

Family and Youth Homelessness: How Will It Impact California Law Enforcement  
By The Year 2000?

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### **Abstract**

Consists of three parts: a futures study of the impact of family and youth homelessness upon California law enforcement by the year 2000; a model strategic plan; a transition management plan for law enforcement. Literature search, interviews and nominal group forecasted five trends: increased delinquency in homeless youth, affordable housing decreases, numbers of substance abusers increase, homeless family and youth population increases, homeless program funding increases. High probability events are: legislation requiring food and shelter be provided, cuts in welfare assistance, minimum guaranteed income, not providing adequate housing ruled neglect, public detoxification centers required. Scenarios developed. Policy recommendations emphasize cooperative efforts between law enforcement and public and private social service providers. The model strategic plan includes generic concepts and specific implementation systems. The transition management plan presents a feasible management structure and process for implementation. Demographic data, forecasting results; graphics and tables, additional data; instruments in appendices, endnotes and bibliography.

**FAMILY AND YOUTH HOMELESSNESS: HOW WILL IT IMPACT  
CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2000?**

**AN INDEPENDENT STUDY PROJECT**

by

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**COMMAND COLLEGE CLASS VIII  
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING**



**SACRAMENTO, CALIFORNIA  
MAY 1989**

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## **PART I - A FUTURES STUDY**

How will the issue of family and youth homelessness impact California law enforcement by the year 2000?

## **PART II - STRATEGIC MANAGEMENT**

The development and implementation of a strategic management plan to assist California law enforcement agencies in dealing with an increasing family and youth homeless population.

## **PART III - TRANSITION MANAGEMENT**

The development of a plan for successfully managing the transition from a community with relatively few to one with an increasing family and youth homeless population.

# **FAMILY AND YOUTH HOMELESSNESS: HOW WILL IT IMPACT CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2000?**

by Charles V. Knuthson  
Roseville California Police Department

## **EXECUTIVE SUMMARY**

### **PART ONE - A FUTURES STUDY**

Demographics: California is the nation's most populous state, and will continue as such through the year 2000. The homeless population, defined as those persons without regular nighttime accommodations and who reside either in a publicly or privately operated shelter or in a public or private place not designed for ordinary sleeping accommodations for humans, is increasing in California and across the country. This population may number more than a quarter of a million in California and more than 3 million across the country. It grew by 21 percent in 25 major cities from 1986-87. One recent study predicted the number of homeless across the country may reach 19 million by 2003.

The "face" of the homeless population is changing. The current population is younger (early 30s), and the fastest growing segment is families and youth, making up at least one-third of the homeless. As many as 70,000 children and their parents may be homeless in California, with 35 percent of shelter residents under eighteen (13 percent are under five). The majority of homeless are not in shelters.

Impact upon Law Enforcement Agencies by the Year 2000? A literature search, interviews, and other futures research methodologies were used to study this issue. A Nominal Group Technique (NGT) panel was formed including professionals representing government, business, social services, the homeless and law enforcement to define the future of this issue. Five trends were forecasted: increased delinquency in homeless youth, affordable housing decreases, numbers of substance abusers increase, homeless family and youth population increases, homeless program funding increases. High probability events are: legislation requiring food and shelter be provided, cuts in welfare assistance, minimum guaranteed income established, ruling that parents not providing adequate housing is neglect, public detoxification centers required. Three possible future scenarios were created. This information became the focus for the development of policies to produce the desired future state.

Policies: After gathering the survey data on the issue, a list of possible policies was developed. These were rated against established criteria for final policy selection.

## **PART TWO - STRATEGIC MANAGEMENT**

Strategic Plan: The City of Roseville Police Department was used as a case study of California law enforcement to analyze and determine internal and external resources, governmental structure and law enforcement organizations in general. A stakeholder analysis was related to future commitment planning. A Modified Policy Delphi was completed to ensure a variety of alternative strategies. Two strategies were selected for implementation.

Plan Implementation: The process involved a planning analysis (predictability and turbulence) to consider when implementing a strategic plan, and stakeholder negotiations to "sell" the plan to those key players involved.

## **PART THREE - TRANSITION MANAGEMENT**

For a Community in Transition: The processes involved in developing a commitment plan based upon a critical mass analysis are discussed. A management structure was identified to enable implementation of the plan, identifying the patrol commander as the program manager. Responsibility charting of key players sets out areas of responsibility during this transition period. A process to monitor and evaluate the program was also established.

## **ACKNOWLEDGMENTS**

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# CONTENTS

Executive Summary . . . . .	i
Acknowledgments . . . . .	ii
Illustrations . . . . .	v
Tables . . . . .	vi
Introduction . . . . .	1
Part I - A Futures Study . . . . .	11
Structuring the Issue . . . . .	11
Methods . . . . .	12
Trend Identification . . . . .	15
Discussion of Trend 1 . . . . .	18
Discussion of Trend 2 . . . . .	19
Discussion of Trend 3 . . . . .	20
Discussion of Trend 4 . . . . .	21
Discussion of Trend 5 . . . . .	22
Event Evaluation . . . . .	23
Discussion of Event 1 . . . . .	25
Discussion of Event 2 . . . . .	26
Discussion of Event 3 . . . . .	27
Discussion of Event 4 . . . . .	28
Discussion of Event 5 . . . . .	29
Cross Impact Analysis . . . . .	30
Scenarios . . . . .	34
Scenario 1 - "Desired and Attainable" . . . . .	34
Scenario 2 - "Feared but Possible" . . . . .	37
Scenario 3 - "Hypothetical" . . . . .	39
Policy Considerations . . . . .	41
Part II - Strategic Management . . . . .	48
WOTS-UP Analysis . . . . .	50

Trends - Opportunities and Threats . . . . .	52
Events - Opportunities and Threats . . . . .	57
Internal Capability Analysis . . . . .	60
Strategic Assumption Surfacing Technique (SAST) . . . . .	64
Stakeholders . . . . .	65
SAST Plot . . . . .	70
Mission Statement . . . . .	75
Modified Policy Delphi . . . . .	75
Alternative Selection . . . . .	80
Implementation Plan . . . . .	81
Stakeholder Negotiation . . . . .	82
Part III - Transition Management . . . . .	88
Commitment Planning . . . . .	88
Critical Mass Analysis . . . . .	89
Management Structure . . . . .	94
Responsibility Charting . . . . .	95
Monitoring and Evaluation . . . . .	96
Conclusions and Recommendations . . . . .	98
Appendices . . . . .	103
Appendix A - Candidate Trends . . . . .	104
Appendix B - Candidate Events . . . . .	107
Appendix C - Capability Analysis - 1 . . . . .	109
Appendix D - Capability Analysis - 2 . . . . .	110
Appendix E - Policy Delphi Rating Sheet . . . . .	111
Endnotes . . . . .	113
Bibliography . . . . .	115

## ILLUSTRATIONS

Figure 1. Why are they homeless?

Figure 2. Why can't they afford a home?

Figure 3. How Old Are the Homeless?

Figure 4. California's Aid to Homeless Lags

Figure 5. Five Most Populated States - 2000

Figure 6. Strategic Assumption Surfacing Technique (SAST) Plot Map

Figure 7. Planning System Analysis (Predictability/Turbulence)

Figure 8. Commitment Analysis

Figure 9. Responsibility Chart

## TABLES

Table 1. Trend Statement

Table 2. Event Statement

Table 3. Cross Impact Analysis Matrix

## INTRODUCTION

*Row upon row of cots bulged with huddled figures, thick, shapeless lumps under khaki blankets.*

*The Fullerton National Guard Armory emergency homeless shelter was packed with refugees from the cold: Ex-cons. Drunks. Acid burnouts. A little girl in a pink flannel nightgown playing with a Barbie doll. Bums. Schizophrenics.*

*A freckled-faced boy scrambled through the door, past social workers who droned the same question: 'Any weapons?'*

*Davey Drake, 10, smiled and produced a tiny "Star Wars" space ship and a Yoda doll. Clutching the doll, he curled up on his cot and went to sleep.<sup>1</sup>*

In the past nine years, homelessness has become a nationwide phenomenon. In a national poll taken in January 1988, voters ranked homelessness second only to the federal deficit among issues that will face the next president.<sup>2</sup> Say the word "homeless" and most people picture older, footloose, alcoholic men, rootless, hopeless, trying to slide by without meeting their responsibilities. Most were believed to either wander the country looking for seasonal labor, or "hang out" in front of bars, pool halls, or dilapidated hotels. This stereotype no longer adequately describes the majority of the homeless.

Although there is no commonly accepted definition of homelessness, the most frequently used definition (and one we will use) is:

**A person or family which lacks a fixed and regular nighttime residence, resources and community ties; or has a primary nighttime residence that is a supervised publically or privately operated shelter designed to provide temporary living accommodations; or is residing in a public or private place not**

**designed for, or ordinarily used as, a regular sleeping accommodation for human beings.<sup>3</sup>**

No one knows how many homeless people live in California because of the difficulty in counting them. As a result, there is much disagreement over how big the problem is. While nationwide estimates range from 250,000 to 3 million,<sup>4</sup> it was estimated in 1985 that between 55,000 and 100,000 were homeless in California, but the number could be as high as 250,000.<sup>5</sup> The U.S. Conference of Mayors found that the homeless population grew 21 percent in 25 major U.S. cities from 1986-1987.<sup>6</sup> A May 1987 survey of 444 California cities found that over the past five years the number of homeless increased in 49 percent of the cities, decreased in two percent, and remained the same in the others.<sup>7</sup> In 1987, the County Supervisors Association of California drew the conclusion that "homelessness is increasing and despite efforts to address the problem, there is an increasing gap between service needs and services available."<sup>8</sup>

Reports from cities in all areas have called attention to the number of people who wander the streets and sleep in public places, as well as the increasing number of people who seek shelter in voluntary and public agencies' shelters. Public and private shelters usually include armories, schools, churches, government buildings, hotels, and apartments or boarding houses. Other places used for shelter include streets, parks, campgrounds, subways, bus terminals, railroad facilities, under bridges or aqueducts, abandoned buildings without utilities, cars, trucks, etc. The

poorest of the poor--the homeless--are often literally on the streets, without resources and absent any choices save those that promise survival.

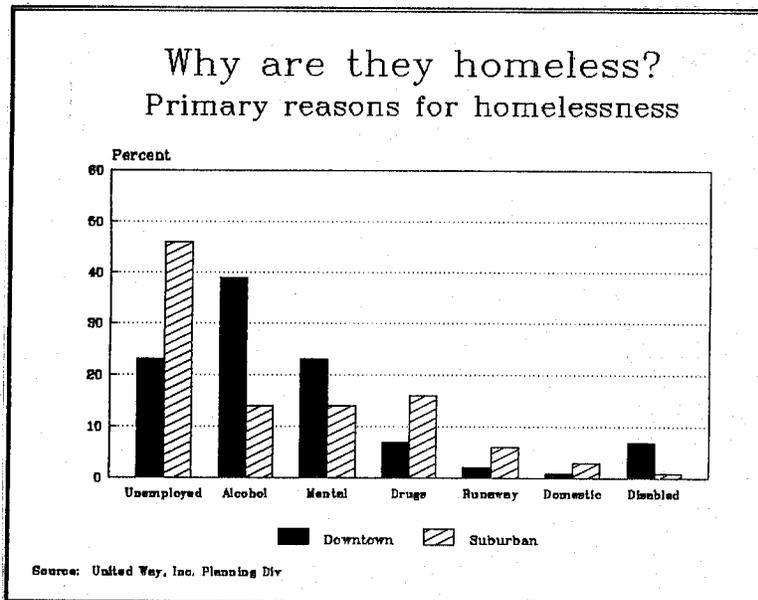


FIGURE 1 - WHY ARE THEY HOMELESS?

The homeless population has changed dramatically in the last twenty years. Many believe that major social trends have created this explosion in homelessness. The demise of affordable housing, a changing economy, lingering unemployment, the deinstitutionalization of mental patients, setbacks in social services all are causes. The urban hobos, the major skid row inhabitants between 1945-1970, have given way to a growing number of "new homeless."<sup>9</sup>

A high number of homeless are identified as having substance abuse (alcohol and/or drug) problems. A certain number are chronically mentally ill, many homeless following the deinstitutionalization of mental patients in the 1960s and 70s.

In 1955, 560,000 patients were in state hospitals; today there are 116,000. Many of today's homeless suffer some type of mental disability, estimated at between 25 and 35 percent of the homeless population.<sup>10</sup>

The high rates of inflation and unemployment during the recession of 1980-82 produced another wave of homeless people. Layoffs and plant closures led to home foreclosures, leaving many homeless. The inability of some minorities to enter the labor market has contributed to the homeless explosion. Many are unemployed as they do not have the education or skills to fit into the economic situation today. Two-thirds of all new jobs created in the last ten years have been minimum wage jobs.<sup>11</sup>

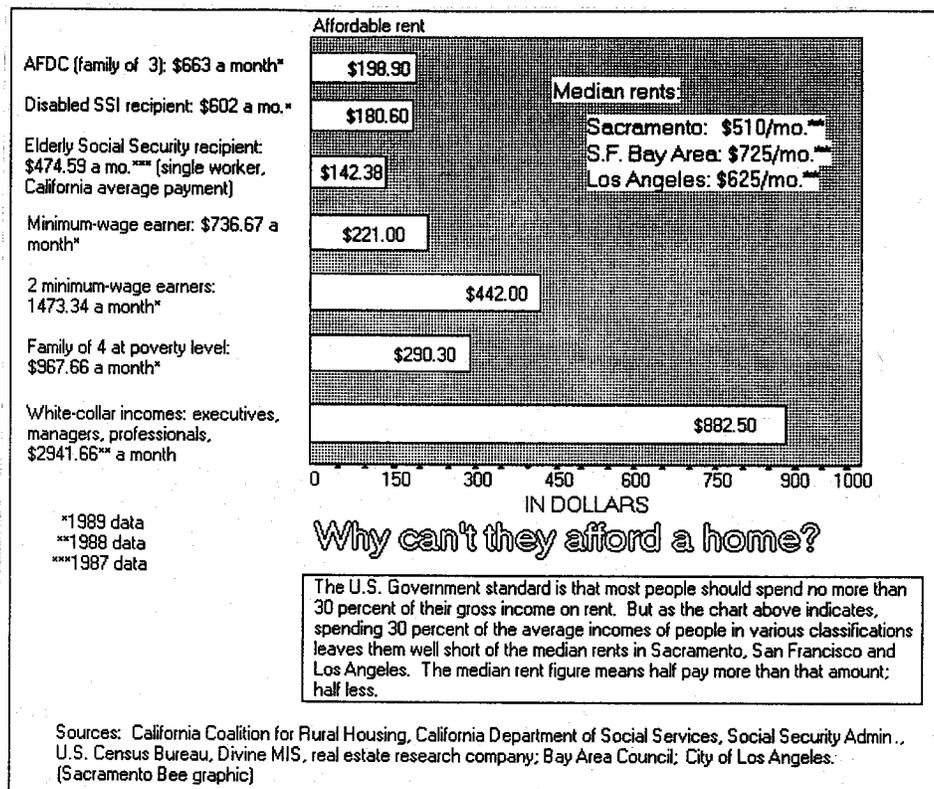
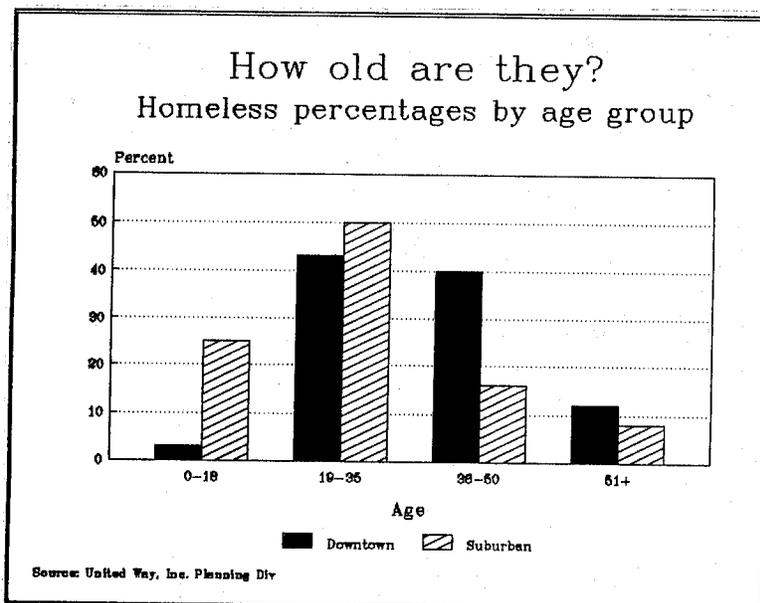


FIGURE 2 - WHY CAN'T THEY AFFORD A HOME?

More recently, the "new homeless" include persons who have lost their jobs or public assistance, lost their residences, and were subsequently unable to find affordable housing. The "rebirth" of cities since 1960 has been disastrous for the poor. Condo and commercial conversions, increasing rents, exclusionary zoning, and abandonment have decimated the supply of low-income housing. Recent tax overhauls will make matters worse because it eliminates many tax incentives that made low-income housing profitable for developers and landlords. Even greater shortages are predicted as over 100,000 units could be lost by the year 2000 when federal subsidies expire or are terminated.<sup>12</sup> Other categories of homeless persons include the physically disabled, many veterans (the largest group being from the Vietnam War), the elderly, runaway youth, and women and families fleeing domestic violence situations.



**FIGURE 3 - HOW OLD ARE THE HOMELESS?**

The average age of homeless persons has sharply decreased over the last several years, from the low 50s to the mid 30s, as members of the baby boom generation (the 64 million born between 1946 and 1964) have entered the ranks.<sup>13</sup>

Homeless families are the newest and, perhaps, the most frightening wave of homeless. A family is defined as one or two parent(s) with a child(ren) under the age of 18. A child is defined as a unemancipated person under the age of 18. In the last several years, homelessness has become part of the life experience of growing numbers of American women and children. The estimate today is that among the homeless single population, 25 percent are women.<sup>14</sup> Generally headed by women with two or three children, homeless families may account for one-third of the estimated homeless population, and families represent the fastest growing segment of the homeless.<sup>15</sup>

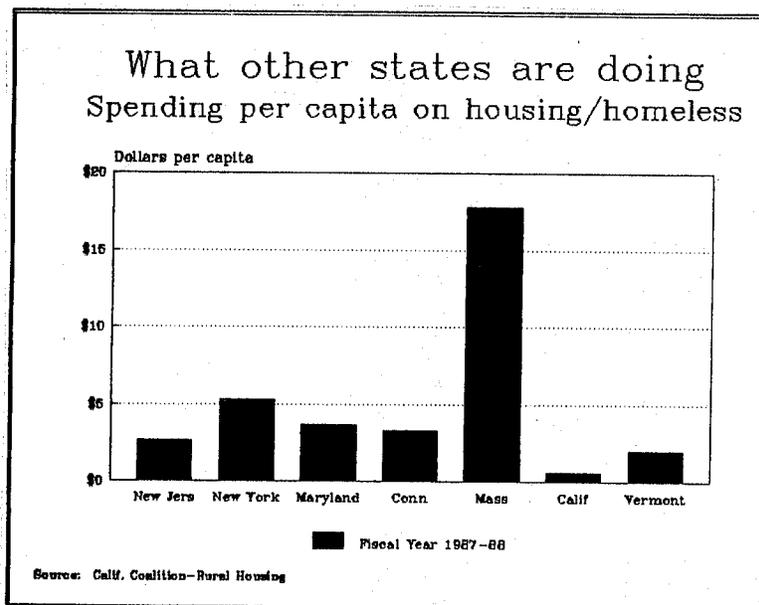


FIGURE 4 - CALIFORNIA'S AID TO HOMELESS LAGS

Overall, the highest concentration of homeless persons is found in the west, which has 19 percent of the nation's population but almost one-third of the homeless total.<sup>16</sup> California's aid to homeless programs and low-income housing has been less per capita during this last budget year than other industrialized states. Figure 3 shows California's comparison to other states.<sup>17</sup>

By the year 2003, nearly 19 million Americans may be homeless, according to a recent study by the congressionally mandated Neighborhood Reinvestment Corporation. The study projected that the number of low-rent housing units will fall 27 percent by 2003 to 9.4 million. The number of households in need will climb from 11.9 million to 17.2 million.<sup>18</sup>

Five most populated states - 2000	
1. California	(33,500,000)
2. Texas	(20,211,000)
3. New York	(17,986,000)
4. Florida	(15,415,000)
5. Illinois	(11,580,000)

Source: U.S. Census Bureau, Report Series P-25, No. 1017 (1988)

FIGURE 5 - FIVE MOST POPULATED STATES - 2000

At least through the first decade of the 21st century, California will remain the most populated state (see Figure 4). The projected population of California by the

year 2000 (33.5 million) represents a 15 percent increase over the anticipated 1990 population.<sup>19</sup> How much this increase will add to this state's homeless population is unknown, but it is thought it will cause further increases.

We cannot just deal with the presently homeless. We also have to deal with those in danger of becoming homeless, the "pre-homeless." A recent study by Harvard University comes out with the startling conclusion that the average American family is only four months away from being homeless if the primary breadwinner loses his or her job.<sup>20</sup> Along with this, a recent study conducted by the Center for Housing Studies at Harvard University showed that home ownership is declining. Between 1976 and 1987, home ownership in the 25-29 age group declined from 43 to 36 percent, and in the 30-34 age group declined from 62 to 53 percent.<sup>21</sup>

A survey of over 400 California shelters conducted in February 1988, showed that 45 percent of California's shelter residents are families, and as many as 70,000 children and their parent(s) may be homeless in California. According to policymakers, this number could increase dramatically over the next few years. Thirty-five percent of all shelter residents surveyed were 18 years of age or under. Thirteen percent were five years and under, which could mean the five and under homeless population could be over 20,000. Since the shelters surveyed operated at 98 percent of capacity, if homeless population projections are accurate, only 7.75 percent of the homeless are receiving shelter and 92.25 percent of homeless are on the streets or living in makeshift arrangements.<sup>22</sup>

The survey stated, in part, in their conclusions:

We are at risk of losing thousands of California's children to poverty and despair...These are children with no home, no school, no base, no roots, and no access to the basic foundations of life the rest of us take as our right... The stress of being homeless has yet to be fully measured on children and we do not know how to count the cost of this loss in human potential to our state. If we do not...begin to pay for these children's basic needs now, we will pay for them later. The cost of maintaining them as adults with a value system they have learned through societal abuse and neglect becomes a personal price we will have to pay in the future. As adults, they will have high rates of illness, violence, crime, dependence, and isolation. The cost will strain our health care system and our criminal justice system. It will make our state a colder, more difficult place to live.<sup>23</sup>

Another study called homeless youth America's investment in misery.

Youngsters growing up uneducated, unhealthy and angry at society... experts are just starting to measure the emotional scars of children who are robbed of their childhood...bedwetting, nightmares, sleepwalking, violent mood swings, deep depression, desperate for attention, wildly aggressive or totally withdrawn. Unless kids like this can be reassured the world can be safe, they are likely to be criminals by 12. By 14 they may kill somebody.<sup>24</sup>

Many parents shun assistance for fear the authorities will take their children away and put them in foster homes. There is also a high rate of emotional instability in homeless mothers. Two-thirds come from a broken home, and 40 percent had been battered. One-third of homeless children are abused by their mothers.<sup>25</sup>

Solutions to the homeless crisis will be costly, estimated at between \$160-292 million, yet the hidden costs to state and local government of not addressing the problem are also great.<sup>26</sup> Of particular concern to this study is the impact this

population will have upon California law enforcement.

The objective of this research is to focus on the possible future impact that homeless families and children might have on law enforcement by the year 2000. This study will examine the role that law enforcement will likely play in this issue and what relationships with other public and private agencies might be needed to address these future issues. It is hoped that the information and plans identified in this study will benefit law enforcement in the attainment of the law enforcement mission.

Through the use of futures research, this project will identify trends and events and evaluate their impact on this issue. From this data, scenarios will be developed to aid in understanding what could happen with this issue in the future. A strategic plan will be prepared and implemented to deal with this issue. A transition management plan will be developed to allow the strategic plan to be used to best address this issue.

## PART ONE

### A FUTURES STUDY

*The future is simply everything that might happen, including everything that will happen.*<sup>27</sup>

#### **HOW WILL THE ISSUE OF FAMILY AND YOUTH HOMELESSNESS IMPACT CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2000?**

##### STRUCTURING THE ISSUE:

The first objective is to factor and study the general issue using futures research methodologies. The general issue is stated as: **How will the issue of family and youth homelessness impact California law enforcement by the year 2000?** The issue was structured by considering related issues from the past, emerging issues in the present, and related issues which might emerge by the year 2000. It was developed through brainstorming with fellow Command College members, interviewing, by telephoning a cross-section of persons involved with and knowledgeable about this issue, and by reviewing current and past literature. Past issues were identified as:

1. What has been law enforcement's role in dealing with this issue?
2. What methods has law enforcement used to impact this issue?
3. Are the needs of homeless families and youth being met

Related issues emerging in the present were subjected to preliminary screening to determine relatedness to the issue. The result essentially defines the

parameters of the general issue being studied:

1. Are present resources sufficient to serve this population?
2. What affect is a growing population of homeless families and youth having upon law enforcement?
3. Is law enforcement properly enforcing state child welfare laws as they relate to homeless youth?

Consideration was given to related issues that might emerge by the year 2000, just 11 years from now. These issues were judged to be relevant on the basis of their potential impact on law enforcement. They are identified as follows:

1. To what extent will law enforcement be mandated to assume increased social service responsibility?
2. What will be the political impact of this issue on law enforcement?
3. What will be the financial impact of this issue on law enforcement?
4. What will be law enforcement's responsibility in light of a significant increase in family and youth homelessness?
5. What policies and procedures will have to be in place to ensure an appropriate level of law enforcement response to this issue?

#### METHODS:

The following research methodologies were used to develop and evaluate information related to the issue under study:

1. Literature search
2. Brainstorming
3. Interviews
  - One-on-one
  - Telephone
4. Nominal Group Technique (NGT)

5. Trend identification and forecasting
6. Event identification and forecasting
7. Cross Impact Analysis of trends/events
8. Development of futures scenarios

Interviews were conducted with persons involved in dealing with and knowledgeable about homelessness in general, as well as homeless families and youth in particular. Interviewees were from Northern California and included police administrators, supervisors and line personnel, city administration and staff, public and private social service agency staff, businesspersons and citizens, and homeless adults (with and without children), and homeless youth themselves.

The majority of those persons interviewed reported that an increase in the homeless population is evident when compared to a few years ago. Of particular note was a marked increase in homeless families and youth under the age of 18. This situation seemed consistent in several jurisdictions. This was a cause of particular concern to those directly providing services to this segment of the population, especially during the colder winter months. Indications were that an exerted effort is being made to provide shelter and other necessities for families and youth, perhaps more so than for single males and females who are homeless. (The National Guard Armory in Roseville was opened for the months of January and February due to the sub-freezing temperatures. The average census was 65 persons per night, with usually one or two families.)

It was concluded that most jurisdictions experience some law enforcement problems with the homeless population and in particular with family and youth homeless. It is understood that this problem has worsened in the last five years (with most of the increase being in the last two or three years), and it is assumed that this trend will continue. With the special needs and considerations of this segment of the homeless population, it is clear that it will be a significant issue for local law enforcement in the future.

The key problem area is the welfare of families with children, particularly those with children under the age of 12. The experiences of law enforcement officers encountering an increasing number of homeless parents with children call to question the applicability of laws dealing with failure to provide adequate care.

California Welfare and Institutions Code Section 300 states (in part):

"Any person under the age of 18 years who comes within any of the following descriptions is within the jurisdiction of the juvenile court which may adjudge that person to be a dependent child of the court:

(a) Who is in need of proper and effective parental care or control (and) has no parent or guardian ... willing... or capable of exercising care or control.

(b) Who is destitute, or who is not provided with the necessities of life, or who is not provided with a home or suitable place of abode, except that no person may be adjudged a dependent child solely due to the lack of an emergency shelter for the family."

Of particular concern to law enforcement and care providers alike is the question confronting the issue of a parent or guardian not "providing the necessities of life." The answer to this question then determines the extent that intervention is expected or warranted.

#### TREND IDENTIFICATION:

A group of nine professionals were invited to participate in a Nominal Group Technique (NGT) process to discuss and evaluate this issue. The group was comprised of a police chief, a director of a county welfare department, a director of a private local social service agency, a businessperson, a police lieutenant, a city housing specialist, a homeless task force chairman, a county social worker involved in child protective services, and a homeless mother of two young children.

Prior to commencing the process, an overview of the issue and the process to be followed was presented. This background information allowed selection of trends and events which related directly to the issue in question. Since considerable research had already been conducted, a list of trends and events was provided to group members. The definition of a trend as a "consistent tendency or pattern of events over a period of time" was given to the participants as a basis for decision making. Group members were then asked to review the trends provided and add any to the list they felt were appropriate. During the discussion phase, in which clearer definitions were made, trends not fitting into the issue as redefined were dropped.

Through the NGT process, a list of 44 trends was compiled (see Appendix A). After a process of consolidating ideas and clarifying terms, the group was asked to place the trends on a screening form in order that they be rated according to their value. Asked the question, "For purposes of strategic law enforcement planning, how valuable would it be to have a really good long-range forecast of the trend?" each NGT member was asked to rate each trend as priceless, very helpful, helpful, not very helpful, worthless. All trends not in the priceless or very helpful range were eliminated to allow us to concentrate further study on those likely to have the greatest impact on the issue. The group then discussed the trends that were in the top two categories and selected the five most significant, those judged most likely to have the most impact on this issue for future long-range law enforcement planning.

The top five trends were:

1. Lack of education and stability in homelife increases potential for delinquency in homeless youth
2. Affordable housing availability decreases
3. Number of identified substance abusers increases
4. Homeless family and youth population in California increases
5. Funding for homeless programs increases

Following the selection of the five most significant trends, members were asked to evaluate where they felt each trend was five years ago, where it is today, and where it will likely be in five and eleven years from now (see Trend Statement, Table 1). The group members were instructed to give each trend a numerical value of 100 for today (1989) and then use a maximum value of 300 for the other projections.

Projections included a nominal level (will be) and a normative level (should be) in five years (1994) and in eleven years (2000). The nominal level is defined as what the anticipated or most likely projection "will be" 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, what the world "should be."

TREND STATEMENT	LEVEL OF THE TREND (RATIO: TODAY = 100)			
	1984 Five Years Ago	1989 Today	1994 Five Years From Now	2000 Eleven Years From Now
1 INCREASED DELINQUENCY IN HOMELESS YOUTH	84	100	a 145 73	b a 177 66
2 AFFORDABLE HOUSING AVAILABILITY DECREASES	97	100	143 112	157 142
3 NUMBERS OF SUBSTANCE ABUSERS INCREASE	78	100	121 59	174 55
4 HOMELESS FAMILY AND YOUTH POPULATION INCREASES	78	100	150 72	188 63
5 HOMELESS PROGRAM FUNDING INCREASES	54	100	128 176	148 240

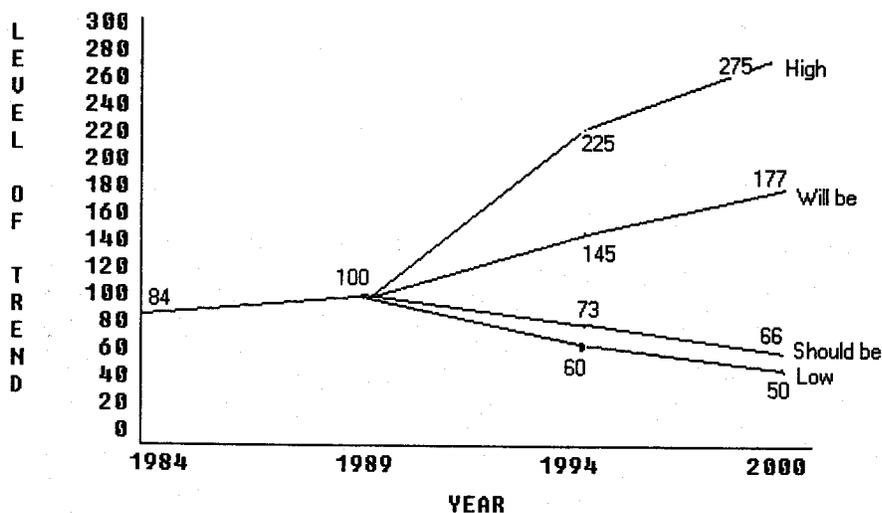
a = NOMINAL: Anticipated, "will be", if the world continues as it is.

b = NORMATIVE: What the world "should be."

TABLE 1 - TREND STATEMENT

The following trend projections includes an estimate level of the trend five years in the past (1984) to the year 2000.

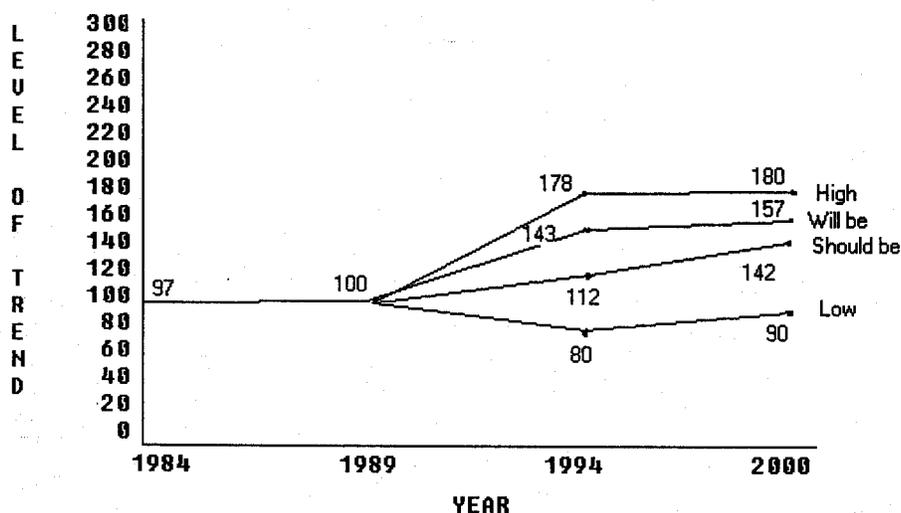
### TREND 1 - INCREASED DELINQUENCY IN HOMELESS YOUTH



#### Discussion of Trend 1 - Increased delinquency in homeless youth

The group saw this as a significant future issue. There was agreement among group members that this trend has increased in the last five years and that it is anticipated to increase even further in the next five to eleven years. While one group member saw this as a major issue (high range of 225/275), another saw it as less of a problem in the future (low range 60/50). Due to a lack of stability, homeless youth could be at greater risk in the commission of delinquent acts, and therefore increasing the odds of coming into contact with law enforcement. It was felt that a lack of education could leave such youth unprepared to lead productive adult lives, thereby increasing the likelihood of further involvement with law enforcement.

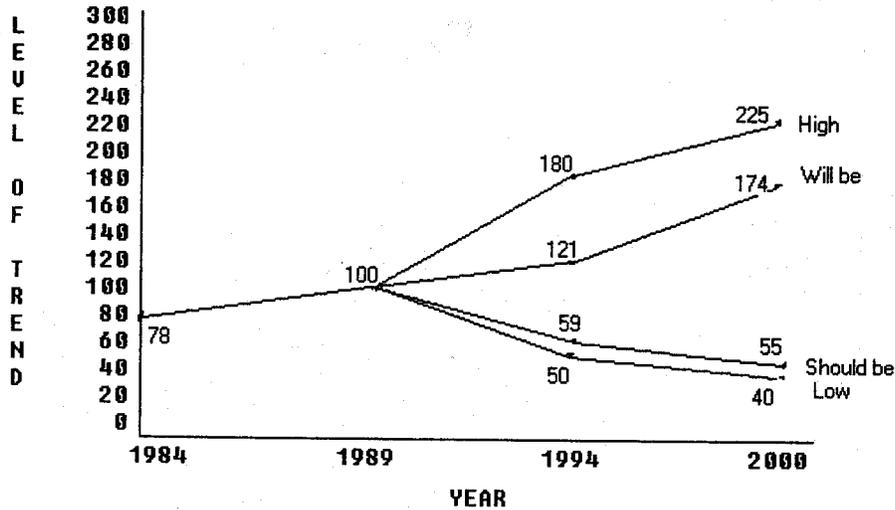
## TREND 2 - AFFORDABLE HOUSING AVAILABILITY DECREASES



### Discussion of Trend 2 - Affordable housing availability decreases

Any further decrease in affordable housing for low-income persons could exacerbate an existing problem of insufficient housing available in an affordable price range. There is evidence to indicate that this already may be responsible for a large percentage of homeless persons, particularly families. This trend is seen as one which could increase considerably if no action is taken to curb this "housing crisis." Even with responsible planning, it is still seen as a significant issue by the year 2000. Again, this will increase the pressure on law enforcement services.

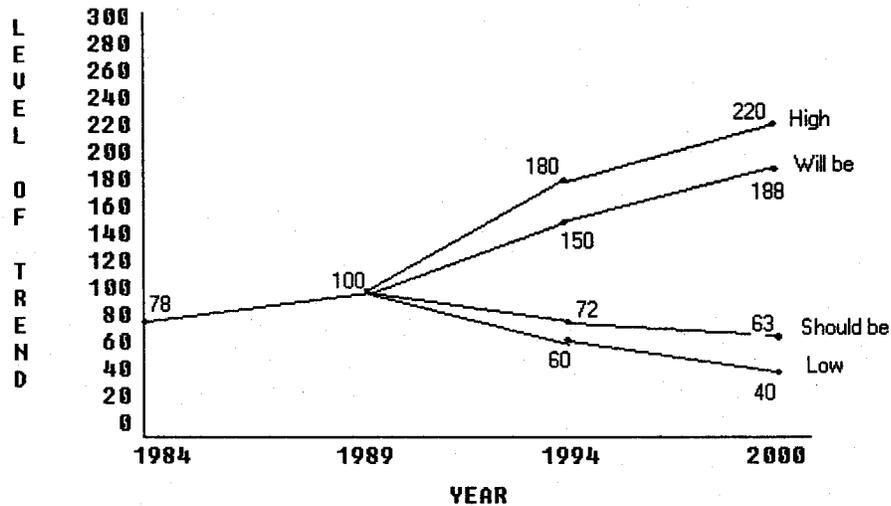
### TREND 3 - NUMBER OF SUBSTANCE ABUSERS INCREASES



#### Discussion of Trend 3 - Number of substance abusers increases

This trend is seen as one which already places a considerable burden on all government services and any further increases will only compound the existing problem. It is also seen as going hand-in-hand with the homeless, since significant numbers of the homeless are presently or have been involved with substance abuse. The range difference in this trend was considerable, but the consensus of the group was that although some intervention into this problem could result in a lowering of this trend, it was not viewed as likely to be less significant in the future than it is today.

## TREND 4 - HOMELESS FAMILY & YOUTH POPULATION INCREASES

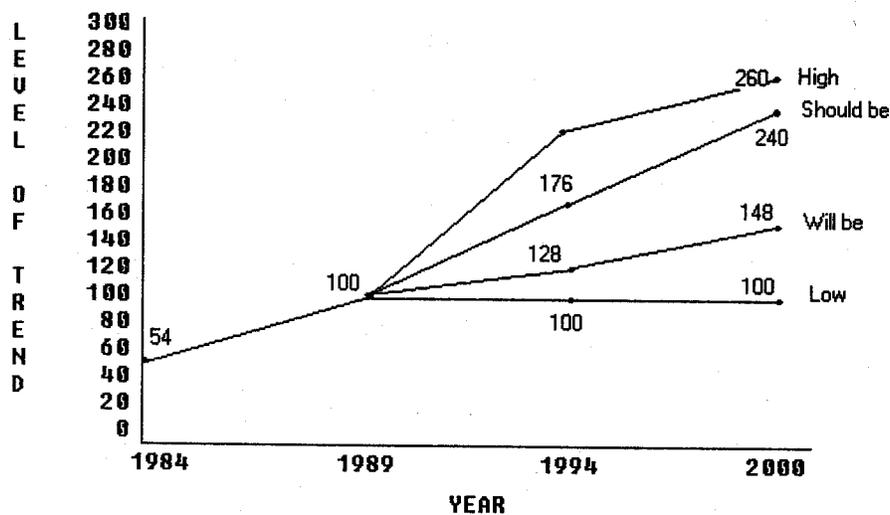


### Discussion of Trend 4 - Homeless family and youth population increases

Approximately 25 percent of the homeless at this time are families. It is estimated that this trend will continue to climb. This was considered to be the most significant of the trends identified during the NGT. This trend could have a significant impact on law enforcement, depending upon the level of involvement and amount of resources committed in response to this issue. Those group members who felt that the trend would drop, conditioned this drop on significant social responses to the issue of homelessness. The responses include the issues of decreased housing costs, training programs, drug abuse prevention, and economic assistance. Without such intervention, the consensus of the NGT was that the

problem will expand by another 50 percent within five years and almost double that at the turn of the century.

### TREND 5 - HOMELESS PROGRAM FUNDING INCREASES



#### Discussion of Trend 5 - Homeless program funding increases

Funding for homeless programs is expected to increase as awareness of this issue broadens. This funding would be used for emergency shelters, with priority given to families with children. Other services to the homeless would be increased as well. Additional monies are also needed to provide long-term affordable housing and job skills training, as discussed in Trend 4. In general, consensus was that such funding will be forthcoming (although they were not sure of the degree of funding). The attitudes on this issue varied with some members feeling that funding would remain constant at today's level (low range) while the majority felt it would

increase considerably. This issue could also have an impact on law enforcement as decreases in program funding could result in redirection of resources to cope with this issue.

#### EVENT EVALUATION:

Events are defined as single key occurrences, verifiable in retrospect, that could alter the course of trends. The next step in the NGT process was the identification and evaluation of events critical to the issue of family and youth homelessness. As with trends, events were selected based on their relatedness to the issue as well as their probability of occurrence. A list of events was provided to group members, and they were asked to review the list and add any they felt were appropriate.

Through the NGT process, the group identified a list of 35 events (see Appendix B). After a brief discussion, the group was asked to vote on those five events that, if they occurred, would be most critical to the issue. The top five trends selected were:

1. Legislation is enacted requiring that food and shelter be provided for anyone seeking it.
2. State announces drastic cuts in welfare assistance.
3. Congress establishes a minimum guaranteed income and eliminates all other welfare entitlement programs.
4. Court rules that parents not providing adequate housing to children (under 18) is neglect.

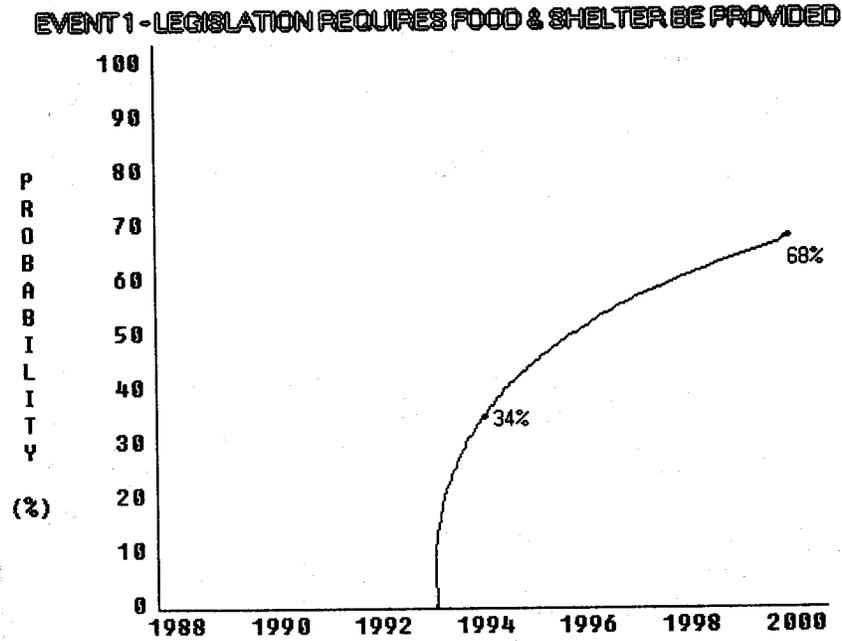
5. Public detoxification centers are required by law in every city with a population over 15,000.

The group was then given an Event Statement Form (see Table 2) and was asked to indicate the earliest year that the probability of the event occurring exceeded zero, as well as the probability of occurrence within five years (1994) and eleven years (2000). Also they were asked to estimate the impact (positive or negative) on the issue if the event should occur. The median of the group was used to determine probability and impact.

	EVENT STATEMENT	PROBABILITY			IMPACT ON ISSUE IF EVENT OCCURS	
		Year that Probability First Exceeds Zero	1994 Five Years From Now (0-100)	2000 Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
1	LEGISLATION REQUIRES FOOD AND SHELTER BE PROVIDED TO ALL	1993	34	68	+8	
2	DRASTIC CUTS IN WELFARE ASSISTANCE ANNOUNCED	1994	20	38		-9
3	MINIMUM GUARANTEED INCOME ESTABLISHED	2000	0	5	+5	
4	PARENTS NOT PROVIDING ADEQUATE HOUSING IS NEGLECT	1992	43	68	+6	-4
5	PUBLIC DETOXIFICATION CENTERS REQUIRED IN CITIES OVER 15,000	1993	34	56	+2	

TABLE 2 - EVENT STATEMENT

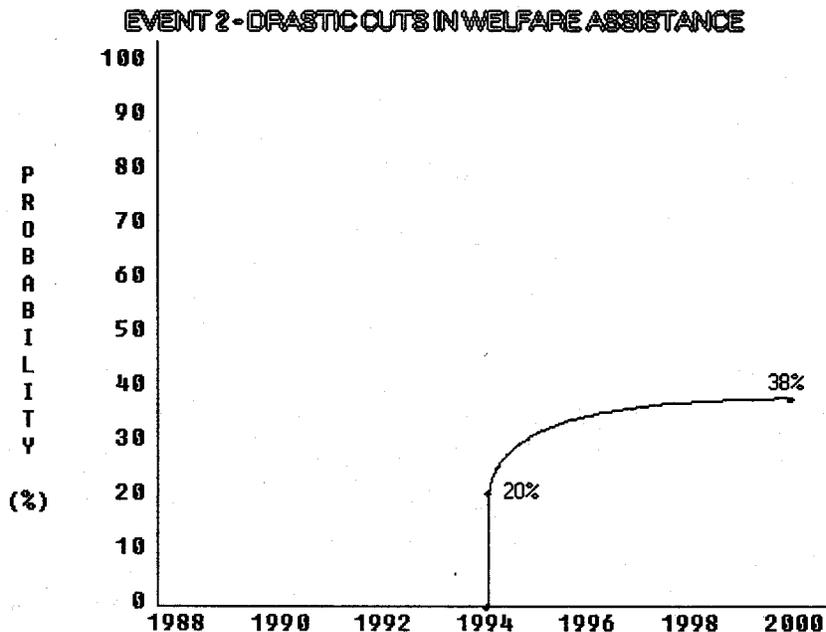
The following graphs of event probability include the year that probability first exceeds zero, the probability of occurrence by 1994 and 2000. Also noted is the positive or negative impact on the issue if the event occurs.



Discussion of Event 1 - Legislation requires that food and shelter be provided to all

Event 1 is seen as an event with a 34 percent probability of occurrence within the next five years, with the earliest probability of occurrence in 1993. It continues to rise to a 68 percent probability by the year 2000. The group concluded that this event did have a moderate probability of occurring. It was understood that it would take significant resources to provide such a level of service. Should shelter not be required for all, the group consensus was that it would most likely be required for all families with children. It is anticipated that if this event occurs, it would have an

overall positive impact (+8) on the issue of homeless families and youth as their need for food and shelter would be met, and this would considerably lessen the possibility of law enforcement involvement.

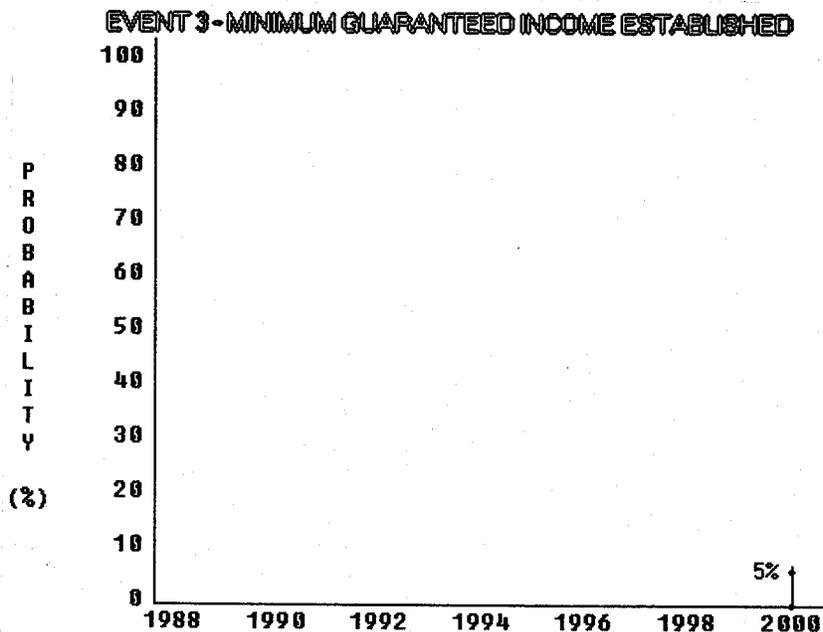


Discussion of Event 2 - Drastic cuts in welfare assistance announced

The forecast for Event 2 is that it will not occur prior to 1994 and then only with a 20 percent probability. This probability almost doubles to 38 percent in the year 2000; however, it still remains relatively low. Even if this event should occur, indications are that it would have a very negative impact (-9) on the issue of homeless families and youth.

This was seen by the group as one major event which would significantly increase the numbers of homeless. Many low-income persons have difficulty in

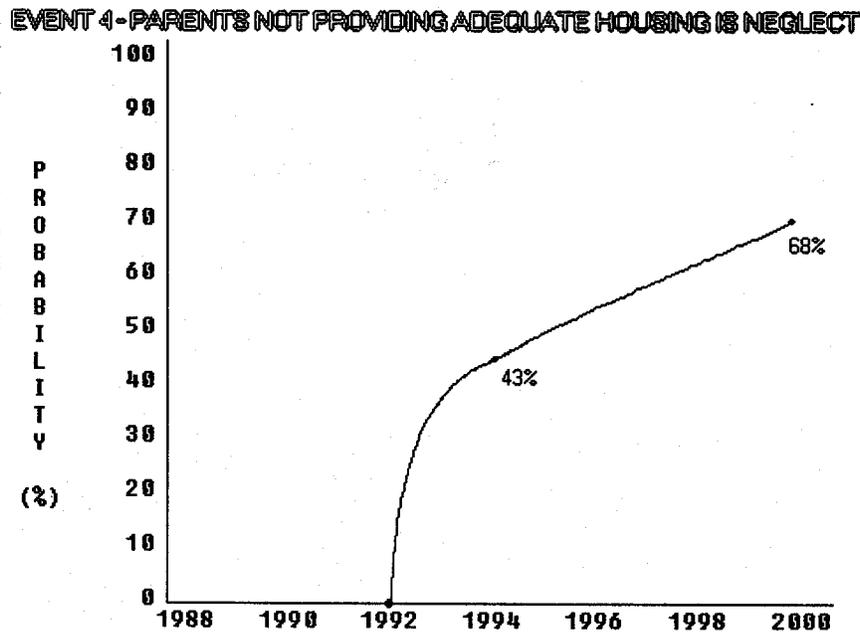
providing for themselves and their families at the current level of welfare assistance. Any reduction would likely result in a severe crisis among those who depend on welfare for their total support or a significant portion of it.



Discussion of Event 3 - Minimum guaranteed income established

Of the top five events, event 3 is the least likely to occur. The forecast is that it could not occur prior to the year 2000, and then only with a 5 percent probability. However, even if this event did occur, it would have only a moderately positive impact (+5) on the homeless. The assumption here is that this would lower government welfare costs and as a result release additional funds to those most entitled to assistance. Some believe welfare has only helped marginally, and that there would be great opposition to this plan by middle-America.

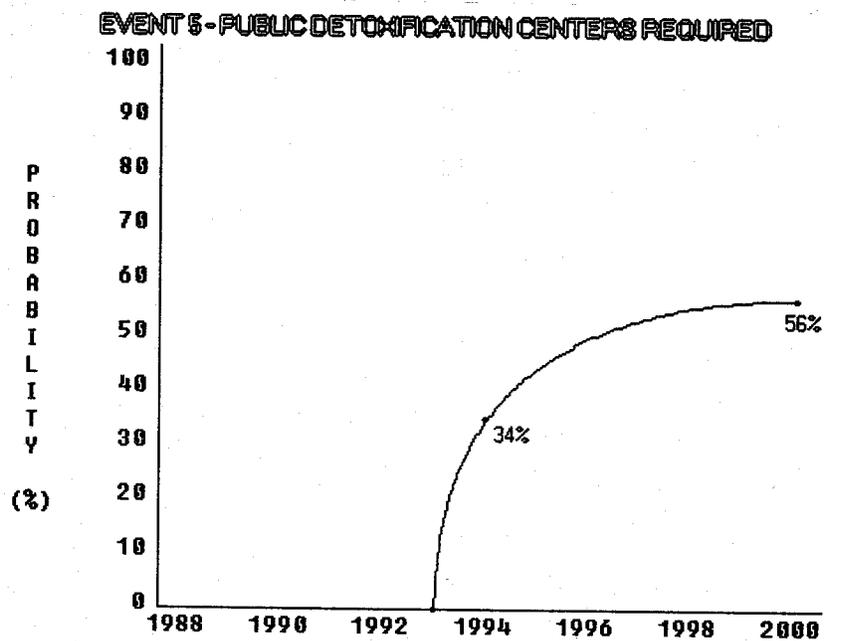
The minimum guaranteed income has been attempted in the past. The plan stated that the federal government would take all welfare entitlement programs (monthly welfare payments, food stamps, etc.) and combine them into one monthly payment. The cost savings would come from reduced government costs to administer the various programs, with the intent that the cost savings be passed on to recipients as additional assistance.



Discussion of Event 4 - Parents not providing adequate housing is neglect

Event 4 was forecast as having the highest probability of the five events, although not occurring prior to 1992. The forecast indicated that it would occur with a probability of 43 percent by 1992 and increases to a 68 percent probability by the year 2000. This event could have a positive and/or negative impact on homeless families and youth. Such a ruling would require action to be taken on many children

in homeless families. While this could tax the social service and law enforcement systems (those who would likely have the most involvement in such a situation), it could reduce the probability of multiple law enforcement contacts, and even could reduce the likelihood that increased delinquency would result from a lack of stability and education (assuming that placement was made in an environment where stability and education were provided).



Discussion of Event 5 - Public detoxification centers required

Event 5, requiring public detoxification centers in every city with a population over 15,000, was forecast as having a moderate probability (34 percent) of occurring within the next five years, although not prior to 1993. The group forecast the probability at 56 percent that it could occur by the year 2000. Much of the discussion surrounding this trend centered on the treatment of alcoholism in the

future and the status of the public inebriate at that time. Such an event could have a positive impact (+2) on the homeless families and youth in that intoxicated persons could possibly be cared for in a facility other than those for homeless persons, which would not subject families and youth to the presence of intoxicated persons as well as possibly freeing additional resources for the families.

### CROSS-IMPACT ANALYSIS:

The final step in the nominal group process was to analyze the impact of events on events and events on trends. By using Cross-Impact Analysis (Table 3), the nominal group members were asked to determine the interrelationships among trends and events by attaching a numerical value to those relationships. They were asked to evaluate the impact of each event upon the other events and trends. Group members were asked to assume that each event actually occurred, and the resulting affects of each other event and trends. The value of an event's impact could range from a +100 percent to -100 percent. The following are the consensus of the group in chart form, followed by an individual analysis:

## CROSS IMPACT ANALYSIS

Suppose that this event actually occurred ▼	How would the probability of the events below be affected?					How would the level of these trends be affected?				
	Event 1	Event 2	Event 3	Event 4	Event 5	Trend 1	Trend 2	Trend 3	Trend 4	Trend 5
Event 1		+10	+25	-20	+25	+15		+25	-10	+80
Event 2	+40		-25	+55	+30	+70	+85	+40	+90	-20
Event 3	-10	-20		+20		-10	+25	-40	-10	-5
Event 4	+35	-25	+10		+15	-25	-10	+20	-15	+30
Event 5	+10	+5						+25	-5	

TABLE 3 - CROSS IMPACT ANALYSIS MATRIX

EVENT 1 - Legislation requires that food and shelter be provided to all

EVENT 2 - Drastic cuts in welfare assistance announced

EVENT 3 - Minimum guaranteed income established

EVENT 4 - Parents not providing adequate housing is neglect

EVENT 5 - Public detoxification centers required in cities over 15,000

TREND 1 - Increased delinquency in homeless youth

TREND 2 - Affordable housing availability decreases

TREND 3 - Number of substance abusers increase

TREND 4 - Homeless family and youth population increases

TREND 5 - Homeless program funding increases

In discussing the cross-impact analysis, the group felt that events which affected a change of over 30 percent should be considered most significant to the issue.

The events that the group felt had the highest probability of occurring by the year 2000 were events 1 and 4, although event 4 has a higher probability of occurring earlier (1992) and at a higher rate by 1994. Event 1 (legislation required food and shelter be provided to all-68 percent) impacted all events and all but one trend (#2), positively for the most part. If legislation required that food and shelter be provided to all who request it, it was felt it would have a very positive impact (+80) on trend 5 (homeless program funding) as funding would need to increase drastically to fund programs to feed and shelter those in need. Event 4 (court rules that parents not providing adequate housing is neglect-also 68 percent) impacted all events and trends. It positively impacts event 1 (+35) as it could provide the court-ordered housing/care. It also positively impacts trend 5 (+30) as additional funding will be required to support it.

The event of next highest probability (56 percent) is event 5 (public detoxification centers required). It was felt that although this event has a better than 50 percent probability of occurring, it seems that through analysis it has a minimal impact on two events (1 and 2) and two trends (3 and 4).

The event of next highest probability (38 percent) is event 2, drastic cuts in welfare assistance announced. Although felt to have less probability of occurring (and not prior to 1994), this could have a devastating impact on the homeless. This would result in a dramatic increase in the homeless population. This in turn could increase the probability of a court ruling requiring food and shelter (event 1), as well as a finding that inadequate shelter for youth is neglect (event 4). An increasing number of families and youth would be driven into a homeless situation, thereby considerably increasing the potential for delinquency (trend 1). However, it would have a positive impact on trend 2 (affordable housing availability), although most of those dependant on welfare could not afford the "affordable" housing, resulting from the evictions of those unable to pay rent. This in turn would only expand the problem of family and youth homelessness (trend 4).

Event 3 (minimum guaranteed income established) was assigned the lowest probability (5 percent) by the year 2000. By eliminating all government entitlement programs and directing resources into one (a guaranteed income for all), a significant amount of administrative costs could be saved, with the savings being used to fund other programs, i.e., the homeless and related issues. The only significant impact this event had was on trend 3 (numbers of substance abusers) (-40) indicating an increase in substance abusers. Because of the guaranteed income, some could lose the incentive to work. Others, who might see an increase in entitlement, might chose to spend these monies on substance abuse. The consensus of the NGT was that this has the least probability of occurring primarily

due to political opposition to the concept of guaranteed income, as well as the reduction/elimination of other entitlements.

The cross-impact matrix shows that events 2 and 4 are the most significant "actor" events as they have the most influence on all other trends and events. Events 1 and 3 are also "actor" events of lesser significance, followed by event 5. "Reactor" trends and events are buffeted by the occurrence or non-occurrence of actors. "Reactor" events are events 1 and 2, followed by 3 and 4. "Reactor" trends are 3 and 4, followed by 5, 1, and 2.

#### SCENARIOS:

Three scenarios have been created from the information developed regarding the issue of family and youth homelessness by the year 2000. The scenarios reflect a judgment of alternative futures, "what would happen if" situations, assess the outcomes of policy decisions, and provide useful background information for strategic planning.

The first two scenarios are presented in the normative mode, "desired and attainable" and "feared but possible." The third is presented in the hypothetical "what if" mode.

#### SCENARIO ONE: "Desired and Attainable" -

Looking back on the more turbulent times in the 1980s and early 1990s, one can see that many of the doomsday predictions did not come to pass. Actually,

2001 may not turn out to be such a bad year! Although there has been an increase in the numbers of homeless, and even homeless families with children, most of their needs are taken care of at one of the regional homeless shelters, opened in the fall of 1995. Legislation enacted during 1993 required the shelters after court decisions affirming that food and shelter were basic human rights and requiring that it be provided to all that so request, as well as finding that parents who fail to provide adequate housing (defined as shelter from the elements) and regular school attendance were guilty of criminal child neglect if all possible alternatives were not exhausted. This decision had a profound effect on public and private social service agencies who attempted to cope with the influx of "street people" in need of food and shelter. Law enforcement involvement soared as shelters filled and families and youth continued to live in situations the court found unacceptable. For a period of time the court calendars were inundated with parents taken into custody for neglect. Foster home placement became non-existent as the county soon used all available licensed locations. To mitigate this impact, public and private social service agencies and law enforcement began to work closely together to coordinate resources. The Legislature responded with increased funding for the regional centers which were far less costly than the myriad of other government services that were being paid for prior to their implementation.

As early as 1991, we began to experience a marked increase in delinquency among homeless youth. A good deal of this delinquency was believed by social scientists and law enforcement alike to be associated with the lifestyle of the

homeless, the lack of a stable environment, including schooling to prepare them to become contributing members of society. Law enforcement action aimed at removing youth from this cycle was not always met with acceptance (i.e., placing the youth into foster homes or other government facilities). Many families were providing as best they could, but circumstances did not permit a more stable life, as affordable housing was not available. Law enforcement officers were unsure, in many cases, of what action was appropriate and legal, resulting at times in an inappropriate response to reports of child neglect or endangerment.

There is an effort to reduce the numbers of homeless families and youth and get them into a stable environment. This situation allows for shelter and attendance at school. In general, families with children under the age of 12 are given first priority (and those with older children up to age 18 are given second priority). Families who qualify gain the use of low-income housing. In fact this has become an integral part of every city's general plan following the lack of affordable housing crisis of the early 1990s. However, efforts to establish a minimum guaranteed income for all families has, thus far, been unsuccessful. Although welfare assistance has not kept pace with inflation, it is currently at an acceptable level, given the availability of government-sponsored low-income housing.

A fair amount of the department's resources are still directed at the homeless population. Despite this there is still a number that still don't fit into any type of program. Resources and assistance is improving in the areas of mental health,

substance abuse and those seeking refuge from domestic violence situations. Still, many of these cases continually come to the attention of law enforcement and consequently continue to tax the resources of local law enforcement agencies.

SCENARIO TWO: "Feared but Possible" -

Sergeant Jose Castillio of the Street Crimes Action Team (S.C.A.T.) sat at his desk and poured over the pile of paperwork, amazed at how much can accumulate over just a three day holiday. Flipping over his new calendar, he shook his head in amazement. After years of anticipation, the twenty-first century had arrived.

Ever since the economic downturn of the early 1990s, he thought, the influx of homeless has created an ever-present population of men and women, young and old, who live "on the streets," attempting to scratch out an existence on what they can panhandle, forage, and steal. Vast numbers of homeless have taken up residence in city creek areas and anywhere else they can find to construct a makeshift shelter. Although they prefer the more secluded areas in an effort to avoid detection (and the inevitable destruction of their shelter by the authorities), they often can be found sleeping in alleys, doorways and any other area that could provide shelter, depending on the climate and the time of year. Among this increasing population is included an equally increasing number of homeless youth, both those with families (usually a single parent, most often a mother) and those without any apparent family ties.

Created in 1989 to work predominately street-level narcotics and vice, S.C.A.T. has been assigned to an ever-increasing homeless youth gang problem. Many of these youth gangs, with some members as young as 11 or 12 years old, plague businesses and residences day and night, shoplifting and burglarizing. Evidence indicates that a good amount of the proceeds from the stolen property is used to support a narcotics habit.

Sergeant Castillio was startled by the slamming of the office door. Other S.C.A.T. officers were arriving for work. Lieutenant Hiroku Akada, the S.C.A.T. Commander, entered the office with a disgusted look on her face. Handing Castillio a memorandum, she advised him that later in the day they had to attend another Homeless Abatement Task Force meeting. When are they going to get serious? Another meeting and more waste of the taxpayer's money.

As usual, the meeting didn't start until almost 3:20. They were met with the usual barrage of complaints about the homeless and questions about when the police were finally going to do something about those thieving @#\*}&{#! Castillio was tempted to ask them what they propose the police do, but figured it would just set off another heated discussion like last time. The citizens seemed to be upset that the department had no specific policies that dealt with the homeless, other than to arrest the few they could and make a half-hearted attempt to mediate the problem when they were called to a scene. After all, Castillio thought, it's not a police problem, it's a social problem!

After the meeting, Castillio and Akada were discussing with Chief Howard the possibility of developing some strategies for dealing with the youth gang problem. The chief asked him what problem he was referring to and he started to quote some recent statistics. The chief suggested that truancy abatement was what was needed. If they were in school they wouldn't be out stealing. That's how they handled it when he came on in the 1970s and that is the answer today. Trying to explain that many of these youth had no school to go to and many hadn't been to school in years had little to no effect on the chief. He walked away muttering something about the good ole' days. Oh well, they thought, another day in paradise!

SCENARIO THREE: "Hypothetical" -

It was Friday, July 15, 2000. I was working the day watch out of Metro Division. My name's Munday. I'm a cop.

My partner, Ben Franklin, eighth great-grandson of the man with the kite, and I had just finished lunch and were heading out to the edge of town to check on a family with children reported to be living beside the creek. Stopping by the welfare department and picking up a Child Protective Services (CPS) worker, we drove down to the area of Dry Creek near the freeway overcrossing, an area where it once was a common occurrence to find the homeless. As we pulled off the roadway, we could see the remnants of the old shacks, lean-tos and other debris that once was home to several hundred homeless at a time, prior to the Homeless Assistance Act of 1997. Most have now found shelter in government-subsidized housing, made

possible by government bonds sold to purchase and renovate old buildings. The government had tried for five years to pass a bond measure to fund such facilities, but the citizens refused to vote themselves a tax increase after the passage of the 1992 Constitutional Amendment requiring a 2/3 vote to raise taxes (similar to California's Proposition 13 of twenty some years ago). That came to a halt when the economy worsened in 1994 and cuts in welfare assistance created such chaos that some of the cuts had to be reinstated. Cities lost all revenue sharing and this put an extra burden on many cities who were struggling already in the wake of high unemployment and an increased demand for services. The homeless population grew almost overnight. In spite of well-meaning efforts to provide services to this population, many went without food and shelter, and many died from exposure and starvation. It took almost five years to see a noticeable reduction in the number of homeless, and now a truly homeless person is almost a rarity. Some do pass through now and then, but they seem to be the old "hobo" types, the ones who used to ride the rails and travel up and down the coast looking for work. Even they seemed to stay away from a segment of the homeless population, mainly the substance abusers and mental cases.

The three of us pulled down into an area beside the creek, almost dry now from the lack of rain this summer. Sitting around a smoldering campfire was a young woman in her late twenties and two girls, ages 4 and 6. The mother had just come to California to get away from a worse situation in Texas. They had hitchhiked here and were dropped off in the area. They had been living in the camp

for a week and had used up the last of the food that was given them at a shelter in Southern California. We informed the mother that by law the children could not live in a place where adequate shelter and food were not provided. The CPS worker informed the mother that he would take the three of them to the office and make an effort to locate suitable housing. If they were unable to do that, the girls would have to be placed in suitable foster care pending an improvement in the mother's ability to care for them. In spite of our reassurances that we would likely find at least temporary housing, and the last thing we wanted to do was separate her from her children, the mother was very uneasy as we placed what little belongings they had into our car and pulled out of the streambed area back onto the highway.

#### POLICY CONSIDERATIONS:

An integral part of the study of this issue is the identification of policies that can alter any negative trends so as to result in a future more advantageous to California law enforcement. A policy can change the probability of an event by making it more or less likely to occur. Based upon the trends and events identified and their interrelationships, as well as the scenarios just presented, scenario one was selected as the most desired outcome. The following policies are to be considered:

1. Local public and private agencies (including law enforcement) should participate in the formation of a regional or task force approach to coordinate strategies for dealing with the homeless population.

2. The Commission on Peace Officer Standards and Training should develop mandatory training on homeless-related issues, specifically on youth and families, and tailor this training to management, supervisory and line personnel.

3. Resources available for assistance to this population need to be identified so that applicable referrals can be made.

4. Law enforcement should take a proactive stance in lobbying for increased low-income housing and other social programs such as mental health and drug treatment facilities. This stance is in contrast to past discussions arguing that there is an excess of social programs already. Despite a confusion on the location of such housing, it seems a viable alternative. There is a belief that this will actually reduce law enforcement calls for service to this portion of the population.

5. Legislation should require the participation of local law enforcement agencies in substance abuses education programs such as D.A.R.E. and Here's Looking at You 2000. Every effort should be made to reach those at-risk youth, including those who do not regularly attend school.

6. Police departments should implement in-service training on duties and responsibilities of law enforcement officers in regards to children of homeless parent(s), i.e., lack of shelter, food, etc. Training should include training by Child Protective Service workers on when to remove a child from parent(s) custody.

7. Coordinate attempts with school authorities to locate and identify homeless youth so that an effort can be made to provide for the educational needs of these youth, either in the regular school program or, if a sufficient population exists within a jurisdiction, consider the possibility of providing a location and a teacher for this

group alone.

8. Assign Youth Services Officers the responsibility to monitor areas where the homeless seek shelter to ascertain the welfare and school attendance of homeless youth.

9. Establish a policy of strict enforcement of all state and local laws and ordinances that are typically violated by the homeless, i.e., camping on public property, panhandling, loitering, and public intoxication.

10. Establish a policy whereby city/county crews routinely check areas where the homeless "camp" and remove those items that are used for shelter or to facilitate camping.

11. Each city/county should set aside funds to operate long-term local or regional homeless shelters, giving priority to families with youth under 18 years of age.

The selection of any policy designed to impact the issue of homeless families and youth would have to be measured in terms of cost, benefit, practicality, legality, as well as political feasibility. Applying these criteria to the policies considered, a combination of policies 1 and 6 was selected.

The following trends and events were identified from scenario one:

Trends:

Increase in homeless families and youth

Increased law enforcement involvement with homeless families and youth  
Court filings increase  
Arrests of parents of homeless youth increases  
Foster placement of homeless youth increases  
Homeless youth delinquency increases  
Department resources continue to be directed at this issue

Events:

Court decision requires food and shelter to all  
Legislation requires regional shelters  
Regional shelters open in Fall of 1995  
Failure of parents to provide for homeless youth is neglect  
Law enforcement officers unsure of duties/responsibilities to this population

Assuming the implementation of the two policies mentioned, how would the probabilities of the events and levels of the trends from scenario one be affected?

Trends:

Increase in homeless families and youth - It is not likely that law enforcement policies could affect this trend; however, if shelter facilities were provided for more of the homeless, it is assumed that fewer would be on the "street" and law enforcement would have less contact with them.

Increased law enforcement involvement with homeless families and youth - As mentioned previously, any efforts to mitigate the affect of this population would reduce law enforcement contact and the expenditure of resources on the homeless. Through a joint public and private and law enforcement cooperative effort, it is anticipated that law enforcement involvement may be reduced as public and private social service agencies provide direct assistance to the homeless.

Court filings increase/arrests of parents of homeless youth increases - If officers are trained more fully in their duties and responsibilities with regards to homeless families and children, depending upon the actions of the court and Legislature in determining what law enforcement intervention is allowed/expected, arrests could increase significantly, creating additional workload for the entire criminal justice system. The cost of this could be significant and not very practical in that is not a long-term solution to the homeless problem. This would transfer the problem to other government agencies.

Foster placement of homeless youth increases - If the court or Legislature mandates removal and placement of even certain homeless youth into taxpayer-supported facilities, it would not take long before those available were filled, resulting in law enforcement being unable to refer additional persons. Training and cooperation between agencies should reduce the number of placements to only those necessary to protect the safety of the youth.

Homeless youth delinquency increases - If services to this population could be provided that would allow for adequate shelter and food, as well as training and educational facilities for the youth, it is anticipated that some homeless youth delinquency could be averted. This population can best be served through a cooperative effort of all concerned public and private agencies.

Department resources continue to be directed at this issue - Coordinated efforts will require the expenditure of department resources, but it is anticipated that with such coordination and with training provided to officers, the resources committed will be less than would be expended if no coordinated implementation

plan was devised.

## Events

Court decision requires food and shelter to all/Legislation requires regional shelters/Regional shelters open in Fall of 1995 - If such an event should occur, a coordinated response by all public and private agencies would be required to ensure that all persons in need were identified. Some segments of the homeless resist involvement in such programs and, if youth are involved, some intervention might be necessary to get them to take advantage of the available assistance. Law enforcement would play a key role in identifying and referring individuals and families to appropriate facilities.

Failure of parents to provide for homeless youth is neglect - Such a court or legislative decision would have a profound effect on law enforcement as well as other public and private social service agencies. Law enforcement officers would need additional training on what their duties and responsibilities are with regard to homeless family and youth contacts. A coordinated response with the other agencies that share in responsibility to this population would be very helpful to all concerned.

Law enforcement officers unsure of duties/responsibilities to this population - As stated above, departments would have to establish policies and procedures for dealing with such cases and officers would require additional training as to what their duties and responsibilities are. Such agencies as Child Protective Services in the county welfare department would be a valuable resource for providing much of

this training. Again, a cooperative agreement with all public and private providers would be the preferred alternative.

The identification of these policy considerations prepares the foundation for the development of a strategic management plan.

## **PART TWO**

### **STRATEGIC MANAGEMENT**

*The trouble with the future is that it usually arrives before we're ready for it.*<sup>28</sup>

Strategic planning is the process of formulating and implementing decisions about an organization's future direction. This process is vital because it enables the organization to adapt to its ever-changing environment. When augmented by futures research, contemporary strategic planning differs from traditional long-range planning in that it adds a special emphasis on discerning and understanding potential changes in the external environment, competitive conditions, threats, and opportunities. Modern strategic planning recognizes that organizations are shaped by outside forces at least as much as by internal ones.<sup>29</sup>

The primary tasks of strategic management are to understand the environment, define organizational goals, identify options, make and implement decisions, and evaluate actual performance. It involves other parties whose objectives are impacted, and requires the acceptance of these other parties for successful implementation. Thus, strategic planning aims to exploit the new and different opportunities of tomorrow in contrast to long-range planning which tries to optimize for tomorrow the trends of today.<sup>30</sup>

A strategic plan bridges the gap from an analysis-defined present to a scenario-defined future. Previous research has provided a view of the relationship of

law enforcement and the family/youth homeless population in California, and it assisted in developing scenarios describing three possible futures. Scenario number one (Desired and Attainable) was identified as the most desirable future and was selected for use in the development of the strategic plan. Although this plan will use the Roseville Police Department as a case study, the goal is to make it applicable to any agency that, by applying the principles involved, can adapt the plan to meet their needs.

We begin with an analysis of our present situation. The situational audit used will consist of a WOTS-UP analysis and SAST. WOTS-UP is acronym for Weaknesses, Opportunities, Threats, and Strengths Underlying Planning, and helps to determine whether the organization is able to deal with its environment. It is designed to aid in finding the best match between the environmental trends and internal capabilities. These environmental trends (external to the organization) include opportunities (any favorable situation in the organization's environment that supports the demand for a service and permits enhancement of their position) and threats (any unfavorable situation in the organization's environment that is potentially damaging to the organization and its strategy).

An organization's resources (internal to the organization) include strengths (a resource of capability the organization can use effectively to achieve its objectives), and weaknesses (a limitation, fault, or defect in the organization that will keep it from achieving its objectives). An effective strategy is one that takes advantage of the

organization's opportunities by employing its strengths and wards off its threats by avoiding, correcting or compensating for its weaknesses.

A SAST (Strategic Assumption Surfacing Technique) analysis also contributes to the situation audit and identifies stakeholders related to the issue being studied. Stakeholders are individuals, groups or organizations who are concerned about this issue and are impacted by or are able to influence what the organization does relative to the issue. The principle intent of SAST is to drive home the concept that the organization does not operate in a vacuum, that its policies have implications outside the organization, and that outsiders can impact policy choices and implementation.

## **WEAKNESSES, OPPORTUNITIES, THREATS, STRENGTHS UNDERLYING PLANNING (WOTS-UP) ANALYSIS**

### **The Environment:**

The City of Roseville, population 38,500, is Placer County's largest city, and is comprised of commercial, industrial (including "high tech"), and residential areas. Roseville is one of the fastest growing areas of the state, growing at over 8 percent a year, and has increased over 52 percent since 1980. The city's population is projected to reach 101,000 by 2010.

The city serves as a major commercial and retail center for the surrounding area (which includes northeastern Sacramento County) and has an estimated daytime population in excess of 80,000. Interstate 80, a major east-west freeway, bisects the city, as does State Route 65 and the Southern Pacific Rail-road. A major

city street serves as a main route to Folsom Lake State Recreational Area, with an estimated 4 million visitors a year.

The Roseville Police Department has 87 total personnel, including 47 sworn officers. The department is service-oriented and is generally regarded as responsive to citizen demands for service. Operating under a council-manager form of government, the city is in good financial condition and the council has usually been financially supportive of innovative programs which allow the department to meet the demands of a rapidly growing and changing city.

The city has always had its share of "transients." Being a "railroad city" (Roseville's railroad switching yard is the largest west of the Mississippi), the sight of numerous "hobos" around the city has not been a great cause for alarm. Although they accounted for a large number of arrests for public intoxication, other complaints were rare. There has been little interaction between them and the general public, with many passing through the city on an almost regular basis, year after year, following the opportunities for agricultural labor. During the last five years or so, there has been a decidedly different makeup in this "transient" population.

For the most part, this new population is not transient; they live here. Most live in the creek beds, abandoned buildings, parked vehicles, and a few, with the financial means to do so, live in one of several run-down, low-rent hotels. Many regularly eat at a local St. Vincent de Paul soup kitchen. During the winter of 1988-

89, a California National Guard Armory located in the city was opened during the night to provide the homeless with an alternative to sleeping outside. (The average population during the 52 days the shelter was open was 65 persons per night. This population almost always included one or two families.)

Local welfare and social service organizations serving this population report an increasing family and youth population. Department personnel are also reporting an increasing number of homeless adults, many with children, who seem to be living in the area. Reports from citizens concerned about the welfare of these children have increased within this past year.

Calls to the department concerning the current homeless population have increased significantly over the last few years. Complaints of transients include such issues as panhandling, rummaging through dumpsters, sleeping in doorsteps, shoplifting, aggressively accosting customers at businesses, camping on public and private property, and wandering around at all hours of the day and night. This situation has resulted in an increased work load for the police department. It has also been the cause of several debates during council meetings. The key problem being that citizens and businesspersons expect the police department to "do something."

**Trends - Opportunities and Threats:**

Five trends were identified in the first part of this study as those most likely to impact the future of law enforcement. These trends will now be examined to see what opportunities and threats they may present to law enforcement.

1. Increased delinquency in homeless youth

An increase in homeless youth delinquency could result in the opportunity for increased juvenile justice funding for such services as secure juvenile detention facilities, counseling, as well as increased cooperation between law enforcement, social service organizations, the district attorney's offices and the courts. It could also result in increased federal and state grant funds to mitigate local expenses. Additional training for law enforcement in dealing with juvenile issues would also be likely to increase.

The expansion of problems related to homeless youth will include the likelihood that increased pressure will be put on law enforcement to "solve" this problem. Calls for service will increase, thereby requiring that law enforcement resources be expended in this area, possibly at the expense of other areas. Consequently, the credibility of local law enforcement could be at risk if the public perceived that it was unable to control this population. The necessity of police responding to this situation will likely result in increased taxes, which may not be viewed favorably by the public at large.

## 2. Affordable housing availability decreases

Further decreases in affordable housing could be seen as an opportunity to rid the city of low-income housing. This in turn may possibly decrease the calls for service that the department receives from this segment of the population.

There are several threats to local law enforcement should the affordable housing market continue to decrease. Many police personnel would not be able to live in the city, and therefore may view their membership in the department as a "job" rather than as a career. There would also be a threat of fewer ties to the community, which could be devastating for a small service-oriented department. Further increases would likely drive additional persons (including families) from their homes (as rent increases) or prohibit them from locating affordable housing. This would also increase the homeless population (including families), putting additional pressure on law enforcement. Demands for increases in social services funding to meet this need may negatively impact law enforcement as competition for available tax dollars increases.

## 3. Numbers of substance abusers increase

This trend could provide an opportunity for increased funding for education as well as enforcement of substance abuse laws. Furthermore, state and federal grant monies could be increased to provide education and training to law enforcement. Increased cooperation between social service and other law enforcement agencies charged with enforcement of these laws could come out of this new situation. New

facilities to care for substance abusers could provide more alternatives to traditional incarceration.

An increase in the number of substance abusers could be seen as a major threat to public health and safety. Additional resources would have to be put into this area as the substance abuse problem increases. The problem of competition for available resources with other city/county functions would continue. There will also be increased criminal activity, which means an increase in demands for law enforcement services. In addition, substance abuse problem increases may also contribute towards further increases in the homeless population as jobs are lost, families break up, etc.

#### 4. Homeless family and youth population increases

Increases in the family and youth homeless population could result in an increased cooperation between law enforcement and public and private social service agencies providing services to this population. Such cooperation would allow law enforcement the ability to refer at-risk youth and families in need of social services to public and private agencies, reducing the time and resources that law enforcement spends on this issue.

The problem for law enforcement is that increases in this situation may further divert resources to this issue and away from others. Besides this, calls for service will increase, and if other agencies for referral are not available, law enforcement will

be spending time in providing service to this population. Once again, this would require increased funding and competition between agencies for such funding. If resources did not keep pace with the demand for service, cuts would have to be made in other service areas, which could have a negative impact on the ability of law enforcement to accomplish its mission, not to mention endangering the image of "service provider" for the community.

#### 5. Homeless program funding increases

Such funding increases could well assist law enforcement by providing available resources to deal with homeless-related calls for service (particularly for families and youth). Increased cooperation between public and private social service organizations could also likely occur, as these organizations would be in a financial position to provide direct services (such as food, shelter and medical care) to this population, thus releasing law enforcement to provide other services.

Increased funding for homeless programs may result in decreased funding available for law enforcement programs. As has been mentioned previously, there are only so many tax dollars available and competition between government service providers may intensify in some cases. Should the homeless situation increase significantly, law enforcement personnel may be put into the position of being social service providers, thus reducing their ability to meet their own stated objectives. If additional homeless program funding differs from county to county, or even state to state, some areas may experience increases in population, due to their ability to pay

greater benefits in comparison to neighboring areas.

### **Events - Opportunities and Threats**

Five events were also identified in the first part of this study as those most likely to impact the future of law enforcement. These events will now be examined in depth in order to evaluate the opportunities and threats they may present to law enforcement at the local level.

1. Legislation requires food and shelter be provided to all

This event would likely reduce the number of homeless families and youth that would require the assistance of law enforcement. Thus, the need for law enforcement to make a determination as to the welfare of a homeless youth is consequently reduced.

This event would likely require considerable funds and, if mandated by law, could take precedence over funding other services. Consequently, some of the reduced funding may of necessity affect law enforcement programs viewed as less critical or not legally mandated. This could also have a more significant economic impact if persons who were not homeless also were able to take advantage of the food and shelter.

2. Drastic cuts in welfare assistance announced

Cuts in welfare assistance may be used to provide increased funding to law enforcement. Those persons able to work may be encouraged to seek employment and lessen the burden on the government to provide welfare assistance.

Drastic cuts would likely remove many persons from the welfare rolls, resulting in further increases in homelessness. The hardest hit would likely be families and youth, those most likely to be receiving welfare assistance at this time. Those without any means of support could turn to criminal activity. Consequently, calls for service to this population could increase significantly.

### 3. Minimum guaranteed income established

This funding should provide, at a minimum, what a family should need to provide shelter and food and thus reduce the homeless population (for those eligible to receive the income). By combining all welfare entitlement programs into one, the government could reduce the costs of such programs significantly, and be able to put the savings back into funding the guaranteed incomes.

Like other funding programs, the cost of this program would almost assuredly result in a reduction of funds available to some law enforcement programs or to social service programs that deal with law enforcement-related problems (i.e., mental health, medical care, etc.)

4. Parents not providing adequate housing is neglect

If this were to become law, officers would have a clear-cut policy on what to do when they come into contact with homeless youth, particularly those of a very young age. Presently the law is vague and surrounding circumstances must be considered in determining a course of action by law enforcement. Currently this determination takes a considerable amount of time and resources.

The passage of such legislation would considerably add to the work load of law enforcement. This would also be true of the public and private social service agencies charged with ensuring the health and safety of children, such as county child protective services. The enforcement of this law would mean that a criminal justice system, already bursting at the seams, would likely be inundated with criminal cases of child neglect as parent(s) were arrested. This, in turn, would require a greater expenditure of funds.

5. Public detoxification centers required in cities over 15,000

Such facilities would provide law enforcement with a non-custodial means of dealing with those intoxicated in public. This would take less time than the current booking process at a law enforcement facility and thereby release the officer to more productive duties in less time. Such facilities also frequently have counseling available to assist the person, rather than allowing him or her to pass through the revolving jail door sometimes day after day.

Detoxification facilities placed in the city would likely meet with opposition from citizens who live in close proximity to the proposed location. The funding required for this would come from other social services and even law enforcement budgets.

### **Internal Capability Analysis**

The organizational resources include an analysis of its strengths and weaknesses. An effective strategy takes advantage of the organization's opportunities by employing its strengths and wards off its threats by avoiding, correcting or compensating for its weaknesses.

In keeping with the need to analyze internal capabilities in a realistic fashion, nine members of the Roseville Police Department were asked to rate the capability and adaptability of the department. Two separate rating forms were used (see Appendices C and D). The nine members consisted of both sworn and non-sworn personnel. In order to present a broad spectrum of opinion, management, supervision and line personnel were included.

This assessment provided the basis for determining the current environment of the department. Respondents were asked to rate each category from I (superior) to V (real cause for concern). The responses in each category were averaged among the nine respondents, and the results are shown below.

ORGANIZATIONAL CAPABILITY:

Manpower	2.8	Morale	2.2
Technology	3.0	Problem ID/Solving	2.8
Equipment	2.3	Image	2.0
Facilities	4.6	Council Support	2.2
Funding	2.4	City Manager Support	2.6
Calls for Service	2.8	Community Support	2.0
On View Activity	2.2	Growth	2.1
Supplies	2.3	Management Flexibility	2.0
Management Skills	2.3	Sworn-Non-Sworn Ratio	2.7
Supervisory Skills	2.3	Salaries	3.7
Officer Skills	2.3	Benefits	2.0
Training	2.2	Personnel Retention	3.1
Attitudes	2.7	Complaints Received	2.3

A review of the organization's capabilities indicates that the department members surveyed view the department's strengths and weaknesses as follows:

Strengths

Weaknesses

Equipment and supplies  
 On view activity  
 Management skills  
 Supervisor skills  
 Officer skills  
 Training  
 Morale  
 Image  
 Council support  
 Community support  
 Growth  
 Management flexibility  
 Benefits

Facilities  
 Salaries

Surveyed personnel indicated that the department's strengths far outweigh its weaknesses. Of the strengths identified, image, council and community support, personnel skills, management flexibility, and training could prove valuable in dealing

with family and youth homelessness in the future. This would facilitate the level of expertise and the support necessary to effectively deal with this issue.

The two glaring weaknesses identified are facilities and salaries. Currently, the police department is housed in a public safety building designed for a population of 20,000. Now almost double that population, with a corresponding increase in staffing, department facilities are no longer adequate. Although the city is currently planning a new facility, the earliest completion date is 1993. In terms of the salaries, they appear to be in line with neighboring law enforcement agencies. However, respondents in the survey feel that salary is a weakness, that must be addressed if we are to continue attracting and retaining qualified and competent personnel.

One area identified as a strength was the potential growth. A discussion regarding the issue of growth centered around the possibility that it could pose both a strength and a weakness. It can be considered a strength in relation to the extensive growth in the city which has contributed significantly to the tax base. This in turn has resulted in the funding which allows for the increase in personnel as well as equipment needed to meet the changing needs of the city and the department. Furthermore, it might also be considered a weakness because the growth has attracted a rather large population of job seekers. Since most of these are in the minimum or low-wage service industry, this may contribute to further homeless in this area if they are unable to secure employment and suitable housing. It has also

sparked a debate over the availability of low-income housing and other government services needed to service the city's increasing population.

Capability Analysis-2 (Appendix D) focuses on the adaptability of the agency to make the changes necessary in order to effectively deal with future issues, specifically the issue of family and youth homelessness. Organizational adaptability evaluates elements within the agency which reveal the type of strategy most suitable for policy implementation. The following analysis depicts the agency's level of adaptability to change. The nine respondents were asked to rate each category from I (custodial - rejects change) to V (flexible - seeks novel change). The responses in each category were averaged among the nine respondents.

CHANGE CAPABILITY:

Mentality/Personality	3.9	Power Structure	3.7
Skills/Talents	3.9	Structure	3.7
Knowledge/Education	3.8	Resources	4.0
Culture/Norms	4.0	Middle Management	3.9
Rewards/Incentives	3.6	Line Personnel	3.7

This change capability analysis shows an organization that for the most part neither rejects change (custodial) nor seeks novel change (flexible) but one that seeks familiar or related (marketing or strategic) change.

Top management was seen by most as having the capacity to seek related change. This contrasted with top management's opinion, which indicated that this

rating should have been closer to seeks novel change. In 1988 many innovative changes have taken place within the agency. This was a result of a change in top management. Consequently it is believed that this rating will continue to improve. The organizational climate was thought to be mostly conducive to related change as was the organizational competence.

This WOTS-UP analysis, coupled with the following S.A.S.T., will be used to provide direction for implementation of the strategic plan and the situational environment for the transition plan.

#### **STRATEGIC ASSUMPTION SURFACING TECHNIQUE (S.A.S.T.)**

The Strategic Assumption Surfacing Technique (S.A.S.T.) contributes to the situation audit and identifies stakeholders related to the issue being studied. Stakeholders are individuals and groups or organizations who: (1) are impacted by what the organization does in relation to the issue; (2) are able to impact the organization in relation to the issue; (3) are concerned about the issue and/or the organization. A snaildarter is a stakeholder who, though seemingly insignificant, has the ability to drastically impact the organization's policy or action. Stakeholder assumptions are what the plan implementors feel will be the stakeholder's position on the issue (what they will care about or want).

It is critically important to the strategic plan that these players, both internal and external to the organization, be identified. Once identified, their positions can be

analyzed and a course of action to bring about the desired result can be formulated.

The stakeholders and their assumptions were developed after discussion with department members. A list of stakeholders, including snaildarters, was identified as follows. Those listed in bold print were selected for further study.

1. **Police Management**
2. **Police Supervisors**
3. Police Union/Association
4. **Department Employees**
5. **City Management**
6. City Finance Department
7. Other City Employees
8. **City Council**
9. **Homeless Adults**
10. **Homeless Youth**
11. **Activists for the Homeless\***
12. Citizens/Taxpayers
13. Chamber of Commerce
14. Newsmedia
15. **Courts**
16. **Federal/State Legislature**
17. Political Candidates
18. Developers
19. School Districts
20. Sheriff's Department
21. Senior Citizens
22. **Public Social Service Providers**
23. **Private Social Service Providers**
24. Businesspersons
25. Property Owners
26. Consumers (shoppers)
27. Women's Groups
28. Minority Groups
29. County Board of Supervisors
30. Peace Officer Standards and Training (POST)
31. American Civil Liberties Union (ACLU)
32. Taxpayer groups
33. **National figure\***

\*Identified as a "snaildarter"

The thirteen stakeholders thought to be the most critical to the issue of family and youth homelessness (along with identified snaildarters) and their assumed positions are identified as follows:

1. Police Management - Would be supportive of any cost effective and politically sensitive method of dealing with this issue. They will support the adoption of policies and procedures and training that will best serve this population. However, there would be a tendency to resist policies that create additional work load without an increase in staffing. They would also resist efforts to reduce their control of department resources (i.e., mandated programs that require significant department resources).

2. Police Supervisors - Much like police management, the supervisors would be supportive of methods which can successfully deal with this issue (although probably not as sensitive to cost effectiveness and political pressures). They may, except in cases where neglect is apparent, resist involvement in what they consider is a social and not a police problem. There will also be a sensitivity to any policy or procedure that will increase their work load or that of their officers. The position of a supervisor is pivotal in the department and their support of any implementation plan related to this (or almost any issue) is very important.

3. Department Employees - There is a concern regarding any potential increase in work load. They would especially resist involvement in what they

considered noncriminal (nonpolice) matters, leaving social issues to social service providers. They would also want clear policies and procedures for dealing with homeless families and youth. Nonetheless, they would generally be sympathetic toward homeless youth.

4. City Management - Much like police management, city management will be supportive of cost effective and politically sensitive methods of dealing with this issue. They will be especially sensitive to policies that will likely require additional staffing or funding, depending upon the direction of public pressure. City management will resist the department taking on responsibilities that should be handled by public and private social service agencies.

5. City Council - The council's action will depend mainly on how the issue is perceived by the voters, but would be generally supportive of cost effective and politically sensitive methods of dealing with the issue. They would be involved in reviewing/enacting any new local ordinances requested to address this population. They would also make the final determination on funding for programs requiring additional funds and would also not support relieving the county of their social service responsibilities.

6. Homeless Adults - Specifically those with "families" would be supportive of any policy that would result in assisting them in caring for themselves and their children. While they may not support all the conditions that frequently come with

social service assistance (i.e., work, shelter restrictions/rules, etc.), many will prefer shelter to "life on the road" (especially in climates where the weather makes outside living uncomfortable or dangerous). Some will take an increasingly active role in seeking funding for shelters, affordable housing, etc. They will resist any attempts to remove their children solely because of their inability to secure "adequate housing."

7. Homeless Youth - Will resist attempts to separate them from their parent(s). Will support services that provide comfort from the environment. Will blame "the system" for hardships and the situation they find themselves in. This could lead to an increased militancy in older youth and result in the expansion of criminal justice involvement.

8. Activists for the Homeless - Will support political candidates that support funding increases for services to this population as well as more long-term solutions such as housing, medical care, food, etc. Will oppose policies that mandate involvement and will also oppose strict law enforcement policies directed at the homeless. Activists will take an increasing political role, lobbying for additional services/funding. (This group was identified as a snaildarter because its voice is just now starting to be heard. As this group becomes more and more recognized as speaking for a large portion of the population--assuming the homeless family and youth population continues to grow--it could begin to exert considerable more influence on public policy than it does at this time.)

9. Courts - The direction the courts take in this issue will determine, to a great extent, the duties and responsibilities of law enforcement. They will continue to weigh the rights of the family and youth against the protection of youth from situations that could be considered neglect. It is this situation that puts youth at risk of coming into contact with the criminal justice system. They will support constitutional methods for ensuring the sanctity of the home and family while ensuring the safety of the children.

10. Federal/State Legislature - They will continue to mandate local government to provide the majority of social services to this population, depending on the political implications. Many will oppose increased funding for social programs. While sensitive to special interest groups, major funding increases are unlikely. They may, however, legislate new duties and responsibilities for local law enforcement in regards to the homeless issue, which could have a significant impact locally.

11. Public Social Service Providers - Will support coordinated efforts between public and private service providers, so long as new policies do not negatively impact their agency (such as additional responsibility without a commensurate increase in funding). There will also be support for efforts to train law enforcement to assist them in identifying neglect and/or abuse situations. They will also encourage law enforcement to join with them in lobbying for increased social program funding.

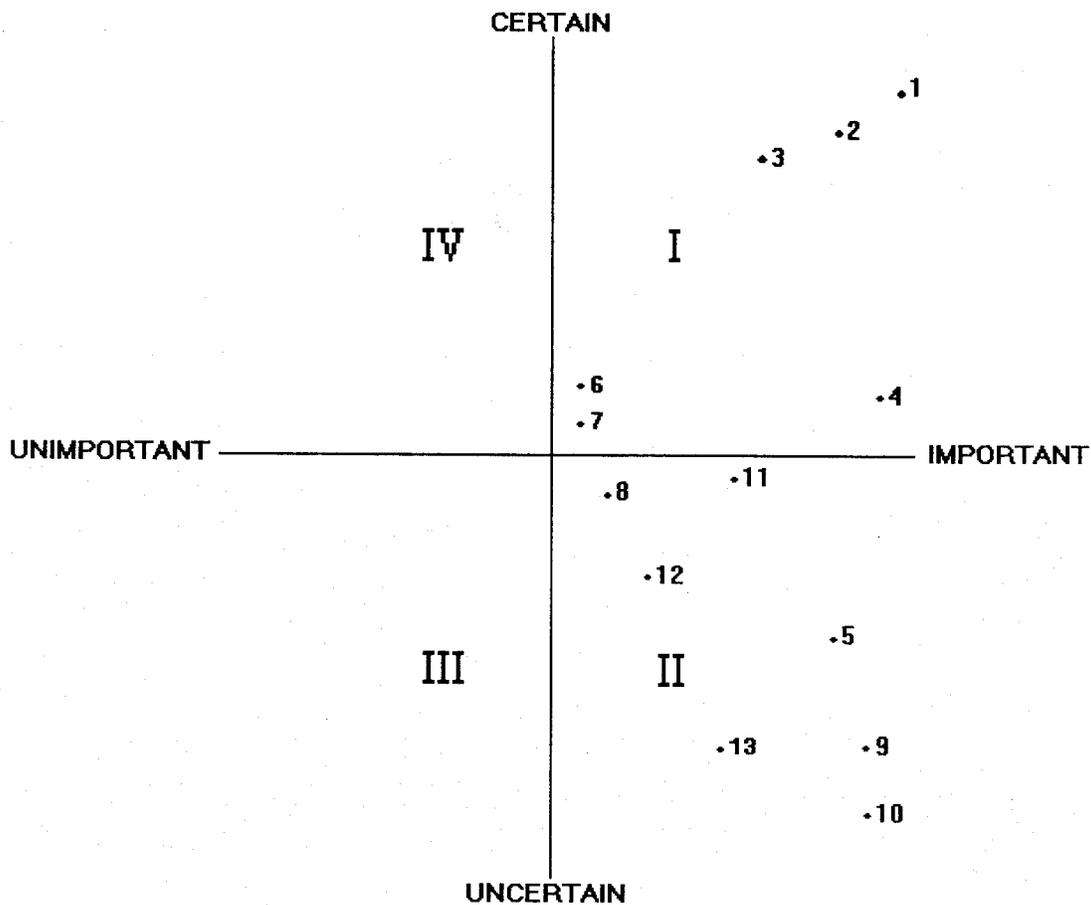
12. Private Social Service Providers - Will oppose policies that require participation of the homeless in social programs. They will likely resist added federal and state requirements attached to the funding. They will support policies that address the needs of this population without infringing on their legal rights.

13. National figure - A second possible "snaildarter" was suggested as a national figure (politician, actor or actress, someone nationally known and recognized) who is attracted to the homeless issue and begins to campaign for their rights, additional funding or other resources, etc. Someone nationally known could be instrumental in gaining additional public attention for this segment of society which could result in additional mandated services and public resources aimed at the homeless population.

### **Strategic Assumption Surfacing Technique Plot**

The next portion of this study involves the plotting of each stakeholder's assumption on a S.A.S.T. map. This is a visual tool to aid in determining the status of the stakeholders and snaildarters. The criteria for plotting are: (1) the importance of the assumption's stakeholder to the organization and the issue, indicated on the horizontal scale; and (2) the degree of certainty to which the researcher believes the assigned assumption is correct (the stakeholders have made up their minds, either in support or opposition), indicated on the vertical scale. Perfect certainty means there is a 100 percent probability that the assigned assumption is correct, and perfect uncertainty means there is a 50 percent probability that the assigned

assumption is correct, i.e., it is as likely to be correct as it is to be incorrect.



**STAKEHOLDERS:**

- |                         |                                      |
|-------------------------|--------------------------------------|
| 1. Police Management    | 8. Homeless Activists                |
| 2. Police Supervisors   | 9. Courts                            |
| 3. Department Employees | 10. Federal/State Legislature        |
| 4. City Management      | 11. Public Social Service Providers  |
| 5. City Council         | 12. Private Social Service Providers |
| 6. Homeless Adults      | 13. National Figure                  |
| 7. Homeless Youth       |                                      |

FIGURE 6 - STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT

Figure 6 is divided into four quadrants. Quadrant I contains assumptions which are rated as relatively important and certain. These are candidates to become pivotal assumptions for the policy. Stakeholder/assumption #1 (police management) is rated as the most important and most certain assumption, followed by police supervisors, department employees, city management, and homeless adults and youth. Quadrant II deserves special scrutiny as it contains assumptions which are considered important but about which management is uncertain as to their truth. This includes plausibility, reasonableness, or grounds of support. Stakeholder assumption #10 (Federal/State Legislature) rates as the most important yet least certain, followed by the courts, city council, private social service providers, homeless activists, and public social service providers.

Stakeholders 1 (police management), 2 (Police Supervisors), 3 (Department Employees) and 4 (City Management) are all important in regards to the issue of impact of family and youth homelessness on law enforcement. This is because they are those most directly involved in either setting the policies that will be carried forward (management) or in actually carrying out those policies (department members-supervisors and line personnel). Although influenced by other stakeholders, their main concern will be to lessen the negative financial and political impact on law enforcement while still carrying out the law enforcement mission. It is anticipated that city management's position is less certain mostly because it is believed that they are in a position to be influenced even more by other stakeholders, politics, etc.

Stakeholders 6 (homeless adults) and 7 (homeless youth) are at the heart of this issue. While they are important, a great deal will depend on other stakeholders and their response to this problem. If family and youth homelessness continues to increase, law enforcement's involvement will also depend on other stakeholders, such as the Legislature (10), the courts (9), and city councils (5), as to just what law enforcement's role should be in this issue. Their likely actions are much less predictable. If some of the trends and events brought out occur, law enforcement will be considerably more deeply involved than it is at this time.

Another stakeholder is public social service providers (#11). They will likely play an important role in this issue, but certainty as to exactly what their role will be is not entirely identified. It is anticipated that public (as well as private) social services agencies will work hand-in-hand with law enforcement. This will enhance the referral of situations where the expertise of another discipline would be of benefit in handling the case.

Private social service providers (#12) could become a significant actor, even beyond the current role of public agencies. Many of these organizations are being organized just to deal with the homeless. They are also starting lobbying efforts of their own to secure future funding for programs and other services to this population. This type of organization will want to control their own programs. This stand could put them into conflict with other public agencies, including law enforcement (i.e., opening shelters and "soup kitchens" in areas where they are

unpopular with local citizens). It is possible that they could become considerably more of a major player in this issue in the future.

Two stakeholders were viewed as possible snaildarters. Those stakeholders, though seemingly insignificant, have the ability to drastically impact the organization's policy or action. Activists for the Homeless (#8) are playing an increasing role in lobbying for increased shelters, facilities, and funding for affordable housing and other services. They are making an attempt to make this a major public issue in order to achieve their goals. These organizations, if successful in their effort to organize sufficient resources, could also play a major role in how government responds to this issue. This response could also include law enforcement. Lobbying efforts are increasing, and it is likely that they will play an important role in the homeless issue. The status of these organizations should be watched carefully. It is possible that their role may change in the future as responsibilities are added to law enforcement.

The second identified snaildarter was the emergence of a national figure (#13) who, attracted to this issue, might begin to campaign in behalf of the homeless. This could be instrumental in gaining additional public attention and could result in some unanticipated public and private actions in behalf of the homeless.

Stakeholders/assumptions in Quadrants III and IV would be candidates for elimination, especially those in Quadrant III as they would be the least important and

most uncertain. No assumptions in this study were plotted into either Quadrant III or IV.

## **MISSION**

The mission of law enforcement is the maintenance of social order through the prevention of crime, protection of lives and property, apprehension of offenders, recovery of property, and preservation of the public peace. The police also perform a variety of miscellaneous services, much of which does not involve any alleged criminal conduct.

Although a good deal of law enforcement contact with the homeless includes enforcement of criminal conduct, an increasing number of contacts with homeless families and youth involve performance of miscellaneous services. This includes activities such as providing information and referral to appropriate agencies that provide services to this population. Providing this assistance is also in keeping with the general law enforcement mission.

## **MODIFIED POLICY DELPHI**

The primary objective of the Modified Policy Delphi is to ensure that a variety of alternative strategies, designed to address the strategic issue, are identified and explored. This allows the researcher to analyze the feasibility and desirability of each alternative. From this it is possible to reduce the number of alternatives to a manageable number for a more complete strategic analysis.

A seven member committee (consisting of law enforcement and nonlaw enforcement members, all knowledgeable in the issue area) was formed to develop and review alternative strategies. Each member was requested to prepare in advance of the meeting one policy alternative and bring it to the meeting. At the meeting ten alternatives were rated as to each alternative's feasibility and desirability.

The following alternatives were presented:

1. Police involvement should only occur in criminal matters. All other situations should be referred to other social service organizations for assistance.
2. Cooperation between social service, law enforcement and other service providers (city and county) is the best method of ensuring that needed assistance is given to youth and family homeless persons.
3. The city should take a lead role in ensuring that shelter facilities and other necessities are available for families with children who come to the attention of those in a position to offer assistance. This could be done in cooperation with county funding and under contract with a private care provider.
4. Adopt a police department policy whereby a determination as to need at the time of contact is required to be made by officers, and officers are given direction as to what dispositions are available.
5. Provide training and alternatives to officers and support staff as to their legal rights and responsibilities, those of the homeless parent(s), and those of the homeless child(ren). Include information to allow referral of persons meeting an established criteria to a social service organization/care provider.
6. Survey other agencies with similar homeless populations for solutions, as well as policies and procedures, that they have adopted.
7. Continue strict enforcement of state and local laws pertaining to such common homeless violations as camping, panhandling, loitering, public intoxication, shoplifting, etc., in an effort to encourage the homeless to "move on."
8. Lobby federal and state legislators for increased funding of homeless programs and services, thereby taking much of the burden off of law enforcement to deal with this issue.
9. Continue present policies concerning the homeless without further action being taken.

10. Cooperate with establishing a county-wide (or even a multi-county) homeless advisory task force to develop strategies for dealing with this issue. Include representatives from each discipline associated with this issue to ensure that a good cross-section is represented. Such a task force could determine need, as well as service levels, funding, location of services, population in need of services, etc.

After developing this list of policy alternatives, members used a Policy Delphi Rating Sheet to determine the overall feasibility and desirability of each policy alternative. The scores were averaged to produce the two highest scoring (number 5 and number 2) and the most polarized (widest diversity of scores), number 7. (See Appendix E for Policy Delphi Rating Sheet and group consensus.)

Following the identification of the three alternatives, the group discussed each alternative and identified the positive and negative aspects of each. A summary of the discussion and the pro and con of each alternative follows:

Alternative #5 (Provide officers with training on the rights, responsibilities of the officer, homeless parent(s) and child(ren), as well as information to allow referral to the most appropriate agency) rated as both definitely feasible and very desirable, received the highest rating.

This alternative was favored because it involved the provision of direct services to the homeless population. Law enforcement is already heavily involved in various aspects of training, but in spite of this, many officers and even supervisors are still not certain of what actions are allowed or even required in cases where children

(especially young children) are without shelter. One recommendation is that child protective services (CPS) be involved in this training since they would be directly involved.

The pros and cons of this alternative were identified as follows:

PROS

1. Cost effective
2. Would provide a proactive approach
3. Increased inter-agency cooperation
4. Politically risk-free
5. Wide range of support anticipated
6. Training procedures already exist

CONS

1. Increased work load
2. Increased training costs
3. CPS's responsibility

Alternative #2 (Cooperation between service providers--public and private--and law enforcement) was a close second, and was also rated definitely feasible and very desirable.

This alternative was selected because it was thought to bring together those public and private agencies best able to assist with this population. Several studies have indicated that cooperation is a key ingredient in developing an approach to deal with this issue. While cooperation is at times not easy to come by, it could be built with proper planning.

The pros and cons of this alternative were identified as follows:

PROS

1. Cost effective
2. Multi-disciplinary approach
3. Increased inter-agency cooperation
4. Politically neutral

CONS

1. Some duties nonlaw enforcement-related
2. Assistance is a social need
3. Training required

Alternative #7 (Provide strict enforcement of all state and local laws most commonly violated by the homeless) was identified as the most polarized alternative, being rated as desirable but possibly infeasible.

Rated as desirable (mostly by law enforcement and a business member) but as possibly infeasible, this alternative had the widest range of scores. Thought by some to be appropriate for some populations of the homeless, most felt this alternative infeasible because it did nothing to address law enforcement's concerns for the welfare of the children of homeless parents who may be in need of social service intervention. Even though laws should be enforced, alternatives should exist for those who wish to take advantage of shelters and other services. For those who do not, and there are many who resist services for one reason or another, the enforcement of applicable laws and ordinances will be required.

The pros and cons identified for this alternative were as follows:

PROS

1. Majority of citizens would probably approve (support)
2. Would reduce citizen complaints
3. Enforcement is a major law enforcement responsibility

CONS

1. Does not address needs of homeless children
2. Increased work load
3. Increased costs to cities
4. Band-aid, not a solution

## **ALTERNATIVE SELECTION**

The alternative selected for implementation was a combination of alternatives 2 and 5. This would involve a cooperative effort between public and private social service providers and law enforcement. Included in this would be joint training and policy and procedure formulation. This would promote a coordinated and well-planned response to the needs of this population.

This policy was selected because it seems to best address the concerns for the safety and well being of homeless youth. The more conventional law enforcement tactics of aggressive enforcement and other measures designed to "discourage" the homeless from remaining in an area are thought to be ineffective in many cases. In the case of homeless youth, it does not provide the assistance necessary for the basics of life, nor does it offer any long-term solutions. Law enforcement has a process of on-going training to include relevant issues and this would be a natural extension of that. Law enforcement and public social service organizations (such as the county welfare department's child protective services program) are legally mandated to provide for the safety and well being of children. This requires them to take action when there is reason to believe their safety or well being is jeopardized.

The costs of implementing such a plan would not be significant (except possibly increased costs of foster care or some other alternatives). There would also be no need for additional administration or other staffing. The plan could be

modified, discontinued, or even expanded according to changing needs. This would be at the sole option of the key stakeholders.

## IMPLEMENTATION PLAN

If a policy is to be successful, an implementation plan must be properly formulated. In order to evaluate this planning system, two factors must be considered: predictability and turbulence. Figure 7 below shows a predictability/turbulence chart, where predictability of the future ranges from a high degree of predictability (1) to unpredictable (5). Turbulence (the number of changes expected to occur) ranges from no change (1) to continuous change (5). By choosing both the level of predictability and turbulence, it is possible to identify the type of planning system that should be utilized from among the four basic planning systems: operations, periodic, issue and signal surprise.

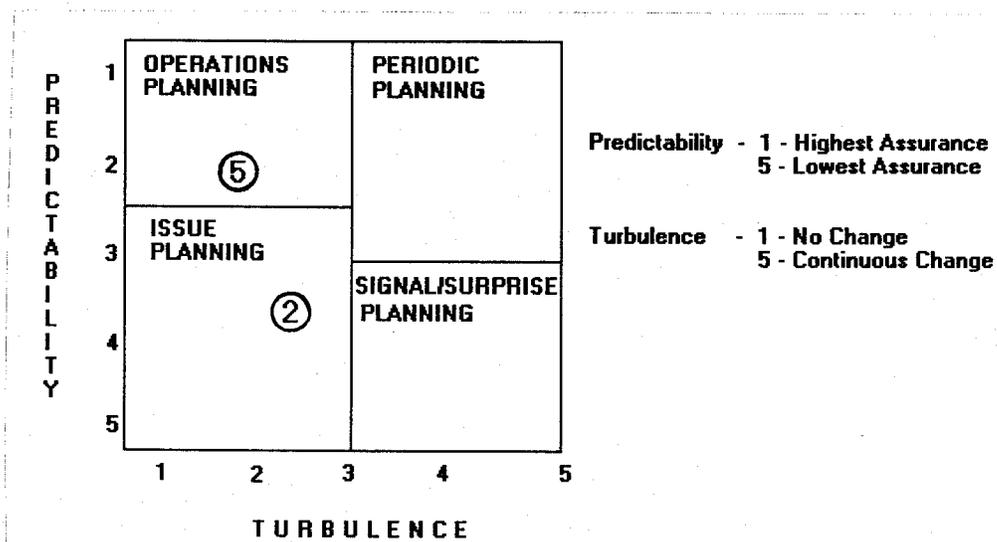


FIGURE 7 - PLANNING SYSTEM ANALYSIS

Plotting the two alternatives on the chart (#2 - cooperation between service providers and law enforcement-and alternative #5-providing officers with training and information and referral material) shows that a combination of planning systems is appropriate. Providing training, information, and referral services was viewed as relatively predictable (since it involves mostly law enforcement and very little outside assistance is required to implement). It is also one that does not involve a substantial amount of change. It would be best suited for operations planning. Cooperation between law enforcement and service providers is viewed as less predictable (because a considerable amount of outside cooperation is necessary) and only slightly more turbulent, requiring issue planning.

For a successful implementation of the strategic plan, it is imperative that the stakeholders support and accept not only the policy but the course of action and the planning phase. This is accomplished through a negotiation process.

### **Stakeholder Negotiation**

Police/City Management - The support of police and city management is paramount to the implementation of this plan. Management will be supportive of training and cooperation between service providers and law enforcement, if it proves to be cost effective. This will have the added advantage of at least a perception of better community service. Management will also consider the political sensitiveness of this issue and this could have an effect on their position. There will be resistance to additional work load and staffing increases as well as any efforts to reduce their

control of department resources.

Police managers will negotiate on:

1. The content, cost and length of the training programs.
2. The amount of time law enforcement is expected to devote to this issue once it becomes operational.
3. The implementation aspects of the program.

Police managers will not negotiate on:

1. Any attempt to involve considerable department resources into this issue without the control of management.
2. Any program that would reduce personnel/resources further.
3. Any program that would reflect negatively on the city/department.

Police Supervisors/Department Employees - This stakeholder group was combined since they share similar concerns, although the supervisor will occupy a different role. They will support methods to deal with the issue of child neglect or endangerment. However, they will resist efforts to involve law enforcement in a "social" rather than a "law enforcement" problem. There will also be resistance to increases in their work load and responsibility without compensation. They will want a clear-cut policy.

Police Supervisors/Employees will negotiate on:

1. The amount of time to be devoted to this program once operational.
2. Individual policies and procedures to carry out program.

3. Small increases in work load without compensation.

Police Supervisors/Employees will not negotiate on:

1. Involvement in situations judged "social problems" where no youth is in danger and no law violation is present.
2. More than small increases in work load without compensation/staffing increases.
3. Programs that increase their safety risk.
4. Programs that reflect negatively on the city/department or on them or their union/association.

City Council - Since the council controls department resources, their support is critical. They will be heavily influenced by public opinion (voters) but will support a cost-effective program.

The city council will negotiate on:

1. Level of participation by city agencies in any joint city-public/private effort.
2. The resources necessary to carry out the program (shared with other participants).

The city council will not negotiate on:

1. Any new programs at the expense of other city services/programs.
2. Programs where considerable political opposition is apparent.
3. Private control of city personnel/resources.

Homeless Adults/Youth/Activists - These stakeholder groups will not be directly involved in the negotiation process for plan implementation. They may have, however, a substantial "voice" in the future and should be considered in this process. Support may be given to any program of assistance as long as the conditions are not too restrictive. There will be a move to resist any effort to separate parent(s)/children. They will also support housing rather than shelters.

Courts - The direction of the courts will determine to a great extent the involvement of law enforcement in this issue. While the courts do not negotiate per se, they will continue to heavily weigh the rights of the family/child in such cases. They will also seek solutions within constitutional guidelines, while attempting to ensure the safety and well-being of the children.

Federal/State Legislature - They will continue to transfer responsibility of many social services to local control/funding. While sensitive to special interest groups, major funding increases are unlikely. They may legislate new duties and responsibilities for local law enforcement and social service agencies which could have a significant impact.

Federal/State Legislature will negotiate on:

1. Limited funding sources for specific social services.
2. Duties/responsibilities of law enforcement/social service providers in dealing with homeless families and youth.

Federal/State Legislature will not negotiate on:

1. Legislation that would involve significant additional appropriation of funds.
2. Legislation that would not withstand constitutional challenge.
3. Legislation that would have a negative impact on their standing with important special interest groups.

Public/Private Social Service Providers - Will support coordinated efforts aimed at honest efforts to assist with the homeless problem. They will likely resist any programs that increase their funding requirements without the identification of sources of additional funding.

Public/Private Social Service Providers will negotiate on:

1. Specific involvement of their agencies with law enforcement
2. Training to be provided.
3. Implementation of the program.

Public/Private Social Service Providers will not negotiate on:

1. Programs that increase their budget without additional funding.
2. Strict law enforcement control of the program.

Active participation is the basic strategy to be used in negotiating this plan. Each stakeholder has his/her own objectives, and has issues upon which he/she will be willing and unwilling to negotiate, but it is believed that all participants want to find a workable solution to the issue of youth and family homelessness. The point

of negotiation will be to find a point of agreement wherein a cooperative effort will result in a plan that is mutually agreeable and workable.

Thus far the problem has been discussed, the future has been defined and a strategic management plan has been developed. The final step in this project is the development of a transition management plan to take us from the present to the desired future state.

## **PART THREE**

### **TRANSITION MANAGEMENT**

Transition management consists of the movement of an organization from its present state to the desired future state. Getting from the present to the desired state, the period when the actual changes take place, is called the transition state. In managing the overall change process it is always important to (1) determine the major tasks and activities for the transition period, and (2) determine structures and management mechanisms necessary to accomplish those tasks.<sup>31</sup>

In this project, it has been established that law enforcement and public and private social service organizations wish to cooperate. This cooperation will take the form of a joint training, and policy and procedure formulation effort. The purpose is to ensure a well-planned and coordinated response to the homeless family and youth population. Considering the present state of these independent groups, it is important to pose the question "what steps must be taken to achieve the successful implementation of the program?" It is understanding these steps and the direction that will set the basis for success in the transition process and, consequently, success in the program.

#### **COMMITMENT PLANNING**

Even well-made plans will not ensure the desired change unless one has the commitment of persons critical to the change effort. The planners must determine

who in the organization must be committed to the change and to carrying it out for the change to actually take place. A commitment plan is a strategy, involving a series of action steps, devised to secure the support of those subsystems which are vital to the change effort. The steps in developing a commitment plan are:

1. Identify target individuals or groups whose commitment is needed.
2. Define the critical mass needed to ensure the effectiveness of the change.
3. Develop a plan for getting the commitment of the critical mass.
4. Create a monitoring system to assess the progress.<sup>32</sup>

### **Critical Mass Analysis**

The first step is identifying those key players who represent the critical mass. The "critical mass" is defined as those people/groups whose active commitment is necessary to provide the energy for the change to occur (e.g., certain key executives, certain group leaders, etc.)

The individuals or groups whose active commitment is considered essential to the success of the proposed course of action are identified as:

1. Chief of Police
2. Patrol Sergeants
3. Police Officers
4. City Manager
5. City Council
6. County Welfare Director
7. Private Social Service Agency Heads

The second step is to assign assumptions to each player in terms of their disposition toward the proposed change at this time. Figure 8, a Commitment Analysis Chart, indicates the present position (X) of each critical stakeholder (inside and outside of the organization) identified in Part Two, regarding my best judgment as to their present commitment to change. Figure 8 also depicts the minimum commitment (O) that is necessary for the change to occur, with the arrow designating the direction of movement required to get the necessary commitment. The four levels of commitment are: "will block it," "let it happen," "help it happen," and "make it happen."

Key Players	Will Block It	Let It Happen	Help It Happen	Make It Happen
Police Managers			X →	→ O
Patrol Sergeants		X →	→ O	
Police Officers		X →	→ O	
City Manager		(XO)		
City Council		(XO)		
Co. Welfare Dir.		X →		→ O
Pvt. Soc. Svc. Agency Heads		X →	→ O	

X = Present Position

O = Desired Position

FIGURE 8 - COMMITMENT ANALYSIS

Police Management (which would include the Chief of Police and his/her command staff) are presently willing to help it happen. Since they occupy such a pivotal position in the department, they must be convinced in order for this plan to be implemented. Their position will influence not only other department members but outside stakeholders as well.

Patrol Sergeants are the backbone of the department and on the front line in contacts with the homeless. They also occupy a very important part in this plan, and their position of "let it happen" will need to be advanced to the "help it happen" category. Once a policy and procedure is established and training is provided, it will be the responsibility of the patrol sergeants to monitor not only the implementation of this program but its success as well. They exert a great amount of influence over patrol officers and can make a program successful with their support, or end it with benign neglect.

Police Officers are those who come into contact with this homeless population. Like the patrol sergeants, they need to be moved from "let it happen" to "help it happen." They hold the key to the information and referral portion of the plan to be adopted concerning this issue. It will be their responsibility to make a determination as to the status of homeless families and children and a decision whether or not to refer them to a social service provider, take enforcement action, or take no action, depending on the circumstances.

The City Manager plays an important role in city government through the control of resources and authority as the chief administrative officer of the city. Consequently there must be at least concurrence with police management if this program is to be implemented. The city manager can be left in the "let it happen" category unless funding becomes a critical issue; then his/her assistance will be necessary. The police department staff, along with the other stakeholders, should

be able to implement this program without outside city support. However, having the support of the city manager would be very beneficial, at least in gaining other assistance should it be needed.

The City Council, like the city manager, plays a key role in setting city policy and controlling funding. From this point of view, they are important to any plan. Since they are often swayed considerably by public opinion, they should remain in the "let it happen" category as they are at this time. This will reduce the need to restructure or redefine the program at a later date.

The County Welfare Director is in a position of importance to this program. Cooperation between the welfare department and the police department has not always flourished. This issue gives both agencies an opportunity to assist each other in complying with their areas of responsibility. The county welfare director will need to be moved from his/her present position of "let it happen" to one of "make it happen." It will be his/her responsibility to ensure implementation in his/her area of responsibility and work with law enforcement and private social service providers to ensure the program's success.

Private social service agency heads are, like the county welfare director, in a position of importance to this program. There is not sufficient public resources to fully address the needs of this population and the support of these private agencies is critical. They will need to be moved from the "let it happen" to the "help it

happen" category so their resources can be involved in the implementation and operation of this program.

With the identification of commitment obtained and commitment needed for successful implementation of the plan, the obvious question is, "how is it obtained?" Clearly, resistance is a normal part of the change process. If the required commitment to a change effort is not there, it must be assumed that there is resistance to the change. In eliminating resistance, a situation must be created that is neutral. Here no one is forced to take a position, and positions are clarified rather than challenged.

There are a number of intervention strategies that can be employed to create the conditions for commitment. Two such strategies are *problem finding* and *educational intervention*. *Problem finding* allows all those concerned with the change to get together to identify and clarify all aspects of any identified problems. The *educational intervention* strategy allows for the education of all participants on understanding a change problem as well as each other's issues and concerns. These strategies will be used in a "planning meeting" which will be scheduled as the first meeting of a working group (comprised of key players and any others who may lend expertise to this issue). The purpose of this meeting will be to develop as many issues/concerns as possible. This will allow discussion and mutual education on the duties and responsibilities of the different agencies involved. Since all members will not be from within one discipline, the meeting may lead to a better

understanding of each other's concerns. This might then result in a commitment from the group as a whole to work toward the implementation of a plan which would promote the greatest assistance possible to homeless families and youth.

### **Management Structure**

It is necessary, prior to beginning the transition process, to determine how this phase will be managed and by whom. The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system.<sup>33</sup>

Several management structures may be used during the transition phase, but it is two that will dominate: the project manager and representatives of constituencies. The commander of the patrol division will be designated the project manager. He/she will report directly to the Chief of Police who, as the chief executive, has the ultimate responsibility for implementation of the plan.

To advise the project manager, a group will be formed of those representing the major constituencies involved in the change, both from inside and outside the department. Working with these constituencies will be essential to the success of the program. To take advantage of the diversity among the members of the implementation group, a responsibility chart is included showing the actions or

decisions that need to be accomplished. Along with this, there will be a designation of the responsibility for their accomplishment.

### Responsibility Charting

This technique focuses on allocating work responsibilities to the participants during the transition phase of the strategic plan. The decisions or actions necessary to carry out the transition are noted, and responsibility for action is assigned to each participant (such as responsibility, approval, support, inform). Only one person may be assigned responsibility for any one activity. Figure 9 is a Responsibility Chart showing assignments for bringing about the change desired.

DECISIONS	ACTORS							
	Chief of Police	Patrol Cmdr.	Patrol Sgts.	Police Offs.	Co. Welf. Dir.	Pvt. Soc. Suc. Agcys	City Mgr.	City Council
Schedule Planning Meeting	R	S	S	S	A	S	I	I
Select Project Manager	R	S	S	S	S	S	I	I
Develop Guidelines	S	R	S	S	S	S	I	I
Set Implementation Date	S	R	S	S	S	S	I	I
Develop Infr/Ref Policies/Proced.	S	R	S	S	S	S	I	I
Conduct Training	S	R	S	S	S	S	I	I
Set Evaluation Schedule	S	R	S	S	S	S	I	I

R = Responsibility (not necessarily authority)

A = Approval (right to veto)

S = Support (put resources toward)

I = Inform (to be consulted before action)

FIGURE 9 - RESPONSIBILITY CHART

## **Monitoring and Evaluation**

Monitoring and evaluation are integral parts of the management process. Monitoring will allow the concerned managers to know whether the organization is beginning to move toward its desired future. The monitoring and evaluation of this transition phase will be the responsibility of the project manager, who has the responsibility and the authority to ensure that the plan moves forward. He/she will meet regularly with other key players, and will coordinate communications through all participants in this process and will report such progress to the chief executive.

Program evaluation will be concerned with the various aspects of the program, including efficiency, operation, effectiveness and adequacy of performance. Such questions to be answered would include:

1. Is the program working?
2. Is the program producing the desired result?
3. Is the program commensurate with the funds consumed?
4. Are there better ways to solve this problem?

To make an evaluation of the effectiveness of this program, the following statistical information will be compiled:

1. The number of referrals to social services from law enforcement.
2. The number of referrals to law enforcement from social services.
3. The total number of persons served.
4. The number of training hours conducted for each agency involved.
5. The number of joint meetings held with involved agencies.
6. A survey of patrol officers and supervisors as to the worth of the program and suggestions for improvement.
7. A survey of social service agency staff as to law enforcement responsiveness, value of program, and suggestions for improvement.

A written evaluation will be conducted every three months during the first year of this program, every six months the second year, and annually thereafter. It will be the responsibility of the program manager to complete this evaluation with the aid of agency staff involved. This evaluation will be reviewed by the chief executives of the agencies involved as well as the city manager as well as others involved in the program.

## CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

Based upon demographic research, the homeless population, defined as those persons without regular nighttime accommodations and who reside either in a publicly or privately operated shelter or in a public or private place not designed for ordinary sleeping accommodations for humans, is increasing in California and across the country. Although very difficult to count, this population may number more than a quarter of a million in California and more than 3 million across the country, and grew by 21 percent in 25 major U.S. cities from 1986-87. One recent study projected that the number of homeless across the country may reach 19 million by 2003, as the need for low-rent housing units increases, yet the supply continues to fall.

The "face" of this homeless population is changing. A population of older, footloose, alcoholic men, wandering the country looking for seasonal labor, is giving way to the "new homeless." This is a younger population of those who have lost their jobs or public assistance and their residences due, in part, to the demise of affordable housing, a changing economy, lingering unemployment, and setbacks in social services. It is estimated that one-third of these are families with children (usually two or three), a significant number being headed by a single parent (frequently a mother). A high number continue to be identified as those with substance abuse problems, mental illness, physical disabilities and veterans.

The fastest growing segment among the homeless population is families and children. As many as 70,000 children and their parent(s) are believed to be homeless in California. One survey showed that more than a third of shelter residents are under 18 years of age, and over 10 percent are five and under. Many shelters operate at or near capacity, leaving the majority of the homeless on the streets or in makeshift arrangements.

The nation's economy is undergoing a major shift from that of a manufacturing to a service economy. Two-thirds of all new jobs created in the last ten years have paid only a minimum wage, compared to twenty percent between 1963-1973. Many of the higher paying jobs being created will require skills and education that many do not possess. Such a shift in the economy creates serious problems for workers attempting to support families, and for young people entering the job market.

The highest concentration of homeless is found in the west, which has 19 percent of the population but an estimated one-third of the homeless. The U.S. Census Bureau has projected that California will remain the most populated state at least through the first decade of the 21st century (33.5 million by 2000, a 15 percent increase over 1990). During this past budget year, California's aid to homeless programs has been less per capita than any other industrialized state. Just how these population increases combined with a minimum state aid response will impact our homeless population is uncertain, but one can imagine considerable increases are almost a certainty. What impact this increasing population will have on law

enforcement is uncertain, but increased rates of crime and violence in our communities are likely.

Solutions to this crisis will be costly, estimated at between \$160-292 million, yet the costs to state and local government if the problem is not addressed are also great. Of particular concern to this study is the impact this population will have upon California law enforcement. Generally regarded as a social problem, law enforcement has traditionally not become involved in social issues until a crime is committed. Consequently, efforts in regards to a response to the homeless population have been largely reactive, coming from a public that demands that local government "do something" to lessen the presence of this population. All too frequently the arm of government that is called upon to deal with this issue is law enforcement. Law enforcement alone is not in a position to significantly impact the social implications of this issue.

The political and financial impact of homelessness will continue to be felt by public and private agencies, including law enforcement. Court decisions and legislative changes may well impact our response to this population, as shown in our forecasting of trends and events at the beginning of this study.

Traditional police practices are frequently inadequate to deal with an increasing homeless population. Most of the past responses, to arrest the drunks and find crisis counseling for those mentally impaired, do not apply to many of the new

homeless who are frequently neither alcoholics nor mentally impaired. Officers encountering a homeless family with children living in a car in a creek bed in near-freezing weather are often torn between empathy for their situation and a feeling that the parents situation may rise to the level of neglect and require the removal and emergency placement of the children. Such incidents are not easily solved and many officers lack the training on what their legal responsibilities are under these circumstances.

A situational analysis of a specific police department, believed to be fairly typical of California law enforcement agencies, showed that this law enforcement organization has the capability to change and deal with future issues. A review of the stakeholders concerned with the issue of family and youth homelessness showed that they would generally support a coordinated public and private response to this population. Alternative strategies were developed and two were selected as the most appropriate response: (1) providing multi-disciplinary training to all concerned on the rights, responsibilities and alternatives of the officer, the public and private social service agency, the homeless parent(s), and the child(ren), as well as information to allow referral to the most appropriate agency; and (2) the building of a cooperative effort between public and private service providers and law enforcement to provide a meaningful service to this population. A plan was formulated to bring about the implementation of these selected alternatives, including a plan to negotiate public and private support for such a plan, the management structure necessary to bring it about, and assignment of responsibility for the

implementation, monitoring and evaluation of the plan.

### **Recommendations**

The purpose of this study was to assess the impact of family and youth homelessness on California law enforcement by the year 2000. The primary objective was to analyze the future environment and develop a law enforcement response to successfully manage this issue in the future.

This study has identified a course of action that is believed will have a positive impact on the issue of family and youth homelessness and its future impact on California law enforcement. The development of a cooperative effort between law enforcement and public and private social service agencies to include the establishment of joint training, policies and procedures to coordinate a response to this population was identified as the preferred alternative by participants in this study. It is recommended that steps be taken to implement this strategy.

It is unrealistic, and beyond the scope of this study, to believe that law enforcement can significantly impact the many social, political and economic causes that fuel the problem of homelessness, but it is realistic to believe that some effect can be made. It is also realistic to believe that law enforcement can prepare to meet this issue by coordinating a response with other agencies who share responsibility to provide service to the homeless, and possibly thereby reduce the future expenditure of law enforcement resources directed towards this population.

**APPENDICES**

## CANDIDATE TRENDS

1. Mental health funding decreases.
2. Homeless population in California increases.
3. **Affordable housing availability decreases.\***
4. Cost of providing homeless services increases.
5. Number of homeless identified as mentally ill increases.
6. **Homeless family and youth population in California increases.**
7. Number of single-parent homeless families increases.
8. Number of homeless youth (under 18) increases.
9. Number of reported AIDS cases increases.
10. Public pressure to enforce homeless-related law violations (trespassing, illegal camping, panhandling) increases.
11. **Funding for homeless programs increase.**
12. Public funding for the homeless decreases.
13. Private funding for the homeless increases.
14. Number of homeless lacking basic literacy skills increases.
15. Public awareness of homeless issues increase.
16. **Number of identified substance abusers increases.**
17. State unemployment level increases.
18. Availability of affordable medical care to low income persons decreases.
19. Overcrowding of jails and lockups increases.

20. The number of alcohol and substance abuse treatment facilities decreases.
21. Erosion of "middle class" continues - majority of state is made up of the "haves" and the "have-nots".
22. Family unit deterioration continues.
23. Dependence on law enforcement to solve society's ills increases.
24. Immigration of Mexican and Asians into California increases.
25. Population density in California continues to increase.
26. Cost of living in California continues to increase.
27. Law enforcement recruitment problems continue to increase.
28. Alcoholism rate increases.
29. The number of mental health care facilities and available staffing continues to decline.
30. Deinstitutionalization of mentally ill increases.
31. Cuts in public assistance programs continue to increase.
32. Availability of low income housing declines.
33. Minimum wage increases.
34. Families sharing residential units is increasing overcrowding.
35. Families sharing residential units increases tensions and increases law enforcement involvement.
36. **Lack of education and stability in homelife increases potential for delinquency in homeless youth.**
37. Public awareness of issue of homelessness increases local demand for action.
38. Court suits to "keep the family whole" increases the demand for homeless funds.
39. Public awareness of homeless will decline.
40. Cities desire for "upscale" development and higher-income jobs increases.

41. **Emphasis on education and training of welfare recipients increases.**
42. **Emphasis on adult protective services increases.**
43. **Funding for community, year-round shelters increases.**
44. **Law enforcement involvement in social/welfare issues increases.**

\*Trends in bold were selected for further study.

## CANDIDATE EVENTS

1. Economic depression occurs in U.S.
2. U.S. borders closed to immigrants.
3. Social Security declares bankruptcy.
4. Cure for AIDS is developed.
5. Forty percent of U.S. population tests HIV positive.
6. Liberal California governor greatly increases social service funding.
7. Social Security payments are increased by 50%.
8. Narcotics are legalized.
9. Panhandling is legalized in California.
10. **Public detoxification centers are required by law in every city with a population over 15,000.\***
11. Five year drought hits California.
12. Homeless advocates successfully support candidates for state and national office.
13. Socialized medicine is established in the U.S.
14. Unemployment reaches 15%.
15. **Legislation is enacted requiring food and shelter be provided for anyone seeking it.**
16. Stockmarket crashes!
17. U.S. declares war on Iran and Libya.
18. Radon gas responsible for condemnation of 10% of state's housing.

19. **Court rules that parents not providing adequate housing to children (under 18) is neglect.**
20. State enacts new, stricter legislation requiring regular school attendance until age 18.
21. **State announces drastic cuts in welfare assistance.**
22. Food stamp program abolished.
23. Minimum wage law abolished.
24. Earthquake measuring 7.2 hits bay area.
25. Auburn Dam fails; northeast Sacramento floods.
26. Home loan interest rate hits 18%.
27. Supreme Court requires that youth under 18 be assured of receiving adequate food and shelter.
28. No growth policy adopted by state.
29. Congress passes law requiring conscription (for military service) at age 16.
30. Welfare agencies adopt more stringent residency requirements for payment of benefits.
31. **Congress establishes a minimum guaranteed income and eliminates all other welfare entitlement programs.**
32. State adopts rent control legislation.
33. Massive regional shelters adopted and become "mini slums."
34. Balanced federal budget amendment adopted.
35. Worldwide depression hits.

\*Events in bold were selected for further study.

## CAPABILITY ANALYSIS - 1

**Instructions:**

Evaluate 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.*

<u>Category:</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>AVERAGE</u>
Manpower	_____	<u>3</u>	<u>5</u>	<u>1</u>	_____	2.8
Technology	_____	_____	<u>9</u>	_____	_____	3.0
Equipment	_____	<u>6</u>	<u>3</u>	_____	_____	2.3
Facilities	_____	_____	<u>1</u>	<u>2</u>	<u>6</u>	4.6
Funding	_____	<u>5</u>	<u>4</u>	_____	_____	2.4
Calls for Services	_____	<u>2</u>	<u>7</u>	_____	_____	2.8
On View Activity	<u>1</u>	<u>5</u>	<u>3</u>	_____	_____	2.2
Supplies	_____	<u>6</u>	<u>3</u>	_____	_____	2.3
Management Skills	_____	<u>6</u>	<u>3</u>	_____	_____	2.3
Supervisory Skills	_____	<u>6</u>	<u>3</u>	_____	_____	2.3
Officer Skills	_____	<u>6</u>	<u>3</u>	_____	_____	2.3
Training	_____	<u>7</u>	<u>2</u>	_____	_____	2.2
Attitudes	_____	<u>3</u>	<u>6</u>	_____	_____	2.7
Morale	<u>2</u>	<u>3</u>	<u>4</u>	_____	_____	2.2
Problem ID/Solving	<u>1</u>	<u>1</u>	<u>6</u>	<u>1</u>	_____	2.8
Image	<u>2</u>	<u>5</u>	<u>2</u>	_____	_____	2.0
Council Support	<u>1</u>	<u>5</u>	<u>3</u>	_____	_____	2.2
City Manager Support	<u>1</u>	<u>2</u>	<u>6</u>	_____	_____	2.6
Community Support	<u>3</u>	<u>3</u>	<u>3</u>	_____	_____	2.0
Growth	<u>1</u>	<u>6</u>	<u>2</u>	_____	_____	2.1
Management Flexibility	<u>1</u>	<u>7</u>	<u>1</u>	_____	_____	2.0
Sworn-Non-Sworn Ratio	_____	<u>3</u>	<u>6</u>	_____	_____	2.7
Salaries	_____	_____	<u>3</u>	<u>6</u>	_____	3.7
Benefits	_____	<u>3</u>	<u>4</u>	<u>2</u>	_____	2.0
Personnel Retention	_____	<u>2</u>	<u>4</u>	<u>3</u>	_____	3.1
Complaints Received	_____	<u>6</u>	<u>3</u>	_____	_____	2.3

n=9

## CAPABILITY ANALYSIS - 2

*Instructions:*

*Evaluate each item for your agency as to what type of activity it encourages:*

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

<u>Category:</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>AVERAGE</u>
<b>TOP MANAGEMENT:</b>						
Mentality/Personality	_____	<u>1</u>	<u>1</u>	<u>5</u>	<u>2</u>	3.9
Skills/Talents	_____	_____	<u>2</u>	<u>6</u>	<u>1</u>	3.9
Knowledge/Education	_____	_____	<u>2</u>	<u>7</u>	_____	3.8
<b>ORGANIZATIONAL CLIMATE:</b>						
Culture/Norms	_____	_____	<u>2</u>	<u>5</u>	<u>2</u>	4.0
Rewards/Incentives	_____	_____	<u>4</u>	<u>5</u>	_____	3.6
Power Structure	_____	_____	<u>3</u>	<u>6</u>	_____	3.7
<b>ORGANIZATION COMPETENCE:</b>						
Structure	_____	<u>1</u>	<u>2</u>	<u>5</u>	<u>1</u>	3.7
Resources	_____	_____	<u>2</u>	<u>5</u>	<u>2</u>	4.0
Middle Management	_____	_____	<u>2</u>	<u>6</u>	<u>1</u>	3.9
Line Personnel	_____	_____	<u>3</u>	<u>6</u>	_____	3.7

n=9

**POLICY DELPHI RATING SHEET**

Feasibility:

- Definitely Feasible* (3) *No hinderance to implementation; acceptable; no political roadblocks*
- Possibly Feasible* (2) *Is implementable; further consideration needed to political/public reaction*
- Possibly Infeasible* (1) *Some indication is unworkable; significant unanswered questions*
- Definitely Infeasible* (0) *All indications are negative; unworkable; cannot be implemented*

Desirability:

- Very Desirable* (3) *Will have positive effect and little/no negative effect; extremely beneficial; justifiable on its own merits*
- Desirable* (2) *Will have positive effect; negative effects minor; beneficial; justifiable as a by-product or in conjunction with other item*
- Undesirable* (1) *Will have a negative effect; harmful*
- Very Undesirable* (0) *Will have a major negative effect; extremely harmful*

Alternative #1 (Police involved only in criminal matters)

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

Alternative #2 (Cooperation between service providers and law enforcement)

#2

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

Alternative #3 (City to take a lead role in providing necessities)

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

Alternative #4 (Develop a department policy as to disposition)

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

Alternative #5 (Provide officers with training and information and referral information)

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

#1

Alternative #6 (Survey other law enforcement agencies as to policies/procedures)

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

Alternative #7 (Provide strict enforcement of all laws pertaining to homeless)

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

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Alternative #8 (Lobby for increased funding for homeless programs)

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

Alternative #9 (Continue as at present - no further action)

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

Alternative #10 (County-wide advisory task force to develop strategies)

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

## ENDNOTES

- <sup>1</sup>"Growing Up Homeless," Orange County Register, January 8, 1989, p.H-1.
- <sup>2</sup>"You Can Help the Homeless," U.S. News and World Report, April 4, 1988, p.69.
- <sup>3</sup>"Homelessness in California," California Homeless Coalition, January 1989, p.1.
- <sup>4</sup>National Coalition for the Homeless, Washington, D. C.
- <sup>5</sup>"Shelter and Services: Solutions to the Burgeoning Crisis of Homelessness," California Senate, Office of Research Issue Brief, March 1985, p.1.
- <sup>6</sup>"The Continued Growth of Hunger, Homelessness and Poverty in America's Cities," U.S. Conference of Mayors, December 1986.
- <sup>7</sup>"The Homeless in California Cities: Report of Survey Results," League of California Cities, May 1987, p.3.
- <sup>8</sup>"Roundtable Panels on Homelessness and Housing Report," County Supervisors Association of California, Sacramento, California, November 1987, p.2.
- <sup>9</sup>William Dudley, ed., POVERTY: Opposing Viewpoints, (St. Paul, Minn., Greenhaven Press, 1988), p.100.
- <sup>10</sup>"How Attempts to Help the Homeless Can Backfire," U.S. News and World Report, February 29, 1988, p.33.
- <sup>11</sup>"California's Homeless: A Public Policy Conference," University of California, Davis, December 14, 1987, p.10.
- <sup>12</sup>David Whitman, "How's Who Among the Homeless," The New Republic, June 6, 1988, p.20.
- <sup>13</sup>"Homelessness: Experts Differ on Root Causes," Science, 2 May 1986, p.569.
- <sup>14</sup>"California's Homeless: A Public Policy Conference," University of California, Davis, December 14, 1987, p.3.
- <sup>15</sup>Ellen Bassuk, M.D. and Lynn Rosenborg, Sc.D., "Why Does Family Homelessness Occur? A Case-Control Study," American Journal of Public Health, July 1988, p.783.
- <sup>16</sup>"Homeless Assistance 1987-88," U.S. Department of Housing and Urban Development, September 29, 1987, p.i.

- <sup>17</sup>"California's Aid to Homeless Lags Behind Other States," Roseville Press-Tribune, March 6, 1989.
- <sup>18</sup>"After Charity, Start Organizing," The Nation, April 16, 1988, p.530.
- <sup>19</sup>Judith Waldrop, "2010," American Demographics, February 1989, p.20.
- <sup>20</sup>"California's Homeless: A Public Policy Conference," University of California, Davis, December 14, 1987, p.23.
- <sup>21</sup>Center for Housing Studies, Harvard University, 1988.
- <sup>22</sup>"Legacy: A Report on the Survey of California's Shelters and the Implications for the Nutritional Status of Homeless Children," California/Nevada Community Action Association, May 1988, p.7,9,10.
- <sup>23</sup>*Ibid.*, p.10,11.
- <sup>24</sup>"The Children of the Homeless," U.S. News and World Report, August 3, 1987, p.20,21.
- <sup>25</sup>"Homelessness: Experts Differ on Root Causes," Science, 2 May 1986, p.570.
- <sup>26</sup>"Shelter and Services: Solutions to the Burgeoning Crisis of Homelessness," California Senate, Office of Research Issue Brief, March 1985, p.3.
- <sup>27</sup>James L. Morrison, William L. Renfro and Wayne I. Boucher, eds., Applying Methods and Techniques of Futures Research, (San Francisco, California, Jossey-Bass, Inc., 1983), p.21.
- <sup>28</sup>Arnold H. Glasow in Ennis Pocket Pal Calendar, 1989.
- <sup>29</sup>James L. Morrison, William L. Renfro and Wayne I. Boucher, Futures Research and the Strategic Planning Process: Implications for Higher Education, (Washington, D.C., Association for the Study of Higher Education, 1984), p.iii.
- <sup>30</sup>*Ibid.*, p.8.
- <sup>31</sup>Richard Beckhard and Reuben T. Harris, Organizational Transitions-Managing Complex Change, 2nd ed., (Menlo Park, California, Addison-Wesley Publishing Co., 1987), p.71.
- <sup>32</sup>*Ibid.*, p.91,93.
- <sup>33</sup>*Ibid.*, p.75.

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