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COMMAND COLLEGE IV

**WHAT DOES THE FUTURE HOLD
FOR CALIFORNIA'S COUNTY JAILS?**

NCJRS

APR 6 1988

ACQUISITIONS

BY

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JUNE 1987

U.S. Department of Justice
National Institute of Justice

110413

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110413 4-0071

Abstract

What Does the Future Hold For California's County Jails?

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Command College IV
June 1987

Summarizes the current overcrowding conditions in California county jails. Examines trends in incarceration rates and its potential effects on current and projected jail bed space.

Methodology looks at how trends and potential events were projected. Five trends are discussed; 1) longer jail sentences, 2) public disdain of criminals, 3) continuing loss of state and federal funds, 4) alternative sentencing experiments and 4) continuing taxpayer revolts. Five potential future events were forecast and their relationship to the trends was examined.

Three scenarios were constructed on the above information. The scenarios were set in the year 2005 and show three distinct possibilities of who will be operating county jails. One scenario suggests that county jails become consolidated state-wide and that the officers freely transfer from one station to another throughout the state. A second scenario suggests that all county jail inmates are housed in a single facility in the desert and run by private enterprise. Court appearances are enhanced by electronic equipment and the advent of a "bullet train." The third scenario examines the possibility of a governmental rating system which grades the success of local jail operations. If the local jails are successful, they continue to operate under local control. If not, they are absorbed by the state and run by a central authority.

For purposes of the paper, scenario number three, or local control, was selected as the most desirable future. An action plan was developed and policy considerations made. The primary thrust of the action plan calls for law enforcement administrators to examine their organizations for "excellence" and to look for outside sources of funding in the future. The future of public funding will become more competitive than it is today and administrators are going to have to "sell" their agencies to their customers, the public. Proper human resource management will play a role in the success of local agencies. The future of California's county jails will depend on the future of the departments who currently operate them.

1987. 68 pp. Tables. Bibliography. Appendixes.

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

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

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

EXECUTIVE SUMMARY

What Does The Future Hold For California's County Jails?

The future of California's county jails is in question. Nearly half of California's 58 counties are under court orders or involved in law suits over their jails. In 1974, the average daily population of California's jails was 23,830 inmates. In 1986, that figure rose to 57,000. Projections for 1990 indicate that there will be 70,000 inmates. However, there will only be 49,000 beds available.

Local governments are being squeezed between increasing costs mandated at the state level and their inability, in this post-Proposition 13 era, to increase revenues to stay above water. Counties are particularly hard pressed in that there are restrictions on revenue generation through local fees and taxes.

Certain trends have been identified which further complicate the jail overcrowding issue. Due largely to politics, judges are sentencing more people to jail and for a longer period of time. The public is fed up with the kid-glove treatment of criminals. The taxpayer revolt is continuing and may intensify in the next few years. There are experiments in alternative incarceration but those efforts may be negated by the public's outcry for punishment of offenders. Obviously, unforeseen events could change the trends one way or another. A tax increase that would create more funds, thereby negating the loss of funds trend,

could well intensify the taxpayer revolt trend. Several scenarios were developed in order to create a desired future or show us an undesirable one.

One scenario suggests that local law enforcement will be graded by computers. Those agencies which are not successful would be taken over by the State. Strategic planning will be necessary in order to provide a road map to our future. If we don't learn from our past, we are bound to relive it.

Our future will require us to continue building jails by any means. We will have to develop independence, or at least partial independence, from State government. We should create organizations that will pass the "citizen test", remembering that 90+% of the citizens do not really know what we do, how we do it, or how well we do it. They need to know. We must develop organizations that are rich in personnel and utilize all the brain power that is available. I propose that we continue to plan and create an environment that will continue our local community approach to law enforcement.

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INTRODUCTION

California's county jails are growing; at least the inmate population is. Unfortunately, too few counties are able to cope with the increase of inmates. "Nearly half of California's 58 counties are under court orders or involved in lawsuits over their jails."^{1/} Sixty of the nation's one hundred largest jails are under litigation for overcrowding.^{2/} Jail population has doubled during the past ten years in California. The average daily population (ADP) in 1974 was 23,830 inmates. In 1986, that figure rose to 57,000. The current capacity for county jail inmates is 39,576, based on bed space. The capacity is 44% under current inmate levels.^{3/} What caused the increase? Could it have been projected? Are there alternatives to incarceration? Will the trends change? What can be done? These questions will be addressed throughout the document and recommendations presented. However, let's first look at additional material which will emphasize the need for innovative solutions.

Counties have always been mandated, through the sheriff, to provide a jail. Unfortunately, the State has not always been willing and/or able to help with funding. The realization that counties are really involved can best be illustrated by a jail sentence. No, not a sentence for robbery or vandalism or even for drunk driving: The Board of Supervisors for Santa Clara County were recently sentenced to 10 days in jail and fined \$2,000 each. The County is facing a potential \$9.3 million fine. Why? For failing to provide more jail space for county jail inmates. The case began in 1981 when a county jail inmate filed suit charging the County with housing prisoners in facilities so crowded that

it amounted to cruel and unusual punishment. The Supervisors agreed to a settlement to provide more cells but a superior court judge ruled that they had taken too long and were in contempt of court. Obviously this should get the attention of boards of supervisors and could result in short term relief. Unfortunately, that relief will probably be at the expense of other county agencies and programs.

There has been some legislative relief in past election and there are millions of dollars committed to jail construction. By 1990, counties will have 49,000 beds available for county jail inmates. Projections, however, show 70,000 inmates by 1990. Incarceration rates have increased from 10.8 per 10,000 population in 1974 to 18.8 in 1985. Jail admissions have increased from 1.1 million in 1983 (3,100 per day) to 1.3 million (3,300 per day) in 1985. Average length of stay in jails has increased from 10.5 days in 1981 to 14.9 days in 1985. 4/

Who is in jail in California? Inmates are typically 18 to 30 years old, single and unemployed. 90% of the inmates are male and 10% are female. 49% of the average daily population (ADP) is unsentenced. Of the pretrial admissions 70 to 85% are for misdemeanor offenses with 75% of those being released within 48 hours. 75% of the pre-trial jail population is charged with a felony crime, so it does appear that those who are in jail should be there. Further complicating the future is the projected increase in State population. In 1980, the total population was 23,667,902. The projected population for the year 2000 is

32,853,000, an increase of 38.8%. 6/ It is safe to say that some of those new people will run afoul of the law and end up in our county jails.

In addition to projected increases in inmate population due to overall population, one must consider the political climate that surrounds our judges and legislators. There are cries from all segments of the community for more punishment of criminal offenders. The segments are varied and include groups which push for incarceration of drunk drivers, fathers who are delinquent on child support, spouse beaters, and on and on. Most, if not all, of these offenders find their way to our county jails. With the recent ousting of Rose Bird and two associate justices from the State Supreme Court, it appears that the get tough on criminals sentiment will be around for some time. I don't believe anyone would have forecast this trend fifteen years ago.

There are some calls for alternative sentencing or incarceration methods. Most are in place to one degree or another throughout the State and include "O.R." (own recognizance) release by citation at the jail or in court. Both misdemeanor and felony inmates are released in this manner. Remember, bail is only to insure that the individual appears in court. There are current experiments with home supervision programs which utilize electronic monitoring devices which are attached to the individual. It is too early to assess those programs. While that type of program may ease overcrowding, it still remains contrary to the overall feeling that criminals should be in jail. Work furlough programs have been largely successful and in many cases

self sustaining. There are normally restrictions on work furlough programs which limit the number of qualified inmates who can participate. Honor farms are in existence in most counties and provide inmate workers for both the jails and other county departments such as Parks and Streets. But jails are still overcrowded and there is a limit on who you can put into minimum security programs.

The paradox of the situation is that citizens are the pressure which has increased jail populations. The same citizens are the pressure which created the largest obstacle to fulfilling their will...funding.

"In our opinion, the whole criminal justice system is failing under its own weight. The demands placed on the system by the State are always on the increase. County funds cannot support the added demands. We are losing the war on crime." Z/

Rod Graham, Sheriff

Yolo County

"I do not feel that law enforcement has been hit any harder than any other area in our county, but I feel that law enforcement is so important to our society that it should receive preferential treatment. Further, the demands on my office by the public, the courts, and the State only continue to increase as our funds disappear." B/

Ruth Sorenson, District Attorney

Modoc County

"When the proponents of Proposition 13 barn-storred around the State, they promised that essential services, i.e., law enforcement and fire, would not be affected by the initiative being passed. Law enforcement in this county has been most severely affected, with further cuts being proposed." 9/

Oren R. Fox, Sheriff

Imperial County

"I think that the biggest challenge facing the Sheriff's Department in the coming years is survival." 10/

John W. Carpenter, Sheriff

Santa Barbara County

More than 73 percent of the respondents to a survey conducted by Lieutenant Governor Leo McCarthy reported they did not have the necessary fiscal support to adequately ensure public safety. While revenue sources fail to grow, the costs of law enforcement programs have escalated rapidly. A large portion of the escalating cost is related to construction of new jails. An estimated 21,000 to 30,000 additional beds will be required to accommodate the projected 1990 jail count. The California Board of Corrections estimates that California must spend \$1.2 billion on local jail construction to accommodate the projected 1990 "count". In 1980, the California Legislature allocated \$40

million for jail improvements. These efforts were soon followed by two statewide ballot measures in which voters authorized an additional \$530 million in State funding for construction of county jails. Through those initiatives, the California Board of Corrections is providing grant funds for sheriffs and local corrections agencies to build 14,444 jail beds. Since a number of California jails are in need of renovation or replacement (11 jails are more than 50 years old), 3,306 beds will replace substandard facilities. These efforts will result in a net increase of about 28 percent more jail space in California. 11/ Unfortunately, the capacity is currently 44 percent under current inmate levels. In June 1986, an additional \$475 million was approved by California voters. Distribution of those funds is still being decided.

A recent study by the County Supervisors Association of California on the fiscal plight of counties highlighted the particular problems being encountered by local law enforcement. The study showed that the two most rapidly increasing costs in counties' budgets are jails and courts. A sampling of the cost increases for individual counties is provided in the following chart.

COST INCREASES (5-YEAR PERIOD)

COUNTY	JAILS	COURTS
Butte	260%	159%
Colusa	192%	199%
Fresno	80%	66%
Los Angeles	106%	76%

Source: California Commission for Economic Development

ILLUSTRATION 1

Local governments are being squeezed between increasing costs mandated at the state level and their inability, in this post-Proposition 13 era, to increase revenues to stay above water. Counties in particular have suffered. Whereas cities can levy fees and certain kinds of general purpose taxes (such as utility users tax), counties lack such authority under the State Constitution. The County Supervisors Association estimates that half of the counties are now near bankruptcy, due to their lack of funding options. Also, both cities and counties have suffered frustration with attempting to raise revenues through local ballot measures. For example, 71 percent of the local revenue measures on the ballot in November 1984 failed. 12/

Another problem associated with funding is the concern that there are too many controls attached to State money. So while there is a cry for more State funding, there is a paranoia attached which perpetuates seeking alternatives. There have to be

solutions. The system cannot absorb such more abuse. Local control is a desired option to explore. Decentralization is, after all, a part of the Third Way.

METHODOLOGY

value. Through polling, the twelve "most important" trends were identified. These were placed onto a Candidate Trend Form and given to the panel for evaluation. The panel was asked; "For purposes of top-level strategic planning in law enforcement, how valuable would it be to have a really good long-range forecast of the trend?" The panel was asked to rate each candidate trend as "priceless", "very helpful", "helpful", "not very helpful", or "worthless". The panel was asked to do this individually using the provided forms and to pass them forward without discussion. By totaling the "priceless" and "very helpful" columns, the top five trends were identified. (See Illustration 2 at).

The five trends selected were:

* Sentencing Practices - Longer Jail Terms

This trend is based largely on political pressure and legislation which has caused our judges to sentence more people to jail for a longer period of time. It also takes into account mandated sentences.

* Public Disdain of Criminals

This trend reflects the current wave of good vs evil mentality. It is obvious that the majority of citizens are interested more in punishment than rehabilitation.

* Continuing Loss Of State And Federal Funds

This trend is one that we in government have become painfully aware of. While somewhat related to the Taxpayer Revolt trend, it is also a political issue which could be affected by a change in Administrations

at the state and federal level. The current Party's reluctance to increase taxes further burdens state governments and their ability to fund mandated programs

* Alternative Sentencing Experiments

While not particularly known to the public, this trend could have a tremendous affect on overcrowding in our jails. As seen later, this could be on a collision course with public sentiment which causes the Sentencing Practices trend.

* Taxpayer Revolt

This trend is popular in that it has been highly successful in accomplishing reductions to individual's taxes. This trend will put additional pressure on local officials to cut social programs in favor of public safety.

The top five trends were then placed on a Trend Evaluation Form. The panel was asked to evaluate each trend in three different areas: Using today as a benchmark of "100", what level of probability would have existed five years ago? Then, assuming that things remain relatively constant, what level of probability "will" there be in ten years? Assuming that we have some control over our future, the panel was asked to project what level of probability "could" the trend have in ten years. (See Trend Evaluation Form - Illustration 3). These probabilities were charted by listing the highest given value, the lowest given value and, in parenthesis, the average of the five values. These

trends were further forecast as a value to planning by graphing the data from the Trend Evaluation Form. (See Illustrations 4-8). While there is some value in this analysis, there are future unplanned events which may alter the course of the forecast.

Utilizing brainstorming, the panel was asked to generate a number of events which would or could affect the issue of jails and overcrowding. (See Appendix B). No value was attached to the list at this point so as not to hamper free thought. After the list was compiled, the panel was asked to rank the list in order of greatest impact, either positive or negative. These rankings were done in writing and anonymously. The five events selected were:

* Increase In Taxes Leading To Additional Funding

This event would most likely take place through a change in political parties in Washington and/or Sacramento. Increased taxation presumably would provide additional funds for the construction and maintenance of county jails.

* Heinous Crime By "Released" Jail Inmate

Should a well-known and liked figure be seriously injured or killed by a "released" county jail inmate, frustrations that are felt by only some of the population would drastically increase causing further demands on jails.

* Consolidation Of State Law Enforcement

While decentralization is the trend, consolidation is oftentimes more cost efficient. Continued

shortfalls in state and local funding could force this event.

* Another Proposition 13...Or worse.

Taxpayers are always ready to save money. Although there have been specific funding approvals for recent jail funding ballots, a broad spending limit issue like Proposition 13 could further erode resources.

* Alcohol Related Offenders Not Subject To Jail.

Up to 20 percent of the average daily population in county jails is made up of drunk drivers. Removal of this group from county jails would have a large impact on overcrowding.

The panel was given the Event Evaluation Form and asked to provide the probability, in percent, of the event happening by 1992 and by 1997. The second portion of the form asked for net impact on the issue and net impact on law enforcement, assuming that the event occurred. Net impact is measured from 0, or no impact to 10, major impact. Positive and negative is distinguished by a plus for positive and a minus for negative. (See Illustration 9).

The most active events in relation to impact on the issue and on law enforcement were the two dealing with funding. More funding had a positive impact on the issue and law enforcement while continued loss of funding had a negative impact. While there could be a large net effect with the death of a prominent figure, such as the Governor or President, by an inmate out on a

release program, the likelihood of that occurring are very small. Consolidation has a low probability and the least net effect to the five identified events. Drunk driver diversion programs have a fair amount of probability and would, at least in the short run, have a positive effect on the issue but a possible negative impact on law enforcement. That is based on the panel's opinion that alternative care could result in a continuation or worsening of the repeat rate.

It would be unwise to forecast without taking into account the dynamic interrelationship around the trends and events being forecasted. Having estimated the probability of each event listed in Illustration 9 occurring, we must then consider what impact one event would have on another if it actually occurred. Some events will not effect others.

The panel was asked to rate the probability changes based on the relationship of one event to another. The resulting averaged values show the percent increase or decrease in probability. (See Illustration 10). The Policies portion of the form will be discussed later in the paper. This process is called Cross Impact Analysis. The results indicate the following:

IF there were an increase in taxes / funding...

THE PROBABILITY OF...

- | | | |
|-------------------------------------|-------|------------------|
| * A prominent figure getting killed | (1%) | REMAINS CONSTANT |
| * Consolidation | (10%) | DECREASES TO 5% |
| * Proposition 13A | (75%) | INCREASES TO 85% |
| * Drunk driver diversion | (50%) | INCREASES TO 70% |

IF a prominent person was killed...

THE PROBABILITY OF...

* Increased funding	(40%) INCREASES TO 90%
* Consolidation	(10%) REMAINS CONSTANT
* Proposition 13A	(75%) DECREASES TO 65%
* Drunk driver diversion	(50%) DECREASES TO 20%

IF State law enforcement consolidated...

THE PROBABILITY OF...

* Increased funding	(40%) DECREASES TO 30%
* A prominent figure getting killed	(1%) REMAINS CONSTANT
* Proposition 13A	(75%) INCREASES TO 85%
* Drunk driver diversion	(50%) REMAINS CONSTANT

IF Proposition 13A passes...

THE PROBABILITY OF...

* Increased funding	(40%) DECREASES TO 10%
* A prominent figure getting killed	(1%) INCREASES TO 2%
* Consolidation	(10%) INCREASES TO 40%
* Drunk driver diversion	(50%) DECREASES TO 30%

IF drunk drivers are diverted from jail...

THE PROBABILITY OF...

* Increased funding	(40%) DECREASES TO 35%
* A prominent figure getting killed	(1%) REMAINS CONSTANT
* Consolidation	(10%) REMAINS CONSTANT
* Proposition 13A	(75%) REMAINS CONSTANT

The panel was then asked to evaluate how the selected events may affect the selected trends. This area will only affect the "will be" level. Policies, which will be covered later, affect the "could be". The panel was asked to use percentages to show positive or negative impact on the continuation of the trend. (See Illustration 11 at the back of the chapter). The results indicate the following:

IF there is an increase of taxes/ funds...

THE PROBABILITY OF THE FOLLOWING TRENDS...

* Longer jail sentences	INCREASES 20%
* Public disdain toward criminals	REMAINS CONSTANT
* Continuing loss of funds	DECREASES 80%
* Alternative sentencing	INCREASES 10%
* Taxpayer revolts	INCREASES 300%

IF a prominent figure is killed by a "released" inmate...

THE PROBABILITY OF THE FOLLOWING TRENDS...

* Longer jail sentences	INCREASES 40%
* Public disdain toward criminals	INCREASES 80%
* Continuing loss of funds	DECREASES 30%
* Alternative sentencing	DECREASES 60%
* Taxpayer revolts	DECREASES 20%

IF State law enforcement is consolidated...

THE PROBABILITY OF THE FOLLOWING TRENDS...

* Longer jail sentences	REMAINS CONSTANT
* Public disdain toward criminals	REMAINS CONSTANT
* Continuing loss of funds	DECREASES 20%
* Alternative sentencing	REMAINS CONSTANT

* Taxpayer revolts	DECREASES 10%
--------------------	---------------

IF Proposition 13A passed...

THE PROBABILITY OF THE FOLLOWING TRENDS...

* Longer jail sentences	REMAINS CONSTANT
* Public disdain toward criminals	REMAINS CONSTANT
* Continuing loss of funds	INCREASES 100%
* Alternative sentencing	INCREASES 20%
* Taxpayer revolts	REMAINS CONSTANT

IF Drunk drivers are diverted from jail...

THE PROBABILITY OF THE FOLLOWING TRENDS...

* Longer jail sentences	REMAINS CONSTANT
* Public disdain toward criminals	INCREASES 25%
* Continuing loss of funds	REMAINS CONSTANT
* Alternative sentencing	INCREASES 80%
* Taxpayer revolts	REMAINS CONSTANT

Utilizing the information gained from the panel along with literature research, some interesting scenarios were constructed. The next chapter contains three scenarios, one of which was selected in order to implement an action plan. An action plan involves strategic planning, transition management and policy considerations. Upon completion, the policy considerations were analyzed against the above trends and possible events. Conclusions were made and recommendations listed.

CANDIDATE TREND	For purposes of top-level strategic planning in law enforcement, how valuable would it be to have a really good long-range forecast of the trend?				
	USELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS
Sentencing Practices - More People Going To Jail X	4	1			
Litigation Against Counties	1	2	2		
Public Sentiment About Criminals X	3	2			
Continuing Loss of State / Federal Money X	4	1			
Privatization		2	2	1	
Civilianization		1	3	1	
Alternative Sentencing X	2	2	1		
Increased Technology / Automation		2	1	2	
Distrust of Public Officials			2	2	1
Propositions 4 and 13 - Taxpayer's Revolt X	3	2			
State Mandates	1	2	2		
Increasing Construction Costs		1	4		

ILLUSTRATION 2

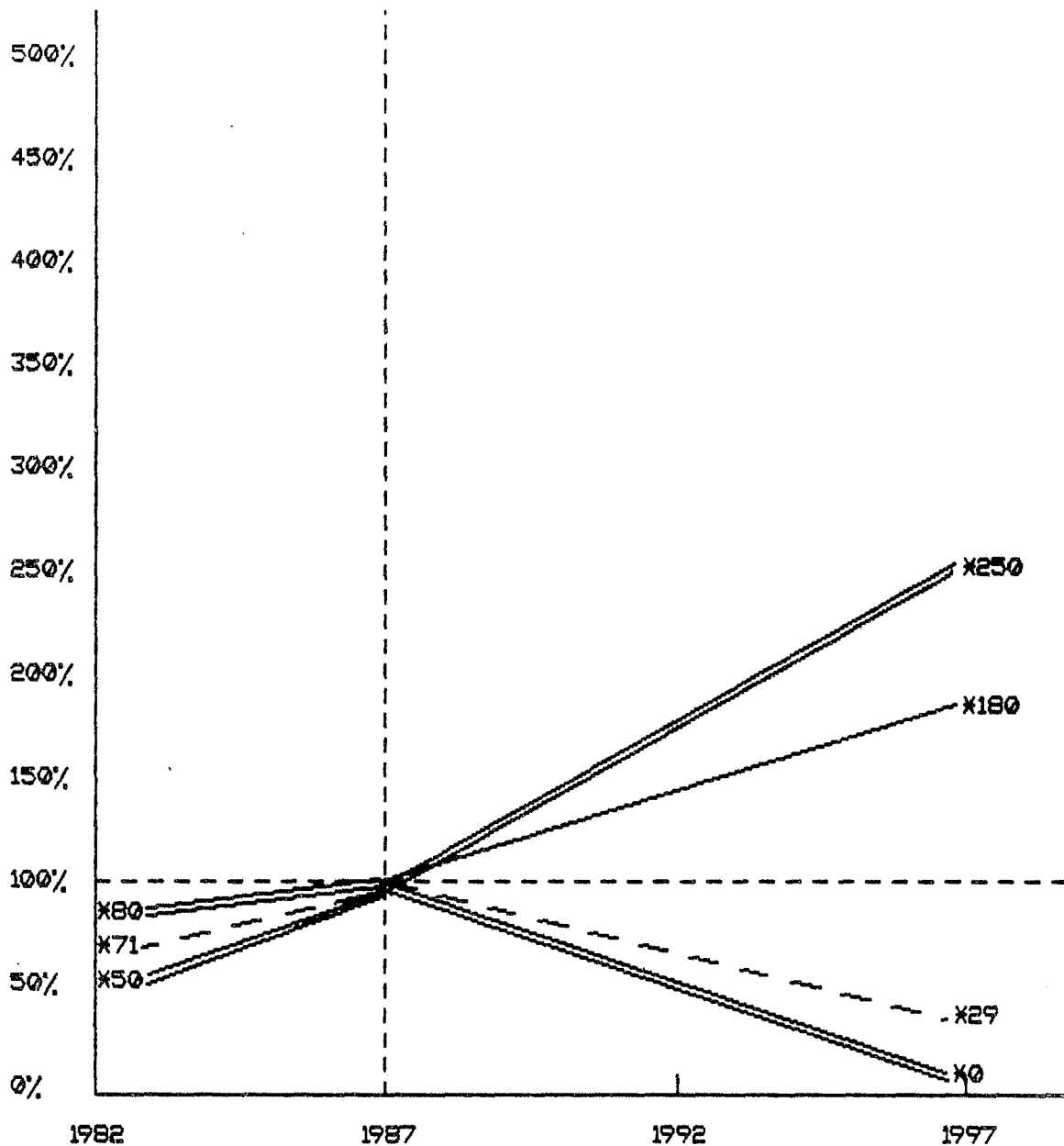
TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Could be" in 10 Years
Sentencing Practices - Longer Jail Terms	120 (104) 90	100	200 (130) 90	400 (240) 100
Public Disdain Of Criminals	110 (100) 90	100	200 (158) 120	300 (220) 100
Continuing Loss of State / Federal Funds	80 (71) 50	100	250 (180) 150	50 (29) 0
Alternative Sentencing Experiments	100 (78) 60	100	300 (215) 125	300 (265) 200
Taxpayer Revolts	100 (90) 70	100	300 (220) 150	100 (70) 50

ILLUSTRATION 3

TREND FORECAST CHART

Continuing Loss Of State / Federal Funds



"WILL BE" : _____

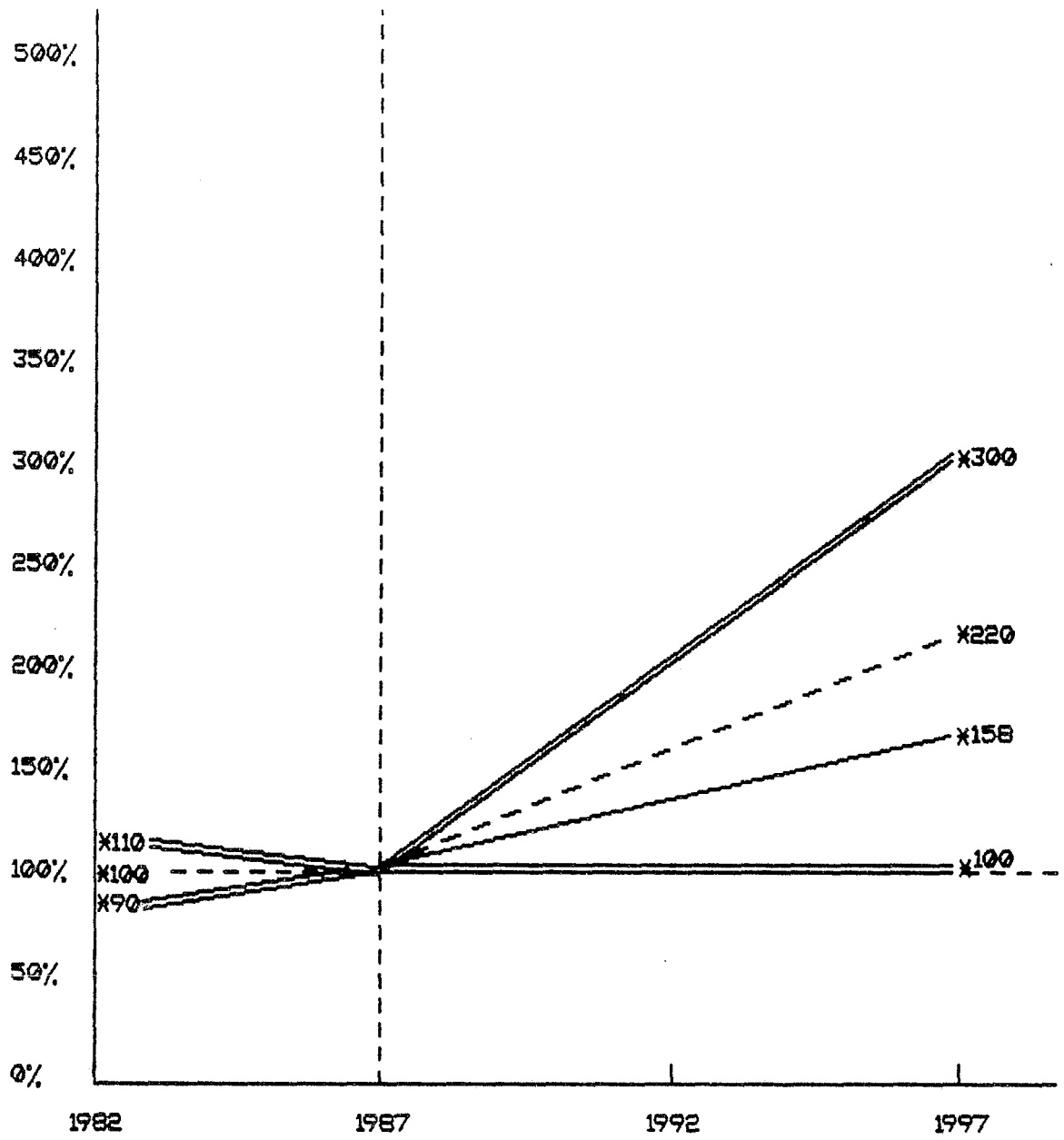
"COULD BE" : - - - - -

HIGH / LOW : = = = = =

ILLUSTRATION 5

TREND FORECAST CHART

Public Disdain Of Criminals

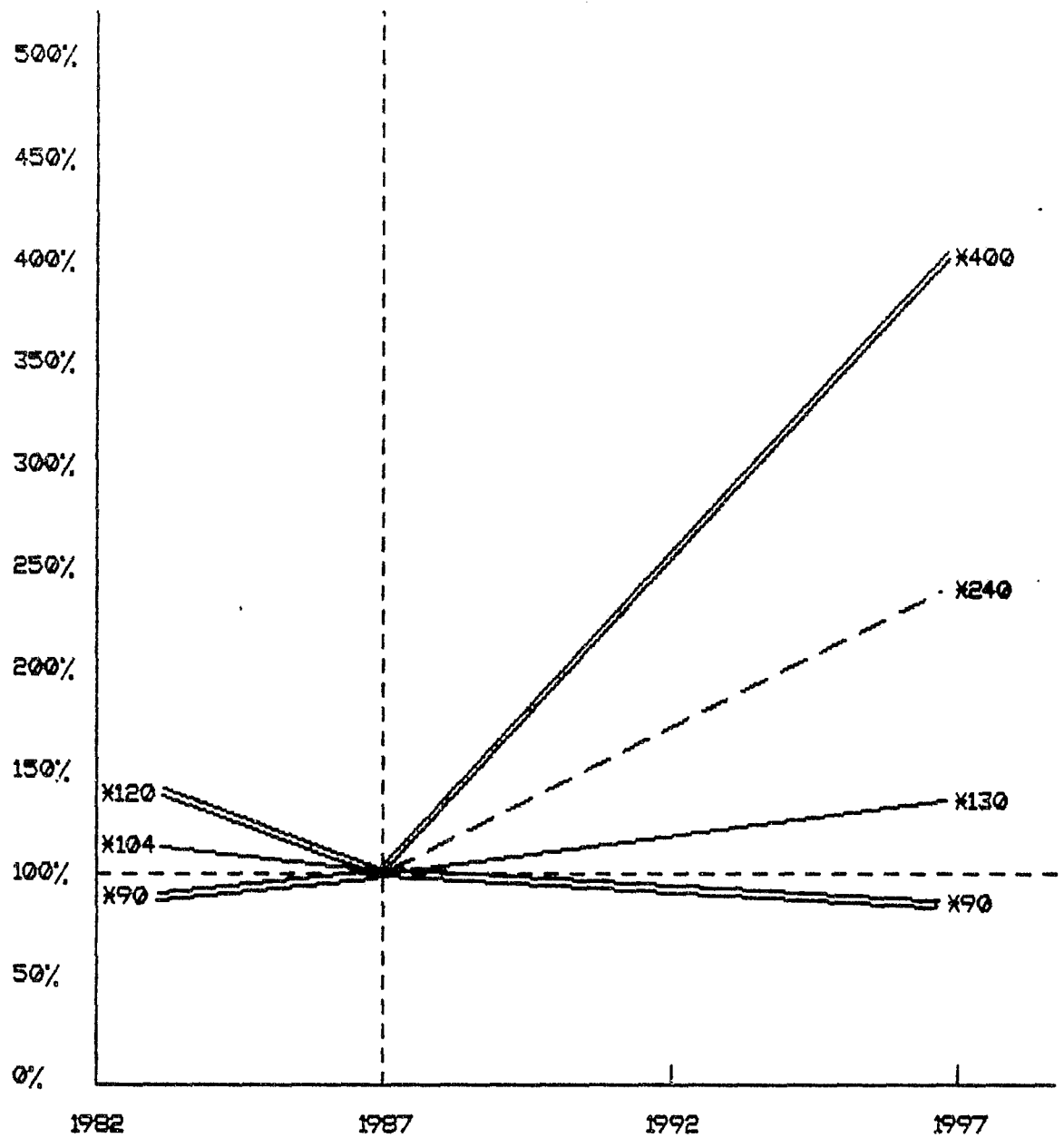


"WILL BE" : _____
 "COULD BE" : - - - - -
 HIGH / LOW : = = = = =

ILLUSTRATION 6

TREND FORECAST CHART

Sentencing Practices



"WILL BE" : —————

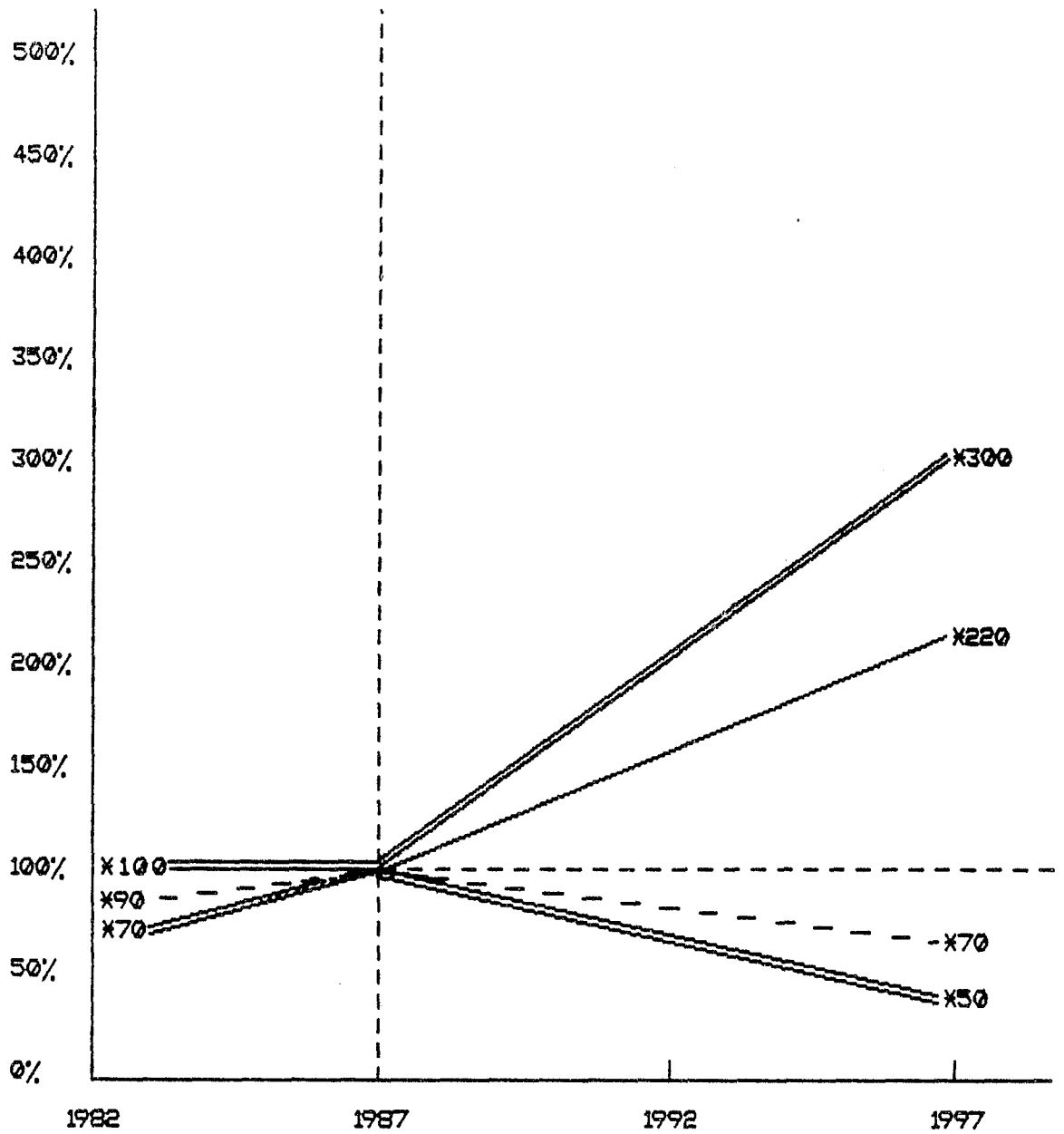
"COULD BE" : - - - - -

HIGH / LOW : = = = = =

ILLUSTRATION 7

TREND FORECAST CHART

Taxpayer Revolt



"WILL BE" : _____

"COULD BE" : - - - - -

HIGH / LOW : = = = = =

ILLUSTRATION 8

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	By 1992 (0-100)	By 1997 (0-100)		
Increase In Taxes / Funding	20%	40%	+ 10	+ 10
President Killed By "Released" Inmate	1%	1%	+ 10	+ 7
State Law Enforcement Consolidated	5%	10%	+ 5	- 4
Proposition "13A" Passed	50%	75%	- 10	- 10
Drunk Drivers No Longer Jailed	30%	50%	+ 8	- 5

ILLUSTRATION 9

CROSS IMPACT EVALUATION FORM

EVENTS / EVENTS

Suppose that this event — with this probability actually occurred How would the probability of the events shown below be affected?

		EVENT 1 + FUNDING	EVENT 2 PRES KILLED	EVENT 3 CONSOLIDATE	EVENT 4 PROP. 13A	EVENT 5 NO DRUNK DRIVERS
EVENT ONE Increases in taxes or funding	40%			- 5%	+ 10%	+ 20%
EVENT TWO President killed by released inmate	1%	+ 50%			- 10%	- 30%
EVENT THREE State law enforce- ment consolidated	10%	- 10%			+ 10%	
EVENT FOUR Proposition "13A" passed	75%	- 30%	+ 2%	+ 30%		- 20%
EVENT FIVE Drunk drivers no longer jailed	50%	- 5%				

ILLUSTRATION 10

CROSS IMPACT EVALUATION FORM

EVENTS / TRENDS

Suppose that this event — with this probability actually occurred How would the probability of the trends shown below be affected?

		TREND 1 SENTENCING PRACTICES	TREND 2 PUBLIC SENTIMENT	TREND 3 LOSS OF FUNDS	TREND 4 ALTERNATIVE SENTENCING	TREND 5 TAXPAYER REVOLT
EVENT ONE Increases in taxes or funding	40%	+ 20%		- 80%	+ 10%	+ 300%
EVENT TWO President killed by releases inmate	1%	+ 40%	+ 80%	- 30%	- 60%	- 20%
EVENT THREE State law enforce- ment consolidated	10%			- 20%		- 10%
EVENT FOUR Proposition "13A" passed	75%			+ 100%	+ 20%	
EVENT FIVE Drunk drivers no longer jailed	50%		+ 25%		+ 80%	

SCENARIOS

Scenarios are "narrowing the possibilities to a series of integrated views of what could be." 13/ They involve interconnections between social, technological, environmental, economic and political events. Far more than mere guesses, scenarios allow organizations to picture a desirable or undesirable future and act on planning and policy formulation in order to achieve a desired result. The following three scenarios are products of the trends and events identified in the last chapter. Of the three, one will be selected to be used for the formulation of an action plan.

SCENARIO ONE - 2005

Project 2000 was extremely successful. No one had predicted state-wide consolidation of law enforcement even though its possibilities had existed for some time. Once the figures were prepared and the enormous cost savings revealed to the Committee, there was no stopping it.

Perhaps the luckiest recipients of consolidation were the county jails. Most remember that the real problems started in the 80's when overcrowding became an issue. People were demanding that criminals be punished, not rehabilitated. That sentiment is understandable considering the political climate of the time.

People were concerned about their personal taxes then and were unwilling to pay the enormous costs associated with running the old jails. Of course that was prior to the repeal of personal taxes and the introduction of robotics in the county facilities. Cost consciousness was the name of the game in the late 80's and

early 90's. That was the reason for the start of Project 2000. After the Tax Repeal Act of 1992, counties found it even harder to run jails and provide police services. There was a push by a few private security firms but they never could attract the best people so they never received serious consideration from the populace. Luckily, the increased import duties on Central Korea's goods helped to defray the loss of tax money.

Probably the only thing that kept the old jails going was the introduction of Roboguard in 1994. The resulting reduction of personnel costs helped keep the local facilities above water until the consolidation. Now, with one standard and a healthy public safety budget, county jails are becoming a job of choice for law enforcers. Employing fewer people but integrating the latest electronic monitoring devices makes the job more challenging and rewarding. Rehabilitation programs for the inmates have had a positive affect in that there are fewer repeat offenders.

Liberal transfer policies have accommodated the "new breed" of officer who only stays in one location for an average of 6 months. The winter sports, which are so alluring, are keeping the northern posts filled with applicants during the winter months. Interestingly enough, it has about evened out between those going north and those going south at the season breaks. Home swapping, which became popular in the 90's has helped the unions in keeping their contracts for guaranteed employment housing.

difficult as first envisioned. Employee's for the public agencies were still unhappy over having to work an extra day without pay. The thought of a paid 3-day work week was appealing and the Bullet Rail got them home within a hour of finishing their tour.

Biogenetics has had a tremendous impact on the success of California Jails, Inc. in that it removed the necessity to house inmates individually. As of this writing, California Jails, Inc. is setting up follow up centers around the State to monitor released inmates. Not since the demise of probation departments in the 1991 crunch has follow up been performed with any regularity. It appears that another old idea is being resurrected.

With the State inmate population hovering at 750,000, one can only guess what the numbers would have been had the AIDS disease not killed off thousands of inmates in the late 80's. It's lucky for Californian's that the old jails are museum pieces and no longer a threat to their communities.

SCENARIO THREE - 2005

It took the sentencing of three local sheriffs to their own jails in 1988 to dramatize the effects of jail overcrowding. Some supervisors in Santa Clara County had been threatened with jail in 1987 but they weren't actually jailed. The result of that highly publicized case in the State Appeals Court resulted in a self-examination of all governmental agencies in the following four years. The result was the well-known Citizens for California lobby which had a profound influence on the current BRS

(Government Rating System). With the continued decline in funding in the late 1980's and early 1990's, local governments were required to compete for state monies. What had once been a common grant system became a major emphasis for most local agencies. Many had complained that it was difficult to measure success or failure in local government. The predecessor of the GRS was the old GEP or "Jeep" (Government Evaluation Program) which was formulated by Apple Computer in 1988. With the emergence of computer evaluation programs, local governments had well defined criteria to measure what was then popularly known as "excellence".

The result of performance criteria grants was a soul-searching in which many traditional methods of public service had to be analyzed. It became obvious that citizens were wanting exceptional service without paying for it. As a result, most local government agencies became apathetic in their delivery of services. Law enforcement is a good example. It took several years for the traditions of the "thin blue line" or green line if you were with a sheriff's department to fade and sound business practices to prevail. By monitoring the GRS, local law enforcement is able to decentralize and move specially trained monitor teams to bolster sagging divisions. Similar to General Motors' Pluto Project, local law enforcement has learned to live on what it earns. If an agency is good, they live well. If not, the State teams are ready to take over. Several of the county jails have been taken over by the State Control Agency. Only those who have been successful in their business remain under

local control. The local sheriffs who are successful in running their jails enjoy a high degree of morale and have no problems attracting qualified personnel. Although the unionless local agencies do not enjoy all the benefits of their state counterparts, they have become the elite of a dying breed. To wear the uniform of a successful local agency has become a prize to those who have earned it.

ACTION PLAN

criteria. Assuming that this is the case, an action plan, consisting of a strategic plan and policy considerations will help guide local agencies to the future.

Strategic planning follows the form of stating the Situation, a statement of Mission, development of the Execution with consideration for Administration and Logistics and Transition Management. (See Illustration 12).

SITUATION

"Situation" includes an Environmental Analysis, Resource Analysis, and Stakeholder Demands. These will identify major strategic opportunities and threats. The Environmental Analysis was illustrated in the Introduction to the Project. A resource analysis of the issue of jail overcrowding will take into account organizational, fiscal, technological and human resources.

County jails vary, not only in size, but in staffing. Some jails are run exclusively by sheriff's deputies. Others are run by a combination of deputies and corrections officers. Still others are run almost exclusively by corrections officers. Corrections officers programs have been in existence for some time. They were initially instituted as a cost savings program. Additionally, it is easier to recruit deputies if they know that they will not have to do jail duty. Jail duty has traditionally been an undesirable assignment. Of course, part of that feeling was based on unwritten policies which placed "undesirable" deputies into the jail system. Most progressive sheriffs have come to recognize the complexity and associated liability of

their jails and staff them accordingly. The "jury" is still out on corrections officer programs. While they may provide cost savings, they inhibit the flexibility associated with having deputies in all positions in the department. Each sheriff must decide which program to follow.

Fiscal resources also vary from county to county. The capabilities of each individual governing body will determine to some extent the well-being of that county. Remember, good business works. State resources may vary depending on individual need, as is the case with block grants or competitive appropriations. Sometimes risk taking comes into play as was the case with Tulare County. In 1980, the State Legislature finally recognized counties were having substantial problems with their jails. It authorized a \$40 million appropriation for jail design and construction. Tulare applied for funding, however none was obtained. In November 1982, the voters passed a \$280 million statewide general obligation bond for jails. In November 1983, forty-seven counties filed for funding under this bond issue. Counties had a choice of filing in one of two categories: small projects costing \$1 million or less or larger projects. Small projects were almost assured and the twenty-eight counties who filed for them received the funding. The risk involved those counties filing for the larger projects. Tulare took a risk which later paid off with the approval by the voters of an additional \$250 million. With the State providing 75 percent of the funding, the County utilized the tax-exempt bond market to finance the remaining 25 percent. Instead of a \$1 million Band-Aid, Tulare

has a new 394 bed facility. Tulare further took a chance and hired a private Construction Manager which ultimately resulted in a substantial cost savings. 14/

Fiscal resources are not tied to just one or two sources; the State or the County. The people of the State of California control fiscal resources. They have proven it time and time again with Propositions 4, 13 and the jail appropriation issues. If the people are convinced that they are getting their money's worth, they will normally pay for it. Unfortunately, we in law enforcement are not used to convincing the people the way we should. One exception is elected sheriffs. But they primarily sell themselves every four years instead of selling their departments every day. Advertising is a powerful tool in the arsenal of money-making organizations. But law enforcement isn't money-making...or is it? While we may not derive a direct profit with which to measure our success, we individually or collectively derive our operating expenses through the people and local government. The problem is that most of us don't have enough operating expenses. The public's perception of our ability to function in a progressive, cost efficient manner may well determine our future.

Technology is having a tremendous impact on law enforcement. Computerization is the current event at most agencies. "Paperless" departments which were only a dream a decade ago are now becoming commonplace. The future technology includes "heads-up" displays in patrol cars, non-lethal systems for the apprehension and control of criminals, biogenetics, and robotics.

Jails stand to increase efficiency and safety as technology grows. Monitoring devices that are attached to the individual are being tried as a method of alternative incarceration. While the possibility exists that robotics could eventually cut manpower and its associated costs, a more realistic scenario is that increased technology will cause a workforce change; not in numbers but in training.

The human resource is not fully utilized in most organizations. At my agency, perhaps ten (10) brains make the vast majority of decisions affecting the over four hundred (400) employees. Our first and best resources in looking to increased efficiency are the four hundred brains available on a paid daily basis. Private enterprise fairs better on its use of human resources than their public counterparts.

The American workforce is changing. It's more searching, more inquiring, more challenging. Today people have more formal education than any previous generation in history. They are more sophisticated at an earlier age, more independent, more inquisitive. They are less formal, less rigid, less differential to authority. Americans today have been raised to question their parents, their teachers, their political leaders and their employers. Business should welcome this change. It does not present problems, it represents opportunities. Employers have a vast intellectual resource in employees. People on the job have ideas—good ideas, productive ideas—about

their work and how it could be done better. Who is better equipped to do this than the person who actually does the job? 15/

One southern California sheriff's executive when asked what was the greatest problem facing law enforcement today, stated; "how to manage the new type of deputy". Perhaps "problems" could be turned into opportunities by looking forward to leading the new deputy instead of managing him.

The citizens are a valuable resource. There is a tremendous amount of organizational expertise in most communities. Tapping that source is not an admission of failure or incompetence but a demonstration of common sense.

The greatest stakeholders in this issue are the employees and their families. They will react positively to any stimulus which will make their work more rewarding. As stated in Scenario Three, satisfaction is not always synonymous with pay and benefits. Napoleon once said; "I learned something fantastic today; men will die for ribbons". A common theme throughout In Search Of Excellence, Creating Excellence, Managing, and ReInventing The Corporation, among others is that people respond to ownership or the ability to be a valued member of the organization.

Citizens are certainly important stakeholders. Some will argue that they are the most important. Citizens will benefit from well-run facilities and healthy organizations. One may argue

that citizens will take the cheapest way...that they don't care. If that were the case, everyone would be driving a small Korean car. Citizens will pay for quality if given the opportunity

MISSION

The mission of all law enforcement is to continue with and improve upon quality service to the public. The mission of this Project issue is to create an environment that will not allow jail overcrowding to continue or happen again.

EXECUTION

Execution involves creating alternatives and selecting the most appropriate alternative for implementation.

Alternative One:

The first alternative is to do nothing more than is being done. By use of established organizations, such as the California State Sheriffs Association, Jail Managers Association, and the County Supervisors Association, pressure will be exerted in Sacramento for solutions. The latest jail construction ballot is an example of status quo. Sheriff's departments are currently involved in deciding how the money is to be divided and what qualifications are involved. Some new construction is taking place and still more jail construction ballot matters are being considered on a state-wide basis. Eventually, enough funds may be allocated to relieve jail overcrowding. Needs assessments which most organizations are doing, or have completed, will need to use

every means available to come up with realistic future inmate population figures in order to prevent a repeat of the current crisis.

Alternative Two:

Alternative two is to realistically look at tax voting trends and actively seek a way to lessen law enforcement costs. One way, which has been predicted by several individuals, is through consolidation. Consolidation can occur on many levels; national, regional, state, county, etc. Consolidation can also be for portions of law enforcement services, like jails. Consolidation could cut unnecessary duplication of services and allow for increased transfer and promotional opportunities. What consolidation can do is remove local control. The roadblocks to consolidation have been a fear of a nationalized police force and local government's desire to retain control.

The arguments against consolidation are similar to the old arguments against contract services by sheriff's departments. Centralization of functions such as dispatch and records has not created the dreaded 1984. Local citizens have retained local control and in some cases have more input through contract agencies than they did in their own former agencies. There have been losses at the top, but most of those individuals have taken their experience and talent and moved elsewhere. Consolidation may well be the answer.

Alternative Three:

Alternative three is a proactive approach. The opportunity to have a good look at our system is here. To critically analyze ourselves and be willing to look at change is the first step in a proactive approach. While sheriffs need to keep in touch with each other and lobby for the good of all, each sheriff should prepare to become independent if necessary in order to survive. That means he or she may have to become independent to a large degree from state and county guaranteed funds. A future measure of a sheriff's success will be in his and his department's ability to "sell" their product to the public.

Local departments may not be the best paid or provided the best benefits in the future. With the main bulge of the "baby boomers" passing, young people may well be able to choose whom they work for. There will be a surplus of jobs for well-trained individuals. 16/ Those agencies which will be able to capture and keep the new workforce will be the agencies that survive. Jail overcrowding is a system failure. But the results are felt by individual departments. And the jail is only a portion of the department. It is not wise to look only at the jails when dealing with overcrowding. The focus must be at the department level.

Recommended Alternatives:

The recommended alternative is Alternative Three. Status quo is one of the reasons we have been faced with the dilemma of jail overcrowding. To place our fate in the hands of Sacramento is optimism beyond the comfort range. To remove our individual identity and opt for consolidation is contrary to the spirit of free enterprise; a spirit that we in law enforcement should

become more familiar with. To progress and be independent allows us choice in the future. To have healthy organizations with citizen commitment insures that the original concepts of local law enforcement will survive.

ADMINISTRATION AND LOGISTICS

SHERIFF

*

UNDERSHERIFF

*

INSPECTOR

INSPECTOR

*

*

*

*

*

*

*

*

CAPTAIN

CAPTAIN

CAPTAIN

CAPTAIN

CAPTAIN

INFO.SER.OFF.

ILLUSTRATION 13

For the remainder of the Project, I will use the Santa Barbara County Sheriff's Department as a model. The Santa Barbara County Sheriff's Department is considered a medium-sized agency in the 400-499 total personnel range. The command structure is typical of most law enforcement agencies today. (See above illustration).

The selection of Alternative Three would not have an immediate impact on the number of personnel in the agency or, initially, the rank structure. Looking back at our agency, there have not been many changes in structure over the last 15 to 20 years. Most agencies are the same. The most often heard comment is; "if it ain't broke, don't fix it". Whether it is "broke" or not may be a point of dispute.

One area that should receive serious consideration is Systems Fit or Job Match. This is a method of putting people where they are most productive. (See Illustration 14 at the back of the chapter). Fitting individuals, tasks, and management styles can lead to better productivity at all levels. Always keeping Job Match in mind, certain changes in the organization should be made in order to be proactive in research and planning. I would recommend a change in the above Table of Organization which would allow the two Inspectors to become divorced from the day-to-day operations. The Division Commanders (Captains) would report directly to the Undersheriff. Much of the staff work being done originally by the Inspectors would be picked up by the Captains and their staffs. The Inspectors would be the spearhead of futures planning. They would become the entrepreneurs. Their goals would be to create scenarios for planning purposes. They would research current funding limitations and target change which would allow county agencies the ability to seek independent funding if necessary. They would coordinate an on-going advertising campaign so that the citizens who do not know about the agency would become acquainted with the department and the

services it renders. Remember, we are selling a product...us. They would look at divesting services as a possible way to increase end product. They would coordinate with the Division Commanders and assist in setting up programs to improve the area of human resources...of instilling the pride and the "ribbons that men die for".

The logistics are in place. There are not a lot of material requirements in order to change culture. Once in place, each division staff will have the opportunity to branch out and create their own entrepreneurs. Through coordination without regard to chain-of-command, utilization of those 400 plus daily paid brains should start to reap benefits.

PLANNING SYSTEM

The planning system is based on the interrelationship of Probability and Turbulence in the issue. There are four types of processes: 1) Operations Planning, 2) Issue Planning, 3) Periodic Planning, and 4) Signal/Surprise Planning. (See Illustration 15). Creating independence within an organization will involve regular changes with predictable threats and opportunities. Periodic planning will be necessary for the agency who chooses to be proactive in the future.

TRANSITION MANAGEMENT

Transition Management must answer the central question of how to get there from here. In order for change to take place, the necessity for change must be recognized. Some individuals refuse to recognize the necessity for change for fear that it is, or will be, perceived as an indication of failure or weakness.

"We live in a world of change, yet we act on the basis of continuity. Change is unfamiliar; it disturbs us. We ignore it, we avoid it, often we try to resist it.

Continuity, on the other hand, is familiar, it provides safety and security. Thus, when we plan for the future we prefer to assume present conditions will continue.

But they rarely do. As a result, we experience

unnecessary losses and miss unseen opportunities." 17/

Once recognized, the process of planning for change can be exhilarating.

For a strategy for mastering change to be effective, its use must be institutionalized. This means first and foremost that the top person sanction it, give its use high priority, and assign responsibility for its implementation to someone reporting to the highest levels of the organization. 18/ Change is difficult to accomplish without having some form of conflict. Conflict can be characterized or managed by examining various styles. (See Illustration 16 at the back of the chapter). Change involves an assessment of critical mass, or those individuals who will help or hinder the implementation of a strategic plan. The Santa

Barbara County Sheriff's Department's critical mass for this project is; 1) The Executive Team, 2) The Staff Officers and 3) the Deputy Sheriffs Association.

The Executive Team is made up of the Sheriff, Undersheriff and the two Inspectors. For any change to take place, the Executive Team must be behind it. While the sheriff has publicly stated that this will be his final term in office, there is interest within the remainder of the Executive Team to take his place. The potential for any changes within the next four years however may well be decided by what legacy the Sheriff wishes to leave behind. The majority of this group will fall within the "Competition" to "Coopromise" area of conflict style. They have to be committed to the strategy or it will not happen.

The Staff Officers are made up of the Division Commanders (5 captains and a civilian). They are a powerful force within the organization, especially as a block. While they are bound to support and carry out the orders of the Executive Team, they also have to "buy in" for any plan to be successful. While their individual styles vary, as a group, they fall between "Coopromise" and "Cooperation" in conflict style.

The Deputy Sheriffs Association represents the deputies and the corrections officers. They may or may not be a powerful force depending on the issue. In the area of change, they would most likely react with "Accommodation".

The current crisis in jail overcrowding may be a catalyst that creates the potential for change. Aside from the changes in duties of key personnel, policy considerations will be necessary. A policy is similar to a culture; it guides what you do, not how you do it.

POLICY CONSIDERATION ONE - HUMAN RESOURCES

Publish and believe that people are your organization's most valuable asset. Have the Executive Team and Staff Officers practice "Management By Walking Around" so that they may recontact those individuals that perform the same tasks that they once did. Get back in touch...look for a "blinding flash of the obvious". Recruit and keep good people.

POLICY CONSIDERATION TWO - STRIVE FOR INDEPENDENCE

Study methods to ease the "crunch", especially at the local jails. Research current law which may be a roadblock to generating local financing. Consider advertising to sell the product in a calculated, professional manner. Consider becoming a services broker in cooperation with local private security firms.

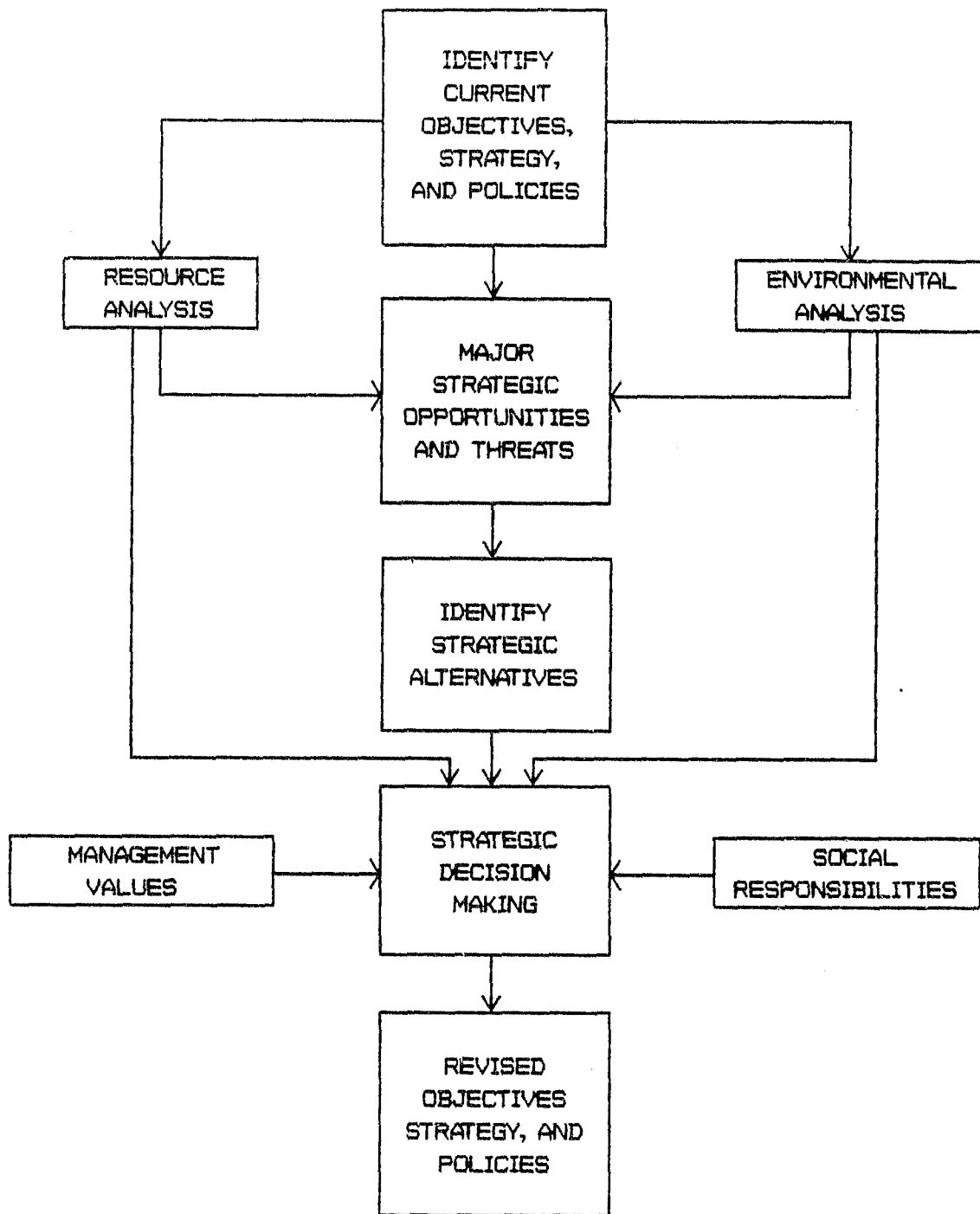
POLICY CONSIDERATION THREE - "STAY CLOSE TO THE CUSTOMER"

Actively seek citizen input through meetings or the media.

The above policy considerations may impact current trends or potential events in the issue area. By following the same procedure of cross impact analysis that was utilized in the Methodology chapter, the effects of policies can be weighed. The greatest value would be derived by using the same panel as was used before, however time constraints did not allow that to occur.

The analysis made (See Illustrations 17 and 18) were made by the writer. The policy considerations did not have a tremendous effect on the trends except in the funding area. "Independence" and "Stay Close To The Customer" decreases the "Continuing Loss Of Funds" trend 40 and 30 percent respectively. The "Taxpayer Revolt" trend decrease 10 and 5 percent respectively. Potential events were also affected by decreases in their probability. (See Illustration 18). In any case, the above policy considerations will help steer the department toward the chosen alternative.

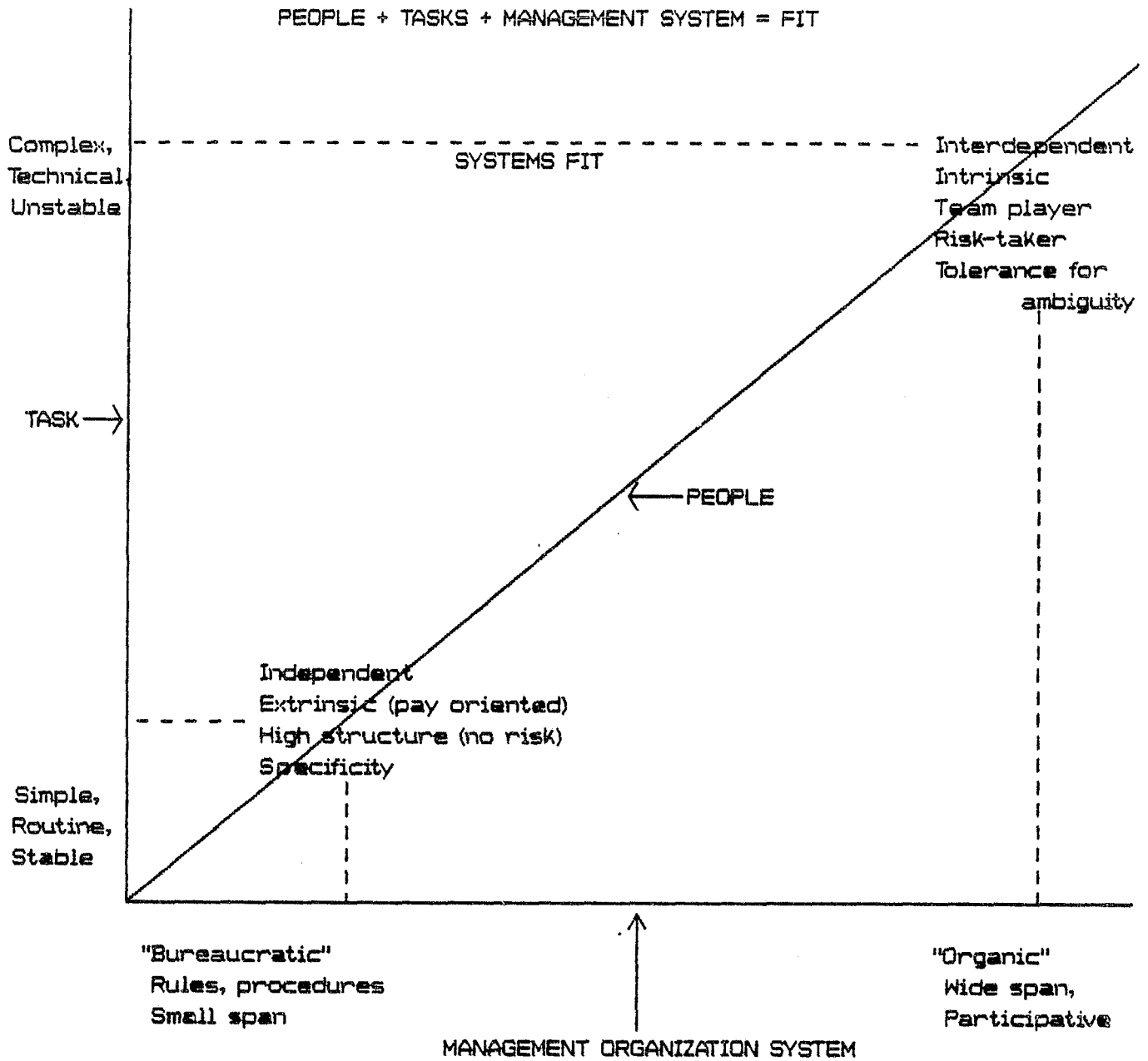
SCHEMATIC MODEL OF STRATEGY FORMULATION



(SOURCE: Newton Margulies, PhD)

ILLUSTRATION 12

SYSTEMS FIT MODEL

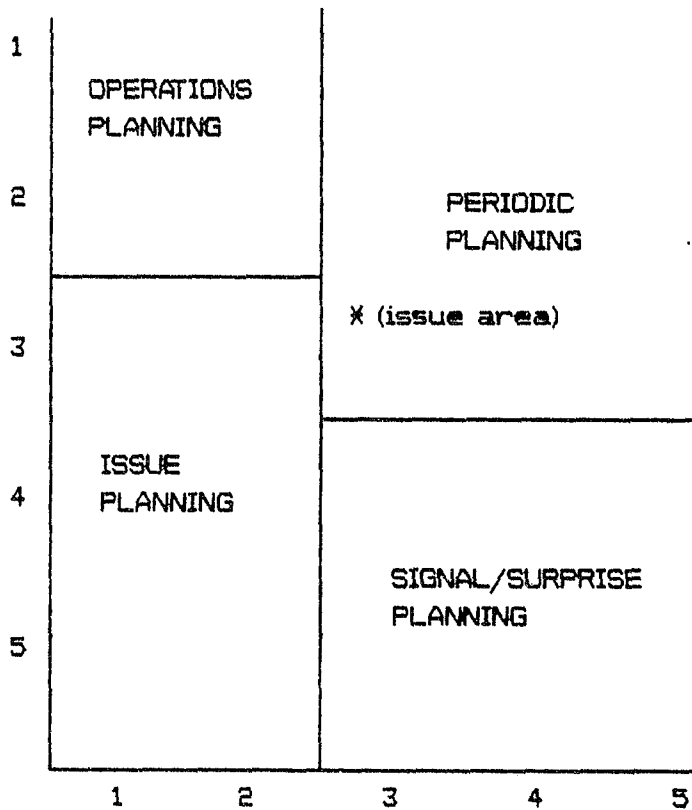


(SOURCE: Newton Margulies, PhD)

ILLUSTRATION 14

PLANNING SYSTEMS

TURBULANCE, NUMBER OF CHANGES	PREDICTABILITY
NO CHANGE -----1	RECURRING-----1
FEW CHANGES-----2	FORECAST BY EXTRAPULATION-----2
REGULAR CHANGES-----3	PREDICTABLE THREATS AND OPPORTUNITIES--3
MANY CHANGES-----4	PARTIALLY PREDICTABLE-----4
CONTINUOUS CHANGE-----5	UNPREDICTABLE-----5

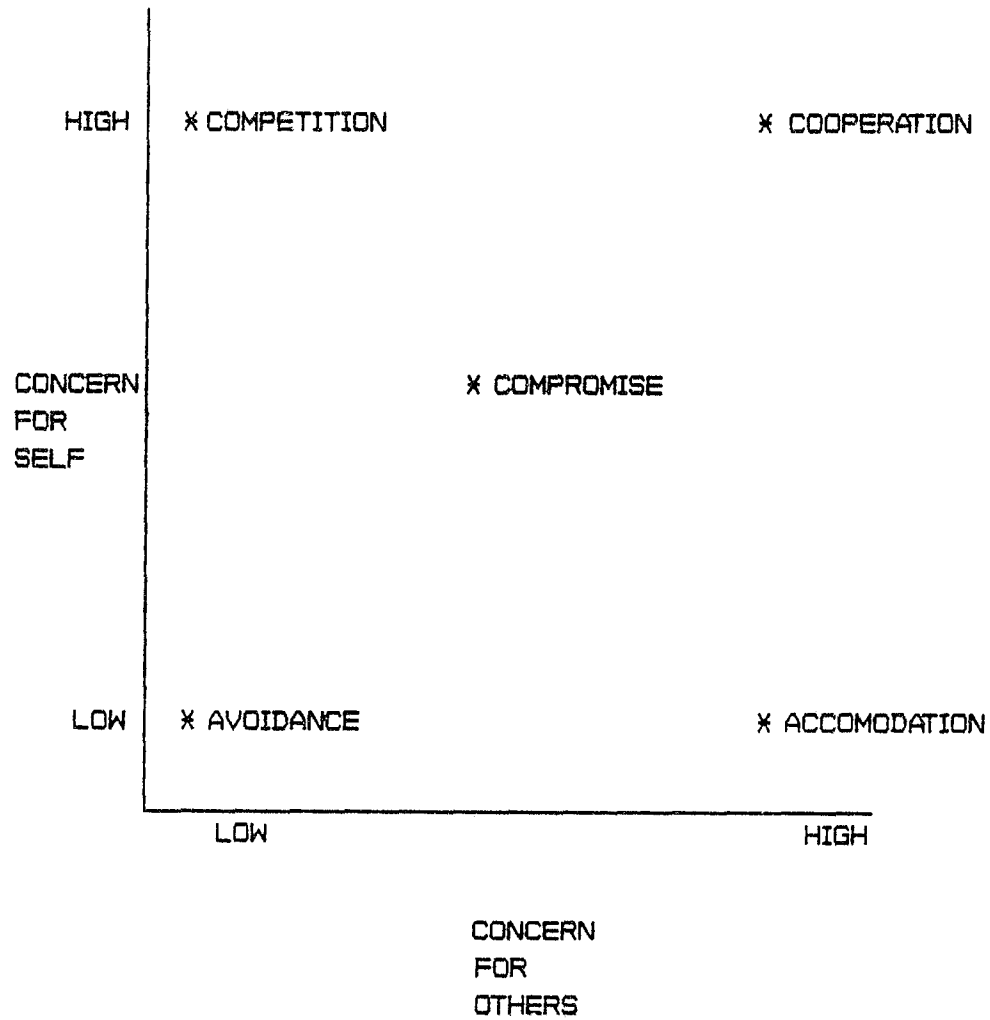


By checking the amount of Turbulance and Predictability, and charting it on the graph, the proper planning method is illustrated.

(SOURCE: Dr. Craig S. Galbrith)

ILLUSTRATION 15

CONFLICT STYLES



(SOURCE: James Belasco, PhD)

ILLUSTRATION 16

CONCLUSION

In the Introduction, I asked five questions:

- * What caused the increase in inmate population?
- * Could it have been projected?
- * Are there alternatives to incarceration?
- * Will the trends change?
- * What can be done?

This Conclusion will be devoted to answering the questions based on the material gathered in the Project.

WHAT CAUSED THE INCREASE IN INMATE POPULATION?

Several factors have had a tremendous impact on the inmate population growth. But the primary factor has been the "citizen". There were increases as a result of the "Use a Gun...Go to Jail", career offender programs, Mothers Against Drunk Drivers, etc., etc. All of these individual actions were created by a citizen or group of citizens who mobilized their forces and, through the Legislature or initiative process, caused these things to happen. Citizens chose alternatives based on the knowledge they had, and caused a change in the future which is today's present. I doubt that anyone sat down and did trend and event analyses, wrote scenarios, or even developed a formal action plan. But the results are the same. If nothing else, the increase in inmate population is an opportunity to see how our actions could or may vary the future.

COULD IT HAVE BEEN PROJECTED?

"Unless we learn from the mistakes of the past, we are bound to repeat those mistakes. But worse, we will be compelled to endure the future if we do not shape its course." 19/ Law enforcement

executives are just now becoming aware of forecasting. Being conservative and traditionalist, we are not apt to become fans of reading tea leaves or crystal balls. "Destabilization has contributed to if not resulted in resistance to change at the operational level and a jaundiced perspective of innovation at the managerial and executive levels." 20/ Law enforcement, through education, will be more involved in forecasting and strategic planning. While the inmate population increases may have been able to be projected, they were not. Most agencies were and are operating on projected population increases in their communities to form a percentage increase projected to inmate population.

ARE THERE ALTERNATIVES TO INCARCERATION?

Several alternatives to incarceration are in place or being tested. Work furlough, work release, and home supervision are currently being utilized. Alternative housing during incarceration for minor offenses is also being utilized at some facilities. But the use of alternative sentencing or incarceration may not help the current overcrowding problem or future overcrowding problems. The citizens are still the ones who will dictate who will or will not go to jail. Through regular legislation or the initiative process, plus politics, judges are being left with less discretion in their sentencing practices. While it will be in our best interest to pursue alternatives to incarceration, the current trends indicate that we should plan on more people going to jail.

WILL THE TRENDS CHANGE?

Maybe. Trends seem to be shaped and guided by events. One little girl being killed by a drunk driver was the start of M.A.D.D. which led to more inmates. In the current political climate, it appears that the trends will continue toward increased inmates. Funding, on the other hand, is difficult to forecast. While the taxpayer revolt is still in progress and more that likely will intensify, the dichotomy of wanting more people to go to jail will have to be resolved. I think that the trend to jail more law violators will eventually outweigh the trend to cut funds, at least with law enforcement.

WHAT CAN BE DONE?

Law enforcement managers and executives must seriously look at the law enforcement paradigm. Are we "bound to repeat the mistakes of the past"? I think not. The Command College is producing a steady stream of law enforcement executives and future executives. Instilled in each of these individuals is a sense of growth and progress in the law enforcement profession. Specifically about jail overcrowding? Continue to build jails by any means. Develop independence or at least partial independence from government. Create an organization that will pass the "citizen test". Ninety-plus percent of the citizens do not really know what we do, how we do it, or how well we do it. They need to know. Develop an organization that is rich in personnel and utilizes all the brain power that is available. And lastly, continue to plan and create an environment that will continue our

local community approach to law enforcement. The future of California's county jails will depend on the future of public law enforcement. Progress and innovation in traditional law enforcement organizations will be the key to the future.

APPENDICES

TRENDS

SOCIAL:

Changing workforce	Better educated workers
Tough on criminals*	Participation by workers
Increasing population	Alternative sentencing*
Increasing prison population	
Republicans in office	

TECHNOLOGICAL:

Increasing technology/automation*
Increasing awareness by law enforcement people
Accreditation
High-tech crimes

ECONOMIC:

Less federal funding*	Propositions 4 and 13*
Less state funding	Increasing salaries
Increase in police unions	Lawsuits by inmates
Increase in privatization*	Increased construction costs*
Civilianization*	
Increased training requirements	

ENVIRONMENTAL:

Feelings toward criminals
Distrust of public officials (Iran, etc.)*
More emphasis on health, comfort and safety
Life expectancy is getting longer

POLITICAL:

Litigation against counties*
Sentencing practices*
Increasing state mandates*
Attention by staff toward jails
County distrust of State

EVENTS

1. Increase in taxes/funding*
2. Government decision to release all misdemeanor offenders
3. Heinous crime by a "released" inmate*
4. Private police attain public police standards
5. Major earthquake
6. Tremendous increase in crime
7. Disarming of the populace
8. Consolidation of state law enforcement*
9. Nuclear attack
10. Oil embargo
11. European war
12. Major recession
13. Increased unemployment
14. Unions outlawed
15. Local terrorist activity
16. Extended life - major diseases cured
17. Significant climate change
18. Another Proposition 13*
19. Depression
20. Robots take over guarding inmates
21. Courts order all inmates to have single cell
22. Sheriffs jailed
23. State takes over jails
24. Biogenetics approved for use on felons
25. Jails relocated to remote areas
26. Asian gangs increase and cause local problems
27. AIDS spreads - kills millions
28. Low cost construction invented
29. Alcohol related offenses ruled not jailable*
30. National police

END NOTES

END NOTES

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