

144619

Commission  
On  
Peace Officer Standards And Training

Command College Class Sixteen

IMPACT OF THE INCREASING NUMBER OF PAROLEES  
RELEASED INTO URBAN COMMUNITIES

144619

U.S. Department of Justice  
National Institute of Justice

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By

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Whittier Police Department

June 1993

16-0320

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

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

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

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

The attached article was written by a graduate of The Command College, Commission on Peace Officer Standards and Training (POST), California: Thomas S. Marino, Lieutenant  
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Technical details, information sources, and data analyses are contained in a separate report that may be obtained by submitting a request to:

The Center for Leadership Development,  
Commission on Peace Officer Standards and  
Training (POST)  
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Please be sure to provide the name of the author.

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## INTRODUCTION

As the State of California approaches the twenty-first century, one prominent fact remains clear; crime in this state continues to flourish unchecked. Consequently, prison and jail overcrowding, a principal criminal justice issue of the eighties, persists into the nineties. The impact of drugs and gangs and the violence they spawn have also contributed to the exponential increase in the number of individuals in confinement. The tougher attitude of the public, legislators and law enforcement toward crime and apparent continued willingness to approve bond funds to build and operate new prison facilities may very well extend these trends into the twenty-first century.

Over the past decade, the State of California has experienced the most dramatic increases in prison populations the nation has ever witnessed, from approximately 36,000 prisoners in 1983, to 109,141 inmates through December 1992. These inmates are housed in facilities that are filled to 180% of their design capacity. If present day incarceration policies are kept in effect, the California Department of Corrections (CDC) estimates that state prison will grow at an average annual rate of 5.2% through the turn of the century. It is therefore projected that the number of inmates in state prison in the beginning of the year 2000 will be nearly 150,000. Although the general public expects and often demands the "law and order" posture from their political

expansion are not likely to be forthcoming due to the State of California's economy.

According to the California Blue Ribbon Commission on Inmate Population Management (1990), in 1994 when currently authorized construction is completed, prisons will be more overcrowded than they are today and jails will be only slightly less overcrowded, given current population projections. Therefore, realizing that other alternatives to incarceration will most likely be forthcoming, this futures study deals with these proposals and their impacts.

This author's Independent Study Project examines the changing environment in the medium size law enforcement agency as a response to the ever increasing numbers of offenders who are presently, or will be released on parole or felony probation into the community. The issue question in this study asks: What impact will continued custody felons in a non-penal community have on medium sized law enforcement agencies by the year 2002? Three sub-issues will also be discussed in this study:

1. Will economic conditions require the Department of Corrections to abandon the present day system of paroles and adopt the federal system of felony probation after early release?
2. Will determinate sentencing laws require that a convicted felon serve his/her full sentence, thereby negating the requirement of supervised release

conditions?

3. How will conditions be affected by the release of greater numbers of paroled felons who have limited job skills?

The relationship between public safety, recidivism and drug abuse is undeniable and significant. Drug and alcohol abuse is a major contributor to the increase in parole violations and new commitments to the state prison institutions. However, the CDC has very few drug and alcohol treatment programs available within the institutions or available to parolees to intervene with this major contributor to criminality. There is presently no legislative mandate nor adequate resources for the corrections system to do anything significant with substance abusers while they are confined. To the contrary, in recent years the CDC has had to eliminate some of these programs due to continuing revenue shortfalls.

This is the third year California has struggled to pass a balanced budget under conditions of extreme revenue shortfalls. As this study mentions in so many of the chapters, the impact of the California State budget deficits greatly restricts the CDC's ability to provide services to released felons. In this author's study sub-issue number one considers the issue that limited CDC funding may mandate the elimination of parole for a felony probation system. There is presently an Assembly Bill (AB 1028, authored by Assemblyman Calderon), which proposes the transfer of the state parole

function to the individual counties probation departments.

If passed, this bill will go into effect on November 1, 1993. It will have significant future impact upon all phases of the criminal justice system in this state.

In Los Angeles County it has been proposed that the Probation Department will be given state funds to hire only twenty-five percent of the displaced parole agents who will be laid off from the Parole and Community Services Division. It would therefore be a nearly impossible task for the county probation department to supervise all the parolees under the present release program. Only selected high risk violent offenders such as murderers, sex offenders etc. will be released on a "Community Supervision Order", the equivalent of the CDC's "Conditions of Parole". AB 1028 provides that the conditions can be enforced by probation officers or law enforcement officers if they are willing to contract with the State to perform these services.



## FUTURES STUDY

### METHODOLOGY

Throughout the state of California, the number of parole releases into communities continue to rise. The author's community, the City of Whittier is no exception to this phenomenon. The impact of crime and other negative social influences such as heavy reliance upon social and monetary welfare services, caused by these highly recidivist individuals taxes the limited resources of our law enforcement agency and local community. The futures issue raised in this paper proposes to deal with this topic.

What impact will continued custody felons in a non-penal community have on medium sized law enforcement agencies by the year 2002?

Three sub-issues were developed through literature scans of topic literature in the author's futures file, and interviews with Department of Corrections personnel, which are used to further define the main issue. The three sub-issues are:

1. Will economic conditions require the Department of Corrections to abandon the present day system of paroles and adopt the federal system of felony probation after early release?
2. Will determinate sentencing laws require that a convicted felon serve his/her full sentence, thereby

negating the requirement of supervised release conditions?

3. How will conditions be affected by the release of greater numbers of paroled felons who have limited job skills.

#### SUB-ISSUE I

The first sub-issue deals with the fact that "continued custody felons in a non-penal environment", or more commonly known as "parolees", could be abandoned if the State of California adopts the federal posture of abandoning parole in lieu of full service of sentence. This change of status in the federal corrections system came about as a realization that rehabilitation was generally not achieved in the federal justice system. The present philosophy in the federal corrections system is to punish offenders rather than attempt to rehabilitate them.

In the case of the California Department of Corrections (CDC), economic conditions could force the agency to abandon paroles strictly for lack of revenue to maintain the Paroles and Community Services Division.<sup>5</sup> There is presently an Assembly Bill (AB 1028 authored by Assemblyman Calderon) before the legislature that will eliminate the parole system as presently configured and place the responsibility of supervision of early release inmates upon the sentencing county's probation department. If passed, this bill would set this new procedure into motion before the end of 1993.

As if a prelude to this seemingly unavoidable fate for State Parole, in the later part of 1992, the CDC eliminated 230 Parole Agent positions.<sup>6</sup> With this possibility in mind, this researcher spoke to various state parole agents and discussed their views on future ways of dealing with these issues such as abandonment of parole and state revenue losses.<sup>7</sup> Their primary concern is that they will be insufficient personnel to properly supervise the increasing numbers of these parolees as these parole agent positions are eliminated.<sup>8</sup> They also realize the impact of these issues on law enforcement agencies in the communities into which these persons are released.

#### SUB-ISSUE II

If the CDC eliminates the parole function, that agency will reasonably require that they house violent felon offender for the full terms of sentence as required by California Penal Code section 667.5. The California State Legislature enacted that section to deal with offenders whose specified crimes are so serious in nature that special consideration of sentencing is necessary to protect society from these individuals. These are the violent offenders that society wants incarcerated for maximum terms without early release. The non-violent offender stands to be released early in this system to create bedspace for the violent offender.

### SUB-ISSUE III

Trends in California's economic and employment future reveal that this state is still in a recession and this state is lagging in recovery as compared to the rest of the nation. Also, industry still chooses to leave this state rather than establish here because of regulation and workman compensation insurance costs. The closure of several military bases also contributes to the economic woes of this state. Under these conditions parolees or felony probationers find it very difficult to compete in the limited job market, especially if they lack basic skills such as reading and writing.

The CDC has limited funding and available space in the institutions to provide education and vocational training. They are presently operating seven Literacy Labs that provide a ninth grade level of reading competency for the fortunate parolees that are admitted to the program. If the CDC eliminates parole supervision in the near future, the Community Services section of the Division will remain in service to provide more job training, drug rehabilitation and counseling, and social services to help early release inmates in the absence of parole supervision.

These issues were considered for forecasts in the Nominal Group Technique (NGT) panel, consisting of five law enforcement personnel and two state parole agents. All participants had worked in details where they interacted with the law enforcement/parole function. The panel was briefed on

the sub-issues and asked to consider them and their impact on the main issue. Using the NGT, the panel was able to identify thirty-two trends, and nineteen forecasted events related to the issues

PANEL GENERATED TRENDS:

1. Prison construction levels fall behind demand
2. Gang and drug offenders as a percentage of parolees in 2002.
3. Numbers of parolees released into community
4. Community resistance to great numbers of parolees
5. Effectiveness of Career Criminal apprehension program more affective
6. Better technology for electronic monitoring of parolees
7. Pharmaceutical control of criminal behavior
8. Parolees likely to have some level of job training
9. Released offenders will not be competitive with work force available for service jobs
10. Prison overcrowding results in shorter sentences
11. Inmates given better educational opportunities in prison
12. Contract for prison services with Mexico
13. State offers local communities money to supervise parolees
14. Budget trends do not allow for growth of law enforcement agencies
15. Prison labor contracted by private sector gives inmates job training

16. Parolees will have been institutionalized for longer period of time
17. Longer sentences imposed on offenders
18. More job skills taught in prison
19. Privatization of parole function
20. Parolees taught business skills
21. Greater numbers of violent prone parolees
22. Political resistance to parolee dumping on communities
23. More prisons built
24. Parole concept phasing out
25. Prison shutdowns
26. More prison gang factions form
27. Decriminalization of drugs reduces prison population
28. Release "job corps" are being created
29. Community based job training programs
30. Parolee's benevolent association
31. Increasing costs of welfare and social services
32. Increase in homeless numbers

PANEL GENERATED EVENTS:

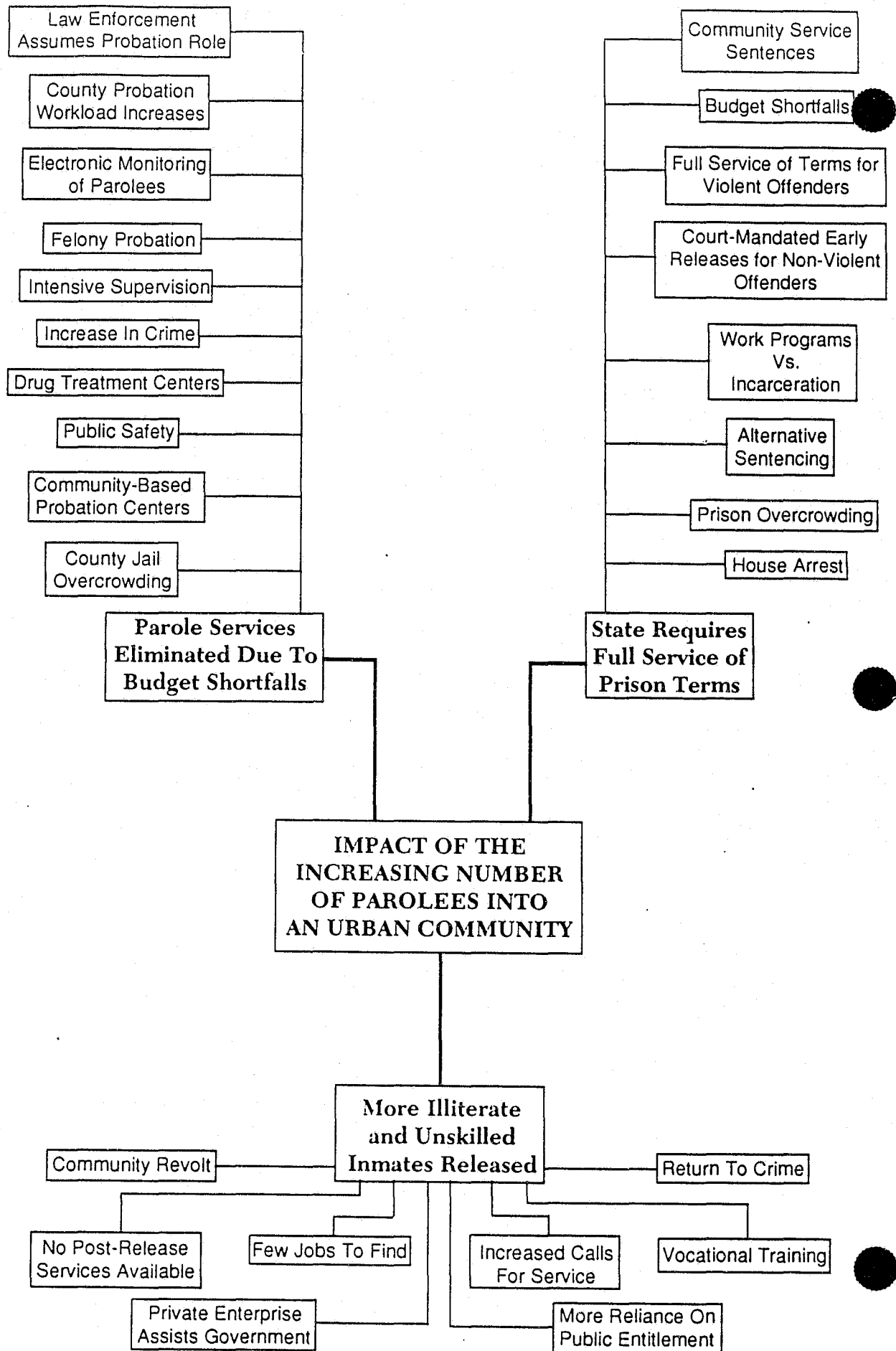
1. Satellite monitoring system developed to track parolees
2. Scientist develops test to spot genetic propensity for violent behavior
3. State initiative mandates all prison sentences served in full
4. State of California goes bankrupt.

5. Parole system eliminated
6. Commune established by parolees
7. Parole officers eliminated task
8. City prohibits housing of parolees within its jurisdiction
9. Anti-recidivism drug discovered
10. State funding deficit eliminates parole system
11. Parolee commits heinous crime
12. Court mandates prison population reduction by actual date
13. Liberal governor elected
14. City experiences 15% unemployment
15. Community based parolee job training program initiated
16. Legislature creates increased determinate sentencing
17. State budget shortfall created by natural disaster  
(earthquake)
18. Parolees cause major crime increase
19. Law enforcement assumes parole/probation role

The trends and events were briefly discussed to ensure that panel members fully understood the meaning of the items mentioned.

#### **FUTURES WHEEL**

Panel members were shown the "Futures Wheel" (see following page) for a graphic depiction of the interrelationship and consequences of issues and trends.





Each panel member was then asked to select five trends and five events and place them in ranking order. The following list of these five trends and events were developed for forecasting:

- Trend 1 (T1) Availability of technology for electronic monitoring of parolees. This trend relates most to sub-issue number one if the felony probation system is adopted.
- Trend 2 (T2) Level of new prison construction continues to be inadequate for inmate housing needs. This trend tends to be affected by sub-issue two since it would not require persons to be placed on parole.
- Trend 3 (T3) Availability of pharmaceutical controls to prevent criminal behavior eliminates need for custody and parole. This trend is directly related to each sub-issue.
- Trend 4 (T4) Level of prison overcrowding results in shorter sentences and more parolees in communities. This present day trend has a correlation with sub-issue one since it may require a felony probation status if more parole agent positions are eliminated due to fiscal budget shortfalls.

Trend 5 (T5) Determinate sentencing results in abandonment of the parole system. This is the basis sub-issue two.

The following five events were developed for the purpose of forecasting:

Event 1 (E1) Satellite system activated which monitors parolee's activities twenty-four hours a day. This event is predicated upon modern technology that can be adapted to this use. It must also withstand challenge by civil libertarians.

Event 2 (E2) State legislature eliminates parole system due to budget shortfalls. This event is most likely to occur since the current trend in state budget sessions is to cut state parole agent positions. This will have serious consequences on communities.

Event 3 (E3) Voter initiative passes requiring all felons to serve full sentences. As mentioned in the introduction, the State of California may have to revert to this system in lieu of our present parole system as the public demands protection from the criminal element.

Event 4 (E4) Parolee commits heinous crime shortly after release from institution. This situation is

a frequent occurrence in this state.

Reference is made here to the Willie Horton incident.

Event 5 (E5) Scientist discovers medical test to detect and medicate offenders with a propensity for violent behavior in human beings. Such a discovery would allow doctors to control a person's behavior through medications and thus prevent the person from entering the criminal justice system.

#### **FORECASTING**

In this phase of the panel exercise, the panel was asked to review the trends and give their forecast of the level of each trend for the next ten years. Each panel member was given the Trend Evaluation Form which contained the five trends, in order of importance, as selected by the group.

TREND EVALUATION FORM

TREND STATEMENT		5 YRS AGO	TODAY	5 YRS AHEAD	10 YRS AHEAD
Better technology for electronic monitoring of parolees	T1	62	100	150 200	200 350
New prison construction falls behind levels of demand	T2	60	100	112 185	90 200
Pharmaceutical control of crim. behavior eliminates need for custody/parole	T3	25	100	115 145	140 210
Prison overcrowding results in short sentences, more parolees	T4	70	100	150 45	200 10
Determinate sentencing results in abandonment of parole system	T5	40	100	115 135	195 175

Forecast values are the median values from the panelists

What will be  
What should be

The panel was then asked to numerically rate the forecast values in relation to today, compared to five years ago, five years from today, and ten years into the future. A forecast of "zero" could be used to indicate that the particular trend ceases to exist.

The panel was asked to give the Nominal Forecast when the question asked was, "What do you think each trend level was five years ago, and what do you think each trend level will be five years from now and ten years from now?" The panel was also asked to give a Normative Forecast by asking the question, "In your opinion, what do you think the level of

each of the trends should be five and ten years from now?" After the panel gave its forecast values, a mathematical tabulation established the median values for the forecast. The values are shown in the Trend Evaluation Form.

#### **TREND INTERPRETATION**

Trend 1 Improved technology for electronic monitoring of parolees.

This trend indicates that the technology to confine a parolee a certain geographical area, such as his/her residence, to meet the compliance requirements of a parole term is advancing and will continue to move forward at a steady rate for the next ten years. With the advent of microprocessors, the equipment can be miniaturized and be more tamper proof. In future technology, the parolee can be tracked by a satellite system if he/she violates the corridor established by the parole agent.

Trend 2 Prison construction levels continue to fall behind incarceration levels of demand.

Although there is public support for financing new prison construction, this same public support wanes when there is a prospect of one being built in their immediate community. Since there has been an increase of crime in the state, there is more demand for bed space in the state's corrections system. Even with new facilities being built, they will not

be able to accommodate the number of felons requiring prison sentences.<sup>9</sup> The trend has been early releases for those presently incarcerated and reluctance of parole boards to violate parolees for continued violations of terms which they have set. This trend will continue as the state's population increases yearly, and crime goes unchecked.

Trend 3 Pharmaceutical control of criminal behavior eliminates need of custody and parole.

This trend is the result of medical science and its discovery that certain behavior in man is the result of a chemical imbalance (physiological), rather than a mental (psychological) problem. Scientific advances in this area will someday produce medications which will control abnormal and aggressive behavior we presently perceive as criminal behavior.

Trend 4 Prison overcrowding results in shorter sentences and greater numbers of parolees.

This trend began in the early eighties even though more prison facilities were built during that same time period. The causative factors included the greater numbers of persons arrested for major drug violations, the policy of most judges responding to public pressure for longer prison sentences for convicted felons and the increase of gang related criminal convictions.<sup>10</sup> Add to this the rapid increase in the state's

population, and our prisons became overcrowded. The only way the Department of Corrections has been able to deal with this problem has been to give early releases to inmates.<sup>11</sup>

Trend 5 Determinate sentences results in abandonment of the parole system.

As mentioned previously, the Federal Department of Corrections has eliminated parole in their system. A person convicted of a federal offense who is ordered to serve a sentence must serve the full time as punishment for the crime versus our system of partial service of time, coupled with our theory of "rehabilitation". The federal government believed that rehabilitation was not feasible in today's society and realized this fact when they studied the number of repeat offenders after release from their correctional facilities. They therefore adopted the policy of punishment for criminal behavior. The State of California is presently moving in that direction, with the introduction of Assembly Calderon's Bill (AB 1028), which could create this major change as of November, 1993.

**EVENT INTERPRETATION**

EVENT EVALUATION FORM

EVENT STATEMENT	YEARS UNTIL PROB. EXCEEDS ZERO	PROBABILITY OF OCCURRENCE		IMPACT IF EVENT OCCURS	
		5 YRS AHEAD	10 YRS AHEAD	POS.	NEG.
Satellite system activated; monitors parolees 24 hrs. a day	6.5	0	85	9	2
State legislature eliminates parole system due to budget shortfall	5	50	75	0	8
Voter initiative passes requiring felons to serve full sentences	5	50	75	9	1
Parolee commits heinous crime shortly after release on parole	.75	95	95	0	10
Scientist discovers medical test to spot genetic propensity for violence	5	20	50	8	1

Event 1 Satellite system activated which monitors parolee's activities twenty-four hours a day.

According to the median values of the panel, this event will probably occur at any point after six and one-half years, based on the highly technical aspect of the equipment, and especially the high cost. The concept is sound and fits in with present global tracking system technology.



Event 2 State Legislature eliminates parole system due to budget shortfall.

The panel median forecast seem to indicate that this event will occur within ten years. Based on present state budget trends the probability is high for just such an occurrence, even though the first chance of occurrence is five years from now.

Event 3 Voter initiative passes requiring all felons to serve full sentences.

This event has an almost identical forecast as event number two, although there does not appear to be a direct correlation to the two events., The probability of this event occurring will not happen until at least five years have passed. Based on public concern for crime, there is the slight possibility that it may occur in the near future.

Event 4 Parolee commits heinous crime shortly after release on parole.

The panel felt that there was a likelihood of this event occurring at almost any time. It felt that the scenario was similar to the "ticking time bomb". The event has a high probability of occurrence within five years.

Event 5 Scientist discovers medical test to spot genetic propensity for violence.

This event was viewed by the panel as one with a low probability of occurrence, even after five years. The panel felt that the technology for this scientific breakthrough has a fifty percent possibility of ever occurring.

**CROSS IMPACT ANALYSIS**

The Basic Cross-Impact Matrix was created by the use of the author and one consultant.

BASIC CROSS- IMPACT EVALUATION MATRIX

IMPACT EVENT	IMPACTED EVENT					IMPACTED TREND					ACTOR HITS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	X 3	20 -- 3	10 -- 6	20 -- 5	40 -- 6	95 -- 5	80 -- 4	20 -- 3	90 -- 2	60 -- 5	9
E2	80 -- 4	X 4	0 -- 4	90 -- 4	30 -- 5	20 -- 4	10 -- 2	10 -- 3	80 -- 5	10 -- 5	8
E3	90 -- 5. 5	20 -- 6	X -- 6	0 -- 0	70 -- 6	10 -- 5	95 -- 5	50 -- 3	80 -- 5	90 -- 3	8
E4	90 -- 5	95 -- 2	90 -- 3	X -- 3	80 -- 5	90 -- 6	70 -- 2	85 -- 3	70 -- 4	80 -- 1	9
E5	70 -- 3	50 -- 5	20 -- 4	80 -- 5	X -- 5	40 -- 5	20 -- 6	85 -- 5	75 -- 4. 5	95 -- 5	9
REACTOR HITS	4	4	3	3	4	5	5	5	5	5	

Values were obtained through discussion and consensus.  
Upper value- maximum impact  
Lower value- years to maximum impact

EVENTS:

- E1- Satellite system activated which monitors parolee's activities twenty-four hours a day.
- E2- State Legislature eliminates parole system due to budget shortfall.
- E3- Voter initiative passes requiring all felons to serve full sentences.
- E4- Parolee commits heinous crime shortly after release on parole.
- E5- Scientist discovers medical test to spot genetic propensity for violence.

TRENDS:

- T1- Better technology for electronic monitoring of parolees.
- T2- Prison construction levels continue to fall behind incarceration levels of demand.
- T3- Pharmaceutical control of criminal behavior eliminates need for custody and parole.
- T4- Prison overcrowding results in shorter sentences and greater numbers of parolees.
- T5- Determinate sentencing results in abandonment of the parole system.

The values were generated independently and were then finalized after the panel discussed them and then reached a consensus.

The purpose of the Basic Cross-Impact Evaluation Matrix is to evaluate the impact that each forecasted event has upon each other forecasted event. It also shows the impact upon each of the trends in the forecasted set. The Event-to-Event Cross-Impact requires two estimates: maximum impact and years to maximum impact. The cross-impact question is, "What if each forecasted event actually occurred? What would be the impact upon each trend level at the point of maximum impact?"

This table (above) shows the values generated for the Cross-Impact Matrix. The Cross-Impact Matrix shows that there

are three actor events that have the most impact on all other events and trends. These are E1, E4, and E5. All impacts are positive. All events and trends are relatively high reactors. The consequences of the event-to-event impacts were then evaluated using the Cross-Impact Matrix and the graphs developed from the median forecasts of the panel. A probability level of thirty percent was selected to be the point at which the event would occur. The original dates of occurrence were calculated using the graphs and the thirty percent threshold. The events were then placed on a Consequences of Event to Event Impacts table in chronological order.

CONSEQUENCES OF EVENT TO EVENT IMPACT

EVENTS IN ORIGINAL ORDER	ORIGINAL DATE OF OCCURRENCE	DATE AFTER CROSS IMPACT OF THESE EVENTS				
		E4	E2	E3	E1	E5
E4	NOVEMBER 1993	X	-	-	-	-
E2	NOVEMBER 1996	9/94	X	-	-	-
E3	DECEMBER 1996	12/95	12/95	X	-	-
E5	NOVEMBER 1998	4/95	7/96	9/97	10/98	-
E1	MAY 1999	5/97	12/96	11/96	X	-

Each event was then allowed to occur and the impact of each event was charted on the graph, using the data from the Cross-Impact Matrix. In certain cases, new occurrence dates were determined due to the impact of the occurring event. The results are shown in the Policy Impacts table.

POLICY IMPACTS

POLICY	IMPACTED EVENT					IMPACTED TREND				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
COMMUNITY REACTION TO PAROLEE CRIME	+ 40	+ 80	+ 95	+ 90	0	+ 40	- 30	+ 25	- 40	+ 70
VOTER APPROVAL OF NEW PRISON CONSTRUCTION	+ 10	+ 20	+ 90	+ 40	0	+ 10	+ 80	- 25	+ 60	+ 60
PAROLE SYSTEM ABANDONED	+ 80	+ 95	0	0	+ 60	+ 75	- 30	+ 60	- 90	+ 95

EVENTS:

- E1- Satellite system activated which monitors parolee's activities twenty-four hours a day.
- E2- State legislature eliminates parole system due to budget shortfall.
- E3- Voter initiative passes requiring all felons to serve full sentences.
- E4- Parolee commits heinous crime shortly after release on parole.
- E5- Scientist discovers medical test to spot genetic propensity for violence.

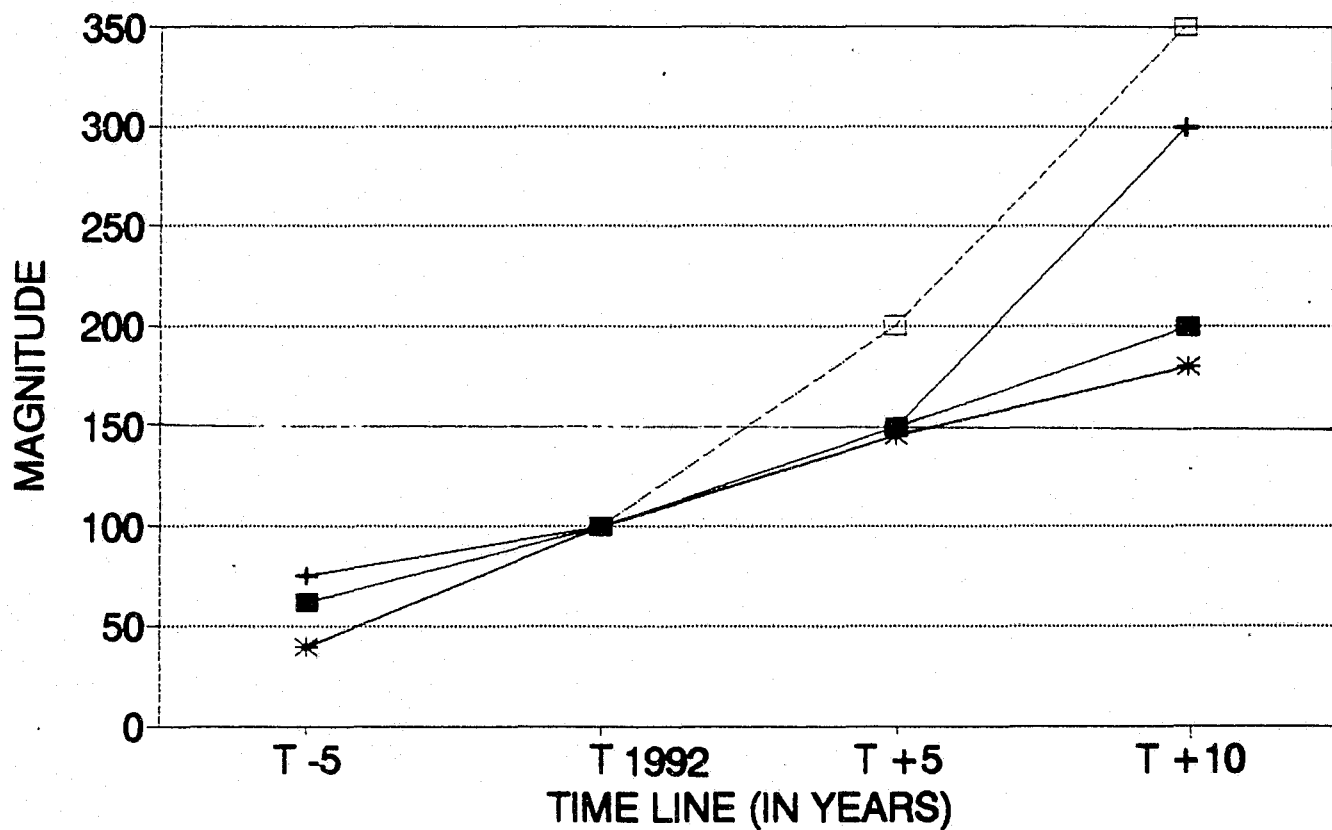
TRENDS:

- T1- Better technology for electronic monitoring of parolees.
- T2- Prison construction levels continue to fall behind incarceration levels of demand.
- T3- Pharmaceutical control of criminal behavior eliminates need for custody and parole.
- T4- Prison overcrowding results in shorter sentences and more parolees.
- T-5 Determinate sentencing results in abandonment of parole system

On the following pages the Trend and Event graphs depict the timeline and magnitude for the forecasted trends and selected by the NGT panel.

# TREND 1

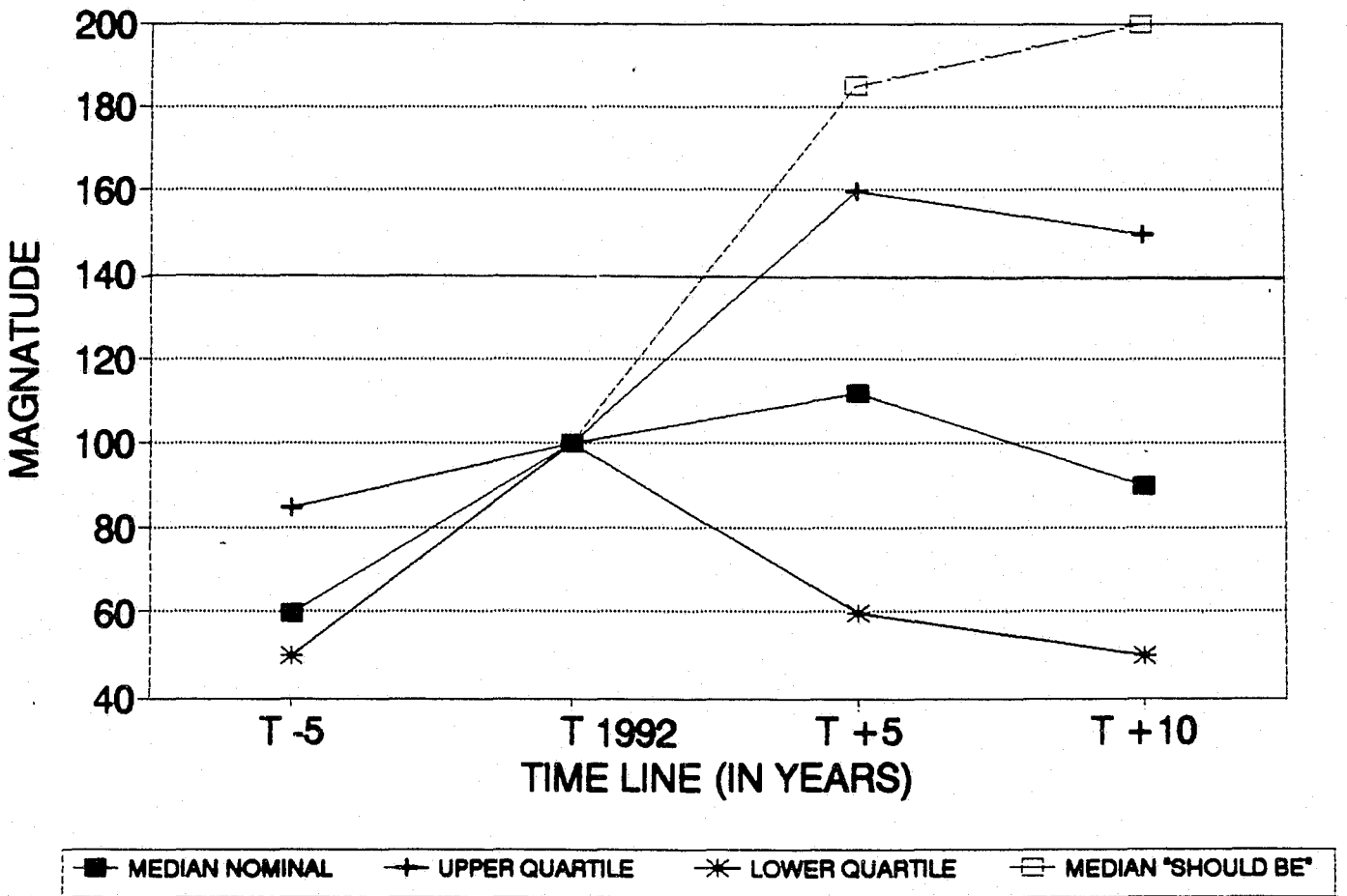
## Electronic Monitoring Of Parolees



■ MEDIAN NOMINAL    + UPPER QUARTILE    \* LOWER QUARTILE    □ MEDIAN "SHOULD BE"

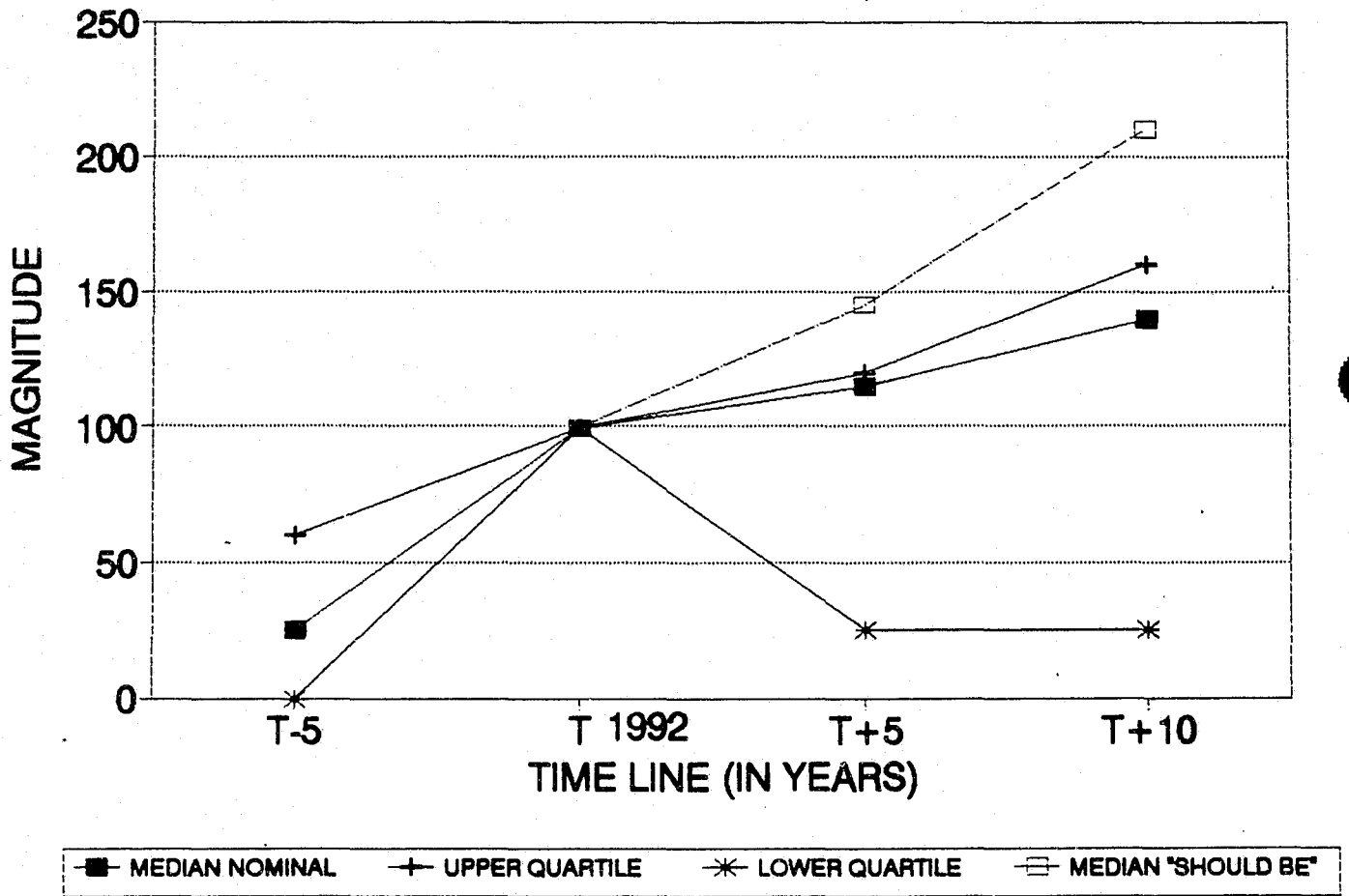
# TREND 2

New Prisons Under Demand Level



# TREND 3

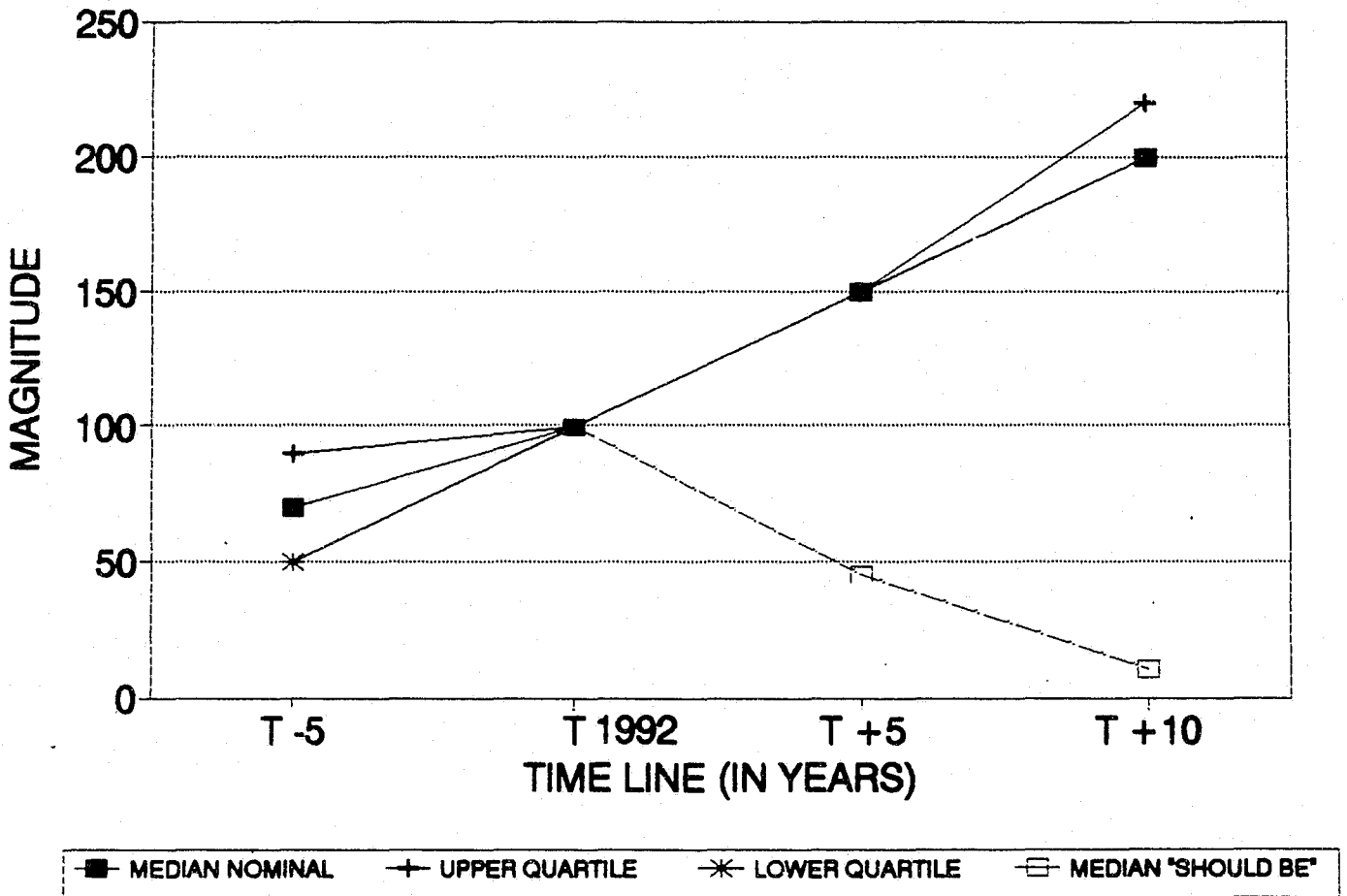
## Pharmaceutical Control Of Criminal Mind





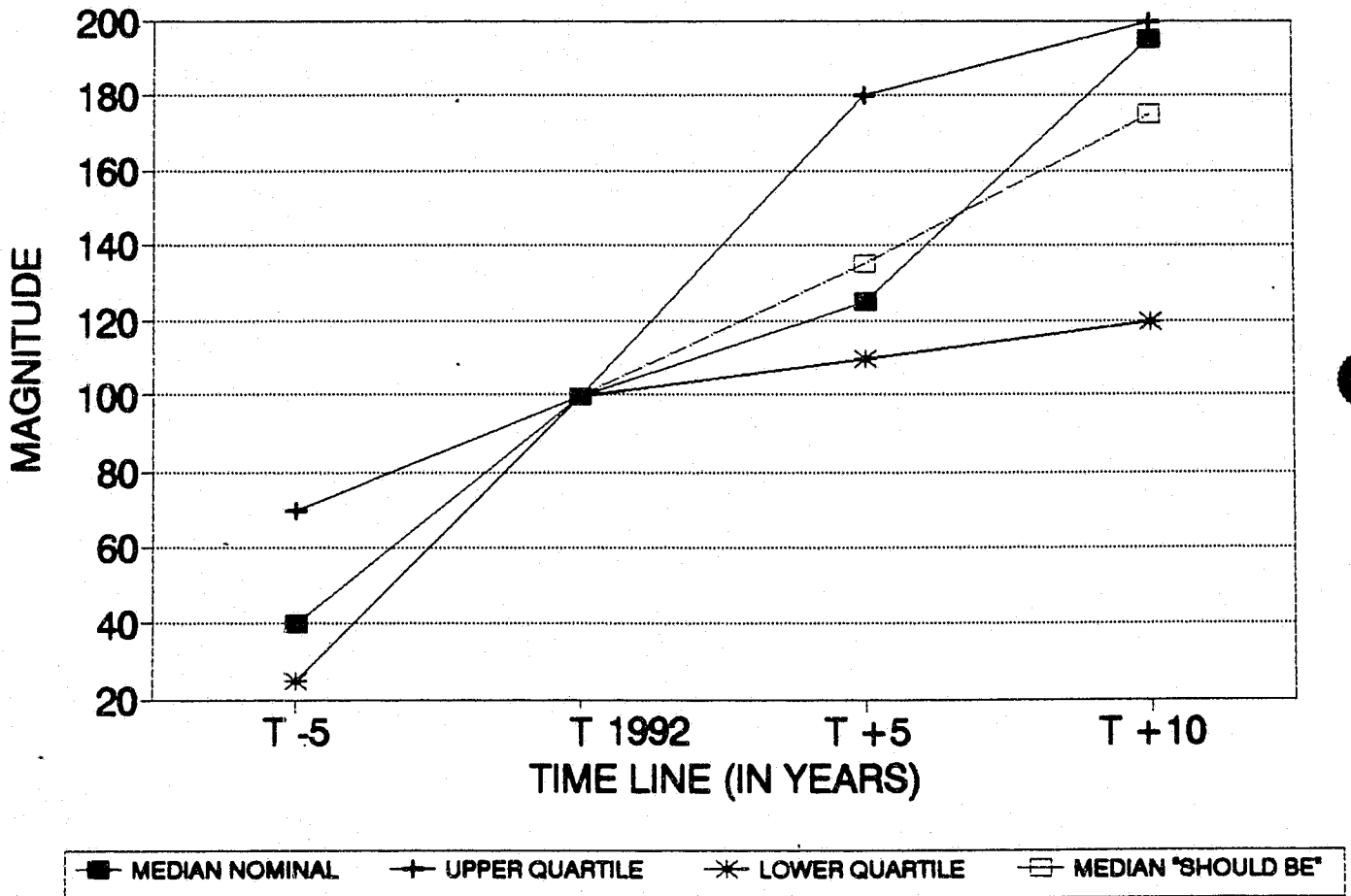
# TREND 4

Prison Overcrowding = More Parolees



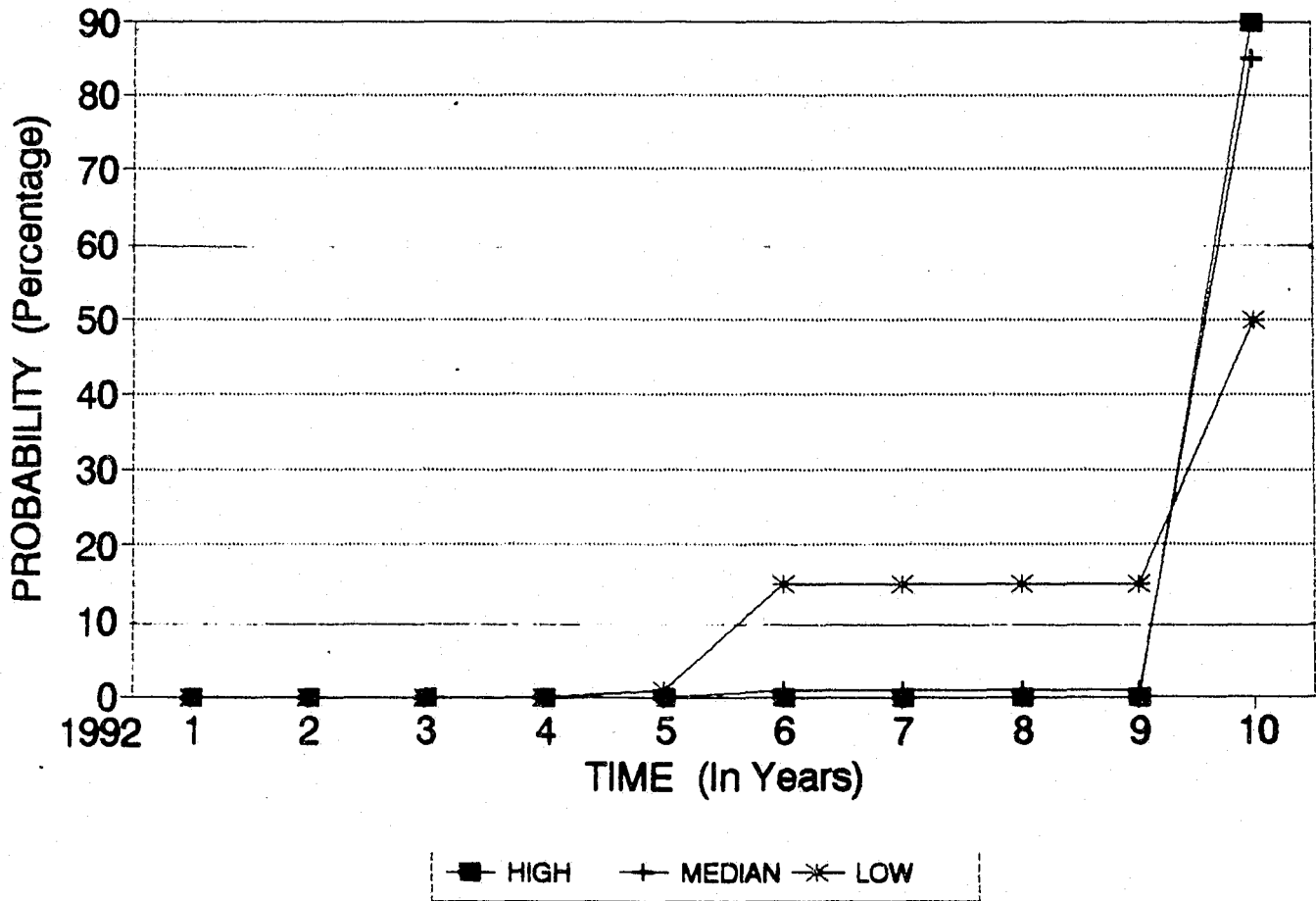
# TREND 5

Determinant Sentencing = No Parole



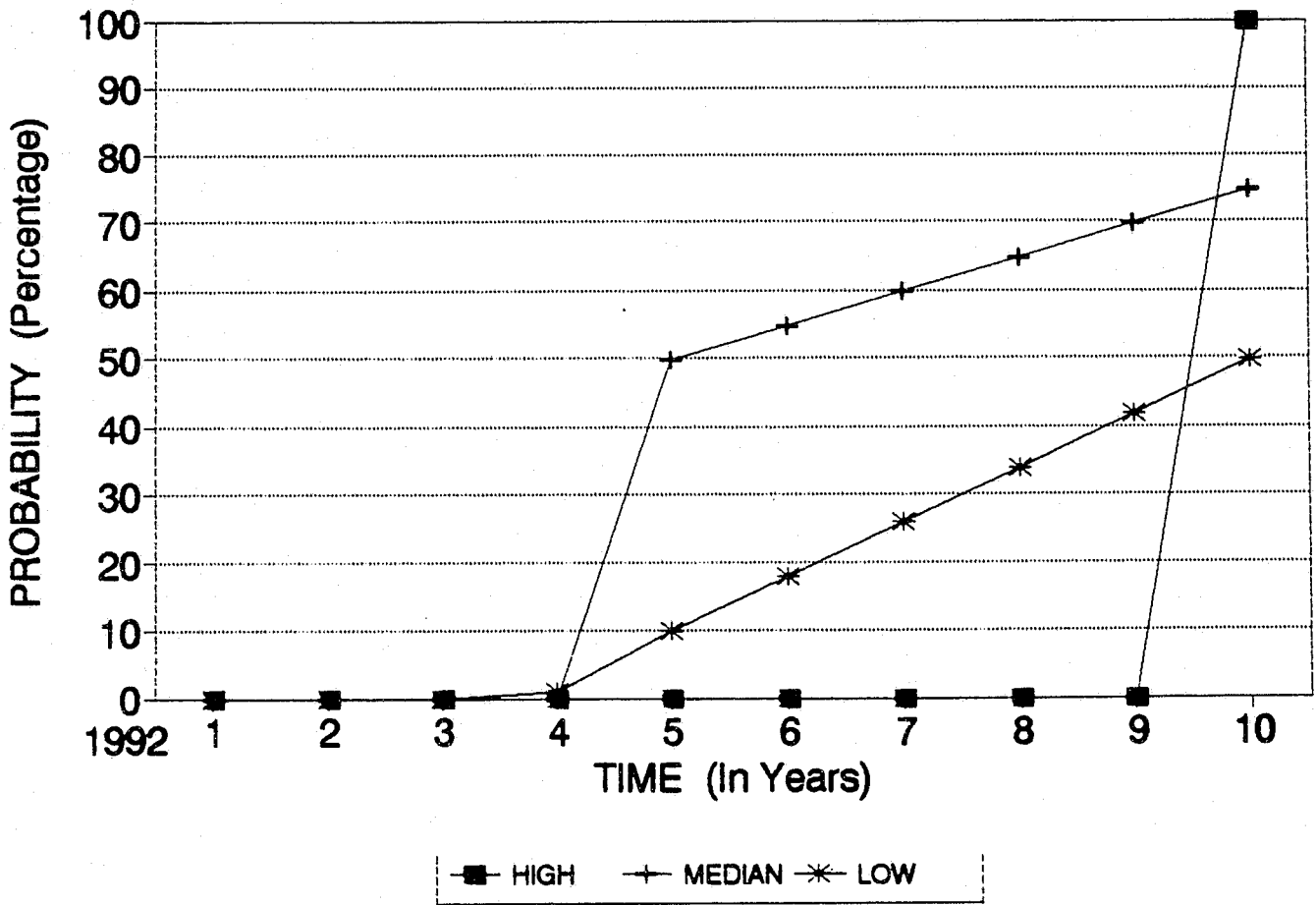
# EVENT 1

## Satelite Monitoring Of Parolees



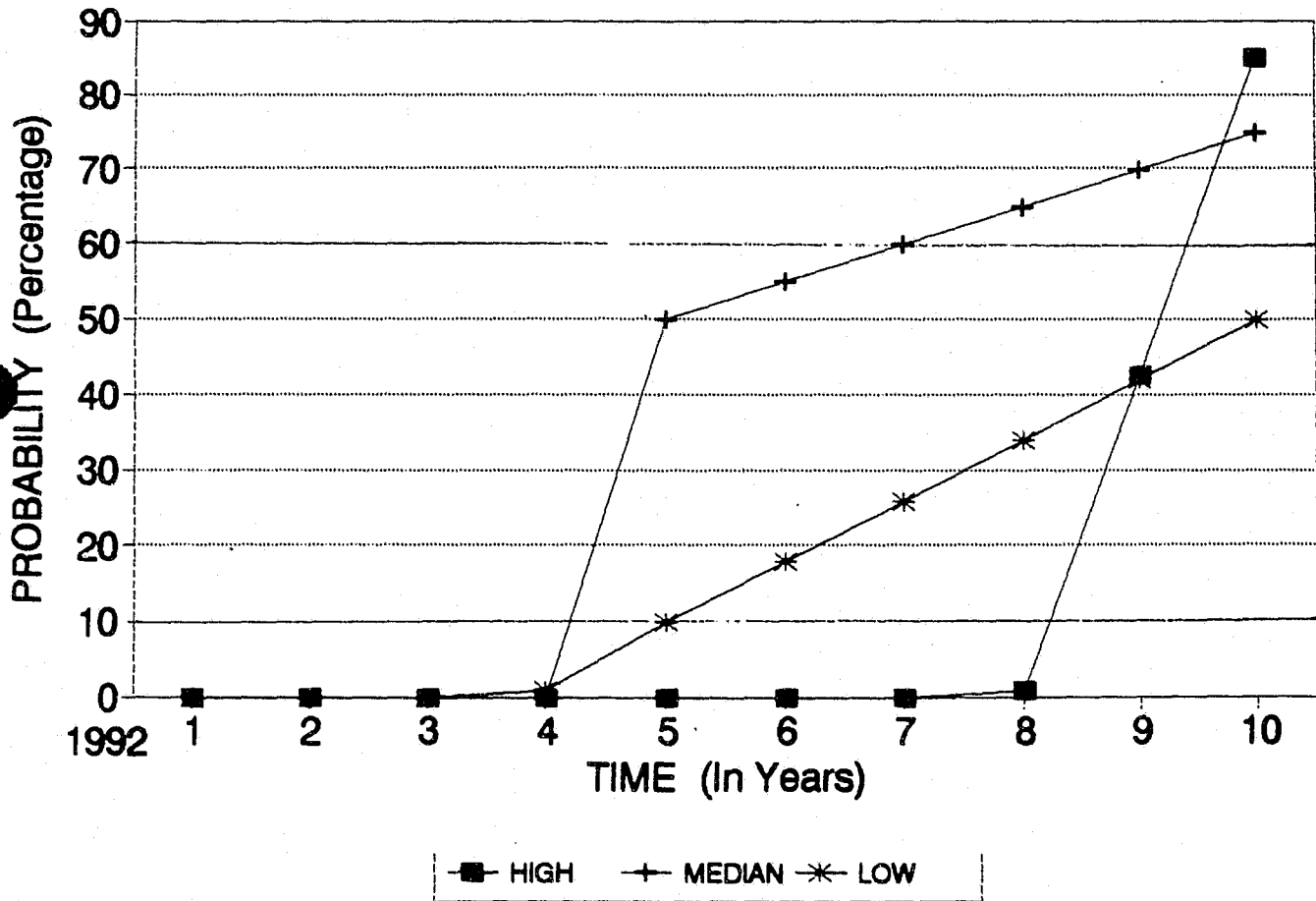
# EVENT 2

Parole Eliminated Due To Budget Deficit



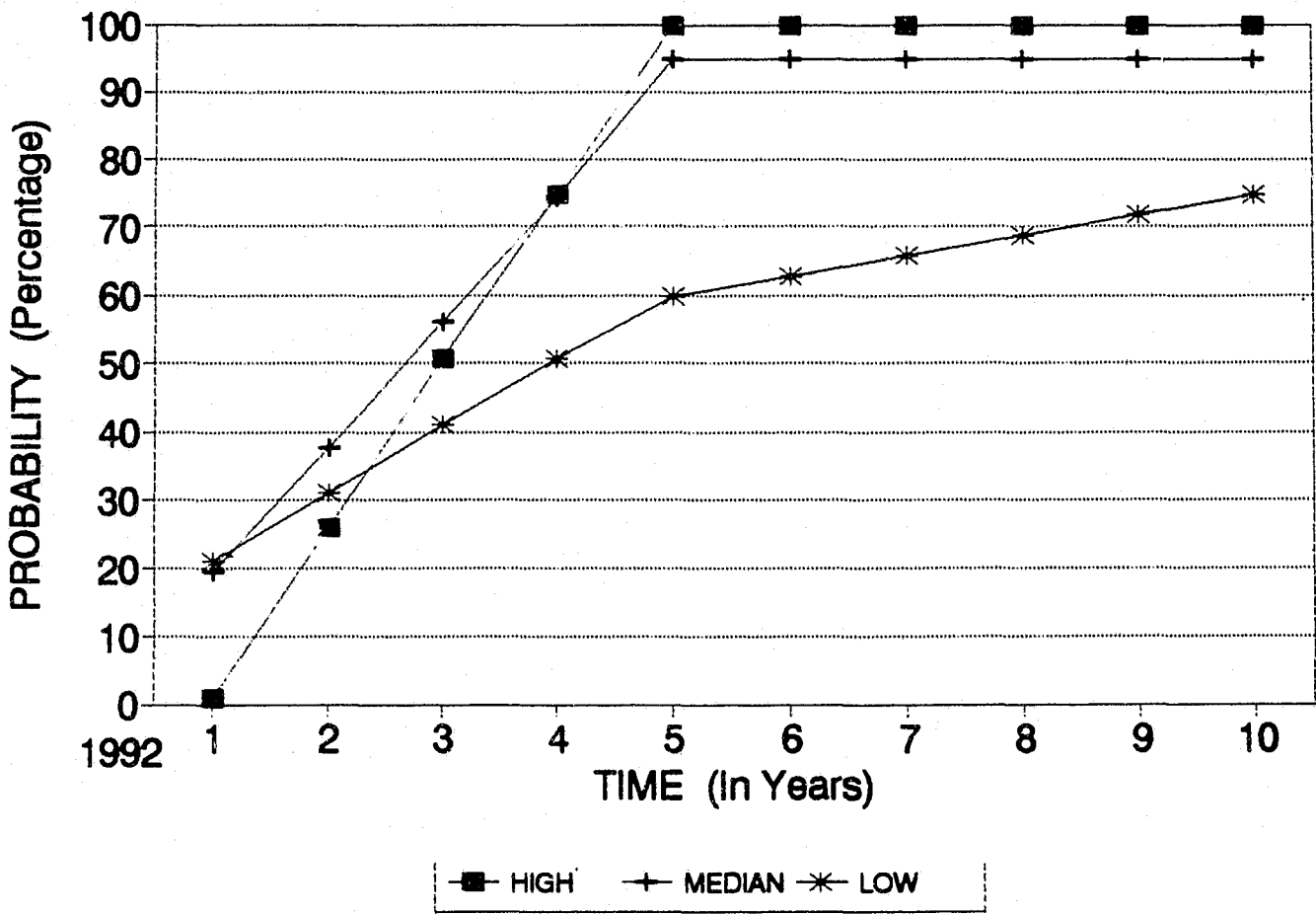
# EVENT 3

## Voter Initiative Mandates Full Sentence



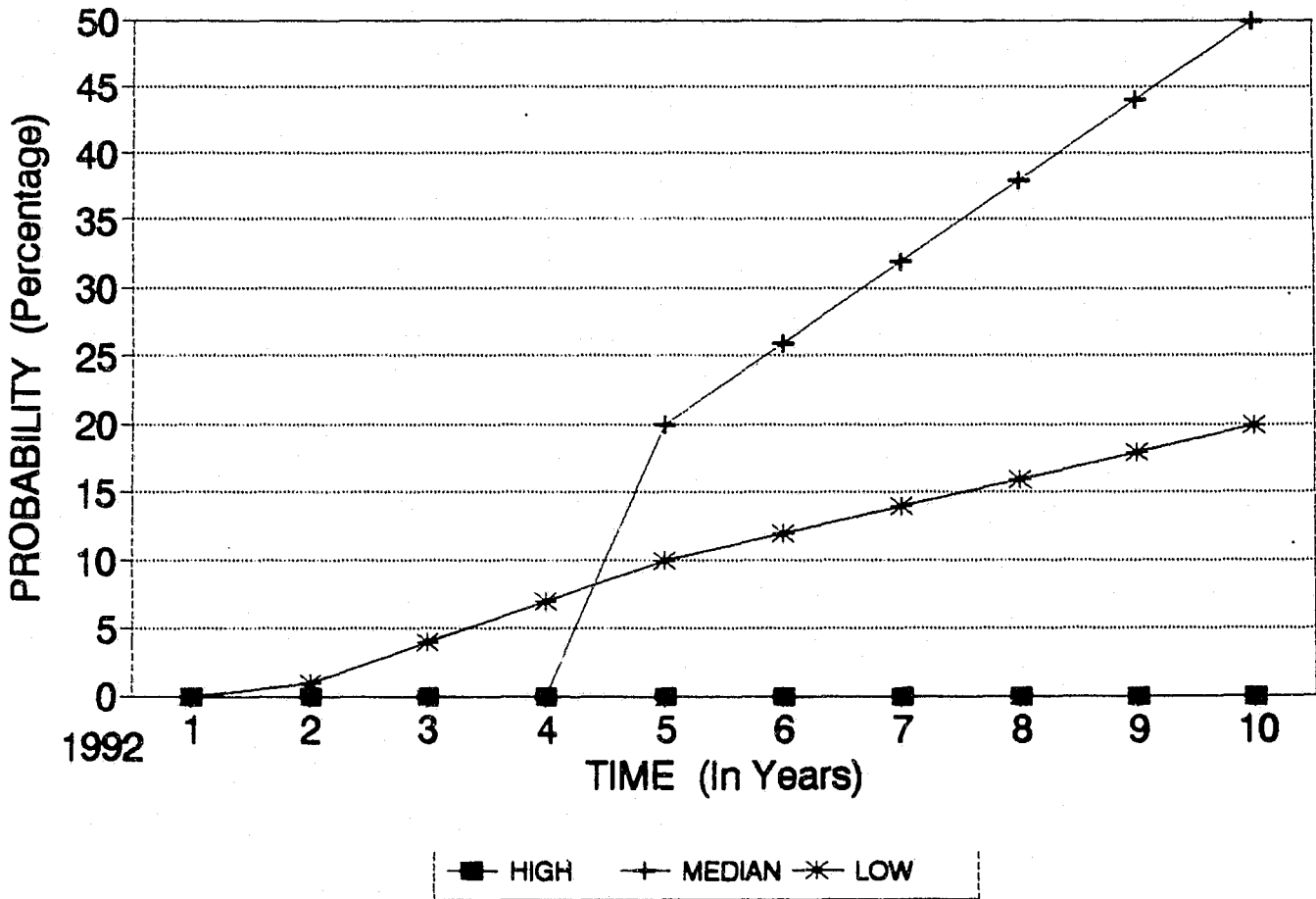
# EVENT 4

Parolee Commits Heinous Crime



# EVENT 5

## Genetic Clues For Violent Propensities



## SCENARIO DEVELOPMENT

### Scenario 1 Nominal Mode (Most Likely)

As he settled back into his office chair, the Chief of the Rio Hondo Regional Police Department read his morning copy of the Los Angeles Times, dated May 30, 2002. On the front page a headline story caught his attention; "State's Proposed Satellite Monitoring System for Parolees Declared Unconstitutional." The article went on to state that the United States Supreme Court ruled that the transponding device worn under the skin of the parolee was considered an unlawful intrusion into the body, therefore an "illegal search" in the minds of the majority of the jurists as written in the decision.

The chief contemplated on the high crime rate in his regional jurisdiction which had steadily increased for the ten years of his service with the agency. He felt very disappointed that such a highly technical tool of law enforcement would not be permitted to be tested as planned in his community.

The California State Department of Corrections had selected his tri-city regional police department to test the highly praised prototype system developed by the Sperry Gyroscope Company. His agency had experienced a large increase in the numbers of parolees released into his community beginning in 1997. This was primarily due to the intolerable overcrowded conditions in the prisons throughout



California. The Supreme Court ban on the transponder was the direct result of a suit filed by the A.C.L.U.

After the demise of the satellite parolee monitoring system, the chief asked the Department of Corrections to commit more agents to his community, in an attempt at closer supervision of the hundreds of parolees. His request caused a stir at the state headquarters, when a televised interview of the chief revealed that eleven percent of the parolees who were released into his community, had been incarcerated for crimes which included murder, forcible rape, robbery, and aggravated assault. The shocking fact was that none of them had served their full terms because of severe prison overcrowding. These same persons, had in the past, demonstrated the eighty percent rate of recidivism. The chief felt this was an unacceptable condition to impose on the members of his community.

Community leaders were also very disturbed to learn that these male and female parolees were given job hiring preferences over the local inhabitants. This became an even more difficult fact to accept since state sales tax increases were continually levied against the populace over the past five years. These increases were used to fund rehabilitation programs for former state convicts. Millions of these tax dollars had also been funneled into medical research to find the genetic flaw which leads to violent behavior in persons

predisposed to crime. The medical community felt that the test would be developed by the turn of the century.

The chief shook his head in quiet disgust and thought to himself; "This just isn't fair, my community doesn't deserve this!" With that thought, he threw the newspaper into the trash bucket.

### Scenario 2 Normative Mode

The Crime Analysis Unit's figures were such welcome news these past months, compared to earlier years when crime rates rose to unfathomable numbers. Since the inception of the satellite monitoring system for parolees was instituted in his community, the crime rate had actually dropped by a noticeable eight percent! This is unheard of in demographically similar communities. The system proved to work even better than its developer had expected. No longer did the parolees wander about, at their will, preying upon their victims. Their every movement away from their designated locations were monitored by the technicians viewing the computerized maps of the locale.

When the voter initiative mandated that all recently convicted felons had to serve their full sentences, the monitoring system helped to regulate the conduct of the hundreds of persons already in the community on parole. This was an adjunct to the system of dealing harshly with criminal

offenders in the state, after the public demanded a safe society in which to live.

The "vigilante" capture and beating of the paroled rapist who sexually assaulted the fifteen-year old girl was graphic evidence of the community's intolerance to the former practice of releasing dangerous felons back into society. Had the scientific technology been available, the man would have undergone the medical test to see if he still retained the propensity for sexually violent behavior. Because of the error in not forcing the man to submit to the genetic test for violent tendencies before his release, he was paroled without being properly medicated to suppress the sociopathic behavior. This incident prompted the Department of Corrections to evaluate their release practices to avoid further incidents of this nature.

### Scenario 3 Hypothetical Mode

On May 30, 1997, a convicted rapist was paroled after serving only three years and nine months on an original sentence of eleven years. Like a caged animal released, he sought out his prey within days of his release. His victim ended up being a fifteen-year old girl who was abducted and brutally raped as she was enroute home from her after-school job.

After he was identified and arrested for the heinous crime, the community was apprised of the fact that her

assailant had been released from prison without serving even half of the eleven year sentence. The stir in the community arising from this incident caused a grass roots coalition to circulate an initiative, which if approved by the voters, would require all convicted felons to serve their full terms in prison. This action dovetailed into the future prospect of eliminating the parole system altogether, which the state legislature deemed necessary, in light of the revenue shortfall.

The Chief of the Rio Hondo Regional Police Department joined other police chiefs and sheriffs in the state on June 15, 1997, to draft a resolution from their association. The subject of the resolution was the problem of the "revolving door" in the state's criminal justice system. The Association of California Chiefs of Police and Sheriffs formally requested that the state legislature and assembly draft a law requiring the "three time loser" (felon convicted and sentenced to prison for a third time) to serve a life sentence. Public intolerance to crime had reached such an emotional pitch that drastic measures were needed to turn the tide of crime in the state.

## POLICY STATEMENTS

The nominal future discussed in this study may bring about changes in the impact of parolees into a medium sized community. Due in great part to the community refusing to allow the dumping of great numbers of parolees upon them, they reacted to change this policy.

The hypothetical future found that very viable options in dealing with these persons might be available in the form of policy changes, scientific advancements, and medical discoveries. Positive changes were in the offering, although some were a few years into the future. The future was event driven in every aspect.

The following policies were selected to impact the future:

1. Before the community is so inundated with parolees that create such negative impacts on society, the people of the state must demand reforms such as determinate sentencing. The initiative process is a step in this direction. The law enforcement agency should create a specialty unit to control the parolees criminal behavior.
2. Voters should approve bond issues to fund implementation of drug treatment clinics and detention centers for non-violent offenders instead of costly high security prisons that must be reserved for violent

offenders and career criminals. The Department of Corrections may consider closed military bases in this state as an alternative to new construction. These detention facilities must also provide drug treatment, education and job training to the inmates.<sup>12</sup>

3. The State of California should consider replacing the present parole system in favor of the federal philosophy of punishment verses rehabilitation, which has proven to be an unattainable goal. The release of offenders on felony probation would be in place of parole under a new system.

**Policy Impacts:**

The impact of these policies, as they are realized and their effect on each of the forecasted trends and events, are contained in the table on page twenty-five.

## CONCLUSIONS

Presently there are 80,000 felony parolees residing in communities within the State of California. The parole officers who have the responsibility of supervision over these offenders regard their role as being more of the law enforcement officer rather than providing care and treatment for these individuals. Because of the expanded caseloads these agents have little time to provide the parolees, and as a result the offenders return to drug use and criminal conduct. The parole agents are pressured to keep the subjects in the community even though they have technical violations of the terms of parole, such as multiple "dirty tests" indicating the presence of controlled substances.

The institutions are filled to 180% of capacity and this mandates that every means be attempted to keep the parolee in the community. This requires local law enforcement to deal with many of these offenders when they are found to be under the influence of controlled substances and responsible for local crimes.

Drug treatment programs for parolees have been scaled back because of the reduced funding in the Department of Corrections budget the past two years. Also, educational and vocational programs in the institutions are not as available as in past years. Space that had been devoted to these resources is now used for housing the inmates.

The parolee now leaves the institution with very limited skills to compete in California's highly competitive job market. The fortunate parolee is able to obtain a seat in the literacy labs designed to give the person the competency of a ninth grade reading level. There are only nine of these labs throughout the state. The CDC has instituted a new program entitled "Preventing Parole Failure". It has met with some success, but cutbacks in Parole and Community Services personnel makes it difficult to initiate the program in some parts of the state.

CDC staff agree that the communities from which these parolees originate, and usually return to, must share some of the burden of providing jobs and social services. These sentiments were expressed by nearly every CDC staff member interviewed during this research project. The same opinion was also expressed by the interviewee at the California State Legislative Analyst's Office. This state cannot handle the financial burden of the present and future rates of incarcerated offenders. Alternate sentencing programs will have to come into being in the very near future. The chief concern expressed about this proposal is public safety. The CDC is almost mandated to release more non-violent offenders into our communities.



The research in this report suggests that these trends which are occurring now will continue in the future and will have profound negative effects upon the medium size law enforcement agency. The progressive thinking, medium size law enforcement agency must begin now to prepare for this impact. This author suggests that a "Repeat Offender Unit" is the ideal type of specialty unit for dealing with the projected numbers of parolees or felony probationers who will find residence in their community after release from prison or as an order of a court. A police agency willing to assume some of the responsibility of direct supervision of these offenders could find a financial reward from the county or state if new legislation were enacted which guaranteed payment to an agency desiring to take part in such a venture.

## STRATEGIC PLAN

### INTRODUCTION

The key issue in this futures study is the ever increasing numbers of continued custody felons (parolees), in a non-penal environment (community), and their impact on medium size law enforcement agencies by the year 2002. The trends and events identified in the futures forecasting revealed the fact that most of the communities in this state will experience significant negative impacts from the Department of Corrections' policy of placing increasing numbers of parolees into the communities. Besides the physical threat these persons pose upon society, one must also be reminded of their negative economic affect upon our communities. Their estimated rate of recidivism, exceeding 70%, causes great dollar loss through property crimes. Also, the more industrious parolees will compete for jobs intended for the residents of these communities.

The obvious impact upon medium size law enforcement agencies is the required response to recidivist criminal acts committed by these ex-felons. It seems safe to assume that every police agency in this state is stretching their resources to handle the rising crime rates. The additional numbers of parolees released into these communities aggravates this already serious problem of attempting to maintain safe levels of enforcement. Budget constraints make it very

difficult to institute special enforcement units to control the criminal behavior of the parolees. Bold strategies must be developed to counter this threat to the community.

## Strategic Plan

### A. Mission Statement

The City of Whittier Police Department recognizes that its contribution to the quality of life and a safe environment in this community is through the provision of professional law enforcement services. The Police Department will meet the challenge of providing those services by basing their thoughts and actions on shared values.

The Whittier Police Department's micro-mission statement is the responsibility and task of dealing with the impact of greater numbers of continued custody felons (parolees) into this non-penal environment (the community). To accomplish its stated micro-mission, the department will enlist the services of the Crime Analysis Unit which will identify these persons and their places of residence, both designated, and actual.

Mutual cooperation with the local parole office and its agents is of utmost importance for the success of the program. The names and critical data on these individuals shall be updated in a computer on a regular basis. Their places of residence shall be listed on a computerized map, or an overlay to be used in comparison to criminal activity occurring in the

proximity of their residences. The police department shall create a Repeat Offender Unit to investigate, surveil and apprehend offenders who are active repeat offenders.

This policy is in keeping with the goal of the Whittier Police Department to provide for safety and tranquility in a community free of crime.

## B. Situational Analysis

### 1. Environment

For a police agency in this study, the City of Whittier Police Department will be the subject of the "medium sized" law enforcement agency. Crime has sharply increased in this city since 1987, and it is believed to be in direct correlation to the increased number of parolees released into the community over the past years. In 1987 the City of Whittier experienced 2,867 Part I criminal offenses, while 911 parolees were released into the community that same year. By 1992's end the number of Part I criminal offenses totaled 4,025, and the number of parolee releases were 1,157 for the year. There was an undeniable correlation of the parolee releases into the community and the Part I crime experiences in the city over the past five years.

Environmental conditions exist wherein a strategy must be developed to counter the threat posed by the projected

increase of these persons into this community in coming years.

Economic trends and recent events in the State of California forecasts a future that will see the parole system, as we presently know it, abandoned for a felony probation system. The present proposal in a bill before the State Legislature would require the county probation departments to assume the supervision responsibilities of persons released from prison with a felony probation status. Law enforcement agencies may even be allowed or required to, in part, provide the surveillance and supervision responsibilities of these early release offenders from state prisons.

The NGT forecast results indicated that trends and events in this study revealed both opportunities and threats to the management of the impact of this problem.

There are presently 184 parolees residing within the city limits, and this number has increased from last year's figure. Much of our crime is committed by persons on active parole who are chemically dependent. They are returned to prison, but due to overcrowding they are released after serving minimal sentences. This is a **threat** as identified in one trend. Also, prison construction has fallen behind the demand for prison bed space, creating another **threat**. The Department of Corrections is under pressure because of public and political outcry, and therefore, releases the non-violent offender back

into the community, with minimal amounts of time served as they attempt to make bed space for violent offenders.

California's present financial status is such that only one of two newly constructed prisons is in operation because of lacking funds to staff the second one. This event is viewed as another **threat** to managing future impact of the topic issue.

Prospects to staff the vacant one in the foreseeable future is dismal. The policy of early releases of inmates will continue. A significant event which emerged from the NGT states that the failing economy in this state will cause the complete elimination of the parole system. This event can be viewed as an **opportunity** if the inmates are required to serve their full sentences.

The panel also listed as an **opportunity** trend, the proposal that parole can, in fact, be eliminated if there is a mandate requiring full service of sentences. The federal government has adopted this policy in recent years. A related forecasted event of **opportunity** was a voter initiative mandating the full serving of court imposed felony sentences.

The preset penal system, with its emphasis on rehabilitation, must be enhanced to mandate educational proficiency, such as high school equivalency before an inmate can be released on parole. The prison system should provide more vocational training for those inmates who show a sincere

desire for the learning experience. Lastly, the hardcore offender who shows no interest in taking advantage of these opportunities for rehabilitation, should be incarcerated in an institutional environment that stresses punishment for his/her offense.

If such a system as the one above was in place, medium-sized law enforcement agencies, such as the Whittier Police Department, would be better able to manage the impact of the parole releases into the community. Attention must also be given to present and proposed technology to electronically monitor those parolees who cannot be expected to conform to conditions of parole. Future systems could include miniature electronic transponders implanted under the skin or worn as an item similar to a piece of jewelry, that would be monitored by leased space on a satellite system. This event can be viewed as an **opportunity** of technical advancement forecasted in the NGT. A Department of Corrections computer system could then track the parole and advise if he or she violated parole restrictions.

A similar technological trend for controlling the whereabouts and activities of a parolee would be to require the person to carry a "smart card". The card would be worn in much the same manner as a military "dog tag". If the parolee left his/her location without the permission of the parole agent, an electronic signal would activate and the satellite

tracking system and would track the parolee and record the travels on a computerized map system.

Medical science will someday create a medication that will modify the anti-social behavior of criminal offenders, especially the violent ones. Genetic research may someday enable the medical profession to provide individual "designer substances" to control or alleviate the criminal disposition of a person. This medical breakthrough would eliminate most of the need for a prison and parole system, however money for research in this field may not be available due to more pressing issues such as AIDS. These **opportunities** hold some promise in the future.

The sad reality in this state is the fact that we are financially restricted from instituting new and dynamic programs now, and in future years. The Department of Corrections has contingency plans to lay off parole agents or place them in correctional positions in the prisons and ultimately abandon the parole system. Another plan devised to meet the budget deficit is to release 20,000 non-violent repeat offenders into the community on a parole status, but also release 30,000 non-violent first time offenders without any parole status. Clearly this is a **threat** to an agency which stands to be impacted by the plans. Conventional wisdom says that populist opinion will create a furor over a move such as this and make it politically difficult for the government to accomplish.



## 2. Organization Capability

The Whittier Police Department has among its **strengths** a history of innovation and diversity, with emphasis on preparation for the inevitable future impact of social change. During the past twenty-five years the Whittier Police Department has been a front-runner in inovative programs to combat crime and other anti-social acts. The Department has organized specialty teams that include the following: Criminal Tactical Unit, Multi-agency Burglary Task Force, Driving Under The Unfluence (DUI) Team, Hype Team, Gang Team, and a Crime Impact Team. The Department will face its newest challenge with a Repeat Offender Team.

Both the City Manager and the City Council have generally been supportive of proposed changes. Subsequently, the department has been preparing for the increased numbers of parolees being released into the community. This was done by identifying and tracking them in the department's Crime Analysis Unit. It is also accomplished by a cooperative and spirited working relationship with the local office of state parole.

There is consideration being given to creating a unit within the department to work repeat offenders, especially adult felons. There would perhaps be a trade-off to staff such a unit, since increasing personnel is cost prohibitive in the near future. The likely maneuver would be to return department members presently working narcotic task forces.

The impact of a repeat offender unit, compared to the drugs entering the community, may deem that the repeat offender unit is more of a priority of enforcement effort. The department would still rely on its in-house narcotics unit to work local problems.

**Weaknesses** may include the problem of staffing the Repeat Offender Unit and the department's inability to properly monitor the projected number of parole releases into the community. It is estimated their numbers will likely increase by at least 20% each year. This creates a situation of saturation of the community with felon parolees. However, members of the Whittier community have shown that they are willing to pay higher taxes if the money was spent for incarceration of offenders rather than placing them into society on parole after serving minimal time in prison.

### C. Stakeholder Analysis

The following individuals, groups or organizations have been identified as "stakeholder" who have a vested interest in the topic issue of the impact on a medium sized law enforcement agency as increasing numbers of parolees are released into a community. Each of these "stakeholders" can be counted on to have one or more opinions about the impact that a new direction, strategy or program will have on the law enforcement organization. Identifying these "stakeholder"

opinions and assumptions is a critical aspect of the strategic planning process.

1. California State Legislature:

- A. They view the fact that too many felons out on parole is a threat to their incumbency.
- B. They are the primary source to provide funding to avert the decay of the parole system.
- C. The problems in the system will not change without valid laws being passed by the Legislature.

2. State of California, Department of Corrections:

- A. They are operating systems filled beyond capacity.
- B. The current and projected funds to operate the prison systems are insufficient to house all inmates.
- C. Thousands of non-violent inmates will have to be released because of severe overcrowding.
- D. They will be unable to staff newly built prisons.

3. California State Prison Parolees:

- A. Have a desire to be released into a community on parole.
- B. There is a predisposition to be a repeat offender.
- c. Parolees have little regard for abiding by the terms of their release.

4. California Department of Corrections Parole Agents:

- A. Working with caseloads too heavy to be effective.
- B. Not given the backing to return parolees who violate terms.
- C. Concerned that their function may be abolished.

5. Community, City of Whittier:

- A. In fear due to real threat of crime.
- B. Are concerned with the increased numbers of parolees moving into the community.
- C. Believe that the middle income persons are "paying the tab" for all the social services, which include the care of parolees.

6. City Council, City of Whittier:

- A. Commitment to quality life in the community.
- B. Providing monetary and political support to the police department.
- C. Supportive of legislation to deal with parolee threat to the community.

7. City of Whittier Police Department:

- A. Responding to more calls for service.
- B. Experiencing budget cuts.
- C. Taking a proactive stance to repeat offenders.
- D. Committed to dealing with the threat of parolee crime.

8. Whittier Police Department, Crime Analysis Unit:

- A. Working relationship with local office of state parole.
- B. Provide identification, information and tracking of parolees.
- C. They develop a modus operandi of parolees and computer match them to local crime incidents.

9. Local Municipal and Superior Courts Justice System:

- A. Maximum effort to prosecute repeat offenders.
- B. Hand down sentencing mandated by statutes.

10. Non-Profit Community Agencies:

- A. Assist parolees become productive citizens.
- B. Provide support and job training.

11. American Civil Liberties Union: (Snaildarter)

- A. Would oppose implanted transponder as invasion of privacy.
- B. Opposed to legislation mandating full service of prison terms.

D. Developing Alternative Strategies

To address the subject issue of the impact of increased numbers of parolees upon a medium-sized law enforcement agency

(Whittier Police Department) by the year 2002, a modified delphi was used to generate alternative strategies for dealing with the issue. The results of the delphi are as follows:

Policy One-

Parole agents would require those wards who are directed to reside within the city limits of Whittier, to respond to the police department, meet with his/her parole agent and fill out a complete questionnaire, provide a set of fingerprints, and submit to a mug photo. This information would then be submitted to the Crime Analysis Unit and be used to compare criminal offenses with the M.O. of the parolee. The parolee would also be required to respond back to the police station for his/her scheduled drug testing samples, at which time the questionnaire would be updated.

Pros

1. Complete and updated information is available on the parolee.
2. Drug testing is performed more often.
3. "PAL", (parolee at large), information is quickly given to patrol.
4. The parolee realizes that he/she is scrutinized by the local police agency, rather than just the parole agent.

Cons

1. The system places a burden upon the department to handle the information gathering and identification duties.

2. The parole agents must travel to our cite on a regular basis.
3. The agent must make a commitment to violate repeat offenders, regardless of the policy of the Department of Corrections.

Policy Two-

The second policy is based on the assumption that the Department of Corrections will continue to release greater numbers of parolees into the community of Whittier. The police department would then establish a four-man Repeat Offender Team, consisting of a sergeant as team leader, with a corporal and two officers. This team would work under the direction of the Investigation Division Commander. The Crime Analysis Unit would provide back-up assistance for target subject offenders and related information. The team would be staffed by police personnel formerly working narcotic task forces, relieving the necessity to hire more personnel.

Pros

1. Because of their high rate of recidivism, many crimes could be eliminated if the repeat offender parolee was apprehended.
2. Word would spread that the city pursued repeat offenders and parolees would likely choose a different area to victimize.

3. A parolee would stand a better chance of following the terms of his/her parole conditions, knowing the team would pursue them.

Cons

1. It would take a dynamic person or group to initiate the project in this community.
2. The community may have a complete aversion for such a project located within its boundaries.
3. Initial start-up funds may not be available.
4. Location of a suitable site for the project has to include housing for the participants, and work and storage area.

**STAKEHOLDER IDENTIFICATION AND ANALYSIS**

Developing a strategic plan designed to move the Police Department to the creation of a Repeat Offender Unit requires underlying assumptions to be identified in those individuals, groups, or organizations ("Stakeholder"), have who vested interest in the topic issue. Each of these stakeholder groups can be counted on to have one or more opinions about the impact that a new direction, strategy, or program will have on the organization. Identifying these stakeholder opinions and assumptions is a critical aspect of the strategic planning process. The following is an analysis of the assumptions of the most significant stakeholder in the issue:





8.B Desire to provide accurate information on parolees  
9.B Desire to follow penal code sentence mandates  
10.B Desire to provide support and job training  
11.B Opposition to laws requiring full service of sentences

1.C Desire new laws to improve parole/probation system  
2.C Fear inadequacy of staff for new prisons  
3.C Display insincere attitude towards parole restrictions  
4.C Fear their jobs will be abolished  
5.C Fear that they bear the brunt of taxes for social services  
6.C Supportive of legislation to improve parolee supervision  
7.C Committed to eliminating recidivism by parolees  
8.C Desire to identify parolee recidivists

2.D Fear inability to staff new prisons  
7.D Committed to surveilling parolees

### Stakeholder Perception of Policies

<u>Stakeholder</u>	#1	#2	#3
Calif. State Legislature	split	for	for
Dept. of Corrections	split	split	for
Parolees	against	against	for
Parole Agents	for	for	for
Community of Whittier	for	for	split
Whittier City Council	for	split	neutral
Whittier Police Dept.	for	for	for
WPD Crime Analysis Unit	for	for	neutral
Municipal & Superior Cts.	neutral	for	neutral
Community Agencies	neutral	neutral	for
ACLU	against	against	neutral

Based on the above analysis, Policy Two is perceived by the stakeholder as the most effective alternate strategy to address the impact issue. With the State of California's present financial crisis, and future economic predictions, the most viable approach to impacting the topic issue is to implement a Repeat Offender Unit. It is predicted by knowledgeable persons in the Department of Corrections that indeed, the trend is to release more parolees into communities. Planning for this future impact must take place now if a law enforcement agency is to be effective in maintaining the status quo of the community.

### Implementation

The first consideration will be the planning process, which will be directed by the Investigation Division Commander, and will include staff from each division in the department. Unit mission, personnel acquisition, financial resources, logistical support and project evaluation will be the primary topics of study. The planning staff will then submit the pilot project recommendation to the Chief of Police, with a suggested date for implementation. The four team members would have to be selected from the existing compliment of officers in the department, since hiring of additional personnel is prohibited because of fiscal financial restrictions.

The suggested resource for the acquisition of personnel is from the various state and federal task forces the department has elected to assist in staffing. No major equipment purchases ar anticipated and clerical support is available in its present configuration. The office space for the unit would be allocated in the Investigation Division, and would be shared with the Narcotics Unit.

The Chief of Police will evaluate the study group's recommendation and present the final proposal to the City Manager for further review and approval by the City Council. Upon their endorsement, the Chief of Police will cause the implementation of the special unit. The Uniform Division

Commander will be responsible for selecting the sergeant and the three other members who will staff the team.

Time-line

The projected time for the implementation of the Repeat Offender Unit is as follows:

A. Planning Committee Study	60 days
B. Review by Chief of Police	10 days
C. Review and approval by City Council	30 days
D. Implementation of unit	20 days

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Total: 120 days

## TRANSITION MANAGEMENT

### Selected Strategy

Research thus far in the topic issue, "What impact will continued-custody felons in a non-penal environment have on a medium sized law enforcement agency by the year 2002?", and related futures forecasting, reveals the fact that the Department of Corrections will likely release more parolees into California communities during coming years. The greatest influencing factor in this key trend is the financial dilemma which has beset this state. Since California was delayed in experiencing the recession, the state is only now feeling the full ramifications of revenue shortfalls.

The prison system is forced to give early releases to non-violent offenders to provide bed space for the hardcore offenders. Add to the fact that this state continues to arrest and imprison significant numbers of major drug traffickers and persons involved in gang violence, and it is no wonder that the prison situation is in crisis.

Economists predict that the financial plight of the state will continue for years. This translates into revenue shortfalls that would have staffed recently built prisons and provided for other new correctional facilities.

The topic medium-size law enforcement agency in this futures issue is the Whittier Police Department. In recent

years the community of Whittier has witnessed the increase in parole releases into this community. In correlation with the greater number of parolees in the community, crime has significantly increased as well. State Parole personnel predict that this practice will increase with fervor because of the very tough economic times.

The recommended strategy (prompted by the NGT process and futures research) for the Whittier Police Department to deal with this future impact upon the community, is to create a Repeat Offenders Unit. The unit would have the responsibility of monitoring those parolees who are deemed at risk of being reinvolved in criminal behavior. These "target" persons would be the subject of close supervision by their parole agents, and surveillance by the unit if it appeared that they were committing crimes and/or using drugs.

This four member unit would be supervised by a sergeant or corporal, and have three officers working with him or her. It would be part of the Investigation Division, however the unit would maintain a close liaison with our Crime Analysis Unit for "target" subjects to monitor. The expansion of the department's numbers to create this unit is not likely due to severe fiscal budget restrictions. The most likely places to draw personnel from to work the unit would be narcotic task forces where we presently have a sergeant and three officers. In light of the present and anticipated future years budget

constraints, the unit could conceivably be funded through the use of drug asset forfeiture monies.

Identification of Players (Critical Mass)

The below Commitment Chart contains persons within the organization who are perceived to be key players ("critical mass" individuals), that can influence the proposed change or strategy, in a positive or negative way.

COMMITMENT ANALYSIS

Key Players	Block the Change	Let it Happen	Help it Happen	Make it Happen
City Mgr./ City Cncl.		X-----	----->O	
Chief Police	X-----	-----	-----	----->O
Inv. Div Cmdr.		X-----	----->O	
Crime Anls Unit			XO	
State Parole			XO	

X= Present Position

O= Desired Position

City Manager/City Council

The present makeup of our city government is very supportive of the Police Department and its endeavor to take



a proactive stance with respect to future crime impacts upon the city. There is the hope that the proposed Repeat Offender Unit can be formed without hiring additional personnel, however, if this need arose, the author believes that the City would honor the Department's request. Driven by the City Government's perception of full community support for the Police Department, they would move from "let it happen" to "help it happen".

This city has experienced a 46% increase in crime compared to statistics of five years ago, with a great part of the increase attributed to the actions of recidivists. The present climate is one of great apprehension whether the city can "hold the line" against the elements adding to our crime experience. Therefore, the author would encourage City government to endorse the proposed strategy and provide for a safer community in future years.

#### Chief of Police

The Chief of Police is a contemporary executive manager, who has always subscribed to a proactive approach to problems facing law enforcement. On the long term, his mission is to provide the department with cost effective, special enforcement to counter the threat posed by state parolee/felony probationer recidivists. When faced with possible alternatives to counter the impact of increased crime in the community, the Chief has the option to recall officers on task

forces to provide personnel for the Repeat Offender Unit, or request the City to hire four additional officers.

His present "block the change" stance, is based upon the knowledge that creation of a Repeat Offender Unit would require the department to cease its involvement in narcotic suppression task forces. He is an avid supporter of the task force concept, and he would initially resist having to pull department officers from the program.

A change to the opposite end of the continuum, "make it happen", would be easily realized if the City were to agree to staff the unit by hiring additional personnel. However, present financial conditions in the City of Whittier dictate that no new hiring take place. There is the distinct possibility that the unit could be funded by asset forfeiture money, if the City is able to fund the Police Department's Crime Impact Team, which is currently maintained by the use of asset forfeiture money.

Absent that occurrence, the Chief would have to eventually turn to his task force officers to staff the unit. If in the future economic conditions change for the better, the Chief would be fully supportive of new hiring to staff the unit.

Investigation Division Commander

Presently the Investigation Division has its detectives and narcotics investigators. This division commander will

have to assume the additional responsibility for another unit under his command, the Repeat Offender Unit. However, there will be an inherent benefit to the inclusion of the team into his division. The unit will co-investigate cases which are believed to be the work of repeat offenders, and they will also be surveilling repeat offenders to observe them when they commit crime. The net result should be greater crime clearance rates.

#### Crime Analysis Unit

The Department's Crime Analysis Unit has been in the business of tracking parolees since its inception. They have also had a close working relationship with the local office of State Parole. After the team is in place, the Crime Analysis Unit will provide the team with names, addresses, crime specialty and names of the supervising agents of the suspected repeat offenders. The team can then select the "targets" for themselves to work.

#### State Parole (Department of Corrections)

The local parole office has enjoyed a very cooperative working relationship with the Whittier Police Department. They voluntarily provide our agency with the names of all persons paroled into our community. If a Repeat Offender Unit is created, the police department would expect the parole agents to actively assist us in our investigations, such as

authorizing parole searches and recommendations to the Board of Prison Terms that offenders be returned to prison when they violate their parole restrictions.

In the author's transition plan he will point out to the local parole office that a Repeat Offender Unit would make the job of supervising parolees an easier task for the agents. Word would circulate within the sub-culture of former inmates that this jurisdiction takes a proactive stance against parolees who return to criminal behavior, and these persons would be more likely to avoid criminal behavior.

#### Management Structure

The Chief of Police will be responsible for implementation of the Repeat Offender Unit. To provide for a smooth transition in establishing the unit, it is recommended that a Project Steering Team be established. Members of this team should include a representative from our Administrative Bureau, Crime Analysis Unit, Investigation Division, Uniform Division, and a supervisor from State Parole.

Coordination of the implementation phases will be the responsibility of the Investigation Division Commander, who is the project manager, with the assistance of the unit supervisor. The Department's Crime Impact Team and its Vice and Narcotics Unit can be very beneficial to the Repeat Offender Unit in the transition management phase, since their

duties involve surveillance and special enforcement activities. This is a case of not having to "re-invent the wheel". Their experience can be applied to facilitate a smooth and easy transition from a new unit to an effective and productive team. Although conflicts will arise, the efforts put forth by the Project Steering Team will have minimized these setbacks from the onset.

After the Chief of Police has approved the recommendations for establishment of the unit and its mission, he would then authorize the plan for implementation. The selected leader of the Repeat Offender Unit (Sergeant or Corporal), would then be empowered to make the final decisions necessary to put the unit into operation.

#### Technologies

##### A. Technical Planning Meeting:

The planning group represents a "diagonal slice" of this police organization. The leader of this team should be the Administrative Bureau Commander, who would function as the facilitator of the problem solving sessions. Problem items to be addressed would include personnel acquisition, logistics, financing, liaison with State Parole, and functional supervision. Planning meetings will also be used for the inclusion of community resources, and coordination of concurrent activities within the organization which may have an effect upon the topic. The recommendations from the team

would then be presented to the Chief for review and implementation.

B. Responsibility Charting:

The facilitator will create a "Responsibility Chart" to assign tasks to key members to comprise a planning team. Members will include The Investigation Division Commander, an officer from the Crime Analysis Unit and a lieutenant from our Uniform Division.

These persons will be given a time deadline to report on their particular phase of the plan to create the Repeat Offender Unit.

C. Assessment of Resources:

To facilitate a successful beginning operation of the Repeat Offender Unit, those persons involved in the implementation must be briefed on the goals and objectives of this future strategy. Resources must be identified which will be utilized by the unit in its daily operation, such as the Crime Analysis Unit and our computerized Records Management System. Agreements must also be established for the sharing of sophisticated surveillance equipment presently in the care of our Vice and Narcotics Investigation Unit.

There is also the possibility of a modem link with the State Parole Office to glean pertinent parolee information during their off-hours.

D. Commitment of Vision:

Once the Chief of Police has implemented the Repeat Offender Unit, he must fully support the principle for which it was conceived. The goal which the Department has selected is the management of early release felons, whether they are on parole or felony probation. The test of the Repeat Offender Unit's effectiveness will be reflected in the Part I crime statistics compiled by the Department's Crime Analysis Unit as they also track targeted released offenders who show a propensity for recidivism. The unit will maintain a close working relationship with local State Parole office (if the agency is still in existence) and/or the Los Angeles County Probation Department in the supervision of early release felons.

The Project Steering Committee will also evaluate the effectiveness of the unit after it has been in operation for a six month period. The committee can review arrest statistics, case clearances and contacts made by officers in the unit with parolees/felony probationers. They can also determine the degree of the unit's effectiveness by studying the Crime Analysis pin map to visually spot high Part I offenses crime areas, determining if there are reductions in crimes. Based on the Project Steering Committee's findings on the Repeat Offender Unit's effectiveness, a recommendation can go to the Project Manager to continue the units operation or make changes as necessary to improve the operation. There

remains the possibility that the unit may not be able to accomplish its mission for any number of reasons and it could result in it being disbanded. This should not occur unless it was given a sufficient amount of time to prove its value.



## CONCLUSIONS AND RECOMMENDATIONS

Presently there are 80,000 felony parolees residing in communities within the State of California. The parole officers who have the responsibility of supervision over these offenders regard their role as being more of the law enforcement officer rather than providing care and treatment for these individuals. Because of the expanded caseloads these agents have little time to provide the parolees, and as a result the offenders return to drug use and criminal conduct. The parole agents are pressured to keep the subjects in the community even though they have technical violations of the terms of parole, such as multiple "dirty tests" indicating the presence of controlled substances.

The institutions are filled to 180% of capacity and this mandates that every means be attempted to keep the parolee in the community. This requires local law enforcement to deal with many of these offenders when they are found to be under the influence of controlled substances and responsible for local crimes.

Drug treatment programs for parolees have been scaled back because of the reduced funding in the Department of Corrections budget the past two years. Also, educational and vocational programs in the institutions are not as available as in past years. Space that had been devoted to these resources is now used for housing the inmates.

The parolee now leaves the institution with very limited skills to compete in California's highly competitive job market. The fortunate parolee is able to obtain a seat in the literacy labs designed to give the person the competency of a ninth grade reading level. There are only nine of these labs throughout the state. The CDC has instituted a new program entitled "Preventing Parole Failure". It has met with some success, but cutbacks in Parole and Community Services personnel makes it difficult to initiate the program in some parts of the state.

CDC staff agree that the communities from which these parolees originate, and usually return to, must share some of the burden of providing jobs and social services. These sentiments were expressed by nearly every CDC staff member interviewed during this research project. The same opinion was also expressed by the interviewee at the California State Legislative Analyst's Office. This state cannot handle the financial burden of the present and future rates of incarcerated offenders. Alternate sentencing programs will have to come into being in the very near future. The chief concern expressed about this proposal is public safety. The CDC is almost mandated to release more non-violent offenders into our communities.

The research in this report suggests that these trends which are occurring now will continue in the future and will have profound negative effects upon the medium size law enforcement agency. The progressive thinking, medium size law enforcement agency must begin now to prepare for this impact. This author suggests that a "Repeat Offender Unit" is the ideal type of specialty unit for dealing with the projected numbers of parolees or felony probationers who will find residence in their community after release from prison or as an order of a court.

A police agency willing to assume some of the responsibility of direct supervision of these offenders could find a financial reward from the county or state if new legislation were enacted which guaranteed payment to an agency desiring to take part in such a venture.

If a law enforcement agency does not have the manpower to create a Repeat Offender Unit, its available resources should be directed to target repeat offenders. These persons, commonly referred to as "career criminals" have the potential to commit a significant number of offenses, whether violent or non-violent crimes. They will normally be on a supervised status after release from prison, as parolees or felony probationers. Their supervising agents or probation officers must work in concert with the local law enforcement agency to ensure that they meet the terms of parole or probation.

An important aspect of their supervised status is constant drug testing. Parole and probation failures most commonly occur when the subjects return to drug use. This author read many studies that show recidivism rates highest in offenders who are not provided drug treatment programs and prudent supervision after release from an institution. Law enforcement agencies should have officers trained in drug symptom recognition to detect when these released offenders are found to be under the influence of the common drugs of abuse: heroin, cocaine and methamphetamine. When these parolees/probationers are found to be under the influence of these substances, an arrest and notification to the parole/probation officer must be made.

The law enforcement agency that is willing to train and motivate its officers to place increased emphasis on repeat offenders will be rewarded with less criminal activity, or at least slow their rising crime experiences. This strategy also requires a good working relationship with their parole or probation officers who supervise these offenders in the community.

There is the hope that the State of California will regain its economic stature as in past years and be able to fund innovative criminal justice programs that stress prevention of criminality in the youth. Also, science may develop more effective electronic devices to monitor non-violent offenders in a community setting rather than

"warehouse" so many inmates in our costly state institutions.

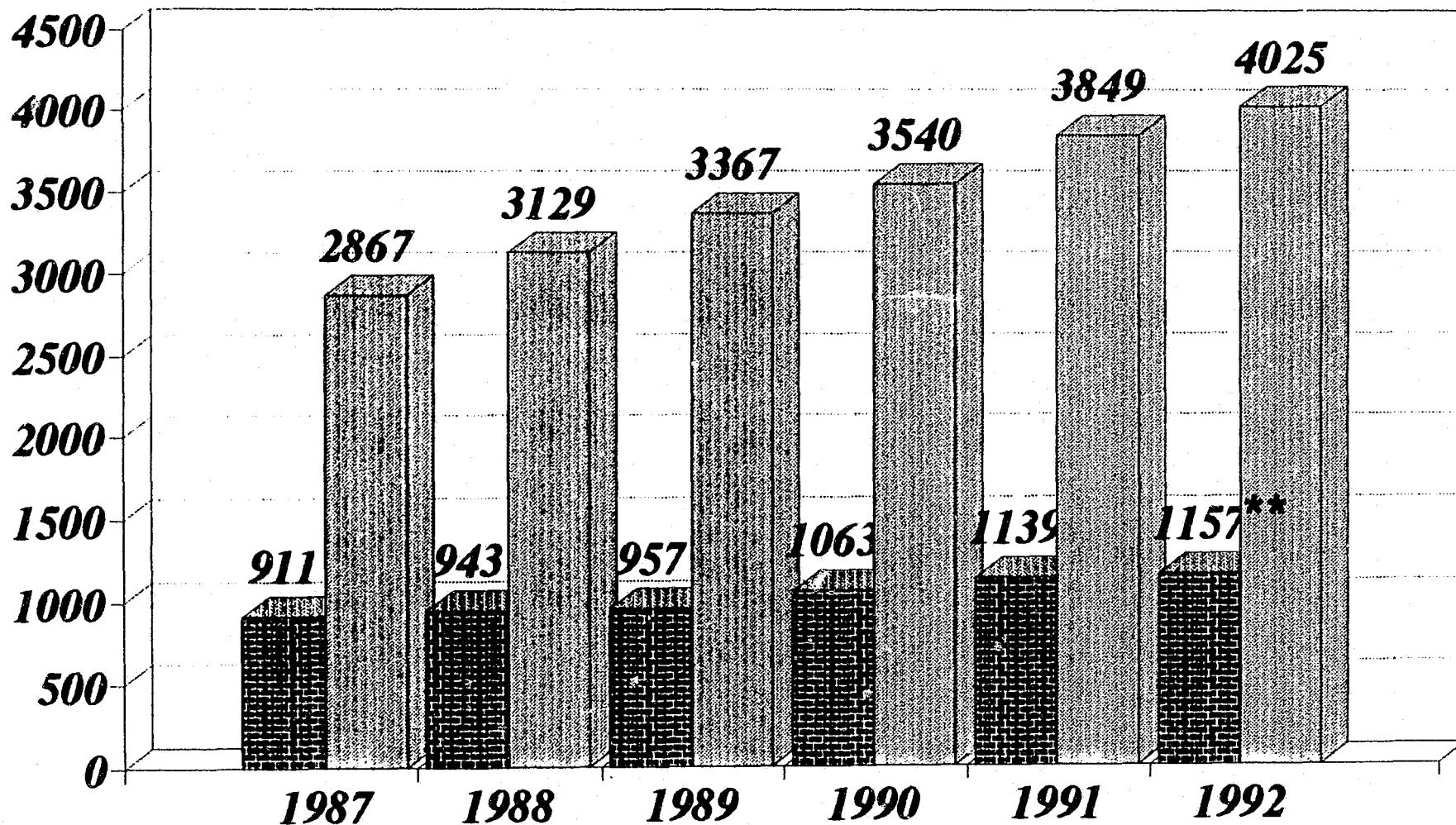
Society still demands that violent offenders be kept in prisons for their maximum terms and keeping space for them in the institutions can result by alternate means of sentencing non-violent and drug abusing offenders. The state may someday utilize more of the non-violent offenders in public works projects that will benefit communities and provide vocational training for the inmates. The state penal institutions should also provide educational opportunities for the functionally illiterate offenders while they are incarcerated.

The medium size law enforcement agency has to take a proactive stance to meet the challenge of the increased numbers of parolees and probationers who will be released into the community in the coming years. The trend of this impact is continuing and there appears to be no relief for communities, especially with the dismal economic forecast in this state.

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# Comparison of Parolee Releases to Part One Crimes



Parolees Released



Part One Crimes

\*\* 164 Parolees Transferred To  
Montebello In October, 1992

## ENDNOTES

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