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ORGANIZED YOUTH PROGRAMS IN MIDDLE SIZED CALIFORNIA LAW ENFORCEMENT AGENCIES BY THE YEAR 2000

by

James W. Harding

Command College Class IX

Peace Officers Standards and Training (POST)

Sacramento, California

1989

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

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

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

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

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Section III - A Futures Study

What role will middle-sized California Law Enforcement Agencies have in organized youth programs by the year 2000?

Section IV - Strategic Management

A model plan for middle sized California Law Enforcement Agencies, specifically Pomona Police Department, to utilize to implement the formation of an organized youth programs unit.

Section V - Transition Management

A transition plan to ensure the efficient and effective acceptance of the strategic plan.

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Section I - Executive Summary

Section II is an introduction explaining the reasons why there was an interest to research the issue. It prepares the reader for what follows, which is a three part study focusing on the issue of the role of middle sized California Law Enforcement Agencies in organized youth programs by the year 2000.

Section III involved the issue being considered by a nominal group of eight learned professionals. They were selected due to their occupation, race, sex and ethnic background. They distilled their groups collection of trends to the five most salient trends. They are the increasing population growth; they increasing breakdown of families; the declining quality and value placed on public education; the decreasing priority at all levels of government for youth programs; and increasing dependence on alcohol and drugs by youth. They also narrowed their collective future issue impacting predictions to five events. They are; a law mandating jail time for juvenile crimes; reversal in California of Proposition 13; U.S. Government reinstitutes the draft; a law mandating state, counties and cities to sponsor a pre-set number of youth programs; and riots in major cities by youth. An analysis was completed on the cross impact of events on other events and trends. The results were reviewed for their ramifications in relation to the issue. The data was used as the basis for three selected scenarios. The normative

scenario was selected as being obtainable and desirable and the following policies contemplated that could facilitate the particular future:

1. Establish a multi-law enforcement agency organized youth programs unit.

2. Encourage the establishment of an organized youth programs unit within the local city government staffed by civilians, with pledged technical assistance from the Police Department.

3. Encourage Pomona Police Officers' Association to expand their involvement both physically and financially with organized youth programs.

4. Establish an organized youth programs unit within the Police Department staffed by sworn and non-sworn personnel.

Section IV utilized the Pomona Police Department to develop a model plan for middle sized California Law Enforcement Agencies to use in reference to having a role in organized youth programs. It was developed through a disciplined effort. The situation was examined to identify external and internal strengths, weaknesses, opportunities and threats. Macro and Micro Mission Statements were written.

A committee of nine employees produced eight alternative strategies. The strategies were rated on policy delphi rating sheets. The top two alternatives ad most polarized were gleaned by the process. Analysis of these three alternatives resulted in selecting the strategy of establishing an organized youth programs unit within the Police Department staffed by sworn and non-sworn personnel. An implementation plan and negotiation plan are detailed to facilitate the process.

Section V works through the steps that are needed in a transition management plan. The completed plan will accommodate the effective and efficient implementation of the

strategic plan detailed in Section IV. This plan identified seven persons or grounds as the critical mass. An analysis was completed of their commitment level, readiness and capabilities.

The management structure consisted of the Administrative Services Captain being selected as the project manager, and a diagonal slice involving a contact person from each affected city function. Team building and inter-group meetings were included to envision the goal and encourage communication.

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SECTION II - INTRODUCTION

California law enforcement agencies' involvement, or lack of involvement, in organized youth programs is a viable issue. Law enforcement agencies are engulfed in programs centering around youths involved in drugs and gangs. Daily reports emphasize juvenile crime is serious. Trends indicate that the the delinquent behavior among increasing numbers of youth interprets into depressing future scenarios. The impact of this future is paramount to all Californians.

The future is being shaped by growing trends such as an increase in population. Of all the trends generated by technology, the increase in population at an exponential rate is rapidly becoming the most ominous.[1] In Southern California the once open space is now dotted with structures housing a reluctant melting pot of humanity.

The growth has been too quick and uncontrolled. Family customs have been cast aside as outdated values. Families are breaking up at a saddening pace. In some incidents families may live in such crowded quarters as to force the child into the street to such an extent that street life takes the place of family life.[2] The streets in many California cities are teeming with the wrong element and activities. These include racial tension, open gang warfare, alluring drugs and hostility to the police. Without enough role models and proper education, the juvenile is quickly pulled into this deviant behavior. The few role models are lost as the families disintegrate. Proper education has been a dwindling asset for many years and continues to fade away. Time Magazine reported that the facts are shocking. An estimated 13% of America's 17-year-olds and perhaps 40% of minority youths the same age, are functionally illiterate.[3] This declining public education system is due in large part to lack of funding.

Funding problems have also affected government-sponsored youth programs. Tax limitation laws such as Proposition 13 have severed financing to such productive activities as after school programs. This loss of programs has significantly contributed to a runaway drug and alcohol problem among youth.

A lack of positive activity with friends causes youth to look for other social activities and acquaintances. Very often that other social activity involves criminal behavior. Criminal behavior is learned in inter action with others in a process of communication. The principal part of the learning of criminal behavior occurs within intimate personal groups.[4] In the years past, and currently in limited locations, law enforcement agencies have provided atmospheres where juveniles could gather among productive peers and role models. The programs in Pomona included sponsoring and coaching baseball teams, boxing, car clubs and drag racing at the Los Angeles County Fairgrounds. A comparison of past programs and current infrequent participation in youth programs indicate delinquent behavior was lower when and where programs occurred.

The positive impact law enforcement youth programs can have on juvenile delinquency is the purpose of this paper. If law enforcement is to ready itself for a future endangered by errant youth and alter that future, it must prepare a comprehensive plan. This study researches the issue. It examines current and future related trends. It projects potential impacting events. The information is then used as a foundation for the construction of a model plan to implement the formation of an organized youth programs unit within a middle-sized police department.

The final section is a plan to efficiently and effectively obtain acceptance of the strategic plan. The final result is to present a document that awakens the reader to an issue of significant importance. It reports serious problems, but also provides a feasible strategy to use towards their solution. The importance of using the strategy can only be known if it brings about the desired future.

SECTION III - A FUTURES STUDY

California witnesses approximately 229,000 of its juveniles involved in deviant behavior yearly. A witness is one who has seen or has knowledge of events and does not intervene. Law enforcement agencies are not allowed to be witnesses but are expected to intervene by taking action to deter juvenile delinquency. The discussion as to whether or not organized youth programs are within the intervention process forms the nucleus of the issue of this research.

Section III involves the study and disection of the issue and sub-issues. The direction of a study forms the basis of the research and subsequent planning. Therefore, the first objective is to investigate the general issue using modern research methodologies. The findings will then be extrapolated into future scenarios resulting in policy considerations.

To initiate the direction, the general issue needs to be in question form with a time line for study purposes. The following question was used to provide the direction.

What role will middle-sized California law enforcement Agencies have in organized youth programs by the year 2000?

The general issue is closely aligned with sub-issues that need to be viewed historically, in the present and in the future. The following are the related issues from the past.

Forerunner Issues

1. What role did California law enforcement agencies have in organized youth programs in the past?

2. What financing in the past was available for California law enforcement agencies to use in pursuing a role in organized youth programs?
3. Was there a need in the past for California law enforcement Agencies to have a role in organized youth programs?
4. What type of organized youth programs were available in the past?
5. What type of youth needed extra curricular programs in the past?
6. What benefits did California law enforcement agencies reap in the past by being involved in organized youth programs?
7. Who organized and managed youth programs in the past?

Present related issues were developed to establish the current position of the general issue. They are as follows:

Present Issues

1. What role does middle-sized California law enforcement agencies have in organized youth programs currently?
2. Is there a current need for middle-sized California law enforcement agencies to have a role in organized youth programs?
3. What types of organized youth programs are currently in operation?
4. What types of youth currently need extra-curricular programs?
5. Is financing currently available for organized youth programs?
6. Who currently organizes and manages youth programs in California?

The past and present sub-issues were expounded upon and extrapolated into the future to develop future issues. The following are the future issues:

Future Issues

1. What financing will be available in the year 2000 for organized youth programs?
2. Will there be a need for organized youth programs in the year 2000?

3. Will there be a need for middle-sized California law enforcement agencies to have a role in organized youth programs in the year 2000?
4. What types of youth will need extra curricular programs in the year 2000?
5. What benefits would middle-sized California law enforcement agencies reap by being involved in organized youth programs by the year 2000?
6. Who will be stakeholders in organized youth programs by the year 2000?
7. Who will organize and manage youth programs by the year 2000?
8. What types of organized youth programs will be needed by the year 2000?

In order to keep the study focused, the sub-issues were reviewed and five selected that were germane to the topic. The five selected sub-issues are as follows:

Selected Sub-Issues

1. Will there be a need for organized youth programs in the year 2000?
2. Will there be a need for middle-sized California law enforcement agencies to have a role in organized youth programs by the year 2000?
3. What financing will be available by the year 2000 for organized youth programs?
4. What type of organized youth programs will be needed by the year 2000?
5. What type of youth will need extra-curricular programs by the year 2000?

Research Methods: Scanning

Upon making a decision to research the topic, I developed a file based on social, technical, environmental, economical and political considerations. It was a collection of newspaper clippings, magazine articles and book excerpts.

The newspaper daily reported youth as victims or suspects in violent crimes. In Los Angeles County, every city has some type of youth gang disrupting the community. The gangs range from Blacks killing because of the colors of clothes, Hispanics fighting

over turf, Asians robbing their own countrymen and white "Skinheads" attacking anyone who irritates them. One such article reported an Iranian-born woman watching her husband beaten in a shopping center in the bedroom community of La Verne, California. The assailants included youth "Skinheads".[5] Another story, typical of articles about gangs, reaccounted the death of a nine-year-old playing in a sandbox who was caught in cross-fire between rival street gangs.

Periodicals reported increases in gang involvement with few effective programs existing to intervene, suppress and treat juvenile offenders. In response, other newspaper articles called for alternatives to boredom and vice to be created for teens. Concerned parents in middle class Diamond Bar, California stated negative pasttimes, unwanted pregnancy and random violence were plaguing the areas' 12,000 teens.[6]

Texts concerning juveniles abound with past studies about the causes of delinquency. A focal point of the studies was self-esteem. One excerpt from a text stated that young people need a sense of usefulness. The author, Arthur Pearl, explained that if youth could not be useful as workers and artists, they would invent ways to be useful to each other, such as through drugs.[7] In yet another text, it was related that the delinquent sub-culture provides a set of anti-conventional deviant criteria of status and achievement that the adolescents are able to meet. In 1961, researchers, Richard Cloward and Lloyd Ohlin, recognized and warned that a delinquent sub-culture arises in response to the denial of opportunities to pursue legitimate ways of achieving success and status.[8]

A review of all the collected written material reflected an increasing involvement by youth in delinquent behavior, particularly substance abuse and gang activity. The research also reported a growing demand for alternative activities for youth but indicated that there is no leadership in that area.

Research Methods: Interaction

A review of written materials on a subject provides an adequate base to conduct a proper research study. However, interaction with participants involved in the issue provides insight and clarification. A considerable amount of time was spent conversing with troubled youth, model youth and organized youth programs supervisors. The direction of the conversations was: what causes juveniles to choose delinquent behavior, and do positive alternative activities make a difference? The content of the participants' conversations seemed to always echo the findings of researcher Travis Hirschi. He found no association between the social status of the family and the delinquency of children. Instead, he discovered that social inequalities do result in a greater propensity to commit delinquent acts. He concluded that it was not the status of the family, but the status of the youth that is important.[9]

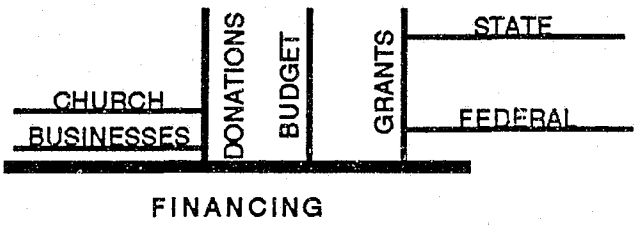
The importance of being noticed, of self-esteem, and feeling good about an achievement was poignantly revealed while serving as a counselor to a mixed group of juveniles participating in a Youth At Risk Program. The program is organized through the auspices of the Los Angeles County Probation Department and the Catholic Church Services. The program screens and accepts a limited number of youth at the door of confinement due to delinquent acts. The program processes the youth through an orientation session, counseling meetings and, finally, a two day, two night retreat.

It was during the retreat that observations were made that mirrored the research materials claim that self-esteem is paramount. Each individual group was given the task of making a music video by lipsyching to a song. Imagination and participation were the keys to a successful video. The project started slowly, but evolved as each member drew praise and attention for their individual contributions.

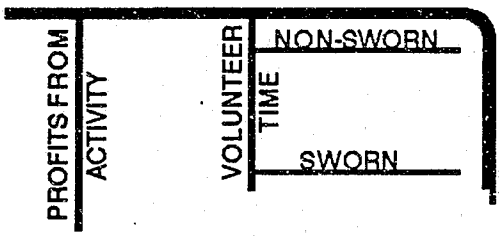
Research Methods: Relevance Tree

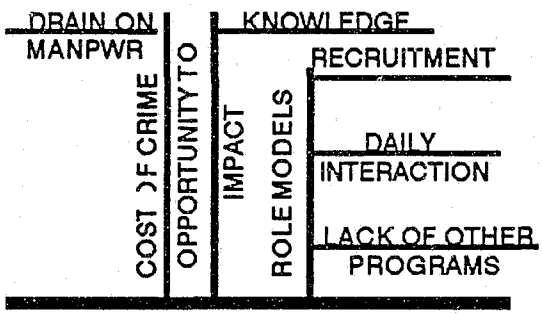
The relevance tree is a simplistic instrument used to separate while organizing thoughts pertinent to a main issue. Five sub-issues are the basis from which related sub-issues

branch out. The finished product is a complete tree replete with considerations for future policies.

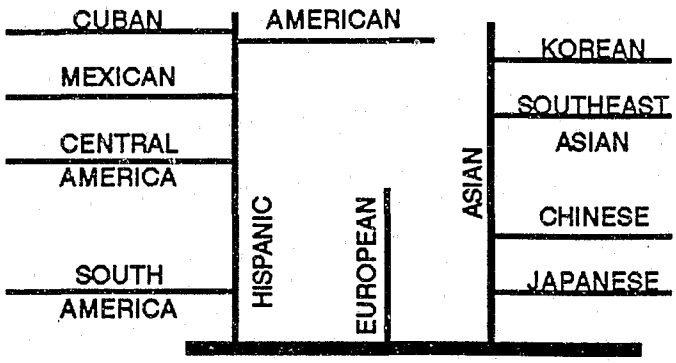


FINANCING

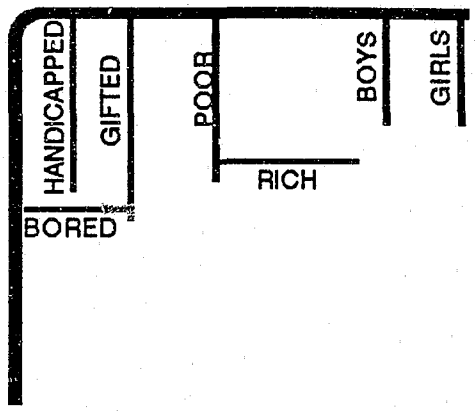


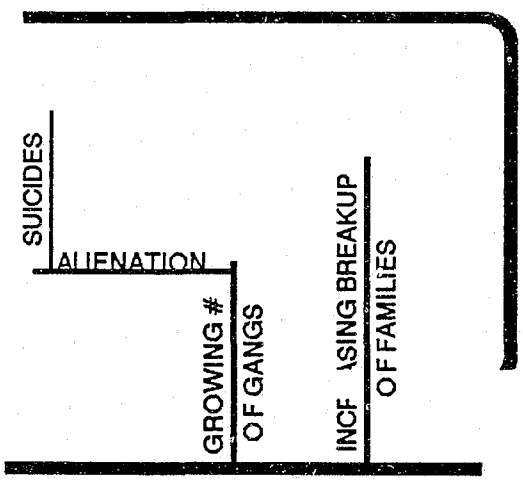


NEED FOR LAW ENFORCEMENT INVOLVEMENT

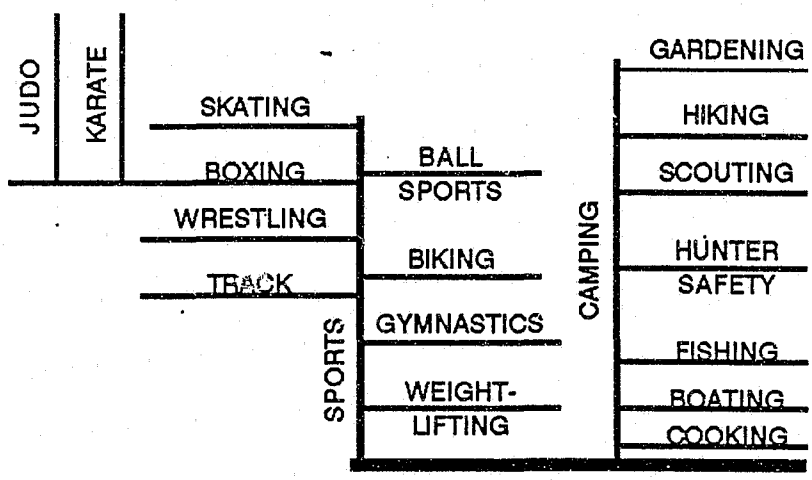


TYPES OF YOUTH

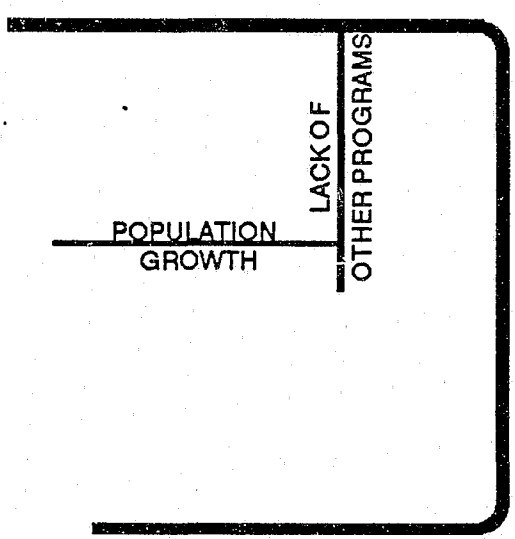




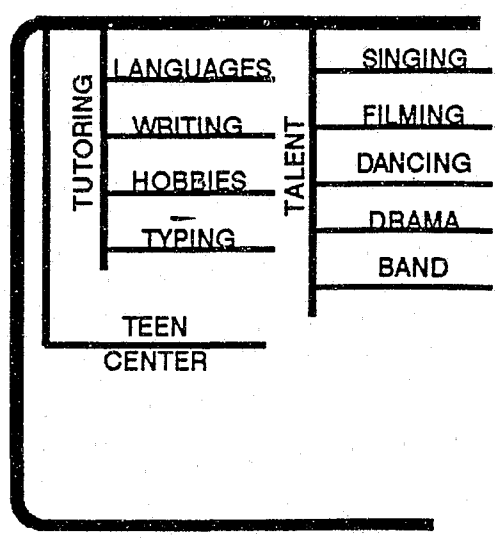
REASONS FOR FUTURE NEED



TYPES OF PROGRAMS



WHAT ROLE WILL MIDDLE SIZED CALIFORNIA LAW ENFORCEMENT AGENCIES HAVE IN ORGANIZED YOUTH PROGRAMS BY THE YEAR 2000?



The first sub-issue was concerned with the future need for organized youth programs. The press is probably the best barometer to test this sub-issue. As stated previously, the media and press daily report youth involvement in criminal activity. One such story appeared on 12-30-87, in the Los Angeles Times. The article related how a fourteen-year-old shot and killed a man on a dare.[10] It also noted an increase in violent gang assaults which started in 1986. It categorized the violence over territorial disputes and vengeance by rival gangs.[11] Other articles delved into neglected youth such as latchkey kids.[12] The articles, although different in subject matter, all involved a growing number of youth with a need for constructive activity.

The second sub-issue approached the question of whether middle-sized California law enforcement agencies will have a need to be involved in organized youth programs by the year 2000. In 1985, the United States Department of Justice announced in a Juvenile Justice Technical Assistance Bulletin that in 1981, the Office of Juvenile Justice and Delinquency Prevention conducted an evaluation of secondary Law Related Education (LRE) programs. It reported well developed LRE programs can reduce student tendencies to resolve issues by violence, reduce dependence on delinquent peers, and enhance understanding of the legal system.[13] Historically a need for programs has been recognized. The need has not subsided but has grown.

The third sub-issue notes the dilemma of what financing will be available. Previously funding came from a variety of sources but mainly was funded through taxation. Proposition 13 limited taxation and consequently cut funds to youth programs presented by schools and park and recreation departments. The advent of faltering youth programs brought on a rise in gang affiliations. The rise in gang-related crimes has strained the juvenile system and caused a rise in detention costs. This has caused politicians to take a second look at the cutting of funds for youth programs. Financially, it is not sound, as Colorado and New Jersey have learned, to incarcerate a youth for approximately $28,000 a year. They are now experimenting with community-based programs using integrated services to change the negative behavior of juvenile of-

fenders,[14] the driving force is money. Funding, therefore, may come as a result of funds being diverted.

The next sub-issue investigates what type of youth programs will be needed by the year 2000. The type of program should be constructed around established "needs" criteria. Youth as well as adults need security. Security can be accomplished through programs that provide escape for youth from their daily problems while providing an understanding about their world. Youth need friends that provide positive support. Programs unite those positive friends. Youth also need to belong and feel useful. The program most of all must be attractive to the youth for whom it is intended.[15]

The last sub-issue centers around what type of youth will need extra curricular programs by the year 2000. The migration of people from numerous countries to the United States dictates that the youth needing programs will be varied in race, culture and customs. A look at economics in the United States reveals they will be wealthy and poor. They will also be gifted and handicapped. They will often be bored and in need of a challenge. Lastly, they will very often be callous and untrusting due to the world conflicts and unethical actions they have seen and continue to see committed by the adult world.

Research Method: Nominal Group

A group of eight learned professionals from diverse backgrounds were contacted and asked to participate in a nominal group. They were provided with background information on the command college, the research issue, and the nominal group process. The selection of the group was made to include law enforcement administrators, civic leaders and a management expert. The group was formed to additionally blend perspectives from both men and women of varied racial, ethnic and religious groups.

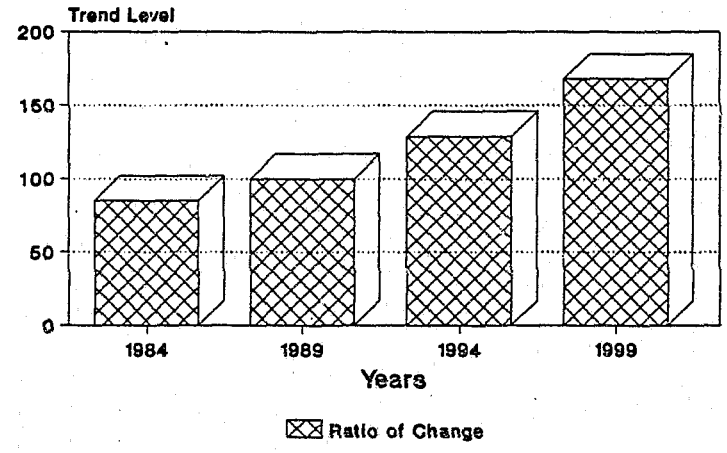
The nominal group was provided with instructions on how to identify trends and events. They were cautioned on the importance of definition, while being encouraged to allow their thoughts and imagination to flourish during the process.

The group conducted the NGT at Pomona Police Department. I served as coordinator, while another employee served as secretary, and captured and posted thoughts as members relayed them. The result was trends and future events which were submitted for consideration. Appendix C and D

The Nominal Group Technique (NGT) continued with each member being allowed to confirm they understood each trend statement. Each member of the group independently voted for the top five trends that would have the most influence on the issue. The process funneled the group's thoughts on the trends into the five most salient trends and their order of importance to the group. A trend evaluation form captured the level of the trend five years ago, according to the group, and then five and ten years from now. Appendix E. The results were averaged and illustrated in the following graphs:

Illustration 2

INCREASING POPULATION
(T1)

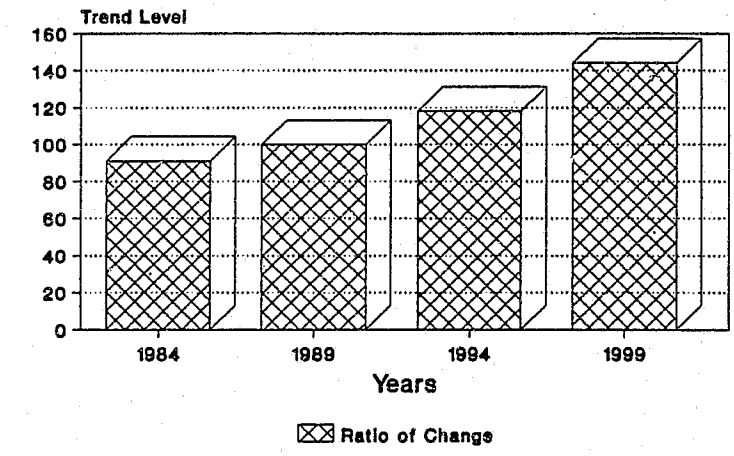


Base Year (1989)

Trend one concerned the growing population. The group was aware of demographics that indicated the possibility that the U.S. population would peak at approximately 245 million by the year 2000. Trend one also agreed with the opinion of the data from the Bureau of Census, for 1980-83, that urban America is growing faster than rural America. However, as California residents, it was the government estimation that two-thirds of all immigration in the world consists of people entering the U.S. that was most influential. The economic condition in Mexico and the conflicts in Central America were seen as driving forces to push more immigrants to California; therefore, the group saw this trend increasing from a ratio level of 85 in 1984, to 129 in 1994, and 168 in 1999.

Illustration 3

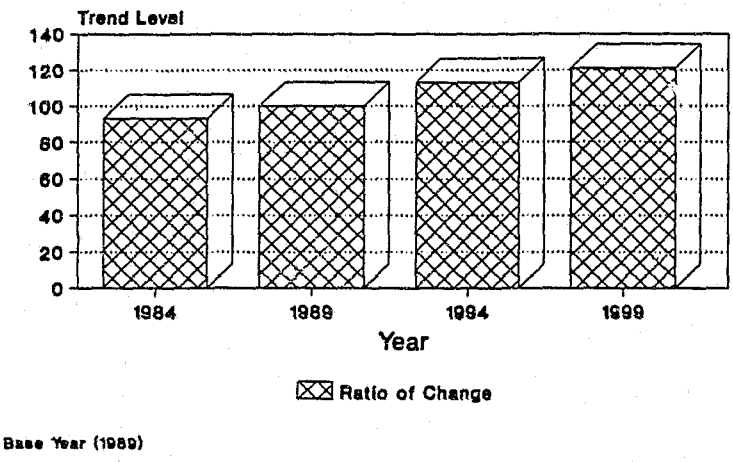
INCREASING BREAKDOWN OF FAMILIES
(T2)



Base Year (1989)

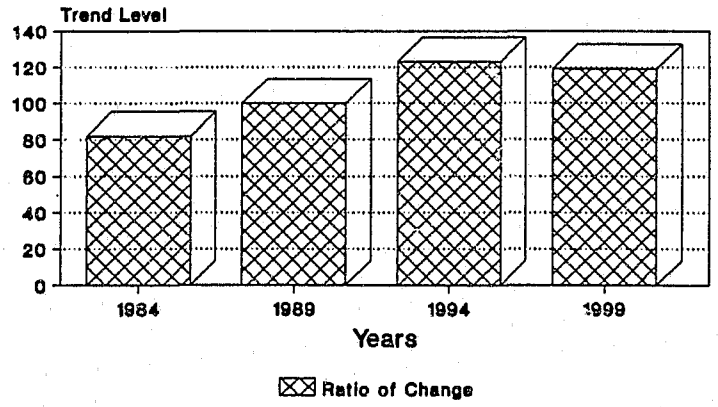
Trend two involved the increasing breakdown of families. The group cited such causes as lack of religious convictions in families, immigrant laws, loss of the extended family, economic pursuits and conditions. The group, interestingly, saw this trend grow incrementally from 1984, to 1999. The ratio rose 9 from 1984 to 1989; and then 18 from 1989 to 1994; and finally 26 from 1994 to 1999.

DECLINING QUALITY AND VALUE
PLACED ON PUBLIC EDUCATION
(T3)



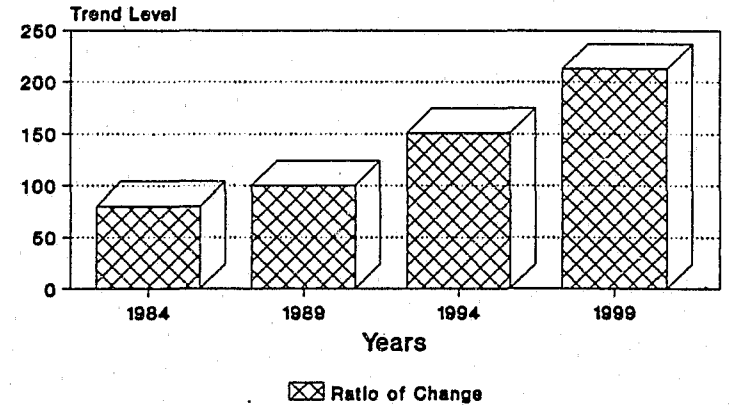
The third trend, declining quality and value placed on public education, refers to the growing number of educationally incompetent students being churned out of public education systems. Public schools are not viewed as preparing students for employment. They are viewed as very often making erroneous decisions on students' capabilities. This trend is seen as being fueled by a populace who are not concerned enough to financially make a commitment to the educational system. It is encouraging that the level of this trend is only predicted to increase from the level of 100 today to 121 in 1999.

DECREASING PRIORITIES AT
ALL LEVELS OF GOV'T FOR YOUTH PROGRAM
(T4)



The fourth trend involves the decreasing priorities at all levels of government on youth programs. The decreases were attributed to policies previously established by President Reagan and the impact of Proposition 13 in California. The trend was forecast by the group as going from a ratio of 100 in 1989, to 123 in 1994, and then dropping back to 119 in 1999. The group consensus was there will be a turnaround in the trend as other trends come to bear on the issue.

INCREASING DEPENDENCE ON
ALCOHOL & DRUGS BY YOUTH
(T5)



The last trend is the depressing trend. It is the trend of dependence on alcohol and drugs by youth. This trend was forecasted as doubling between now and 1999. The nominal group was influenced by the current media blitz covering todays out of control drug problem and by their personal observations. A discussion by the nominal group of the drug cartel situation in South America also affected the prediction of the trend as it relates to economics. Lastly, social pressures are increasing for juveniles driving more of them to indulge in substance abuse.

The nominal group was asked to consider events that they thought could occur between now and the year 2000 and would impact the issue. They were instructed to take into account technological developments, resource discoveries, natural disasters, political upheavals, legislation, political interventions, resource allocations, criminal justice decisions, and any other event they could picture that would affect the subject. The nominal group collectively developed events. The NGT process narrowed the events down to the following five events:

1. Law mandating jail time for juvenile crimes.
2. Reversal in California of Proposition 13.
3. U.S. Government reinstitutes the draft.
4. Law mandating state, counties and cities to sponsor a pre-set number of youth programs.
5. Riots in major cities by youth.

The nominal group completed an event evaluation form, which required each group member to predict the year that in which the event would probably occur and when probility would first exceed "0." The form below shows the average results of the group including the probability from 0-100, five years from now and ten years from now. The group also indicated whether the impact on the issue area would be positive or negative if the event occurred. The year that probability would first exceed "0" was determined by finding the median year.

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
	YR IN WHICH PROBABILITY 1st EXCEEDS ZERO	FIVE YEARS FROM NOW (0 - 100)	TEN YEARS FROM NOW (0 - 100)	POSITIVE (0 - 10)	NEGATIVE (0 - 10)
LAW MANDATING JAIL TIME FOR JUVENILE CRIMES	1994	39	53	+08	-01
REVERSAL IN CALIFORNIA OF PROPOSITION 13	1996	37	58	+07	-02
U.S. GOVERNMENT REINSTITUTES THE DRAFT	1999	39	51	+03	-03
LAW MANDATING STATE, COUNTIES AND CITIES TO SPONSOR A PRE-SET NUMBER OF YOUTH PROGRAMS	1993	30	48	+09	-04
RIOTS IN MAJOR CITIES BY YOUTH	1990	58	67	+02	-10

The nominal group decided that by the next 10 years there would be more than a 50 percent chance that a law would be enacted mandating jail time for juvenile crimes. The group believed that this action would strongly impact the issue of law enforcements involvement in youth programs.

By the year 1999 the group predicted the probability, from 0-100, would be 58 that Californians would reverse Proposition 13. The group was not specific as to the extent, but felt the propositions limiting taxation had strangled the availability of public funds, and that ever increasing social problems would be the impetus to reverse it. This was seen as having a significant positive impact on the issue.

Surprisingly, the nominal group saw a better than 50 percent chance that by 1999, the draft would be reinstituted. The group split almost evenly at an average of three, on a scale of 0-10, as to whether the impact on the issue would be positive or negative. Some of the group saw the draft as a means for older youth to escape from gang-ridden communities. Others saw a military build-up as a loss of available funds for youth programs.

The nominal group's consensus was that a law mandating the state, counties and cities to sponsor a pre-set number of youth programs was the weakest of possible events to occur. The group thought there was a possibility that such a law could occur as soon as 1993. Overall, they did not rate it as having a fifty percent chance of occurring by the turn of the century. The group saw the event as having the largest positive effect on the issue.

The dismal prospect of riots by youth in major cities was seen as very possible in 1994. The probability increased, on a scale of 0-100, to 67 that the riots would occur 10 years from now. The group saw these riots as devastatingly negative to the issue. The opinion of the group was that riots would urge punitive actions.

CROSS-IMPACT EVALUATION FORM

Suppose that this event actually ocurred... / ...How would the proabability of the events shown below be affected?	1.	2.	3.	4.	5.	How would the level of these trends be affected? 1	2	3	4	5	Actor Events
1. Mandatory Jail Time		+22	+21	+46	+17	+11	+12	+09	+26	+13	09
2. Reversal of Prop. 13	+24		+03	+58	-10	+17	-15	-53	-60	-13	09
3. Re-Instate Draft	+13	+08		+18	+20	+15	+10	+15	+22	+09	09
4. Mandatory Youth Programs	+20	+33	+26		-18	+24	-25	+38	-65	-26	09
5. City Riots By Youth	+58	+12	+33	+64		+23	+13	+18	+31	+14	09
Reactor Trends/Events	04	04	04	04	04	05	05	05	05	05	

The next task for the nominal group was to complete a cross-impact analysis to study the cross impact of events on other events, and on trends. The actor events were sorted out in rank order, and the re-actor trends and events were sorted out in rank order. The principle was to isolate the strongest actor events which could be policy considerations. Actors are determined by adding the number of squares in a row with changes. Re-actors are determined by adding the number of squares with changes in the columns. The totals of this cross-impact analysis reflect all events that act or react with each other, and the trends that react to the events.

The results of the cross-impact analysis were reviewed for their ramifications in relation to the issue. If a law was actually enacted mandating jail time for juvenile crimes, the probability of the other trends and events occurring would be increased. Significantly, the chances of the state passing legislation mandating cities, the county and state to

sponsor youth programs would be raised. The least impacted would be the trend of declining public education.

The reversal of Proposition 13 would enhance the probability of all of the events occurring with the exception of major youth riots occurring. That event would lower the probability of youth riots due to funding returning to youth programs. The return of funds would also bolster the probability of laws mandating youth programs as there would now be money available to fund programs. This event was also seen as reducing the level of all of the trends except population growth. The reversal would generate funds for programs and education. These programs, if successful, would lower dependence on drugs and alcohol. The family unit would strengthen. The communities would improve thus becoming attractive to live in, increasing the population.

The reinstitution of the draft was evaluated as an impact that would increase the probability of the other events and trends. A military build up is expensive and would divert funds from youth programs and the public education system. Immigration enforcement efforts may also be inhibited causing population growth.

A state law mandating cities, counties and the state to sponsor youth programs would increase the probability of the other events occurring except riots by youth. The programs would be costly and funding needs could bring a reversal of Proposition 13. The burden on the taxpayers could prompt taxpayers to call for action regarding more severe juvenile law breakers and demand the draft for a given period. The increase in the breakdown of the family unit would be lessened by programs that assist the youth and their families. The programs would, as time progressed, reduce the dependence on drugs and alcohol through educational and rehabilitation programs.

Riots by youth in major cities would significantly increase all of the events and trend levels. A law mandating jail time for juvenile crimes would be enhanced 58 percent, while the probability of a law mandating youth programs would move up 64 percent.

Scenarios

The data developed thus far was used as the basis for three selected scenarios. The first scenario is nominal containing no surprises and no manipulation to effect a result. It integrates the previously developed set of forecasted trends and events by using the year probabilities of the events first exceeding "0" as a guide to decide what happens, and then describes the resulting future.

The second scenario is normative, meaning it is desired and attainable. A specific end state in the future is provided and the steps that led to the end state.

The last scenario is a hypothetical scenario. It is structured around a "what if" premise and molded accordingly.

Scenario 1. Nominal

The 10 years since 1989 have witnessed the level of five salient trends increase causing the problems of youth to be intolerable. The population has grown from a ratio of 100 in 1989, to 168 in 1999. The breakdown of the family unit continued from a ratio of 100 to 144. The quality of public education and the value placed on it continued to decline. The dependence on drugs and alcohol by our youth more than doubled. However, there was a slight down turn in the trend to decline funding of youth programs. These trends were a signal of events to occur in 1999.

On New Years Eve of 1998, youth staged demonstrations in major cities to protest the enactment on January 1 of the reinstituted draft. The demonstrations turned into riots. The violence and destruction so enraged the public that lawmakers were forced to draft laws mandating jail time for juveniles committing crimes. Lawmakers who were not prone to issuing punitive action, drafted laws mandating cities, counties and the state to

sponsor youth programs. To fund these two laws, taxpayers were convinced to reverse Proposition 13 and increase property taxation.

The mandatory jail time for juveniles committing crimes had a positive impact in that the public were not really desirous of their children possibly being incarcerated. The public was subsequently prompted to assist in youth programs. The generation of funds from the passing of the reversal of Proposition 13 also was extremely helpful to the establishment of youth programs.

The mandated youth programs were assigned to the one agency that government officials knew had the most experience with the community's juveniles, the police department.

The programs eventually lessened the increase in families breaking down and substance abuse by the youth.

Scenario 2. Normative

January 2000. The Chief of Police is receiving an award for his innovative approaches in the past 10 years with the problems of the youth in his community. Those approaches have materialized in programs which have lowered delinquency in his community from one of the highest in the state to one of the lowest.

In January 1990, the Chief established an organized youth programs unit within his department to evaluate the problems of and with the youth in the community. The results were matched with available programs to set the wheels in motion to correct the problems. The unit was provided with information on five trends that were determined to have the most impact on the issue of organized youth programs and the role a middle-sized law enforcement agency should have with the programs. The unit was instructed to take the growing population into account, and was educated on the

increasing number of families breaking up and the resulting difficulties youth face. The members were apprised of the decline in the quality of and value placed on public education. Lastly, they were educated to the causes and effects of the increased dependence on alcohol and drugs by the community's youth.

In August of 1990, youth riots occurred in major cities in the U.S. Although suburban cities experienced similar criminal disturbances by their youth, the cities with youth programs faced minimal activity.

In 1991 and 1992, the involvement by youth in criminal activity in California rose to such a high level that voters forced lawmakers to pass a law mandating cities, counties and the state to sponsor a pre-set number of youth programs. The law was enacted in 1993. The Chief of Police was ordered to meet or show evidence he was complying with the mandated requirements. The Chief used the law to manipulate the local government to further his already productive programs. He also found that, like the mandated laws involving spousal abuse and missing persons in the eighties, he could apply for reimbursement funds from the state. He also found that because he was already organized and up to date with appropriate data, he could apply for a plethora of grants.

In 1994, the juvenile crime problem had enraged the public to the point of demanding juvenile offenders go to jail. Lawmakers succumbed to the pressure and passed laws mandating jail time for juveniles committing crimes. The local law enforcement agencies saw their overtime budgets shrink as officers had to spend more time in court due to the juvenile process now requiring trials and lengthy evidence hearings. The Chief pleasingly noted his department did not notice as large an increase in court time because the youth in his community were not as involved in deliquent activities.

In 1996, cities and counties screamed for financial relief. The public was persuaded to reverse Proposition 13. The reversal was a windfall for the Chief. He now saw more

funds for programs he had developed on a shoestring budget. He applied the new money by expanding the youth programs unit.

In 1999, the trend level in California for the dependence on alcohol and drugs by teenagers had risen in 10 years from a ratio of 100 in 1989 to 213 in 1999. The Chief could look proudly on his community's youth having reduced their substance abuse. This was attributed to the alternative activities the Police Department had afforded.

In 1999, the level of the trend of declining quality and value being placed on education was still climbing. However because the youth in his community had been exposed to 10 years of programs aimed at enhancing self-esteem, confidence and ability to get along, the educational system in the community had improved. This was because the students for the most part wanted to improve their behavior and understood the value of positive behavior.

The ability for youth to be understanding had caused many of the communities' youth to be more helpful at home, lowering the level of the trend of families breaking up. In those situations where breakups did occur, the youth were not as severely impacted due to their having a support group in the form of organized programs.

It was with pride that the Chief accepted the award on behalf of his department and, in particular, his organized youth programs unit.

Scenario 3. Hypothetical

November 1999. Proposition 13 was reversed by the voters. It is expected that funds will trickle back into community-based programs. It is a positive sign for middle-sized California law enforcement agencies who have stretched the buck far too long. It also means administrators would have to review its priorities, especially in reference to youth

programs. It is certain that a large amount of funds will be poured into such programs based on the events and trends that have transpired in the past ten years.

In 1990, gang violence swelled immediately, bursting into violence in Los Angeles, Phoenix and Portland. In California the tide of shootings, rioting and looting washed into the middle-sized communities of San Bernardino, Compton and Pomona. The prominent causes differed in each city but were associated with the growing trend of drug dependence and the decrease in positive activities for youth. Investigation by researchers, law enforcement officials and sociologists revealed in the following years a multitude of festering problems that ignited the rash of riots. They found inner city decay had reached a point where the confines of the city resembled Berlin after World War II or Saigon in 1968. Response by law enforcement agencies in those areas were completely reactionary and then only on emergency basis with adequate manpower to face hazardous situations. In low income poverty areas, proactive educational programs were scrapped so that funds could be diverted to muster more police on the streets.

The population growth contributed to the riots. Lack of immigration control was the problem. There was no indoctrination system in effect to acclimate the growing numbers of Asian and Hispanic immigrants. The cities took on a foreign look irritating a volatile group of white youth known as skinheads. They used the riots as an opportunity to further racial strife.

The media fanned the flames. Television forsook news reporting and featured an inordinate amount of staged specials that later were found to have caused panic. Gun stores sold out of their wares in a few short weeks.

In 1994, the people had experienced enough. They demanded and received laws that mandated jail time for juveniles committing crimes and mandated cities, counties and the state to sponsor youth programs. Local law enforcement wondered in dismay

where they would obtain additional funds to cover the overtime requirements now being caused by officers having to go to trial on juvenile cases. The cities and counties dumped the problem of coming up with youth programs on their law enforcement agency, without providing funds.

The trend of substance abuse continued and has now doubled from what it was in 1989. Education had also further declined in quality. The breakdown of families grew from a ratio of 100 in 1989, to a ratio of 144 in 1999.

All in all, the types of problems that had caused youth riots in 1990, were prevalent in 1999 only in a larger magnitude. The exception was funds were available for rehabilitation and preventive programs.

Policy Considerations:

If a scenario is obtainable and desirable, then it should be pursued. Therefore, the normative scenario was selected and policies contemplated that could facilitate this particular future. The impact on the issue, financing and political influences, were used as criteria for selecting the following policy considerations:

1. Establish a multi-law enforcement agency-organized youth programs unit. This would involve a joint powers agreement between the user agencies to form a full-time staff dedicated to the issue. This would add funds because of pooling. Politics could be a stumbling block. Law enforcement involvement would impact the issue.
2. Encourage the establishment of an organized youth programs unit within the local city government staffed by civilians, with pledged technical assistance from the police department. This would be politically feasible because of the opportunity for involvement by personnel from different areas of city government.

3. Encourage Pomona Police Officers' Association to expand their involvement both physically and financially with organized youth programs. This would cut some costs because it would involve volunteers. It would also bring the police and youth together, which would strongly impact the issue.
4. Establish an organized youth programs unit within the Police Department staffed by sworn and non-sworn personnel. The unit would develop, organize, and manage a diverse number of programs directed at all segments of Pomona's youth population. Funding would be sought from the city budget, state and federal grants, and private donation. This would impact the issue by involving the police, community and youth in programs.

Summary

The futures study was a review and analysis of information and data on the future need for law enforcement to be involved in organized youth programs. It was found that youth have a need for self-esteem, security, understanding and belonging. It was clear that if these needs were not found in positive opportunities, youth would search for them in deviant activities. The deviant activities correlated to more work for the police, affecting cost and work conditions. Therefore, the analysis indicated a win-win relationship when law enforcement is involved in positive opportunities for youth. The strategy for involvement is the next step.

SECTION IV - STRATEGIC MANAGEMENT PLAN

In Section III a futures study was conducted around the issue of what role middle sized California law enforcement agencies will have in organized youth programs by the year 2000? Three future scenarios were constructed by weaving trends and potential events with the issue.

Strategic management builds upon the foundation created by futures research and constructs a model plan. The following plan will be for use by middle sized law enforcement agencies. The plan for the purpose of this paper will be built around the Pomona Police Department. Pomona is a city fraught with economic dilemmas, political problems and crime. The youth in the city are in dire need of direction. Pomona Police Department is by definition a middle-size police department. The combination of Pomona Police Department's size and resources coupled with the challenges of the city make it an excellent department for which a complete and all encompassing plan can be built.

The SMEAC (Situation - Mission - Execution - Administration - Control) model will guide the strategic management process. This model includes analysis of the current situation, specifies the organizational macro and micro Mission Statement, determines alternative strategies, selecting one specific recommendation and finally addresses the areas of administration, logistics, and the type of planning system which will be the most appropriate for the police department selected for this paper.

Situation

In the research portion of this paper a nominal group of selected professionals brainstormed the issue. They worked through the NGT process and distilled the current trends to the five that have the most affect on the issue. These trends are the increasing population, increasing breakdown of the family, declining quality and value being placed on public education, decreasing government funding priorities for youth programs, and increasing dependence by juveniles on alcohol and drugs.

The same nominal group repeated the process to arrive at five potential future events that could impact the issue. The five events would be legislation mandating cities initiate youth programs, riots in major cities by youth; reversal of Proposition 13, draft reinstated, and legislation mandating jail time for juveniles committing crimes.

These trends and events were factored into the next process of the strategic planning, the analysis technique called Wots-Up. This technique reviews the weaknesses, opportunities, threats and strengths presented by the environment and organization.

The environmental opportunities and threats were examined as they pertain to the City of Pomona. The city has an inordinately large juvenile population. The reviewing group construed the juvenile population to be both an opportunity and a threat. The chance is there to reach and significantly impact a substantial number of youth with meaningful programs. It is also a threat to the welfare of the community and a hindrance to the effectiveness of the Police Department that there are large segments of the city's populace unsupervised, unemployed and susceptible to gangs and drug dealers.

The City of Pomona is politically unstable. The council majority is self-serving and unprepared to face the problems of an economically poor, over crowded city riddled with crime. This political atmosphere is a threat to all governmental agencies, especially the Police Department. There is, however, an opportunity in that any program that can be marketed to fit the council's needs has an opportunity for financial support.

The cities 12 recognized gangs and unknown number of drug dealers are a threat to everyone. These entities have a real stake in the youth in Pomona as they are generally the recipients of their nefarious endeavors.

A real opportunity in Pomona is the availability of community service organizations. They were organized in 1986, under the umbrella of Combined Agencies to reduce the number of youth at risk in the city. It is a combination of community service organizations, churches, government agencies and businesses located in the Pomona vicinity. They were brought together to make the members aware of each other, facilitate networking, and coordinate the community's efforts to better address the city's youth problems. They have thus far identified the problems, but have done little in solving them.

This analysis of the city will now be presented in relationship to the aforementioned trends and events and to their impact on the organization's ability to respond to the strategic issue.

Trend 1. Growing Population

This trend could add to the problem or the solution depending on the direction the new residents will be guided towards. The increased population to the city will negatively impact the Police Department if an unmanageable number of youth live in the city. If the increase in population includes persons with resources such as organizational skills and a sense for positive growth, the trend will benefit the Police Department in any undertakings including those directed at the strategic issue. Factors affecting this growth could be immigration of non-English speaking persons, birth rate and age of new residents.

Trend 2. Increasing Breakdown of the Family Unit

The trend that probably will have the most impact on Pomona Police Department's ability to respond to the issue is the increasing breakdown of the family. In 1988, the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention sponsored a conference. In that conference panel members stated "some youths join gangs primarily because gangs are a sort of family that can provide a sense of belonging for youth who have no other family structure".[16] Pomona is especially vulnerable to the detriments wrought by broken families as Pomona has 12 recognized gangs.

Trend 3. Decreased Funding Youth Programs

Funding at all levels of government for youth programs is a trend that stymies cities such as Pomona. It is a trend that crushes hopes for police departments such as the Pomona Police Department to initiate programs to redirect errant youth. In 1987, the City of Pomona Public Safety Futures Committee reported the Pomona Police Department had a ratio of 1.2 sworn personnel per 1,000 residents compared to the national average of 1.8.[17] This lack of personnel coupled with Pomona having one of the highest crime rate in the state, leaves little resources for youth programs.

Trend 4. Quality of and Value Placed on Public Education Declining

The decreasing quality of public education and thelessening value placed on quality public education is a trend with a long range impact. It is already affecting some students who did not learn the basics at a young age and cannot keep up in junior high and senior high classes. They ultimately drop out with no productive alternative lifestyle. It is very often these educationally displaced persons that most plague the Police Department. They are inclined to do crimes for gangs or become street drug dealers. This is a tragedy as they are in some instances the individuals which would most benefit from some type of youth program.

Trend 5. Youth Increasingly Dependent on Alcohol and Drugs

This trend devastates everything; the community is crippled, the Police Department is kept busy in what has become an assembly line process of arresting, booking and releasing drug and alcohol offenders. Because drug and alcohol use is epidemic, the issue is extremely impacted. If youth are not provided with attractive worthwhile activities involving supportive friends and advisors, they will associate with those who advocate drugs and alcohol as diversions. These negative associates are gang members and drug dealers, currently the number one antagonists of the organization.

Event 1. Mandatory Jail Time of Juvenile Crime.

Mandatory jail time for juvenile offenders would be beneficial to law enforcement. First, it would eliminate immediate recidivism by those juveniles arrested, thereby reducing workload. It would in most likelihood benefit the issue in that the juvenile holding facilities would quickly overfill and be so costly as to cause politicians to loosen funds for youth programs. There might also be a public backlash to such a callous reaction to juvenile crime that demands would be made through concerned citizens groups, churches or other special interest groups to have city, county and state governments create and sponsor youth programs to reduce and eliminate delinquent behavior.

Event 2. Reversal of Proposition 13.

Funding is the fuel that keeps the organization operating. It is also a needed ingredient to any program directed at making specific services available to specific clientele. The reversal of Proposition 13, would in fact, again produce revenue sources to be used for many programs.

Event 3. Draft Re-Instituted.

The reinstitution of the draft would be a threat to the Pomona Police Department as it relates to the strategic issue. The military branches have since the resting period after

Vietnam taken a position to once again be spit and polish, take orders, stay out of trouble or leave organizations. The Army and Marine Corp would be the two branches to receive draftees. The unwilling recruit would find life most inhospitable in General Alfred Gray Jr.'s Marine Corp. The general stated in a 1987, article in USA Today that boot camp was not tough enough. He has since set about toughening up the Marine Corp.[18] Many recruits entering this atmosphere after a soft "do as you will" life, will desert to cities where they can blend unnoticed. Pomona currently meets that description. They would only add one more negative element to the community.

The cost of a military build-up would steal funds that could be appropriated for projects such as youth oriented programs.

Event 4. Law Mandating Cities, Counties and States Sponsor a Pre-set Number of Youth Programs.

In the community, no legislation could benefit the populace more at this time than a state law mandating cities, counties and the state to sponsor a set number of youth programs. The impetus,if connected to strong punitive sanctions for non-compliance, may cause all government entities to analyze their spending and appropriate sufficient funds for proactive preventive youth related programs.

The organization is a natural to organize and manage many possible programs. If sufficient funding was provided, the organization would have an opportunity to thwart the trend of increasing drug and alcohol use. The organization, however, would find such legislation a threat if the city gave it the burden of developing such programs without proper funding.

Event 5. Youth Riots in Major Cities.

A riot involving youth in a major city such as Los Angeles would spill over into suburb cities like Pomona. The injuries and destruction would have a negative impact on the community and make relations between the police and youth tenuous at best. The opportunity that could be salvaged would be to sufficiently link youth problems to the dearth of youth programs and use threats of such future incidents to persuade the populace to demand and support youth programs.

The next step in the Wots-Up technique involves an organization capability and resource analysis. Eight members of the Pomona Police Department, including sworn and non-sworn personnel, were recruited to participate. The recruits were chosen by such criteria as current job responsibilities, experience, accessibility to a variety of departmental information, and political clout. The personnel independently completed two capability analysis rating forms (Appendixes F and G). The forms were designed to evaluate certain elements of the organization on the basis of special criteria.

The collective scoring of the organization's assets as rated on capability analysis, Form 1 (Appendix F) is listed below. The form listed I and II on the scoring sheet as superior or better than average. They are correlated to strengths. III on the scoring sheet indicated average or acceptable. All III's were considered neutrals and not listed. All IV's or V's indicated problems were evident. IV's and V's were listed as weaknesses.

Strengths	**Weaknesses**
Police Officer Skills	Manpower
	Facility
	Funding
	Calls for Service

Attitude Morale

Image

Council Support

City Manager Support

Management Flexibility

Turnover Rate

Citizen Complaints

Pomona Police Department Assets Analysis

The analysis revealed that the Pomona Police Department is perceived as average in its use of technology, its equipment, management and supervisory skills,growth potential, pay and benefits, community support, crime and traffic enforcement.

The only strength noted were the skills possessed by the police officers. The officers, because of the heavy and varying calls for service under the most adverse of conditions, have honed professional talents, developed enviable knowledge and received priceless on-the-job training relevant to other civil service occupations such as social services.

The weaknesses were so numbered as to be crippling. The manpower was rated as being on the verge of a crisis. Manpower, along with poor funding and staggering calls for service requires immediate improvement. The situation for improvement was con-

sidered bleak due to no council or city manager support. The end result was a high turnover rate and far too many citizen complaints.

The second capability analysis form concerned what type of activity Pomona Police Department encourages. The results reflect management that adapts to minor change, but never seeks novel change. This correlated with the reviewing group's view that the management either rejects new skills or will only learn enough new skills or gain enough knowledge to get by.

The organization, in this analysis, was viewed as only being able to adapt to minor or familiar changes. The organization was viewed as stingy with rewards or incentives. The power structure of the organization was seen as rigid.

The organizational competence was seen as not being open minded, especially middle management. The line personnel would seek new ways of operating only if they are related to current methods of operating.

A review of the data in this analysis indicates that the information is extremely pertinent to the strategic issue. The only organizational strength that can be relied on is the officers' skills. Other influencing categories such as management, and supervisory skills, were average and could be improved through training and team-building workshops. The equipment and technology was also average. It needs to become improved to the point of being a strength if the issue is to be successfully resolved.

The noted weaknesses have such an impact as to be incapacitating to any additional project, especially a project that involves a change in thinking and operations. The second capability analysis indicated management and line personnel are strangely adverse to taking on new ideas.

In further defining the situation, the Strategic Assumption Surfacing Technique (SAST) is employed. SAST identifies stakeholders related to the strategic issue being addressed. Stakeholders are persons or groups who impact what is done, are impacted by what is done, or are concerned about what is done. An unanticipated stakeholder who could radically impact the strategy is considered a snaildarter.

The stakeholders related to the strategic issue and their assumptions have been listed below. The graph that follows maps Stakeholders in terms of importance and also by degree of certainty about their assumptions in relation to the strategic issue of implementing youth programs.

1. Pomona Police Officers
   a. Assume more work will be expected of them.
   b. Will feel culture shock in that the job criteria will not include arresting offenders, preserving the peace or solving crimes.
   c. Will resistance based on prejudice towards juvenile delinquents.
   d. Will be victims of meism causing them to not want to dedicate the time to youth programs.
   e. Will do an admirable job because their true nature is to lend a hand.
   f. Will want to be involved in decision making.
2. Police Management
   a. Will resist change.
   b. View programs as non-police traditional duties.
   c. Will feel a loss of manpower for operations.
   d. Will understand the value of such programs to the community.
   e. Will possess the skills to implement such programs.
3. Pomona City Council
   a. Will resist change unless it benefits them.
   b. Possess limited understanding of the problem.
   c. Has the clout to cause programs to be implemented.

d. Has a desire for short range results.

e. Is enforcement oriented instead of preventive oriented.

4. Pomona Youth

a. View programs as a chance to participate in activities not normally available.

b. View programs as a waste of time due to no opportunity to make money.

c. View programs as an opportunity to achieve success and status.

d. View programs as an opportunity to learn English and other skills.

e. View programs as an alternative to belonging to a gang.

5. Pomona Unified School District

a. Is cautious that their facilities will be used and abused.

b. Welcomes activities that integrate respect for authority.

c. Views programs as an opportunity to have more police protection.

6. Pomona Combined Agencies

a. View youth programs as an opportunity for their clientele to participate in a variety of activities.

b. View youth programs as an opportunity for them to grow.

c. See a threat to their growth, due to a loss of funds.

d. Welcome activities that integrate respect for authority.

7. Parents or Guardians of Pomona Youth

a. Would be complacent.

b. Would view youth programs as an opportunity to have a baby sitter.

c. Don't have the ability to organize.

d. Would view youth programs as an opportunity for their youth to participate in activities they would otherwise be unable to participate in.

8. City Administration

a. Would view youth programs as competition for funds.

b. Would think that youth programs are not within purview of Police Department functions.

c. Believes job of Parks and Recreation Department is to plan youth programs.

d. Will oppose because it will have long range goals.

e. Will want to be involved in decision making.

9. City of Pomona Parks and Recreation Department

a. Will think youth programs are a threat to department budget.

b. Will see an opportunity to expand for the good of the youth.

c. Will want to be involved in decision making.

d. Will see an opportunity to receive additional manpower.

10. Established Youth Programs

a. Will view the idea as a threat of losing participants in their respective programs.

b. Will see an opportunity for their organization to grow due to new sponsors.

11. Pomona Street Gangs

a. Will view youth gangs as a threat to gangs as organized programs would break hold on youth.

b. Will see a loss of revenue.

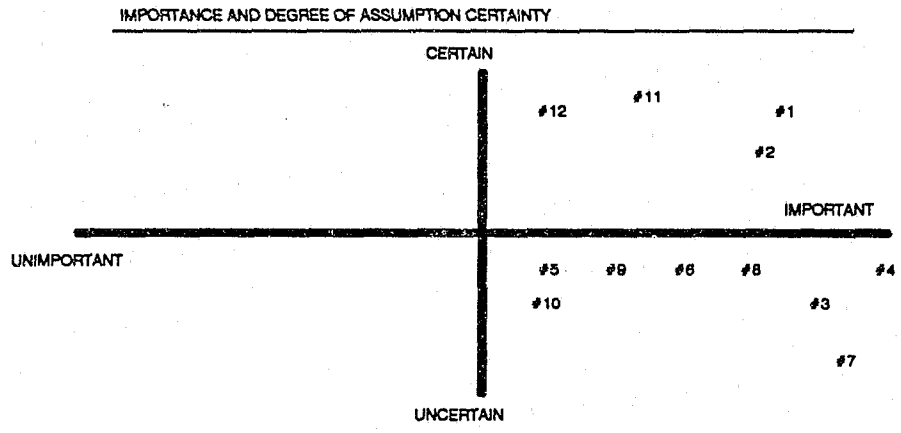
c. Will feel a loss of esteem.

d. Will see a loss of membership.

12. Pomona Drug Dealers

a. Will view youth programs as a threat of loss of customers.

STAKEHOLDERS



b. Will see youth programs as a threat of more law abiding citizens in sales areas causing potential for arrest.

The following have been identified as potential snaildarters:

1. Neighborhood residents around park facilities that would house new programs. The residents could oppose an increase in traffic and noise.

2. Unknown political candidates could attack any program that was vulnerable because of cost and no short-range results.

Mission

Macro Level Statement

To commit to a high level of police service and security to the citizens of Pomona through

- The reduction of crime;

- An organization of caring professionals who deliver service to the community in a realistic, sensitive, positive manner;

- The pursuit of positive organizational and personnel development.

Micro Level Statement

The Pomona Police Department Youth Programs Unit will develop, implement, organize and when necessary staff meaningful youth programs. The programs will be so varied as to offer activities to all youth of the community. The unit's staff will be properly trained and aware of the community's problems. Each member will serve as a role model for the youth.

Execution

The following eight alternative strategies and their pros and cons were developed by nine employees of the organization. The nine individuals are knowledgeable and of various rank and sworn and non-sworn status. Sex and race were also taken into account when selecting the individuals because of the issue. The alternative strategies were rated on policy delphi rating sheets. The rating is based on how feasible and desirable the strategy is to the rater. The process provides a means for a collective number of individuals to work alone to prioritize alternatives. This is accomplished by accumulating the individual scores so that each alternative has a total score. The top two alternatives and the most polarized were gleaned by this process. Analysis of these three alternatives resulted in a final chosen alternative.

Alternative Strategies

1. Maintain the status quo. The current process involves offering drug education classes in school and other requesting organizations; and facilitating combined

Pros	Cons
The PoliceDepartment is providing some level of service to youth.	Current activities and services do not provide coverage to all youth.

agencies' meetings to encourage more involvement with youth programs. The department also supports PPOA in their current endeavors such as fund raisers for terminally handicapped children.

2. Establish a multi-law enforcement agency-organized youth programs unit.

Pros	Cons
Such a staff could assess and prioritize youth program needs. Strong law enforcement participation.	There could be prioritization based on bias.
	Agreements between agencies would be difficult, causing use of resources to be uneven. Other joint city programs have failed.
	No focus on local needs.
	Not a law enforcement function.

This would involve a joint powers agreement between the user agencies to form a full-time staff dedicated to the issue.

Pros	Cons
Excellent opportunity for community/police interaction.	Potential for conflict between city and police department.

Pros	Cons
Opportunity to provide leadership and direction.	Currently is occurring to a certain degree and is not appreciated by the community.
	Funding is decreasing.

3. Encourage the establishment of an organized youth programs unit within the local city government staffed by civilians, with pledged technical assistance from the police department.

Pros	Cons
Opportunity to bring an awareness to PPOA of the causes of youth problems.	Type of sponsored programs may not meet existing needs.
Opportunity to encourage youth to consider careers in law enforcement.	Would not provide the level of programs needed by the city.
Officers who volunteer will be dedicated.	May not be able to obtain volunteers.
Good for association image.	Financial limitations.

4. Encourage Pomona Police Officers Association (PPOA) to expand their involvement both actively and financially with organized youth programs.

5. Establish an organized youth programs unit within the Police Department staffed by sworn and non-sworn personnel. The unit would develop, organize and manage a diverse number of programs directed at all segments of Pomona's youth population.

Pros	Cons
Similar to current community programs which have been successful.	Possible political intervention.
	Financial constraints.
New Interim Chief interested in youth programs.	Current trend in city is against community programs.
Competing interests would have opportunity for their programs to be considered.	Anti-law enforcement attitude by city council.

Funding would be sought from the city budget, state and federal grants, and private donations.

6. Form a full time committee headed by the Police Department and staffed with city

Pros	Cons
Multi-organizational approach fosters relations.	Too many diverse interests.
	Committees are too slow.

employees and community leaders to research available organized youth programs. Information obtained in the research would be disseminated by the committee to the community. The committee would also provide technical assistance in reference to organizing and managing recommended programs.

Pros	Cons
Organized structure already in existence.	Unknown where financing would come from.
Cooperation between agencies already established.	Would have limited police involvement.

7. Encourage the Pomona Unified School District and Pomona Parks and Recreation Department to expand their after school care program to include recreational programs. The incentive, to be offered by the Police Department, would be participation by Police Department sworn and non-sworn personnel on a volunteer and over-

Pros	Cons
Less ownership problems.	Too many areas for one person to cover.
Law Enforcement could seek funding.	Not a priority with the city council.
	Cost.
	Unclear objectives.
	Not considered within the scope of a sworn officer's duties.

time basis.

8. Establish a single organized youth programs officer position within the Police Department staffed by a sworn officer. The responsibilities of the position would in-

clude collecting information on worthwhile youth programs applicable to Pomona's youth, and organizing the programs utilizing Pomona's service organizations.

Alternative strategy number one received the highest score. This may in part have been a result of the city's current political situation. There is a city council who is anti-law enforcement oriented. The Department is under the direction of an Interim Chief. There is an Acting City Manager. These type of conditions are generally conducive to maintaining a status quo situation.

The strategy of maintaining the status quo would not attend to the problems being brought on by the five identified trends. It would do nothing to prepare for the potential future events.

Alternative strategies number three and number five were tied in the scoring. Both alternatives would have a positive impact on the identified trends. The exception would be population growth. The alternatives would also provide a base to prepare for the five potential events, if they occur. However, the potential for conflict between the city and Police Department could be too big an impasse for alternative three to be overcome.

Alternative strategy number four was the most polarized. Some individuals believed it very feasible and desirable. Others said it was probably unfeasible and undesirable. This diversity is attributed to the make-up of the group. Civilians believe the Police Association would actively participate in programs if encouraged. The sworn personnel know the apathy faced by anyone asking the Police Association for volunteers.

Recommended Alternative Strategy

Establishing an organized youth programs unit within the Police Department staffed by sworn and non-sworn personnel is the chosen strategy. This organizational format has been proven successful through the work of the Community Relations Unit. It has been established that youth programs prevent deviant behavior and can be significant in the rehabilitation of delinquent juveniles. It was also found in the futures study that there is a dearth of youth programs available.

It is commonly felt that police participation in organized youth programs is outside the scope of law enforcement. However, research indicates law enforcement participated actively in such programs in the past. Examples of participation included sponsoring clubs, drag races, sports teams and scouting.

This strategy impacts all of the trends except population growth. It could, however, affect who moves to the city depending on who feels comfortable moving to a city that cares about its youth. The unit would be actively involved in programs that would prevent its youth from being a part of the predicted future rioting. It would also reduce the number of local juveniles who would be involved in crime and be incarcerated if mandatory jail time for juvenile committing crimes comes to pass.

It is thought that actual involvement by the Police Department with youth programs will cause floundering programs to build. This is because Officers on the street better understanding of youth's problems. In return, the officers will build respect among the juveniles and establish a rapport that will enhance police and juvenile programs.

Administration and Logistics

Staffing

1. One Senior Police Officer. The Officer must have shown a desire to work with the community, particularly with youth. The Officer shall have strong initiative and past

high ratings in his/her ability to get along with other employees and the public. A background in coaching or organizing sports programs is desirable. Placing a sworn Officer of rank in the position will provide a status to the position since it is a part of the Police Department. A trained Police Officer can better understand the difficulties a juvenile may be encountering in the community. The Officer also brings a law enforcement presence to the program locations.

2. One Public Service Technician. This position would be a full time civilian Police Department employee. The employee must have as a minimum an AA Degree in some curriculum aimed at juvenile education. He/she would act as a technical advisor to the Senior Officer. The technician would also research and advise on current programs directed at preventing juvenile delinquency. He/she would also research and seek grants to sponsor programs.

3. A cadre of volunteers. The volunteers can be sworn or non- sworn. The qualifications will be that they have a desire to work in the community and in particular with youth. They must have some technical skills related to sports, drama, dance, music or other creative talent. If they do not have technical skills or creative talent, they must be willing to attend seminars or training classes pertinent to the program they will be assigned to. The employee's evaluations must indicate no deficiencies in tact, attendance, initiative and work habits.

Facility and Equipment

1. An office will be established at each of the city's major parks.

2. A file cabinet will be maintained at each park containing information pertinent to the programs at the park.

3. A van with appropriate police decals and youth programs unit painted on it for identification will be purchased.

Training

1. Educational courses which are identified as being needed will be received through enrollment at Mt. San Antonio College, Rio Hondo College, Chaffey College, or Citrus College. Enrollment and accompanying costs will be paid for by the Police Department.

2. Orientation training will be taught by Senior Officers in charge of youth programs unit.

3. Juvenile education update classes will be taught by PST.

Budgeting

1. Police Department budget.

2. Funds seized in relation to narcotics and dangerous drugs operations.

3. Federal, state grants.

4. Donations.

Evaluation Criteria

1. A formal tracking of number of youth involved in crime within the city.

2. A formal accounting of number of youth involved in organized youth programs within the city.

3. A formal tracking of behavior of youth at risk involved in youth programs within the city.

4. An evaluation process on need and success of individual programs.

5. An evaluation process for staff of youth programs unit.

Time Line

1. The unit should be in operation 30 days after approval.

2. Programs should be available in each designated area within six months of approval.

3. An evaluation of the program should occur within one year after approval.

4. The Senior Officer position should be rotational with a stint of duty being two years.

Negotiation Plan

Rarely is there total acceptance of a strategy. In an effort to make facilitation of the process less cumbersome, the key points of the strategy were reviewed and rated on the possibility of their negotiation. In the area of staffing, it is negotiable as to who will head the unit. The qualifications shall remain, but may be enhanced. The second full-time position qualifications are negotiable, but must at least meet the given criteria. The volunteer cadre is non-negotiable.

The subject of facilities is open for discussion. It just needs to be understood that part of the potential for the success of this program is a police presence at the program locations.

The equipment needs are listed at a minimum. The means for further provision are open for input.

The training phase is necessary. The sources for training are chosen for their acceptable abilities. Any accredited source of pertinent information related through a competent medium is acceptable.

Budgeting is open. It must be understood that the strategy will have no opportunity for success if the budget is not sufficient to facilitate accepted points.

The evaluation criteria is not negotiable. They are necessary controls to capture information that will either re-shape the program, maintain the status quo, or cause the program to cease.

The time line is flexible. The time frames can be expanded, but should not be shortened. The areas can also be enlarged, but should not be reduced.

The proposal of an organized youth programs unit within the responsibility of the Police Department will be controversial. Many will voice their opinions on how and what such a unit should do. These individuals or groups are stakeholders who know or feel they will be impacted by what this unit will do. They have assumptions made up of basic, deep rooted values and beliefs about the subject.

In concert with selecting a strategy, an analysis of the stakeholders was conducted. The process included contemplating whether the identified stakeholders would oppose, support, modify, or ignore the strategy.

John M. Bruson, an Associate Professor of Planning and Public Affairs in the Hubert H. Humphrey Institute of Public Affairs has stated, "an effective strategy must meet several criteria. It must be technically workable, politically acceptable to key stakeholders, and must accord with the organizations' philosophy and core values. It must be ethical, moral and legal."

It was with this concept in mind that detailed specific negotiating strategies for each previously identified stakeholder were developed. The development was as much as possible objective. Concentration was on the stakeholders' previous behavior.

The Pomona Police Officers have a large stake in the youth of Pomona turning away from gangs and drugs. Gangs and drugs create problems that affect their daily workload and conditions of Police Officers negotiating strategy should address their safety and security needs. They will need to be provided with the objectives, structure, resources and activities of the proposed unit.

Police management has the same investment as the Pomona Police Officers. Management generally has given up the security of lower ranks and chosen to be responsible for the success of the running of the organization. In negotiations they should be allowed to work for their needs. Management needs include a need for achievement, a need for affiliation and a need to influence. They will need to know the objectives of the strategy, the planned structure, resources and activities.

The Pomona City Council is a challenge. The council must be considered as a whole unit if the council is considered individually, and so treated the others could squash the program out of resentment. Each council member went after his/her position and acquired it. Each did so partially out of civic duty, but also to satisfy a personal need. These traits must be recognized and subsequently used in deciding a negotiation strategy. The negotiation strategy should be based around their needs for esteem, and

self- actualization. They will need to be shown the prestige they will garner from involvement.

The Pomona youth must be approached individually. Upon approval of the program, the unit will have to define who the youth are and form a strategy to gain their acceptance to the programs. The stakeholders will include considering their physiological needs, safety and security needs, esteem needs, belonging needs, needs for self-actualization, needs to know and understand and aesthetic needs.

The Pomona Unified School District, Pomona Combined Agencies, Pomona Parks and Recreation Department and the established youth programs in Pomona are all very similar in their needs in relation to the strategy. Negotiations should center on their homeostatic needs. It is imperative to make it clear how important their assistance will be. The end result is to have each of these organizations view this situation as one in which it will be better to have some participation rather than none.

The city administration is currently an unknown due to the position of city manager being vacant. However, any future city manager will, out of job security, want order and balance. A presentation of the external environment today and tomorrow in relation to the strategy should assist. The negotiation strategy should be directed at the new manager's aesthetic need.

The last group is the numerous gangs and drug dealers. This is not a black and white issue. Some participants of gangs should not be considered beyond removal from the community. However, others participate because of the same needs mentioned in the section on negotiating with the youth. Who are youth must be approached individually. As was mentioned previously the unit will need to define who are considered youth. Each individual's reasons for participating in deviant behavior will need to be delineated. An assessment of involvement will also be required. Those youth who behave in an acceptable manner among these groups will then be analyzed as to what

strategy will gain their acceptance to the available programs. It may be necessary that an entire program be developed to accommodate these groups.

The snaildarters in the plan are the neighborhood residents and unknown political candidates. It should be the policy to always provide timely information to fulfill these individuals' need to know. The information should be presented in such a manner that the affected resident or political candidate has an opportunity to have quesions answered, thus promoting an understanding. It is the desired effect in handling snaildarters that by using logic and reason, no unanticipated action will occur.

Summary

The strategy to implement the formation of an organized youth programs unit in the Police Department was developed through a disciplined effort. The plan was created to be viable, adaptable and amicable to the needs and populace of the city. The process used specific steps that analyzed strengths, weaknesses, opportunities and threats. It clarified and forged a mission and values. It provided fundamental decisions and actions to shape the nature and direction of the strategy. The acceptance of the strategy is the function of the next section, which is transition management.

SECTION V - Transition Management Plan

The purpose of Section V is to work up a Transition Management Plan to accommodate the effective and efficient implementation of the strategic plan. A Transition management plan is an announcement of the vision of the project. Its intent is to build commitment and understanding. It analyzes the organization and establishes interim management roles and processes, while providing means for feedback.

Methods: Identification

The use of the following methods, instruments and techniques led to the transition management plan:

1. Clarification of the agency the strategic plan is to be implemented into.
2. Identification of the critical mass necessary to ensure the change.
3. Commitment planning chart.
4. Management structure.
5. Readiness/Capability Chart.
6. Responsibility charting.
7. Team building to ensure commitment and understanding.
8. Inter-ground meetings for two-way communication in reference to the transition.

Methods: Implementation

Clarification —

The following study, and strategic management plan are directed at middle-sized California law enforcement agencies. For the purposes of this research study, the Pomona Police Department has been referred to as the study agency. It is a department consisting of 171 sworn personnel and 88 non sworn personnel. It is a police department with a chief of police as the department head. The Chief of Police receives direction from a city manager, who is advised by a city council. The city has a more than average crime problem.

Critical Mass

The critical mass are those persons in certain positions that must be committed to the change in order for it to succeed. The critical mass is examined so that tactical approaches can be developed to move each individual or group to the required level of commitment. The results of that examination are as follows:

1. The Chief of Police at Pomona Police Department is an interim chief. He has a desire to be the full-time chief. He is in a position wherein he must motivate the officers under his command, while leading them in a given direction. He must do so by earning their respect and by understanding their needs. He also must accommodate a city council through an interim city administrator. He needs to demonstrate to the community he is concerned. These factors place him in a make-change-happen position. To maintain the Chief of Police in this position, the project manager must make it a priority to have a win-win relationship with him. This will require the project manager to demonstrate good intentions and maintain open communications. There should be collaboration whenever possible with the focus being on the big picture.
2. The City Council, consisting of a Mayor and four council members are included in the critical mass. A true council is representative of the constituency that voted them into office. Guided by ethical and legal considerations,

they are to use their skills to advise and consent on issues paramount to the welfare of the community. However, the current City Council would block such a strategy due to current police- council relations. The minimum assistance needed from the council is to let change happen. This could occur if the first assumption about the Chief of Police is correct. It would be through him that the idea would have to be provided to the council. He would need to brief them on the findings of the futures study. He should convince them of the benefits they could receive for proposing a plan to minimize the negative trends and prevent Pomona suffering any consequences should any of the potential events occur.

3. The Police Officers are definitely part of the critical mass. In the strategic plan process it was identified through a capability analysis of the department that police officer skills were the only strength of the department. Therefore, if the plan is to succeed, it must have their participation. However, the same capability analysis indicated that the Police Department was handicapped because of a lack of manpower, calls for service, poor morale, high turnover rate and lack of funding. These weaknesses, coupled with the assumptions noted in the stakeholder analysis, indicate the police officers would not be desirous of any change that could bring on more work or reduce manpower. The fact that morale is low and the officers apathetic causes the Police Officers to be in a let-change-happen mode. They must be moved to a help-change-happen status. This problem was considered in the negotiation plan portion of the strategic plan. It was decided that the police officers have a large stake in the behavior of Pomona's youth. Juveniles' involvement with drugs and gangs increases the officers' workload and adversely affects their working conditions. The negotiating strategy was to address their safety and security needs. Therefore, they will need to be apprised of the information obtained during the futures study on the trends and potential events concerning the issue. They will need to be provided with the strategic plan's

goal and objectives. Most of all, they will need to know what is needed of them.

4. The remaining identified critical mass members or groups are presently committed to helping the change happen. This situation can remain if the project manager collaborates with them whenever possible. This group includes the Unified School District Parks and Recreation, Combined Agencies and the established programs.

Illustration 10

COMMITMENT PLANNING CHART

Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				X O
City Council	MINIMUM X ———	O	DESIRED ———	O
Police Officers		X ———	O	
Pomona Unified School Dist.			X O	
Pomona Parks and Recreation Department			X O	
Pomona Combined Agencies			X O	
Established Youth Programs			X O	

x = Where Critical Mass Stands Now
O = What is Needed from Critical Mass

Management Structure

It must be recognized that the period that will occur during the implementation of the strategy will not be the same as the period proceeding or following the change. This period of transition needs to be overseen by a district management affiliated with the goal and objectives.

In analyzing the critical mass, it was determined that a variety of personalities with differing views would have to be dealt with if the strategy was to be successfully implemented. The type of commitment ranged from blocking change to make change happen. The difference among the cri tical mass means negotiating will have be be employed tactfully at times, but with authority. It was noted that any part of the critical mass could thwart the strategy. Therefore, the management structure must be capable of properly implementing the strategy plan while obtaining participation, or at least acceptance, from the critical mass. This can best be facilitated through the use of a project manager.

The project manager, to implement the plan, will need adequate authority to access proper resources, the manager's position will need to be a respected position, and the individual will need advanced inter personal skills. At the Pomona Police Department, the Administrative Services Captain would best qualify for the assignment. The Administrative Services Captain currently oversees similar community programs. The position already interacts with the stakeholders involved in this strategic plan. The Captain has sufficient authority to bargain for resources. The fact that someone is promoted to Captain generally is indicative that the person possesses inter-personal skills. The Administrative Services Division already is responsible for recruitment, testing and processing of employees. It is also the unit that conducts training. This would ease the staffing and training of personnel needed in the position.

The Captain will maneuver the transition by using the management structure known as the "diagonal slice." The slice will consist of a contact person in each affected city function, location and level. Communication with these individuals will ensure they are apprised of proceedings while gathering needed input. The personnel chosen to be part of the slice will be a representative sample, not a formal representation of groups.

READINESS/CAPABILITY CHART

	READINSS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
Chief of Police	X			X		
City Council			X			X
Police Officers		X			X	
Pomona Unified School Dist.		X			X	
Pomona Parks and Recreation Department		X			X	
Pomona Combined Agencies		X			X	
Established Youth Programs		X			X	

The project manager will need to assess the readiness and capability of the critical mass in reference to the acceptance and support of the strategy. The chart illustrates the Chief of Police is ready and capable, while it is doubtful the Council is. The remaining mass is acceptable.

RESPONSIBILITY CHART

ACTORS → / DECISIONS ↓	PROJECT MANAGER	CHIEF OF POLICE	CITY COUNCIL	UNIT STAFF	DIAGONAL SLICE
FEASIBILITY PLAN	R	A	A	S	S
SELECTION OF PERSONNEL	R	A	I	S	I
RESOURCES	R	R	R	R	R
TRAINING	R	S	I	R	I
DEVELOP AGREEMENTS	R	S	S	S	S
GAIN COMMUNITY SUPPORT	R	R	R	R	R
OVERSEE PROGRAM	R	R	I	R	I
EVALUATE PROGRAM	R	R	R	R	R

R = RESPONSIBILITY
A = APPROVAL
S = SUPPORT
I = INFORMED
- = UNRELATED

This responsibility chart specifies actors and their responsibilities in reference to decisions that will be made to implement the strategy. In each decision on the chart it is pre- planned as to whether the actor will be responsible in the decision, have their approval needed, support the decision or just be informed. It is also possible the actor could be unrelated to a decision.

In reference to the strategic plan, all actors are responsible for gaining support for the Police Department's organized youth program's unit. The feasibility plan is the project manager's responsibility, but must be approved by the Chief of Police and City Council. The seeking of the council's approval is due to assumptions related in the strategic plan: the Chief of Police is an Interim Chief and conscious of the council's anti- police position. The council, in any negotiation, must have their need for esteem kept in mind. It was recognized in the stakeholder's analysis that the council has the clout to cause

programs to be or not be implemented. The support of the unit's staff and diagonal slice personnel is needed.

The selection of personnel is the job of the project manager subject to approval of the Chief of Police and support of the unit's staff. The council and diagonal slice should be kept informed.

Training will be the task of the project manager and the unit staff. It will be imperative that the Chief of Police support the training. The project manager should keep the council and diagonal slice up-to-date on the training.

The project manager will ensure that agreements between agencies occur. The other actors will lend support.

The project manager will oversee the project along with the Chief of Police who cannot delegate away ultimate responsibility. The unit staff will also be responsible for all aspects under their control. The council and diagonal slice will be briefed as needed. Everyone will submit evaluations on the program.

Team Building

A team-building workshop will be conducted prior to embarking on the transition. It will be attended by the project manager, unit staff, diagonal slice personnel, Chief of Police and City Council Members. It will be a one day session facilitated by a professional service. Hopes, expectations, fears, complaints, suggestions and questions will be communicated in reference to the transition period. The purpose will be to envision the goal and convince all involved to let go of "what was".

Inter-Group Meetings

The participants will take the vision back to their respective groups. Inter-group meetings will occur. The vision will be shared to inform others why the change is occurring and what the process is. The communication should relieve anxieties and build support for the transition. Feedback should be solicited and returned to the management structure. Productive input should be implemented. It was identified in Section IV that many of the affected personnel have a need for affiliation and a need to influence. The involvement of these persons in the transition stage will promote their support.

Summary

The transition period is a period of dangerous opportunity. The period needs to be managed to maintain control, to make progress occur and to direct circumstances not be the victim of circumstances. The project manager will manage him or herself, and those that they will be dependent on. This will be accomplished if the department leader is kept informed, integrity is maintained, and the needs of others involved are met. There must be frequent honest communication. This requires the project manager be available and constantly monitor the transition. The diagonal slice personnel will have to sell the problem not just the solution. Everyone will have to encourage divergent thinking.

The management of the transition period should start with an assessment of the organization's transition readiness. There should be a vision of what the ending will be and action steps to help people let go of what was. There should be an objective to bring everyone through the transition successfully by obtaining their commitment. Lastly, the transition period should be an opportunity to experiment and improve.

SECTION VI - CONCLUSIONS AND FUTURE IMPLICATIONS

The rising crime rate in America offers many problems, not the least of which is the startling upward trend in crimes committed by juvenile offenders. There is a critical need for police agencies to accept a more active role in forming and participating with juvenile groups. Chief Howard A. Earle, of the Los Angeles County Sheriff's Office, provided this sage advice in 1967.[19] In general, California law enforcement agencies did not take heed.

Today California cities are losing their streets to abandoned youth. A solution to the problem is not immediate. However, if in 1967, agencies had followed Chief Earle's sage advice, many of the troubled youth of today, would have had alternative activities in which to engage. The study is a starting block for a law enforcement agency to use, so that by the year 2000, a brighter future will exist for the youth of tomorrow.

The role law enforcement agencies will have in sharing that future was the focal point of the study's issue question and sub- issues. The first sub-issue addressed whether or not there will be a need for organized youth programs in the year 2000. The question was answered by extending the current trends affecting the issue. The increasing trend of families breaking up will continue due to uncontrolled immigration, fading religious convictions, economic uncertainty and problems related to drugs and alcohol. These problems will be compounded by the increasing population.

The second sub-issue questioned the need for a middle sized California law enforcement agencies to have a role in these programs by the year 2000. The research indicates juvenile delinquency will cost the public extensively in the future. The deviant activities of the bored, poorly educated youth will be a draw on police manpower. Law

enforcement will have to be pro- active to thwart the tide of errant juvenile behavior. There will need to be daily positive interaction. Law enforcement will have to supply the activities needed due to a lack of other programs.

The third sub-issue concerned financing and where it will come from for such programs. It concluded that administrators will manipulate local budgets for some funds. Donations from businesses and churches will supply other capital. Federal and state grants will in most likelihood be available.

The type of youth programs that will be needed by the year 2000 was the fourth sub-issue. A variety of ball sports and other competitive activities were listed. Programs that offered an opportunity to make positive friends and develop other social supports figured prominently. The programs will need to build in these youth a sense of competence and usefulness. Lastly, they must bring hope and excitement to youth. What type of youth will need these programs was the focus of the fifth sub- issue. Future California will be a microcosm of the world. There will be an assortment of nationalities, races, customs and life styles. The youth will be a mixture of all these ingredients. They will be rich and bored, and poor and bored. They will be gifted and handicapped. They all will need direction.

What role will middle-sized California law enforcement agencies have in organized youth programs by the year 2000? That is the issue question, and the answer is found in each of the sub-issues. The role starts by recognizing there is a need now and even more so in the future for organized youth programs.

The need for youth programs affects daily work forcing them to intervene. Those reasons will grow geometrically by the year 2000. The financing will not be any easier to obtain in the future but will be there for those law enforcement agencies with foresight to start now. The programs needed now can be a foundation for the

programs needed in the year 2000. The needs of tomorrow's youth can best be met by preparing today's youth to help.

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CANDIDATE TRENDS

1. Increasing Population Growth.
2. Increasing Inner Delay.
3. Number of Single Parents Increasing.
4. Number of Both Parents Working Increasing.
5. Political Corruption on the Rise.
6. Diversification by Gangs.
7. Increasing Breakdown of Family Unit.
8. Youth Unemployment in Inner Cities Increasing.
9. Parenting Skills Being Taught to Children Fading Away.
10. Rise in Media Influence.
11. Increasing Dependence on Being a Commuter Society.
12. Increasing Decline in the Quality of and Value Placed on Public Education.
13. Aging of our Society Increasing at an Exponential Rate.
14. Increasing Number of Assaults on Police Officers.
15. Number of Minority Youth Increasing.
16. Judicial Control Over Status Offenders Declining.
17. Increasing Conflicting Value Systems Between Age Groups.
18. Funding Priorities for Youth Programs at all Levels of Government Decreasing.
19. Increasing Sexual Awareness Without Sense of Responsibility.
20. Increasing Lack of Support for Police.
21. Decreasing Involvement with Youth Programs by Local Government.
22. Increasing Number of Homeless People.
23. Increasing Compression of Homeless People.
24. Declining Number of School Resource Officers.

25. Widening Gap Between Rich and Poor.

26. Decreasing Value Level Placed on Volunteering.

27. Increasing Ruralization by Middle Classes.

28. Changing Demographics.

29. Increasing Mobility for Criminals.

30. Decreasing Number of Jails for Juveniles.

31. Decreasing Responsibility by Courts to Make Parents be Responsible for Juveniles' Actions.

32. Increasing Situation Ethics.

33. Increasing Number of Service Industries.

34. Increasing Awareness in Child Abuse.

35. Humanistic Attitudinal Society Increasing in Size.

36. Increasing Dependence by Youth on Drugs and Alcohol.

37. Increasing Number of New Laws without Adequate Funding.

38. Declining Voter Education.

39. Birth Rate Increasing.

40. Childhood Shortening.

41. Increasing Availability of Drugs.

42. Industrial Society Changing to an Informational Society.

CANDIDATE EVENTS

1. Redevelopment of Downtown Areas.
2. Mandatory Jail Time for Juvenile Crimes.
3. Reversal of Proposition 13.
4. New Tax Laws Providing Greater Incentives for Corporations to Fund Youth Programs.
5. Chemical Cure for Addiction.
6. Implementation of Year Round Schools.
7. Global Perestroika.
8. World Market Crash.
9. Mandatory Commuter Transportation System.
10. Reinstitute Draft.
11. Civil War in Latin America Countries.
12. Conversion of Military Installations to Jailing Facilities.
13. State Gas Tax to Fund Youth Programs.
14. State Law Mandating State to Sponsor Pre-Set Number of Youth Programs.
15. Law Regulating Number of Immigrants.
16. California Economic Condition Rated Lowest in Country.
17. Legalized Gambling.
18. Mandatory Jail Time for Violation of Environmental Laws.
19. Free Treatment for Addiction.
20. 1990 Census.
21. Southern California Shut Down for Environmental Abuse and Overload.
22. California Lottery Funds Used for Youth Programs.
23. Riots in Major Cities by Youths.

24. Earthquake in California

25. Legalization of Prostitution and Certain Drugs.

26. Socialized Medicine.

27. AIDS Reaches Epidemic Proportions.

28. Change in Administration Changing From Republician Control to Democratic Control.

29. U.S. Enters Foreign War.

30. World War III.

31. Major Corporations Contract for Police.

32. Mandatory Voting.

33. Legalized Abortion.

34. California Water Shortage.

35. Importation of Drugs Stopped.

36. Euthanasia Legalized.

37. Law Passed Restricting and Defining Living Space.

TREND EVALUATION FORM

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100) NGT Group Averages			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
INCREASING POPULATION GROWTH	85		**100**	129	168
INCREASING BREAKDOWN OF THE FAMILY UNIT	91		**100**	118	144
DECLINING QUALITY OF AND VALUE PLACED ON PUBLIC EDUCATION	93		**100**	113	121
PRIORITIES AT ALL LEVELS OF GOVERNMENT FOR FUNDING OF YOUTH PROGRAMS DECREASING	82		**100**	123	119
DEPENDENCE ON ALCOHOL AND DRUGS BY YOUTH INCREASING	80		**100**	151	213

CAPABILITY ANALYSIS - RATING ONE

STRATEGIC NEED AREA:

Instructions:

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

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

Category:	I	II	III	IV	V
Manpower				5	4
Technology			6	3	
Equipment			7	2	
Facility			1	8	
Money			1	7	1
Calls for Service				3	6
Supplies			6	3	
Management Skills			7	2	
P.O. Skills		5	3	1	
Supervisory Skills			8	1	
Training		1	6	2	
Attitudes		1		6	2
Image		1	1	5	2
Council Support					9
City Mgr. Support			1	1	7
Specialties		2	5	1	1
Mgt. Flexibility			2	7	
Sworn/non-sworn Ratio		1	6	1	1
Pay Scale		1	6	2	
Benefits		2	7		
Turnover			2	5	2
Community Support		1	5	3	
Complaints Rec'd			1	6	2
Enforcement Index			7	2	
Traffic Index			8		1
Sick Leave Rates			8	1	
Morale		2	1	4	2

CAPABILITY ANALYSIS

RATING TWO

STRATEGIC NEED AREA:

Instructions:

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

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

Category:	I	II	III	IV	V
TOP MANAGERS:					
Mentality Personality	3	4	1	1	
Skills/Talents	3	3	2	1	
Knowledge/Education	2	4	2	1	
ORGANIZATIONAL CLIMATE:					
Culture/Norms	2	4	2	1	
Rewards/Incentives	3	3	3		
Power Structure	4	4	1		
ORGANIZATION COMPETENCE:					
Structure	3	5	1		
Resources	2	3	4		
Middle Management	1	7		1	
Line Personnel	2	1	2	4	