

WHAT IS THE FUTURE OF THE
WORK IN LIEU OF JAIL PROGRAM
IN THE YEAR 2002?

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

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

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

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EXECUTIVE SUMMARY

Jail overcrowding is a major dilemma that will continue to challenge law enforcement into the year 2002. One approach currently being used at the local level is the jail alternative program, specifically, the Work in Lieu of Jail model. Designed to divert low risk offenders from incarceration, thereby providing space for more dangerous prisoners, this program is growing in recognition and acceptance. Not only does it put offenders to work on a wide range of community work projects, but it also generates revenue through per diem or administrative charges, an important consideration for government agencies faced with steadily declining resources. Despite the program's advantages, there is still a question concerning its future potential, especially in view of jail revenue bond measures and public concern about crime. In this independent research project, this issue was examined in light of public, judicial and law enforcement attitudes.

A list of major trends regarding the Work in Lieu Program was developed, using law enforcement representatives from select California counties. Using a nominal group technique, a cross section of the San Francisco community identified the most significant trends and forecast their development into the year 2002. Major events were isolated and probabilities were charted, producing a cross comparison of impacts. From this process, three alternative future scenarios were constructed; one was chosen to form the basis for the strategic plan as well as the implementation and transition phases.

In the selected alternative future, Work in Lieu Programs abound. To address this projection, the San Francisco Sheriff's Department will develop policies and plans to expand the existing SWAP Program from 400 to 750 prisoners. Community and political opposition is predicted; key stakeholders, both within the organization and outside it, are identified and strategies to facilitate the change effort are formulated.

The final caveat points out that inconsistent and inappropriate use of the Work in Lieu Program, both by law enforcement agencies and the judiciary, will undermine its future effectiveness. As with any program, no matter how workable, the absence of proper criteria and consistent operating standards will negate any long term success.

I. INTRODUCTION

Since the jail overcrowding phenomenon began in the 1960's, public attitudes have supported varied attempts to manage the growing prisoner population. Beginning with the rehabilitative model, federal, state and local funds were provided in an attempt to rehabilitate the offender prior to community reintegration. Judging by results, the approach did little to prevent recidivism or to deter criminal behavior. As the 1970's began, the trend shifted from the rehabilitative to a more pragmatic approach. Jail and prison populations were rising, with little relief in sight. The costs attached to jail overcrowding were becoming increasingly prohibitive as previously assured government funding became less available.

According to the National Council on Crime and Delinquency,

From 1975 to 1980, the California prison population rose by 13 per cent. While the prisoner census had been higher at earlier times in the system's history, both the nature of the population and the organization of the Department of Correction's facilities had changed so that this surge was particularly hard to absorb. (1)

Practices such as "double celling" were used to manage the overcrowding with sometimes disastrous results such as in the 1981 New Mexico State Prison riots. Attempts were made to reduce overcrowding through community based corrections. This approach increased the use of probation, parole and community re-entry through a system of alternatives such as halfway houses and work programs. As previously experienced, the effect on overcrowding was negligible, jails and prisons continued to drain resources at all governmental levels. As overcrowded conditions became the norm, lawsuits were filed by prisoners alleging "cruel and unusual punishment". The federal courts became involved in jail administration.

As society entered the 1980's, the public became increasingly aware that the criminal justice system was incapable of managing the rising crime problem or of coping with its results. It is important to note that on the average, the public does not know or care much about jails or prisons or how these facilities are managed. What seems to be important is how much it costs to operate them and whether or not the average person is safer as a result. Increasingly bombarded by media information concerning the rising crime rate, the public attitude began to shift from one of relative tolerance to one of increasing concern. Accordingly, the role of jails and prisons was redefined, reestablishing the concept of punishment over rehabilitation.

In "Our Irrational Judicial System," Mark Cannon stated:

In 1982, 57% of those polled agreed that the state needed more prisons; only 39% disagreed. A surprising 49% were willing to pay more taxes to help build these prisons as opposed to 44% of the unwilling respondents.(2)

There are numerous reasons why we in California, as well as the rest of the United States arrived at this juncture. Criminal justice experts like Elaine Knapp, say that the prison population is climbing due to:

..the "baby boom" generation reaching crime prone ages; an increase in crime; a retributive public mood resulting in mandatory and longer sentences; conservative parole policies and an increase in the number of persons per capita committed to prison. (3)

Certainly, all of these factors have contributed to the present overcrowding crisis including additional ones such as the switch from indeterminate to determinate sentencing and voter initiatives aimed at reducing government costs.

In California, the electorate has approved three jail bond construction measures in the past five years. These will provide funding to local governments based on a disbursement formula related to jail overcrowding and the use of alternative programs. In an effort to manage an out of control housing situation, jail construction in California will reach unprecedented levels within the next 10 years at a cost of \$530 million in bond measures alone, and still, most counties will readily concede that the anticipated construction will not satisfy housing needs if the prisoner population continues at its current growth rate.

Daniel Van Ness estimates that it costs \$15,400 per year to house the average prisoner. (4) This does not take into account the expenditures resulting from staffing and administration.

It has become apparent that society is caught in a spending cycle with little hope of getting the population problem under control. Overcrowding in the state prison system has begun to seriously impact at the local level. As limits are placed on the number of state prison commitments accepted, the county jail system becomes a collection of small penitentiaries. Violent and high security offenders help to destabilize the jail population while adding to the existing problem of overcrowded conditions. The correctional system has become a continuum, no component is isolated, all are equally affected.

With the recognition that the present overcrowding crisis will continue to be a public policy dilemma well into the future, increasing numbers of california jurisdictions are allotting resources to jail alternative programs. These include such programs as: restitution, work furlough, weekender programs, community service, intensive supervision, home arrest and work in lieu of jail programs. Various approaches are used which shape the program structure while determining the degree of social control. Unlike past programmatic experiences, alternatives today are based on two requirements: 1) a need to reduce jail overcrowding and 2) a philosophy requiring the offender to repay society. Community safety is, of course, a major consideration when dealing with any approach that either shortens or eliminates incarceration time. The National Council of Crime and Delinquency in its 1980 report stated that:

...the important fact to remember is that virtually all offenders are released at some point and some risk to the community will always be incurred. (5)

The report's intent was not to trivialize community safety concerns, but rather, to put them into perspective. Despite this trend, there is a very real question about the future of alternative programs, specifically the work in lieu of jail approach. With millions of dollars earmarked for jail construction as decided by the voters, is this the direction law enforcement leaders will advocate for offenders in the year 2002? Further, can this approach be reconciled with law enforcement's role vis a vis community safety and the protection of individual rights?

Jail alternative programs are many and varied. They differ in design and target different offender groups within each jurisdiction such as: low risk misdemeanants, drunk driving commitments, weekender sentences and persons sentenced to less than 30 days. Frequently, the programs are administered by non law enforcement agencies such as not for profit enterprises, using a combination of funding sources. Others, are operated by sheriff's departments. It is not uncommon in California to find public and private programs operating independently as in Imperial County.

From the onset, the research was based on four underlying assumptions:

- 1) The public is generally concerned about crime and safety.
- 2) The public generally supports building more jails.
- 3) Public attitudes have a determining impact on public policy.
- 4) Jail overcrowding will continue to be a problem into the year 2002.

Additionally, there is the very real question about the phenomenon of "widening the net - of expanding the range of social control" (6) so that offenders who would not be sentenced to jail in the first place are placed on alternative programs because they happen to be available or represent a more restrictive option than probation.

If there is one commonality among the various California sheriff's departments, it is the range of difference in their approaches to jail alternative programs. Examining the work in lieu of jail model within a futures perspective, this study will attempt to project its survival potential into the year 2002. Given the different approaches used by California counties, including whether or not the in lieu program even exists, does this approach represent a temporary or a permanent plan for future jail population management ?

METHODOLOGY

In order to approach the task of forecasting the future of jail alternative programs in the year 2002, two things were necessary: first, to reconcile the programs with seemingly conservative public attitudes and second, to single out one program for the purposes of this study.

To accomplish the second requirement, a relevance tree was developed, paring the overall alternative concept down to one specific example.: the Work in Lieu of Jail Program. For the purposes of this study the work in lieu approach is defined as a program where persons sentenced to jail by the court are required to perform work as a substitute for incarceration. Work may be manual labor, skill-based or clerical.

a) LITERATURE SEARCH

At the next stage of the process, a literature search was conducted, surveying information relative to jail alternative programs in general and the work in lieu of jail approach specifically. The time frame was from 1980 to the present and beyond, if available. Much of the material was located in the NCJRS (National Criminal Justice Reference Service) database. Sociological Abstracts and Dissertation Abstracts Online produced additional information. In October 1986, San Francisco hosted the National Conference of Alternative Sentencing Programs, where representatives from various public and nonprofit agencies met to discuss problems and issues relating to jail alternative programs. Materials were collected and contacts made with various agency representatives.

Although considerable literature was available, including national and international experiences, (Canada and W. Germany), the research focus was centered on California. Particular attention was paid to defining terms and separating jail from prison information so that the study would be clear in its focus.

b) TREND IDENTIFICATION

CONTACTS:

A key part of the research effort was centered on selecting counties to survey. The decision was made to survey 8 Sheriff's Departments. Counties were selected randomly from those of comparable adult daily prisoner population. Geographical location was also a factor because of the assumption that public attitudes affect public policy choices, (i.e; a more conservative county such as Imperial might be less supportive of work in lieu programs than say, San Francisco County). Accordingly, the following county sheriff's departments were selected:

<u>COUNTY</u>	<u>ADP</u> (Avg. Daily Pris. Pop.)
Contra Costa Co.	1,000
Imperial Co.	291
Kern Co.	2,134
Napa Co.	121
Sacramento Co.	2,000
Santa Clara Co.	3,200
San Diego Co.	2,300
Stanislaus Co.	491

San Francisco County, (average daily prisoner population - 1700), was used as a model for purposes of comparison.

Two interview instruments were developed, one for counties that had work in lieu programs and one for those that did not (Appendix 3A-3D). Contact was made by telephone, specifically to obtain background information and to generate future trends relative to work in lieu programs. A total of 20 trends were identified by the various department representatives. Additional contacts were made with Alameda County Sheriff's Department and with Kres Van Keulan, Director of Marin County's CLASP (California League of Alternative Service Programs). The interviews were designed to obtain information regarding the programs, if they existed, and to generate a list of future emerging trends. Each interviewee was asked to forecast 5 trends relative to the future of jail alternative programs.

From the onset, it became apparent that most counties have some type of work in lieu of jail program, whether it is called a public works, weekend alternative, community service or sheriff's work project, the program is designed to put offenders to work, either as an alternative to incarceration or as work preparatory to release from incarceration. In some counties, like Imperial and San Diego, the program is administered by the Probation Department; in others, such as Napa County, it is run by a nonprofit volunteer center, while in Santa Clara County, there are two public service programs, each run by the Sheriff's Department. Most of the counties surveyed maintain sheriff's control over their work in lieu programs.

As previously noted, most counties in California are experiencing general (Stanislaus) to extreme (Kern, King and Madeira) overcrowding problems.

According to Kres Van Keulan (CLASP), who is a member of a California subcommittee on alternative programs, three criteria for Prop. 52 jail bond funds have been recommended to the Board of Corrections for adoption. A key provision requires that 5% or more of a county's sentenced prisoners must be diverted to an alternative program, either public works, parole or work release. This has caused Stanislaus County to recently approve setting up a work in lieu program based on the Contra Costa and San Joaquin County models sooner than lose out on \$6 million in jail bond funding. On the other hand, Kern County, which has the highest per capita incarceration rate in California (39.5%), has no present plans to establish a work in lieu or other form of alternative program. Even with the potential loss of revenue, county officials are resisting the move toward jail alternatives.

California has specific legislation, Penal Code Section 4024.2, that allows for a public works in lieu of confinement program. Essentially, a two tiered system, involving both the sentencing court and the sheriff, the program can be designed following adoption by the county legislature. There is no court approval needed for sentences under 15 days. Solano County intends on beginning a program despite judicial reluctance as a means of coping with its overcrowding problems. Nevertheless, judicial commitment appears to be an essential element of program success.

c) THE GROUP

Once the trends were identified, individuals were selected for the NGT (Nominal Group Technique: a round table group interactive process for planning and problem solving).

The first consideration was choosing a representative cross section of the San Francisco community. Six individuals were brought together, 3 male and 3 female. To provide differing perspectives, persons from dissimilar backgrounds and orientations were selected. (Appendix 4).

The group consisted of the following members:

Municipal Court Judge
Adult Probation Director
Community Services Director
SWAP (Sheriff's Work Alternative Project) Participant
S.F. Downtown Merchant's Association Member
S.F. Sheriff's SWAP Coordinator (Sgt.)

The NGT process began with an overview. The overall objective was defined and an explanation given concerning the steps necessary to reach it. Group members discussed Jail Alternative Programs with special emphasis on the Work in Lieu of Jail model. The lists of 20 previously identified emerging trends was posted prior to the meeting. This was done to introduce the process and to facilitate idea generation. Using a brainstorming technique and clarification period, 10 more trends were identified for a total of 30 (Appendix 5).

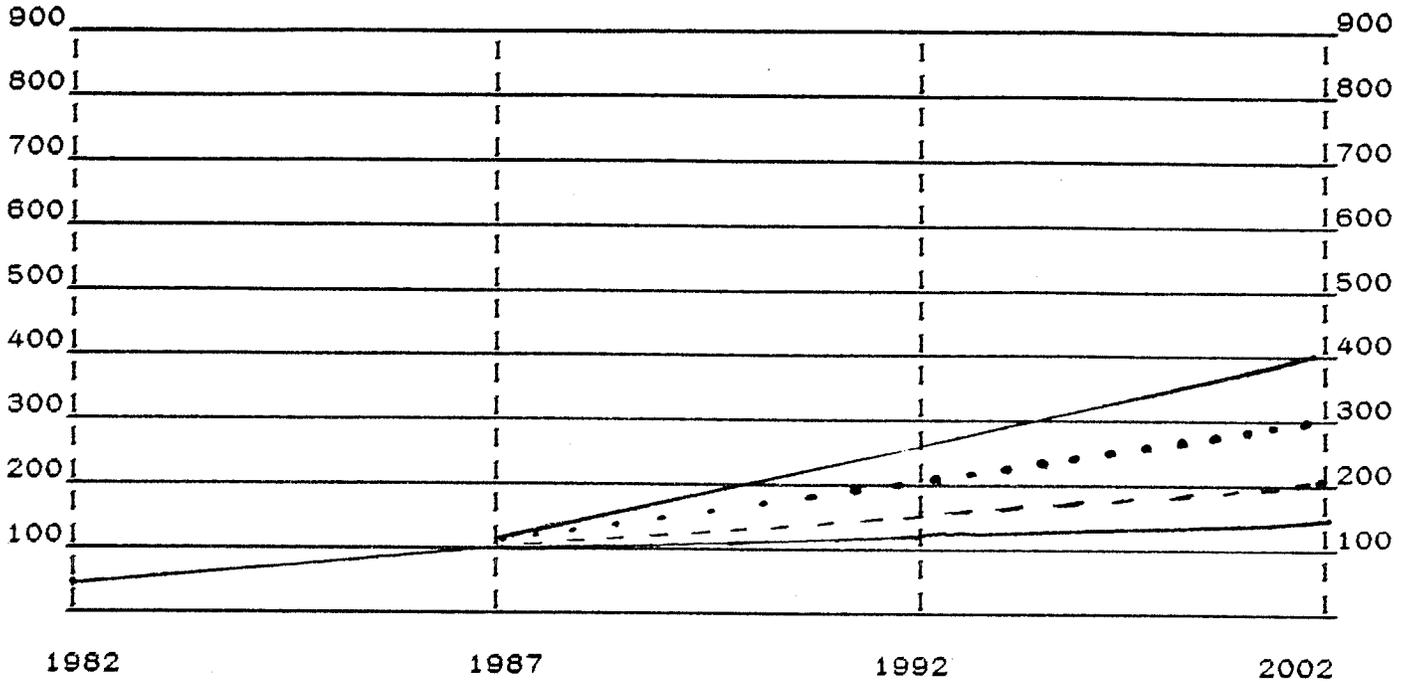
Using the NGT technique, the list was culled to 5 emerging trends that would most significantly affect the issue of work in lieu programs.

The following trends were chosen and listed in order of importance:

- 1) Community Acceptance of Work in Lieu Programs.
- 2) Jail Overcrowding as a continuing problem.
- 3) Law Enforcement Acceptance of Work in Lieu Programs.
- 4) Diminishing Resources at all government levels.
- 5) Judicial Acceptance of Work in Lieu Programs.

Having identified these emerging trends, the group forecast their development from the year 1987 to 2002.

MEDIAN TREND VALUE 7

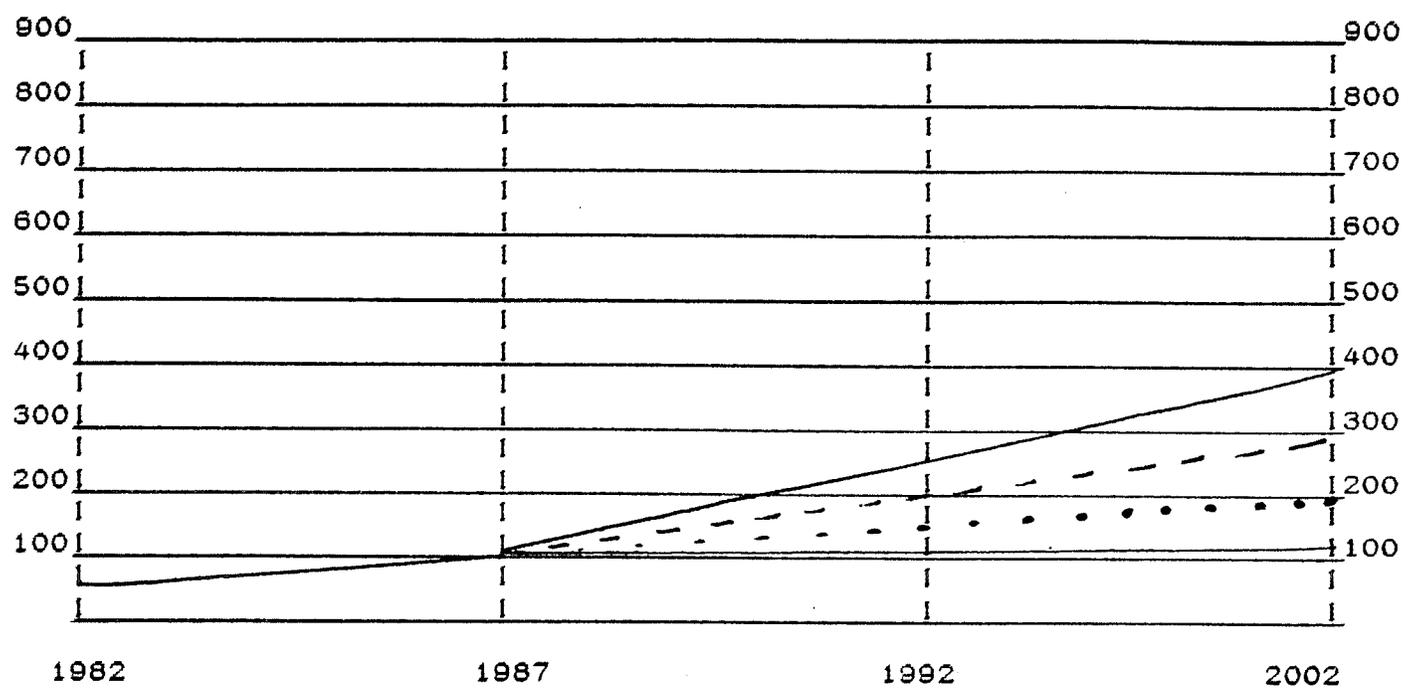


... "could be"
 --- "would be"
 ____ high/low

Trend #1
 Community Acceptance of Programs

The group identified community attitudes toward work in lieu programs as an important futures trend. It was felt that these attitudes, specifically less apathy and more concern for rising incarceration costs, would increase 100% in the year 2002 over the 1987 level. Media coverage would be an important factor in shaping attitudes, but overall, the public would continue to categorize jails as a low priority issue. A possible future could show increased attention due to a major event, such as serious jail or prison riot.

MEDIAN TREND VALUE 8

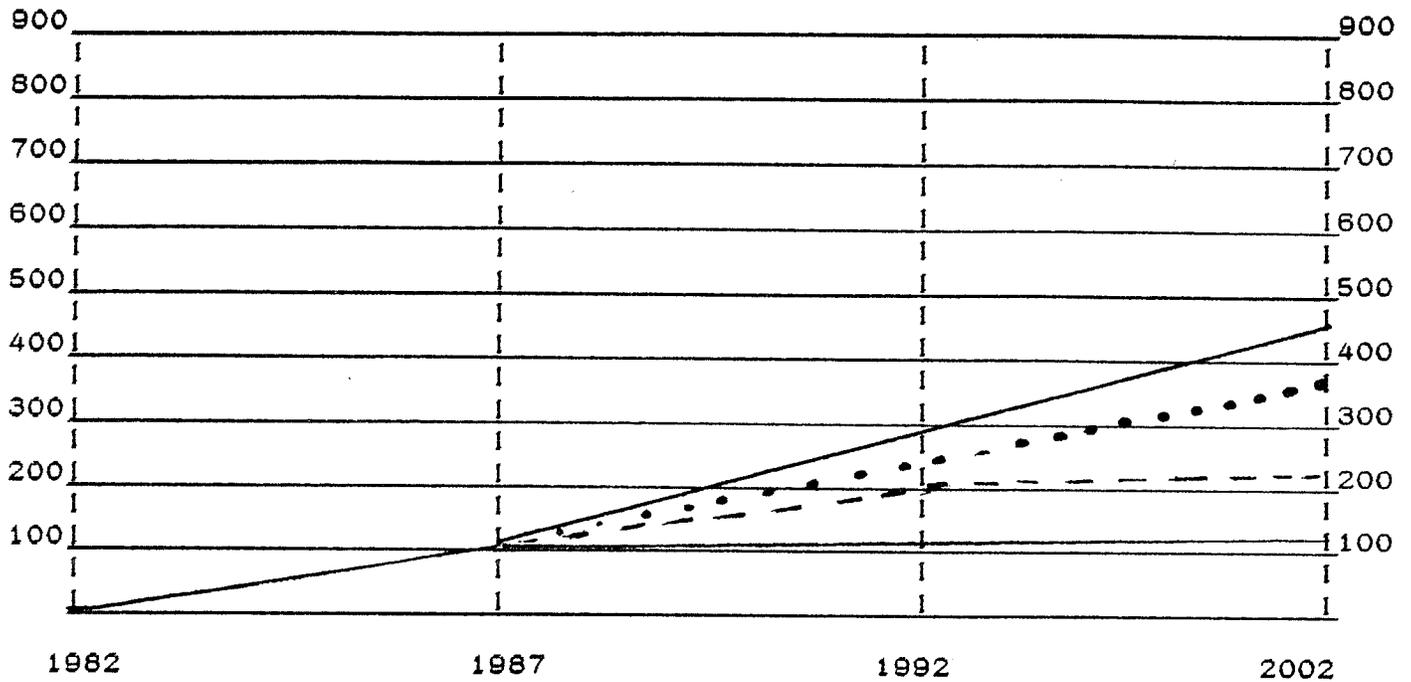


... "could be"
 --- "would be"
 _____ high/low

Trend # 2
 Jail Overcrowding

The group perceived jail overcrowding as a major futures trend. Population increases were forecast to continue, representing a 200% rise over the 1987 level. Longer prison terms would overcrowd the state prison system, resulting in judges imposing longer sentences at the county jail level. The group pointed out that control could be applied through various means such as: alternative programs and increased use of OR (Release on own Recognizance) and a restructured bail schedule. The overcrowding problem could be reduced to 100% of the 1987 level through intervention strategies.

MEDIAN TREND VALUE 6

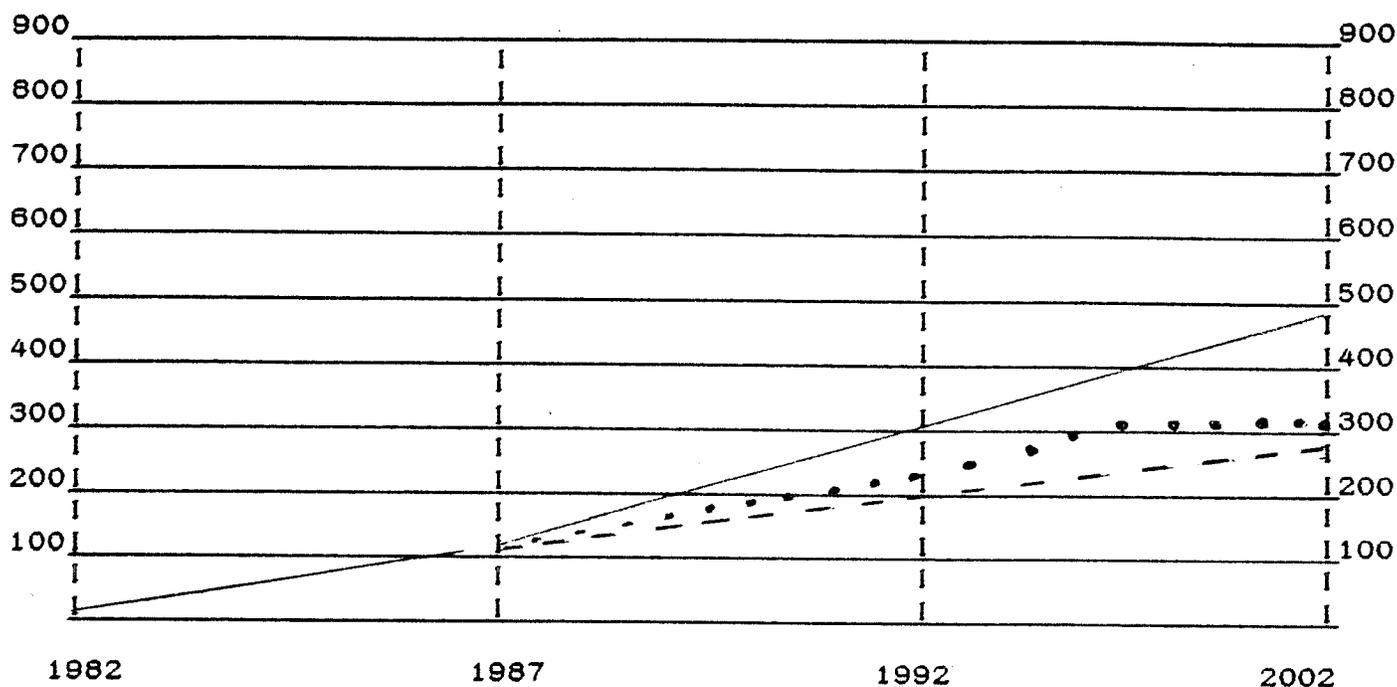


... "could be"
 --- "would be"
 ____ high/low

Trend #3
 Law Enforcement Acceptance of Program

The group felt that law enforcement acceptance of Work in Lieu Programs would be an essential element of achieving wider based support. Projections estimated a 130% increase by the year 2002, largely through familiarization with the program and the exchange of experiences. Fiscal restraints were seen as potential attitude influences. The group forecast a possible increase of 250% if enough external pressures were placed on law enforcement managers.

MEDIAN TREND VALUE 8

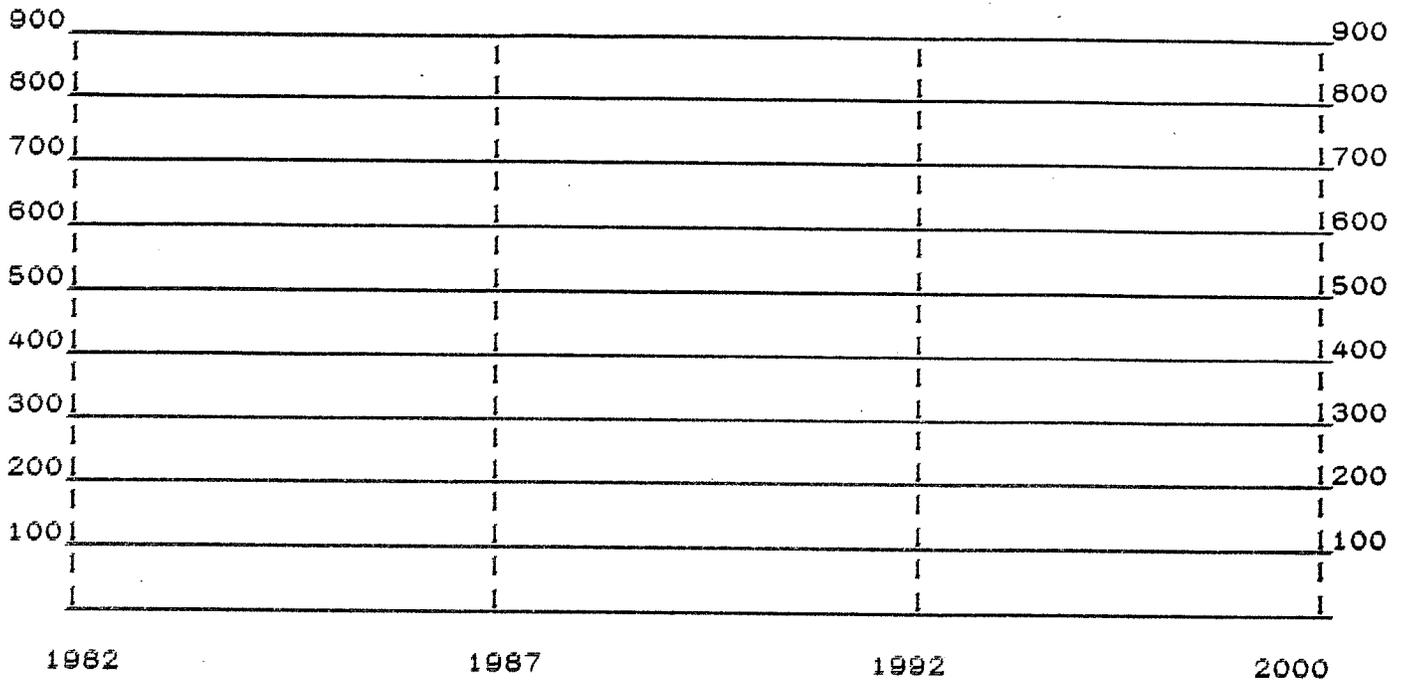


... "could be"
 --- "would be"
 ____ high/low

Trend #4
 Diminishing Resources of Government

The group forecast continued problems regarding available resources at all government levels. Scarcity was expected to increase 175% over the 1987 level by the year 2002. Resources were defined as: money, manpower, equipment and space. Further projections established a "could be" occurrence of 200% above the 1987 level. The group felt that the direction could be influenced by the ability of departments to expand their revenue potential through new funding sources and/or charging for select services and civilianizing some operations.

MEDIAN TREND VALUE 5



... "could be"
 --- "would be"
 ____ high/low

Trend #5
 Judicial Acceptance of Programs

The group indicated that judicial attitudes toward the Work in Lieu Program were of special significance. These attitudes were projected as increasing 180% by the year 2002. If attitudes crystallize either positively or negatively, the shape and direction of Work in Lieu Programs will be affected. Since the courts are essential to the success or failure of jail alternatives, acceptance could develop by as much as 275% over present levels. The group felt that judicial support was crucial to program success.

EVENTS

Once the group completed the future trend identification segment, the members were given a brief summary of what had been accomplished and instructions regarding the next process phase. Because of scheduling difficulties, it was decided that trend and event identification would take place at the same session. This procedure also afforded greater continuity. Using the NGT technique, the group brainstormed a list of events, or significant happenings, that would impact on Work in Lieu programs were they to occur (Appendix 6). After discussion and clarification, the following five events were selected as the most critical:

- 1) Labor Union Activism
- 2) Decriminalization of Certain Offenses
- 3) Loss of Jail Bond Funding
- 4) Mandated Civilianization Plan
- 5) Major California Jail Riots

Using the Event Evaluation Form, the group listed the events and estimated the relative probability of their occurrence over the next 10 years. The issues were also analyzed relative to two factors: impact on the issue area and impact on law enforcement. The median for the participants is indicated on the following form:

EVENT

PROBABILITY

- 1) Labor Union Activism: The U.S is experiencing a severe economic recession. The unemployment rate is 14%, with the goods producing sectors hardest hit. Workers are vieing for previously ignored jobs; unions are fighting foreign competition. Protectionist laws are the norm. 75%
- 2) Decriminalization of Certain Offenses: Laws have been amended, decriminalizing offenses such as prostitution, public inebriation and drug possession. Funds are being spent on detoxification and treatment facilities instead of traditional sentences such as probation and incarceration. 65%
- 3) Loss of Jail Bond Funds: Public opinion has shifted against funding more jail construction. The public is feeling the effects of the recession. The prvailing view is that money has not helped the jail overcrowding problem. Without tangible results, the public will not approve any more measures. 82%
- 4) Mandated Civilianization: A law has passed, limiting the ratio of sworn to nonsworn positions in public safety agencies. This is a cost saving measure designed to limit the role of peace officers to enforcement activities only. All other functions will be handled by civilians. 30%
- 5) Major California Jail Riots: A series of major jail riots has occurred in California. Orange, Kern and San Diego counties have reported significant loss of life and property damage. Experts are pointing to the problem and predicting further incidents, particularly in the more overcrowded jails. 72%

CROSS IMPACT EVALUATION
EVENT TO EVENT

If Labor Union Activism were to increase to the point that previously ignored jobs became desirable and prisoners performing on public works or in lieu programs were perceived as taking jobs away from the workforce, the probability of....

Decriminalization of Offences	65% increases to 82%
Loss of Jail Bond Funding	82% decreases to 70%
Mandated Civilianization	30% increases to 55%
Major California Riots	72% increases to 78%

If Decriminalization of Certain Offenses were to occur, treating offenses related to drug and alcohol use as medical problems rather than criminal law violations, the probability of

Labor Union Activism	75% increases to 77%
Loss of Jail Bond Funding	82% increases to 92%
Mandated Civilianization	30% increases to 55%
Major County Jail Riots	72% decreases to 52%

If a Loss of Jail Bond Funding were to occur, indicating that the public no longer supported the allocation of funds to build additional jails, the probability of

Labor Union Activism	75% no change
Decriminalization of Offences	65% increases to 80%
Mandated Civilianization	30% increases to 45%
Major County Jail Riots	72% increases to 87%

If Mandated Civilianization were to occur, requiring law enforcement to designate certain jobs as civilian and others as police related, the probability of

Labor Union Activism	75% decreases to 70%
Decriminalization of Offenses	65% increases to 78%
Loss of Jail Bond Funding	82% no change
Major County Jail Riots	72% increases to 85%

If Major County Jail Riots were to occur, causing a series of incidents with major loss of life and property damage throughout California, the probability of

Labor Union Activism	75% no change
Decriminalization of Offenses	65% increases to 78%
Loss of Jail Bond Funding	82% decreases to 65%
Mandated Civilianization	30% decreases to 25%

CROSS IMPACT EVALUATION
EVENTS TO TRENDS

If Labor Union Activism asserts the right to increase jobs for union workers....

Community Acceptance of Work Programs	decreases
Jail Overcrowding as a Continuing Problem	increases
Law Enforcement Acceptance of Program	decreases
Diminishing Resources at Government Levels	decreases
Judicial Acceptance of Work Program	decreases

If there was Decriminalization of Certain Offences such as those related to substance abuse....

Community Acceptance of Work Programs	increases
Jail Overcrowding as a Continuing Problem	decreases
Law Enforcement Acceptance of Program	increases
Diminishing Resources at Government Levels	decreases
Judicial Acceptance of Work Program	increases

If there was a loss of Jail Bond Funding, limiting the money available for jail construction

Community Acceptance of Work Programs	increases
Jail Overcrowding as a Continuing Problem	increases
Law Enforcement Acceptance of Work Programs	increases
Diminishing Resources at Government Levels	decreases
Judicial Acceptance of Work Programs	increases

If there is a Mandated Civilianization Plan to limit police agencies to law enforcement duties

Community Acceptance of Work Programs	increases
Jail Overcrowding as a Continuing Problem	increases
Law Enforcement Acceptance of Work Programs	increases
Diminishing Resources at Government Levels	decreases
Judicial Acceptance of Work Programs	decreases

If there are major County Jail Riots in California causing significant loss of life and property damage....

Community Acceptance of Work Programs	increases
Jail Overcrowding as a Continuing Problem	increases
Law Enforcement Acceptance of Work Programs	increases
Diminishing Resources at Government Levels	increases
Judicial Acceptance of Work Programs	increases

Using the comparative results generated to this point, the group analyzed the impact of events to events and events on trends. The range of impact was from a -10 to +10; the consensus of the group members was charted accordingly (Appendix 7).

SCENARIOS

After examining the alternative futures as predicted through the examination of trends and events, the group process was concluded. Information as well as ideas had been shared, providing a foundation for scenario development and future policy considerations.

The first scenario depicts the extreme range of views as represented by various group individuals. While some members identified key events and trends as highly likely to occur, others held opposing views, predicting little probability of occurrence. The composite of these extremes is depicted in Scenario #1.

a) SCENARIO NO. 1

The year is 2002. California is suffering from a severe economic recession. Previously one of the wealthier states, major cutbacks in the aerospace and defense industries as well as a decline in the semiconductor field have cost California its economic future and its competitive edge. A recent law requiring public safety civilianization has been passed at the state level. Public opinion polls indicate that the average person feels salaries and fringe benefits for police and fire have exceeded standards of reasonableness. Since Los Angeles and San Diego became the recipients of bail out monies, there has been increasing concern that other cities will declare bankruptcy. A significant part of the problem seems to be the high costs of police and fire protection. The civilianization legislation is designed to replace the uniformed forces with their cheaper equivalent - civilian workers. Large numbers of officers have resigned, looking for new jobs or filing for retirement before they become displaced. In keeping with these trends, larger groups of prisoners, including felons, are being diverted from jails and prisons into civilian run programs. Jail populations are at an all time low, in part because of the AIDS epidemic which has decimated certain population groups and partly because of the accelerated use of jail alternatives.

In any event, the public seems less concerned with crime and more aware of economic issues such as inflation and unemployment. In all areas of the state, union membership is at an all time high.

Recently, union officials urged government leaders in five major cities to stop using prisoners on public works projects, so as to clear the way for hiring unemployed union members. A major confrontation is anticipated, particularly regarding the salary issue.

The second scenario represents a more speculative view of the future, based on projections that the group felt could be within the range of probability. The focus is the Work in Lieu of Jail Program; the setting is Sacramento, California in the year 2002.

B) SCENARIO NO. 2

Marcie Valdez, Regional Alternative Coordinator, checked the roster to make sure that all of the member agency addresses were complete and up to date. Since Sacramento had assumed the oversight role for northern California regional alternative programs, her job had become increasingly demanding.

Following a devastating series of jail riots throughout the western United States, new attention had been focused on California to provide direction and solutions. Realizing that the wide range of jail alternative programs was in disarray, the legislature passed new laws further defining public works or work in lieu programs and establishing a regional system. Jail bond measures had lost their initial momentum. Now, jails in various stages of construction, including completed ones, were expected to remain empty; there is no money available to staff them. Adding to the dilemma, the public had become apathetic, refusing to vote for any bond measures.

The war in Central America had become a more pressing concern.

Recognizing the possibility of jail riots spreading to California, law enforcement officials urged state legislators to address the problem. At issue was the fact that significant jail overcrowding still existed in the state. Laws had been changed, decriminalizing drug and alcohol offenses, but this had done little to reduce overcrowding. In some counties, local officials simply passed ordinances that enabled them to circumvent the changes or arresting officers charged an offender under a different category. Hence, the need for a uniform system of alternative programs across county lines with central control points at key geographical locations throughout the state. New county reciprocity agreements had gone into effect. These provided for the exchange of prisoners to work on different programs for which there was a particular need. As a means of dealing with white collar crime, the exchange provided a valuable resource in terms of information and technical talent. An added benefit was derived from using workers close to their homes. A master computer list recorded data regarding program entrants and their particular skills. The psychological work and adaptability profile determined a suitability index that facilitated placement. With the mandatory draft, there was a constant need for workers, particularly on public works projects.

The third scenario represents the alternative future selected for the action plan. Accordingly, trends and events forecast by the group have been incorporated. Once again, the year is 2002. The setting is any sheriff's department in California.

C) SCENARIO NO. 3

It has been three months since the Folsom and San Quentin State Prison riots and one year since a series of earthquakes devastated major sections of the Bay Area near San Francisco. Alameda has closed its main jail facilities due to structural damage. Prisoners have been diverted to major public works projects throughout the state, including highway repair and building construction.

The once debated issue of Work in Lieu Programs has become an accepted practice. After the voters passed the last jail bond measure in 1986, local governments enacted laws requiring county jails and prisons to become revenue generating. A complex fee schedule, tied to crime profits and/or ability to pay, was initiated to offset the cost of prisoner care. Alternative programs, particularly the Work in lieu of Jail model, were expanded to include persons convicted of felony crimes.

Once statewide comparable worth legislation was adopted, the previously sacrosanct public service sector came under scrutiny, particularly regarding productivity output. After ten years of rigorous public safety union activity, coupled with increasing demands, the public called for new accountability standards. Wholesale civil service reform took place, producing a schedule of outputs required for each job and assessing salary and compensation accordingly. The reform also restructured job design; balancing the sworn and civilian workforce and checking the movement toward privatization.

The jail riots of the 1990's emphasized the need for law enforcement professionals, virtually eliminating the trend toward civilianization. Mandated training for correctional officers has been expanded to include vocational training and treatment counseling. In accordance with the movement away from incarceration except for serious or habitual offenders, Work in Lieu of Jail Programs have expanded to include virtually all first and second time offenders, regardless of offense category. New eligibility criteria have been developed by the National Sheriff's Association of Alternative Programs, resulting in consistent program standards throughout California.

POLICY DEVELOPMENT:

Scenarios were developed to reflect the range of trends and events forecast through the year 2002. Recognizing that scenarios represent glimpses into alternative futures, the law enforcement administrator should envision a future state and develop policy considerations to manage it. A series of statements has been formulated for this purpose; they are designed to serve as planning guides for expansion of the San Francisco Sheriff's Department's Work in Lieu of Jail Program and to meet the needs of a Sheriff's agency in California seeking to develop a similar model.

POLICY CONSIDERATIONS

- 1) Prepare a philosophy statement as a basis for the department's overall goals and objectives.

- 1) The statement should represent a description of the custodial operation, including the types of jail alternative program(s) being used.
- 2) Prepare clearly delineated selection criteria for the Work in Lieu of Jail Program. Develop a project design that best serves the needs of the community and the offender.
- 3) Provide a mechanism for judicial involvement regarding sentencing referrals to the Work in Lieu Program. Information and progress reports should be exchanged freely and regularly.
- 4) Develop a rotational assignment policy with job specific training for sworn personnel. Avoid using only certain employees for the Work in Lieu Program; promote lateral enhancement and assignment diversity.
- 5) Promote membership in local, state and national organizations for alternative programs. Increased program effectiveness is best achieved through the interchange of ideas, experiences and information.
- 6) Promote legislation that will help develop consistent guidelines for Work in Lieu Programs. Require law enforcement agencies to establish programs in all cases where there are overcrowded jails.
- 7) Develop clear and exact standards for action when program participants fail to meet requirements. Communicate this information through an orientation and ensure that prompt action is taken in the event of noncompliance.

- 8) Develop a community awareness program through information provided to the media. Communicate the program's goals and advertise its successes. Ensure that work project efforts are brought to the community's attention.

- 9) Establish a regional law enforcement network to share information, experiences and needs, with monthly meetings to discuss problems and issues.

THE STRATEGIC PLAN

SITUATION

A) Environment

The Work in Lieu of Jail Program represents a departure from traditional incarceration practices. Faced with widespread jail overcrowding, law enforcement agencies throughout California are attempting to solve the problem without jeopardizing community safety. The external pressures are considerable; in counties where jail alternatives are not acceptable, facilities continue to house prisoners far in excess of rated capacities. In counties where Work in Lieu Programs currently exist, program participation is not high enough to significantly alleviate overcrowding. In nearly all cases, law enforcement agencies attempt to retain some element of control by screening Work in Lieu program participants to ensure that serious offenders are not endangering the community.

It has been stated by criminal justice experts that:

Alternatives such as work release and community service can incorporate the principles of punishment, deterrence, protection of society and rehabilitation far better than traditional sentences. (7)

Not surprisingly, the public still remains unconvinced. Perhaps it is this reticence that accounts for the inconsistent and fragmented approach to Work in Lieu Programs that exists in California today.

The external and internal forces that impact on law enforcement agencies and shape the direction of policy are critically important. By analyzing the environment both in terms of jail overcrowding and public attitudes, the law enforcement manager can develop a strategic approach for the future.

The San Francisco Sheriff's Department is located in the only unincorporated city and county in California. With 482 personnel, including 410 sworn and 72 non sworn, the department has four major divisions. These consist of a 1700 prisoner custody division, including three jail facilities, a judicial division that provides security and transportation for 51 criminal, civil and juvenile courts and a civil division responsible for the service of writs, summons and processes, including court orders, levies, evictions and civil arrests. Currently under a consent decree (Stone v. C.C.S.F, 1982), the Sheriff's Department has been ordered to reduce overcrowding at the 6th floor Hall of Justice facility; this represents the second major federal suit in the department's history related to overcrowded conditions.

The fourth operations division is the Community Services Unit, consisting of three sections: Prisoner Services, Work Furlough and the Work Alternative Program. Since its inception in 1981, the Work Alternative Project or SWAP, has grown from 200 participants to 500, with the expectation that it will expand even further. Expansion will entail developing a strategic plan, a blueprint for meeting future needs and for generating public support. Additionally, the strategic plan may serve as a model for other law enforcement agencies faced with similar problems and considerations.

In order to develop the plan, each of the previously identified trends was analyzed according to two dimensions: first, its overall characteristics and second, any accompanying threats and opportunities.

TREND NO 1

COMMUNITY ACCEPTANCE OF WORK IN LIEU PROGRAMS

The group perceived community acceptance of the Work in Lieu Program as increasing 100% by the year 2002. Group members felt that education was essential to public acceptance. If this were to occur, the opportunity to reduce jail overcrowding would increase accordingly, allowing law enforcement managers to offset the high costs of incarceration. On the negative side, community acceptance should not be considered a license to relax program standards. Laxity or over confidence can undermine program effectiveness.

TREND NO. 2

JAIL OVERCROWDING AS A CONTINUING PROBLEM

The group felt that jail overcrowding would be a continuing problem, increasing as much as 200% by the year 2002. Recognizing this, the group felt it was time for future strategic planning in this area. If major overcrowding were to occur, a definite shift to alternative programs for resource conservation and cost stabilization would follow.

Conversely, a consistent rise in the prisoner population would result in programs being set up without proper planning. The efforts to control the problem could produce a haphazardly developed program without concern for accountability or overall effectiveness.

TREND NO. 3

LAW ENFORCEMENT ACCEPTANCE OF WORK IN LIEU PROGRAMS

The group indicated that law enforcement acceptance of the Work in Lieu Program would increase 130% by the year 2002. A positive effect would be a more pragmatic attitude on the part of law enforcement toward the alternative program concept. A change would indicate a better understanding of the retributive intent of the program. On the negative side, program acceptance could come at the price of planning and control. In either case, it was felt that law enforcement acceptance of the program would continue to be resisted by more traditional elements until the program's benefits were more widely demonstrated.

TREND NO. 4

DIMINISHING RESOURCES AT ALL GOVERNMENT LEVELS

The group felt that resources at all levels of government would continue to decline, reaching 175% of the 1987 level by the year 2002. Viewed positively, less resources mean that a management effort will be directed toward closer scrutiny and accountability for alternative programs.

For Work in Lieu Programs, this translates into potentially higher effectiveness standards. Negatively, diminishing resources necessitate certain economic restrictions. Often, cutbacks are initiated that target programs automatically without the benefit of proper analysis.

TREND NO. 5

JUDICIAL ACCEPTANCE OF WORK IN LIEU PROGRAMS

The group took the position that judicial acceptance of the Work in Lieu Program would increase 180% by the year 2002. This view was based on the fact that there appears to be a growing effort to educate judges regarding program benefits. A positive effect of judicial acceptance would mean using the program as a sentencing alternative to incarceration rather than probation, as frequently happens. On the negative side, judicial acceptance should not be unconditional to the point where program success and accountability standards are overlooked. The group felt that acceptance should be tempered with responsibility.

TREND SUMMARY

An analysis of the trends reveals that jail overcrowding will continue to be a significant problem into the year 2002.

To prepare for this eventuality, jail alternative programs will play an important part in determining how law enforcement agencies manage diminishing resources. Pivotal to program acceptance by the public, law enforcement and the courts, is the issue of education. The program must be a credible operation; it should be structured according to specific guidelines, with emphasis on accountability at all levels. Accomplishing this will require a strategic vision and a plan for carrying it out. Trend analysis helps to identify future developments; overall, it focuses on those system elements where resources need to be concentrated.

CAPABILITIES / RESOURCES

In order to evaluate the strengths and weaknesses of the San Francisco Sheriff's Department, eight members were chosen including four sworn and four nonsworn. Each individual was asked to assess the organization according to specific categories, using two instruments: a capability analysis and present position form.

Capability Analysis Data:

The Capability Analysis instruments were analyzed and an average was plotted for each category (Appendix 8-9). Top managers were seen as predominantly in the marketing mode. In terms of traditional law enforcement characteristics, these managers depart from the norm, ranging from strategic to flexible in mentality, skills and talent.

Indicators show a change agent's view of the organization and the future. Organizational climate moves slightly into the production mode in terms of rewards, incentives and the power structure. This appears to reflect a shift away from the philosophy of "hard work is its own reward" to the emerging view that recognizes the value of incentives and rewards. It is generally felt that the shifting trend will continue to dominate in the future.

Organizational competence reflects a marketing mode for structure and resources, with middle managers seen as strategic to flexible. Leadership will be an important attribute since line personnel are perceived as change resisters. Providing a vision for the future must be part of any successful change effort.

Present Position Data

The Present Position instruments were analyzed and an agency composite was developed (Appendix 10).

The S.F. Sheriff's Department was considered predominantly in the Average Range. The external and internal forces appear to be well managed, with better than average evaluations in terms of resources, management talent and bureaucratic support. Growth potential was also significant. Differentiation was made regarding management and supervisory skills. The latter area was considered weak and in need of improvement. The change effort should involve first line supervisors in the department's decision making and policy development processes. Employee benefits and morale fall in the needs improving or problematic range.

Recent data shows that the S.F Sheriff's Department is behind comparable law enforcement agencies in such benefits as: POST incentive pay, dental plan coverage and other economic perquisites. The morale issue is being addressed through management training sessions. Also, efforts are being made to include managers and supervisors at all department levels in the planning process and to enhance participation through vertical communication strategies. As the leadership strives to effect meaningful change, the organization will become less entrenched and static.

Stakeholder Demands

After collecting and analyzing the data, the group was reconvened for the stakeholder identification segment. Before beginning, the members were given a process overview, explaining the data results and the stakeholder concept. The session objectives were placed on the board. A total of 20 stakeholders were identified, including four potential snaildarter positions: 1) Law Enforcement Agencies 2) Jail Construction Companies 3) Labor Unions and 4) Sheriff's Deputies. A Snaildarter is defined as a person who can be expected to oppose a particular issue and to work, either actively or covertly, to block its implementation.

The initial selection is listed accordingly:

- 1) Attorneys
- 2) The Media
- 3) Judges
- 4) Legislators
- 5) Law Enforcement Agencies (snaildarter)
- 6) Sheriff's Deputies (snaildarter)
- 7) Prisoners
- 8) Probation Officers
- 9) The Mayor
- 10) Labor Unions
- 11) Public Agency Officials
- 12) Community Groups
- 13) Other City Departments
- 14) County Sheriff's Departments
- 15) Lobbyists
- 16) Sheriff's Deputies (snaildarter)
- 17) Deputy Sheriff Association
- 18) Jail Construction Firms (snaildarter)
- 19) Prisoner Rights Advocates
- 20) Consumer Groups

From the overall list, the group culled nine of the following stakeholders and rated them as being significant to the Work in Lieu of Jail Program issue:

- 1) Attorneys
- 2) The Media
- 3) Judges
- 4) Legislators
- 5) Law Enforcement Agencies (snaildarters)
- 6) Prisoners
- 7) Labor Unions (snaildarters)
- 8) Sheriff's Deputies (snaildarters)
- 9) The Public

As soon as the primary stakeholders were identified, the group began developing assumptions for each stakeholder position. Ratings were either Positive, Negative or Mixed, depending on each one's position relative to the issue.

Assumption Surfacing

1) Attorneys:

The group felt that attorneys would react positively to Work in Lieu of Jail Programs, particularly attorneys involved in criminal defense work. Representing clients for whom there is another option besides probation, makes the job somewhat easier. It was also felt that attorneys generally support the concept of incarceration alternatives. Program approval would diminish if selection criteria were to become lax, providing easy admission without proper controls.

OVERALL POSITION: POSITIVE

2) The Media

The group felt that the media's position would be mixed regarding Work in Lieu Programs. Generally, the media would respond positively to the major program selling points, particularly the cost saving aspects. On the opposite side, administrative problems or newsworthy events like a serious crime committed by a program participant, could undermine public support.

In this eventuality, the media would critically scrutinize program operations.

OVERALL POSITION: MIXED

3) The Judges

The group indicated that it also perceived judges as having mixed positions toward Work in Lieu Programs, probably in the mid to negative range. Members felt that since judges were responsible for imposing prisoner sentences, they would be particularly concerned about community safety. Although individual judges might recognize the benefits of Work in Lieu Programs, they are also sensitive to public reactions. Hence, the overall judicial attitude reflects personal as well as practical concerns.

OVERALL POSITION MIXED

4) The Legislators:

Legislators were considered positive stakeholders regarding the Work in Lieu Program. The primary reason was its cost benefit aspects, both in terms of paying for itself and reducing the costs of incarceration. Again, the group felt that political considerations could reverse this position in the event the program was mismanaged or experienced public relations problems.

Currently, the program concept appeals to a fairly broad based constituency.

OVERALL POSITION: POSITIVE

5) Law Enforcement Agencies (snaildarters)

The group identified law enforcement agencies as potential snaildarters regarding Work in Lieu Programs. It was felt that the jail alternative concept runs counter to traditional law enforcement values and beliefs. Many officials feel that any approach that diverts offenders from incarceration subverts the intent of the law and jeopardizes public safety. Faced with overcrowded jails and other external and internal forces, law enforcement agencies find themselves using a program they do not generally support.

OVERALL POSITION: NEGATIVE

6) The Prisoners

Prisoners were considered positive stakeholders regarding the Work in Lieu Program because they derive benefits directly from participation. The group also felt that prisoners generally recognize that certain offenders should not be allowed on the program. Since they have a vested interest in its success, prisoners will want to see that program management is professional and properly accountable.

OVERALL POSITION: POSITIVE

7) Labor Unions (snaildarters)

The group felt that labor unions would be generally opposed to the Work in Lieu Program, occupying snaildarter positions. So far, the program has been able to successfully coexist with organized labor because union membership is declining and the size of the program does not yet pose a threat. If the Work in Lieu concept grows and unions perceive that prisoners are performing jobs that should go to their members, they may become more assertive.

OVERALL POSITION: NEGATIVE

8) Sheriff's Deputies (snaildarters)

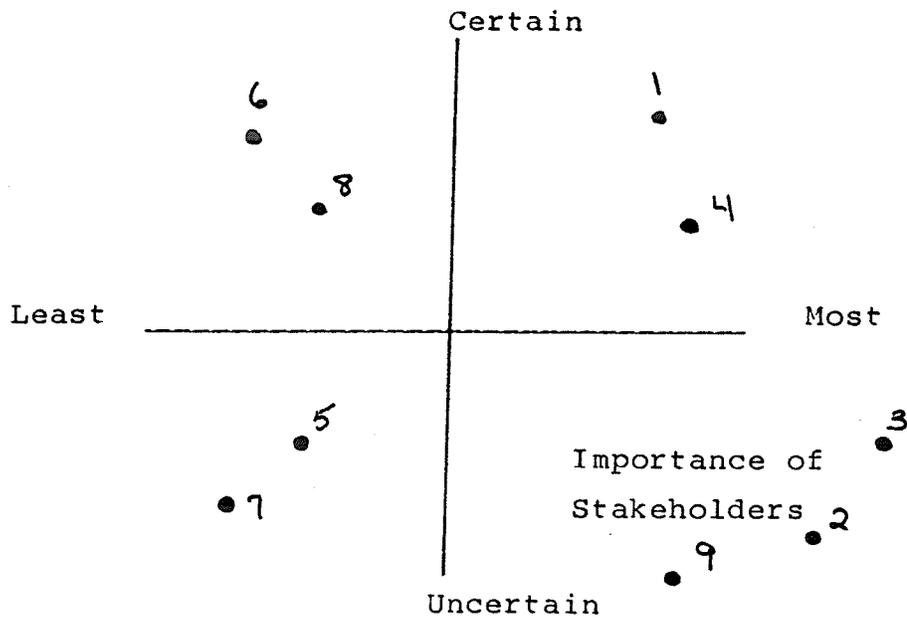
The group perceived sheriff's deputies as occupying snaildarter positions, largely negative, toward Work in Lieu Programs. Deputies generally view alternative programs as liberalized attempts to keep offenders out of jail. As officers sworn to enforce the law, the protection of society is of foremost concern. With the public demanding stricter laws and longer sentences, law enforcement officers may consider jail alternatives as temporary measures.

OVERALL POSITION: NEGATIVE

9) The Public

The public was considered a mixed constituency, consisting of elements for and against Work in Lieu Programs. Changing public attitudes will require education, since the average person is not aware of what Work in Lieu Programs are or the positive characteristics associated with them. Additionally, the programs must be structured to ensure that they function properly and meet accountability and efficiency standards. Public support will need to be maintained, a result best accomplished by continued information concerning program successes.

OVERALL POSITION: MIXED



Certainty of Assumption

1. Attorneys
2. Media
3. Judges
4. Legislators
5. Law Enforcement Agencies
6. Prisoners
7. Labor Unions
8. Sheriff's Deputies
9. Public

Graph of Assumptions/
Stakeholder Importance

Stakeholder Analysis:

Stakeholder positions appear to be evenly divided, with the majority distributed in the most important but uncertain range. Attorneys (1) and Legislators (4) are highly certain as well as significant. Support for Work in Lieu Programs through recommendations and legislative changes will bring the concept to public attention. Sheriff's Deputies (8) are certain, but less important. They can be expected to philosophically oppose Work in Lieu Programs, but to become part of the majority once program effectiveness is established. Prisoners (6) will be predictably for the program, but important only in the context of making it work. Since prisoner interests can best be served by the program's continuation, they can be expected to work toward success. Labor Unions (7) and Law Enforcement Agencies (5) are less certain; they are not seen as significantly affecting Work in Lieu Programs since a great deal depends on whether the program jeopardizes their interests. For Law Enforcement Agencies, these interests will relate directly to what the public wants.

Three important, but uncertain stakeholders were: The Media (2), Judges (3) and the Public (9). Each of these stakeholders represents an important position relative to Work in Lieu Programs. An effective strategy for shifting the Media toward the the certainty axis would be educational and informational techniques, using the media and public relations to publicize program information and achievements.

MISSION STATEMENT

a) MACRO:

The mission of the San Francisco Sheriff's Department is to provide for the security and maintenance of prisoners housed in the county jail system; to provide for the safety and security needs of the Superior and Municipal Courts and to enforce the service of civil process, including levies and civil arrests as mandated by state law. Within the context of law enforcement's role, these functions consist of peace preservation, community service and law enforcement.

b) MICRO:

The mission of the S.F Sheriff's Community Services Division is to provide community re-entry and support services for prisoners housed in the county jail and to provide jail alternative programs for prisoners sentenced to jail in accordance with federal, state and local laws. Alternative programs will consist of a Work Furlough unit and a Work in Lieu Program. The department will maintain a County Parole Unit, a Citation Release Policy and an Intensive Supervision Release Project. The Sheriff's Department will continue to operate all phases of its alternative programs in close cooperation with the judiciary, the community and all other local agencies.

EXECUTION

The eight Sheriff's Department participants, four sworn and four nonsworn, were reconvened as a group to develop a series of alternative strategies using a modified policy delphi technique. Each was given an overview of the trend and event development that started the project, as well as copies of the following: a) the three scenarios b) a department budget summary and c) an organization chart (Appendix 11). Each member was asked to prepare a policy/strategy statement that would enable the Sheriff's Department to make the transition into the future according to the scenario presented. The following represent the strategies proposed by the group:

Strategy Statements:

1) Develop a public relations approach toward the Work in Lieu Program. Expand the Public Information Officer's role to include information sharing strategies about the program, its operation, goals and accomplishments. Ongoing contact with community groups and media representatives will be an essential requirement.

2) Design a Career Development Program to enable Sheriff's Department employees experience new assignments and enhanced promotional opportunities through guidance, training and education. The program will provide an equal opportunity for individual assignment to the Community Service Division.

3) Establish a lobbying effort aimed at influencing legislators to expand Section 4024.2 P.C., providing greater jurisdiction and operating authority to Sheriff's Departments over Work in Lieu Programs. Part of this effort should include providing ongoing information concerning the program, particularly the cost benefits to government.

4) Develop Public Works Agreements with local agencies, using prisoner labor through the Work in Lieu Program. These pacts would entail exchanging in kind services between departments such as the Public Works Department providing repair and maintenance to the jails through interdepartmental fund transfers.

5) Coordinate an effort among California sheriff's departments to produce legislation in Sacramento requiring that all Work in Lieu of Jail Programs be administered by sheriff's departments. A further requirement would establish uniform criteria and design standards for all such programs.

6) Design a Work in Lieu Program, using Prop 52 funds, to accommodate 750 prisoners. This program would consist of misdemeanors and select felony prisoners sentenced up to one year county jail. San Francisco would provide a model system and become part of a nine bay area county network of regional programs.

7) Develop a prisoner screening program for all Work in Lieu applicants. Part of this effort would include a standardized criteria listing that would be used throughout California.

Once accepted, program participants would be subject to regular drug tests, site visits and progress reports. All criteria would be uniform and standardized.

8) Develop a training program designed to properly instruct deputies assigned to the Work in Lieu Program. Personnel would be given a thorough overview of the program philosophy and purpose as well as instructions regarding their role. Cross training would be incorporated into the plan, providing practical experience and assignment diversity.

Following this process phase, the group was given instructions on the policy delphi technique and asked to reduce the number of alternatives to three, using the Feasibility/Desirability Index. Rank ordered in terms of: highest feasibility/desirability, next highest feasibility/desirability and the most polarized, the three alternatives were:

- 6) Design a Work in Lieu Program to accommodate 750 prisoners.
- 2) Design a Career Development Program
- 7) Develop a screening program for Work in Lieu applicants. (most polarized).

Alternative Strategies:

Prior to selecting the final alternative for the strategic plan, the group analyzed the strengths and weaknesses of the three alternatives.

Major observations were noted as follows:

- 6) Design a Work in Lieu Program to accommodate 750 prisoners.

PRO:

- 1) Provides additional space for expanding the existing Work in Lieu Program.
- 2) Provides greater relief for jail overcrowding through the use of alternatives.
- 3) Expands on the concept of providing prisoner labor for public works and community projects.

CON:

- 1) Requires additional funding that might otherwise be used for jail construction and staff allocation.
- 2) Work in Lieu Programs will continue to support a relatively constant number of prisoners. Expansion is neither desirable or practical.

The group rated this alternative highest on the feasibility/desirability index. Participants generally felt that there was a need for a Work in Lieu Program model that addressed future overcrowding issues. It was recognized that given the present jail population mix, admissions criteria would need to be re-evaluated and changed.

2) Design a Career Development Program

PRO:

- 1) Provides a means whereby deputy sheriffs will be given counselling and career direction through a formalized process.
- 2) Revitalizes the organization by providing new career opportunities and chances to experience diverse assignments. Raises the department skill level through a cross training program.
- 3) Reduces the perception that the Work in Lieu Program is a "soft touch", available to only a select few deputies.

CON:

- 1) Fails to address the fact that the Work in Lieu Program is a specialized assignment; it does not appeal to all deputies and requires persons having unique skills
- 2) Provides constant disruption through reassignment that is unhealthy for the organization. Employees do not perform well when they are constantly threatened with transfers.

This alternative rated second highest on the feasibility/desirability index.

The group felt that a career development program represented a positive management opportunity, but there was some discussion concerning the benefits of a mandatory policy.

- 7) Develop a Screening Program for Work in Lieu Applicants

PRO:

- 1) Standardized selection criteria would give the Work in Lieu Program credibility. Law enforcement officials could point to uniform standards as indicators that the program was properly structured.
- 2) Program accountability would be assured once clearly delineated and uniform standards were incorporated into the program design.

CON:

- 1) Standardized criteria for Work in Lieu Programs is not feasible. Program management ranges from law enforcement to not for profit agencies; any attempt to create uniformity would fail.
- 2) Law enforcement has not fully accepted the Work in Lieu concept. Without a change from the status quo or traditional attitude toward jail alternatives, there cannot be a uniform approach.

- 3) Judicial non-acceptance of Work in Lieu Programs is the main barrier to success. Standardized selection criteria is not as important as changing judicial attitudes so that Work in Lieu Programs are used properly as sentencing options.

Group members indicated that this was the most polarized alternative, mainly because the participants did not feel it was a feasible approach. Some members viewed uniform selection criteria as an important first step for any program, others felt there were more important considerations such as educating judges and the public.

Recommended Strategy:

After review, it was determined that a plan should be developed to implement Alternative #6, largely because of its comprehensiveness and practical value.

DESIGN A WORK IN LIEU PROGRAM
(750 PRISONERS)

Alternative #2 (Career Development Plan) was considered an administrative policy that should exist independently as part of an overall approach to human resource management. It was not seen as a necessary precondition for the Work in Lieu Program. Alternative #7 (Screening Program) was too polarized to be the basis for a workable plan. The group also felt that the issue of selection criteria could be incorporated into the program design.

Overall, the development of a Work in Lieu Program model, 750 prisoners and up, will provide a direction for the future and a response to the jail overcrowding problem.

RATING SHEET FOR POLICY DELPHI

Alternative 1: Develop a public relations approach toward the Work in Lieu Program using community and media outreach.

Feasibility	DF (3)	PF (2)	PJ (1)	DI (0)	SCORE=2	4
Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE=2	

Alternative 2: Design a career development program for training, education and professional advancement.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=3	5
Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE=2	

Alternative 3: Lobby for legislation promoting expansion of section 4024.2 P.C.

Feasibility	DF (3)	PF (2)	PJ (1)	DI (0)	SCORE=1	2
Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE=1	

Alternative 4: Establish interagency agreements with public agencies for revenue and in kind services from Work Programs.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=2	4
Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE=2	

Alternative 5: Coordinate efforts to introduce laws placing Work in Lieu Programs under Sheriff's sole jurisdiction.

Feasibility	DF	PF	PI	DI	SCORE=1	
	(3)	(2)	(1)	(0)		2
Desirability	VD	D	U	VU	SCORE=1	
	(3)	(2)	(1)	(0)		

Alternative 6: Design a Work in Lieu Program, using Prop 52 funds, accommodating 750 and above prisoners.

Feasibility	DF	PF	PI	DI	SCORE=3	
	(3)	(2)	(1)	(0)		6
Desirability	VD	D	U	VU	SCORE=3	
	(3)	(2)	(1)	(0)		

Alternative 7: Develop a Screening program for Work in Lieu applicants.

Feasibility	DF	PF	PI	DI	SCORE=3	
	(3)	(2)	(1)	(0)		4
Desirability	VD	D	U	VU	SCORE=1	
	(3)	(2)	(1)	(0)		

Alternative 8: Develop a training program for deputies assigned to the Work in Lieu Program.

Feasibility	DF	PF	PI	DI	SCORE=2	
	(3)	(2)	(1)	(0)		3
Desirability	VD	D	U	VU	SCORE=1	
	(3)	(2)	(1)	(0)		

DF- Definitely feasible
 PF-Probably feasible
 PI-Probably infeasible
 DI-Definitely infeasible

VD-Very desirable
 D-Desirable
 U-Undesirable
 VU-Very undesirable

ADMINISTRATION AND LOGISTICS

A plan that is aimed at designing a Work in Lieu Program, capacity exceeding 750 prisoners, will require ongoing commitment from the Sheriff, Capital Projects Manager and the Community Service Director.

San Francisco City and County has funded a feasibility study to provide professional direction on how the anticipated \$22 million in Prop 52 bond funds should be allocated. A significant portion of the money may be designated for alternative program expansion. Initial coordination will involve an advisory committee of about 20 members, appointed by the Mayor, the Sheriff and the Board of Supervisors. Committee members will oversee the fund allocation process. Initial efforts by the Sheriff, Undersheriff and Assistant Sheriff will be to provide information regarding the Work in Lieu Program as it is presently operating and to educate the Board members on the importance of further expansion. Work program and jail facility tours should be a part of this effort.

Secondly, having influenced the allocation process, the department will need to evaluate its present Work in Lieu Program with a view toward four factors: space, personnel, resources and design. Technical assistance, as well as logistical support for the plan, will be obtained from the Board of Corrections, Santa Clara and Contra Costa counties. Additional technical support will be provided by the Bureau of Architecture, Contract Architects and the Planning Department. Early attempts must be made to acquaint the Mayor and the Board of Supervisors with the recurring costs attached to the program.

The cost/benefit analysis should be provided so that officials become aware of what is being requested and how much revenue they can anticipate. This preplanning phase should take from 1-2 years.

PLANNING SYSTEM

Goals:

To reduce overcrowding in the county jails.

To reduce taxpayer costs for incarceration.

To develop a Work in Lieu Program that provides prisoner activities that are beneficial to the community rather than non-productive incarceration.

Staffing Design:

Capital Projects Manager

Community Services Director

SWAP Project Coordinator (Sergeant)

Financial Services Manager

Functions:

The initial planning will consist of individual assignments given to each of the staff members. Coordinated reporting will be accomplished through monthly progress meetings. Areas of responsibility will be as follows:

Capital Projects Manager: Will monitor Prop 52 jail bond funds closely. He will ensure that time tables are followed and coordinated among: Bureau of Architecture, Department of Real Estate, Sheriff's Department, state agencies and the project contractors.

Community Service Director: Will begin developing a Work in Lieu Program expansion plan. He will examine the existing design with a vision for incorporating changes into the new program.

Strategies will be identified for program outreach to community groups and politicians.

Work Program Coordinator (Sergeant): Will assist in evaluation and assessment of current Work in Lieu Program. He will identify problems that need correction. A network will be established among other Work in Lieu Programs to facilitate idea exchange and reciprocity agreements.

Financial Services Manager (Captain): Will serve as a financial assistant and facilitator for additional resources. She will establish interdepartmental agreements for funds related to the Work in Lieu Program and recipient departments.

Time Frame:

Coordination meetings will be held monthly. Participants will be kept informed of progress and will exchange information accordingly. Preplanning will take approximately six months. Phase I will take approximately one year; Phase II will take from 13 months to two years. Review and critique will occur from two and one-half to ten years.

Phase I

Feasibility Study

The Capital Projects Manager will work closely with the contractor preparing the Jail Bond Feasibility Study. He will coordinate Custody and Community Services Division site visits and provide all information relative to jail overcrowding and prisoner population statistics. The Public Information Officer / Media Team will develop and produce public service messages and informational mailouts to community and political groups regarding the Work in Lieu Expansion Plan. The Sheriff and select administrative aides will lobby the Mayor and the Board of Supervisors regarding the program and its fiscal advantages.

Periodic Review: The issue will move slowly, with a minimum amount of changes and high predictability. Meetings will be monthly; the media team will provide biweekly reports to the Capital Projects Manager.

Phase II

Construction/Program Development

After the Feasibility Study has been completed, specifying program size, location and prisoner profile (additional recommendations will include either a separate one for jail expansion or facility renovation), the planning members will begin functioning more as a team. The Capital Project Manager will serve in an advisory mode, with the majority of planning as to staffing, location, resources, rules and program criteria to be determined by the Community Services Team.

Periodic Review: Change will occur rapidly, with little advance notice. To offset this and to minimize confusion, meetings should be weekly for all members, including the Media Team. Reports should be made to the Sheriff at his weekly management meetings.

Phase III

Review and Critique

Upon project completion, the group should meet quarterly to monitor and evaluate the program's effectiveness. The Media Team should be provided with monthly program reports so that ongoing information will be available concerning various accomplishments and need projections. The benefits of this process should be applied to the jail facility construction project as it enters into a separate planning phase.

Periodic Review: Change will be a slow, issue building process, similar to the initial planning phase.

IMPLEMENTATION

Issue Negotiation

In the planning implementation stage, the group of eight participants was reconvened, (four sworn, four nonsworn). The group began the process by evaluating the plan in terms of issue negotiability. Using the modified delphi technique, a series of ideas was generated regarding the points in the strategic plan that were either negotiable or non-negotiable. The following represent the key points as agreed upon after group discussions:

I. NEGOTIABLE ISSUES

A) Program Location: As soon as the size of the Work in Lieu Program has been determined, a suitable location must be agreed upon. This is an area where community input will be critical. The public represents a mixed stakeholder position toward the issue. Establishing any type of alternative program in a residential area will meet with some resistance. A concentrated public relations effort to inform the public about the program and its benefits must be made using the media and community groups. Having an influence in determining the location of the Work in Lieu Program will create a sense of ownership in the plan and a "buy into" the decision making process.

B) Selection Criteria: Although the program design will be the purview of the Sheriff's Department, two prominent stakeholders: law enforcement agencies and the judiciary, can be influenced to support the program through involvement. If the program includes offenders sentenced up to one year in the county jail, input should be solicited from local law enforcement agencies regarding their views and experiences. The courts must also be included in the planning stage, otherwise the program will not be properly used by judges imposing sentences.

C) Media Coverage: Media representatives are expected to have mixed attitudes toward Work in Lieu Programs. Providing information access through the Public Information Officer and Media Team will be a positive approach which should affect the program's image. An effort should be made from the initial planning stages to keep the media informed regarding the program design, location and format. The department should hold regular briefing sessions that provide newsworthy information and and opportunities for site inspection tours.

D) Deputy Sheriff Input: Deputy Sheriffs will generally react negatively to the Work in Lieu Program expansion plan. Some will feel that Prop 52 funds should be spent totally on new jail construction. Others will not support the Work in Lieu concept because they feel it represents a "soft" alternative to incarceration. Inviting officer input through surveys and informational- roll call announcements will be an important way of involving deputies in the planning process. Further efforts should be made to encourage personnel to provide input by installing suggestion boxes at key unit locations.

II. NON-NEGOTIABLE ISSUES

1) Program Size: The Work in Lieu Program will be designed for a minimum of 750 prisoners, representing a 67% increase in overall size. Pressure may be generated from community groups to limit the size of the program because of the potential number of non-incarcerated offenders this would represent. The role of Public Information Officer and the Media Team will be essential for disseminating positive reports emphasizing the number of public works and community projects that are performed. Reducing program size will undercut program expansion and undermine its acceptance.

2) Type of Program: In the course of program planning, there may be pressures to change the program design from the Work in Lieu model to expansion of the Work Furlough unit or to establishing a detox facility. The commitment to the strategic plan must be maintained, largely because it represents a unique concept combining revenue generating aspects with a retributive philosophy.

3) Program Staffing: Pressures may be generated from the civilian workforce to staff the Work in Lieu Program with prisoner service counselors by increasing their budgeted numbers. Effort should be made to resist this approach since program credibility is an important precondition to recognized acceptance by criminal justice units, namely, law enforcement agencies and the judiciary. The presence of sheriff's deputies operating the Work in Lieu Program will be needed to inspire public confidence and to encourage judges to use it as a sentencing option.

4) Training Commitment

A properly managed program should consist of a complete orientation and in service training program. Deputies will require specialized training in: policies, procedures, communications, recordkeeping and computer services. A second commitment should be made to provide cross training and rotational assignment for all deputies. Involving the entire department in assignment opportunities creates diversity and dispels the notion that only a favored few will be assigned to the program. Considerable resistance can be anticipated, particularly from personnel already assigned to the unit.

STAKEHOLDER NEGOTIATING POSITIONS

Three positions have been identified as primary stakeholders toward the issue of Work in Lieu Programs. They are:

- 1) Community Services Director - Positive.
- 2) Deputy Sheriff's Association Rep. - Negative.
- 3) Superior Court Judge - Negative.

NEGOTIABLE POINTS

I. Community Services Director:

PRO: The Community Services Director can be expected to support a public information effort designed to increase support from the public, media, judges and law enforcement.

Recognizing that program acceptance can be influenced through a credible and effective Work in Lieu Program, he will assist and support this effort. From a practical standpoint, the director will also support judicial input, both regarding program design and selection criteria. A cooperative approach will involve judges in program formulation, thereby creating a bond. The director will assist in efforts to gain support from other law enforcement agencies and to influence lobbying efforts aimed at expanding Work in Lieu Programs.

CON: The Community Services Director can be expected to disagree with the Advisory Committee approach to Prop 52 fund allocation. Faced with competing agendas favoring a new jail or detox facility, he will be concerned that the group may decide against Work in Lieu expansion. The director can also be expected to resist the rotational assignment policy as it affects his division. Confronted with pressures from deputies and civilians already assigned to the program, he will want to maintain a hand picked contingent of his choice. Additionally, he can be expected to resent too much involvement from outsiders, regardless of their importance to the plan

II. DSA Representative:

PRO: The Deputy Sheriff's Association Representative can be expected to support some aspects of the Work in Lieu Expansion Program. One such aspect will be the assignment opportunities accompanying the rotational policy. Currently, the staff complement detailed to this unit changes little from year to year.

This practice tends to isolate the unit and perpetuates the feeling that the average employee will not get an opportunity to work there. Changing this policy could affect the way the Work in Lieu Program is perceived by the deputies. Secondly, the representative can give the membership positive news about the program's expansion by pointing out that a new unit will mean openings for additional personnel. It will also focus the public's attention on the department in terms of innovation and futures oriented law enforcement practices.

CON: The DSA Representative will be responding to pressures from the majority position of deputies in the department. There will be vocal demands for new jail construction to relieve jail overcrowding, rather than funds for alternative programs. The representative will have to respond to this position by arguing that traditional priorities should be addressed. Additionally, there is general concern about jail overcrowding and the appointment of a federal master to oversee the jail system. This too, will militate against approving a proposal that diverts funding from new jail construction.

III. Superior Court Judge:

PRO: The Superior Court Judge will be reluctant to support a plan that expands the Work in Lieu Program. Conceptually, he may agree that the program makes sense both fiscally and as a response to jail overcrowding; major concern will be with its expansion. Aware of the overcrowding crisis, the judge will accept that the program is a necessary alternative. If he is kept aware of the positive results achieved by the Work in Lieu approach, he will recognize that it is not just another liberal program.

Faced with data concerning selection criteria, successful completion rates and the cost advantages, he should be favorable impressed. The judge will also support a program that has the endorsement of his peers and colleagues.

CON: The Superior Court Judge will be opposed to Work in Lieu Program expansion if he feels that previously ineligible offenders, found guilty of serious crimes, will no longer be incarcerated. The judge will know that persons charged with felony offenses and sentenced to the county jail, will now participate in the Work in Lieu Program, provided they qualify. The judge may also oppose expansion because he feels that new jails are needed; that is what the voters intended when they approved the jail bond measures so that is what should be provided. The judge can be expected to be influenced by public response to the program. If the district attorney's office and local law enforcement officials also support the program, he can be expected to ameliorate his position.

PRIORITIES

The three stakeholders will set the following priorities on negotiable and non-negotiable points, ranking matters of potential agreement as highest:

A) Community Service Director

Negotiable

- 1) Program Site Location
- 2) Public Relations Strategy
- 3) Level of Judicial Input

Non-Negotiable

- 1) Advisory Committee Input
- 2) Community Input
- 3) Rotational Assignments

B) Deputy Sheriff's Association Representative

Negotiable

- 1) Expanded Job Opportunities
- 2) P.R Opportunities
- 3) Unit Assignment Length

Non-Negotiable

- 1) Workforce Size
- 2) Expansion Level
- 3) Fund Allocation

C) Superior Court Judge

Negotiable

- 1) Incarceration Alternatives
- 2) Disqualification Criteria
- 3) Acceptance Criteria

Non-Negotiable

- 1) Sheriff's Commitment
- 2) Program Expansion
- 3) Fund Allocation

NEGOTIATION STRATEGY

Implementation of a strategic plan aimed at designing a Work in Lieu Program housing 750 prisoners will require an understanding of conflict resolution principles. Although the program already exists, it is the considered expansion of the unit and what this will mean in terms of a lower incarceration level that creates potential controversy. A critical consideration will involve balancing the jail overcrowding problem against community safety concerns. Part of the negotiating strategy will entail building a WIN / WIN relationship wherein the various stakeholder needs are recognized and an atmosphere of mutual give and take is established. Essential to the success of the negotiations will be an understanding of the plan. Change will be difficult to accept, but a recognition concerning the potential benefits to the stakeholders will facilitate the plan's acceptance.

A) Community Service Director:

The negotiating strategy that will be used for the Community Service Director will be cooperative/collaborative. The position of the stakeholder will be one of overall program support. The Work in Lieu Program represents a futures issue that is both an alternative to incarceration and a fiscally responsible program. The director will want to see this alternative remain on the cutting edge of change so his commitment will be fixed. He will also have a personal/professional investment which he will want to protect.

An appropriate strategy would be to prepare a survey of other California Work in Lieu Programs so as to develop a successful model on which to pattern all or parts of the San Francisco program. A successful model is an excellent way of garnering support and credibility, particularly from other stakeholders such as the DSA, judges, and other law enforcement agencies. The tactic to be used should be participation in the strategic plan's development. The DSA would be able to "sell" the program to the membership if an opportunity existed for mutual input at various stages.

DSA Representative:

The negotiation strategy that will be used in discussions with the DSA will be cooperation with a degree of compromise on some points. It can be expected that the DSA position will revolve around the strategy of "association": the position represented is that expressed by the important members."

Therefore, it will be important to emphasize that the ultimate beneficiaries of the plan will be the entire department, not just one group. A tactic that can be used to affect the DSA position would be to point out that often the most vocal members influence association policy, while not representing the majority opinions. Separating these persons through disassociation with the majority is another effective technique. Ultimately, the negotiations will rest on a certain amount of compromise, such as employee input in the program design, length of unit assignment and some regulation on media and community access.

C) Superior Court Judge:

The negotiation strategy for the Superior Court Judge will be competition, high aggressiveness and a primary concern with his own agenda. Bearing in mind that judges operate from virtually autonomous positions of authority, this is understandable. However, it can be expected to spark some conflict with the Community Service Director. It will be important to the future of the negotiations to establish a more cooperative tone between the stakeholders early in the process. The judge may employ opening gambits such as: fait accompli, feinting and reversal as ways of protecting his position as objective legal system representative. A backup strategy would be one favoring compromise, input on selection criteria and ongoing progress reports. In order to reach a cooperative climate, the tactic used would be a willingness to provide information regarding the program. Lists of program participants and their criminal charges can be provided; the selection protocol should emphasize Sheriff's Department responsibility for participant selection to protect the sentencing judge in the event a participant absconds or commits another crime.

SUMMARY

Although somewhat polarized initially, each of the stakeholder positions can be accommodated through need recognition and cooperative interaction. The successful resolution of this endeavor will depend on the understanding of the negotiation process within the framework of the strategic plan.

It will also entail selecting the correct conflict resolution style to meet the situation. The most critical aspect of implementation will be negotiating acceptance of the plan.

TRANSITION MANAGEMENT

Critical Mass

It is anticipated that expansion of the Work in Lieu Program will address the jail overcrowding problem facing the S.F Sheriff's Department into the year 2002. Prior to strategic plan formulation, the key participants in the change process must be identified and strategies for change developed. In this project, a Work in Lieu Program accommodating 750 prisoners will be designed. This approach will accomplish two changes: a remedy for jail overcrowding and community services benefiting the public. The critical mass in the creation of the Work in Lieu Program consists of the following:

- 1) The Sheriff's Administration
 - a) Sheriff
 - b) Undersheriff

- 2) Community Services Division
 - a) Community Services Director
 - b) Work Program Coordinator (Sergeant)

- 3) Capital Projects Manager
- 4) Deputy Sheriff's Association
- 5) The Media
- 6) Superior Court Judge

Using the "Organization's Readiness for Change Chart," (Appendix 12A-D), the position of key leaders in the department toward the change effort has been evaluated. The Commitment Planning Chart has been used to assess the commitment level of other actors occupying strategic, but not formally designated leadership positions. The following represents the critical mass of the participants:

1) Sheriff's Administration: The Sheriff is totally committed to the Work in Lieu Program and strongly advocates expansion. With a federal master monitoring jail overcrowding and threatening to impose sanctions against the city, the Sheriff recognizes the urgency of the situation. Politically, a consent decree casts his administration in an unfavorable light, particularly if sanctions are imposed. It focuses public attention on the organization and has a deleterious effect on employee morale. The Sheriff will need to keep the pressure on his staff so that planning efforts do not get bogged down. He will need to impress department personnel on both sides of the issue that overcrowding is a serious problem and that program expansion is an effective means of addressing it.

The Undersheriff will be supportive, particularly in view of the Sheriff's commitment and his own recognition of the problem's seriousness. The Undersheriff will direct the management team staff (Chief Deputies and Captains) to support the strategic plan and to disseminate positive information through the ranks of the department.

As the operations administrator, the Undersheriff knows that lower rank support is a key ingredient for planning success. Support can only be engendered through education and open communication.

2) Community Services Division : The Community Services Director will be committed to program expansion, occupying a position between "helping" and "making change happen". He will recognize the importance of involving the various stakeholders such as: the community, DSA, judiciary and other key players in the effort. He will need to guide and direct the program, formulating policies, goals, objectives and selection criteria. Maintaining this commitment level will be an essential part of establishing program credibility.

The Work Program Coordinator (Sergeant) will occupy and remain in the "help change happen" mode; his assistance to the strategic plan's successful implementation will be required throughout its development. As the first line program supervisor, he will receive considerable pressure from deputies currently assigned to the unit who will protest the rotational policy. He will need to balance these concerns against a policy that will improve department morale at the same time that it could negatively impact on unit efficiency. To maintain his commitment level, the Sergeant will need to distance himself from the personalities involved, working closely with unit personnel to maintain professional work attitudes during the transition.

3) Capital Projects Manager: The Capital projects Manager will be in the "help change happen" mode.

He will be an integral part of the strategic plan's development, particularly as it pertains to political and community support. Operating from a liaison position with the Board of Corrections, the Capital Projects Manager will coordinate and direct input with the Capital Advisory Committee and among the various city departments. In order to meet deadlines and time tables, the Project Manager will need to move closer to the "make change happen" level of commitment. His position regarding administration and logistics will be critical for overall strategic plan coordination and control.

4) DSA Representative: The DSA Representative will be in the "block change" mode concerning Work in Lieu expansion. His mission will be to represent the position of the majority association members who will be resentful concerning funding priorities. Ever since the program's beginning, deputies have considered it a choice assignment. Little has been known about the workload or the less attractive program aspects. Hence, there are feelings of resentment toward the concept and its implementation. Realistically, the critical mass represented by the DSA should be moved to the facilitative "help change" mode, but, the most probable shift will be to the "let change happen" state. Movement in this direction will require a good faith effort to establish trust. Presenting a plan that provides rotational assignment opportunities for deputies will be a positive way of providing the representative with something tangible to offer the membership in return for support. Additionally, the opportunity for DSA input regarding program design, selection criteria and employee working conditions should be part of an ongoing arrangement.

5) Media Representative: The Media Representative will occupy the area between "blocking" and "letting change happen". His position will reflect an element of skepticism about the program's expansion, coupled with concern for community safety. The media will sense the degree of community resistance, particularly toward a new site location. Ideally, shifting the media representative's position into the "helping change" mode would facilitate community and political support. Using the public information and media team members for outreach, the department can influence the program's acceptance level. Information packets, public service messages, interviews and site tours will help promote a more general acceptance of the Work Program.

6) Superior Court Judge: The Superior Court Judge will probably occupy the "block change" commitment level for Work in Lieu expansion. His largely negative position will be based on concern about the number and type of offender that will be participating in the program, offenders that might otherwise be incarcerated. By working closely with the judiciary, the Sheriff's Department can allay many of these concerns. Involving sentencing judges in the planning process through recommendations regarding program management, can affect the commitment level. It will be particularly important to keep the Superior Court Judge informed on all aspects of the strategic plan, soliciting input and requesting feedback. There should also be monthly meetings with the judges to apprise them of progress made and to report any anticipated problems. Involvement in this process should create a "buy in", so that judicial intervention can be used to facilitate project completion and shift the commitment level to one of helping the change occur.

COMMITMENT PLANNING ANALYSIS

The commitment level of the Sheriff, Undersheriff and Community Services Director are clearly defined. Support will be provided by the Work Program Coordinator and the Capital Projects Manager. The DSA and the Media Representatives will require cultivation to shift them from their negative positions to more facilitative modes. It can be predicted that once the plan is implemented, their support will increase. Lastly, the judges are skeptical about the lasting success potential of the Work in Lieu Program; efforts must be made to win their support and encourage their intervention..

The Sheriff will set the pace for the project, but other players will carry the plan to fruition. Support from the DSA, Judges and the Media will be important to success, but it will be the Capital Projects Manager who will be the "make things happen" force behind the plan. He is in the unique position of being able to influence individuals and groups regarding the outcome. If the plan is to gain outside acceptance and support, strategies must be developed using information and communication to convey program goals and overcome resistance.

MANAGEMENT STRUCTURE

A successful Program Plan will require a management structure designed to facilitate the change effort. With this in mind, the department should undertake the project by developing a structure that will manage the change without disrupting the organization's overall operation.

COMMITTEE

A committee will be organized consisting of the Community Service Division Representatives and key members of the Sheriff's Department, including its hierarchy. Membership will consist of the following:

- 1) Community Service Director
- 2) Work Program Coordinator (Sgt.)
- 3) Court Services Commander (Lt.)
- 4) Management: Sheriff, Undersheriff
- 5) Line Management: Chiefs, Captains

PROJECT MANAGER

Committee direction will be the responsibility of the Capital Projects Manager. Since he is directly involved in coordinating all capital undertakings as well as directing the Prop 52 fund allocation, he will be uniquely suited to guide the group toward the final design. The Capital Projects Manager will have participated in the Advisory Committee meetings regarding the Capital Expansion Needs Assessment and Feasibility Study. Thus, he will bring many of the political and community concerns to the Sheriff's Committee for planning consideration. His commitment will be full time, with the Sheriff as his source of authority. The Financial Services Manager will assume the Transition Manager's collateral projects for the duration of the assignment.

MISSION

A core mission statement will be presented by the Sheriff to the group. He will describe the existing state of the jail system and the alternative programs; he will clarify reasons for the change effort as they affect the Sheriff's Department and the City and County of San Francisco. The Sheriff will officially designate the Capital Projects Lieutenant as Transition Manager for the change; he will recognize the committee members, recommending strategies and individuals appropriate for directing transition toward the future state.

The Capital (Transition) Manager will direct the committee effort. Although the effort will be accomplished through team interaction, each member will have specific task responsibility. A major focus will be on selling the plan to stakeholders such as : the DSA, Media, Judges, Community and Political Leaders. The Transition Manager will assist the committee in identifying key contact stakeholders who will be instrumental in influencing others. Much of the change effort will involve educational efforts aimed at providing information regarding the program's benefits and disspelling some of the myths. As to task, committee members will be responsible for the following areas:

- 1) Community Service Director: Program rules, procedures and criteria.
Contact key community and business groups.

- 2) Work Program Coordinator: Develops procedures, timeline, inter agency coordination. Develops survey; contacts tour groups and law enforcement agencies
- 3) Court Services Commander: Responsible for liaison between committee and Superior/Municipal Court Judges.
- 4) Sheriff / Undersheriff: Provides leadership and maintains commitment. Public Service messages, media interviews and political leaders
- 5) Line Management: Coordinates with DSA Representatives.

TECHNOLOGIES

The design of the first team meeting will be determined by the Project Manager acting as facilitator. An essential process element will be an overall understanding of the strategic plan and identification of the tasks necessary for implementation.

The first step will entail presentation of the core mission statement by the Sheriff. This will be essential for setting the tone and defining the level of management commitment to the project. Goals will need to be formulated, setting forth the tasks to be performed by each member. Accordingly, the goals will serve as a basis for future group activities and will focus on the following key areas:

Managing the Work in Lieu Project expansion plan to house 750 prisoners.

Gaining acceptance for a program that provides offenders participating in public works projects benefiting the community.

Developing strategies and implementation techniques aimed at gaining the commitment of the critical mass and developing readiness for change within the organization.

PLANNING DESIGN

Goal formulation will provide the basis for determining the individual tasks that must be accomplished and the scope of the work to be performed.

A time line for accomplishing these tasks should also be developed.

A significant portion of the first meeting will be spent participating in team building exercises and providing the participants with an overview of the Work Program Plan. In particular, the politics of change and the readiness capability of the organization to manage the transition will be examined. Prior to the meeting, the Community Services Director will provide information handouts, including the program goals, objectives, policies, procedures and operating protocol for member review. Copies of relevant state and local ordinances will be provided along with copies of any court or interagency agreements. The group will also be advised concerning the critical stakeholder positions and the desired commitment levels.

METHODOLOGY

As soon as the group has indicated that the goals are clear, decisions and actions necessary for their attainment can be identified through a brainstorming process. After reducing the tasks to a manageable number, each person will prepare a Responsibility Chart, listing the various transition management activities. The facilitator (Project Manager) will then reduce these to one chart and a consensus as to role assignment will be developed. Certain activities will be the responsibility of the Community Services Team, others will be handled by different team players. Identification of the resources needed for task accomplishment must also be undertaken. A certain element of this process, besides the contract of who does what, will be the involvement of people in the task responsibility and implementation effort.

A powerful, but frequently under utilized resource in transition management is the organization confrontation meeting, designed to allow the department to confront its own data. A one day meeting should be set up with approxiamtely 40 to 60 people, a diagonal slice of the department. This group will include representatives from all ranks, civilian through chief deputy. The confrontation meeting will consist of organizational goal setting and action planning; team building will be a key ingredient. During the course of the meeting, people will break into heterogeneous groups. Problem identification will be done through brainstorming, with a spokesperson selected to report findings and a facilitator handling the gate keeping function. Individual group findings will be synthesized as part of the overall group report. These larger organizational issues will then be incorporated with those identified by the transition team as part of the management effort.

A series of followup meetings will be scheduled to monitor development of the plan as well as progress toward overall implementation. Once the plan has been developed, the Sheriff and Undersheriff will assume more visible roles. These followup meetings should be held every 6-8 weeks so that functionally equivalent parties can report on progress and maintain accountability requirements. Design modifications should be introduced as considered necessary for proper implementation.

ORGANIZATIONAL CULTURE

The essence of an organization's culture is the values, beliefs and assumptions particular to it. In the case of the San Francisco Sheriff's Department, this signifies continued efforts to mesh the requirements of its law enforcement role with those of the community by ensuring that the department remains responsive to its client groups. Developing a strategic plan for the Work in Lieu Program expansion represents a collaborative effort to work towards attaining a future state. In the past, change efforts were carried out as reactions to environmental demands and external forces. Involving people within the organization in the change effort was done only when absolutely necessary and only to the extent required. Predictably, change was difficult and fraught with resistance from various department levels.

One of the elements necessary for successful change involves participation. Through management training sessions and team building workshops initiated over the past few years, department personnel are beginning to learn the meaning of collaborative planning and problem solving. There is less competition over resources, with more emphasis on department over division benefits. Organizational norms are undergoing transition as well; top management is restructuring the recognition and reward systems so that teamwork is replacing partisanship. Management strategies will be important to a successful change effort, but more importantly, values that are recognized and supported by top management will be more readily accepted by the rest of the organization.

CONCLUSION

In this study, we have looked at future trends concerning the Work in Lieu Program and forecast its continued survival into the year 2002. Further, we have projected that the program will expand throughout California for two primary reasons: jail overcrowding and fiscal necessity.

While surveying various California sheriff's departments, it became apparent that two trends would characterize the the correctional law enforcement environment in the next 15 years. These trends were jail overcrowding and jail alternatives. Regardless of the philosophy, public attitudes or overall community support for the alternative concept, it was generally felt that these programs represent the direction of the future. Generally, law enforcement representatives indicated that the Work in Lieu of Jail model would be the easiest to promote, largely because it represents productive endeavor coupled with fiscal advantages. The responses of the interviewees closely mirrored those of Leslie Johnson, who, writing for the Ethics, Public Policy and Criminal Justice Report, stated:

The popular feeling seems to be that most offenders should be incarcerated, but if incarceration is impossible because of overcrowding in the jail system, then any alternative that provides additional supervision to that supplied by probation supervisors is welcomed. (8)

Although some law enforcement professionals might object to use of the term "any", the consensus seems to be that the Work in Lieu Program represents a viable incarceration alternative.

For the Work in Lieu Program to reach its full potential, law enforcement agencies will need to determine how their programs are defined, or, specifically, whether the programs are actually in lieu of incarceration or some other alternative approach. One fact that became apparent through contacting other sheriff's departments was that few departments actually divert offenders prior to incarceration. One of the frequently used approaches is to screen prisoners 30 days or so prior to release and place those that qualify on the Work Program. Clearly, jail overcrowding is only alleviated for the period of time that prisoners are diverted to the program, with the result that the agency has what would more appropriately be termed an early release program. In contrast to this approach, San Francisco uses its SWAP program (Sheriff's Work Alternative) to divert offenders from jail, so that there is no incarceration period prior to acceptance. If the program limit is reached, the applicant is given a future surrender date through the sentencing court.

Another interesting observation was that law enforcement agencies, although generally supportive, tended to be cautious in implementing their programs. This was in contrast to probation departments and civilian agencies who tended to be less conservative about the type and number of offenders they accepted. Programs were not limited to drunk drivers or petty misdemeanants with 30 days or less time to serve. Given the traditional posture of law enforcement toward alternative programs, this attitude is understandable.

It also takes time for these same traditional attitudes, particularly regarding crime and public safety, to accept trends that de-emphasize incarceration, regardless of the underlying rationale. The important point to remember is that Work in Lieu Programs are punitive sanctions rather than rehabilitative models; the essential goal is a cost saving program that provides a work product for the community.

Leslie Johnson refers to the Work in Lieu concept as:

...an opportunity to interact with other members of society within a supervised environment. (9)

Viewed in this light, the supervised interaction, " should be far superior to the interaction that would occur if the offender were incarcerated and then released into society." (10)

A frequent criticism of the Work in Lieu approach concerns how judges use the program. A common observation is that persons are sentenced to the program who might otherwise be sentenced to probation, what Kres Van Keulan refers to as "widening the net of social control." In some cases where the sheriff's department screens and selects the participants, judges may inappropriately sentence offenders to the program, knowing that the sheriff will handle the actual selection process. In either case, these situations occur for two reasons: first, judges do not fully accept the alternative concept or second, judges feel removed from the process.

Leslie Johnson has looked at the restrictions judges are faced with when exercising the criminal sentencing function. She notes that:

Perhaps the most powerful modifier is necessity, for a judge often discovers that he or she is unable to implement a philosophy of sentencing due to problems beyond judicial control within the criminal justice system. (11).

A large part of the frustration judges experience in sentencing offenders is caused by the narrow range of options available. An important part of educating judges to the positive aspects of Work in Lieu Programs can be accomplished through information sharing and program participation. Judges, like law enforcement representatives, must be brought into the planning and implementation phases of the program if there is to be any sense of future ownership. Judges should be part of the program criteria planning effort so that they can become familiar with the standards and agree to use the program for its intended purpose, rather than to enhance the sanctions of probation and restitution. Judicial philosophy is being shaped by a convergence of necessity and dissatisfaction that has resulted in an analysis of the failures of conventional incarceration methods and a quest for improved sentencing scenarios.

Authors James Austin and Barry Krisberg have addressed the issue as it pertains to society at large. They see the need for:

...a new political consensus to emerge outside the criminal justice system in which the values of punishment and public safety are rationally balanced with fiscal constraints and competing claims for public revenue. (12).

This consensus will need to be developed through public awareness, accomplished by law enforcement managers looking toward the future.

APPENDIX

END NOTES

- 1) National Council on Crime and Delinquency, A New Correctional Policy for California: Developing Alternatives to Prison, (May 1980), p.11.
- 2) Mark w. Cannon, Our Irrational Corrections System, Judge's Journal, (V. 23, N 3, Summer 1984), p.10.
- 3) Elaine S. Knapp, America's Prisons: No Vacancy, State Government News, (V. 24, N 7, July 1981), P.4.
- 4) Daniel W. Van Ness, The Crisis of Crowded Prisons, Eternity, (April 1985), p.34.
- 5) National Council on Crime and Delinquency, Developing Alternatives to Prison, p. 46.
- 6) Ibid, p. 48
- 7) Leslie G. Johnson, Frustration - The Mold of Judicial Philosophy, Ethics, Public Policy and Criminal Justice (1982), p. 184.
- 8) Ibid, p. 190.
- 9) Ibid, p. 191.
- 10) Ibid, p. 192.
- 11) Kay Harris, Reducing Prison Crowding and Non Prison Penalties, The Annals of the American Academy of Political and Social Science, (March 1985), p. 478.
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Van Ness, Daniel W. The Crisis of Crowded Prisons. Eternity. April 1985.

INTERVIEWS

Captain Bennett, Sacramento Sheriff's Department, January 21, 1987.

Terry Cox, Napa Volunteer Center, January 14, 1987.

Lieutenant Dave Gonzalez, Santa Clara Sheriff's Department, January 12, 1987.

Lieutenant Bill Howard, Alameda Sheriff's Department, January 13, 1987.

Sergeant Keeton, Kern County Sheriff's Department, January 22, 1987.

Sergeant Lee, Imperial County Sheriff's Department, January 22, 1987.

Sergeant Long, Stanislaus County Sheriff's Department, January 20, 1987.

Sergeant George Palmer, San Francisco Sheriff's Department, January 9, 1987.

Sergeant Ian Thomas, Contra Costa Sheriff's Department, January 21, 1987.

Kres Van Keulan, Marin County CLASP, January 21, 1987

Lieutenant Lynn Ziegler, Sacramento Sheriff's Department, January 12, 1987.

Work in Lieu of Jail Program

What is the approximate population of your county? _____

What is the total number of personnel in your department? _____;
sworn _____; non sworn _____.

What is your average adult daily prisoner population? _____

What is your rated jail capacity? _____

Does your department have a Work in Lieu of Jail Program? Yes _____ No _____

If no, explain briefly why _____

Do you anticipate establishing a Work in Lieu of Jail Program in the future?

Yes _____ No _____

What factors, if any, would result in such a program:

_____ jail overcrowding; _____ scarce funds;
_____ court order; _____ community support;
_____ other (explain); _____ no chance of establishing a program (explain)

Does your county use any Jail Alternative Programs? Yes _____ No _____

If yes, what kind:

_____ work furlough; _____ county parole;
_____ early release; _____ home arrest;
_____ others (explain)

Work in Lieu of Jail Program

List 5 future trends you foresee in the next 10 years that will affect Work in Lieu of Jail programs in California?

Work in Lieu of Jail Program

What is the approximate population of your county? _____

What is the total number of personnel in your Department? _____;

Sworn _____; Non-Sworn _____.

Do you have a Work in Lieu of Jail Program? Yes ____ No ____

What are the criteria for acceptance in the program? _____

What are the criteria for removal from the program? _____

What is the successful completion rate? _____

What is your average daily prisoner population? _____

How many participants per day are in the Work in Lieu of Jail
program? _____

Are workers supervised by Sheriff's deputies? Yes ____ No ____

If yes, is supervision

_____ continuous, _____ work site checks, _____ done by other
agencies.

Work in Lieu of Jail Program

Why does your department use the Work in Lieu of Jail Program?

_____ jail overcrowding; _____ financial reasons;
_____ both overcrowding and cost; _____ other
(explain)

What other jail alternative programs does your county use?

Work furlough _____; county parole _____; home arrest _____;
others (explain) _____

What are 5 future trends you foresee in the next 10 years that will
affect Work in Lieu of Jail programs in California?

GROUP REPRESENTATIVES

Nominal Group Members:

- 1). Judge Perker Meeks, Municipal Court
- 2) Arlene Sauser, Adult Probation Department
- 3) Mike Marcum, Community Services Division
- 4) Anonymous
- 5) Eileen Le Blond, Downtown Merchants Association
- 6) Sergeant George Palmer, SWAP Unit

S.F Sheriff's Department Members:

- 1) Captain Vicki Hennessy, Jail Commander
- 2) Deputy Marcie Valenzuela, Civil Division
- 3) Captain Carl Koehler, Jail Commander
- 4) Lieutenant Mike La Vigne, Capital Projects Manager
- 5) Jim Harrington, Civil and Criminal Attorney
- 6) Betty Bortin, Prisoner Legal Counsel
- 7) Guy Crouch, Prisoner Services Ombudsman
- 8) Kevin Foster, County Parole Director

TRENDS

- 1) House Arrest
- 2) Less Money For Supervision
- 3) Punishment
- 4) Cost Savings
- 5) Labor Unions
- 6) Jail Bond Monies
- 7) Program Expansion
- 8) Civilianization
- 9) Community Attitudes
- 10) Program Admission Standards
- 11) Increasing Crime
- 12) Less Government Resources
- 13) Under-utilized Program Opportunities
- 14) Program Design
- 15) Untapped Community Support
- 16) Jail Overcrowding
- 17) No New Funding Sources
- 18) Bureaucratic Perpetuation
- 19) State Funding
- 20) Statewide Alternative Organization
- 21) Political Support
- 22) Increased Program Utilization
- 23) Community Safety Concerns
- 24) County Reciprocity
- 25) Judicial Attitudes
- 26) Probation
- 27) Individual Responsibility
- 28) Law Enforcement Acceptance
- 29) Personnel Savings
- 30) Program Design Consistency

EVENTS

- 1) Labor Union Activism
- 2) Decriminalization of Offenses
- 3) Loss of Jail Bond Monies
- 4) Mandated Civilianization Plan
- 5) Major California Jail Riots
- 6) Increased Government Funding
- 7) Mandatory Jail Term Legislation
- 8) War in Central America
- 9) AIDS Epidemic
- 10) New Jail Bond Measures
- 11) Baby Boom
- 12) Legislation Requiring Work Programs
- 13) Public Outcry Against Jail Expenditures
- 14) Reduced Public Safety Workforce

CROSS IMPACT EVALUATION FORM

EVENTS	NOMINAL PROBABILITY	EVENTS					TRENDS				
		#1	#2	#3	#4	#5	#1	#2	#3	#4	#5
#1	75%	+7	-1	+5	+1	+5	-2	+7	+6	+8	
#2	65%	0	-5	+6	-8	+3	-8	+5	-2	+7	
#3	82%	+2	+5	+4	+8	+6	+7	+5	-1	+8	
#4	30%	+3	+6	+2	+5	-2	0	+1	+3	-1	
#5	72%	0	+5	-5	+2	+3	+5	+7	-5	+6	

EVENTS

TRENDS

- | | |
|--|---|
| 1) Union Activism | 1) Community Acceptance of Work Project |
| 2) Decriminalization of Certain Offenses | 2) Jail Overcrowding |
| 3) Loss of Jail Funding | 3) Law Enforcement Acceptance |
| 4) Mandated Civilianization Plan | 4) Diminishing Resources |
| 5) Major County Jail Riots | 5) Judicial Acceptance |

FUTURE ADAPTABILITY ANALYSIS
San Francisco Sheriff's Department

Instructions:

Evaluate each item for the San Francisco Sheriff's Department as to what type of activity it encourages:

- I Custodial-Rejects Change
- II Production-Adapts to Minor Change
- III Marketing-Seeks Familiar Change
- IV Strategic-Seeks Related Change
- V Flexible-Seeks Novel Change

Category

<u>TOP MANAGERS</u>	I	II	III	IV	V
Mentality/Personality	_____	_____	_____	X	_____
Skills/Talents	_____	_____	X	_____	_____
Knowledge/Education	_____	_____	X	_____	_____
<u>ORGANIZATIONAL CLIMATE</u>					
Culture/Norms	_____	_____	X	_____	_____
Rewards/Incentives	_____	X	_____	_____	_____
Power Structure	_____	X	_____	_____	_____
<u>ORGANIZATIONAL COMPETENCE</u>					
Structure	_____	_____	X	_____	_____
Resources	_____	_____	X	_____	_____
Middle Management	_____	_____	_____	X	_____
Line Personnel	X	_____	_____	_____	_____

I, II- Little Ability to Change
 III - Reactive Change
 IV, V- Proactive Change

PRESENT CAPABILITY ANALYSIS
San Francisco Sheriff's Department

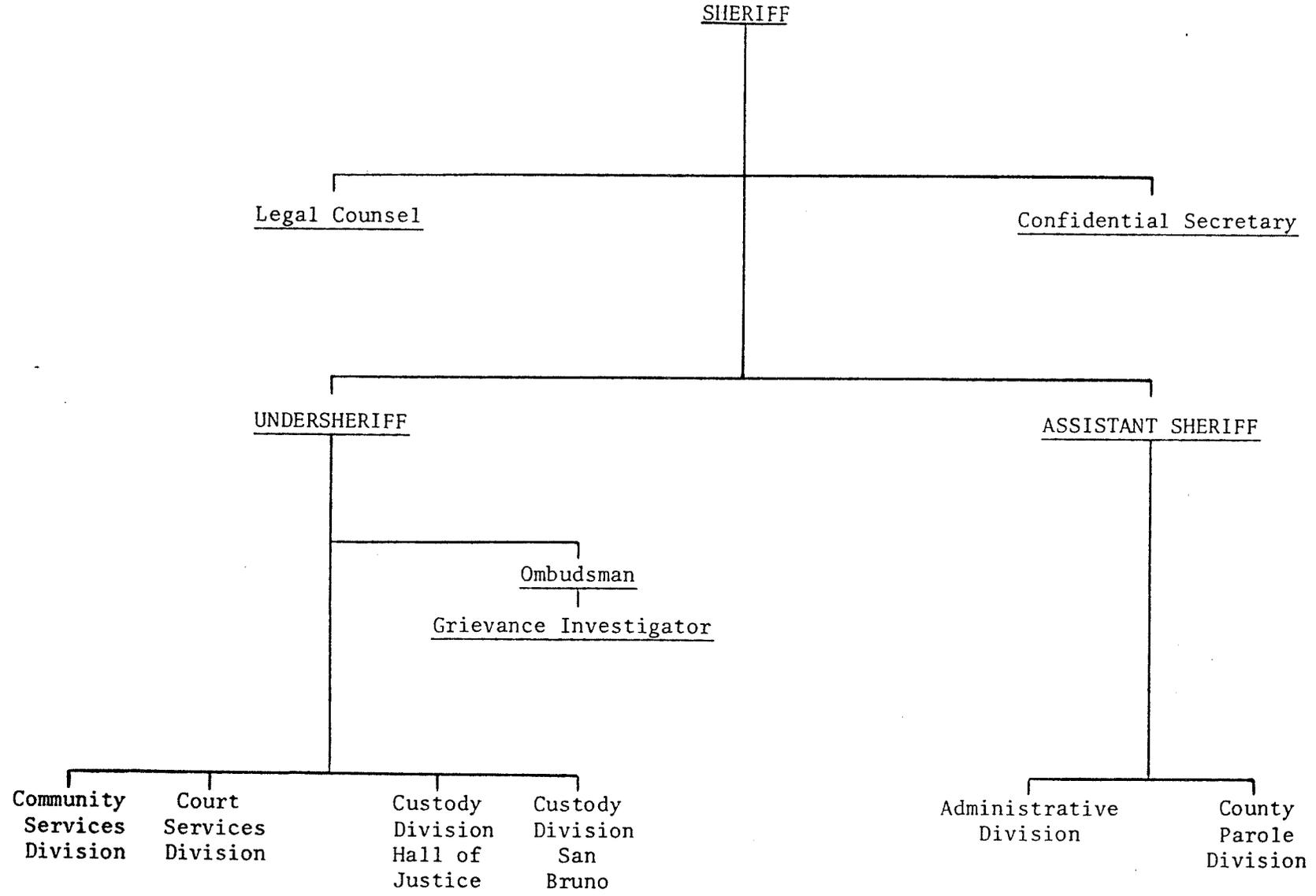
Instructions:

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior-Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower		X			
technology			X		
equipment		X			
facilities				X	
money			X		
supplies			X		
management skills		X			
deputy skills			X		
supervisory skills				X	
training		X			
attitudes			X		
image		X			
Board Supe support		X			
Mayors Support		X			
growth potential		X			
specialities			X		
mgnt. flexibility			X		
sworn/non-sworn			X		
pay scale			X		
benefits				X	
turnover			X		
community support			X		
complaints received			X		
enforcement index			X		
sick leave			X		
morale					X

PRIMARY APPOINTEES AND DIVISIONS



**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)
READINESS TO CHANGE**

Title Sheriff

	very little degree	little degree	some degree	great degree	very great degree	do not know
--	--------------------------	------------------	----------------	-----------------	-------------------------	-------------------

AWARENESS DIMENSION

current environment	---	---	x	---	---	---
interrelationships	---	---	---	x	---	---
situational characteristics	---	---	---	x	---	---
complexity	---	---	---	x	---	---

MOTIVATIONAL DIMENSIONS

detailed vision	---	---	---	---	x	---
risk taking	---	---	---	x	---	---
planning ability	---	---	---	x	---	---
plan initiator	---	---	---	x	---	---
visionary ability	---	---	---	x	---	---
self evaluating	---	---	---	---	x	---
change agent	---	---	---	---	x	---
innovative	---	---	---	---	x	---
responsible	---	---	---	---	x	---

SKILL/RESOURCE DIMENSIONS

conceptual skills	---	---	---	---	x	---
assessment skills	---	---	---	x	---	---
interpersonal skills	---	---	---	---	x	---
personal relationships	---	---	---	---	x	---
access to resource	---	---	---	---	x	---

**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)
READINESS TO CHANGE**

Title Undersheriff

	very little degree	little degree	some degree	great degree	very great degree	do not know
AWARENESS DIMENSION						
current environment	_____	_____	_____	_____	_X_	_____
interrelationships	_____	_____	_____	_X_	_____	_____
situational characteristics	_____	_____	_____	_____	_X_	_____
complexity	_____	_____	_____	_X_	_____	_____
MOTIVATIONAL DIMENSIONS						
detailed vision	_____	_____	_____	_X_	_____	_____
risk taking	_____	_____	_X_	_____	_____	_____
planning ability	_____	_____	_____	_X_	_____	_____
plan initiator	_____	_____	_____	_X_	_____	_____
visionary ability	_____	_____	_____	_____	_X_	_____
self evaluating	_____	_____	_X_	_____	_____	_____
change agent	_____	_____	_____	_X_	_____	_____
innovative	_____	_____	_____	_X_	_____	_____
responsible	_____	_____	_X_	_____	_____	_____
SKILL/RESOURCE DIMENSIONS						
conceptual skills	_____	_____	_____	_X_	_____	_____
assessment skills	_____	_____	_____	_X_	_____	_____
interpersonal skills	_____	_____	_X_	_____	_____	_____
personal relationships	_____	_____	_____	_X_	_____	_____
access to resource	_____	_____	_____	_X_	_____	_____

**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)
READINESS TO CHANGE**

Title Community Service Dir.

	very little degree	little degree	some degree	great degree	very great degree	do not know
AWARENESS DIMENSION						
current environment	_____	_____	_____	<u> X </u>	_____	_____
interrelationships	_____	_____	_____	<u> X </u>	_____	_____
situational characteristics	_____	_____	_____	_____	<u> X </u>	_____
complexity	_____	_____	_____	_____	<u> X </u>	_____
MOTIVATIONAL DIMENSIONS						
detailed vision	_____	_____	_____	<u> X </u>	_____	_____
risk taking	_____	_____	<u> X </u>	_____	_____	_____
planning ability	_____	_____	_____	<u> X </u>	_____	_____
plan initiator	_____	_____	_____	<u> X </u>	_____	_____
visionary ability	_____	_____	_____	_____	<u> X </u>	_____
self evaluating	_____	_____	_____	_____	<u> X </u>	_____
change agent	_____	_____	_____	_____	<u> X </u>	_____
innovative	_____	_____	_____	<u> X </u>	_____	_____
responsible	_____	_____	_____	<u> X </u>	_____	_____
SKILL/RESOURCE DIMENSIONS						
conceptual skills	_____	_____	_____	_____	<u> X </u>	_____
assessment skills	_____	_____	_____	<u> X </u>	_____	_____
interpersonal skills	_____	_____	_____	<u> X </u>	_____	_____
personal relationships	_____	_____	<u> X </u>	_____	_____	_____
access to resource	_____	_____	_____	<u> X </u>	_____	_____

**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)
READINESS TO CHANGE**

Title Work Project Coordinator

	very little degree	little degree	some degree	great degree	very great degree	do not know
AWARENESS DIMENSION						
current environment	---	---	---	<u> x </u>	---	---
interrelationships	---	---	---	<u> x </u>	---	---
situational characteristics	---	---	---	---	<u> x </u>	---
complexity	---	---	---	---	<u> x </u>	---
MOTIVATIONAL DIMENSIONS						
detailed vision	---	---	---	<u> x </u>	---	---
risk taking	---	---	<u> x </u>	---	---	---
planning ability	---	---	---	<u> x </u>	---	---
plan initiator	---	---	---	---	<u> x </u>	---
visionary ability	---	---	---	<u> x </u>	---	---
self evaluating	---	---	---	<u> x </u>	---	---
change agent	---	---	<u> x </u>	---	---	---
innovative	---	---	---	---	<u> x </u>	---
responsible	---	---	---	<u> x </u>	---	---
SKILL/RESOURCE DIMENSIONS						
conceptual skills	---	---	---	<u> x </u>	---	---
assessment skills	---	---	---	<u> x </u>	---	---
interpersonal skills	---	---	---	---	<u> x </u>	---
personal relationships	---	---	---	<u> x </u>	---	---
access to resource	---	---	<u> x </u>	---	---	---

**ASSESSING YOUR ORGANIZATIONS (KEY LEADERS)
READINESS TO CHANGE**

Title Capital Projects Manager

	very little degree	little degree	some degree	great degree	very great degree	do not know
AWARENESS DIMENSION						
current environment	---	---	---	---	X	---
interrelationships	---	---	---	---	X	---
situational characteristics	---	---	---	---	X	---
complexity	---	---	---	X	---	---

MOTIVATIONAL DIMENSIONS						
detailed vision	---	---	---	X	---	---
risk taking	---	---	---	X	---	---
planning ability	---	---	---	X	---	---
plan initiator	---	---	---	X	---	---
visionary ability	---	---	---	X	---	---
self evaluating	---	---	---	X	---	---
change agent	---	---	---	X	---	---
innovative	---	---	---	X	---	---
responsible	---	---	X	---	---	---
	---	---	---	---	X	---

SKILL/RESOURCE DIMENSIONS						
conceptual skills	---	---	---	---	X	---
assessment skills	---	---	---	---	X	---
interpersonal skills	---	---	---	X	---	---
personal relationships	---	---	---	X	---	---
access to resource	---	---	---	X	---	---