless persons. Further there have been reductions and/or redirection of social service funding which further demonstrates the growing public frustration around this issue.

Secondly, there has been a rapid emergence of technologies that could facilitate both the delivery of social services and the ability to monitor the activities of individuals. Social service delivery has traditionally been focused on the front end of the delivery system, which is in the area of emergency food and shelter. The development of these technologies would expand the ability to deliver services across a much broader spectrum of the social service continuum.

The City of Santa Monica is an ideal site to study both the homeless and the attendant problems associated with homelessness and to make future projections about the issue. The presence of a substantial homeless population, significant political cleavage around the issue, and a socio-political climate which stretches the limits of traditional problem solving provide an excellent environment to conduct both detailed analysis and modeling exercises geared at developing practical solutions.

Homelessness has been an issue in Santa Monica for over ten years. The first of three reports on homelessness in the city were published in 1984. A variety of city programs have attracted national attention. The battle over the issue continues to this day. National economic factors, local climatic conditions, and the cessation of state and county services have caused this problem to have a disproportionate impact on the city of Santa Monica.

The local impact, politically, economically, and socially, is profound. The greatest difficulty in dealing with this issue centers around the reluctance of any of the involved parties to search for some political middle ground.According to the City of Santa Monica's homeless reports for 1984, 1988, and 1991, many of the same issues remain. If anything, most of the stakeholders are becoming even more intransigent.

Charles Sykes in his book, A Nation of Victims, describes the politicization of the homeless issue. This very process nurtures the concept of homelessness as a lifestyle choice instead of a temporary condition. In turn, the idea of homelessness as a choice generates an entirely different dialectic around the previously mentioned sub-issues.

Myron Magnet, writing in The Dream and the Nightmare, quotes social thinker Irving Kristol; *"It's hard to rise above poverty if society keeps deriding the human qua es that allow you to escape from it."*[5] Yet the emphasis remains focused on the front end of the delivery system, while only reluctantly dealing with the concept of mainstreaming homeless persons.

Just as the collapse of the mental health system began with the advancement of the idea that there was no such thing as mental illness[6], the future levels of homelessness may depend on whether society accepts or rejects the idea of persons choosing to be homeless. A more accurate question may be whether society chooses to support those persons who choose to be homeless.

Mr. Sykes argues that there is very little evidence to support the idea that homeless advocates are actually striving to end homelessness. He asserts that the advocates see homelessness as a direct result of social factors beyond the control of the individual homeless person. Therefore, according to Sykes, they view any suggestion that homeless persons need to be encouraged to move beyond homelessness as blaming the victim. This is an untenable position for the advocates to espouse[7].

For example, the arguments around the use of public lands (i.e., parks and beaches) are grounded in the notion that the homeless persons in question have no other options available to them. To forcibly remove persons from lodging in a city park who cannot afford traditional shelter or who have no such shelter available to them is seen as inhumane simply because the persons affected by the applicable ordinances

are operating from a position of either limited choice or no choice whatsoever.

However, if these persons have chosen to be homeless, what is their claim on the right to use public land? Does the traditional role of American governme... as a protector of the downtrodden apply when the persons in question are there voluntarily? For that matter, it may be critical to redefine the concepts of both voluntary and downtrodden.

Over the next five to ten years, society will continue to debate these issues, particularly in those places where homeless populations exist. The 1994 elections make clear that this issue is far from resolved. American society is while making some fundamental decisions about how they will deal with the homeless well into the next century.

As often happens with those issues around whom no clear consensus has developed, solutions may emerge in reaction to enforcement decisions instead of from any proactive legislation. All societal decisions carry with them the option of enforcement. Different stakeholders will call upon the local law enforcement agency to enforce various statutes in isolation; that is on case by case basis, instead of from a more holistic perspective.

The law enforcement manager of the 21st century will need to recognize such pressures early and avoid the tendency to merely react to the moment. The pressure for such action will be both internal and external for these types of cleavage issues tend to show up within the organization, particularly where the recruited workforce is educated and conditioned to view themselves as problem solvers. These issues also

tend to cause people to adopt a moral position from which it is difficult to induce philosophical shifting.

The literature scans appear to support the belief that homelessness will continue to be a significant problem well into the 21st century. Newspaper articles reflect a growing belief that a solution to this problem is unlikely to emerge anytime in the future.

The homeless population will continue to cluster in urban areas, particularly in those locales in which available social services and political tolerance combine with amenable climatic conditions combine to invite such clusters. Secondary factors such as drugs, availability of mental health services, and public tolerance will all contribute in determining the long-term outcome.

This issue is not going to go away. The resulting challenge to our society, and by extension law enforcement, will not be insignificant. The number of potential futures increases dramatically when the concept of voluntary homelessness is introduced into the equation.

This issue needs to be addressed in a forthright and constructive fashion. To continue to impose old solutions, engendered by old ideologies, onto this problem is to invite failure. As will be discussed in this paper, this issue presents a real threat to the constitutional process as it is currently understood. The possibility of vigilante justice and detention camps is very real.

This paper focuses on the impact of this issue on law enforcement. In turn, law enforcement's response to this issue will have significant impact on the future of our

society. Law enforcement is often called upon to deal with problems that seem to defy solution.

With respect to the issue of homelessness, the more traditional approach has been to focus on relocating the problem to other jurisdictions. Such simplistic approaches are simply no longer viable as the scope of this problem is far to extensive.

That fact does not negate the fact that local law enforcement agencies can, and should, take an active leadership role in defining the solution to this problem. By utilizing emerging technologies and shifting perspective on the problem, it will be possible to provide a solution early in the 21st century.

CHAPTER 2
RESEARCH DESIGN

Selection of the Forecasting Method

Several means of analyzing the potential futures around the issue of a permanent homeless population presented themselves. Among these were a survey/poll, brainstorming, genius interviews, a Nominal Group Technique, and a Delphi. The survey and the Delphi were rejected almost immediately as any forecasting methodology that affords the respondents unlimited time in which to frame an answer, such as a poll or survey, invites a hardened response. That is, the participant, having arrived at a position, will now ensure that the answers to the questions appropriately reflect his/her philosophical orientation.

The issue of homelessness, particularly as defined in Santa Monica, demanded that a carefully selected and well-focused group be employed in the forecasting technique. The difficulty in dealing with homelessness is that there is very little middle ground left. People who are involved with this issue have arrived at their position and are emotionally tied to it.

Any research wishing to draw on the intellectual capacities of the participants must be structured in a way that will negate the almost instinctual retreat to a previously defined position. This is acceptable only if the issue is such that there is either a clear consensus or a sufficiently broad base of opinion.

Homelessness is a cleavage issue. That is, it is an issue that is so volatile that involved persons generally feel that a choice must be made. Further, there are only a

limited number of options from which to choose. The result is that opinion is usually quite polarized. A poll or survey merely reflects that opinion and does little to point the researcher down new and different paths.

The goal was to arrive at future forecasts utilizing the expertise of a group that reflected as broad a spectrum as possible. Recognizing that polarization would exist, it was important that a highly formal structure be in place that would permit the participants exposure to other ideas without allowing them to indulge in extended debate.

In Santa Monica this problem was compounded by the fact that this issue has dominated local politics for several years. Several participants knew each other and there were strong feelings both positive and negative. At least one invited participant refused to take part once she knew the names of the other group members.

Given these factors, the Nominal Group Technique offered the best method for gathering the desired data. It provided a workable structure, permitted the free-flow of ideas, and brought together a varied group of knowledgeable people in a non-threatening environment.

Informal brainstorming

The strengths of the NGT were still insufficient to completely overcome the inherent polarization. Therefore, three distinct existing groups and committees were utilized as informal brainstorming sources. Informal brainstorming is defined as the gathering of ideas from a variety of individuals. The gathering occurs in a forum in which the participants have not been informed as to the secondary purpose of the meeting.

These committees included management and supervisory staff within the police department, a committee of varied city staffers designated by the City Manager, and the Homeless Advisory Committee. This latter group consisted of five homeless persons who were permitted to advise city staff on policy matters affecting homeless persons.

The ideas that emerged from these groups had both intellectual and practical applications. Several events discussed in these committees were incorporated into the forecasting groups. Each of these committees displayed a distinct perspective on the subject of homelessness.

The focus of these committees was always toward the solution of a some specific problem. They were never advised that a secondary impact of their discussions would be the incorporation of their ideas into a futures forecasting model. Nevertheless, the discussions in all three groups proved to be extremely wide-ranging and touched on a variety of potential outcomes. The fact that this was never the goal of any of the groups made their perspectives and forecasts even more interesting.

The first brainstorming group was the management and supervisory staff of the Office of Special Enforcement. It consisted of a Captain, a Lieutenant, three Sergeants. The directive from the Chief of Police was to mitigate the impacts of homelessness in two primary areas, the City's parks and the downtown area of the Third Street Promenade. The group met with regularity beginning in June 1993. This group's focus is geared toward enforcement and enforcement related issues.

The second group has been designated as the Park Clean-Up Committee. This

group was originally tasked by the City Manager with oversight responsibilities for the removal of debris from city parks and the enforcement of all applicable regulations, it has grown to function as an advisory group for the City Manager. It consists of representatives from the Police department, City Parks & Recreation, the Manager's office, Human Services, and Community and Cultural Services. Also serving is the City's Homeless Coordinator whose role is to coordinate all activities between the city's efforts and those of the private sector.

This second group's focus was result-oriented and was designed to focus on problem-solving. In the early stages, the discussion often shifted from the goal to the method. It took several meetings to move the participants away from their own parochial interests and into a city-wide problem solving mode. The group has met almost weekly since the Fall of 1993. It has become very pragmatic in its outlook and moved away from a parochial perspective to a more holistic one. As a result, individual members now bring departmental problems to the table for discussion. The perspectives from different departments also permit the emergence of more holistic solutions and allow for outcomes that promise more in the way of long-term results.

The third group was the Homeless Advisory Group. While the number varied from meeting to meeting, this group generally consisted of between five and seven homeless persons. City staff agreed to meet with these individuals to obtain their responses to potential solutions to the homeless problem. Additionally, the meetings served as a forum for the homeless community to present grievances and complaints to city staff. The focus of this group was clearly more adversarial.

The strongest issue to emerge from this forum was the concept of the right to be homeless. As solutions were presented from City staff, substantial resistance was encountered with respect to any solution that contained an element of mandated conduct by homeless persons. Any suggestions that mandated that homeless persons would be required to do something was deemed unacceptable. Some ideas discussed will be examined in greater detail.

Each of these groups evolved as independent incubators of ideas. Each approached the problem from their own unique perspective, but always toward the common end of finding a workable solution to what, at times, seemed an unworkable problem.

Nominal Group

The primary criteria utilized while developing the nominal group was balance and diversity. Equally important was some level of commitment, demonstrated by specific actions, toward solving the problem of homelessness or at least mitigating its impact on the City of Santa Monica. The groupings consisted of representatives from the business community, the Police Department, City staff, homeless activists, and homeless persons.

The term nominal group technique was not used while extending invitations to participate. The title "*Futures Forecasting Workshop*" was employed. Originally invitations were extended to twelve persons. Of the original invited group, one person would not participate, one cancelled at the last minute, and two persons invited themselves after hearing about the workshop.

The following persons attended the workshop:

Law Enforcement

Hard, Walt
Police Lieutenant

Stroup, Doug
Police Officer, HLP

Aguilar, Tom
Police Officer, Homeless Liaison Program
City of Santa Monica

Local Business Persons

Kavanaugh, Leigh
Businessperson

Corvan, Ray Director
Santa Monica Chapter, American Red Cross

Stanley, George, Ph.D.
Psychological Consultant

Homeless Activists

Myers, Robert
Former Santa Monica City Attorney

Wellington, Peter
Westside Interfaith Council

Rev. Janet Bregar
Lutheran Minister

Palmer, Virginia, Ph.D.
Director, Resources Unlimited

Homeless Persons

Taylor, Ron
Activist, homeless person

Norm Colbert
Activist, homeless person

Event/Trend Selection Procedures

The events and trends were selected using very similar techniques. Events were handled first, followed by trends. Each participant was asked to suggest three or four potential events that they felt could impact the interesting future. Before beginning the process of event selection, an hour was spent explaining the procedure and defining specific events.

After each participant completed their thoughts, a round-table discussion

followed. Each participant verbalized their idea and the suggested event was displayed on a flip chart. At this point in the process, no discussion was allowed. When this process was completed, there were forty-two events listed. These events are listed in Appendix B.

Next, each event was discussed, rated as to whether it qualified as an event, and clarified by the participant who suggested it. If events were listed which were either identical or similar, they were combined into a single event.

The next step was the preliminary voting. The group was asked to select twenty of the events. No particular order was necessary and the criteria were simply to identify the twenty events, in the opinion of the panelist, which were most important relative to the issue. The events were listed so as to be visible to everyone. It was emphasized to the group that the order of listing was of no consequence.

The next step was for the panelists to vote for ten events, listing them in the order of anticipated impact. That is, the first event could, in the opinion of the panelist, have the greatest impact on the issue question. The second listed event would have the second greatest impact, and so on. The votes were tabulated and the data retained for later analysis.

When calculating impacts and generating scenarios, modifications were made in the wording of the events. This was done primarily to broaden both the geographic and philosophical base.

Conclusions and Observations

The use of informal brainstorming produced a plethora of ideas that greatly facilitated the selection of designated events and trends. This method was ideal for the issue question. Since this issue is so volatile and opinions are often already fixed, it seemed the best way to gather thoughts across a broad political and intellectual spectrum.

The Nominal Group Technique produced the required trends and events. The events were limited in scope. Many suggested events were set to occur within the next one to two years.

The process also produced thirty trends including some which have specific historical data. None of the trends required modification as they met defined criteria. All are appropriate as units of measure in defining the issue question.

One participant listed events whose structure indicated that the person did not understand the definition of an event. One person did not participate in the trend voting. As a result, there are twelve rating sheets for events, but only eleven for trends.

The ranked events were generally negative; that is they suggest a situation in which both the homeless and society simply stagnate. Of the ten events, seven of them would have a decidedly negative impact on the homeless. Only one could be seen as positive in the sense of arriving at a positive solution.

Of the ten trends, none of them focus on the impact of emerging technologies nor do they allow for the emergence of a new philosophy or the adoption of new

attitudes that might in turn generate new paradigms. They all seem wedded to the notion that homelessness will continue and the only solutions evolve from government and money.

In the next two sections each trend and event will be discussed in detail. The variety of the group was reflected more in the impact and probability selection than in the actual event/trend selection.

CHAPTER 3
EVENT FORECASTING

This section provides a brief analysis of each of the ten events identified by the nominal group as having the greatest potential impact. The original forty-two events are listed in Appendix B. That number was reduced to twenty in the first round of rating and discussion. Those twenty are listed in Appendix C.

While Santa Monica clearly serves as a model for the problem discussion, primarily because the impact of homelessness on a city which is both economically and demographically diverse,the identified events and subsequent impacts can be easily extrapolated.

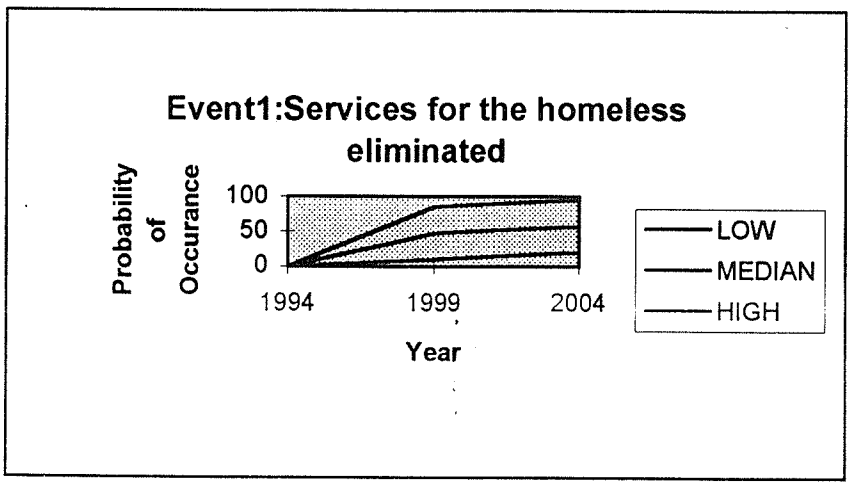
The following events were identified as having the greatest potential impacts:

1. The city eliminates all services for the homeless
2. The state mental health system is reactivated
3. The federal government quadruples funding for subsidized housing
4. A new drug is developed which is even more destructive than crack cocaine
5. Detention centers are created for the homeless
6. The political power of SMRR ends in Santa Monica
7. Supreme court rules that local ordinances governing the usage of outdoor space are unconstitutional
8. Microchip implants are developed for "tracking" the homeless
9. Outdoor feeding programs are outlawed
10. Homeless persons are declared a protected class

EVENT 1: The city eliminates all services for the homeless

This event was seen by the NGT panel as having the greatest impact on the issue of homelessness. It is worth noting that the NGT was not asked to focus their thinking around Santa Monica. Santa Monica is the only city in western Los Angeles County still providing a meaningful level of service to the homeless community. The decision to eliminate such services would have a significant impact on the problem of homelessness.

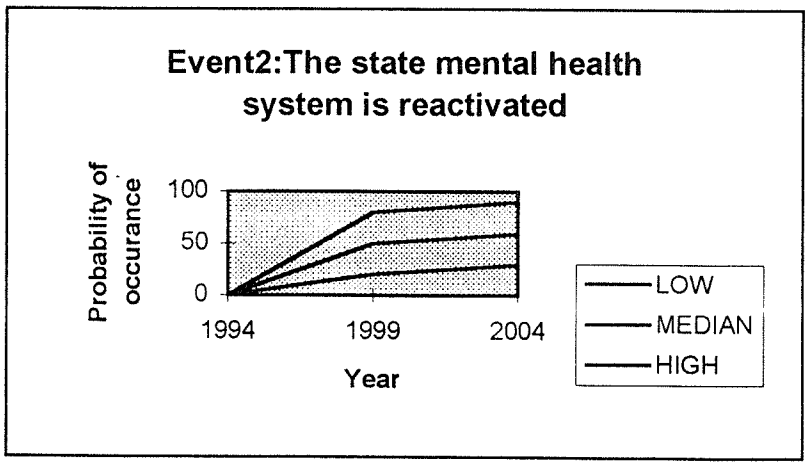
Those panelists who saw this decision as positive believed that homeless persons would leave the city if such services ceased. The negative end of the spectrum focused on the human casualties produced by such a policy.The group was evenly divided on both the projected impacts and the perceived probability of such an event occurring. The three votes indicating 11 years until occurrence are the panelist's method of stating that it is their belief that the event has no chance of occurring.



EVENT 2: The state mental health system is reactivated

Mentally ill persons represent one of the umbrella categories of homelessness. The collapse of state mental health systems around the country had a disastrous impact on the problem of homelessness. The panel agreed that the impact was significant, although they disagreed as to both the nature of that impact and the various solutions.

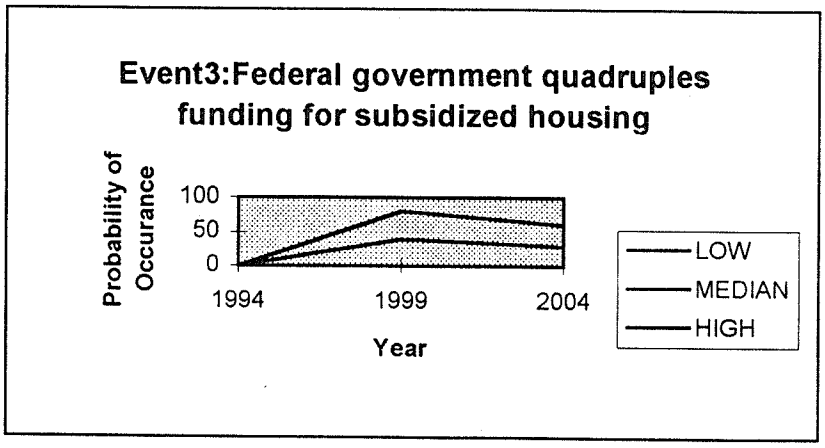
Any solution which proposes that mentally ill persons continue to function in an unstructured environment is unrealistic. The panel agreed that the system needed to be reactivated. However, the nature and scope of that reactivation was not clearly defined.



measure/range	Low	High	Average
years until >0	2	8	4
probability at 5yrs	20	80	50
probability at 10yrs	30	90	70
Impact/Positive	5	10	8
Impact/Negative	-8	-1	-3

EVENT 3: Federal government quadruples funding for subsidized housing

The panel saw this event as critical to the issue being addressed. There was a strong sense that it was highly unlikely that the government would actually increase the subsidized housing fund. Nevertheless, it was agreed that such a decision would have an enormous positive impact on the problem of homelessness. The panel concurred with theory that the displacement of marginalized men is a direct result of the elimination of single room occupancy housing.

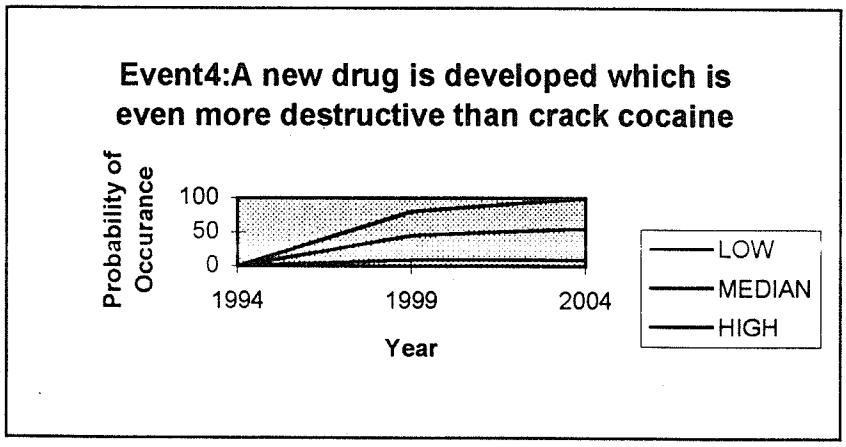


measure/range	Low	High	Average
years until >0	1(2x)	11(6x)	8.33
probability at 5yrs	0(6x)	80	22.33%
probability at 10yrs	0(8x)	60	10.91%
Impact/Positive	0(3X)	10(3x)	6.42
Impact/Negative	0(9x)	-7(2x)	-1.58

EVENT 4:A new drug is developed which is even more destructive than crack

This event had the highest negative rating of any of the primary list of events evaluated by the group. The panel agreed with the growing data suggesting that the primary driver behind the modern manifestation of homelessness is crack cocaine.[8] With its affordability and rapidity of addiction, cocaine has shattered the historical barriers of social standing and economic class.

The development of another drug even more addictive and destructive than cocaine would have a devastating impact on society as a whole and the homeless population in particular. The group clearly concurred as this event had the highest negative rating and the lowest positive rating of all events rated.

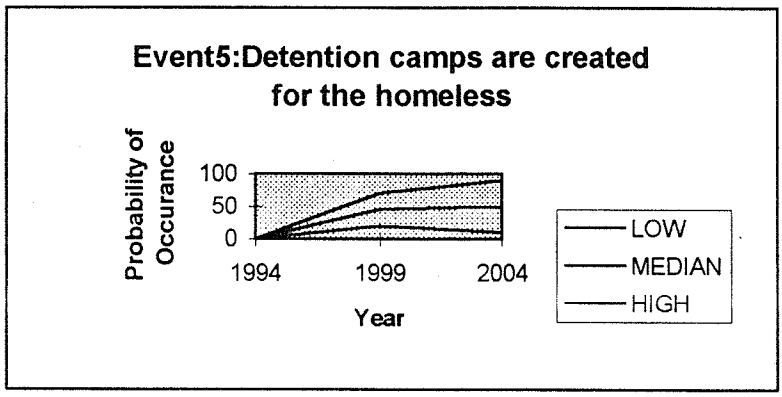


measure/range	Low	High	Average
years until >0	3(4x)	11	3.42
probability at 5yrs	0(2x)	100	48.33
probability at 10yrs	0	100(5x)	65.75
Impact/Positive	0(7x)	5	0.67
Impact/Negative	-10(4x)	-2(2x)	-7.75

EVENT 5: Creation of detention centers for homeless persons

This event represented the most repressive reaction envisioned by the panel. This solution was seen as having a tremendous impact both on homelessness and the present American political system. The panel considered the event somewhat likely to occur within less than three years.

There was extensive discussion as to the nature of such facilities. Each individual panelist's viewpoint as to the purpose of such detention facilities strongly influenced their perception as to the future likelihood of this event. Such definitions covered a broad spectrum ranging from a prison-like setting to a rehabilitation center.

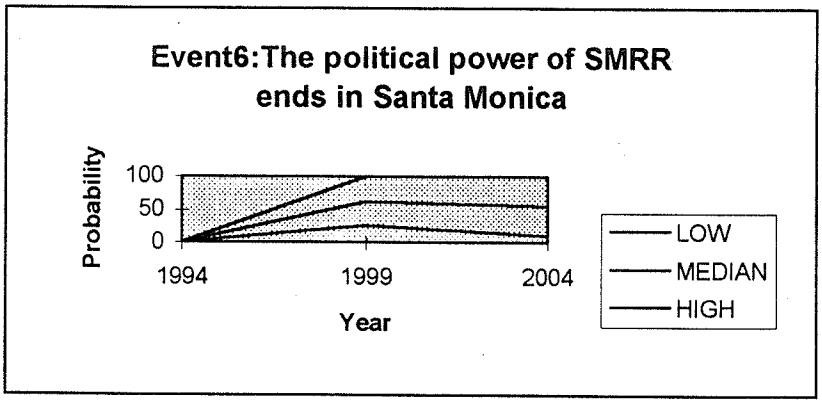


measure/range	Low	High	Average
years until >0	2	8	3
probability at 5 years	20	70	40
probability at 10 years	10	90	55
Impact/Positive	0	9	5
Impact/Negative	-10	-9	-7

EVENT#6:The political power of SMRR ends in Santa Monica

SMRR (Santa Monican's for Renter's Rights) is the dominant political group in Santa Monica politics. Along with changes in local rent control laws came an entire liberal/progressive agenda of which profound social change was an integral part.

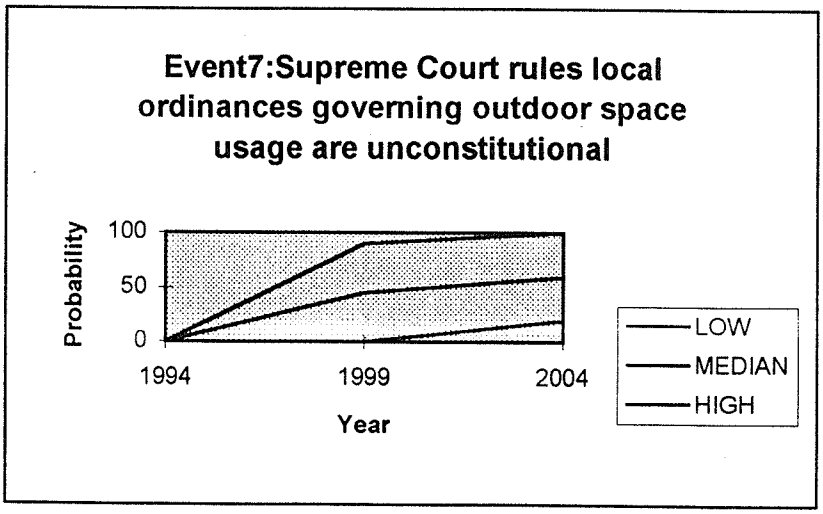
The philosophy of SMRR is reflective of the social-activist doctrine which has dominated this country's politics since the early 1970's[9]. The demise of SMRR would have a significant impact both within the city and regionally.



measure/range	Low	High	Average
years until >0	1(2x)	10	4.00
probability at 5yrs	25	100	60.83
probability at 10yrs	10	100	70.00
Impact/Positive	0(3x)	10	4.25
Impact/Negative	0(2x)	-8	-3.08

EVENT 7: Supreme Court rules local ordinances governing outdoor space usage as unconstitutional

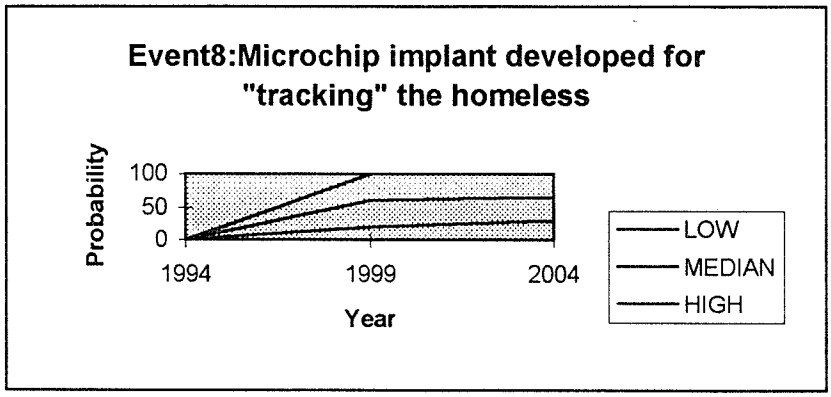
One of the greatest areas of debate around the issue of homelessness focuses on the area of public land usage, particularly parks and beaches. Many of the biggest legal and philosophical battles erupt whenever efforts are made to either restrict access to or regulate use of public parks by homeless persons. Clearly such a ruling by the Supreme Court would be a severe setback for those groups and interests who believe that housed persons have an equal right to access public parks. The split of the group over the "rightness" of such a decision is reflected in the number of 0 impact votes in both the positive and negative categories.



measure/range	Low	High	Average
years until >0	1(2x)	10	3.00
probability at 5yrs	0	90	59.58
probability at 10yrs	20	100	62.73
Impact/Positive	0(4x)	10	4.00
Impact/Negative	0(6x)	-10	-2.83

EVENT#8:Microchip implants developed for "tracking" the homeless

This event was one of the few where the panel explored the impact of technology on the issue. The group went beyond mere physical movement to define tracking. A tracking chip could be used in a variety of ways including access to services, record keeping, dispensing of psychotropic drugs, etc.

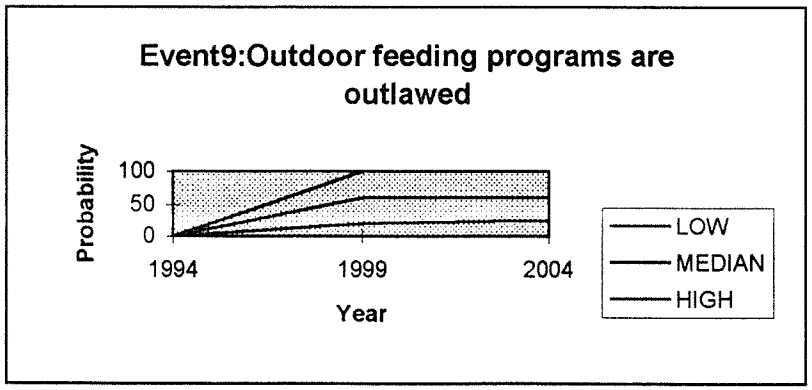


measure/range	Low	High	Average
years until >0	2	10	5
probability at 5yrs	20	100	45
probability at 10yrs	30	100	60
Impact/Positive	5	8	6
Impact/Negative	-9	0	-5

EVENT 9: Outdoor feeding programs are made illegal

The panel felt strongly that this event is linked directly to a profound philosophical change. It goes to the heart of the argument around public land usage because it ensures the visibility of the homeless. For the homeless advocates, it is their opportunity to visually display the human misery engendered by homelessness. For local businesses and other groups, such programs are visual reminders of failed social policies.

Should such a law be adopted, the panel surmised that it would result in civil disobedience or other negative publicity. It would be a significantly polarizing event. This may explain the panel's scoring which suggested that the occurrence of this event would have little positive impact.

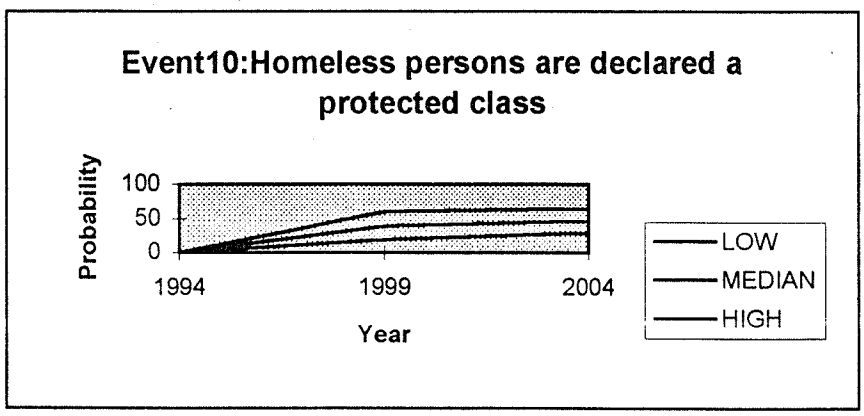


measure/range	Low	High	Average
years until >0	4	5	4
probability at 5yrs	20	100	54
probability at 10yrs	25	100	56
Impact/Positive	0(6x)	8	2.50
Impact/Negative	-10	-2	-5.83

EVENT 10: Homeless persons are declared a "protected class"

This item is clearly a high impact event. The legal protections stemming from the civil rights definitions of "protected classes" are extensive. The panel felt that such a ruling would negate the efforts of any jurisdiction to regulate the activity and conduct of homeless persons.

Should such a declaration occur, the concept of the "right to be homeless" would be legally binding. Arguments around public land usage, mental illness, and access to social services would take on a far different dimension than they have today. The impact of such an event would be extensive.



measure/range	Low	High	Average
years until >0	3	10	6
probability at 5yrs	20	60	35
probability at 10yrs	30	65	45
Impact/Positive	0(6x)	10	-3
Impact/Negative	-10	-6	-7

CHAPTER 4
TREND FORECASTING

The Nominal Group originally identified thirty trends as being demonstratively significant to the issue. After discussion and ranking, the following ten trends were selected as being the most descriptive of the impact of homelessness on a mid-sized community and its law enforcement agency. Most of these are specific enough to permit comparison with specific historical data.

Each trend discussion includes a table breaking down the spread of the group's voting. The over and unders do not always total eleven panelists.

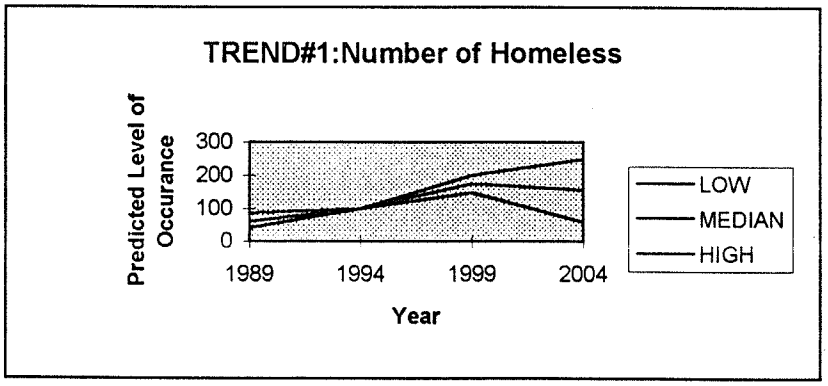
The ten selected trends are:

1. The number of homeless persons in Santa Monica
2. The number of persons helped to no longer be homeless
3. The number of police calls for service involving the homeless
4. Enforcement funding levels related to homelessness
5. The number of shelter beds available for the homeless
6. The number of violent acts committed by homeless persons
7. Funding levels for outreach programs
8. Government funding levels for the mentally ill
9. The number of court decisions concerning homeless human rights
10. The number of homeless persons receiving medical treatment

TREND 1: The number of homeless persons

This trend is the most critical in terms of evaluating long-term policy. The problems associated with counting the homeless are well documented. The most comprehensive attempt to count homeless persons was the 1990 census. Even so, when that count was finished, there was widespread criticism from all points of the political spectrum.

At 1999, the group is still well clustered. By 2004 some variance is beginning to occur, although generally the panel remains well grouped. Nevertheless, consensus exists around the trend projections concerning the future homeless population. The panel anticipates a steady increase until 1999 and then a gradual leveling off.



Consensus/Range

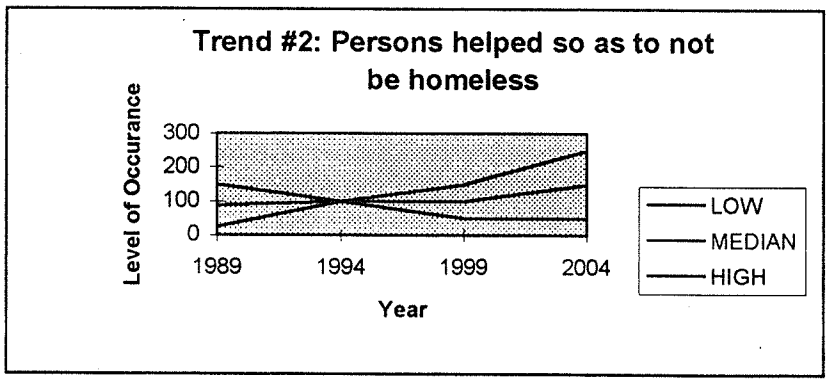
Year	Low	High	Spread	Mean	Over/Under
1989	25	200	175	71.82	4/7
1999	120	300	180	163.18	4/7
2004	50	300	250	162.27	4/7

TREND#2: Persons helped so as to no longer be homeless

The panel was divided as to their perceptions of the long-term direction of this trend. The panel felt this trend represented greatest challenge to the paradigms of both liberals and conservatives.

For example, if homeless persons are essentially middle-class persons who have been economically victimized, then traditional social service applications should serve to mainstream many of the homeless population.

On the other hand, if a sizeable portion of the homeless is dysfunctional, it would not seem likely that many of them would be absorbed into the mainstream.



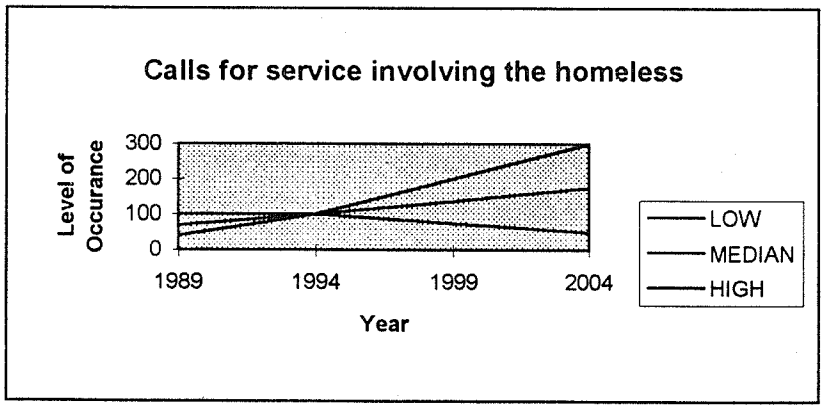
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	25	150	125	88.64	4/7
1999	50	150	100	115.91	6/5
2004	50	250	200	123.64	6/5

TREND 3: The number of calls for service involving the homeless

This trend has some hard historical data that will be called upon at a later point in the process. Appendix H compares the radio call data from 1994 with a similar study done in 1989.

The analysis provided by the panel regarding this trend was interesting. There was general agreement on the trend from past to present. However there was a great deal of divergence as to the panel's sense of the direction this trend would move over the next five to ten years.



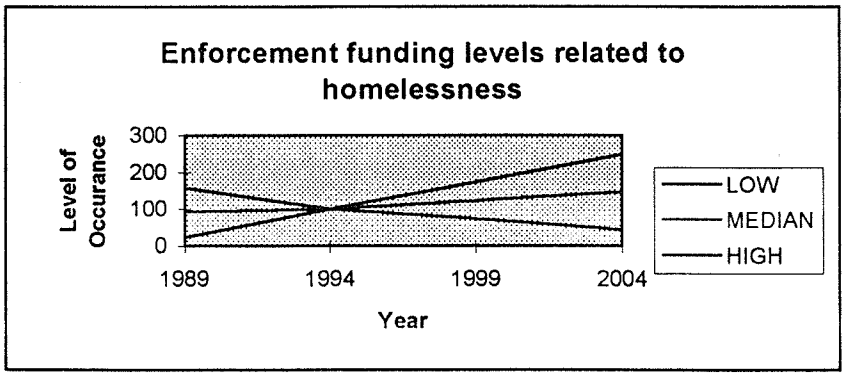
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	40	100	60	65.00	6/5
1999	75	200	125	152.27	3/8
2004	50	300	250	171.82	5/6

Trend 4: Enforcement Funding Levels around Homelessness

This trend, along with #7 & #8, measures expenditures of public dollars as a function of the impact of homelessness on local communities. The panel felt that enforcement expenditures reflected an accurate measure of the level of community fears.

The panel foresees a steady rise over the next ten years as acceptance of the existence of a permanent population takes hold. Some disagreement arose in the panel discussion over the question as to whether or not a permanent homeless population would continue to be perceived as a threat over a ten-year span.



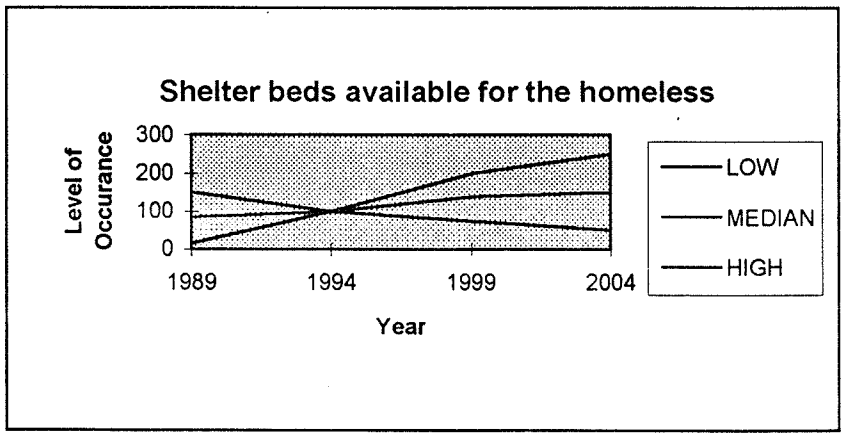
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	25	160	135	104	8/3
1999	75	125	100	120	4/5
2004	45	250	205	143	6/5

TREND 5: The number of shelter beds available for homeless persons

This trend did not limit itself geographically. This trend also has some hard historical data directly related to Santa Monica. There was some controversy with respect to this topic, particularly around whether or not public shelters discouraged persons from striving to break the cycle of homelessness.

The group had a widely divergent view of the future, although the group consensus was mild as to the five and ten year projections. By 1999 three panelists saw virtually no change in the number of available beds and one projected a decrease. By 2004, two panelists projected a significant decrease.



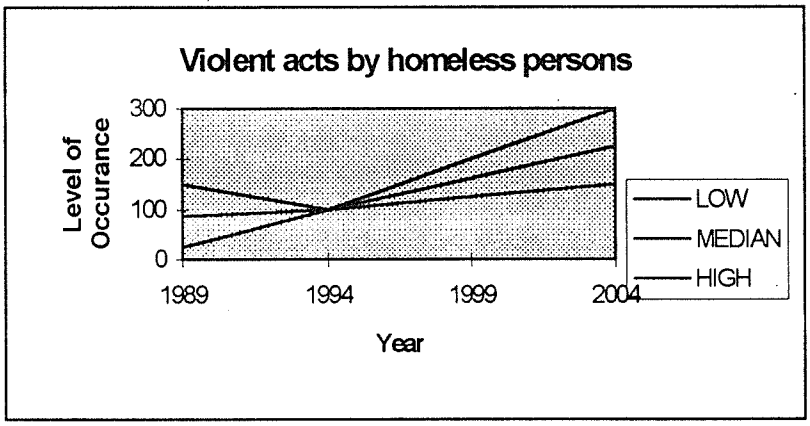
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	15	150	135	72.27	5/6
1999	75	200	125	125.45	4/6
2004	50	250	200	136.82	6/5

TREND 6: The number of violent acts by homeless persons

This trend will be an extremely critical driver in determining public reaction to the problem of homelessness. The public fears around homeless persons are fueled by reported incidents of violence.

With one exception, the group was clustered as to their perception as to past data. Generally, they also saw the rate of change as constantly upward, but along fairly stable lines. The projection matches that of trend#2, if the highest and lowest future projections are factored out.



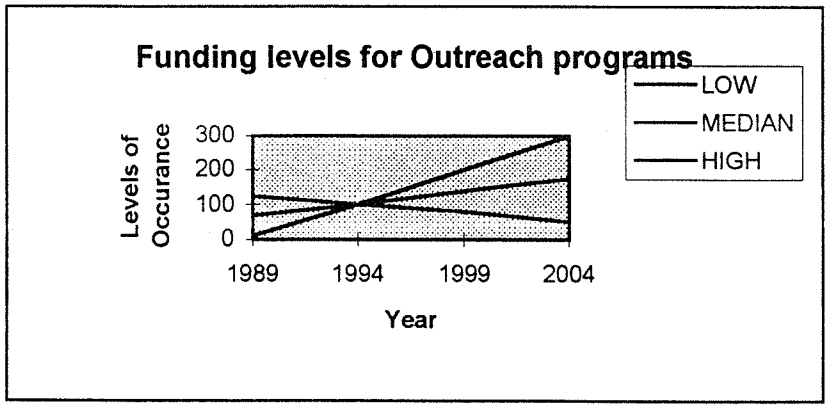
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	25	150	125	69.27	5/5
1999	125	200	75	153.64	3/8
2004	150	300	150	190.91	6/5

TREND 7: Funding levels for outreach programs

The mentally ill component of the homeless population represents one of the most visible and most frightening elements in terms of public perception. Outreach programs, that is programs in which social service providers go out directly into the homeless community, are often a condition of public funding.

The group was split as to their perception of the future of such funding. What is not clear about this uncertainty is what drives it. One of three belief systems is operative; 1) the panel believes that our society's economic viability is uncertain, 2) the panel believes that our society's willingness to maintain a functional level of compassion is uncertain, or 3) the panel is uncertain about whether money can solve the problem of society's mentally ill persons.

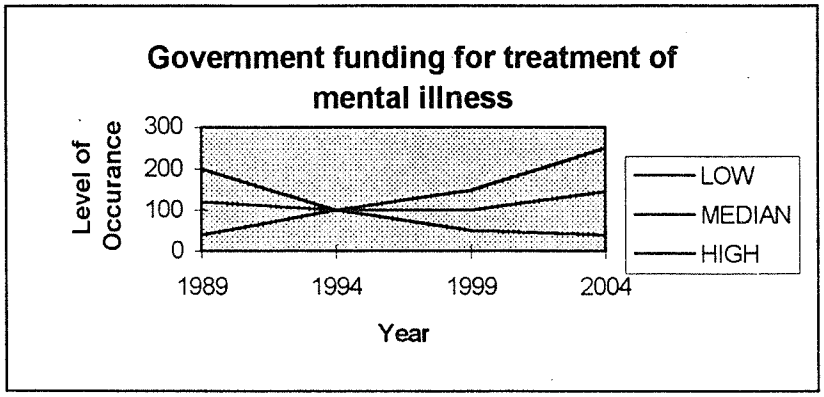


Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	0	125	125	69.55	6/4
1999	80	200	120	133.18	5/6
2004	50	300	250	156.36	5/6

TREND 8: Government funding levels for the mentally ill

This trend is the only one in which the group consensus sees a historical decline. It also has the smallest projected increase over the ten-year future (29.09%)



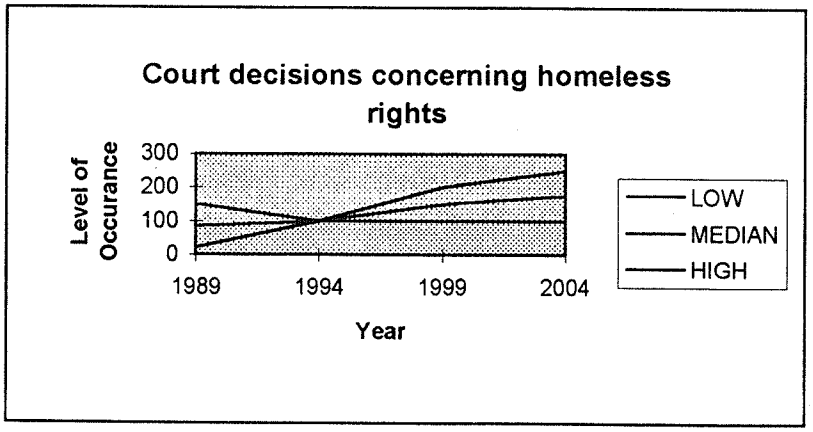
Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	40	200	160	121.36	7/4
1999	50	150	100	106.36	5/6
2004	40	250	210	129.09	5/6

TREND 9: The number of court decisions concerning homeless rights

The group spent a great deal of time defining this trend. A permanent homeless population will necessitate some legal definition of the rights and responsibilities of such persons. The number of court cases will serve as a valuable indicator as to the total impact of homelessness on our society.

This was another trend on which the group was not well focused. There was significant divergence both past and future. An examination of the line-graphs suggests that the group saw the five-year mark as the most critical point.

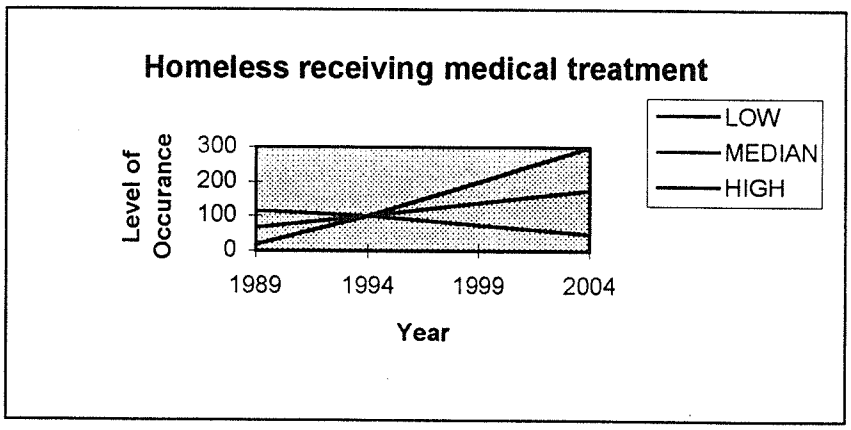


Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	0	150	150	65.36	5/6
1999	100	200	100	149.18	3/3
2004	100	250	150	164.27	6/5

TREND 10: The number of homeless receiving medical treatment

This is another of those trends that directly measures the impact of homelessness on our society. Discussion of this issue initially centered on medical treatment in emergency rooms, but then was expanded to include private doctors. Another component that could not be resolved was the question as to whether universal health coverage would include the homeless.



Consensus/Range

Year	Low	High	Spread	Mean	Over/Under
1989	0	115	115	65.45	7/4
1999	75	200	125	150.45	3/3
2005	50	300	250	181.82	6/4

CHAPTER 5
CROSS-IMPACT ANALYSIS

Using the proc am provided by the Policy Analysis Company, the initial report was done using both ten and twenty cell matrices. In the final report the twenty cell matrix was eliminated. This was done to avoid skewing the final result with overly subjective input.

The critical difference between the two matrices was in the area of initial probability. With the ten-cell matrix, the nominal group assigned the value. In the twenty-cell matrix the values were self-assigned.

The ten-cell matrix produced one event which would not have occurred with the initial time-frame provided; event#3 (federal quadrupling of housing money). The group initially assigned a time-line of one year. This was eliminated after some discussion in order to insure that the event remained significant.

It should be noted that in doing the twenty-cell matrix, the delta values were scaled down in order to keep the final probability within the assigned limits. The ten-cell matrix produced no anomalies; that is event probabilities which were nonsensical. The same held true for the twenty-cell matrix.

CROSS-IMPACT ANALYSIS: 10x10

Init. Prob.	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Prob.
E1: 40	X	5	-2	5	4	8	3	-3	4	5	59
E2: 70	3	X	5	5	-2	5	2	8	3	-5	84
E3: 23	2	5	X	-5	4	2	-3	5	-4	-5	24
E4: 66	3	-2	-2	X	3	-1	4	-2	-2	3	69
E5: 55	5	5	-3	7	X	4	-3	4	3	-5	67
E6: 70	-2	-2	-1	5	4	X	3	2	3	3	79
E7: 63	2	2	-2	-3	-2	3	X	3	2	4	67
E8: 60	2	3	2	5	4	1	-2	X	3	-5	68
E9: 56	2	-1	-1	5	5	5	-5	-3	X	-5	58
E10: 45	2	2	1	-4	2	-2	4	3	2	X	50

E1:The city eliminates all services for the homeless
E2:The state mental health system is reactivated
E3: The federal government quadruples the money for subsidized housing
E4: A new drug, more addictive & destructive than crack cocaine is developed
E5:Detention centers are created for homeless persons
E6: The political power of SMRR ends in Santa Monica
E7: U.S. Supreme Court rules that local ordinances governing the usage of outdoor space are unconstitutional
E8:Microchip implants are developed for "tracking" the homeless
E9: Outdoor feeding programs are made illegal
E10: Homeless persons are declared a protected class

CHAPTER 6
SCENARIOS

Scenario Generation

Of the twenty events identified in the forecasting section, thirteen were used in running the scenario generation. The first ten were identified by the Nominal Group panel. The remaining three were added as their impact on the issue would clearly be significant should they occur. They are numbered to correspond with their ranking as discussed in the Events Forecasting section. The thirteen events utilized are:

1. *Santa Monica cuts all services to the homeless*
2. *The state mental health system is reactivated*
3. *Federal funding for housing is quadrupled*
4. *A new drug is developed which is more addictive than crack*
5. *Detention centers are created for the homeless*
6. *SMRR political power ends*
7. *The Supreme Court rules that local ordinances governing the usage of outdoor spaces are unconstitutional*
8. *Microchip implants are developed for "tracking" the homeless*
9. *Outdoor feeding programs are outlawed*
10. *Homeless persons are declared a protected class*
11. *The federal government permits squatting on federal lands*
16. *A homeless person commits a particularly atrocious crime*
20. *A new drug is developed which breaks the addiction cycle*

From the list of ten trends, the three core trends judged as the most demonstrative of the issue's impact were:

#3. The number of police calls for service involving the homeless
#6. the number of acts of violence committed by homeless persons
#9. The number of court decisions concerning homeless human rights

Using the Sigma scenario generator, three families of ten scenarios each were developed. The thirty resulting scenarios were broken down into three basic categories. One scenario was selected from each group.

The three categories of scenarios selected are;

1)Pessimistic: This scenario assumes a breakdown in both efforts to help the homeless and to enforce basic societal norms. It assumes that while efforts to drive the homeless from the urban core may be marginally successful, the problem itself is never addressed.

2)Expected: This scenario tries to follow a logical progression. It assumes that nothing truly innovative is attempted. The events of the future will simply flow from the actions of today and little or no effort need be expended to affect the future. There is a certain element of acceptance and fatalism with this scenario.

3)Interesting: This scenario proceeds on the assumption that society has both the resources and the will to come to grips with the homeless problem. The issue is viewed from the perspective of needing to come to grips with the totality of the problem and avoiding today's focus which seems determined to address single components of the problem as if they were the entire problem.

Each of the scenarios is written as if taken from the editorial pages of the L.A. Times in the year 2005. The perspective is historical and purports to analyze events and trends around the homeless issue from earlier in the decade. For the purposes of geography and standardization of analysis, Santa Monica was used as the focal point of each scenario. For example, the number of police calls for service can be assumed to refer to the city of Santa Monica and its police department. Given the size and diversity of Santa Monica's homeless population, it should serve as an adequate model for other jurisdictions.

SCENARIO #1: (Pessimistic): editorial from the L.A. Times, 4/15/04

The recent decision by the United States Supreme court striking down the decision of the State California to reopen . e Manzanar detention facility[E5] is tragic. The housed population of this state has been held hostage for far too long by a clearly criminal element. The level of violence among this group has been on the rise for a number of years.[T6] Their continued efforts to cloak themselves with the sympathetic mantle of homelessness deserves our contempt rather than our compassion.

A careful study of the history of this problem should make it clear to everyone that this society has done everything humanly possible, resources permitting, for these people. Of course there are always proposals to reopen the state mental health system or increase funds for housing, but the fact is that there is no money available for these kind of altruistic programs.

Cities such as Santa Monica labored tirelessly for a number of years to provide a network of social services for the homeless. Even that city ultimately found itself exhausted both emotionally and financially. The collapse of that city's governing political body, Santa Monicans for Renter's Rights (SMRR),[E6] was a direct result of that group's refusal to recognize that there was far more to this problem than just a group of hungry people who happened to be out of work. The new Santa Monica city council's decision to discontinue providing services[E1] was a decision which was both logical and necessary.

It seems to us that today's problems are the direct result of two significant problems. The first is the onslaught of the drug Zython. This drug, which first appeared

towards the end of the last century[E4], replaced crack cocaine as the single most destructive element of our modern society. The resulting level of crime and its direct impact on the delivery of police services[illegible] have had a profoundly negative impact on our society. The assassination of Governor Willie Brown[E16] three years ago by a Zython addict was a vivid example of the crime problem confronting this state.

The second problem is the direction taken in recent years by the U.S. Supreme Court. That body has issued a series of decisions, of which this ruling around Manzanar is only the latest, which seem to demonstrate beyond all doubt as to just how out of touch with reality they truly are[T9].

As many citizens may well remember, a number of cities outlawed outdoor feeding programs in the late 1990's[E9]. This was a direct result of the proliferation of such programs all over the state. Although well-intentioned, these programs did more for the well-being of the providers than they ever did for the homeless. In addition, there were specific health and public land issues raised by these programs. The court's decision to limit a local jurisdiction's ability to regulate the usage of outdoor spaces[E7] crippled the ability of cities and counties to deal with the specific problems raised by the presence of large numbers of the allegedly homeless.

However, without a doubt, the single most destructive ruling by the court was their decision in 2002 to declare homeless persons a protected class[E10] and thus extend them the civil rights protections afforded by the law. The result has been the chaos which exists today since any effort to regulate the homeless, regardless of the behavior being addressed, is now taken as discrimination and litigated accordingly.

The state's attempt to open a rehabilitation center at the old Manzanar facility is the latest example. The camp would have provided job training and detoxification facilities for undreds of homeless persons. Instead it will sit idle while bands of marauding hooligans continue to roam our streets. Perhaps the era of constitutional democracy has outlived its usefulness.

SCENARIO#2: (Expected): editorial from the L.A. Times,4/15/04

The U.S. Supreme Courts latest ruling which struck down a Santa Monica ordinance regulating outdoor space[E7], however frustrating in the short run, should be seen as bolstering the constitution. The thinly disguised efforts of that city's council, which replaced the Santa Monicans for Renter's Rights (SMRR) slate two years ago[E6], to drive the homeless out of Santa Monica has truly been disgusting to watch. While no one can deny the impact of homelessness on our society, efforts to regulate the conduct of these unfortunates must be avoided.

The problems associated with homelessness are well documented. The assassination of Governor Willie Brown[E16] six years ago marked the beginning of a dramatic rise in violent crime by homeless persons[T6]. While the crime problem is significant, those voices calling for more and more restrictions on the liberties of our fellow citizens run the risk of sacrificing liberty for safety.

It is critical to ensure that while necessary steps are being taken to address this problem we do not lose sight of the greater issue, individual freedom. The opening of federal lands, particularly the former military bases[E11], for use by homeless persons should help to ease the pressure on local cities. The combination of drug addiction, a frightening appearance, and the upsurge in crime have resulted in local police agencies being strained to the breaking point[T3] especially in terms of the number of calls for service. This,in turn,has put pressure on cities and counties to devote more and more of their shrinking budgets to public safety.

The Supreme Court's latest decision is a continuation of that body's

commitment to hold the line in terms of individual freedom[T9]. We reject, out of hand, those extremist voices who cry for the return of the state mental health system or those who go so far as to advocate the creation of detention facilities for the homeless.

It is hoped that the recent announcement of the development of ADDICTNOT[E20], a drug which promises to break the addictive hold of the scourge Zython[E4], will help reverse this trend. The negative impact of Zython, which replaced cocaine in the mid-1990's as the street drug of choice, cannot be overstated. In the opinion of many experts, it is Zython that is responsible for the level of violence and not the homeless.

The country will find a way to deal with this seemingly hopeless problem. We have dealt with other intractable issues and this will ultimately prove to be no exception.

SCENARIO#3: (Interesting): editorial from the L.A. Times,4/15/04

The recent Supreme Court decision declaring homeless persons to be a protected class[E10] seems unnecessary and perhaps wise. Given this society's commitment to helping the homeless at a variety of levels, it would appear that this decision will do little more than open the door to a variety of potential litigation.

The history of this problem over the last ten years bears examination as an illustration of the progress we have made in dealing with this extraordinarily frustrating issue. In the mid-1990's the opening of federal lands for use by the homeless[E11], particularly closed military bases, was hailed as an example of progressive thinking.

It was during this period that society's reaction was beginning to become highly negative if not almost reactionary. In Santa Monica, for example, the SMRR (Santa Monicans for Renter's Rights) party was voted out of office[E6]. Crimes of violence by homeless persons were rising dramatically [T6] and local police agencies were being overwhelmed by calls for service involving homeless persons[T3].

At this point three events occurred which, in retrospect, can be said to have checked the reactionary swing. These events mark the beginning of the long road back towards solving a problem which has plagued this country since the late 1970's. The first of these was the decision by Governor Willie Brown to reactivate the state's mental health system[E2]. This decision began to divert the most violent and disturbed elements of the homeless population into hospitals and community centers. This served both to provide them with some much needed assistance and remove them from public view.

The second was the discovery and marketing in 1999 of the drug ADDICTNOT[E20]. This began to eliminate the presence of cocaine addicts among the homeless which in turn facilitated the efforts of homeless service providers to mainstream their homeless clients.

Finally, in 2001, the decision by the federal government to begin increasing the amount of federal dollars available for subsidized housing has been of enormous benefit. Over the last three years the amount of available federal dollars has quadrupled[E3]. These three factors have significantly lowered the numbers, and therefore the impact, of homeless persons on the streets.

Since his election in 2002, Governor Riordan has been equally aggressive in addressing the homeless problem. His decision to open rehabilitation centers for the mainstreaming of homeless persons[E5] was very wise. Although he has been criticized by homeless activists who call these centers detention camps, we think that it has proven to be a very constructive effort.

Further, the introduction of the latest microchip technology which will enable local jurisdictions to record the utilization of public services by homeless persons[E8] has great promise. This technology may well make it possible for cities and counties to track the drain on public services by specific persons. As a result, it may well be possible to implement a system whereby those persons who access such services could provide some form of reimbursement: Such reimbursement could come in the form of either money or labor.

For all of these reasons, we find the trend in recent years by the courts to

reinforce the notion of homeless rights [T9] somewhat disturbing. If this trend should continue, the gains of the past decade may well be undone.

Scenario Supplement

In order to successfully cope with the problem of a permanent homeless population over the next ten years, the law enforcement agency will need to undergo a significant paradigm shift. In order to meet the challenge of this problem, particularly as presented in scenario #3, the agency will need to redefine several fundamental assumptions.

First, there will need to be an acceptance that the homeless population is not monolithic. The component parts, particularly the mentally ill and drug addicted will need to be factored out. The remaining portion of the community must be accepted as a viable part of the community.

The willingness to utilize technology and to broaden the parameters of acceptable conduct will be paramount. For example, it may be necessary to adjust the definition of certain parking violations to accommodate the reality that some people live in their cars. Such persons will need to be registered and to be tracked. This will involve changes in both technology and constitutional definitions.

The agency will need to restructure in order to accommodate the degree of specialization which may be required to deal with this population. Further, the agency will need to interact with a variety of social service agencies with whom it has previously maintained minimal working contact.

Such changes as tracking chips, reactivation of mental health systems,etc. carry with them the potential for abuse. All law enforcement officers will more than ever need to be reminded of the fundamental duty to preserve the constitution for all

persons with whom the officers come into contact. However, this need will be balanced against the necessity to provide officers with significantly more latitude in their enforcement duties.

Persons may well move from community to community. The agency will need to recognize this migration and deal with it appropriately. Though such movements will represent a significant departure from past patterns of behavior, it need not become overly disruptive.

The agency will need to participate in city planning on a much broader scale. Strict enforcement duties may well become subordinate to long-range strategic planning. Officers may find themselves supervising community service projects which are not related directly to law enforcement.

In summary, the agency of the year 2004 will look significantly different in order to accommodate this problem. It will be less centralized and there will be significantly more decision making authority at the lower ranks. Further, the agency will see itself as part of a large whole and react accordingly. There will need to be a greater reliance on technology and individual specialization.

Scenario #3 can only become a reality if the agency makes the appropriate adjustments. Otherwise, the drift towards either fascism or paralysis is sure to continue.

CHAPTER 7
FUTURE'S FORECASTING: SUMMARY

The futures study began with the question; "*what impact will a permanent homeless population have on a mid-sized law enforcement agency by the year 2004?*" Events and trends seen as likely to have a significant impact were selected using the nominal group technique. These events and trends were filtered through a cross-impact analysis and then utilized to generate a number of future scenarios.

Three scenarios were selected for further analysis. What emerged from this analysis was a sense that society could move in one of two general directions with respect to this issue; towards repression or towards accommodation.

The trends identified by the nominal group point to this in several ways. For example, several of the trends imply a continuing drain on society's resources. Shelter beds, medical treatment, and arrests are some of the impacted areas of society that are already overburdened and underfunded.

The events selected acknowledge what society has not. The panel clearly rejected the concept that the homeless are representative of the general population. In fact, the great majority of the homeless are either mentally ill or addicted. Significant progress must be made in addressing the component parts of the total problem; mental illness, substance abuse, and job training.

American society dismantled what was an excellent mental health system. By some accounts, nearly 40% of the homeless on our streets are in need of mental health services, but these services do not exist. The panel felt that failure to address

the mental health issues would all but guarantee the arrival of the repressive scenario.

The crack cocaine epidemic has produced another wave of homeless persons who are mired in their addiction. The panel's view was that a more proactive approach was needed. This proactive solution would be a two-pronged approach, aggressive enforcement against the distribution network and the establishment of a full range of treatment facilities. These solutions have not been viewed as two parts of a greater whole. Instead, they have been looked upon as two distinct components which should be handled separately.

The issues of affordable housing and jobs cannot be ignored. The secondary events list, (appendix C), demonstrates that the nominal group clearly recognized the importance of these issues. All of the scenarios contain an element which deals with these two components.

What was not touched upon by the panel was the issue of the invisible homeless. These are the persons who do not live in the parks and sleep in doorways. They are people who often have a car or enough funds to only be outside one or two weeks per month. Their needs are often not acknowledged because they are not seen. Activists often do not see them and philosophical hard-liners do not acknowledge them.

Having projected several future scenarios, this project will now endeavor to develop a strategic plan which can come to grips with the impact of the problem. There are a number of issues which will need to be addressd in order to make the identified scenarios meaningful. How many homeless are there and what is their fiscal

impact? Which social philosophy will prevail in this issue, minimum maintenance or the greatest good for the greatest number? Can homeless persons be held to the same legal standards as housed persons? What is the best social policy to follow, enforcement or accommodation?

The three scenarios suggest entirely different solutions to the problem. The pessimistic scenario is essentially a crackdown. It moves to eliminate homeless persons as a class. Though initially merely a forced relocation, the historical parallels and potentials are obvious.

The expected scenario presents a picture of paralysis. Though there will undoubtedly be action, it will be continually reactive. The crisis response mode will be highly active with little opportunity for strategic planning.

It is the third scenario, the interesting scenario, which offers the best possibilities for problem solving. It proposes dealing appropriately with the mentally ill and addicted populations. Those homeless not falling into one of the two categories could be provided services in a variety of mutually beneficial ways.

In the area of potential solutions, the panel focused on emerging technologies. The use of tracking and ATM technologies, combined with a restructuring of the legal system to recognize the existence of a portion of the population who are unhoused, presents limitless possibilities for coping with this problem. If our society can begin to view homelessness as a natural byproduct of the change wrought by our transition to an information-based society, then a constructive series of solutions can be forged.

The choices around homelessness, particularly for the law-enforcement

manager, are not going to get easier. This problem is a societal problem with a human face. Frustration is different from evil. The so-called "war on drugs" at least allowed society the seemingly simple task of dividing the world into good and evil. The mission, with respect to the homeless, will be to keep both the homeless and the housed from harming each other, maintain public order, and participate holistically in the process of developing solutions unique to each jurisdiction.

CHAPTER 8
STRATEGIC MANAGEMENT PLAN

INTRODUCTION

The root causes of an entrenched homeless population amid the richest society on this planet are myriad. Among these are the failure of the mental health system, the epidemic of crack cocaine, and the breakdown of the extended family unit.

Unfortunately, these societal ills show no signs of abating over the next few years. As a result, there will be a permanent homeless population. Specifically, there will be a group of individuals whose status will remain in a fixed state of homelessness. This may well be as much by choice as by circumstance.

The focus of this research is towards identifying the most appropriate methodology for dealing with the impact produced by this population. In order to mitigate this impact on a mid-sized law enforcement agency, it will be critical to develop means of accommodating this group without significant increases in either expenditures or personnel.

The results of the futures study suggests that the most critical events will center on funding decisions, media reporting, and levels of drug addiction. The issue of the media is the most critical.

A triggering event, that is an event whose emotional impact could turn public opinion strongly in a specific direction, would impact both public and private funding levels at a variety of levels.

Of the three scenarios generated by the Futures Study, scenario #3 would seem to offer the most productive path to follow. Scenario #1 represents a distinct

threat to begin unraveling the constitution. Scenario #2 allows for the continuation of drift and paralysis. The end result could well end up being nothing more than a delayed implementation of scenario #1. Scenario #3 would seem to offer the greatest possibility for the accommodation necessary to deal with the impact of this problem.

As a first step in developing a strategic plan, it is critical to define a mission statement for the organization. This mission statement should focus on both the area to be impacted and the methodology to be employed. This provides each member of the organization with guidelines to assist in arriving at appropriate decisions at the operational level.

The following mission statement was written by and for members of the Santa Monica Police Department. It focuses on the area of homelessness and reinforces the police department's obligation to ensure that constitutional theory is a daily reality.

MISSION STATEMENT

The Santa Monica Police Department is committed to ensuring the safety and well-being of all persons who live, work, and visit our city. Our definition of safety and well-being includes a sense of psychological security as well as actual physical safety.

The Santa Monica Police Department recognizes that the residents of our city are ethnically and economically diverse. This diversity includes persons without homes. We affirm that their unhoused status in no way diminishes their privileges of citizenship as described in the constitution.

The Santa Monica Police Department accepts the duty and responsibility to ensure that all persons who live, work, and visit our city are treated with dignity and respect. We acknowledge our common humanity and recognize our obligation to translate constitutional theory into daily reality for all citizens.

The Santa Monica Police Department will use only that power and authority granted it under the law. Further, it will only employ that power and authority minimally necessary to carry out its mandated tasks. We accept that the abuse of authority is the ultimate failure.

The Santa Monica Police Department will meet the challenges of the twenty-first century. We accept the reality that rhetoric without action is fantasy.

CHAPTER 9
ENVIRONMENTAL and ORGANIZATIONAL ANALYSIS

ENVIRONMENT

In American society it is not the place of local law enforcement to define the community's mission. It is the duty to carry out the will of the community as that will is expressed through the elected political body. However, when there is no clear consensus as to what constitutes the community's will, the local law enforcement agency has an obligation to assist in arriving at a consensus.

The formulation of a strategic plan for dealing with the impact of homelessness will require substantial input from the appropriate law enforcement agency. This is due primarily to the fact that the successful implementation of such a plan, regardless of its ultimate configuration, will depend on that agency. Ideally, the agency might be responsible for implementing the plan. At the very least, the agency should not block the plan.

Santa Monica is a beach city in Los Angeles County. It has a permanent population of 90,000 with a wide range of economic and ethnic diversity. For the last fifteen years it has been under the political control of a group known as Santa Monicans for Renter's Rights (SMRR).

Their philosophical orientation is that homelessness is a product of failed economic policies. The individual homeless persons are seen as victims of forces not of their own making. The city implemented a variety of social service programs and supported numerous private programs. Santa Monica has been described by many people as being a haven for the homeless and downtrodden. This description is used

both in anger and support.

Santa Monica, and by extension the Police Department, is an ideal model for studying the impacts of homeless on both the community and the local law enforcement agency. The diversity of the population, the mild climate, and the availability of resources all combine to provide the social ingredients for developing a comprehensive strategic plan. The mix of factors ensure that any social experiment conducted here could be applied to a broader range of local jurisdictions.

In order to deal with the impacts of homelessness effectively, entirely different approaches and assumptions will be required. As a society we have historically viewed homelessness as the result of unfortunate circumstances, whether internal or external. The operative assumption was that the condition was temporary and the goal was to get the person housed as quickly as possible. For a significant percentage of the homeless population, this goal may no longer be viable.

What follows is a brief scan of the current environment and the organizational structure. The purpose of the scan is to identify the strengths and weaknesses present within the organization. There is little purpose in formulating a plan which the law enforcement agency is incapable of implementing.

Similarly, the threats and opportunities present in the environment must be taken into account prior to formulating a plan. For example, the formulation of a plan which has a heavy emphasis on emerging technologies in an environment where there is no available funding would be meaningless.

WEAKNESSES

1. The emotionally charged nature of the issue

The emotional nature of this issue is such that a great deal of effort is required to keep public discussion and actions on course. It would only take one significant trigger event to completely derail the implementation of any strategic plan. This was defined as an event which generated a strong emotional outburst along a particular line. One of the proposed examples was the commission of a particularly horrendous crime involving a homeless person as either a suspect or victim. Such an incident could serve to completely polarize public opinion.

2. The decline of available resources

Another area of concern is that of declining resources. The current level of city commitment is quite significant. There is a certain dichotomy to this commitment in that Santa Monica is one of the few cities still so engaged in dealing with the issue. As a result, the homeless population continues to increase in response to availability of resources. This in turn increases both the drain on city resources and raises the level of the emotional response.

3. Political paralysis

One of the scenarios discussed in the previous section postulated the emergence of political paralysis within the city government which spills over into law enforcement practices. There is strong resistance towards taking a definitive stand with respect to this issue because of the potential of political fallout. There is a strong tendency to wait and see whether or not potential ideas and solutions have some

degree of political support before proposing them. The result has been a degree of drift which could become significant.

4. The emergence of a strong fascistic political force

One area of potentially great significance is the emergence of right-wing extremist groups. The law enforcement culture exists to provide safety and security to the public at large. In an era of fear and economic uncertainty, this mindset tends to give law enforcement precedence over all other branches of city government when it comes to planning, decision making, and funding.

Should a militant philosophy, neo-nazi, Christian identity, etc., movement emerge in significant numbers within society at large, that would present a substantial threat to any proposal which espoused accommodation. Such a philosophy could easily find sympathetic adherents within the ranks of local law enforcement. This could serve to slow down, if not completely halt, holistic problem solving methodologies.

All indications are that over the next ten years the strengths of the Santa Monica Police department will overcome any weaknesses. The financial base seems secure and there is wide-spread recognition that the homeless problem cannot be displaced. There is a cultural awareness of the role of the police within the overall framework of a constitutional democracy. These values should ensure the supremacy of intellect over emotion.

OPPORTUNITIES

1. Increased political consensus

There is a growing consensus that the political paralysis of the past is no longer

acceptable. City government has begun to focus on solving problems rather than fixing blame. The social service providers have begun to accept that working in partnership with the city can greatly facilitate the f us on solutions. Finally, and without losing focus on the rights of the individual, there is a growing reluctance to accept bizarre or violent behavior as something outside the control of the individual.

2. Availability of funds to incorporate technological changes

The Clinton administration is releasing money to cities who have displayed some form of creative problem solving in the field of homelessness.The availability of additional federal resources will have enhance the ability of local jurisdictions to deal creatively with the problem. Additionally, there is a substantial change in attitude towards the expenditure of public funds. Both local governments and private service providers are moving their focus towards the end result of mainstreaming rather than front end focus characterized by the soup-kitchen.

3. Changes in technology and attitudes towards such technology

The continually changing technology will improve the ability of agencies, both public and private, to track and consolidate their resource expenditures. Also, there is an increasing public awareness as to both the availability of such technology and the desirability of using it.

THREATS

There are also a number of emerging negative factors which threaten the successful implementation of any type of strategic plan. In order to be successful, any strategy must take these factors into account.

1. Growing level of public intolerance

On the negative side, there is clearly a growing lack of tolerance for aberrant behavior hich a great many homeless persons display. It seems likely that the current level of drug addiction will not lessen during the next ten years. Also, the rehabilitation of the mental health system remains highly unlikely. Thus the number of individuals exhibiting unusual or bizarre behavior will increase. Public exposure to such behavior is likely to result in even higher levels of intolerance.

2. Increased levels of litigation around individual rights

The respecting of the individual rights of homeless persons will require a significant level of ingenuity and flexibility. Affected law enforcement agencies will find themselves caught amidst conflicting demands from concerned community groups, politicians and city staff, and the homeless themselves. It can be anticipated that there will be increased litigation around any jurisdiction's efforts to regulate the behavior of homeless persons. Additionally, the law enforcement manager will be required to deal with the legitimate frustrations of line personnel.

3. Continued economic difficulties

If the current economic climate continues and the rate of recovery continues to be slow, it is highly unlikely that the public would be supportive of funding innovative social plans for dealing with homeless persons. Additionally, the availability of funds for reactivating the mental health system and opening detoxification centers would be greatly limited.

STRENGTHS

1. A history of dealing with homelessness

Within the Santa Monica Police Department there is an organizational memory that reaches back to the time when there were no homeless in city parks. Further, this historical memory serves as a solid base for practical problem solving. There is an institutional awareness as to what will work and what may not. There is also the avoidance of excessive reliance on rules, regulations, and procedures which are often of little value. Instead there are general guidelines which facilitate decision making rather than dictating a specific course of action.

The department functions within a city government which wants to find a long-range solution and does not demand that the homeless simply be driven from the city limits. This emphasis on problem-solving rather than problem displacement results in the situation being viewed from a holistic perspective rather than a parochial one.

2. Cultural awareness of law enforcement's constitutional role

Unlike many jurisdictions, the issue of homelessness has been the subject of intense public debate almost from the moment when the issue emerged into the public consciousness. That debate has consistently centered around the implications of specific ordinances in terms of their human impact and historical context. The meaning of the U.S. Constitution and its application at the local level have been the subjects of frequent discussion among officers. Such discussions are not insignificant because they imprint indelibly into the organization a realization that law enforcement practices are far from mundane rituals.

3. Sufficient level of public resources

From the perspective of available resources, the department and the city have a significant level of flexibility. With the acknowledgement of the problem by the city, there has been a significant increases in the commitment of public resources. There is no reason to believe, even if the SMRR power base should collapse, that there would be a complete cessation of resource flow. Thus the department can proceed with various problem solving efforts in a fiscal environment which permits a great deal of latitude with respect to problem solving experiments.

4. A public attitude of tolerance and acceptance of change

Santa Monica diversity is both ethnic and economic. There is a liberal spirit of tolerance and an attitude of almost embracing change. The introduction of new technologies and the forwarding of a philosophy which asserted that some segments of the homeless population might be permanent would have a great likelihood of acceptance than might be the case in other communities.

Summary

The Santa Monica Police Department is uniquely suited to deal with the emerging issues and conflicting demands over the next ten years. It possesses a variety of organizational strengths which will enhance its ability to meet the challenges presented. Additionally, the current environment in Santa Monica provides a variety of opportunities which make this an appropriate time to begin formulating the strategic plan.

CHAPTER 10
STAKEHOLDER ANALYSIS

The following groups have been identified as significant stakeholders in the issues around homelessness. There is no significance to the order of listing. Listed in italics are the relevant assumptions attached to the stakeholders.

1. SMRR members

a. homeless persons are victims of conservative economics
b. the homeless issue could undermine SMRR power and rent control

2. Santa Monica Renters, whether SMRR members or not

a. the homeless issue is a smoke screen to eliminate rent control
b. other city's need to do more to help Santa Monica deal with this

3. Santa Monica Business Community

a. most homeless persons are alcoholics and drug addicts
b. the presence of the homeless is bad for business

4. Homeless Advocates

a. homeless people are essentially powerless & helpless
b. city regulatory efforts are all designed to get rid of the homeless

5. Santa Monica City Employees (excluding police officers)

a. there is a lack of direction from the city council
b. there is a lack of consensus among city staff

6. Santa Monica Homeowners

a. SMRR policies are the primary reason there are homeless in Santa Monica
b. homeless persons are responsible for crime in Santa Monica

7. Santa Monica Law Enforcement

a. working with the homeless is an incredibly thankless task
b. there is no support for any enforcement activities

8. Visitors & Tourists

a. homeless people are frightening and dangerous
b. homeless people are society's outcasts

9. Homeless People

a. Santa Monica provides the highest level of support

b. Santa Monica does not do enough to help the homeless

10.Neighborhood groups, other special interests

a. the homeless are unfortunate, but dangerously unpredictable

b. the homeless detract from the quality of life in the city

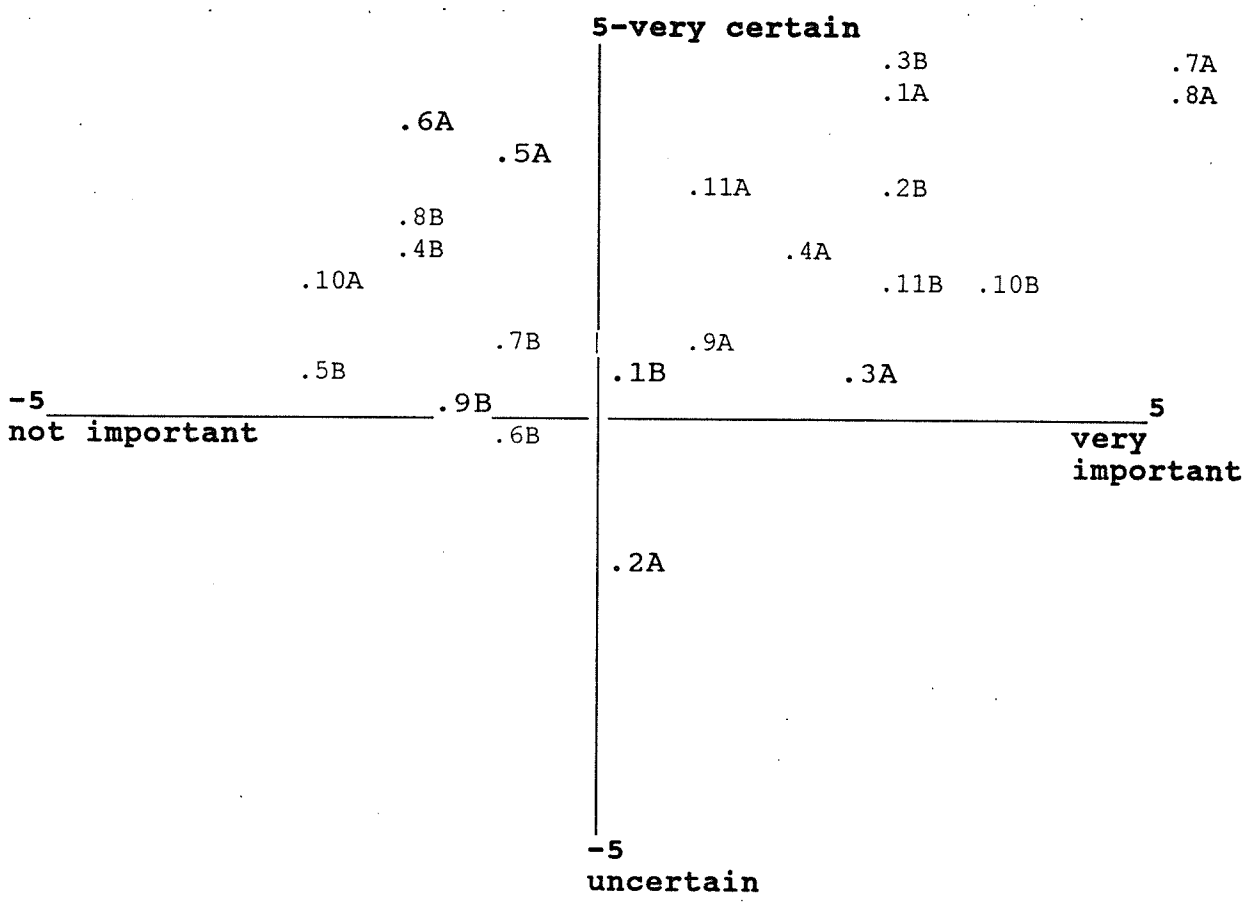
--Snail-Darter--

11. Neo-Nazi Groups

a. homeless persons should be driven out of the city

b. those less fortunate are weak and deserve no sympathy

STAKEHOLDER ASSUMPTION MAP



This assumption chart is a visual representation of the perceived beliefs of the various stakeholders. The points are labelled by numbers and letters corresponding to the listing of the stakeholders and their critical beliefs on page 70. Certainty refers to the degree of conviction the stakeholder holds as to the truth of the belief. Importance refers to the degree to which the belief motivates the stakeholder to act.

CHAPTER 11
DEVELOPING ALTERNATIVE STRATEGIES

On June 16, 1994, a strategic analysis workshop was conducted at the Santa Monica Police Department. Participants included a police Captain, three police Lieutenants, the third ranking person in the city manager's office, the city's homeless coordinator, and the city's human services director. The primary focus of the workshop was the development of alternate strategies. The group developed the following strategies:

1. acknowledge homelessness as a national problem and make it a national priority. Redistribute funds accordingly and deal appropriately with each component part of the homeless problem, (e.g., mental health, jobs, etc.)

2. .Focus on the specific component parts of the homeless problem regionally. Specifically deal with medical needs, law enforcement problems, welfare, the number of children permitted, etc.

3. Utilizing the existing civil rights laws, define homeless persons as a protected class. Use the ensuing entitlements to focus on the specific problems identified in alternative #2.

4. Pass a constitutional amendment guaranteeing all persons housing, health care, and employment. Mandate adequate funding to make such guarantees a reality.

5. Develop a system to consolidate homeless services, through both the public and private sector under one system. Utilize future technology to provide homeless services and track the usage of such services by homeless persons. Mandate a specific conduct track to ensure that people are moving through the system. Provide a system of penalties for abuse of the system. Such penalties could include forced incarceration or denial of services.

6. Utilize ATM technology to provide services. Redefine both housing and homelessness. This strategy includes the concept that a certain segment of the population will choose to be homeless and may move from place to place. The ATM technology will allow them access to services in various jurisdictions, but would require public service as a means of putting back into the system.

7. Develop a system of intensive, individual case management with the specific goal of moving the individual out of their homeless condition. The refusal of an individual to participate in the program will result in their being forcibly removed from the jurisdiction in question.

A discussion was held analyzing each strategy and the positive and negative aspects of their application. While strategy #5 received the greatest number of votes, it was linked with #6 for reasons which will be discussed in greater detail. Strategy #2 received the next highest number of votes. Strategy #4 was the most polarizing issue. Interestingly, the polarization occurred along occupational lines. Those opposing the concept of a constitutional amendment were the sworn personnel present at the workshop. Those in favor were the civilians from the Human Services Department.

After considerable discussion, the group commenced the strategy selection process. The criteria utilized were feasibility, short-term desirability, long-term desirability, cost, stakeholder support, and the moral/ethical component.

Strategic Analysis

The following sections represent a brief analysis of the sections receiving the greatest level of support. Two strategies were linked during the final voting tally and thus are linked for this discussion.

What evolved after further discussion was the selection of a hybrid strategy combining #5 and #6. The similarities in the two proposals were so significant as to make it impossible to select between the two. By combining the sanctions of #5 and the acceptance of a permanent population inherent with #6, the resulting strategy represents a highly workable and feasible means of dealing with the issue. The initial phases of both strategies are identical. Both recognize that one of the most significant

problems associated with homeless services is the lack of coordination in the dispensation of such services.

The two strategies were merged in order to reflect their commonality. The merged strategy is reworded as follows:

> **Develop a system to consolidate homeless services, through both the public and private sector under one system. Utilize future technology, including ATM technology, to provide homeless services and track the usage of such services by homeless persons.**
>
> **This strategy includes the concept that a certain segment of the population will choose to be homeless and may move from place to place. The ATM technology will allow them access to services in various jurisdictions, but would require public service as a means of putting back into the system. Provide a system of sanctions for abuse of the system.**

Perhaps the greatest difficulty in managing the impact of homelessness is that of finding the balance between minimizing costs and maximizing service delivery. Within city governments there is often little, if any, coordination between various governmental departments or agencies.

There is often intense competition between the public and private sectors for funding and recognition. This competition often precludes an appropriate spirit of cooperation. There is also a reluctance to interact with local government out of fear of being perceived by the homeless client base as an arm of government.

In effect this hybrid strategy provides a two-tiered approach to dealing with the problem. For those persons who desire to move back into the societal mainstream, there is an assurance of support. Concurrently, there are sanctions for utilizing public services without providing some form of reimbursement.

The second tier acknowledges that homelessness will be a permanent part of

the interesting future. As part of this strategy, it is expected that there will be those persons who choose to be homeless, both in terms of lacking permanent housing and by detachment from the permanent job market. This tier assumes such people will move from place to place with no permanent attachments.

One of the primary advantages to this strategy is that it acknowledges the relatively permanent nature of the problem. While accepting that mainstreaming is desirable, it also provides for those individuals who lack the ability and/or desire to reenter that mainstream.

This strategy also recognizes that societal resources are finite. The solution was to utilize future technologies to track each individual's use of both public and private services. It would also serve to mandate some form of contribution by those persons able to do so.

There is one assumption that is articulated in the scenario, but not specifically in the strategy. That assumption holds that both mentally ill and substance addicted persons would be removed from the equation. That is, there would be appropriate treatment facilities for these persons.

The disadvantages to this strategy lie in two areas. First, such a plan would require widespread geographic acceptance. Political jurisdictions, private social services, and the religious community would have to accept parts of a plan that they might not find palatable. Specifically, the concept of cutting persons off from social services or forcibly detaining them might be difficult to accept. Also, the success of this plan would depend a great deal on widespread utilization. Without broad

acceptance, this strategy would place an undo burden of specific jurisdictions.

Secondly, people would need to accept the concept of a permanent homeless population in their midst. The notion of persc:.. moving from place to place with no permanent ties to any particular community resonates with the images of medieval Europe. This would require a profound philosophical shift of a most jarring nature.

While these strategies would not enjoy universal stakeholder support, each strategy holds something that each group would find appealing. Conversely, each group could find portions of the plan which would be unacceptable to them. Hopefully, by factoring out the mentally ill and addicted, the societal fear factor could be substantially reduced. This in turn would contribute to a greater level of acceptance.

Strategy #2 received the second largest number of votes. It reads as follows:

> **Focus on the specific component parts of the homeless problem regionally. Specifically deal with medical needs, law enforcement problems, welfare, etc.**

This concept argues the need to break down the problems of homelessness into its component parts. Further it recognizes the homeless problem as the regional problem that it is and lifts the burden from individual jurisdictions.

The advantages to this program are numerous. The most significant is the reduction of the problem to manageable components. By focusing on the specific manifestations rather than attempting a global approach, it is possible that the problem could be more effectively dealt with. The problem can be approached from several pragmatic angles and removed from the philosophical realm it currently occupies.

The development of a regional approach which transcended political boundaries

would have a significant impact on the problem, especially if part of the effort included a partnership between the public and private sectors. Though this strategy does not directly entail tr use of ATM technology, some form of monitoring of services provided would clearly be appropriate.

The disadvantages remain rooted around funding and philosophy. Any strategy which requires a legislative body to surrender power to a regional board will encounter resistance, some of it undoubtedly quite significant. Additionally, power-sharing arrangements between large and small jurisdictions are never easily arranged.

The problem of money is a very real one. The biggest question may center on who will authorize the funding to deal with the problem. The surrender of funding authority to a regional authority would only be slightly less traumatic than the surrender of political control. The same problem engendered by political power-sharing arrangements would be manifest with regards to the subject of fiscal control.

From the perspective of the various stakeholders, this proposal would probably result in buy-in from those groups who deal with the operational issues of the problem. Police, city staff, and special interest groups would support it. Their focus would be on the impact sharing aspects of the plan.

Conversely, homeless advocates and SMRR members would undoubtedly see it as a drain on their power and control over the issue. There would also be some significant constitutional issues in terms of regulating the conduct of a certain class of individuals.

The business community and the homeowner groups would base their support

or lack of same on their perception as to the regional group's ability to accomplish specific goals. Their unspoken criteria would be whether or not a regional solution would dilute the more visible aspects of the problem.

Strategy #4 was the most polarized strategy consider. It reads as follows:

> **Pass a constitutional amendment guaranteeing all persons housing, health care, and employment. Mandate adequate funding to make such guarantees a reality.**

In effect, the passage of such an amendment would have the same impact as a court decision which declared homeless persons to be a protected class. A significant level of similar benefits would flow from either event. Both of these solutions would provide an extraordinary level of legal leverage to homeless persons. The power and protection of the federal government would be arrayed for the benefit of homeless persons.

On a local level, it would ensure the discrimination on the basis of housed status would be illegal. This would be true in both the public and private sectors. Thus the denial of public services or access to public facilities on the basis of appearance or presumed residence status would be illegal. Private employers would be unable to deny employment to those same persons.

A secondary advantage would be to focus judgements back onto behaviors and away from economic status. Thus, perhaps without intending to, such an amendment would increase pressure to reactivate the mental health and detoxification centers. People would be sent to such facilities solely as a result of their behavior. This would, presumably, lower the number of court challenges to those systems.

The disadvantages are several. First, the acknowledgement of homelessness as a protected class diminishes notions of personal responsibility. Historically, groups have been extended such protection to ensure that they are not victimized because of external situations over which they have no control and are unchangeable (e.g., race, ethnic origin, etc.).

Another major disadvantage of this strategy is the level of litigation that would no doubt ensue from the passage of such legislation. The impact, both fiscal and political, on the daily routine of city and county and governments would be considerable. The ability of local jurisdictions to direct even the most basic regulatory functions against homeless persons would be called into question.

The use of a constitutional amendment to extend this level of protection might serve to begin the unraveling of the entire constitutional system. The imposition of these requirements in an environment unable to respond, either politically or financially, would produce a significant level of resistance. Further, in order to enforce this constitutional requirement, a new and not insignificant federal bureaucracy would be created.

The stakeholder buy-in to this concept would be minimal. The homeless and their advocates might support such a concept, but even that remains uncertain. Raising homeless status to that of a protected class and the corresponding elimination of personal responsibility, would remove the incentive for persons to work their way out of their homeless status. The advocates, social workers, shelters, etc. would be in the survival maintenance business only.

City staff, the Police Department, and the business community would have absolutely no reason to cooperate with the implementation of such a plan. It is highly likely that only the most mir. nal sort of cooperation would be forthcoming from such groups.

Within the workshop, the polarization between law enforcement and the social service providers was evident. The support for such an amendment came from the latter group. The city manager's representative was lukewarm at best to the idea. She saw a positive aspect in both the ethical considerations and the removal of the debate from the political arena. However, the practical limitations of implementing laws and regulations around such a requirement was seen as quite negative.

CHAPTER 12
IMPLEMENTATION PLAN

The author, FM2030, suggested that we are living in the third greatest philosophical shift in the history of humanity. The first being the Renaissance and the second was the Industrial Revolution. He accurately points out that such shifts are extremely traumatic for humanity. The current level of homelessness is a reflection of such a shift.

The successful implementation of the selected strategy will require the presence of two elements to be successful. The first will be the development of a workable timeline. The timeline will need to be realistic and focus on meeting specific performance criteria. Among the action items to be accomplished are:

1. **Definition of the geographic region(s) to be created**
2. **Identification of all services, public and private, provided within the region**
3. **Development of an on-line tracking system for both the reception and disbursement of such services**
4. **Registration of those persons eligible and desirous of receiving such services. Establish a workable definition of eligibility**
5. **Develop a politically palatable set of sanctions**
6. **Establish a timeline for phased implementation**

The second aspect of successful implementation will be the acknowledgement of two paradoxical goals affecting two distinct populations. First, there will be a group for whom the goal will be an elimination of homeless status. This group will be those persons who will be directed back into traditional work and housing. Also part of this

group will be the mentally ill and the substance abusers. Hopefully, they will also be directed back into the mainstream of society, although clearly it will be along a different path.

The second group will be distinctly different. This group has been referred to by some as marginalized men.[10] These men will not qualify as either mentally ill or substance abusers. They will have made conscious choice to remain outside the mainstream.

The strategy selected would be effective in restoring a sense of hopefulness to citizens and governments alike. Its successful implementation is greatly dependant on the ability of persons, both public and private, to make significant shifts in the way in which they look at the world. This strategy appears to have the best chance of accommodating the marginalized men and their attendant lifestyle.

The same technology will serve both groups, but the acceptance of the second group will be difficult. A clearly defined obligation to give back to society will be critical to gain stakeholder acceptance. The same tracking technology which will monitor the receipt of services by this group could also track input of some form of service provided to the community at large.

Responsibility for the success of this program will rest in the hands of the regional body created for the purpose of administering the system. The difficulties will not be found in the area of technology, but rather in the area of human will. A variety of attitudes and beliefs will need to be shifted substantially. It will not be easy for a traditionally conservative business person to accept the concept of a permanently

drifting population. Neither will be it be easy for a social service agency to accept the idea that the distribution of its services will be tracked by government agencies.

The challenge will be for a mid-sized city such as Santa Monica to implement this plan on a regional basis. Should the plan prove workable on this level, it will provide the model for regional and national implementation.

CHAPTER 13
TRANSITION MANAGEMENT

Recommended Strategy

The identified issue is the management of a permanent homeless population by a mid-sized police department. The strategy selected involves the consolidation of the services offered by various providers and the use of emerging technologies both to facilitate access and track usage of these services. In order for this strategy to be successful, a genuine public/private partnership will need to occur.

The first part of this strategy requires differentiation between the persons who are homeless because of forces outside their control and those persons who are homeless by choice. Those persons who are found to be homeless by choice will access services on a different track than those who are involuntarily homeless. The voluntary homeless will exchange various types of community service in exchange for the services provided. The involuntarily homeless will access services in exchange for conformance to procedures intended to place them back into the mainstream of society.

The second aspect of the program will be to identify services, service providers, and service delivery systems that will link the homeless with the greater community. Once this identification takes place, ATM technology will be utilized to enable the homeless to access the services. Further, this technology will allow the service providers to track usage and measure the various reimbursements mandated by the strategy.

This strategy is predicated on several concepts. First, homelessness is not

going to disappear in the future. Secondly, efforts to restrict the delivery of services, or the ability of homeless persons to receive them will undoubtedly be ruled unlawful by the courts. Thirdly, it will become more critical for the providers of these services to consolidate their resources for reasons both financial and emotional.

As a result of these factors, there will be a greater need for a partnership between the public and private sectors. This partnership will be linked by emerging technologies. Ideally, services will be delivered where needed and at the appropriate level. Further, to the betterment of the community, community services will be delivered back to the community at no additional costs.

CHAPTER 14
CRITICAL MASS

In order to transition to full utilization of the recommended strategy, it is imperative that certain key persons and groups accept the strategy as providing a desired solution. These key groups represent the so-called critical mass, that is those persons whose acceptance, and in some cases direct advocacy, are essential in order to ensure the strategy's success.

While anyone who is part of the critical mass is clearly a stakeholder, the reverse is not necessarily the case. The input of stakeholders is important when formulating a strategy, but the critical mass will determine whether that strategy is ever operational.

The following groups have been identified as being part of the critical mass. Their current and desired positions are outlined in Appendix I.

1. Santa Monican's for Renter's Rights (SMRR)

SMRR represents the single most influential group in Santa Monica politics. Their acceptance for a strategy carries the assurance that both the City Council and homeless activists will actively support the implementation of the strategy.

SMRR's philosophical orientation will ensure that the initial reaction to any strategy that seeks to manage or regulate homeless persons will be to block the change. The concept of the right to be homeless has some acceptance within their ranks. They are highly suspicious of anything that appears to impose any form of government control over the lives of individuals, particularly when those individuals are perceived to be less fortunate. There is also a great deal of suspicion concerning

anything that is supported by the business community.

In order for SMRR to endorse this strategy, they would have to be convinced that the regulatory aspects of the strategy facilitated service rather than control, both in design and effect. Additionally, to move them from blockage to acceptance, some provision for dealing with totally uncooperative individuals would be necessary.

Both philosophically and politically, SMRR would have a great deal of trouble accepting the concept that individuals might be denied access to or cut off from the delivery of services. The concept of providing the "greatest good for the greatest number" does not satisfy their agenda.

Much education, as well as resource leveraging, would be required to move SMRR out of a blocking position. The most effective position to take, for the purpose of moving them from Blocking to at least Helping, would be to demonstrate that the alternative is the crackdown scenario. If they can be helped to recognize that the frustration level among their political constituency has reached a critical point, the selected strategy might seem far more palatable.

2. City Manager's Office/City Manager

The Santa Monica City Manager's Office, particularly with the current Manager, is extraordinarily influential. The success of this strategy hinges on a successful linkage between the public and private sectors. In order for such a linkage to occur, the active participation of the Manager's office is critical.

The current level of commitment is best described as at the low end of Accept Change. The Manager and his staff are open to the application of change, but will not

move quickly in attempting to shape political opinion. Constrained by both politics and economics, the preferred will be to wait and see.

In order for the . .rategy to succeed, the City Manager's Office must be moved at least to the high end of Help Change. Participation in both the design and installation of the prevailing technologies is crucial. The CM's Office influence is also needed to persuade the various private service organizations to participate in the strategic design. The CM's office controls a significant amount of resources. That in turn provides a great deal of political leverage.

A thorough cost analysis will be critical in moving the City Manager to the necessary level of commitment. Additionally, a comprehensive stakeholder evaluation would also be necessary prior to any commitment of influence and/or resources. If the Manager can be persuaded that the proposed strategy offers the potential for long-term solutions, obtaining the appropriate level of commitment should not present extraordinary difficulties.

3. Santa Monica Police Department/Police Chief

The police department, and particularly the Chief of Police, holds the key to the successful implementation of this strategy. The historical tension between the police and SMRR presents one of the greatest obstacles to the success of this program.

The principle reason for this tension is the ability and, on occasion, the inclination to fall back on purely enforcement oriented strategies. This is usually the result of pressure from residents and/or business groups who are frustrated by the lingering nature of the homeless problem and demand immediate action on some

specific problem.

The short term success of such enforcement is generally offset by an increase in the level of distrust between SMRR and the Police Department. However, the fact that the legal and physical ability to carry out such enforcement exists often makes it difficult to refuse to do so.

The current level of commitment is a qualified Let Change. The classification is qualified by the shifting level of willingness to employ the aforementioned enforcement efforts. For the strategy to be successful, the level of commitment needs to be moved to Help Change with the proviso that they will block any efforts to revert to short-term enforcement plans.

To move the Chief to the required level of commitment, he must be assured that he will be insulated from the negative consequences of failing to respond to such short-term requests. Such assurance can only come from the City Manager.

4. Westside Interfaith Council

The Westside Interfaith Council is a coalition of churches and private service groups who provide food, clothing, and other services to homeless persons. While they are not an organization vested with formal authority over their members, they do exert a certain moral authority and influence.

Like SMRR, they are highly suspicious of any government attempts to regulate or manage the conduct of homeless persons. Additionally, the work they do is driven on a personal level by a desire to do good in the world in the name of their religious beliefs. This credo demands a high level of personal involvement that in turn does not

integrate well with a strategy of monitoring and regulation.

Nevertheless, their current level of involvement is best described as bordering Block/Let Change. They genuinely want to serve the homeless and are generally open to different methods, if their personal conduct is not too stifled. Their participation needs to be moved up to the level of Make Change. It needs to be that high because, more than any other group, they deal directly with the homeless.

For them to be moved to the necessary level of commitment, they will need to be convinced that there will still be a high level of personal involvement. The WIC's direct involvement in identifying available services might well provide the needed level of inclusion.

In keeping with their ministry, the WIC will need to be reassured that the tracking and monitoring system will not be used as a tool of government repression. It will also be critical that the system be designed in such a manner as to limit the number of persons being denied services.

5. The Bayside District

The Bayside District is a special funding area that encompasses the downtown area of Santa Monica. It is the economic hub of Santa Monica. It draws a significant number of tourists and visitors into the city. As a result, the Bayside Board of Directors are highly sensitive to the problems presented by the homeless.

The key players within the District are business-people whose operations are located within that geographic area. Their current position is somewhere between Let Change and Help Change. While philosophically they have a significant problem with

the concept of voluntary homelessness, they have accepted the fact that this may be a reality for the next decade.

As business people, they are persuaded by measurable results and cost controls. They are not likely to be moved by emotional arguments nor are they doing work for the greater good.

However, they do not need to move much along the commitment continuum, provided they do not move into a blocking posture. They must also be persuaded to avoid pressuring the police department into enforcement responses that are economically driven and do not serve to facilitate long-term solutions.

If the appropriate incentives were available, they could be moved to the high end of Help Change. Such a positioning by Bayside would open a myriad of private sector resources that in turn could accelerate the implementation process.

6. The County Board of Supervisors

The participation of the county would be important for a variety of reasons. The successful implementation of the plan on a regional basis demands county participation. Even if Santa Monica were to serve as the model, the expansion of the system to a regional basis is an integral component of long term success.

Secondly, the county has greater leverage in terms of procuring both state and federal funds. The level of funding required to underwrite the ATM technology, deal with the behavioral components, and establish the job training sites would be significant. No individual city could establish that level of funding, particularly in a major metropolitan area.

The county's current position would be best assessed as somewhere in the mid-range of Accept Change. Any proposal which offered some measure of relief from the costs and litigation associated with the homeless issue would be welcomed.

In order to move the county into the area of Help Change or perhaps Make Change, it would be imperative to convince them that the program would work both efficiently and in a manner which was cost-effective. The program cannot expand to a regional basis without county participation.

The most effective methodology to move the county would be to set up a model program in Santa Monica and extrapolate the results. The diversity of the city is sufficient to establish a meaningful data-base for projecting program effectiveness. The final phase, and perhaps the most crucial, would be the handing off of the program from the city to the county.

				CRITICAL MASS CHARTING		
		BLOCK	**LET**	**HELP**	**MAKE**	
ACTORS		**CHANGE**	**CHANGE**	**CHANGE**	**CHANGE**	
SMRR		0----------X				
CITY MANAGER			0----------X			
POLICE CHIEF			0----------X			
WEST INTERFAITH		0----------X				
BAYSIDE			0----------X			
COUNTY SUPER.			0----------X			
		0=CURRENT				
		X=DESIRED				

CHAPTER 15
GOVERNANCE/TRANSITION MANAGEMENT STRUCTURE

As indicated in the previous section, there is a great deal of suspicion and distrust among the parties critical to the success of the proposed strategy. Therefore, any management structure which intends to facilitate the transition phase will need to include representatives from all of the involved groups. Further, several criteria will need to be met in order for the structure to be effective.

First, the structure will need to have clearly delineated authority commensurate with the responsibility. It will need to be clear to all stakeholders that the management team is empowered to make decisions and has the backing to carry them out. A budget consolidation and commensurate spending authority should be an integral part of this structure.

Secondly, the group will need to work through their initial levels of distrust. Intensive discussions centering on philosophy, goal-setting, and clearly defined methodologies will be imperative. Only after such an exchange of information occurs will it be possible for the group to move forward to deal with operational issues.

Therefore, the Representative Group model was selected as being the most ideal for the transition structure. Given the level of distrust among the several constituencies, any attempt to impose a project would be doomed to failure. While the City Manager's office should take the lead in setting up the group and providing feedback to council, the group representatives themselves will determine the effectiveness of the structure.

Initially, the County Board of Supervisor's representative will play a role which is

primarily advisory in nature. As the model implementation progresses, that role will become much broader in scope. There will come a time when the County representative will need to step forward into a clearly defined leadership role.

During the opening stage, each representative must come to the table with the backing of his/her group and the authority to speak for that group. That fact must be articulated at the outset, or this too will doom the effort. Such authority should include the ability to commit the group's resources within clearly defined limits.

Additionally, non-participating members of the affected groups must not be allowed to operate their own agendas in a way that would affect the working of the management group. For example, members of Bayside, not serving on the transition team, should be actively discouraged from demanding short-term enforcement programs that are counterproductive to the implementation of the strategy. Additionally, should such demands be made, the Police Department should feel confident in resisting them.

There is a significant problem with this proposed structure that needs to be addressed at the outset. While SMRR is clearly a key player, perhaps first among equals in many ways, their representative on the team cannot be so identified. They are a political organization and their formal participation would invite significant public discussion which would detract from the work of the group.

Therefore, that person would need to be appointed from the community or from a significant stakeholder group with a crossover tie to the SMRR party. This is a difficult issue that must be addressed early in the process.

CHAPTER 16
TECHNOLOGIES/TECHNIQUES TO SUPPORT THE IMPLEMENTATION

The most critical phase of this strategy centers on the ability to monitor both the availability and the usage of supporting services. The use of community service hours as a means of reimbursing the community for services provided will also need to be monitored.

The strategy necessitates the monitoring of several tracks of information by the policy group. In the area of services provided are identification of the homeless persons, a listing of the agencies and individuals providing goods and services, and a tracking of the services utilized. As for services received in lieu, both the community services needed and the work actually performed will need to also be monitored.

During the initial phase of the plan, it will be critical to bring together a variety of stakeholders in a series of seminars and round table discussions. Teleconferencing equipment, video training, and e-mail connections for the purpose of facilitating communication will be necessary.

This strategy will fail if all of the stakeholders are not able to maintain near constant communication. Additionally, the movement of the critical mass to the necessary level of commitment will require a multi-media education effort to shift them from their present positions.

As the strategy wins acceptance and moves from discussion to implementation, two critical pieces of technology will be required. These are individual ATM-type identity cards and public information kiosks that are linked to a city-wide computer network.

The identity cards will enable the homeless population to register for services, obtain acknowledgement for services performed, and access services in the simplest manner available.

This card will also enable the service providers to exercise the leverage necessary to ensure compliance with the mandated service requirements. A secondary benefit of this card/kiosk system may be a new definition of the term *gravely-disabled* as utilized in mental health decisions. A person incapable of understanding or utilizing the system might qualify as gravely disabled and, absent some physical or learning disability, become subject to institutionalization.

A supporting technology for the card will be some means of linking the card to a specific individual. Thumbprint information and retinal scans are two means that might be employed. Perhaps the use of print-scanner technology to enable/disable the card would prove the most reliable means of achieving this result.

Critically linked to the card will the information kiosk, similar to an ATM machine. Through the kiosk, users will be able to learn the location of shelters, feeding programs, available jobs, training seminars, etc. They will also be able to ascertain the location of available community service work.

Additionally, the kiosks when linked to the community computer network will enable system monitors to track the level of services being utilized. It will also enable the regulatory group to measure the amount of community services being performed. Data-based decision making, both at the macro and micro levels, will be greatly facilitated by such technologies. Abuses will be minimized and resources can be

shifted and reallocated as required.

This system could also be utilized to develop a means of establishing an "address" for homeless persons, similar to the addresses assigned by current computer networks such as Compuserve and Prodigy. This in turn would provide homeless persons with a means of participating in the political process and thus addressing the issues raised by homelessness.

The most controversial element involved in utilizing this technology is in the element of registration of homeless persons. The card meets a variety of definitions of the oft-proposed national identification card. Secondarily, while this card has a variety of potential uses, the first group of persons to use it will be the homeless. Many will argue that the homeless are being singled out as a targeted group.

These concerns and arguments lead back to the beginning of this discussion on technology. These arguments must be addressed, both by the educational techniques mentioned earlier, but also by a great deal of marketing efforts. If this effort is not addressed early and intensively, the critical mass will not be moved and both the costs and efforts will have been wasted.

The Homeless Issues Group, the name assigned to the representative group model discussed in the earlier section will need to involve itself almost immediately into this marketing process. It should be their responsibility to develop and place the ATM technology and the identity cards. Further, they need to coordinate the services available, both public and private as well as the services required in kind.

The Police Department would probably have a direct role in ensuring that

requirements are fulfilled and appropriate steps are taken when the requirements are not fulfilled. Each department's representative will need to have an area of direct responsibility during the transition phase. This should be spelled out at the beginning of the process.

Additionally, the handoff to the County needs to occur in an orderly and well thought out manner. The city model, assuming successful operation, should be allowed to run for a substantial amount of time. The transition to the second phase should not be rushed. The City and County will need to determine the criteria as the system develops.

CHAPTER 17
TRANSITION MANAGEMENT PLAN/OUTLINE

The time-line for city-wide initiation is set at two years. The team building phase should not be hurried. However, once these obstacles have been overcome, the technology acquisition phase may well go more quickly than anticipated. It would be quite feasible to put this program on-line in 18 months rather than two years.

There are two critical obstacles to be overcome. The first is internal and that is the opposition from the critical mass groups. SMRR will need to be convinced that the program is legitimate and the Police Department is willing to participate.

The second obstacle is external and presents a significantly greater hazard. It is the threat of litigation from outside legal groups. One individual who is able to persuade a legal group to file suit could bring the whole process to a halt. That danger is greater than the internal threat because of the anonymity of the key players.

The internal obstacles can be overcome if the individuals involved can build relationships and presumably trust. The external players will be able to avoid the entanglements of relationship. The key to dealing with this obstacle may be to involve the judiciary at the earliest possible moment.

The success of the plan hinges on obtaining commitment from the critical mass and acceptance from most of the stakeholders. Additionally, an enormous of amount of effort will be necessary in order to strike a balance between maximizing education and minimizing publicity.

ACTION TIMELINE

STEP	ACTION	TIMELINE/D+
1	Convene stakeholder seminars	3 months
2	Form the constituent policy group	3-5 months
3	Identify Service Providers	5-8 months
4	Initiate computer networks	6-9 months
5	Conduct a census of the homeless	6-9 months
6	Identify shelter requirements	6-8 months
7	Identify shelter/service locations	12-14 months
8	Obtain critical mass buy-in	9-12 months
9	Codify working agreements	9-12 months
10	Lobby for mental health facilities	ongoing
11	Develop identity card technologies	12-15 months
12	Register homeless persons	15-18 months
13	Identify & register available services	18-24 months
14	Identify & register services required	18-24 months
15	Prioritize construction projects	20-24 months
16	Write kiosk software packages	20-24 months
17	Purchase kiosks	22-24 months
18	Manufacture Identity cards	22-24 months
19	Promulgate procedures and regulations	24-26 months
20	Install Kiosks	24-30 months

21	Register community service projects	24-30 months
22	Register available services	24-30 months
23	Initiate city-wide program	30 months
24	Evaluate and modify as required	30-48 months
25	Identify regional service area	36-42 months
26	Identify regional counterparts	42-48 months
27	Determine regional hardware needs	42-48 months
28	Duplicate city format on regional basis	48-72 months
29	Initiate regional program	72 months
30	Evaluate & modify as required	72-96 months

CHAPTER 18
SUMMARY

The impact of a permanent homeless population on a mid-sized law enforcement agency will be significant. A permanent homeless population is not a concept with which American society is comfortable. Homelessness has always been seen as either a temporary circumstance brought on by misfortune or the end result of some personal failing (e.g. alcoholism).

This paper began with the question, *"what impact will a permanent homeless population have on a mid-sized law enforcement agency by the year 2004?"* That question in turn generated a number of sub-issues. Three of those issues were selected for further study and analysis. They involved the role of homeless persons in formulating city policies, the impact on public parks and beaches by homeless persons, and the role of new technologies in mitigating the impact of homelessness.

Three possible future scenarios resulted from the use of a futures forecasting process. This process included using the Nominal Group Technique to generate relevant trends and events, a cross-impact analysis, and a scenario generation program.

The resulting scenarios produced three distinct pictures of a society impacted by homelessness or, more accurately, its response to homelessness. The pictures presented included a society in which the constitutional processes have been subverted, one which continues to drift into political paralysis, and, lastly, a society in which homelessness is absorbed into society and a mutually beneficial arrangement evolves.

The scenario involving continued drift does not merit detailed discussion. If society continues to function solely in the crisis response mode, there will continue to be significant variations in the response of local jurisdictions. For example, the Santa Monica Police Department has been significantly impacted (refer to Appendix H) by its homeless population. This size of this population is a reflection of the fact that there are no significant homeless services available in the surrounding jurisdictions.

The initial reaction to a permanent homeless population will likely be a desire to displace that population to other areas. This has been the historical law enforcement response to the emergence of any population which is seen as different. The future implications of this problem will negate any attempt to impose simplistic solutions like displacement.

This scenario, which is nothing more than a continuation of current practices, will ultimately fail. The inability or unwillingness of our political leadership to take a proactive stance in this area has been well documented.[12] If the current level of drift and inaction continues, this society will find itself in a position where any political inclination to arrive at a long-term solution will have evaporated.

The scenario which focuses on detention centers represents a logical projection of the displacement strategy. The trend projections indicate that there is likely to be an increase in the homeless population at least over the next five years. Should that trend projection hold, the strategy of displacement, as it is currently utilized, would become unworkable.

Implementation of this strategy would present a serious threat to constitutional

democracy. The utilization of detention centers would have to be undertaken on such a scale that the Constitution would be rendered meaningless. History is replete with examples of governmental attempts to disenfranchise specific groups, often with widespread popular support. Over time the same laws and powers are eventually employed against other groups.

Thus, while this scenario could be implemented, it presents a significant threat to the current constitutional structure of this country. None of the reference material cited even mentioned this plan as an viable option. The Nominal Group saw it as a possibility, but viewed it as symptomatic of a complete failure to deal with this particular problem.

The selected scenario, and proposed action plan stemming from that scenario, offers the opportunity to absorb the homeless into the societal mainstream. The monitoring of resources consumed measured against the labor-related contributions of persons consuming those services offers a significant opportunity for creative problem solving.

One of the identified sub-issues speculated on the role homeless persons might have in formulating public policy. By putting forth a program of inclusiveness, the homeless population could be directly involved in the decision making process, particularly around those issues which directly affect them. To ensure that this occurs, it will be critical to structure the decision making process in such a way as to facilitate the involvement of homeless representatives.

Another of the sub-issues was the impact of the use of public lands (e.g.

parks,beaches, etc.) on the housed community. This particular solution provides a long-term alternative to sleeping in parks, beaches, and other public lands. By creating shelters and a quid pro quo environment for the homeless, those few people who insist on using public lands would be minimal.

Additionally, if such persons were accessing public services without giving back to the community, they would be blocked from accessing such services. Thus there would a very strong incentive to participate in the shelter and community outreach programs.

In addressing the last of the sub-issues, that of the impact of technologies, the impact and importance, of such technologies cannot be overstated. None of the tracking of services, shelter space available, feeding programs, etc. can be done efficiently without the use of ATM technologies.

Identity cards, alert cuffs, and other systems for monitoring the travels and activities of individual persons, will be absolutely critical in dealing with this population in the upcoming century. For example, rather than institutionalizing the majority of the mentally ill, some of them may be able to be monitored and deterred from committing specific acts by means of specific technologies.

Once the desired scenario was identified, a strategic plan for implementing it was developed. Stakeholders were identified and critical assumptions unique to each of them were charted. Finally a strategy was selected which involved the use ATM and tracking technologies to develop a means of service delivery to the homeless population.

A transition management structure using the representative group model was selected. The Santa Monica City Manger's officer was designated as the lead element for the city-wide implementation. The program will ultimately evolve to a regional level after six years. Authority would be handed to a regional governing board at that time.

A critical component of any successful plan will involve dealing with both mental illness and drug addiction. The impact of these two components on the homeless population must be reduced substantially. If these components can be factored out, the targeted population would be reduced by nearly 70%.[11]

Failure to deal with these two factors will significantly dilute the ability to deliver needed services to the homeless population. Such a dilution of resources will guarantee that society fails to adequately address the problem. It will also contribute to problems in other areas as a result of the forced diversion of resources to deal with issues around homelessness. The impact of these two issues are worthy of further study.

The current level of homelessness has resulted in a significant impact on police resources. If the trends follow the projected forecasts, this issue will not only continue to have an impact, but at a steadily increasing level. The need for a long-term strategy is critical.

The law-enforcement manager in the 21st century will be challenged to reach beyond the traditional methodology of short-range problem solving. Instead, law enforcement must take the lead in developing a long-range strategy. This has not been a traditional role for law enforcement leadership to assume.

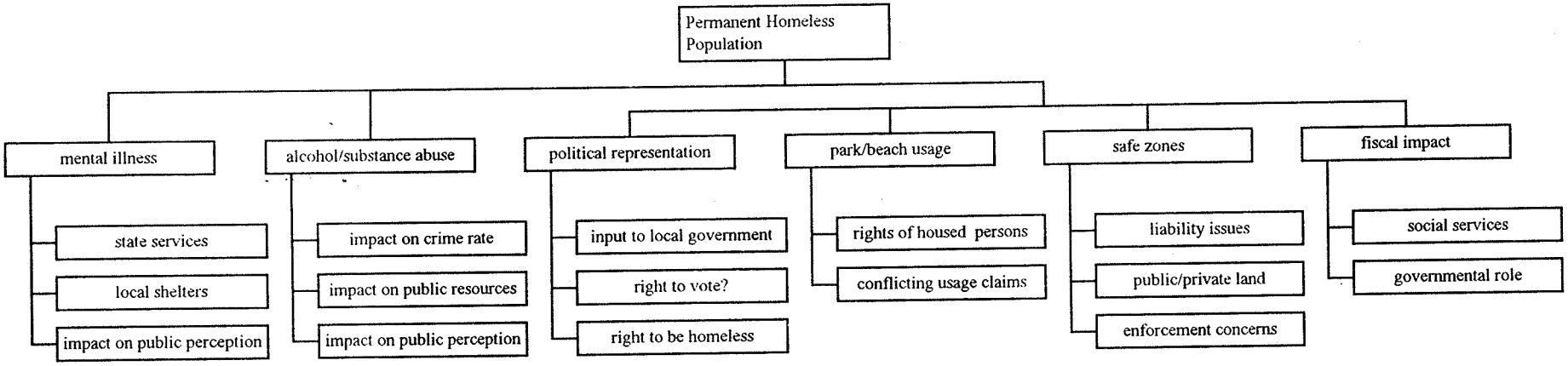
However, failure to assume this responsibility will leave the manager in the position of merely responding to external pressures. This, in turn, will assure that the agency's resources will continue to be consumed in an ever increasing amount. What is worse, the law enforcement manager will have little, if any, control over that consumption. The crisis-response-crisis model will continue to play itself out with little likelihood of any significant change.

Steve Brummer, Command College Class #6, wrote in 1988 about the impact of homelessness on law enforcement providers. He quoted Father Joe Carroll, President of the St. Vincent DePaul Center for Homeless in San Diego, as saying that "about .5% of any city populaton will be homeless and every area will have its share."[13]

There have been significant changes in the area of homelessness during the intervening seven years. The first has been the recognition that a permanent homeless population is likely to be a reality for the foreseeable future. The second change is the emergence of the concept that people have a right to choose to be homeless.

Both of these changes present substantial challenges, both philosophical and practical, for the law enforcement manager. The problem has changed and law enforcement needs to change in order to manage it.

APPENDIX A:HOMELESS ISSUES RELEVANCE TREE



APPENDIX B: ORIGINAL EVENTS LIST

1. a new drug, more destructive than crack cocaine
2. homeless people granted exclusive right to recycling by state legislature
3. state urban homesteading law enacted
4. homeless no longer forgiven for trespassing in Santa Monica
5. Santa Monica passes time limits on park uses
6. U.S. Supreme Court rules that Santa Monica's encampment and loitering ordinances and 647i are unconstitutional
7. the city eliminated most programs for the homeless
8. state funding for job training decreased
9. medical science discovers antidotal treatment of alcoholism as an allergy
10. publication of the book, A Nation of Victims by Charles Sykes
11. brain machine mass produced
12. Santa Monica city council outlaws outdoor homeless feeding programs
13. major outbreaks of disease, many untreatable
14. federal law passed excluding charitable donations as tax deductions
15. homeless ombudsman position established in Santa Monica
16. supreme court upholds right to panhandle
17. congresses authorizes euthanasia
18. WIC 5150 is rewritten so as to be more restrictive
19. Santa Monica opens first free in-patient cocaine re-hab unit
20. homeless person in Santa Monica shoots a prominent public figure
21. supreme court orders payment of reparations to descendants of victims of slavery
22. one major southern California employer goes bankrupt
23. St. John's emergency room evacuates and closes
24. homeless persons win elected seats in city, state, and federal offices
25. welfare benefits are cut in the next state budget
26. Santa Monica's homeless population doubles
27. 7.0 earthquake hits Newport/Inglewood fault
28. police officers work at homeless agencies as part of academy training
29. federal government permits use of its abandoned properties for use by homeless people
30. state of california no longer permits sale of alcohol on Sundays
31. violent crime increases inside the homeless community
32. chamber of commerce in santa Monica and social service agencies engage in true synergy
33. federal government quadruples funding for subsidized housing in fy95/96
34. funding for social services falls to churches and private institutions
35. SMRR political power ends in Santa Monica
36. futures forecasting workshop held on 3/8/94

37. new material discovered which permits construction of affordable, environmentally sound housing
38. PC section 647 is made a felony instead of a misdemeanor
39. federal government announces 3-4 million women living on city streets in 2004
40. new drug developed for treatment of mental illness
41. federal government funds abandoned military bases for use as housing by homeless persons
42. federal government decision to restrict the production and consumption of meat

APPENDIX C: SECONDARY EVENTS LIST

1. The city eliminates all services for the homeless
2. The state mental health system is reactivated
3. The federal government quadruples funding for subsidized housing
4. A new drug is develop which is even more destructive than crack cocaine
5. Detention centers are created for the homeless
6. The political power of SMRR ends in Santa Monica
7. Supreme court rules that local ordinances governing the usage of outdoor spaces are unconstitutional
8. Microchip implants are developed for "tracking" the homeless
9. Outdoor feeding programs are outlawed
10. Homeless persons are declared a protected class
11. The federal government permits squatting on federal land
12. Welfare benefits are eliminated from the state budget
13. Santa Monica opens the first free in-patient cocaine rehabilitation center
14. City directs that homeless be arrested and prosecuted for trespassing
15. State funding for job training is eliminated
16. A homeless person commits a particularly atrocious violent crime
17. A new material is developed which makes low-cost construction possible
18. Supreme court rules that people have an absolute right to panhandle
19. A homeless person is murdered by vigilantes
20. A new drug is developed which breaks the addiction cycle.

APPENDIX D: ORIGINAL TRENDS LIST

1. funding levels for public awareness
2. number of police calls for service involving homeless
3. number of HMO's involved in treating the mentally ill
4. accurate classifications of the problems associated with homelessness
5. level of private and religious institutional involvement
6. enforcement funding levels around homelessness
7. number of individuals helped by city and social services to the point where they are no longer homeless
8. number of homeless in Santa Monica
9. number of homeless referred to Santa Monica from other areas
10. number of homeless demonstrations
11. number of community meetings/extent to which entire community works together
12. number of violent crimes against homeless by housed persons
13. funding levels for state prisons
14. number of spiritual groups uniting
15. funding levels for religious institutions to provide feeding
16. number of detox centers in Santa Monica
17. health insurance coverage for the homeless
18. chamber of commerce funding levels for homeless programs
19. indigent costs borne by local hospitals
20. government funding levels for treatment of mental illness
21. level of G.N.P.
22. number of community projects started by business community to assist homeless
23. number of shelter beds available for homeless persons
24. number of acts of violence by homeless
25. number of court decisions concerning homeless human rights
26. number of cities without homeless programs which impact SM
27. number of persons who abuse available services
28. number of homeless persons refusing available resources
29. number of nuisance acts committed
30. number of homeless receiving medical treatment

Event#1: The City eliminates services for the homeless.													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	3	5	5	1	3	3	5	11	11	11	4	5	5.58
Probability +5	50	10	25	85	40	30	25	0	0	0	10	5	23.33
Probability +10	75	20	10	95	80	70	75	0	0	0	50	0	39.58
Impact/Positive	5	8	0	8	0	3	7	0	0	8	0	40	6.58
Impact/Negative	-5	-5	-9	-8	-9	-8	-2	-8	-9	0	-5	-10	-6.5

Event#2:The state mental health system is reactivated													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	8	6	2	5	6	4	2	3	3	4	2	6	4.25
Probability +5	80	20	35	45	60	55	60	45	20	60	75	50	50.41667
Probability +10	80	60	40	30	75	80	75	90	85	75	60	90	70.00
Impact/Positive	10	9	7	5	9	8	5	10	9	8	8	8	8.00
Impact/Negative	-8	-3	-2	-4	-4	-5	-1	-2	-3	-4	-3	-2	-3.42

Event#3:Federal Government quadruples funding for subsidized housing in FY95/96													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	10	10	1	11	11	2	10	1	11	11	11	11	8.33
Probability +5	20	10	33	65	0	60	0	80	0	0	0	0	22.33
Probability +10	60	20	10	0	0	30	0	0		0	0	0	10.91
Impact/Positive	10	9	9	0	3	10	9	9	8	0	10	0	6.42
Impact/Negative	0	-7	0	0	0	0	-5	0	0	-7	0	0	-1.58

Event#4:A new , illegal, drug is developed which is more destructive than crack													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	5	1	4	1	1	7	3	11	3	2	2	1	3.42
Probability +5	100	10	10	90	10	0	50	0	60	80	70	100	48.33
Probability +10	100	20	10	100	20	60	99	0	80	100	100	100	65.75
Impact/Positive	0	1	0	5	0	0	1	0	0	1	0	0	0.67
Impact/Negative	-10	-8	-7	-2	-2	-10	-9	-9	-8	-8	-10	-10	-7.75

Event#5:Detention camps are created for homeless persons													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	5	3	2	2	4	3	4	8	1	1	1	2	3.00
Probability +5	30	40	20	50	25	30	35	40	45	60	70	40	40.42
Probability +10	75	70	10	70	90	20	50	70	70	40	40	55	55
Impact/Positive	0	9	4	8	6	4	8	3	2	9	5	4	5.17
Impact/Negative	-10	-4	-6	-7	-9	-8	-5	-8	-7	-5	-8	-6	-6.92

Event#6:The political power of SMRR ends in Santa Monica													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	10	5	7	1	3	2	6	3	3	3	1	4	4
Probability +5	50	70	25	100	50	60	60	75	70	60	50	60	60.83
Probability +10	50	90	10	100	90	80	80	90	70	90	50	40	70
Impact/Positive	5	10	1	9	1	5	7	0	4	9	0	0	4.25
Impact/Negative	-5	-5	-7	0	-1	-5	-2	-8	-3	0	-1	0	-3.08

Event#7:U.S. Supreme Court rules SM's ordinances governing outdoor space usag												ge are unconstitutional	mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	5	2	2	1	2	3	10	3	1	2	3	2	3
Probability +5	50	40	90	65	30	70	0	80	80	80	50	80	59.58333
Probability +10	75	50	90	65	30	30	n/a	100	90	90	50	20	62.73
Impact/Positive	10	2	7	0	2	7	7	9	4	0	0	0	4
Impact/Negative	0	0	0	-6	0	-4	-2	0	0	-7	-5	-10	-2.83

Event#8:Microchip implants developed for "tracking" the homeless													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	3	2	4	3	3	3	10	10	5	5	10	3	5.08
Probability +5	100	20	30	50	40	80	25	20	30	50	20	80	45.42
Probability +10	100	40	40	70	90	70	65	60	40	70	30	50	60.42
Impact/Positive	5	5	7	6	6	7	8	5	5	8	5	6	6.08
Impact/Negative1	-8	-2	-7	-5	-2	-8	-9	-7	-4	0	-3	-7	-5.17

Event#9:Outdoor homeless feeding programs are outlawed													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	1	12	
years until >0	1	5	2	1	1	2	10	2	5	1		3	3.00
Probability +5	100	40	50	40	90	50	25	65	50		0	80	53.63636
Probability +10	100	50	10	50	95	50	49	80	50	100	20	?0	56.16667
Impact/Positive	0	8	0	7	0	2	7	0	1	0	5	0	2.5
Impact/Negative	-10	-4	-9	-2	-5	-8	-2	-10	-4	-6	0	-10	-5.83

Event#10:Homeless persons are declared a protected class													mean
Panelist#/measure	1	2	3	4	5	6	7	8	9	10	11	12	
years until >0	3	2	4	3	8	7	10	5	8	5	8	4	5.58
Probability +5	50	50	45	35	25	20	25	35	30	40	10	60	35.42
Probability +10	50	45	65	40	40	45	30	40	50	40	40	60	45.42
Impact/Positive	10	0	7	0	2	2	1	8	3	3	0	0	3
Impact/Negative	-7	-8	-7	-8	-6	-6	-7	-5	-5	-7	-10	-8	-7.00

TREND1: NUMBER OF HOMELESS IN SANTA MONICA

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	40	62	85	72	45	4	7
1994	100	100	100	100	N/A	N/A	N/A
1999	150	175	200	163	50	4	7
2004	60	155	250	162	190	4	7

TREND2:NUMBER OF PERSONS REMOVED FROM HOMELESSNESS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	25	87	150	89	125	4	7
1994	100	100	100	100	N/A	N/A	N/A
1999	50	100	150	116	100	6	5
2004	50	150	250	124	200	6	5

TREND3:NUMBER OF CALLS FOR SERVICE INVOLVING HOMELESS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	40	70	100	65	60	6	5
1994	100	100	100	100	N/A	N/A	N/A
1999	75	137	200	152	125	3	8
2004	50	175	300	172	250	5	6

TREND4:ENFORCEMENT FUNDING LEVELS RELATED TO HOMELESSNESS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	25	92	160	104	135	8	3
1994	100	100	100	100	N/A	N/A	N/A
1999	75	125	175	120	100	4	5
2004	45	148	250	143	205	6	5

TREND5:NUMBER OF SHELTER BEDS AVAILABLE FOR HOMELESS PERSONS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	15	83	150	72	135	5	6
1994	100	100	100	100	N/A	N/A	N/A
1999	75	138	200	125	125	4	6
2004	50	150	250	137	200	6	5

TREND6:NUMBER OF VIOLENT ACTS BY HOMELESS PERSONS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	25	87	150	69	125	5	5
1994	100	100	100	100	N/A	N/A	N/A
1999	125	162	200	154	75	3	8
2004	150	225	300	191	150	6	5

TREND7:FUNDING LEVELS FOR OUTREACH PROGRAMS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	10	67	125	70	115	6	4
1994	100	100	100	100	N/A	N/A	N/A
1999	80	140	200	133	120	5	6
2004	50	175	300	156	250	5	6

TREND8:GOVERNMENT FUNDING FOR TREATMENT OF MENTAL ILLNESS

	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	40	120	200	121	160	7	4
1994	100	100	100	100	N/A	N/A	N/A
1999	50	100	150	106	100	5	6
2004	40	145	250	129	210	5	6

TREND9:Court decisions concerning homeless rights							
	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	20	85	150	65	130	5	6
1994	100	100	100	100	N/A	N/A	N/A
1999	100	150	200	149	100	3	3
2004	100	175	250	164	150	6	5
TREND10:NUMBER OF HOMELESS RECEIVING MEDICAL TREATMENT							
	LOW	MEDIAN	HIGH	MEAN	SPREAD	OVER	UNDER
1989	20	67	115	65	95	7	4
1994	100	100	100	100	N/A	N/A	N/A
1999	75	138	200	150	125	3	3
2004	50	175	300	182	250	6	4

		STRATEGIC PLANNING WORKSHOP; SCORING TOTALS					
STRATEGY #/CRITERIA			Preliminary Voting				
	Feasibility	Desir/shrt	Desir/Lon	Cost	Support	Ethics	Totals
#1	16	25	23	12	16	25	117
#2	22	28	24	17	26	23	140
#3	10	14	12	9	14	21	80
#4	10	16	16	11	12	21	86
#5	28	22	25	19	26	26	146
#6	27	23	22	22	21	24	139
#7	27	22	21	20	23	20	133
FINAL VOTING							
Strategy 5/Strategy6		22					
Strategy2		21					
Most Polarized		Strategy #4					
Strategic Planning Participants							
Albright, Helen		**Administrative Analyst, Police department**					
Centeno, George		**Police Lieutenant**					
Hard, Walter		**Police Lieutenant**					
Lichtig, Katie		**Policy Analyst, City Manager's Office**					
Miehle, John		**Police Lieutenant**					
Rusk, Julie		**Director of Human Services**					
Talley, Wendy		**Homeless Coordinator, City of Santa Monica**					

% OF CALLS AND BOOKINGS INVOLVING HOMELESS PERSONS DURING 1994

	Jan-94	Feb-94	Mar-94	Apr-94	May-94	Jun-94	Jul-94	Aug-94	Sep-94	Oct-94	Nov-94	Dec/94.	Tot/94
Patrol Calls	7873	11170	13165	11346	11665	11766	11212	9645	11216	10550	10478	13779	133865
Patrol Calls/Trans	937	1336	1569	2236	2057	2113	1401	1067	1140	1318	1151	2612	18937
% Patrol Calls	12%	12%	14%	20%	18%	18%	12%	11%	10%	12%	11%	19%	14%
OSE/Trans(-HLP)		557	561	424	536	536	635	654	455	509	443	419	5729
HLP		977	2392	1841	1532	1305	1457	2083	854	647	760	1725	15573
Total Trans		2870	4522	4501	4125	3954	2732	3804	2449	2474	2354	4756	40239
Dept. Total -%		26%	34%	40%	35%	34%	24%	39%	22%	23%	22%	35%	30%
Total Bookings	702	504	595	693	488	541	762	662	615	636	610	700	7508
Trans Bookings	271	238	270	264	210	230	332	337	304	289	278	309	3332
% Trans Bookings	39%	47%	45%	38%	43%	43%	44%	51%	49%	45%	46%	44%	44%

COMPARISON OF PATROL ACTIVITY INVOLVING HOMELESS PERSONS FOR
FOR THE FIRST FIVE MONTHS OF 1990 AND 199

	Jan-94	Feb-94	Mar-94	Apr-94	May-94	1/94-5/94	1/90-5/90
Patrol Calls	7873	11170	13165	11346	11665	55219	43873
Patrol Calls/Trans	937	1336	1569	2236	2057	8135	11781
% Patrol Calls	12%	12%	14%	20%	18%	15%	n/a
OSE/Trans(-HLP)		557	561	424	536	2078	n/a
HLP		977	2392	1841	1532	6742	n/a
Total Trans		2870	4522	4501	4125	16018	n/a
Dept. Total -%		26%	34%	40%	35%	29%	27%
Total Bookings	702	504	595	693	488	2982	3483
Trans Bookings	271	238	270	264	210	1253	1234
% Trans Bookings	39%	47%	45%	38%	43%	42%	35%

% OF HOMELESS PERSONS ARRESTED FOR VARIOUS CRIMES IN SANTA MONICA

	RAPE	ROBBER	ASSAULT	BURG.	THEFT	NARCO	INTOX	TOTAL
1991	14%	12%	15%	14%	15%	45%	44%	47%
1994	34%	35%	19%	30%	37%	54%	70%	49%
CHANGE	20%	23%	4%	16%	22%	9%	26%	2%

ENDNOTES

1. John Steinbeck, Grapes of Wrath(New York:Penguin Books, 1989 edition),555-556, quoted in Alice Baum & Donald Burnes, A Nation in Denial(Boulder,Colorado:Westview Press,1993), 91.
2. Peter Marin,"The Faces of Homelessness", seminar, Santa Monica, April 24, 1994.
3. Alice S. Baum and Donald W. Burnes,A Nation in Denial;the truth about homelessness(Boulder,Colorado:Westview Press,1993),23.
4. ibid.,20.
5. Myron Magnet,The Dream and the Nightmare(New York:William Morrow & Co.,1993),19.
6. Christopher Jencks,The Homeless(Cambridge,Massachusetts: Harvard University Press,1994),25.
7. Charles J. Sykes, A Nation of Victims;the decay of the american character(New York:St.Martin's Press,1992),104-114.
8. Jencks,The Homeless, 42.
9. Sykes,A Nation of Victims, 56-60.
10. Peter Marin,"The Faces of Homelessness", seminar, Santa Monica, April 24, 1994.
11. Jencks, The Homeless,43.
12. Richard W. White, Jr., Rude Awakenings(San Francisco:ICS Press,1992),87-95.
13. Brummer, Steven. How will the homeless population affect services of medium size police agencies by the year 2000?, Command College Project #6-0093, 1988.

INDEPENDENT STUDY PROJECT: BIBLIOGRAPHY

I. ARTICLES

Command College Future Files. 443 entries.

Melekian, Barney.1990. Police and the Homeless. FBI Law Enforcement Bulletin 59(November):1-7.

II. BOOKS

Baum, Alice & Donald Burmes. A Nation in Denial; the Truth About Homelessness. Boulder, Colorado: Westview Press, 1993.

Burt, Martha R.Over the Edge;the growth of homelessness in the 1980's. New York:Russell Sage Foundation, 1992.

Casey, Kevin. Children of Eve. Los Angeles: Covenant House, 1991.

Close, James J. No One to call Me Home. Chicago: Mission of Our Lady of Mercy, 1989.

Covey, Stephen.The 7 Habits of Highly Effective People. New York: Simon & Schuster, 1989.

_____.Principle Centered Leadership. New York: Simon & Schuster, 1990.

Donaldson, Greg. The Ville; Cops & Kids in Urban America. New York: Ticknor & Fields, 1993.

Evans, Sara M. Born for Liberty; A History of Women in America. New York: Collier Macmillan, 1989.

Frankl, Viktor. Man's Search for Meaning. New York: Simon & Schuster, 1959.

Hacker, Andrew. Two Nations;Black & White, Separate, Hostile, Unequal. New York: Ballantine Books, 1992.

Halberstam, David. The Reckoning. New York: William Morrow & Company, 1986.

Harrington, Michael.The Other America:poverty in the United States. Baltimore:Penguin Books,1963.

Hoch,Charles and Robert Slayton.New Homeless and Old:Community and the Skid Row Hotel. Philadelphia:Temple University Press,1989.

Howard, Philip K. The Death of Common Sense;How law is suffocating America. New York: Random House, 1994.

Jencks, Christopher. The Homeless. Cambridge, Mass.:Harvard University Press, 1994.

Kelso, William A. Poverty and the underclass;changing perceptions of the poor in America. New York: New York University Press, 1994.

Leo, John. Two Steps Ahead of the Thought Police. New York: Simon & Schuster, 1994.

Magnet, Myron. The Dream and the Nightmare;the sixties legacy to the underclass. New York: William Morrow & Co., 1993.

Ogawa, Brian. Color of Justice;Culturally Sensitive Treatment of Minority Crime Victims, Office of Criminal Justice Planning, Sacramento, 1990.

Osborne, David & Ted Gaebler. Reinventing Government. Reading, Mass.: Addison-Wesley, 1992.

President Clinton's New Beginning; Clinton-Gore economic Conference, Little Rock, Arkansas, December 14-15, 1992, by Bill Clinton, Chairman. New York: Donald I. Fine, Inc.

Rossi, Peter.Down and Out in America:the origins of homelessness. Chicago:University of Chicago Press,1989.

Shakur, Sanyika, aka Monster Kody Scott. Monster; the autobiography of an L.A. gang member. New York: Penguin Books, 1993.

Sykes, Charles. A Nation of Victims. New York: St. Martin Press, 1992.

West,Cornel. Race Matters. Boston: Beacon Press, 1992.

White, Richard W. Jr. Rude Awakenings. San Francisco: ICS Press, 1992.

Wright, James D.Address Unknown. New York:Aldine de Gruyter,1989.

III. COMMAND COLLEGE TECHNICAL REPORTS

Brummer, Steven. How will the homeless population affect services of medium size police agencies by the year 2000?, Command College Project #6-0093, 1988.

Knuthson, Charles.Family and youth homelessness: How will it impact California Law Enforcement by the year 2000?, Command College Project #8-0141, 1989.

Plummer, Larry. The Development of a law enforcement plan to generate support for and solutions to the problem of homelessness, Command College Project #12-0227, 1991.

IV. OFFICIAL REPORTS

A Report of Implementation Plans for Los Angeles Area Homeless Initiative. Prepared for the City and County of Los Angeles by Shelter Partnership Inc. September, 1994.

Myers, Robert M., City Attorney. Report to the City Council of the city of Santa Monica on the Homeless in Santa Monica. Santa Monica: City Press, 1984.

_____. The Homeless in Santa Monica. Santa Monica: City Press, 1988.

_____. Public Safety Report. Santa Monica: City Press, 1990.

The Number of Homeless People in Los Angeles City and County July 1991 to June 1992. Shelter Partnership, Inc.: Los Angeles, June, 1993.

Teplin, Linda. Keeping the Peace:The Parameters of Police Discretion in Relation to the Mentally Disordered, National Institute of Justice, 1986.

The Santa Monica Task Force on Homelessness: A Call to Action. Santa Monica: City Press, 1991.