HOW WILL THE HOMELESS POPULATION AFFECT SERVICES OF MEDIUM SIZE POLICE AGENCIES BY THE YEAR 2000?

An Independent Study Project

by

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Executive Summary

The emergence of the homeless population as a unique, diverse segment of American society has created a need for law enforcement leaders to examine the affects of this group on future policies and practices. This research examines the impact of the homeless issue on medium size California cities by the year 2000.

A literature scan and series of interviews with law enforcement professionals provided data for assessing the present environment. It was determined that presently, law enforcement training on homeless issues is generally inadequate, and few enforcement programs are capable of managing the myriad of public concerns associated with the homeless population.

A group of selected professionals representing government, business, social services, the homeless and law enforcement was brought together to define the future of the homeless issue. Several research methodologies were used to create three possible future scenarios. A preferred future scenario was selected and a strategic plan was developed for attainment of the desired future state. The plan incorporates three policies; law enforcement training, an interagency homeless committee, and an enforcement program pertaining to local laws and ordinances. The strategic plan provides a law enforcement mission statement, identifies the critical mass, and describes the process by which the selected policies are implemented.

The present capability and adaptability of the law enforcement organization was evaluated and a transition plan was devised for the recommended course of action. Negotiation strategies were developed for the primary stakeholder groups and a project manager was appointed from within the police agency to coordinate the transition management process.

The primary objective of this research was to analyze the future environment and develop a process by which law enforcement can effectively manage the homeless issue. There is little evidence to suggest that the homeless problem will be eliminated in the coming years, and it is doubtful law enforcement resources can effectively manage the many public concerns associated with this group. Coping with the homeless issue, therefore, requires melding public and private efforts in ways that serve the homeless and the general public, yet do not alienate taxpayers.

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HOW WILL THE HOMELESS POPULATION AFFECT SERVICES OF MEDIUM SIZE POLICE AGENCIES BY THE YEAR 2000?

Background

Recently, a major public concern has emerged which threatens public safety, social order and the quality of life in our cities. The homeless population has evolved into an identifiable social class comprised of indigent families, alcoholics, drug addicts and the mentally disabled. In his essay, "When Liberty Means Neglect," Charles Krauthaminer writes, "the homeless - human litter in the streets - are a kind of broken window announcing that suffering and chaos will be tolerated amid the most manicured lawns. Vagrants and panhandlers declare that the cycle of urban decay is under way."[1]

The diversity of this displaced group has caused law enforcement managers to examine the homeless issue, assess present practices, and carefully plan future policies. It must be understood that practices once capable of managing the male, transient alcoholic are no longer viable in addressing the future issues associated with the homeless population.

Few national issues attract the political focus and media attention currently devoted to the homeless population. In a recent voter survey conducted by a coalition of civic groups and charities, "helping the hungry and homeless" rated as the second most important issue confronting the next U.S. president. Only reducing the federal budget deficit ranked higher in this study of 1,000 voters.[2] In response to mounting public pressure, communities everywhere are assembling citizen advisory groups and local task forces to formulate public

service policies which, to date, have failed to adequately address the problem.

Why people are homeless has been the subject of extensive analysis and debate. Available research suggests that homelessness results from a combination of social issues. First, the lack of affordable housing has been cited as a major cause closely tied to the failure of previous federal housing programs. Fewer than one-half of the six million low income units Lyndon Johnson believed were needed in 1968 ever got built.[3] In the 1970's, median rent increased twice as fast as income and low cost housing construction came to a virtual standstill. A recent Brookings Institution study predicts that the shortage of low income housing units may reach 1.7 million nationwide by 1990.[4]

The housing shortage has also resulted from the elimination or conversion of single room occupancies (SRO's), which once were the primary source of housing for the poor, particularly in major cities. According to a Columbia - New York University study, New York City lost 87% of it's SRO's between 1970 and 1980. Cities like Denver and Seattle have lost more than 50%.[5] Many of the poor who once occupied these seedy hotels and tenements now resort to existence on the streets or in available shelter facilities.

In 1963, John Kennedy signed the Community Mental Health Center Act. This program, designed to "de-institutionalize" mental patients, established a social trend which many believe has contributed in large measure to the current homeless crisis.[6] In 1955, nearly 500,000 patients were confined to state mental hospitals in the United States. By 1982, that number was reduced to an estimated 125,000. Some studies suggest that nearly one-half of the homeless popu-

lation is mentally ill. Studies done in Boston and Philadelphia yield estimates as high as 85%.[7] At the same time, it has become nearly impossible to get the non-violent mentally ill committed to state asylums or to keep them there long enough to obtain necessary treatment. In California the median stay is 16 days.[8]

Finally, there appears to be an increase in the number of persons unable to afford housing and obtain daily necessities. Though the national unemployment rate has dropped significantly in recent years, personal income has not kept pace with rising costs, leaving many to seek public assistance. It is estimated that more homeless individuals are employed than ever before.

Who are the homeless? In the past, the homeless population consisted almost exclusively of alcoholics, mostly older white males who were perceived as "transient" in nature. Today, this group is joined by an increasing number of women and young people, as well as the mentally disabled. A survey of 11,000 homeless individuals conducted by U.S. News and World Report revealed that 40% of this group were alcohol abusers, 33% were mentally ill, 25% were members of homeless families, and 16% had a history of drug abuse. Many of those surveyed were included in more that one of these categories.[9] Reports from major cities indicate that the present homeless population is not transient at all and many are young people who emerge from housing projects or high schools without any marketable skills.

A segment of the homeless population seldom discussed in documented studies is the group represented by persons released from the criminal justice system.

In a report prepared by a San Francisco research committee, it was determined that the criminal justice system contributes significantly to the "homeless pool." The report states, "in part, this is due to overcrowded facilities. People must be released because of lack of beds. Most selected for release turn up in social service lines for hotel vouchers." [10]

As politicians and homeless advocates grapple with the myriad of concerns associated with this mounting social issue, there is little evidence to suggest the homeless problem will subside. In addition, there is no indication that law enforcement will be relieved of providing necessary services when prescribed social remedies fail.

Historically, law enforcement has utilized a variety of devices in response to the homeless population. Arrest and incarceration, mental commitment and moving them on, are typical practices employed to address the problems created by the homeless. However, as public awareness grows and sentiment intensifies, traditional police practices emerge as objects of public scrutiny. The intent of this project is not to resolve the various social dilemmas associated with the homeless. Rather, this research focuses on possible future social, political and economic conditions which will impact law enforcement services in the coming years as they pertain to the homeless. The study examines the future relationships of law enforcement and various private and public agencies committed to administering services to the homeless. It is hoped that the policy alternatives identified in this research will benefit law enforcement in the attainment of the desired future state.

Though some of the recommended policies and action plans may have universal application, the scope of this study is limited to medium size, California law enforcement agencies. Medium size agencies, for purposes of this research, are defined as those departments serving a population of 100,000 to 250,000. Since demographics, climate and local environment all contribute to the level of significance of the homeless issue, research was confined to California law enforcement.

It is hoped that while this study will be of interest to law enforcement, it will contribute to the formulation of the future policies of related public service agencies with regard to the homeless population.

Structuring the Issue

In recent years, the homeless crisis has emerged as a major issue impacting all levels of American society. To structure this vast issue area, the topic, "How will the homeless population affect services of medium size police agencies by the year 2000?", was selected for research. Based on available data it appears this issue has not been adequately researched, though it could have significant impact on future law enforcement services. The general issue area was structured by factoring related issues from the past, issues emerging in the present, and related issues which might emerge by the year 2000.

Three related issues were identified from the past. These issues were selected from information contained in various recorded sources and assessments made by professionals familiar with the issue area.

The past issues are:

1. Are available social service agencies capable of meeting the basic needs of the homeless?

2. Are existing laws and applicable ordinances sufficient for law enforcement to address problems associated with the homeless population?

3. Does law enforcement possess the available resources to effectively manage the existing homeless population?

As anticipated during the preliminary screening of the general issue area, a number of issues cited from the past relate directly to those emerging in the present. One of the past issues is currently viable, though the level of effect during the transition from past to present has changed. Issue #2 illustrates the transition of a past issue to it's present form. Though the application of laws and local ordinances remains a concern of law enforcement, the ever-decreasing number of applicable statutes has emerged as an issue in the present.

Related issues emerging in the present were identified by scanning current available literature, soliciting the input of colleagues, and obtaining information from those familiar with the general topic. These issues were then subjected to a preliminary screening, as an approach to structuring the general issue for research. The criterion was a judgment concerning the degree of relatedness. The result was a list of three issues that, when considered together, essentially define the parameters of the general issue being studied.

The selected present issues are:

1. Are existing shelter facilities capable of meeting the needs of the homeless?

2. How is increased participation by political groups and social organizations impacting the ability of law enforcement to address the homeless issue?

3. How is law enforcement affected by the ever-growing and changing nature of the homeless population?

Future related issues which might emerge by the year 2000 were considered relevant on the basis of the potential impact on future scenarios.

The following issues were selected for the future:

1. How will law enforcement services be affected by a sudden, significant increase in the homeless population?

2. How will police practices be impacted by the creation of public, centralized homeless shelters?

3. What services will the public expect of law enforcement relative to the homeless population?

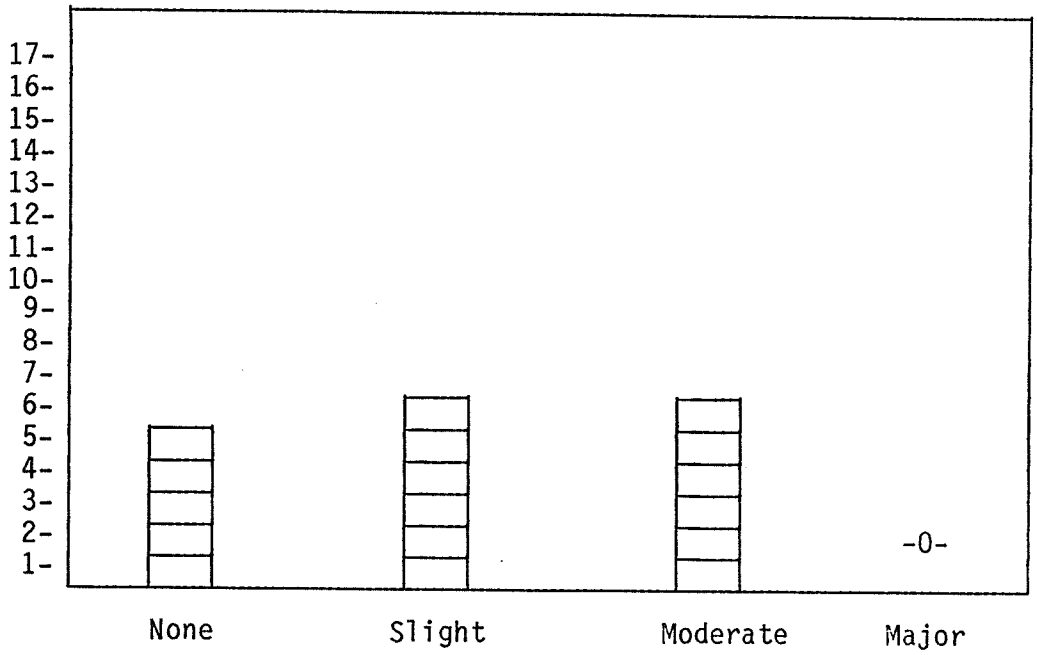
For purposes of clarity, the term "homeless" is defined for this study as: "persons who, in having no permanent residence, seek shelter from public or private agencies, or who otherwise live outdoors or on the streets."

The Present Environment

"The most important thing about getting somewhere is starting right where we are" - Bruce Barton

In an effort to better understand the present conditions concerning law enforcement and the homeless issue, an interview guide was developed. This methodology was selected in an effort to insure a desired response level and reliability of data. Participants were selected from law enforcement agencies meeting previously established criteria relative to the scope of the general issue. Representatives of seventeen medium size California police agencies were interviewed. (See Appendix D) The responses to structured questions provided valuable data regarding the present environment and current conditions concerning law enforcement services provided to the homeless population.

Twelve cities reported that the homeless population does pose a problem for law enforcement (see graph #1).



Graph #1

Estimated Level of the Homeless Problem Confronting Law Enforcement

Criteria used to determine the level of the problem included service hours dedicated to homeless issues, calls for service involving homeless individuals, and personal observations. All estimated levels are independent judgments made by those interviewed.

Results of the interviews revealed a number of interesting factors associated with the perceived levels of the homeless problem. In those cities where the homeless population presents no real problem to law enforcement, the following related factors were identified:

1. Four of the five cities are adjacent to major population centers where a variety of social services are provided.

2. None of the five listed cities has a centralized homeless shelter.

3. Four of the five cities have public or privately operated detoxification centers.

Of the six cities in which the homeless problem for law enforcement was considered "slight", the following factors were noted:

1. Three of the six listed cities have access to detoxification centers.

2. Four of the six cities have no centralized homeless shelters.

3. Five of the six cities provide some form of law enforcement training pertaining to the homeless.

The six cities in which the homeless problem was identified as "moderate" were compared and the following related factors were identified:

1. Four of the six cities are <u>not</u> located in close proximity to major population centers.

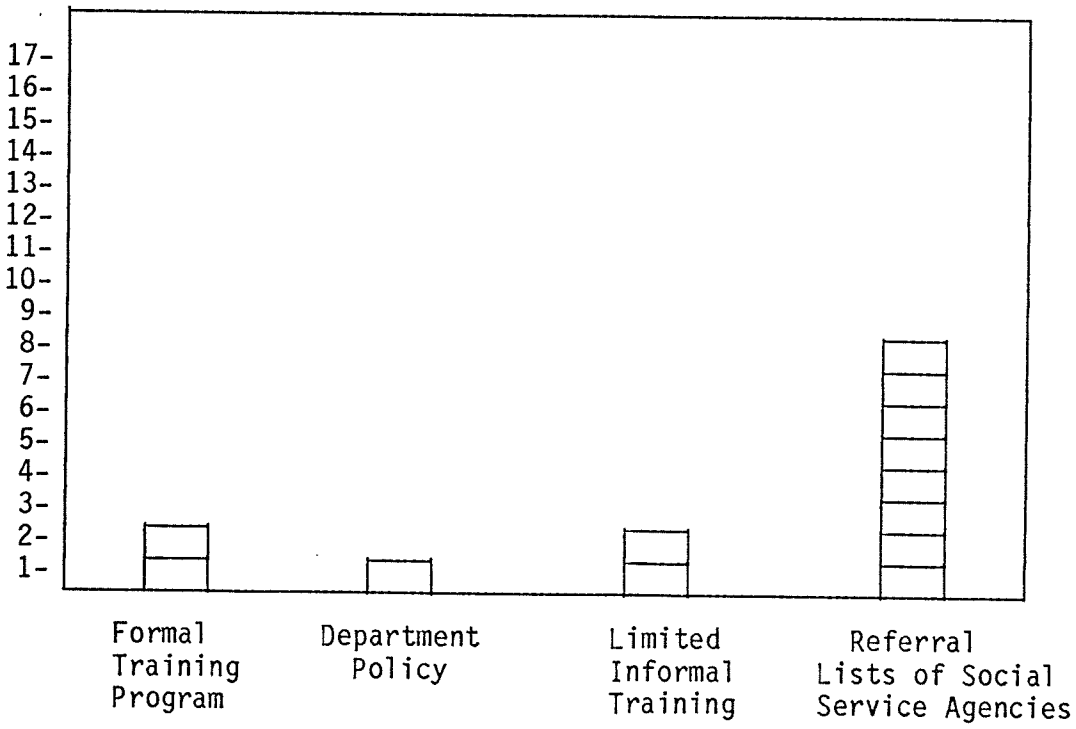
2. Four of these cities are designated as county seats.

3. A major railroad extends through five of the six listed cities.

Eight of the seventeen medium size cities reported that the homeless problem

for law enforcement is greater now than it was five years ago. None estimated the existing problem to be less significant now than five years ago.

Representatives of selected police agencies were asked to describe specific training programs, and/or department policies directed to the homeless issue. Only three were aware of any programs or policies addressing the homeless population. None of the six agencies experiencing a "moderate" level of the problem provide specific training on the homeless issue. Eight of the seventeen agencies do maintain lists of social service providers and include limited training identifying local agencies responsive to the needs of the homeless. (see graph #2)



Graph #2

Level of Training Provided to Law Enforcement Concerning the Homeless Issue

Nine of the agencies contacted utilize at least one detoxification center. Of these, six rate the facilities successful as an alternative to booking drunks in jail. In addition, most centers provide a counseling service. Two rated detoxification centers as only moderately successful and one respondent was "unsure" of the level of success.

Based on the information gathered from the interview process it was concluded that most medium size California cities experience an enforcement problem with the homeless population, and the problem has not eased in the last five years. Results of these interviews suggested that the homeless population would be a law enforcement issue in the future.

Trend Identification

A group of eleven professionals was brought together to identify and forecast future emerging trends. Selection of participants was predicated on expertise in the issue area, individual perspective, and general knowledge of futures research. Group members included representatives of business, local government, law enforcement, social service agencies, and the homeless community. All participants were active members of a local "Homeless Task Force". (See Appendix A)

The following research methodologies were employed during the trend forecasting process. Initially, the group was introduced to the research topic. The past and present issues, previously used to define the parameters of the general

issue, were presented to the group. This background information allowed participants to select trends which related directly to the issue. After brainstorming potential trends, the group compiled a list of twenty-seven (27) candidate trends. (See Appendix B)

The nominal group technique (NGT) was then used by the group to identify the five most significant trends. The selected trends were judged on the degree of relatedness and overall impact on the future of the homeless issue. The following trends were identified as most critical in future, long range law enforcement planning.

1. Increase in homeless population in medium size California cities.

2. Increase in reported crime perpetrated against homeless individuals.

3. There will be an increase in civil disobedience by organizations representing the homeless population.

4. Increased cooperation among social service providers to the homeless population.

5. Increased public pressure for enforcement of local ordinances pertaining to camping, loitering and trespassing.

Following the selection of the five most significant trends, members of the group projected the levels of the trends through the year 2000. A base number of 100 was used to denote the trend level in the present. The projections

included an anticipated level (will be), and a normative level (should be). The anticipated level is described as the "most likely" projection if no corrective action is taken and responsible, long-range planning is ignored. The normative level describes the estimated projection "possible" in a responsible world. The trend projections are contained in the following graphs which depict both the anticipated level and the normative level. Graphs of trend projections also include the estimated level of the trend five years in the past as well as the extreme range of projections.

Discussion of Trend #1 - Increase in Homeless Population

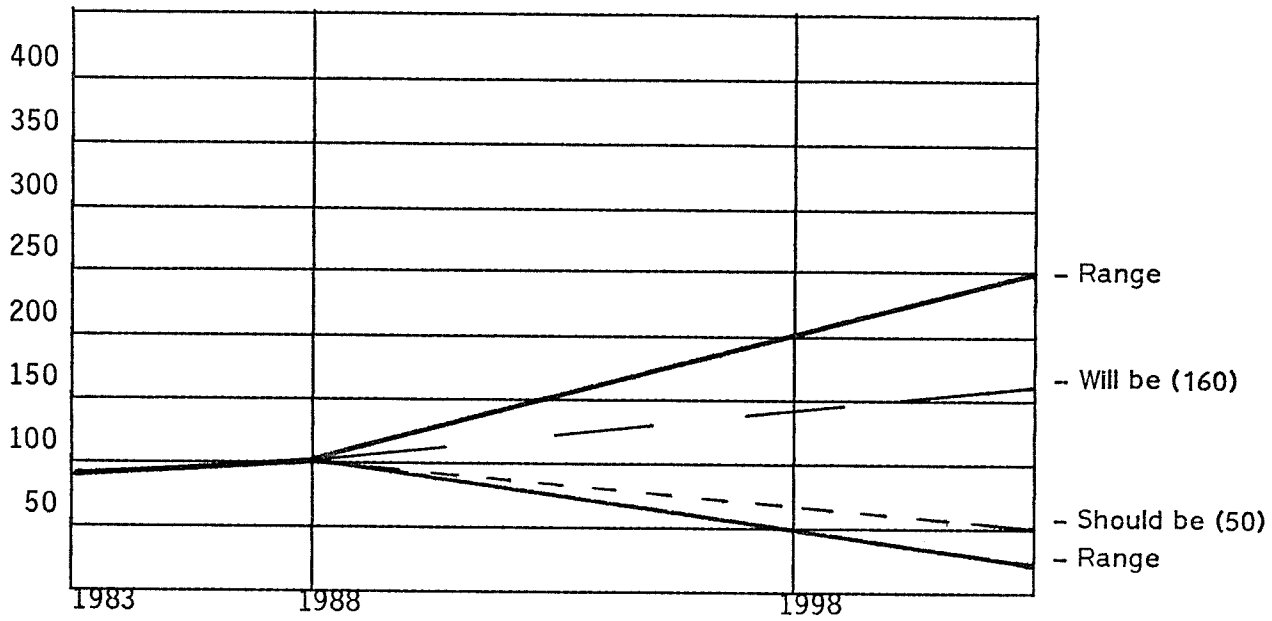
A major problem confronting those who study the homeless issue is estimating the actual number representing this group. National estimates range from 350,000 to 3,000,000 depending on the source cited. According to Maria Fascarinis if the National Coalition for the Homeless, the number of homeless persons in the United States has jumped 25% in the last year, to the present estimate of 3,000,000. [11]

A report released by the United States Conference of Mayors in December, 1987, projects that all but two of 26 major cities surveyed will have more homeless in 1988. [12]

Projected levels of this trend in medium size cities were based on population estimates as well as the major factors considered to be causes of homelessness. First, the group analyzed the housing issue. In a study prepared by Phillip Clay, Massachusetts Institute of Technology, the supply of low cost housing, "both private and public, is going down, but estimated demand will rise

by nearly 50 percent in coming years."[13] According to the National Low Income Housing Coalition, "the gap between supply and demand for $250.00 a month apartments has already reached one million units and is likely to expand substantially throughout the 1990's."[14] It was determined that the housing issue would impact medium size California cities in the coming years. In a report prepared by the California Association of Realtors, "strongest demands for housing are seen in the San Bernardino - Riverside area, described as the most dynamic market in the state."[15] Based on available research data, group members projected an increase in the number of homeless youth through the year 2000. Statistics compiled by the State Office of Criminal Justice Planning reveal that since September 1, 1986, two homeless youth pilot projects in Los Angeles and San Francisco have provided services to 2,538 youths. Services have included providing shelter and meals.[16] The problem of homelessness among youth is likely to impact the homeless population of medium size cities in the future.

Another factor contributing to the projected trend levels relates to the overcrowding of jail facilities, which group members concluded would continue through the 1990's. Government efforts to ease jail overcrowding will include alternatives which will increase the number of homeless individuals in all California cities and counties. Members of the NGT group were in agreement in assessing the negative impact of this trend on the general issue. The consensus of the group was that this trend should be reduced to a pre-1980 level.



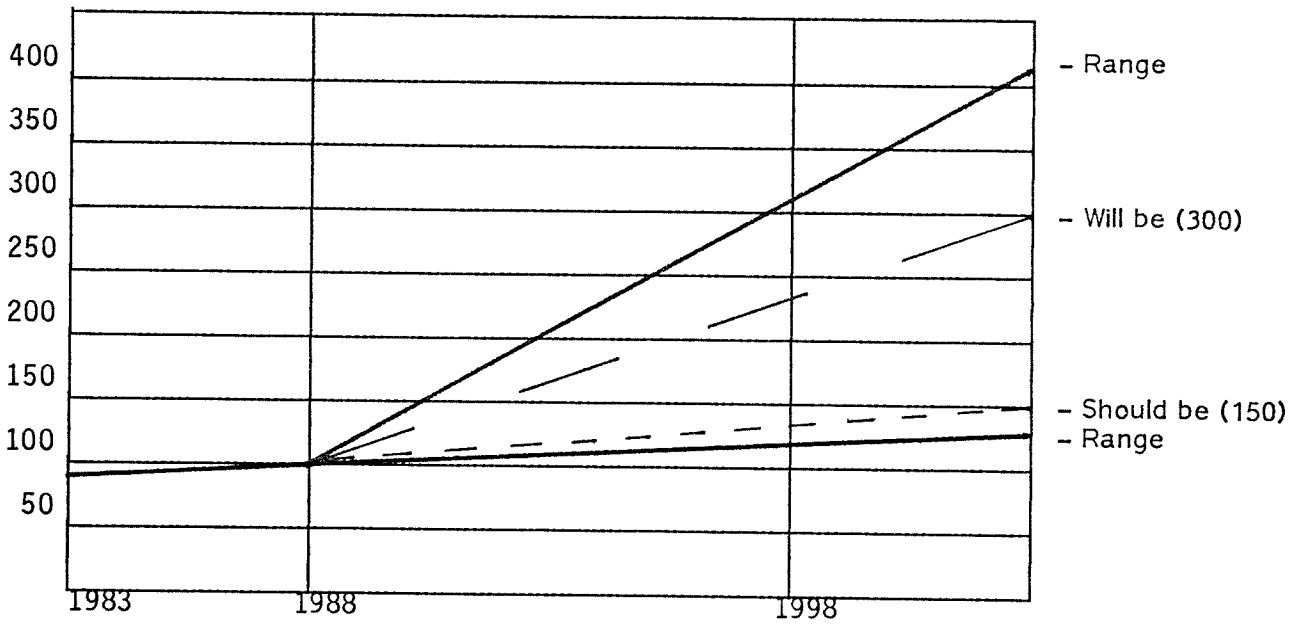
Graph #3

Increase in Homeless Population

Discussion of Trend #2 - Increase in Crime Against the Homeless

When considering the relationship of law enforcement and the homeless population, group members concluded that the level of crime reported within the homeless population would increase significantly during the next ten years. This projection was based, in part, on two factors. First, group members representing the homeless suggest that crime in the homeless community is extremely high, however seldom reported. With the increased awareness created by various social service groups, the homeless will recognize the benefits of reporting crime as a viable alternative to present conditions. As victim-witness assis-

tance programs become increasingly available to the homeless, reports of criminal activity will increase. Second, as medium size cities employ alternatives to criminal incarceration, the group projected an increase in the criminal element among the homeless which will be reflected in a rise in crime in this segment of the population. In determining the projection levels of this trend, it is important to consider the incidence of reported crime rather than crime in general. This fact supports the relatively high levels in the near future accompanied by a gradual stabilization of the "should be" level.



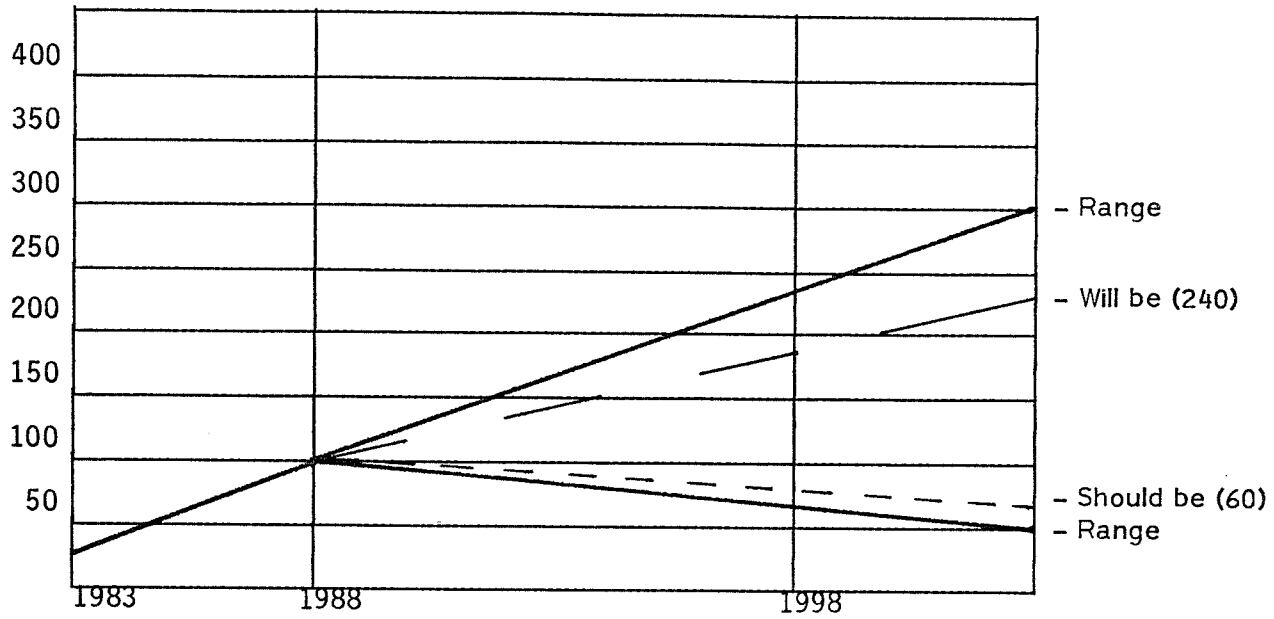
Graph #4

Increase in Crime Against Homeless

Discussion of Trend #3 - Increase in Civil Disobedience

In a report published in Image Magazine, September 6, 1987, homeless organizations are emerging in major United States cities and these groups are, "becoming militant." The homeless have a union. They are making demands and they are taking to the streets they live on, "in a search for dignity and independence."[17] In April, 1987, homeless individuals attended a rousing convention in San Francisco chaired by National Union of the Homeless president, Chris Sprowal. After the meeting, members of the new union joined the picket line of striking shipyard workers at Todd Shipyards in a show of support. Such organized activity will emerge in medium size cities as activists seek to improve the conditions of the homeless regarding such issues as housing, job training, and participation in "the decision-making process."[18] Isolated incidents of organized civil disobedience have been reported in major cities and this activity is likely to emerge as a trend in medium size cities in the coming years. Some suggest that homeless militancy will rival the antiwar movement of the 1960's as the collective profile of the nation's homeless changes. In a report featured in Newsweek magazine in January, 1988, the threat of growing civil disobedience has been realized in a number of United States cities. "In Chicago, Seattle and Oakland, California, organized groups of homeless activists broke into empty houses, boarded up apartments and abandoned hotels to demand permanent housing."[19]

Trend projections reveal a continual increase of the trend with a gradual leveling off near the end of the coming decade.



Graph #5

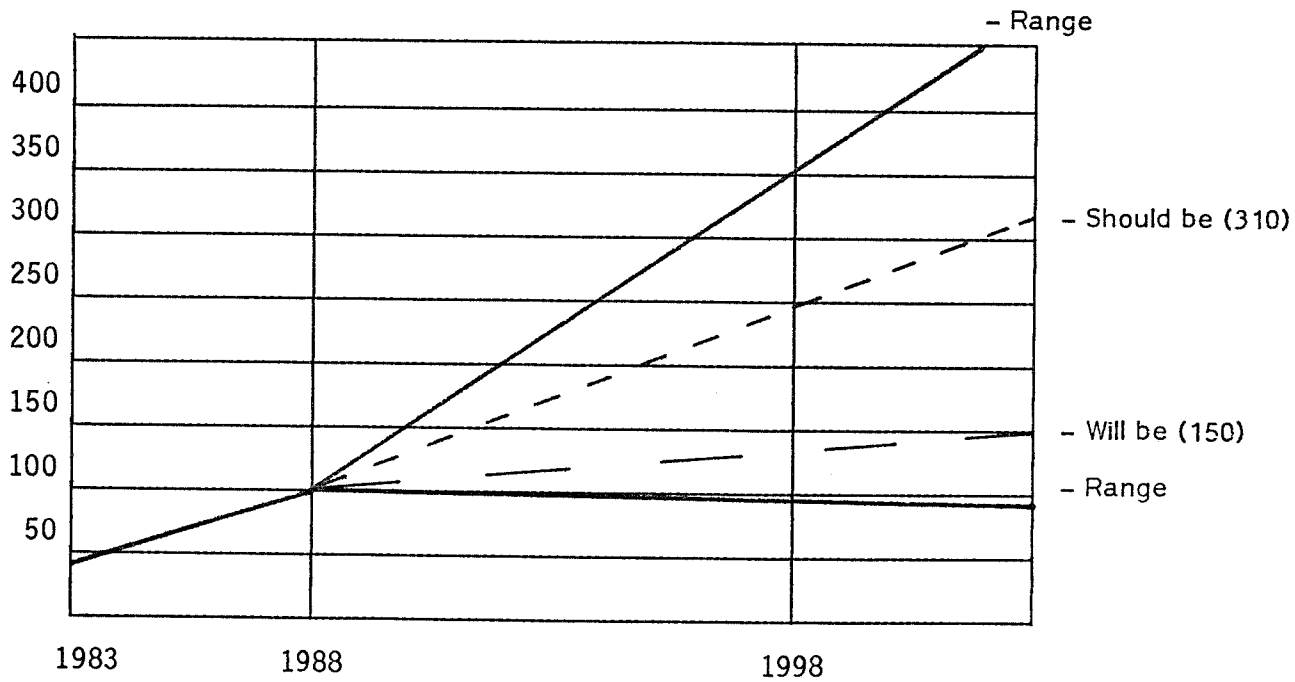
Increase in Civil Disobedience

Discussion of Trend #4 - Increased Cooperation Among Social Service Providers

Since the emergence of the homeless population as a highly visible public issue, various independent service providers have sought to provide needed assistance. In most metropolitan areas, these public and private groups offer services ranging from meals and shelter to job counseling. Critics of previous efforts to ease the plight of the homeless suggest that programs fail due to a lack of long range assistance, and a lack of coordination among service providers. St. Louis, Missouri was recently cited as having one of the nation's best systems to cope with homelessness. The success of the system is largely due to the homeless services network which was created and funded by the city to identify which local agencies are best suited to perform the various tasks for the homeless population. This kind of coordination, "can prevent the homeless

from languishing in shelters."[20]

Members of the NGT group determined the coordination of public services to be an emerging trend with significant ramifications for law enforcement. Such coordination would identify individual roles of service providers, including law enforcement agencies.



Graph #6

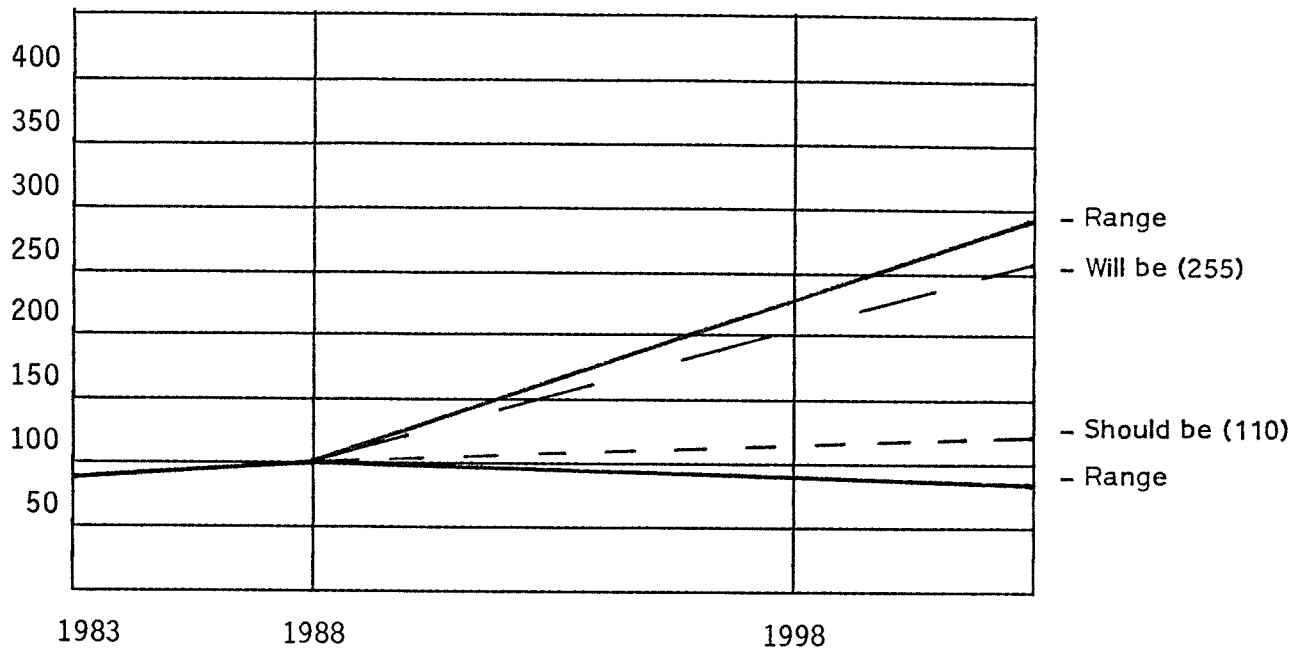
Increased Cooperation Among Social Service Providers

Discussion of Trend #5 - Pressure for Enforcement of Local Ordinances

Presently, efforts to enforce local ordinances affecting the homeless population have been unpopular and less than successful. In Bakersfield, California, an ordinance prohibiting sleeping/camping on public right-of-ways was recommended for adoption by the city council. The ordinance was vehemenlty opposed by homeless supporters, and the local homeless task force requested the ordinance by delayed "until such time as there is sufficient night time shelter." [21]

In a number of states, vagrancy laws have been ruled unconstitutional and public drunkenness has been decriminalized. Twenty years ago, nearly 40 percent of all arrests were for vagrancy, public intoxication and disorderly conduct. In 1986, these offenses accounted for fewer than 15 percent of all arrests. [22] Members of the nominal group projected a reverse of this trend in the next ten years.

Citing shelters and detoxification centers as alternatives to camping, trespassing, and related violations, the group projected an increase in public pressure directed at police agencies to enforce applicable laws and ordinances. Though the concern for jail overcrowding will remain an issue, members of the group anticipated public pressure to outweigh concerns for reducing the jail population.



Graph #7

Public Pressure for Enforcement of Local Ordinances

Critical Events

During the group exercise, participants comprised a list of events which, if they occurred, would have significant impact on one or more of the previously forecasted trends. The group identified a list of seventeen candidate events. (See Appendix C.) The group then voted on the listed events and selected five which were determined to be most critical to the issue. The following five events were selected:

1. A liberal United States President is elected.

2. An economic depression will occur in the United States.

3. A major earthquake will occur in California.

4. Legislation is enacted which requires local governments to insure that basic human services are provided to all.

5. A city manager is appointed who is hostile toward providing assistance to the homeless population.

Following the selection of the five most significant events, a percentage figure was assigned to each, projecting the probability of the event occurring by 1993 and by 2000. The impact of the events was then estimated based on a scale of -10 to +10. Impact levels were projected for the general homeless issue as well as for law enforcement. The following Event Evaluation Form identifies the five selected events, the mean probability in percentages, and the impact of each event on the issue and on law enforcement.

Event Evaluation Form

Graph #8

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (± 10)	NET IMPACT ON LAW ENFORCE-MENT (± 10)
	Year that Prob. First Exceeds zero	BY 1995 (0-100)	BY 2000 (0-100)		
A liberal United States President is elected	1990	45%	30%	+6	-4
An economic depression will occur in the United States	1993	20%	25%	-7	-7
A major earthquake will occur in California	1988	40%	60%	-6	-5
Legislation requiring local governments to insure basic human services to all.	1992	25%	38%	+8	+3
A city manager is appointed who is hostile toward assisting the homeless population.	1988	38%	51%	-4	-2

Cross Impact Analysis

The following analysis represents the estimated impact of each selected event on the other critical events. The percentage estimates reflect the change of probability of critical events occurring should the selected event occur. The cross impact analysis also projects the effects of the events on the five significant trends.

Event #1 - Should a liberal United States President be elected, the probability of . . .

United States economic depression	25% - No Change
A major California earthquake	60% - No Change
Legislation requiring basic human services provided at the local level	38% - Increases to 53%
City Manager hostile to homeless assistance	51% - Decreases to 30%

Impact on Trends

1. Increase in homeless population in medium size cities.	- Decreases by 20%
2. Increase in reported crime among the homeless	- Increases by 30%
3. Increase in civil disobedience by homeless support groups.	- Decreases by 19%
4. Cooperation among social service providers	- Increases by 20%
5. Demands for enforcement of local ordinances	- Increases by 40%

The election of a liberal United States President is regarded as a positive influence on the homeless issue, increasing the probability of local governments insuring basic human services being provided to all residents. It was determined that this political event would initiate a trend in government which would decrease the likelihood of a city manager being appointed who is hostile toward providing homeless assistance.

This critical event would have significant impact on a number of selected trends, including the population increase among the homeless in medium size cities. The trend is likely to decrease, due to anticipated federal housing programs that would provide low-income housing and housing assistance to the homeless. Reported crime among the homeless is projected to increase as a result of this event, based in part on escalated prison release programs and alternatives to incarceration proposed by a liberal president.

At the local level, demands for enforcement of ordinances pertaining to sleeping/camping in public will increase should this event occur. The increase will result from segments of the community dissatisfied with the government policies and concerned for "quality of life" issues. Critics of homeless programs will demand stringent enforcement of laws associated with the homeless issue.

Based on the impact projected by this event on the significant trends, it was determined that election of a liberal president would have a negative affect on law enforcement.

Event #2 - Should the United States experience an economic depression, the probability of . . .

Election of a liberal United States President	30% - Increases to 50%
A major California earthquake	60% - No Change
Legislation requiring basic human services for all residents	38% - Decreases to 10%
City Manager hostile to homeless assistance	51% - No Change

Impact on Trends

1.	Increase in homeless population in medium size cities	Increases by 60%
2.	Increase in reported crime among the homeless	Increases by 40%
3.	Increase in civil disobedience by groups representing the homeless	Increases by 40%
4.	Cooperation among social service providers	Increases by 50%
5.	Demands for enforcement of local ordinances	Increases by 20%

Though the probability of a national economic depression was regarded as low, concern for the current federal budget deficit and state of the world economy raise serious questions relative to future economic stability. According to a report in Newsweek Magazine, "the foundations for steady world economic growth are weak. No one knows whether necessary changes can be made, or if they aren't what will happen. Can we maintain control? The verdict has yet to be written. For now, though, the specter of depression remains just that."[23]

A national depression would have a significant negative impact on the homeless issue and all sectors of law enforcement. Resultant unemployment would contribute to increasing numbers of homeless individuals. Similarly, this event would influence other selected trends. Uncertainty and unrest resulting from this event could cause a dramatic increase in reported crimes among the homeless population as well as increased incidents of civil disobedience within the homeless community.

Event #3 - Should a major earthquake occur in California, the probability of . . .

Election of a liberal United States President	30% - No Change
A United States economic depression	25% - No Change
Legislation requiring basic human services provided at the local level.	38% - Decreases to 23%
City manager hostile to homeless assistance	51% - Decreases to 18%

Impact on Trends

1. Increase in homeless population in medium size cities.	Increases by 60%
2. Increase in reported crime among the homeless	Increase by 10%
3. Increase in civil disobedience by groups representing the homeless.	Decreases by 30%
4. Cooperation among social service providers	Increases by 60%
5. Demands for enforcement of local ordinances	Decreases by 20%

The threat of a major California earthquake is regarded as a highly probable event with serious ramifications for the homeless issue. The sixty percent probability projected for this event was the highest estimate for any of the selected events. The probability level was based, in part, on research data appearing in various published sources. In a recent report contained in numerous local newspapers, experts predict, "a major earthquake in California before 1993. The odds, they say, are 95 percent".[24]

Since an earthquake is a natural disaster, other critical events will have no impact on the probability of occurrence of this event. However, the affects of a major earthquake would have serious ramifications for a number of selected trends and events. A major earthquake would have a major negative impact on the homeless issue and would contribute to a significant increase in the homeless population in all affected metropolitan areas.

Event #4 - Should legislation be enacted requiring local governments to insure basic human services to all residents, the probability of . . .

Election of liberal United States President	30% - No change
A United States economic depression	25% - No change
A major California earthquake	60% - No change
City manager hostile to homeless assistance	51% - Decreases to 25%

Impact on trends

1. Increase in homeless population in medium size cities.	Decreases by 40%
2. Increase in reported crime among the homeless	Increases by 25%
3. Increase in civil disobedience by groups representing the homeless.	Decreases by 40%
4. Cooperation among social service providers	Increases by 30%
5. Demands for enforcement of local ordinances	Increases by 20%

The occurrence of this event would have a favorable affect on the homeless issue and significant impact on a number of the selected trends. It is anticipated that such legislation would encourage cooperation among social service providers while reducing the negative effects of an increasing homeless population.

In 1986, state legislation was passed requiring cities to produce new housing elements for their general plans every five years. The requirements include needs assessments for emergency and transitional shelters, as well as identification of possible sites.[25] Mandates of this type suggest that required service levels could be imposed on cities by state governments in the future.

This event would result in increased demands for enforcement of local ordinances pertaining to sleeping in public and camping. With the availability of various human services, public sentiment would demand stringent enforcement

action for those who continue to violate the law.

Event #5 - Should a city manager be appointed who is hostile toward assisting the homeless population, the probability of . . .

Election of a liberal United States President	30% - No change
A United States economic depression	25% - No change
A major California earthquake	60% - No change
Legislation requiring basic human services provided at the local level.	38% - No change

Impact on trends

1. Increase in homeless population in medium size cities	- No change
2. Increase in reported crime among the homeless	Increases by 20%
3. Increase in civil disobedience by groups representing the homeless.	Decreases by 30%
4. Cooperation among social service providers	Decreases by 30%
5. Demands for enforcement of local ordinances	Increases by 50%

Since this event addresses a local issue, the most significant impact realized by its occurrence would be to those trends and events with local application. The appointment of a city manager who is hostile to providing homeless assistance would have a dramatic impact on the incidence of civil disobedience by homeless support groups.

If this event were to occur, cooperation among private and public social service agencies would decrease significantly as a result of influence exerted by the city manager to resist efforts to assist the homeless.

Demands for enforcement of local ordinances would likely increase significantly, as this course of action would be perceived as one of few options available to address the homeless problem.

This event is certain to have a negative impact on the homeless issue and law enforcement in general.

CROSS IMPACT EVALUATION

(Probability of Occurring by the Year 2000)

Suppose this event occurred,

with this probability . . . How would probability of the events shown below be affected?

		E1	E2	E3	E4	E5	TRENDS T1	T2	T3	T4	T5
E1	30%		No Effect	No Effect	Increases to 53%	Decreases to 30%	Decreases by 20%	Increases by 30%	Decreases by 19%	Increases by 20%	Increas by 40%
E2	25%	Increases to 50%		No Effect	Decreases to 10%	No Effect	Increases by 60%	Increases by 40%	Increases by 40%	Increases by 50%	Increas by 20%
E3	60%	No Effect	No Effect		Decreases to 23%	Decreases to 18%	Increases by 60%	Increases by 10%	Decreases by 30%	Increases by 60%	Decreas by 20%
E4	38%	No Effect	No Effect	No Effect		Decreases to 25%	Decreases by 40%	Increases by 25%	Decreases by 40%	Increases by 30%	Increas by 20%
E5	51%	No Effect	No Effect	No Effect	No Effect		No Effect	Increases by 20%	Decreases by 50%	Decreases by 30%	Increas by 50%

		Percent Chanc of Occurrenc
(E) Event 1	- A liberal United States President is elected	30%
Event 2	- An economic depression occurs in the United States	25%
Event 3	- A major California earthquake	60%
Event 4	- Legislation requiring for basic human services	38%
Event 5	- City manager who is hostile toward homeless	51%

(T) Trend 1 - Increase in homeless population in medium size California cities
Trend 2 - Increase in reported crime among the homeless.
Trend 3 - Increase in civil disobedience by homeless support groups.
Trend 4 - Increased cooperation among social service providers.
Trend 5 - Increased pressure for enforcement of laws and ordinances.

GRAPH #9

Scenarios

Three future scenarios were developed from the trends and events described in previous research data. In an attempt to determine the effects of trends and events on the future of the homeless issue, each scenario presents a different, yet plausible view of the future. The first scenario describes the nominal state, in which the trends and events play out and future conditions are reasonably "surprise free." The second scenario describes a future state which is desired and attainable through responsible planning, and the third scenario explores the hypothetical and, "what if?" possibilities are included.

Scenario #1

The community homeless shelter constructed in the late 1980's was considered by most residents as the solution to the ongoing problems created by the "street people." Originally, the facility was the subject of minimal opposition from the neighboring businesses and adjoining residences. Designed to accommodate the anticipated numbers of homeless individuals and families, the shelter included a detoxification center, day care center, and health clinic. Local politicians and community leaders saw the shelter as a viable alternative to conditions which existed in 1988, when mounting concern for the plight of the homeless had peaked.

Now, in 1996, less public attention is centered on the homeless issue, yet, the "street people" remain a matter of deep concern to those directly affected by their presence. The shelter remains in operation, though, unable to meet the needs of those seeking low-income housing. For those afflicted with alcoholism the detoxification center serves as an attractive alternative to jail. However, long range solutions for the public inebriates continue to elude service providers, who vainly seek to cure those most seriously debilitated by alcohol.

In spite of continued efforts, detoxification serves only the short term needs of those treated, and in most cases they return again and again, only to be released back to the streets.

Through legislative mandate, the Community Mental Health Act of 1992 directed the city to establish a community mental health center. The facility has brought a degree of relief to the gravely mentally disabled who once roamed the streets and alleys living in degradation. Though the mental health center was vehemently opposed by segments of the community, it was built and now operates at full capacity. But mental health care is expensive and time consuming. Expanded services to meet growing mental health needs is doubtful.

What began as an effort to resolve the homeless issue now has become a futile effort to control a public problem that has not subsided over time. The shelter and mental health center are unable to meet previous expectations even though both are maintaining full capacity and, neither has received necessary funding for expansion.

Local law enforcement, pressured by public officials, business owners and residents is pressured to provide an expected level of service with limited options. The police department, in efforts to meet service demands throughout the city, is forced to respond to the homeless problem only when such action is essential. The overcrowded jail conditions, which have existed for years, require officers to explore all available alternatives prior to incarceration when investigation common violations committed by homeless individuals. Crime reports among homeless victims have increased slightly in recent years and arrests for crimes committed against the homeless have risen since the enactment of the Homeless Victim Assistance Program in 1991. This legislation provided for financial assistance to the homeless victims reporting crimes resulting in personal injury or property loss.

Though a number of programs have been established to assist the homeless population, the issues confronting law enforcement have not changed over the years. Short term programs have not eased the public concern for long-term solutions. The homeless problem has not gone away, and though the faces change, the homeless element remains a fixture on the streets of the city.

Scenario #2

Urbania, California located in the central San Joaquin Valley, has never been regarded as the most progressive of California cities. Yet, since the 1970's, this city of 215,000 has experienced continued population growth, economic stability and planned development. Since the formation of the Urbania

Inter-agency Task Force in 1988, the city has overcome the adverse effects of an earthquake, a recession and reductions in federal and state subvention.

The inter-agency task force was initially formed to address local development issues and quality of life, both of which were priority concerns in the decade of the 80's. However, this group of local government representatives, civic leaders and developers soon found itself devising strategic plans for a number of contemporary issues which included resource management and housing. While considering a series of action plans to ease the long time housing shortage, the task force developed a strategic plan for a related issue, the homeless population.

In 1989, when homelessness in America had posed a serious threat to public health and safety in many communities, local policies were developed to ease the homeless problem in Urbania. Social service agencies, both public and private, joined the task force to create a management system capable of addressing the diverse homeless population. The network was responsible for the construction of the first centralized homeless shelter in Urbania. The homeless shelter was the first jointly funded facility established as a result of this planning process. The facility, completed in 1991 provides basic, short term services for limited numbers of homeless individuals and families. Two community mental health clinics provide short and long term treatment for mentally disabled homeless persons.

In spite of continued collaboration and compromise, the working relationship among the task force agencies was taxed by a series of events occurring between

1989 and 1991. First, local law enforcement representatives projected an increase in criminal activity resulting, in part, from the element of the homeless made up of persons released from the criminal justice system. This situation was contributing to intensified public demands for stringent enforcement of applicable laws and ordinances by concerned business groups, residents and public officials. These groups argued that existing services are sufficient to alleviate the problems created by the homeless population and those who refuse treatment should be removed from the streets. In addition, overcrowded jail conditions have existed since the early 1980's and incarceration of violators of minor laws is discouraged. By 1992, law enforcement confronted a serious dilemma which began mounting in the mid-1980's.

Despite efforts to provide short-term and long-term assistance to the homeless population, the inter-agency task force recognized a serious threat attributed to a segment of the homeless who refuse available services and choose to remain highly visible, forging a living on the streets. This small minority of homeless individuals was determined to be responsible for the majority of crime occurring in areas frequented by the homeless. Police reports revealed that members of this group most often refused voluntary commitment to treatment centers and, when committed, usually left without being treated. Most criminal offenses associated with these individuals included public drunk, trespass, disorderly conduct and petty theft.

Law enforcement efforts to incarcerate violators have been discouraged and opposed due to the lack of jail space. It was obvious that effective planning would need to include a detention facility, possibly less secure than a jail,

but capable of housing petty criminals.

In 1994, the Urbania Detention Center began operation. Located adjacent to the community sewage treatment facility, the center consisted of a series of pre-fabricated, modular structures. The concept was similar to that developed for the shelter facility, however, was managed by the police department. The detention center was designed to require minimum security and minimum security staffing.

Individuals were committed to the detention center as a result of uncontested criminal cases meeting previously established criteria. While detained in the facility, inmates participate in various work programs which supplement staffing in the public works department. Escape is not considered a major threat and experience has shown that those who escape seldom remain in the city.

After four years of operation, the detention center has proven to be an alternative to traditional incarceration. Though the cost of operation has exceeded preliminary estimates, the detention center is regarded as an essential part of the social services network addressing the homeless issue.

Scenario #3

Following several hours of unsuccessful negotiations, the Hystairia, California Police Chief summons the S.W.A.T. Commander and a plan is devised to terminate the hostage crisis.

Located in the rolling coastal mountains of northern California, Hystairia has been the scene of a number of civil disturbances over the past thirty years. The local state university has provided the setting for the majority of demonstrations and strikes. Most often, these organized acts were attributed to social activists among the college student population.

The present hostage crisis is based on a social issue targeted for organized civil disobedience. The seven hostage takers represent the Homeless Rights Regime, a faction of the National Homeless Rights Advocates. Since 1990, acts of civil disobedience by homeless support groups have become common events in major cities, with fewer reported incidents in small communities. Earlier incidents involved marches and occasional takeovers of abandoned buildings for use as homeless shelters. The hostage situation now occurring at the Hystairia City Hall is the most dramatic event to date. Fortunately, the city manager is the only remaining hostage. Other city employees were released, unharmed, by their captors.

The list of demands submitted by the hostage takers include improvements in the local social services provided to the homeless population. The group holds the city manager responsible for the existing conditions which they perceive as hostile to the plight of the homeless. When appointed, the city manager vigorously opposed government involvement in providing social services programs to the street people. She insisted that the homeless issue was the responsibility of private organizations and charities, not government.

In 1996, the newly elected United States President vowed to provide low-income, transitional housing for all Americans. He saw homelessness as a major campaign issue and pledged to involve all levels of government in ridding the country of the homeless. The Homeless Rights Regime campaigned for the president and supported the social programs he recommended.

To some observers, the demands made by the hostage takers are not unreasonable. They note that in recent years the homeless population has been a visible expression of lack of concern for the quality of life. No government action was taken to assist those left homeless by the 1993 earthquake and the city has failed to construct a public homeless shelter as mandated by state law.

The current hostage crisis is but one of many frustrations confronting law enforcement in the homeless community. Aggressive enforcement of laws and local ordinances has only resulted in a "revolving door" policy at the local jail. Once inebriates are sober and panhandlers are fed, they are released from jail and return to the streets.

The position of the city manager concerning homeless assistance has strained relations between private and public service providers. City police officers seldom find a social service agency willing to accept non-criminal homeless referrals, often these referrals include families with children, the mentally impaired and those experiencing economic dislocation. The police have resolved that there is little they can do except persuade the street people to "move along."

Strategic Planning

Previous research has provided an historical overview of the relationship of law enforcement and the homeless population in medium size California cities. The analysis of significant trends and events established the parameters for developing scenarios describing three different but plausible futures. Scenario #2 was identified as the most desirable future and was selected, in part, for development of the strategic plan.

Strategic planning, which contains a number of inter-related components, describes the logical process of combining resources to achieve desired results in an unknown environment. The outcome of this process is a strategic plan, the document which describes the recommended strategy. The strategic plan will communicate the intended strategy, convince stakeholders to "buy in" to the process, and will guide the organization from an analysis-defined present to a scenario-defined future.

Strategy formulation requires a comprehensive examination of both the external and internal environments. This includes a careful analysis of the position of stakeholders, the mission of law enforcement, and the present capability and future adaptability of the organization to effect change.

Trends - Threats and Opportunities

The five selected trends were determined to have significant impact on the future of medium size law enforcement agencies. Previous discussion focused on the level of impact associated with each trend and why each is considered significant to the homeless issue. The trends are now examined in an effort to identify the threats and opportunities they pose for law enforcement in the future.

1. There will be an increase in the homeless population in medium size cities.

The public demands on law enforcement will intensify with a population increase among the homeless. The presence of this element of society will elevate community concern for public health and safety, resulting in an increase of requests for police service. Since many police departments are experiencing service cut backs, any noticeable increase among the homeless will impact law enforcement service levels.

A continued increase in the homeless population could result in improvements in the quality and availability of social services. Improved social service delivery would provide alternatives to present law enforcement policies affecting the homeless issue. A broader range of service providers would allow law enforcement planners to develop systems for referral of homeless individuals to the appropriate agency, depending on individual need.

2. There will be an increase in reported crime perpetrated against homeless victims.

The increase in this trend could threaten the available resources of many elements within the criminal justice system. Increased crime reporting would strain police manpower and service levels while impacting crime statistics for any given area. Criminal courts will be affected since more reporting will result in more arrests and criminal trials. At present, few criminal prosecutions are pursued for crimes against homeless victims, due largely because of the transient nature of the homeless population. Prosecution of criminal cases is severely frustrated by unsuccessful efforts to locate homeless victims and witnesses.

By maintaining data relative to crime reports among the homeless, law enforcement will be better educated as to enforcement needs, manpower deployment, and special programs required to address the incidence of crime. Effective enforcement programs might discourage criminal conduct and reduce reported crime within the homeless population.

3. There will be an increase in civil disobedience by groups representing the homeless population.

Acts of organized civil disobedience will be perceived as a serious threat to public safety. Such activities will result in demands by concerned citizens for the social service system, including law enforcement, to alleviate the problem. Police response to civil disturbances will be closely scrutinized by observers.

Recognizing the threat of organized disorder will allow police agencies to justify additional funding for manpower, equipment and training to combat threats of organized violence. The professional handling of public disorder might enhance the police department's favorable image in the community and serve to solidify public support for law enforcement.

4. There will be an increase in cooperation among social service agencies concerned with assisting the homeless.

An increase in cooperative efforts among service providers will raise questions concerning the duplication of efforts by these agencies, including law enforcement. This trend may threaten the ability of law enforcement to develop policies independent of the agencies providing homeless assistance.

Cooperation and collaboration among public service agencies will provide the opportunity for law enforcement to understand the police role in matters affecting the homeless population. Role identification will be essential in police training programs pertaining to the homeless issue.

5. There will be increased public pressure for enforcement of local ordinances pertaining to public camping, loitering and trespassing.

The notoriety gained by the homeless has resulted in the creation of short term, temporary shelters. In the future, public pressure will be directed toward those who fail to use these facilities. Enforcement of laws and local ordinances will be stressed by segments of the community impacted by the home-

less problem. The trend may threaten the police image since stringent enforcement will not receive unilateral support of the public.

Pressure for strict enforcement will create an opportunity for police agencies to address specific problems created by homeless individuals. Incarceration of violators may threaten the relationship of the police and jail managers.

Stakeholders

By definition, stakeholders are described as any individuals or groups whose action or behavior is capable of affecting the issue. A committee of seven professional law enforcement members was utilized to identify stakeholders and assess the position of each relative to the homeless issue. This stakeholder analysis was intended to specifically address medium size, California cities. Examples of stakeholders in unrelated issues were provided to committee members. Insignificant stakeholders (snail darters) were defined and included for consideration in a subsequent brainstorming session.

The committee was familiar with the research topic as well as the trends and events regarded as significant in the future of the homeless issue. The brainstorming process provided the following list of stakeholders:

1. City council
2. Federal government
3. State government
4. City manager

5. Police managers
6. Police officer association
7. Local business owners
8. Taxpayers
9. Minority groups
10. United States Immigration Service
11. Local news media
12. Local land developers
13. City planning commission
14. A.C.L.U.
15. City attorney
16. Welfare department
17. Victim rights groups
18. District attorney
19. Property owner
20. County health department
21. Department of Human Services and Development
22. Private social service agencies
23. Housing authority
24. Churches
25. Department of Mental Health
26. Courts
27. Schools
28. Chamber of Commerce
29. Legal aid groups
30. Homeless support groups
31. Allied law enforcement agencies

The committee determined a number of stakeholders to be directly related to the issue area, while others appeared more remote in terms of direct impact. A number of "snail darters" were identified as potentially significant, yet, obscure. The United States Immigration Service was considered to be an insignificant stakeholder, yet capable of influencing the homeless issue as it relates to policies affecting homeless immigrants. Allied law enforcement agencies also have potential impact on the issue. Policies initiated at the local level will be compared with policies of other departments. The public will favor uniform policies throughout the law enforcement community.

The completed list of stakeholders was examined by the committee and members

selected those stakeholders whose impact on the issue would be most significant. Based on the relative importance of each stakeholder, the following list was comprised:

1. City manager
2. Property owners
3. Private social service agencies
4. State government
5. Taxpayers
6. Police managers
7. Local news media
8. Homeless support groups
9. A.C.L.U.
10. City council

Stakeholder Assumptions

In order to identify desired policy alternatives, it is necessary to consider basic assumptions concerning the position of selected stakeholders. Viable strategic planning will require consideration of the positions of those groups and individuals capable of affecting desired policies. Following a discussion of each stakeholder position, the committee developed the following list of assumptions. These assumptions were based on the committee's assessment of the stakeholders' history and present position with respect to the issue.

1. City manager

   (a) Will favor policies that encourage public and private sector involvement.

   (b) Will favor policies that address the concerns of property owners.

   (c) Will oppose policies that polarize community groups.

   (d) Will oppose programs perceived as fiscally irresponsible.

2. Property Owners

   (a) Will oppose property tax increases to fund programs

   (b) Will oppose programs that encourage homeless facilities on neighboring properties.

   (c) Will favor stringent police enforcement of laws and ordinances pertaining to homeless issues.

3. Private Social Service Agencies

   (a) Will oppose programs that encourage government control of social services.

   (b) May oppose policies that threaten the voluntary participation of the homeless in social programs.

   (c) Will favor policies that consider recommendations of this stakeholder group.

4. State Government

   (a) Will initiate few subvention policies to fund local government homeless programs.

   (b) May mandate required social services to be provided by local governments.

   (c) Will favor local bond programs to finance public building construction.

5. Taxpayers

   (a) Will oppose property tax increases to finance homeless assistance programs.

   (b) May favor minimal increase in local sales tax to finance programs related to the homeless issue.

   (c) Will oppose any policies that threaten to decrease current police service levels.

   (d) Will favor stringent enforcement of laws that apply to the homeless issue.

6. Police Managers

   (a) Will favor policies that limit law enforcement involvement in the homeless issue.

   (b) Will favor stringent enforcement of laws and ordinances affecting the homeless.

   (c) Will favor policies that clearly define the role of all service providers in addressing the homeless issue.

   (d) Will favor law enforcement training programs that relate to the homeless population.

7. Local News Media

   (a) Will oppose policies considered oppressive by any social class or group.

   (b) Will favor policies that include a cooperative effort among social service providers.

   (c) Will favor training programs for law enforcement that relate to the homeless problem.

8. Homeless Support Groups

   (a) Will oppose policies they perceive as infringements on the rights of homeless individuals.

   (b) Will favor programs that allow voluntary participation by homeless persons.

   (c) Will oppose strict law enforcement policies directed at homeless problems.

9. A.C.L.U.

   (a) Will oppose enforcement of local ordinances deemed to be discriminatory against the homeless.

   (b) Will support law enforcement training that provides for alternatives to incarcerations of homeless individuals.

   (c) Will favor policies that provide assistance to the homeless.

10. City Council

(a) Will favor policies that address the needs of local constituents.

(b) Will favor law enforcement training in homeless issue areas.

(c) Will oppose policies that require substantial funding by local government.

Summary of Stakeholder Assumptions

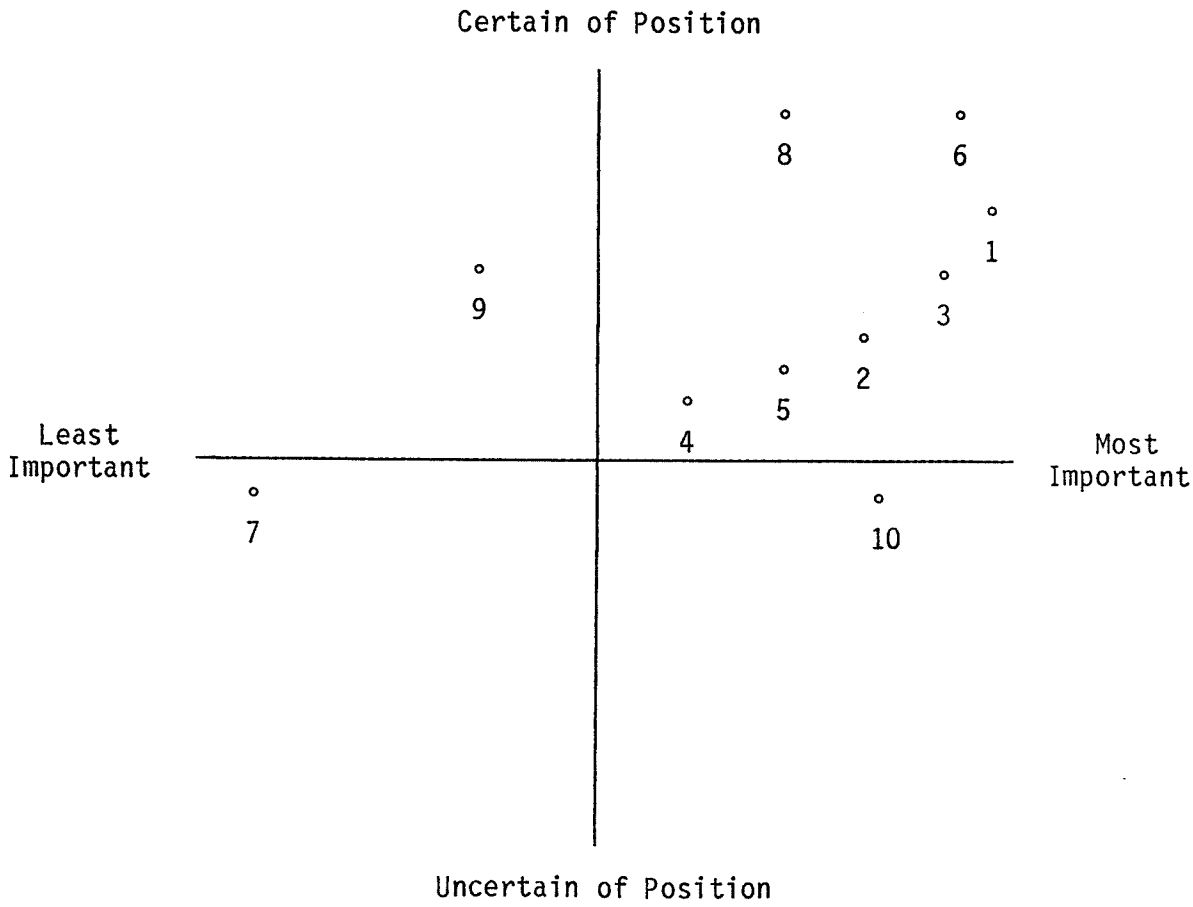
Based on the results of the stakeholder assumptions it was determined that few stakeholders maintained a neutral position relative to the homeless issue. Although most oppose decreased levels of police service, some will oppose strict enforcement of laws that apply almost exclusively to the homeless population. Therefore, future law enforcement strategies that incorporate strict enforcement of local ordinances risk serious opposition and must be carefully planned.

Policies that emphasize cooperation among service providers have a broad range of stakeholder support and should be considered in the planning process. Similarly, most stakeholders favor training programs for police personnel on matters associated with the homeless.

It was noted by committee members that a number of stakeholders maintained positions in direct opposition to others in the stakeholder group. These positions of adversity were regarded as important concerns for law enforcement during the policy formulation process.

Certainty of Assumptions

Members of the committee assessed the level of certainty of stakeholder positions and the level of influence each stakeholder had on the issue. The following graph depicts the levels for each of the primary stakeholders.



1. City Manager
2. Property owners
3. Private social service agencies
4. State government
5. Taxpayers
6. Police managers
7. Local news media
8. Homeless support groups
9. A.C.L.U.
10. City Council

Graph #10

Committee members assigned relatively high levels of certainty to stakeholders considered most important. Police managers, for example, are important stakeholders whose position on the homeless issue was highly certain. This group will favor policies that clearly define the role of law enforcement in the situations involving the homeless. Police managers will likely oppose any policies that expand the role of law enforcement in non-criminal matters associated with homeless individuals.

The position of the city council is important to the issue, yet, the level of certainty is low. The committee determined the level of certainty to be influenced by the existing political climate which is subject to change at any given time. Therefore, a low level of certainty was attached to the council position. Law enforcement planners will benefit by constantly monitoring the local political environment, since any changes here might suggest a modification of the strategic plan.

Resource Capability

Understanding the internal environment is critical in the strategic planning process. Policy design and development must consider the resource capability of the organization if any measure of success is to be realized. The seven member committee evaluated the available resources and provided an assessment of those considered as strengths and those considered as weaknesses within the typical medium size California law enforcement agency. The following list is the result of the group analysis.

Present Capability

Strengths	Weaknesses
Management skills	Manpower
Supervisory skills	Facilities
Growth potential	Money
Training	

Management skills, supervisory skills, growth potential and training were assessed by the committee as areas of strength within the law enforcement organization. In order to meet the present demands for police service, management and supervisory skills were regarded as a strength in most agencies. Growth potential was considered strong based on population increases experienced by most medium size cities. The expansion of field training programs in conjunction with state mandated training placed the present capability of this resource in the strength category.

The present capability of most resources was rated sufficient to meet existing needs, however some were rated below average and viewed as potential problem areas. Manpower was assessed as a weakness as calls for service in most areas continue to exceed available manpower. The status of this resource is important to monitor due to the impact of manpower on morale, attitude and image. The following capability analysis form was completed by each committee member and the mean rating for each resource was recorded.

Capability Analysis - Present Capability

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		
facility				X	
money				X	
supplies			X		
management skills		X			
line employee skills			X		
supervisory skills		X			
training		X			
attitudes			X		
image			X		
Council support			X		
C.E.O/C.M. support			X		
growth potential		X			
specialties			X		
management flexibility			X		
pay scale			X		
benefits			X		
turnover			X		
community support			X		
morale			X		

Graph #11

Future Adaptability

Because strategic planning requires managing change, it is essential that the law enforcement organization be analyzed to determine its adaptability to the change process. Organizational adaptability evaluates elements within the agency which reveal the type of strategy most suitable for policy implementation. The following analysis depicts the level of adaptability of various components of the law enforcement organization.

Future Adaptability Analysis

Instructions

Evaluate each item for the law enforcement organization regarding the type of activity it encourages based on the following criteria:

I Custodial - Rejects change
II Production - Adjusts to minor change
III Marketing - Seeks familiar change
IV Strategic - Seeks related change
V Flexible - Seeks novel change

Ratings of I and II indicate very little ability to change. Ratings of III indicate reactive change. Ratings of IV and V indicate proactive change.

Category	I	II	III	IV	V
Top Managers					
Mentality/Personality			X		
Skills/Talents			X		
Knowledge/Education				X	
Organizational Climate					
Culture/Norms			X		
Rewards/Incentives		X			
Power Structure		X			
Organizational Competence					
Structure		X			
Resources			X		
Middle Management				X	
Line Personnel			X		

Graph #12

The "Future Adaptability Analysis" completed by committee members indicates that most department operations utilize marketing strategy and most personnel respond to change in a reactive manner. Middle managers are considered more proactive than top managers and more likely to seek related change. Line personnel generally exhibit a marketing approach and prefer familiar change.

Climate within the organization is oriented toward marketing strategy relative to culture and norms. Activities pertaining to rewards and incentives are described as production based and respond only to minor change. This assessment is attributed to the existence of tradition which has similar influence on the power structure within the organization. As elements designed in the past, power structure and organizational structure demonstrate little ability to change. These internal restrictions, based on tradition, are regarded as impediments to the change process. Strategic planning which incorporates reorganization or re-alignment of power is certain to meet with internal resistance.

Constant monitoring of the internal environment should include periodic examination of the adaptability of top managers. The knowledge and education areas were identified as strategic, suggesting that top managers seek related change on occasion. Based on this assumption, it appears that top management is undergoing a transition from a marketing posture to a more proactive, strategic approach. This transition would influence the adaptability of other units within the organization and would have a positive affect on strategic planning.

The Law Enforcement Mission

The primary function of law enforcement is the prevention of crime, protection of lives and property, apprehension of those who violate the law, and the preservation of the public peace. Law enforcement is committed to delivering services fairly, economically, and professionally throughout the community. And, law enforcement is dedicated to maintaining order and providing assistance in times of emergency.

Policy/Strategy

The seven-member committee formulated a series of policy alternatives (strategies) for medium size police agencies to manage the homeless issue in the future. As a result of this process, the following policy statements were recommended:

1. The police department will develop a training program emphasizing response to the homeless population. Training will identify the police role and the level of expected service. The program will include officer awareness of available social service organizations and the nature of services provided to the homeless population.

2. Present law enforcement policies concerning the homeless issue will be maintained with no corrective action being taken.

3. The police department will discontinue providing service to homeless individuals in non-criminal matters.

4. An inter-agency advisory committee will be created to establish guidelines for managing the homeless issue on the local level. The committee will identify the role of all organizations that serve the homeless population.

5. A separate city agency will be created to provide services for the homeless. The agency will regulate homeless assistance programs and will coordinate referrals of homeless individuals to the appropriate social service organization.

6. The city will establish a minimum security detention facility to house those who violate applicable laws and local ordinances.

7. The police department will initiate strict enforcement of laws and ordinances pertaining to public drunkenness, camping, loitering and trespassing.

After developing a list of policy statements, committee members utilized a "Rating Sheet for Policy Delphi" to determine the overall feasibility and desirability of each policy alternative. Table #1 depicts the average score for each policy and individual members scores.

Modified Policy Delphi Results
Table #1

Feasibility	Desirability
Definately feasible - 3	Very desirable - 3
Probably feasible - 2	Desirable - 2
Probably infeasible - 1	Undesirable - 1
Definately infeasible - 0	Very undesirable - 0

Each category allows for a total of 21. There is a total of 42 possible for each policy alternative.

Since 3 is the highest possible average score attainable in each category, 6 is the highest possible 'Overall Average' score for each policy alternative. The overall feasibility and desirability of each policy is ranked on a scale of 0 to 6. This rating is depicted in the 'Overall Average' column.

Alternative #1: Development of law enforcement training on the homeless issue.

Feasibility	- Total	19		Average -	2.7
Desirability	- Total	20		Average -	2.9
	Combined Total	39	Overall	Average -	5.6

Alternative #2: Maintain current level of service to homeless population with no corrective action.

Feasibility	- Total	14		Average -	2
Desirability	- Total	4		Average -	.57
	Combined Total	19	Overall	Average -	2.57

Alternative #3: The police department will discontinue service to the homeless in non-criminal matters.

Feasibility	- Total	15		Average -	2.1
Desirability	- Total	6		Average -	.85
	Combined Total	21	Overall	Average -	2.95

Alternative #4: Creation of an inter-agency advisory committee to establish guidelines for the homeless service providers.

Feasibility	- Total	16		Average -	2.2
Desirability	- Total	20		Average -	2.9
	Combined Total	36	Overall	Average -	5.1

Alternative #5: A separate city agency will be created to provide homeless assistance.

Feasibility	- Total	10		Average -	1.4
Desirability	- Total	19		Average -	2.7
	Combined Total	29	Overall	Average -	4.1

Alternative #6: The city will establish a minimum security detention facility.

Feasibility	- Total	10		Average -	1.4
Desirability	- Total	12		Average -	1.7
	Combined Total	22	Overall	Average -	3.1

Table 1 - continued

Alternative #7: The police department will initiate strict enforcement of laws and ordinances pertaining to public drunkenness, camping, loitering and trespass.

Feasibility	- Total	15	Average	-	2.1
Desirability	- Total	17	Average	-	2.4
Combined Total		32	Overall Average	-	4.5

Results of the modified policy delphi identified the preferred policy statements from the list submitted by committee members. Policy #1 and #4 were considered highly desirable and feasible by organization standards. The remaining five alternatives were rated less desirable for law enforcement application.

Policy #1, formal training of law enforcement personnel on homeless issues, was favored as a low-risk, widely accepted strategy. Implementation of this program will be facilitated by broad range support among stakeholders. Committee members regarded this policy as a positive first step in the strategic planning process. Policy #1 was perceived as a low-risk strategy since development, implementation and outcome are controlled largely by the law enforcement organization.

Formal training in the general issue area should be designed to accomplish two primary objectives. First, police personnel must understand their department's position on homeless issues, including the enforcement philosophy and recommended role of the police in addressing homeless problems. Second, police employees should be familiar with local social service agencies providing homeless assistance.

Policy alternative #2, maintaining the current service level with no corrective action, was considered "very undesirable." This assessment supports the contention that present law enforcement policies are not adequate for addressing future issues associated with the homeless population. And, as the homeless issue gains local prominence, public concern will require police agencies to conform policies to changing conditions. The committee concluded that a "status quo" position, though possibly feasible, was not in the best interest of the department or the community.

Policy #3, discontinuing service to the homeless in non-criminal matters, was compared to alternative policy #2 in terms of feasibility and desirability. Future public concern is certain to impose a higher standard of participation on law enforcement in non-criminal activities involving homeless persons. This belief is supported by James R. Metts, Sheriff of Lexington County, South Carolina, who, in describing the police officer in the year 2000, writes, "The role of the police will be more 'caretaker' and service delivery in nature and less 'lock'em up.' Police will take on a more 'public safety' context of professionalism."[26] Metts continues, "people will call the police for help, as always, but they will demand and receive services of professional 'caretakers,' whose primary goals will be their legal, social, and technical expertise."[27] Discontinuing service to the homeless in non-criminal investigations was perceived by the committee as a "benign neglect" approach that would be rejected by primary stakeholder groups. No member of the committee considered this strategy to be a highly desirable alternative.

Policy #4, creation of a local inter-agency committee, was selected as a preferred law enforcement strategy. During the discussion of this alternative, the policy delphi group emphasized the need for inter-agency cooperation in effectively managing the diverse homeless population. Members pointed out the fact that most successful homeless programs stress networking private and public resources, including fiscal and human resources.

Inter-agency cooperation and collaboration was viewed as highly desirable based on the benefits derived by law enforcement. This process would clearly identify the individual roles of participating agencies relative to the issue. In addition, the continuing dialogue established by an agency network could contribute to future policy formulation.

This policy alternative rated as less than "definitely feasible" by the policy delphi group. Members who regarded the policy as only "probably feasible" pointed out the inherent problems associated with multi-agency cooperative efforts. Specific areas of concern were identified as lack of leadership, lack of unity of purpose, and lack of long-range commitment. Some members were doubtful that such an inter-agency group could be brought together with total involvement of all affected agencies. During a study conducted by Peter Finn, abt Associates, Inc; for the National Institute of Justice, the author stated, "public departments that work in tandem with the social service system have usually had to fight to get these agencies involved. In some jurisdictions, it took an embarrassing suicide or murder by a mentally ill person to galvanize the social service system into action. In other cases, police played tough to get cooperation."[28] Implementation of Policy #4 will require careful organization

and planning to insure the above concerns are addressed during the formulation of the strategy.

Policy #5, creation of a city agency to serve the homeless population, was rated "desirable", but "probably infeasible" as a recommended alternative. Committee members considered the costs of implementing this strategy to far outweigh the benefits derived from such a program. Serious stakeholder opposition will result from any attempts to expand the role of government.

Because this alternative was considered to be a desirable policy, committee members suggested that changes in the political environment may improve the feasibility of this strategy over time.

Alternative #6, establishing a city operated detention facility, received the widest range of responses from the committee. Some members considered this alternative "very desirable," while others rated it "very undesirable." Those who opposed this strategy experienced concern for involving the city in inmate management systems traditionally operated by local counties. Costs for maintaining this program were considered prohibitive by members rating the policy "undesirable."

Committee members who perceived this alternative as "desirable" argued that the program was a viable alternative to traditional incarceration facilities.

Policy #6 was rated as "infeasible" by the committee based on the anticipated lack of stakeholder support. Any program expanding government and

increasing costs will meet opposition from affected stakeholder groups.

Policy #7, strict enforcement of laws and local ordinances was generally regarded as a preferred strategy by committee members. The policy was viewed as one of few options available to law enforement in managing problems created by a segment of the homeless population. Members of the committee who strongly favored this strategy were also supportive of policy #6. Strict enforcement was considered by some as a highly controversial option certain to create adversity among stakeholder groups. Implementation of this policy would require careful monitoring of the environment since its success will depend largely on timing and available alternatives. Organized opposition by homeless support groups could easily result from an enforcement program that is perceived as a hasty response to problems created by the homeless.

Course of Action

The development of the preferred strategic plan requires careful review of the components in the internal and external environments likely to impact recommended policies. Internally, the course of action must be compatible with management capabilities, organizational adaptability and resource availability. Externally, previously identified trends must be monitored to determine the need for policy modification during the implementation process. A course of action which is compatible with the external environment must address the position of important stakeholders capable of influencing the strategic plan.

Previous research assessed the internal and external environment and the findings will be used in the development of the preferred course of action.

The results of the future adaptability analysis suggest that the course of action be one of gradual change. This is due to the marketing approach to change exhibited by the organizational climate which is best suited to familiar change. Organizational structure was regarded as "production" oriented and capable of adapting to minor changes. These assessments support a gradual change effort over time.

The adaptability analysis describes middle managers as "strategic" and more proactive than other organizational components when involved in the process of change. Therefore, management intensive programs are preferred to those with a resource intensive approach. Though middle management exhibits a strategic position relative to change, viable policies must conform to the present "marketing" position maintained by top management.

During a discussion of the various policy alternatives, members of the policy delphi committee recommended that a suitable course of action incorporate alternatives #1, #4, and #7. It would appear that these policy options conform to the organization's present strengths provided they are implemented over time. Therefore, the recommended course of action is to implement Policy #1, #4, and #7 over a three year period. Policy #1 (development of a law enforcement training program on the homeless issue), should be initiated immediately. This policy was considered a low risk option with long range benefits for police personnel. Training will serve as an appropriate starting point from which

related policies can be implemented and stakeholder support can be acquired. Middle managers can use their position of influence to establish training criteria and assign responsibilities to personnel responsible for training development.

Policy alternative #4 (creation of an inter-agency advisory committee) though less than "definitely feasible," should be initiated immediately. Law enforcement planners will need the support of internal stakeholders to insure successful implementation of this program. Department leaders and city officials will be required to actively enlist the participation of all affected agencies. Any long-range success in managing the homeless problem will depend on the level of cooperation exhibited by the network of social service agencies providing homeless assistance. The objectives of this program should include identifying the roles of involved agencies and identifying the myriad of concerns associated with the diverse homeless population.

Immediate implementation of this policy by law enforcement is certain to enhance the police image within the community. By assuming a leadership role in addressing the homeless issue, law enforcement can establish a reputation as a profession concerned with social issues affecting the local community. Creation of an inter-agency committee appears to be suited to the organization's capability and future adaptability. The program does not require excessive expenditures of money and should not impact manpower levels, both considered to be organizational weaknesses.

During the second year, the department will implement alternative #7 (Strict

enforcement of laws pertaining to public drunkenness, camping, loitering and trespassing.) The policy delphi group considered this policy to be a necessary program for maintaining public peace. The policy is designed to address the segment of the homeless population that is unwilling to participate in assistance programs and refuses to obey established laws and ordinances.

The purpose for implementing this policy in the second year is two fold. First, external stakeholders will oppose stringent enforcement policies prior to the implementation of other homeless programs, such as transitional housing, shelter facilities, and detoxification centers. It will be argued that present conditions force some elements of the homeless population to violate minor laws and ordinances because of a lack of available shelters and homeless programs. Law enforcement planners will be required to monitor the local environment and insure that basic homeless programs are in place prior to implementation of this policy.

Secondly, by instituting homeless training programs and inter-agency cooperative efforts, law enforcement will demonstrate concern for seeking viable alternative solutions prior to imposing a policy of strict enforcement. It is reasonable to project the desirability of this alternative to increase after the two previous programs are in place.

A program of strict enforcement will impact organizational manpower which is presently considered a weakness in the organizational structure. This program will require planners to evaluate manpower allocation and deployment to insure that available personnel can effectively meet the objectives of the program.

There are a number of stakeholder groups supportive of this policy who are capable of neutralizing the effects of opposing stakeholder groups. Careful negotiations with stakeholders will be required to insure success of the program. Those regarded as supportive of strict enforcement will include property owners, taxpayers, and police managers.

At the end of the three year period, the strategic plan will be evaluated and reviewed to determine the need to modify existing policies. At this time, law enforcement planners should consider policy alternatives capable of future implementation.

Administration and Logistics

Successful implementation of the recommended course of action will require the support of the city manager and upper level police managers. Department training staff will be assigned to prepare background data and develop a formal training program addressing the homeless issue. The training manager will coordinate program development and apprise the division commander of the program content and recommendations for implementing the training throughout the department. The division commander will review the program with management staff and the chief of police. The training manager will be responsible for program management and scheduling of training.

The training manager will be assigned to meet with representatives of local government agencies to begin the process of inter-agency committee formation.

The development of the inter-agency advisory committee will begin at the local government level where a core group can be formed. The city manager will be able to assign participants of local government to the process.

Once a core group of participants is assembled, private and public social service agencies will be included in committee development. News media exposure at this point in the process will be encouraged. Local news media can serve to attract participation of local social service agencies and can inform the public of the process.

The city manager will assign a representative of local government to coordinate participating agencies and monitor the progress of the inter-agency group. Costs for implementing this program will be minimal since police representatives are salaried staff personnel.

Administration of the final policy will be the responsiblity of the commander of field operations. The level of enforcement will be determined based on the recommendations of the training manager, chief of police, and city manager. Implementation of this policy will require careful analysis of present staffing levels and duty schedules. Manpower deployment will be the responsibility of the field commander.

Throughout the planning process, management staff within the department will be apprised of the intended course of action and committed to the process prior to implementation. Communication must be maintained with the city manager's office and immediate notification will be made of any modifications or cost

increases not previously anticipated. All stakeholder positions should be monitored throughout the strategic planning process.

Planning System

Issue planning, periodic planning and signal/surprise planning will be the planning systems incorporated in the recommended course of action.

Issue planning, in which an urgent issue is identified, is well suited for formation of task forces and development of a document (the strategic plan) to address the issue. It will be necessary to form a task force to identify the general issue and provide for dissemination of information to affected groups, i.e., social service agencies, city manager, police personnel.

During the development of the strategic plan, periodic planning and signal/surprise planning will be incorporated for implementation of specific policies within the plan. Periodic planning, which addresses a number of issues, will be incorporated in the development of the formal training program for police personnel. This system provides for formation of a semi-autonomous staff and hierarchical management network common to law enforcement agencies.

Signal/surprise planning, which provides for continuous monitoring and environmental surveillance, will be utilized during the implementation of the final policy (strict enforcement of local ordinances). The response of primary

stakeholders to this policy must be constantly monitored to insure that desired results are attained and stakeholder support is maintained. The communication network established by signal/surprise planning allows for direct communication between planning staff and top management in the event that policy modification is required. The planning system generally associated with law enforcement agencies is periodic planning, which establishes a hierarchical communication network which includes direct link capabilities to effectively respond to environmental signals.

Implementation Plan

"An idea without action is wasted effort . . . an idea with action and a system for implementation is true power for forward progress . . ." - Tom Miller

A carefully designed strategic plan which contains no action statements and no implementation process is nothing more than an idea, a wasted effort. To insure that the recommended course of action is capable of being implemented a series of tasks must be undertaken to address the needs of the organization and those of the primary stakeholders. In order to gain the level of commitment required to accomplish the goals of the program there must be a process by which the needs of primary stakeholders can be satisfied.

First, the position of the organization must be assessed relative to the elements of the strategic plan. The assessment will include identifying the issues within the plan that are perceived by the organization to be negotiable

and those considered non-negotiable. Next, each of the primary stakeholders will be examined to determine what issues are negotiable and non-negotiable based on the stakeholder's history and present position relative to the general issue. Once the needs of the stakeholders are identified, a negotiation strategy can be designed for each stakeholder, through which, individual needs can be satisfied.

Organizational Strategy

The development of effective negotiation strategy will require an understanding of the organizational position and goals. The position of the organization is revealed by identifying the issues in the plan which are negotiable and non-negotiable.

Negotiable Issues:

1. Course content for training on the homeless issue can include material and instruction provided by agencies outside law enforcement.

2. Representatives of participating agencies can establish rules, guidelines and operating procedures for the inter-agency homeless committee.

3. The city manager can appoint representatives of city government to the inter-agency homeless committee.

4. Geographical areas in which strict enforcement of local ordinances will be directed can be determined by police management.

Non-Negotiable Issues:

1. Management and administration of law enforcement programs will be the responsibility of the police agency.

2. Training requirements for law enforcement personnel will be established by police management.

Primary Stakeholders - Points of Negotiation

The analysis previously conducted by a group of law enforcement professionals assessed the position of the primary stakeholders relative to the general issue. The group identified the stakeholders considered to be most important and judged the certainty of each stakeholder position.

The stakeholders considered critical to the implementation plan are; the city manager, property owners, private social service agencies, taxpayers, police managers, and the city council. Issues regarded by these stakeholders as negotiable and non-negotiable must be identified and included in the negotiation strategy.

I. City Manager

The city manager will favor programs that incorporate public and private funding and staffing, however, he/she will discourage private control of these programs. As a proponent of the strategic planning process, the city manager will consider the selected course of action to be a positive response to the homeless issue. However, he/she will oppose programs requiring additional per-

sonnel and staffing. And, the city manager will be critical of newly implemented programs which exceed budgetary limits.

The city manager will consider the following issues to be negotiable:

1. Committing city employees to inter-agency programs which include private sector participation.

2. Expenditures of city funds for programs designed to benefit city residents.

3. Law enforcement training that relates to improving public safety.

The following areas are not negotiable:

1. Law enforcement training will be provided within budgetary constraints.

2. City government staffing levels will not be increased to provide personnel for new programs addressing specific issues.

3. Police programs addressing specific enforcement problems will not reduce police service levels throughout the city.

II. Property Owners

Property owners, particularly those directly affected by the homeless population, will favor programs that stress strict enforcement of the law. Business owners and residents alike, will perceive the presence of homeless individuals as a threat to public peace and safety. Therefore, this stakeholder

group will favor any program that reduces the visible presence of the homeless. As a special interest group, property owners will demand a police response to any threat posed by homeless persons, whether or not the threat is criminal in nature.

Property owners will oppose programs that provide for homeless facilities in close proximity to their properties. This stakeholder group will oppose property tax increases to fund homeless assistance programs.

The following issues are considered negotiable:

1. Police manpower deployment in areas experiencing concentrated numbers of homeless individuals.

2. Level of participation of private citizens in local inter-agency homeless committee.

These areas are non-negotiable:

1. Police enforcement of laws and ordinances associated with the homeless population.

2. Property tax increases to finance plans and systems for addressing the homeless issue.

III. Private Social Service Agencies

Private social service agencies are aware of the issues associated with the homeless population and are active in efforts to effectively address homeless

needs. Social service providers will support the joint efforts of public and private sector groups, however will resist those programs which threaten the antonomy of individual private agencies.

This stakeholder group will favor homeless programs which allow for voluntary participation by homeless individuals. Programs that are perceived as infringements on the rights of the homeless may be opposed by this group. Law enforcement training will be supported and encouraged by these primary stakeholders.

Issues considered to be negotiable are:

1. Content of law enforcement training programs addressing social issues.

2. Role of private agencies in a local inter-agency homeless committee.

3. Role of law enforcement in managing the homeless problem.

The following are considered non-negotiable issues:

1. Voluntary treatment facilities will provide alternatives to involuntary incarceration of homeless persons.

2. The inter-agency homeless committee will not be controlled by local government.

IV. Taxpayers

Generally, this stakeholder group is concerned with the level of service provided by public agencies and the costs associated with providing services. Since the passage of Proposition 13 in 1978, taxpayers are increasingly aware of the impact of the initiative process on government financing.

Taxpayers will support law enforcement programs that address specific issues providing there is no threat of reduced service levels to the general public. Taxpayer groups will oppose tax supported services perceived as benefiting only certain segments of the community. To be acceptable, services must benefit the majority of local taxpayers.

Issues considered to be negotiable are:

1. The level of tax supported financing for local services provided to the homeless population.

2. Law enforcement participation in non-criminal, social issues.

3. The types of social services provided by local government?

The following areas are non-negotiable:

1. Law enforcement resources required to manage the homeless population will not reduce the level of service provided to the general public.

2. Local government staffing will not increase and no new government agencies will be formed for the sole purpose of managing the homeless population.

V. Police Managers

The level of support demonstrated by this stakeholder group will have a significant affect on the over all quality of law enforcement programs. Police managers will support employee training programs if satisfied that the quality of service will be improved. They will oppose programs that infringe on internal personnel management and law enforcement independence. Police managers will seek to maintain control of department resources and service delivery systems.

Police Managers will negotiate the following issues:

1. The content and curriculum of law enforcement training programs.

2. The expected level of service required of law enforcement in addressing homeless issues.

3. Laws and local ordinances designated for stringent enforcement.

The following issues are non-negotiable:

1. Limited participation by police managers in decisions on the types and levels of service provided by law enforcement.

2. Participation of outside organizations in decisions affecting police manpower deployment and resource management.

VI. City Council

The city council is a diverse group whose position in the homeless issue is regarded as 'uncertain'. The diverse political interests and aspirations of its members often interferes with the successful implementation of local, public programs. Majority support for innovative projects will depend on timing and the anticipated public response to the course of action.

The city council will negotiate the following issues:

1. The level of participation of city agencies in public - private sector programs.

2. The financial responsibility assumed by local government for special programs.

3. The content of newly implemented local ordinances to address specific issues.

The following issues will be considered non-negotiable:

1. Expanding city staffing to administer specific programs.

2. Private control of city personnel and resources.

3. Local government programs which are opposed by the local political constituency.

4. Newly implemented programs which threaten to reduce the existing level of public service.

Negotiation Strategy

In his book, The Art of Negotiating, Gerald Nierenberg identifies the common denominator in negotiations as, "the satisfaction of needs."[29] Nierenberg describes negotiations as " . . . a cooperative enterprise; common interest must be sought; negotiation is a behavioral process, not a game; in a good negotiation, everybody wins something." [30]

Negotiation strategy must be designed to satisfy the needs of the stakeholders and insure that everyone wins something in the process. Clearly, the success of the implementation plan will depend, in part, on the level of commitment demonstrated by the primary stakeholders. To commit support to the selected course of action, stakeholders must experience a sense of ownership of both the plan and the process.

As Nierenberg suggests, "when we have thoroughly prepared - when we have translated our knowledge into an understanding of needs, then we have mastered the 'pieces' in negotiation." [31] After identifying stakeholder needs and assessing stakeholder positions, it is important to develop negotiation strategies that satisfy the needs of stakeholder groups.

Strategies designated for use on different levels with different stakeholders are:

1. Participation - This form of negotiation is described by Nierenberg as,

"we are friends," in which, "you strive to enlist the aid of other parties in your behalf, to act either directly or indirectly." [32]

2. Crossroads - In this strategy, several matters are introduced into discussion so that concessions can be made on some issues, and concessions can be gained on others.

3. Collaboration - This process seeks to create a joint venture approach, emphasizing consensus as the appropriate means of problem solving.

4. Blanket - This form of strategy brings together a large group of participants in an effort to gain the support of at least two or more.

5. Association - This form of negotiation associates the proposed course of action with similar programs which have succeeded in the past, or are currently popular.

Police Managers

The negotiation process will begin with the police department management group. Based on the perceived needs of police managers, their support will be enlisted through participation strategy. This form of negotiation acknowledges the crucial role of managers in programs directly affecting the police agency. Through participation, police managers will be encouraged to seek the support of line employees for the plan.

It will be the responsibility of the management group to coordinate policies in the strategic plan that will be executed by police personnel. Therefore, it is essential that this group is brought into the process early and is actively supportive of the course of action.

Because the strategic plan contains three separate recommended policies, a number of issues may be subject to negotiation. Crossroads strategy will be utilized to bring both sides into agreement.

The City Manager

The city manager can be expected to favor the strategic planning process and the general approach described in the recommended course of action. However, negotiation will be necessary to gain his/her support of specific policies.

Collaboration strategy will be used extensively during negotiations with the city manager. By creating a joint venture approach to the program, the city manager may adopt a position of ownership and assume responsibility for implementing the plan.

Throughout negotiations, the city manager will maintain a "need to know and understand" position relative to details of the recommended policies. Available research data and statistics will be essential in negotiations which will be based on logic and reason as an approach to gaining consensus.

Property Owners

Property owners are generally supportive of law enforcement efforts to manage issues perceived as threats to public peace and safety. Negotiations with property owners will include participation and crossroad strategies. Through participation, the support of this stakeholder group can be enlisted to influence the level of support of other groups.

Crossroads strategy will be incorporated in the negotiations process as a means of resolving differences on the various issues contained in the strategic plan.

Private Social Service Agencies

The support expressed by this stakeholder group is vitally important to the overall success of the strategic plan. These social service providers will impact law enforcement training programs and the formation of the inter-agency committee, two important aspects of the selected course of action.

Due to the wide range of issues involving this group, crossroads strategy will be utilized to insure that disagreement is resolved. Blanket strategy will also be employed during negotiations. Because this group is made up of numerous individual organizations, the program will be proposed at a time when all participants are brought together in an effort to encourage a number of individual units to support the plan.

Taxpayers

Meaningful negotiations with taxpayers will require that a thorough program description is made available through public relations systems. Taxpayers must understand the elements of the proposed plan before any negotiations are begun. A well designed public relations program can inform taxpayers of the advantages of the plan.

After the concepts of the proposed plans are communicated to taxpayers, participation strategy can be incorporated into the negotiations. Association strategy may be included in efforts to dispel any fears that the strategic plan will fail.

City Council

City council support for the proposed program will be influenced by the degree of support exhibited by other primary stakeholders. The council will express concern for issues in the plan which impact the local political climate. Association strategies will be employed to negotiate for council support. Through association, negotiation will seek to dispel any fears of negative political impact resulting from the implementation of the plan.

In order to insure council support, participation strategy will be used to enlist the aid of other stakeholders certain in their support of the program. This strategy will require that the city council be the last stakeholder group involved in the negotiation process. Securing the support of the city manager,

property owners, and taxpayers will reinforce the validity of the plan and satisfy the needs of the city council.

The Critical Mass

The individuals and groups whose support is considered essential to the success of the proposed course of action are identified as:

1. City Manager
2. City Council
3. Police Managers
4. Private Social Service Agencies
5. Taxpayers

Graph #13 reveals the present position of each member of the critical mass regarding the commitment to change. The graph also depicts the direction of movement required of each member for success of the change effort.

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CITY MANAGER		X ---▶ -- O		
CITY COUNCIL	X ---▶ --- O			
POLICE MANAGERS			X --- ----▶ --- O	
PRIVATE SOCIAL SERVICE PROVIDERS		X --- ---▶ --- O		
TAXPAYERS	X ----▶ --- O			

Graph #13

The following individual assessments describe the movement required of each member of the critical mass to facilitate the recommended change.

City Manager

The city manager maintains a strategic relationship with other members of the critical mass. He/she is capable of imposing change within local government while influencing the position of stakeholders in changes imposed or initiated

by others. Although the strategic plan can be administered by middle managers, committee development must be initiated by the city manager.

Presently, the city manager is in a "let change happen" position. The creation of an inter-agency homeless committee will require the city manager to assume a more active role and "help change happen."

City Council

The city council is a diverse group whose personal interests and political aspirations often interfere with successful programs implementation. Majority support for new programs will depend largely on timing and acceptance by the city council constituency.

Because of the potential for public criticism and fear of failure associated with change efforts, the present council is in a position to "block change," which will be demonstrated council inaction. Negotiation strategies must identify the benefits of the recommended plan and dispel the fears associated with the anticipated change.

City council members will not be expected to actively participate in the implementation of the strategic plan. However, through effective negotiation, the council can be brought to a position of acceptance, a "let change happen" posture.

Police Managers

The support of police management is essential for successful implementation of all programs initiated within the police agency. The level of support demonstrated by this group will impact the quality of these programs as well as the response of line personnel to such change efforts.

Police managers will express concern for the effects of new programs on present staffing levels and, the type of management structure in proposed for program implementation. This group will attempt to block changes that threaten the agencies independence and/or internal structures of management and control.

In any transition process, there must be at least one group or individual committed to making the change happen. The involvement of police managers in the initial planning stage will facilitate efforts to move this group from the present "help change happen" position to the required, "make change happen" posture.

Private Social Service Agencies

Private social service providers must be informed of the concepts of the recommended strategic plan and the vital role of private agencies in the overall transition process.

Presently, this group maintains a position of "let change happen" which suggests that these agencies will not interfere with, or delay the process, however they will not actively participate in program implementation. In order to

establish the desired training program and inter-agency network, these agencies must be moved to a "help change happen" category.

Taxpayers

Efforts to gain taxpayer support will be enhanced by providing a detailed description of the plan and it's elements, including anticipated costs, benefits, and long-term objectives. The present position of "block change" is a normal response of this group to most programs initiated by government which are perceived as benefiting only a segment of taxpayers but financed by all taxpayers. The "cost reasonably borne" philosophy, which asserts that those receiving government services should pay in proportion to services received, is a widely accepted approach among taxpayer groups. Taxpayers must be informed of the direct benefits of programs if their support is to be gained.

To insure the general public's support for the proposed plan, the position of taxpayers must move to the "let change happen" position.

Management Structure

To insure that the transition process is strategically implemented, police managers will be responsible for the design of management structure. The level of commitment displayed by this group must be sufficient to bring about the necessary change.

Though required to effect the change, police managers cannot collectively devote the majority of their time to coordinate the implementation of one project. Therefore, a member of the management staff will be assigned to the position of 'project manager.' The selection will be made by the chief executive, based on the recommendation of management. The individual selected for this position will exhibit desired leadership and interpersonal skills, and will clearly understand the program's objectives.

The project manager will assume executive power in areas associated with the project, insuring effective control and utilization of resources. He/she will be authorized to form a transition team, with approval of the chief executive, and he/she will assign tasks to individual members. The project manager will be responsible for coordinating concurrent activities and monitoring the progress of the transition plan. Throughout the transition process, the project manager will meet with outside groups for recommendation and input. These meetings will include collaborations with representatives of the critical mass.

It will be the responsibility of the project manager to coordinate communications to and from the organization, and to interact regularly with executive staff members. Any variations in the structure of the transition plan will require the approval of the chief executive, who will review the progress and make recommendations on critical aspects of the transition process.

The diagonal slice mode will be incorporated in the change management structure to insure continual dialogue during the period of transition. This mode creates a channel for information flow from various levels within the

organization. Representatives of different organizational levels are included in the management structure to provide input on aspects of the plan that impact the various elements of the organization. Participation and involvement in the process will encourage employees to share the commitment of the project manager for successful transition.

Technologies

Successful change management will require the project manager to design and develop an effective organizational team. Team building will be an important first step in the transition process. To be consistent with the selected management structure, the team will include representatives of all function levels within the organization. Team composition will require the approval of the chief executive. The chief executive will confer with management staff and define the expected level of participation of team members prior to initiating the selection process. At this time, management staff will be introduced to the specific objectives of the transition team and it's role in implementing the recommended course of action.

Once the transition management team is formed, specific technologies can be introduced to determine individual responsibilities and capabilities of team members.

First, the chief executive will convene a meeting of the entire transition team. Using the format described in the organization confrontation meeting, the group will be formally introduced to the various aspects of the project. This

process will identify individual capabilities of team members and will encourage their participation in goal formulation. The organizational confrontation meeting will establish a communication network within the team that will be necessary throughout the transition process.

Next, sub-groups will be formed based on the function responsibility of each group. These functional groups will meet to select action items and develop specific action plans. During this process, the project manager can assess the level of commitment of individual team members.

After forming functional sub-groups, the responsibilities of each group will be identified by 'responsibility charting.' Members of each functional group will discuss and negotiate various task assignments and the desired level of participation for each member. Role identification will include assigning approval authority to designated individuals involved in specific tasks. The responsibility chart will serve as a guide for the project manager, from which systems can be designed to assess and monitor the progress of tasks within the various action plans.

Throughout the transition process, frequent meet and confer sessions will be scheduled between individual sub-groups and the project manager. At critical stages in the process, the project manager will meet with the entire transition team to encourage continual dialogue and assess the progress of various tasks.

Though his direct involvement in specific action items is minimal, the chief executive will be informed of the status of the program during meetings with

he/she and the project manager. On occasion, the chief executive will be required to accompany the project managers and endorse presentations made to outside groups directly affected by the transition plan.

Conclusions

The purpose of this research project was to assess the impact of the homeless population on medium size California cities by the year 2000. The primary objective of the research was to analyze the future environment and develop a process by which law enforcement can effectively manage the homeless issue in the future.

A literature scan and series of interviews provided data which identified present conditions associated with the homeless population. A number of factors were recognized as consistent among medium size California law enforcement agencies in the current environment. First, present training of police personnel on the homeless issue is sorely inadequate. Few agencies provide formal training programs for managing the issue. Also, police enforcement practices vary from benign neglect of the homeless problems, to stringent enforcement of laws and ordinances most often associated with homeless individuals. In most medium size cities, there is no networking among private and public service providers to combat the mounting concerns created by the homeless population.

Once regarded as "transients," comprised primarily of older male alcoholics, this diverse group now includes women, children, the mentally ill, and the eco-

nomically displaced. Traditional police practices are becoming outdated and grossly inadequate for providing responsible service levels to the ever-increasing homeless population.

Coping with the homeless issue requires melding public and private efforts in ways that serve the homeless and the general public, yet do not alienate taxpayers. During subsequent research, a preferred scenario was created in which a system was created incorporating the resources and expertise of local social service agencies, both public and private. A strategic plan was devised for implementation by law enforcement for attainment of a preferred future state. Based on the capability and adaptability of the organization, the position of the primary stakeholders, and future conditions, three interrelated policies were developed for implementation over time.

The elements of the plan included a formal law enforcement training program, formation of a local inter-agency committee, and a policy for strict enforcement of laws and local ordinances. These policies consider that, though interrelationships must be developed among all social service providers, each remains independent in internal structure and specific service areas.

Implementation of the strategic plan will provide for a project manager who will be selected from the police management group. A transition team, comprised of law enforcement personnel, will be formed. This management structure will secure the independence of the law enforcement mission while striving to establish a cooperative effort with outside agencies.

The elimination of homelessness in the near future appears doubtful. Previous efforts to seek such a lasting solution to this growing national problem have proven to be unsuccessful. The hope for the future rests in the ability of service providers, including law enforcement, to effectively manage the problem rather than anticipate it's disappearance. Father Joe Carroll, President of the St. Vincent De Paul Center for Homeless in San Diego, advocates a management approach to the homeless problem, "because it is a problem with no final 'solution'. About 1/2% of any city population will be homeless and every area will have its share." [33] Father Carroll suggests, "It should be a routine part of urban planning to provide for the homeless just as we provide for traffic, zoning, growth, and criminal justice management." [34]

The myriad of concerns presented by the diverse homeless population must be addressed. Yet, law enforcement technology and resources cannot, by themselves, remedy the social ills tied to this segment of society. Law enforcement leaders must not lose sight of what business they are in, and how cooperation with other social service providers can enhance the law enforcement mission.

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APPENDIX A

MEMBERS OF THE NOMINAL GROUP

1. Kent Middleton, Lieutenant
   Bakersfield Police Department

   Former Patrol Commander and current member of the Kern County Homeless Coalition Task Force, a position he has held since 1986.

2. Katie Young,
   Bakersfield California

   Member of the Kern County Homeless Coalition Task Force and former homeless individual.

3. Kenneth Pulskamp, Assistant City Manager
   City of Bakersfield, California

   Member of the Kern County Homeless Coalition Task Force and liaison with city manager and task force.

4. David Cooper, Attorney at Law

   Executive Director of the Greater Bakersfield Legal Assistance, Incorporated; and member of the Kern County Homeless Coalition Task Force.

5. Mary K. Shell, Supervisor of 5th District
   County of Kern

   Member of the Kern County Homeless Coalition Task Force.

6. George Gonzales, Principal Planner
   City of Bakersfield, California

   Member of Kern County Homeless Coalition Task Force; principal planner for development of local, centralized homeless shelter.

7. Bruce Ball
Bakersfield, California

Director of Bethany Center, local private social service agency; member of the Kern County Homeless Coalition Task Force.

8. Ben Stinson
Bakersfield, California

Local business owner in 'Baker Street Corridor,' area significantly impacted by presence of homeless; member of the Kern County Homeless Coalition Task Force.

9. Rollie Moore
Bakersfield, California

Former city councilman, representative of the Salvation Army; member of the Kern County Homeless Coalition Task Force.

10. Donald Caylor
Bakersfield, California

Former faculty member, California State University, Northridge, California; former alcoholic and homeless individual; member of the Kern County Homeless Coalition Task Force.

11. Fred Drew
Bakersfield, California

Former director of the Kern County Equal Opportunity Corporation; Chairman of the Kern County Homeless Coalition Task Force.

APPENDIX B

CANDIDATE TRENDS

1. Homeless population will increase in medium size California cities.
2. The proportion of homeless women and children will increase.
3. More homeless shelters will be established in all metropolitan areas.
4. Civil disobedience by groups representing the homeless will increase.
5. More grant funds will be available to the homeless population.
6. There will be an increase in private funding for homeless programs.
7. There will be an increase in media exposure for the plight of the homeless.
8. There will be an increase in available low-cost housing.
9. There will be an increase in cooperation among service providers to the homeless population.
10. The variety of available services for homeless individuals and families will increase.
11. The expense incurred by incarcerating criminals will increase.
12. The cost for providing homeless caretakers will increase.
13. The amount of county funding for homeless programs will decrease.
14. There will be an increase in reported crime perpetrated against the homeless.
15. There will be an increase in the number of mentally ill individuals among the homeless.
16. Majority of homeless persons will lack budget and money management skills.
17. There will be an increasing incidence of AIDS among the homeless population.
18. Public pressure for enforcement of ordinance pertaining to camping, loiter-

ing and trespassing will increase.

19. There will be increased public awareness of the plight of the homeless.

20. The number of substance abuse treatment centers will decrease.

21. Public opposition to the creation of centralized homeless shelters will increase.

22. There will be serious jail over-crowding in medium size California cities.

23. There will be increased demand by local entities for federal funding of homeless programs.

24. There will be a lack of job training programs.

25. National unemployment will increase.

26. There will be a decrease in available medical care.

27. The competition among social service agencies for public and private funds will increase.

APPENDIX C

CRITICAL EVENTS

1. A liberal United States President will be elected.
2. A liberal California governor will be elected.
3. A major economic depression will occur in the United States.
4. A major earthquake will occur in California.
5. The United States will engage in a major military conflict.
6. Legislation is enacted which requires local governments to insure that basic human services are provided to all.
7. A city manager is appointed who is hostile toward providing assistance to the homeless population.
8. A United States president is assassinated.
9. A major civil disturbance occurs in a United States city.
10. A balanced budget amendment is enacted at the national level.
11. Legislation is enacted which limits legal immigration.
12. A cure is found for all forms of cancer.
13. The United States established a nationalized health care program.
14. The United states adopts a policy of stringent enforcement of immigration laws reducing flow of illegal aliens.
15. A personal identification system will be developed for use by a computer system.
16. Medical science will develop a cure for alcohol addiction.
17. State tax reform is established to provide more money for social services.

APPENDIX D

Police Department Representatives Interviewed

Garden Grove Police Department
Lieutenant Jordan

Inglewood Police Department
Sergeant Moret

Hayward Police Department
Sergeant Houghtelling

Santa Rosa Police Department
Sergeant McLennan

Modesto Police Department
Captain Leonard

Vallejo Police Department
Sergeant Tweedy

Chula Vista Police Department
Officer Helvie

Stockton Police Department
Officer Dodge

Fresno Police Department
Rosemary DeGracia, Managing Analyst

Fremont Police Department
Sergeant Bennett

Berkeley Police Department
Sergeant Hambleton

Salinas Police Department
Sergeant Miller

Bakersfield Police Department
Lieutenant Middleton

Santa Clara Police Department
Sergeant Kirby

Fullerton Police Department
Senior Officer S. Johnston

Glendale Police Department
Sergeant Woody

Riverside Police Department
Detective Al Mendoza

APPENDIX E

LOCAL HOMELESS PROBLEM
POLICE INTERVIEW GUIDE

1. Does your agency have a specific training program/policy addressing the homeless?

_____ YES _____ NO

2. Does your agency present any training which relates to social service agencies for the homeless?

_____ YES _____ NO

3. Does your city have a centralized homeless shelter?

_____ YES _____ NO

4. Does your city have a detoxification center?

_____ YES _____ NO

If yes, how would you rate the success of the center?

_____

5. Does the homeless population in your city create a problem for law enforcement?

_____ YES _____ NO

6. Is the problem greater than or less than it was five years ago?

_____

7. If you were contacted at the police station by an indigent, homeless individual who was in need of financial, medical or emotional assistance, what programs or assistance would you or your subordinates recommend to this person?

_____

8. Does your city have specific ordinances pertaining to loitering, camping, etc.?

_____ YES _____ NO

THIS INTERVIEW GUIDE COMPLETED BY: _____ _____
Name and Title Date

AGENCY: _____