

139141

THE DEVELOPMENT OF A MODEL PLAN TO
REGIONALIZE METROPOLITAN LAW ENFORCEMENT
BY THE YEAR 2002

139141

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by

RAYMOND A. GREAGREY

COMMAND COLLEGE CLASS XIV

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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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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LAW ENFORCEMENT BY THE YEAR 2002.

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Executive Summary

SECTION ONE - FUTURE FORECAST

The main issue question of this study is: What is the possibility of regional law enforcement in the metropolitan Southern San Joaquin Valley by the year 2002? Sub-issue questions are: (1) Will multi-political boundaries cause issues with a regional police agency concerning funding and control? (2) Will the distribution of funding affect law enforcement's current structure? (3) Will single agency law enforcement provide consistent service more cost efficiently than the present structure? Research found that law enforcement within the study region is not being delivered at the same level by the two major law enforcement agencies. Additionally, the research found the cost per capita of law enforcement service delivery to be virtually equal. Through panel forecast several trends and events that will affect law enforcement structure were identified. Some of the important trends are: (1) Level of requests to annex into incorporated city; (2) Level of liberal political leaders elected; (3) Level of service requests by special interest groups; (4) Level of Scrutiny of law enforcement by citizen boards/committees; (5) Level of alternate funding for law

enforcement; (6) Level of service fees for law enforcement services.

SECTION TWO - STRATEGIC MANAGEMENT

The strategic plan consists of: (1) Law enforcement staff should encourage a City/County Intergovernmental Relations Committee to examine issues regarding entering into a contractual agreement to provide single agency law enforcement service to metropolitan area. (2) City staff should support move to have metropolitan southern San Joaquin Valley annexed into a single political body, eliminating duplicated service agencies. (3) Council should examine implementation of service fee costs/user fee ordinance to facilitate funding of law enforcement service delivery.

SECTION THREE - MANAGING THE TRANSITION

In order to insure the smooth transition, a core of critical mass stakeholders is identified, and their individual commitment and energy necessary to make the change occur. This list includes; City Manager of Bakersfield; Kern County Administrative Officer; City Councilperson; County Supervisor; Chief of Police, City of Bakersfield; Sheriff, County of Kern. The management structure used to implement this plan is headed by the project manager, the City Manager, aided by a task force consisting of natural leaders within government. Additionally, the Intergovernmental Relations Committee, comprised of members of the County Board of Supervisors and the City Council will also play a significant role empowering the task force leaders and facilitating the change.

SECTION FOUR - CONCLUSIONS & RECOMMENDATIONS

This section provides an overview of the answered questions to the issue and sub-issue questions. Additionally, recommendations for future study are identified. This study concludes that law enforcement, to become an effective service provider to a common geographical metropolitan area, must seek methods to overcome the problems of duplicated services and inequitable service. Further, the regionalization will allow government to eliminate an unneeded layer of bureaucracy, responding to the trend of "downsizing" to accommodate the decreasing budget dollar.

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To my family; my wife, Sandi, and my daughters, Amy and Megan. Each of you are the joy of my life. Thanks for putting up with the loss of Husband, Dad and friend while I labored over my assignments. You make me very proud.

INTRODUCTION

A brief overview of the current economic and demographic status of the State of California and the metropolitan southern San Joaquin Valley and the law enforcement structure.

SECTION ONE - LOOKING TO THE FUTURE

What are the possibilities of regional law enforcement in the southern San Joaquin Valley by the year 2002? Relevant trends and events that will impact the issue and sub-issues are identified and forecasted.

SECTION TWO - STRATEGY FOR FUTURE CHANGE

A model strategic plan is developed which proposes a plan to allow for regional law enforcement for delivery of services to the study area.

SECTION THREE - MANAGING THE TRANSITION

Methods of moving the organization from its current state to the desired state "getting from here to there". Key individuals necessary to the success of the plan and their commitment and responsibilities are explored

SECTION FOUR - CONCLUSIONS & RECOMMENDATIONS

An overview of the study, summarizes what action is being proposed and the study findings. Recommendations for possible future study.

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INTRODUCTION

Law enforcement service to the southern San Joaquin Valley, metropolitan area, is provided by three principal law enforcement agencies; Bakersfield Police Department, Kern County Sheriff's Department and the California Highway Patrol. The Bakersfield Police Department provides all law enforcement services including traffic investigations and traffic enforcement within the incorporated city limits. The California Highway Patrol provides traffic investigation and enforcement services in the unincorporated area and on all state highways. The Kern County Sheriff's Department provides law enforcement services in the unincorporated area along with detention, civil and bailiff services for the county.¹

As this region becomes increasingly dense in population, many isolated unincorporated pockets remain. Several of these islands are landlocked by incorporated lands. These isolated areas require City Police Officers, Highway Patrol Officers, and Sheriff's Deputies to cross multiple jurisdictions to provide law enforcement services. More significantly, the island areas often receive attention when law enforcement personnel are reacting to a service request, rather than the more productive and efficient proactive method of law enforcement.

Often, available law enforcement units just minutes from an emergency call for service are not dispatched because of jurisdictional boundary differences.²

Looking at law enforcement in the region finds many functions duplicated. Information systems, communications systems, investigations divisions, crime laboratories are just a few of the many duplicated service within law enforcement.³

The State of California is in its most severe fiscal crisis since the early 1930's. State government has

restructured revenue sharing to maximize the dollars flowing to state government with the resulting fewer dollars to county/local government. The current economic downturn has negatively impacted all government funds.⁴

The current status of finances within government is tenuous to say the least. Governor Wilson has announced his intention to close the budget gap, an estimated 11 billion dollars for this fiscal year and next, with deep cuts in government spending and without new taxes. The recent legislative monthly report from Sacramento reports a 1.4 billion shortfall in revenues returned to local government for fiscal year 1992-93, which was far worse than expected.⁵

A model of the state trends is the metropolitan southern San Joaquin Valley. The County of Kern faces many of the problems associated with reduced funding such as the reduction in personnel and resultant service cuts. However, there is also a continued demand for equal and improved law enforcement service delivery in the adjoining unincorporated/incorporated metropolitan area.

The model area is typical of the changing California scene also. The major metropolitan area's largest city is the 13th largest city in the state and growing at a rate faster than the state average.⁶ The once rural community is in the metamorphosis to a urban environment with corresponding law enforcement problems of increased gang activity, narcotics, residential thefts and personal assault. The "new" community is now culturally diverse and moving more toward a segmented community with many cultural organization becoming vocal, demanding a change in law enforcement delivery methods for their community.⁷

The local municipal agency in the model area has enjoyed

a significant decrease in the crime rate for the third consecutive year. Conversely, the county law enforcement agency in the model area has registered a substantial increase in the crime rate for the same period.⁸

Local municipal political leaders have voiced the desire to have the metropolitan area grow both physically and economically.⁹ Their position is one of growth with active, aggressive annexations into the municipal boundaries. County government has cooperated to some extent to develop a plan for municipal development and annexation, however it is somewhat resistant to aggressive annexation due to loss of revenue generated in these areas.¹⁰

Law enforcement service delivery within the metropolitan area is not standardized from jurisdiction to jurisdiction. Even though certain services are mandated by state law (domestic violence, driving under the influence, juvenile laws, etc.), the standard level of service is generally driven by the fiscal condition of the providing government entity.¹¹ Of particular interest to this author is the significant difference in service levels provided by law enforcement agencies working contiguous regions.¹²

With the decrease in funding comes the corresponding reduction in available programs, personnel and equipment to interdict the increased calls for service from the community.¹³ Law enforcement managers today have downsized their respective agencies and programs. In Kern County, county law enforcement has operated approximately 20% under compliment and is projecting another reduction in personnel during the coming budget year.¹⁴ The projection for future funding is as bleak. A brighter picture, but with limitations, is the municipal budget for the research area. With the continued drain on available resources more

innovative methods of service delivery must be contemplated especially in the county jurisdiction.

The County Administrative Office in the model, citing lagging assessed valuation of oil-producing land and the continued recession, is expecting an 11 million dollar shortfall next year and have asked for budget cuts up to 15 percent. This following a 6 percent cut in last years already lean budget for the Sheriff's Department.¹⁵

The Sheriff has said that 32 employees, including 16 deputies assigned to administrative duties, could be laid off beginning with the coming budget year if the worst-case 15 percent cuts were necessary. This in addition to the 108 vacancies within the department.¹⁶

The local public has always demanded a level of service which would equate to "a law enforcement officer available when I call" and "no crime that effects me". The average citizen also demands this level of service with no additional tax load. The three agencies providing law enforcement services to the metropolitan area in this model are sincerely supported by the public.¹⁷

"What are the possibilities...?" This is the beginning thought for productive answers for the law enforcement manager focused on the future. There is great potential for significant change for the betterment of law enforcement when focused on the future.

The first step in the process of solving any problem is defining the issue question. To this end the process begins with the following question:

"What are the possibilities of regional law enforcement services in the metropolitan

southern San Joaquin Valley by the year 2002?"

The three sub-issues are:

Will multi-political boundaries cause issues with a regional police agency concerning funding and control?

Will the distribution of funding affect law enforcement's current structure?

Will single agency law enforcement provide consistent service more cost efficiently than the present structure?

From the results of the above methodologies and processes, a Futures Wheel (Appendix A) was accomplished which provided a visual depiction of the correlation between the main issue and sub-issues of the subject matter of this paper.

SECTION ONE
DEFINING THE FUTURE

"What are the possibilities of regional Law Enforcement
in the metropolitan southern San Joaquin Valley
by the year 2002?"

FORECASTING: TRENDS AND EVENTS

In order to examine the issue questions:

"What is the possibility of regional law enforcement services in the metropolitan southern San Joaquin Valley by the year 2002?"

and answer the related sub-issue questions:

Will multi-political boundaries cause issues with a regional police agency concerning funding and control?

Will the distribution of funding affect law enforcement's current structure?

Will single agency law enforcement provide consistent service more cost efficiently than the present system?

a futures forecasting methodology called a Nominal Group Technique, (NGT), was used to develop and rank order the most significant trends and events with potential impact on this issue. A panel of seven people, (appendix B), was convened to assist in the generation of 15 trends and 15 events that had significant impact on this issue. The 15 trends, (appendix C), and 15 events, (appendix D), were rank ordered by the panel based on the criteria of most desirable to have a forecast in relation to the issue. The top 6 trends and events were selected for forecasting.

The most significant six trends were selected, in rank order, by the panel. Each trend was forecasted by the same panel and is graphically displayed in Appendix E.

Each member was asked to provide their personal opinion on the subject with the question, "What do you think each trend level was five years ago, and what do you think each trend level will be five years from now, and ten years from now?" Additionally, each was asked to provide a personal estimate of what the level "should be" in five years and ten years. The Trend Evaluation Table 1 is located in appendix F.

TREND 1 (T-1) LEVEL OF REQUEST TO ANNEX. This trend denotes the desire of persons living in the unincorporated areas of metropolitan Bakersfield's level of desire to receive what is commonly referred to as "municipal services".

TREND 2 (T-2) LEVEL OF LIBERAL POLITICAL LEADERS ELECTED. The trend of politically liberal individuals elected to public office which could affect the funding of law enforcement services. "Liberal Political Leaders" were defined by the panel as individuals who's political agendas lead to funding for social services at the expense of law enforcement services.

TREND 3 (T-3) LEVEL OF SERVICE REQUESTS BY SPECIAL INTEREST GROUPS. As the community diversifies and concurrently solidifies into common analogous special interest groups, there is an increased demand for law enforcement services by those special interest groups.

TREND 4 (T-4) LEVEL OF SCRUTINY BY COMMITTEES/BOARDS. The recurring demands for boards or committees review of law enforcement agencies.

TREND 5 (T-5) LEVEL OF ALTERNATE FUNDING SOURCES FOR LAW ENFORCEMENT SERVICES. The different method of funding of law enforcement services outside the usual sales and property tax revenue commonly utilized to fund normal budget items.

TREND 6 (T-6) LEVEL OF SERVICE FEES FOR LAW ENFORCEMENT. The method of recovering costs of service delivery for special services or nuisance calls. Service fees, also called User Fees, are designed to require the user of the service to pay for that service.

The question was posed to the panel, "What events would probably have an impact upon the issue (sub-issues) presented to you should each event occur?" The group responded with the following six most significant events. Each event was forecasted by the panel and is graphically displayed in Appendix G.

The panel was asked to provide a personal estimate of what the number of years until the event was likely to occur, the estimate of probability (0-100%) of that event occurring by the 5th and 10th year and the estimate of its impact positive and/or negative upon the issue. The Event Evaluation Table 2 is located in Appendix H.

EVENT 1 (E-1) STATE MANDATES REGIONAL LAW ENFORCEMENT SERVICES. The state legislature passes legislation mandating all law enforcement services within a common geographical area regionalize services.

EVENT 2 (E-2) COUNTY GRAND JURY RECOMMENDS REGIONAL LAW ENFORCEMENT SERVICES. The county grand jury in its yearly review of government recommends the eliminating of duplicated services within the metropolitan area, and the regionalization of law enforcement.

EVENT 3 (E-3) COUNTY LAW ENFORCEMENT AGENCY LOSES MULTIMILLION DOLLAR LAWSUIT FOR MISCONDUCT. County government suffers multimillion dollar judgement for organizational misconduct of some sort.

EVENT 4 (E-4) EMPLOYEES FILE CIVIL ACTION AGAINST REGIONALIZED POLICE AGENCY. Regional policing is instituted. Personnel employed by organizations impacted by this change feel threatened by job loss, change of work environment, change in pay and benefits, and/or loss of seniority. Organization representing the employees' file suit to stop the regionalization of law enforcement.

EVENT 5 (E-5) VOTERS/COURTS OVERTURN PROPERTY TAX ASSESSMENT LAW (PROPOSITION 13). The voters/courts overturn tax assessment law (Proposition 13). Uniform method of property tax assessment enacted.

EVENT 6 (E-6) RIOTS/CIVIL DISORDER STRESSES GOVERNMENT BEYOND CAPACITY TO RESPOND WITH AVAILABLE SERVICES. Riots/civil disorder occur as a result of economic/racial tension building in the community nationwide. Law enforcement unable to respond effectively to quell these situations and safeguard the community.

Appendix E, graphs T-1, T-2, T-3, T-4, T-5, T-6 display nominal forecast ranges. In the nominal forecast of Trend 1, "Request to Annex", (T-1), the forecast panel forecast a continued consistent increase in annexation requests over the next 10 years doubling from today's level. The forecasting panel viewed the number of annexation requests to increase 5 years in the normative future, however, to diminish to today's level at the 10 year mark. When asked in about this opinion considering the projected influx of population and rapid growth of the city in the past 5 years, the panel's normative forecast was to see the size of the incorporated area grow slowly, allowing services to catch current needs, but also slowing to today's trend level.

Nominal forecast of Trend 2 "Liberal Political Leadership", (T-2). The consensus of the panel noted an increase in the number of liberal political leaders elected. The panel defined "liberal political leadership" as political leaders whose agendas support more social services at the expense of safety services. Not surprisingly, the desire for less liberal political leadership (50% less in ten years than at present) was noted. The projection was for a continued increase in political leadership more focused on funding social programs than law enforcement services.

Nominal forecast of Trend 3, "Special Interest Group Demands", (T-3), demonstrates a trend toward an increasing number of special interest groups demanding special services from law enforcement. The median and lowest forecast from the panel intersect at about the 2 year mark and merge through the future 10 year point showing a 200 percent increase forecast over the present day demand level. Of course, without exception, every panel member voiced the desire to see the number of special interest demands remain steady.

The group nominal forecast for trend 4, "Number of Review Boards/Committees" (T-4), shows the number of boards/committees to increase considerably over the next 10 years. The median forecast of the panel indicates a 100 percent increase over the next 10 years with a consistent rate of increase from today. The panel desired the number to remain constant with today's number. When asked why they did not wish the number of special boards/committees to decrease to the level experienced 5 years prior, the panel voiced the belief some public accountability has prompted government to

respond more efficiently to the public.

The trend nominal forecast for Trend 5 "Alternate funding for Law Enforcement Services " (T-5), displays an trend toward requiring law enforcement to seek alternate funding sources for services outside the usual general taxing method. The panel's "should be" forecast were for a marked decrease in alternate funding for government. The consensus of the panel noted that law enforcement in particular would no longer be able to scramble for dollars thrown into the public coffer, but that legislative bodies must make the hard decision to chose consistent funding of the essential public safety service through consistent general fund sources. The significant difference in the "will be" and "should be" trends will cause conflict which must be resolved.

The panel's forecast for Trend 6 "Service Fees for Law Enforcement" (T-6), has the only forecast data where the panel's "should be" forecast generally meets their "will be" forecast. The overwhelmingly consistent forecast denotes their feeling and desire for service fees to be implemented to service users of law enforcement. The panel expressed a desire to impose fees to offset the costs of services and replace projected falling state revenue. Several of the areas of concern included; special events, large gatherings, unusual call for service resulting in recurring responses or large number of officers and/or hours; special request for increased crime patrol above the norm; accident/crime investigation cases, etc. The panel noted those services, once thought to be required minimums of service by law enforcement supplied without charge to the public, should be, and will be, billed

to the user in the future, according to the forecasts.

Event #1 State Mandates Regionalization" (E-1), The median forecast shows the event has only 25% probability of occurring by the fifth year. The earliest date when probability first exceeds zero is three years. Noted in the event evaluation was the impact this event could have on the issues. The median response was numerically equal on both the positive and negative scale. This was explained as possible perceived concept by the public of "Big Brotherism", i.e. law enforcement services directed from the state capitol. The positive perception was due to tax dollars being utilized more efficiently by the consolidation of services mandated by the state government and by eliminating the local political infighting when the decision process was removed from the local arena.

Event #2 "Grand Jury Recommends Regionalization", forecast a median which demonstrated the probability the event could occur is 1993; with the probability level raising to 50% by the 5th year. Also of interest was the flattening of the forecast line after the 5th year to the 10th year. This was explained by the group as the probability not increasing inasmuch as the current financial situation is tentative enough to cause the grand jury to be as inclined as ever to make the recommendation now as later. This probability forecast also demonstrates a positive impact if the event were to occur. This particular forecast could best be described as a very positive motivator for change.

Event #3 "County Law Enforcement Agency Loses

Multimillion Dollar Lawsuit"(E-3), denotes the probability of the county law enforcement agency losing a lawsuit and suffering a large financial loss after the first year. It also reports the probability reaching 75% within 5 years on the median scale and maintaining that level through the 10th year. Also noted was the impact potential noted. The high "10 scale" rating of "8" in both the positive and negative impact ratings were unique. This large financial loss, though it affected all county government, could most certainly have its greatest impact upon county law enforcement. This could motivate the public to seek solutions to the problem through the formation of a more cost effective system of law enforcement service delivery.

Event #4 "Employee Suit against Consolidation" (E-4), shows the median forecast for this event to begin after the first year and continue at a very slow pace reaching 25% at the 5 year mark and meeting the 10th year at 60% probability point. The consensus of the panel was the event would not occur unless the issue came about through some political action other than a vote of the public. The panel opinion spoke to the fact of action by employees only if consolidation/regionalization was mandated by the state or action resulting from some political action at the local level. The group agreed the impact on the issue would be more negative than positive with any legal action by employee groups slowing the transition to regional policing and, if the revolt was well organized, could cause the regionalization to fail.

Event #5 "Voters and/or Court overturn Property Tax Law

(Proposition 13)" (E-5), demonstrated the most significant agreement among the group with the group forecast having a range of 10 or less. The group agreement in this event forecast was unique after the 6th year specifically showing the increasing probability of the event occurring peaking at 75% median probability at the 10th year. This was explained by the panel as demonstration of the perceived public feeling of the need for financial restructuring of government as well as the perceived inequity of property assessment under the current taxation laws, specifically Proposition 13 legislation. The group also agreed the impact of this issue both negatively and positively was equal, depending upon the action of the legislature following this event. If they seize the opportunity to completely restructure the system of fund distribution, it could allow for a great opportunity to regionalize police services. It also could motivate local government to more deeply control local funds (taxes), by retaining the local government operations of police agencies.

Event 6 "Riots/civil disorder stresses government beyond capacity" (E-6). The median forecast of probability five years out is at the 40% mark and 10 years out reaches the 75% mark. The significant data is the lowest estimate of 50% probability at the 10 year mark. This event would cause the public to more closely evaluate the effectiveness of law enforcement services in the region and open the door for modification of current service delivery methods.

CROSS IMPACT EVALUATION

Utilizing the Training Manager and the Operations Traffic

Commander of the Bakersfield Police Department as consultants, the question was asked "What if each forecasted event or trend actually occurred?" "What would be the impact on each nominal trend and event level at the point of maximum impact on each other nominal trend and event?" The Cross-Impact Analysis Matrix, (appendix I), depicts the impact each event would have on the other events and the trends. As a result of this evaluation of impact factors each trend and event was considered for their potential for effect upon the trend or event, and became a point of concentration for a policy statement and in developing future scenarios.

The events showing the most significant impacts are-

Event #1 - State Mandates Regional Law Enforcement.

This event has seven (7) "hits". Inasmuch as this potential event has been proposed by the California Speaker of the Assembly on several occasions it is not out of the realm of possibility. The impacts on this event denotes a feeling of change driven by the state government and potentially causing a disturbance in both public employees (Event #4) and through civil unrest (Event #6).

Event #3 - County Law Enforcement Agency Loses Multimillion Dollar Lawsuit. This event also showed seven (7) hits marking it as one of the most significant among all events. **Event #2, Grand Jury recommends Regional Law Enforcement,** posted a 75% probability of impact during this analysis. Also, all trends were impacted either positively or negatively with **Trend #4, Level of Scrutiny by Boards/Committees** being projected at 70% probability. With

the loss of a large judgement for misconduct the public would become inclined to demand change and increased accountability.

Event #5, Property Tax Law Overturned by Voters/Court, also showed a great impact both negative and positive on the events and trends. If motivated to change the revenue assessment method of real estate, state and local government would also be influenced to change the systems of revenue use. A principal user of this revenue is law enforcement services.

Event #6, Riots/Civil disorder stresses government beyond capacity, also showed a significant number of impacts on the events and trends. The incident noted in this event would cause government to rethink current methods of service delivery and would definitely drive some type of reorganization or realignment of service delivery method. Additionally, the inability of government to respond coupled with the fiscal adversities, would definitely motivate change.

In order to explore and narratively present the future forecasting data, three scenarios have been prepared based upon the forecasting data.

EXPLORATORY SCENARIO:

**"BUILDING MORATORIUM ORDER IN KERN-STATE
FINANCIAL GROWTH SLOW."** Bakersfield Californian,
April 2, 2002

"COUNTY GOVERNMENT 'NIXES' CONSOLIDATION EFFORTS"
Kern County Times-Dispatch, December 10, 2002

"LAOTIANS DEMAND POSITION ON POLICE COMMISSION"

Bakersfield Californian, June 13, 2002

Looking back on the past ten years from the end of our second year in the 21st century, we find a law enforcement community still in turmoil with insufficient funding; increasing staffing insufficiencies as well as the a public's indifference towards government's continued financial tribulations.

As the metropolitan area of the southern San Joaquin Valley approached the 800,000 population level brought about by the sudden influx of commuter families from the Los Angeles area, law enforcement was strained to provide minimal services to the community. Developers drawn to the valley by the lower land prices continued to develop and build, straining all government services, without paying for the impact this new construction had on service costs.

This growth resulted in county government placing a five year building moratorium for the southern valley. This "no growth" resolution was also adopted by all incorporated municipalities within the region.

The loss of expected new industrial growth as well as the "industrial flight of 1995" has caused the economic boom expected in the last half of the 20th century to fade rapidly. Economists report this as being the result of "Proposition 13" property tax ceilings, and the wave of environmental safeguard regulation enacted in 1994. These factors have greatly impacted the tax base depended upon so heavily by government.

As the incorporated areas drew boundaries entwined with the unincorporated areas, law enforcement officers from different agencies crossed paths responding to emergency calls within their assigned "beats". An attempt by local political leaders in the latter part of the 1990's to work out a plan for consolidation of law enforcement services was thwarted by political infighting. Local control continued to be the desire of citizens living in the unincorporated areas. They wished to retain the rural feeling of the valley and continue with county government services "status quo".

In addition to the geographical changes brought on by the growth over the past ten years, this new southern San Joaquin Valley "Metropolis" has experienced the maladies of growth. Special interest groups; Farmers, Laotians, Gays, Senior Citizens, Environmentalists, all have demonstrated their willingness to be politically active. Special interest groups from just about every facet of society has, over the last ten years, vocalized a need for attention to their specific problem or need. Each has come to the public pulpit expressing points of view which has resulted in a new direction and financial expense for government. The ever increasing number of special requests have law enforcement responding to "calls for service" with no time for the once preferred "preventive patrol."

NORMATIVE SCENARIO:

"STATE MANDATES REGIONAL POLICE AGENCY"

Sacramento Bee, January 12, 2002

"ANNEXATIONS SLOW TO ALLOW SERVICE GROWTH TO MEET DEMANDS" Bakersfield Californian, February 20, 2002

"VOTERS OVERTURN PROPERTY TAX LAW" LA Times, May 22, 2002

"VOTERS PASS USER FEE INITIATIVE FOR LAW ENFORCEMENT FUNDING" Bakersfield Californian, September 21, 2002

Metropolitan Southern San Joaquin Valley Police Department has just marked their seventh anniversary of service since law enforcement services for this area were regionalized by agreement between the City of Bakersfield and County of Kern in 1995. The department has recently completed its annual review by the Metropolitan Regional Law Enforcement Commission with marks of glowing approval for efficiency and responsiveness to all segments of the community.

Over the past eight years, as the metropolitan population swelled to over one million people, annexations into the incorporated areas increased proportionately. The smaller incorporated cities bordering the metropolitan area have requested consideration to disincorporate, disbanding their police departments and joining the Metropolitan Law Enforcement Plan approved by voters in 1994. This law enforcement reorganization came on the heels of the voters, overturning the property tax legislation, commonly referred to as Proposition 13. Since the Metropolitan Law Enforcement Plan has been in effect, the financial turmoil of the early

1990's has nearly faded into the forgotten past. Much credit was given to the User Fee Initiative approved by the voters to fund law enforcement services within the metropolitan policing area. Additionally, consistent service levels are enjoyed by all the metropolitan community at a reasonable cost.

The Employee Performance Board, comprised of employees from every department in the municipal government, submitted their quarterly report to the Council. The Citizen's Performance Review Board, an alternative to the citizen review boards demand in the early 1980's, was formed in 1996 following the Grand Jury's recommendation to satisfy the public's desire to see efficiency reviews of municipal government departments. The process has received positive reviews from both the public and government officials. The board in its report to the government councils cited more responsive and efficient departments. Proponents say this board has complimented the philosophy of "citizens control" of government, which began in the early 1990's.

HYPOTHETICAL SCENARIO:

"REPUBLICANS GAIN CONTROL OF STATE HOUSE" Sacramento Bee,
November 4, 1996

"COUNTY APPROVES LAW ENFORCEMENT TAX" Bakersfield
Californian, March 2, 1998

"CITY COUNCIL APPROVES 'POLICE SERVICE' FEE" Bakersfield
Californian, August 15, 1994

County government today announced the last payment of their installments in the judgement incurred during a 1995 law enforcement misconduct suit. The fifth installment in the five year "pay off" amounted to 2.5 million dollars, bringing the total of the judgements cost to the County to 12.8 million dollars. These funds were drawn from the County savings when they laid off all the correctional employees for the County and contracted County correctional responsibilities to the state. In addition, monies from the library, museum, parks and recreation budgets, invested over the past five years have been utilized in this judgement. The Sheriff has declined comment; however, in the past has assured everyone in the unincorporated portions of the County that law enforcement services will still be provided to them by his department.

In another development today, the City Council has approved the Police Department's recommendation to impose a service fee for all police services above a statistical average. This is as a result of a recent study conducted by the R.M. Bolthouse Research Corporation, which analyzed police services for this community and determined a standard by which all future calls will be rated. Police Chief Jones has said the study will be updated annually to ensure accuracy when charging for services.

The County and City government today agreed in the Intergovernmental Relations Committee to limit the number of annexations and requests for new development until such time when a more efficient method of determining shared costs to the affected agencies can be made.

POLICY CONSIDERATIONS

The two consultants previously mentioned, were utilized to formulate and select policies to enhance the probability that the chosen scenario would occur. These policies for the "normative scenario" were selected by the two consultants as the alternative policies utilizing the data garnered in the event and trend evaluation as well as the cross impact analysis.

POLICY: City ordinance adding service fees schedule for all calls for service resulting from criminal misconduct or specific infraction should be investigated and enacted. This could improve the funding of law enforcement locally and eliminate the possibility of fiscal crisis motivating the State to mandate regionalized law enforcement.

POLICY: To facilitate funding of essential services in new developments the Municipal and County Intergovernmental Relations Committee should develop plans to allow for new developments include a bond for "law enforcement service fees" based on two year cost estimates. Bond to be paid by developer based upon this estimate. The unified plan for basic service level guarantees is essential for equal, improved service delivery.

POLICY: Intergovernmental Relations Committee should establish a policy statement for all areas contiguous to the metropolitan plan area. All developed or undeveloped lands contiguous to metropolitan Bakersfield will be actively pursued for regional law enforcement plan by the year 1995.

POLICY: The Intergovernmental Relations Committee should be encouraged by staff to begin a dialogue regarding the consolidation of law enforcement services and elimination of duplicated services. This committee should act as the change agent for equal, improved law enforcement service delivery to the metropolitan southern San Joaquin Valley.

POLICY: City Staff should encourage City Council to actively pursue annexation of unincorporated areas contiguous to the incorporated metropolitan area. This would allow a framework for a regional law enforcement program to standardize service and improve delivery.

PURPOSE

The normative scenario will be utilized in developing a strategic plan. This plan will deal with the changes law enforcement and government must make to achieve the desired future and mission of the agency involved.

THE ENVIRONMENT

The metropolitan southern San Joaquin Valley, utilized as the model, is grouped around the Kern County seat of Bakersfield. Bakersfield is an incorporated city with a population, as of January 1, 1991, of 187,300. The unincorporated population was 155,018. The incorporated City of Bakersfield has now reached the status as the 13th largest city in California. It has a growth rate of 4.2%, which is above state average. It is estimated to exceed 200,000 persons by the end of 1993. There are no other incorporated cities closely adjacent to the metropolitan area within the example area.

The legislative bodies of the area are the County Board of Supervisors and the City Council.

The economic structure of county government relies heavily on state tax revenue, fines and forfeitures and most significantly, real estate taxes. Inasmuch as a very large portion of the unincorporated land of the county is developed for oil exploration and agriculture the recurring economic downturn these areas have negatively impacts the assessed value of these lands. Also, the annual re-evaluation of the

SECTION TWO
STRATEGY FOR FUTURE CHANGE

property value leaves county government held hostage every year by the economy in this revenue area.

The municipal government budget is driven by sales tax revenues which are somewhat less volatile, in addition to residential real estate taxes which are historically more stable than county real estate.

MISSION STATEMENT

The primary mission of the regional law enforcement agency for the metropolitan southern San Joaquin Valley is to protect life and property, preserve peace and foster a feeling of safety to the whole community through service oriented policing and community interaction.

We are committed to equal and accessible law enforcement to all citizens.

SITUATIONAL ANALYSIS

Based on the issue, the agency model, Bakersfield Police Department was evaluated by the two consultants utilizing the WOTS-UP method of analysis. WOTS-UP, is an acronym for Weaknesses, Opportunities, Threats, Strengths, Underlying Planning.

Opportunities and Threats are environmental trends and events which occur external to the organization. Strengths and weaknesses are related to the internal organization and must be examined and understood before the planning effort can

take place. The WOTS-UP group provided the following data (Appendix G):

OPPORTUNITIES

The funding shortfall for county government, driven by state government redirecting local funding to state coffers, will be the compelling force behind the restructuring of police services for the metropolitan southern San Joaquin Valley. This fiscal crisis in county government has evidenced itself by reductions in personnel and services, even to the point of a shutdown of a newly constructed county correctional facility and the demotion of eleven fire department supervisors and managers. This is projected to be just the beginning of county service cutbacks and downsizing.

As the state begins redirecting funding from county and local government, the possibility of mandated regionalized law enforcement increases. Even without the mandate, the resulting funding shortfall, coupled with the existing duplication of service, could result in the local grand jury recommending consolidation for the purposes of regionalization of police services.

THREATS

The implementation of a regionalized police agency, and the resulting crossing of political boundaries will increase the likelihood of resistance from politicians at the local and county levels. The perceived "control" issue will be the major stumbling block unless mitigated early on in the study

process. The Sheriff, an elected official, could view this new policing agency as bane to his career; potentially viewing this new police agency as an infringement upon his territory resulting in a political confrontation.

As effected employee's group believing their members are not being treated equally in the formation of this larger, new police organization could slow the process through court action or political influence.

Citizens with a negative view of a larger police agency could voice their disapproval to local politicians resulting in slower implementation or blockage of the process.

ORGANIZATION CAPABILITY

STRENGTHS:

The local police agency model in the largest metropolitan city of the southern San Joaquin Valley and is recognized as a top quality law enforcement agency by both local and state agencies. This local agency has a demonstrated history of fiscal responsibility and management skills. The department could well handle the consolidation of service under their leadership based upon passed performance by management staff and supervisory personnel who are necessary to facilitates a successful program change.

The police officer skill level and public acceptance of their performance level is generally accepted as the greater of all law enforcement agencies within the project area.

The community support of the agency model and its personnel is greater than any other law enforcement agency in the project area.

WEAKNESSES:

The department model is limited by the personnel available to accomplish rapid consolidation without the integration of personnel from other departments which could result in cultural clashes within the new organization.

INTERNAL CAPABILITY ANALYSIS

The analysis ratings tabulated and displayed in Appendix J and L, shows a department prepared and in search of change. The management group is motivated, mentally having prepared themselves well and possessing the skills and talents to seek new answers for change. The organizational climate is still somewhat dug into the past, however, the department has prepared a workable reward/incentive system to help motivate the organization to change. The power structure within the organization is pushing for this change. The transition to this new department system should be accepted by middle management with the line personnel less receptive, but capable of being motivated within the current organizational structure. It is important, based upon the analysis to adequately present this program prior to implementation to avoid any conflict within the organization.

STAKEHOLDER ANALYSIS

The two consultants were again utilized for the purpose of identifying stakeholders (persons with vested special interest whose behavior affects the issue), and snaildarters, (persons not readily identifiable, but with same interests as stakeholders).

The consultants identified ten stakeholders and one snaildarter, with the assumptions of their views of the issue. These can be found in Appendix M.

The most significant stakeholders identified by the consultants and their assumptions are as follows:

The Board of Supervisors is the controlling political body for county government. This body would be a major factor in realignment or reorganization of any service provider within their jurisdiction. They would be very concerned about cost for services and most importantly those resulting in lost revenue through annexations or contracted services. This body would also be very concerned over control and responsiveness of a law enforcement service agency that is not directly answerable to them.

The City Council is the controlling political body for the incorporated city government. This body would also be a major factor in realignment or reorganization of any service provider within their political sphere of influence. They would also be apprehensive about any revenue shifting or potential costs related to annexations or contracted services. This body would also be concerned about control and responsiveness of law enforcement provider not directly

answerable to them.

The City Manager of the incorporated city would be concerned with loss of control of the revenue generated within his political boundaries. This person would also have concern with increased liability of larger policing agency with inherent control problems. This person would also be acutely aware of increased political power of larger agency.

The County Administrative Officer would, reflecting on lean fiscal times, look favorably upon streamlining of high cost budget program. Additionally, any method of mitigating liability exposure would be looked upon agreeably. However, the potential of any loss of revenue would have to be unacceptable.

The Sheriff of the County would have much concern over disintegration of power base if his/her agency was displaced from the metropolitan area. Possibly could be concerned with loss of personnel from the agency. Sheriff would desire to formulate a more effective rural law enforcement agency in face of regionalization.

Employee groups/unions may feel threatened by personnel reorganization as a result of new agency with potential for layoffs and/or duty transfers. The potential loss or gain of political control due to size of organization will also motivate organizations.

The public taxpayer will support elimination of duplicated service, and the standardization of same. They

will, as always, support any effort to downsize or "rightsize" management and increase in field personnel through the consolidation of services.

CERTAINTY OF ASSUMPTIONS

The two consultants made projections on the confidence in each stakeholder's position as well as the importance of each view held by each stakeholder. An assumption map, Appendix N, plots the certainty or uncertainty of each stakeholder, as well as the importance of the stakeholders position to the topic. The stakeholder mapping the most significant position of certainty and greatest importance to the issue is the taxpayer. Without question, concerns with government costs and the potential for "downsizing" government while maintaining an acceptable level of service, is a significant concern and would have the greatest impact upon the issue. Obviously, the accompanying "Taxpayers Group" would logically follow as an important mover with their position driving a regionalization effort. The two local government bodies, City Council and Board of Supervisor would also be very important inasmuch as they would be the facilitator of change with any reorganization/regionalization effort. The Sheriff, would without a doubt would be a major factor in the issue at question. The Sheriff, an elected department head, would be greatly affected by the reorganization/consolidation of law enforcement services within a metropolitan area. With hiring, lay-offs, and/or consolidation of agency employees necessary to facilitate this projected change, significant negotiations would have to take place to avoid a negative impact upon the issue. Taxpayers appear to be the key to this issue. The

group's assumptions would place taxpayers' opinion as the most significant of all stakeholders and capable of being swayed by political action.

STRATEGIES

The two consultants devised various alternative strategies to achieve the mission. The recommended strategies are:

1. Intergovernmental Relations Committee should be encouraged by staff to appoint a Task Force to investigate the possibilities of City/County government entering into a contractual agreement to provide single agency law enforcement service to the metropolitan area.

This strategy would be allow for very favorable public opinion of local government if proactive movement to make this change was initiated without outside interdiction. Government officials, especially, would glean reputation as "fiscally responsible" leaders. The intergovernmental contract would decrease perception of "big-brother" government taking over police protection and still maintain "local law enforcement" look to community.

The possible downside to this strategy is the potential of slow or impeded responsiveness to public due to "two masters" controlling agency. Also potential for conflicts with funding responsibility when extraordinary expenditures needed. Some conflicting ordinances/codes is still

potentially confusing to both public and employee crossing governmental boundaries.

This Task Force would be most effective in determining the best method of service delivery while investigating the advantages/disadvantages of regional policing through contractual agreement.

2. City Staff should support move to have metropolitan southern San Joaquin Valley annexed into a single political body, eliminating duplicated service agencies.

The consolidation into single political boundary would allow for better coordination of all services and elimination of confusion over responsibility. The single management style and philosophy brings into control those potential stressors. The single legislative body would also be responsible for approval of budget and mission statement. Additionally, the single ordinance/code source - decreases conflicting data. The personnel selection for rapidly increased department size may prove difficult. Decreasing manpower pool will cause shortages at the line level.

3. Council should examine implementation of service fee costs/user fee ordinance to facilitate funding of law enforcement service delivery.

The shrinking revenue dollar has drawn the general revenue fund to a point necessitating service cuts. Some method of funding law enforcement services to meet minimum expected

service delivery levels must be found. The possibility of assessing service users the costs of law enforcement delivery could be expanded to include usual calls for service, i.e., crime investigations, traffic accident investigations, vehicle inspections; Safety/Public service presentations, special event patrolling.

The strategies selected are the preferred, feasible and desirable strategies. The significance of these selections were without exception, the desire to see law enforcement services standardized. Specifically, the need to improve the present system of response within a geographic area, by eliminating islands and gerrymandered borders which compound confusion over areas of responsibility and jurisdiction. The cost factors in duplicated services came up repeatedly in strategy discussions. Duplicated Investigations Division personnel, Laboratory Services, Special Services Divisions, (i.e., D.A.R.E; Crime Prevention, community relations, etc.) Training, Administration, and Management could all be more efficiently streamlined in a metropolitan law enforcement agency as compared to a mid-sized department, a county sheriff's department and Highway Patrol sharing law enforcement responsibilities within a geographically common metropolitan area.

STRATEGY

Inasmuch as the department model is perceived to having managers seeking change, managers should lead the drive for implementation. A Task force comprised of professionals from local government should be formed early on to map strategies

of implementation. Each manager should work within his/her line of responsibility/authority to educate impacted persons and agencies on the value of metropolitan policing and annexations. The Local Agency Formation Committee should be petitioned by the local city government to set sphere of influence boundaries sufficiently broad to allow for future annexations to include all contiguous metropolitan areas. Specific time frames should be set for all annexations to facilitate rapid completion of a metropolitan law enforcement plan. All local interest groups and political action committees should be educated and allied to the issue by local government officials. Cost savings compared with levels of service will be of special interest to the taxpayers, business owners, community leaders and politicians.

The City/County Intergovernmental Relations Committee should be the first agency approached with the plan for metropolitan policing. The plan can only be implemented if these important core members buy into the need and the mutual gain of the change. The program must first be sold at this level as a reasonable compromise for all parties. The decrease in personnel and program/facilities/equipment costs should demonstrate to local citizens the direction of government.

A complete cost savings analysis along with perceived benefits for both local and county government should be prepared by the committee. Public disclosure of the plan would best serve political bodies and make it more palatable, if presented as a mutually beneficial plan offered by both legislative bodies.

An incremental approach to implementation is by far the most reasonable. Without this approach, the mass implementation of the program would adversely impact personnel changes, reorganization of several government agencies and cause severe fiscal crisis with sudden shifts in funding sources.

The regionalization of law enforcement by whatever cost effective method is the essence of this issue. Through reasonable negotiation, an acceptable schedule of funding to deliver the appropriate funding for law enforcement service, can be negotiated to further ease the loss of revenue by one government entity to another.

Additionally, the acknowledgement by government of decreased liability and subsequent monetary savings from transfers of high budget draining areas should off-set their concerns. Acknowledgement by taxpayer watchdog organizations of tax savings, cost reduction, efficiency and stabilization of law enforcement service should negate any fear of tax waste. In essence, by presenting the facts, and avoiding the directing confrontation in addition to directly addressing the usual concerns of these organizations direct concerns can be avoided and their potential for positive support of this strategy is improved greatly.

The Sheriff should be given assurances of the loss of the fewest personnel. Acknowledgement by county government of the importance to continue support of law enforcement services outside the metropolitan area and in the corrections/civil function, should allay his fears. Willingness to include the

sheriff in mutually productive programs within the metropolitan area and proactive use of task force programs might be considered to encourage cooperations. Employee groups should be actively sought for support, especially those organizations whose members may be negatively impacted by the reduction in Sheriff's department manpower. Creative problem solving to develop a program resulting in mutual gain is the specific strategy of this issue. By identifying the shared interest of the community and melding these common interests, a satisfactory resolution can be reached. Inclusion in regional task force programs and sharing of specialized equipment and/or abilities should be offered as incentives for cooperations. Additionally, mutually funded programs could also be proposed. Local managers should seize each organizational and environmental opportunity to build external and internal coalition through sharing benefits of regional policing. By allowing these individuals to become associates, and begin participating in the process, their eventual support is assured. By focusing on the mutual interest and eventual savings to all stakeholders, negotiation should conclude with the proposed method of change significantly unaltered.

ACTION PLAN:

The purpose of this section is to present a management plan to move this study from the present state, the desired state - "getting from here to there". The transition strategy presented is focused on the methods believed by the researcher as the best to implement the plan.

RECOMMENDED STRATEGIC PLAN

A strategic plan is developed to bring about the desired end - the desire to see law enforcement services consolidated in the metropolitan southern San Joaquin valley. Specifically, the need to improve the present system of response, within a geographic area, by law enforcement responsibilities mandated by islands and gerrymandered borders which compound confusion over areas of responsibility and jurisdiction. The cost factors in duplicated services came up repeatedly in strategy discussions. Another very significant factor in these discussions was the recurring topic of common "buy-in" to the need for a regional police agency by the cross section of political power in the metropolitan southern San Joaquin valley. The most preferred strategy is the Intergovernmental Relations Committee appointing a Task Force to investigate the possibilities of City/County government entering into a contractual agreement to provide single agency law enforcement to metropolitan southern San Joaquin Valley.

IMPLEMENTATION SCHEDULE

Phase I - 0-90 days

To avoid high anxiety and conflict at the onset of the process, it is important to begin early on motivating and educating top management in the effected organizations. This will begin approximately 90 days prior to public announcement of the proposal to Intergovernmental Relations Committee. This will be followed in approximately 30 days by staff development and planning meetings. This internal intervention will allow for organization-wide confrontations and educational intervention before the community meeting. A high

visibility public education program should continue throughout the process. This will build trust throughout the effected organizations and community.

Phase II - 90-270 days

The Task Force should be allowed 180 days to prepare and present their report to the Committee. The resulting report, would then be delivered to the respective governmental bodies for public comment and approval. This process should take no more than 90 days.

Phase III - 270-450 days

When approval of this report is given by the Board of Supervisors and City Council, a transition to the new service delivery systems should begin within 180 days. The effected agencies would begin to transition to new responsibilities and program elimination of duplicated unnecessary organizational structures within this period and would continue until the contractual program commission is met.

Phase IV - Yearly post program implementation

Ongoing evaluation of the program results with possible modification to metropolitan definitions due to development/requests for inclusions into law enforcement delivery system.

SECTION THREE
MANAGING THE TRANSITION

TRANSITION MANAGEMENT

CRITICAL MASS AND COMMITMENT:

In previous sections a list of "stakeholders" were identified. This list of individuals and organizations was used to help identify those key parties whose commitment was necessary to provide the energy for change to occur. This group is referred to as "critical mass". The commitment level of each player currently and the minimum commitment level necessary to successfully implement the strategic plan is depicted Table 4, Appendix O.

The following is a brief synopsis of each player's current and needed position of commitment as well as other information necessary to facilitate this change:

City Manager, City of Bakersfield - Responsible for recommending the direction of the city in futures planning after consultation with department heads and city council. Best able to direct and gather support for aggressive annexation plan to facilitate regional policing program. Currently in a "help change happen". Would best serve as the change manager and should be shifted to a "make change happen" level. This movement could be best accomplished by Chief of Police providing strong research data on financial savings as well as plan for successful implementation. He would work through intergovernmental relations committee, to include county supervisors, to facilitate decision making and allowing them to see cost savings by elimination of duplicated services and service costs.

Chief Administrative Officer, County of Kern - Responsible for direction of county government with general guidance from board of supervisors. This individual is potentially the most influential person in county government in relationship to the success of this plan. The County CEO has control of the data and material delivered to the governing board of supervisors. If he sees the need to hinder this plan he could easily oppose the implementation and cause delay or failure. Currently he is thought to be in "let it happen" level. To facilitate this plan he should be moved to the "help it happen" level. This can be accomplished by having the City Manager of the City of Bakersfield present during an informal meeting to provide him with data which will focus on the cost savings to the county. Cost savings would be experienced by eliminating duplicated services and demonstrating the increased revenue to county government through fine and forfeiture monies. Additionally, the decrease in liability exposure to county government by the elimination of services to these newly annexed areas will also improve the position of county government both politically and financially.

City Council-person "A" - This person is the city council-person considered to be the most powerful person on the council. He controls the largest voting block and subsequently the direction of the council. Currently very pro-annexation. He is located in the "make it happen" level. To allow the plan to continue without it becoming a political contest he must move to the "let it happen" level. The Chief of Police, the City Manager and other concerned council members must influence him to remove himself from the overt and active political campaign to annex metropolitan Bakersfield to the

city limits and take a most passive position to avoid confrontation with opposing political forces. His influence would be better used behind the scene to facilitate this change.

Supervisor "B" - This person is the county supervisor most vocal in opposing City of Bakersfield active annexation policy and resulting downsizing of county government. His position is "block change". He must be moved to "let it happen" to allow this plan to reach maturity. This can be accomplished by demonstrating to this individual the savings to county government and the perception of taxpayers of good government as a result of this plan. A consistent flow of information will be given to this individual by the Chief of Police, County CEO and City Manager to provide him with the data he needs to project a positive image to his constituency by his endorsing this plan.

Chief of Police, City of Bakersfield - A very respected member of the community on all sides including the media. Very forward thinking. Willing to actively support the city manager in an aggressive annexation policy. The police chief is currently in the "help it happen" category. He should stay in that category. The Chief can sustain public support of this program through education of the public in the advantages of the plan and continued communication with all concerned parties.

Sheriff, County of Kern - By virtue of Office very influential person with considerable power both politically and by access to "bully-pulpit". Presently thought to be in

the position to oppose any negative hits on his organization, however, with some guarantee to shifting of his agencies focus to rural law enforcement and no infringement in other areas could be moved to, and needs to be moved to "help it happen" Should be actively included in Task Force to answer metropolitan law enforcement questions.

MANAGEMENT STRUCTURE

In considering the need for change and the method of change, the current state shows a need to consolidate duplicated services and eliminate waste in government. Speaking specifically to law enforcement this duplicated emergency service can easily be eliminated by the annexation of all metropolitan areas to one political entity, the City of Bakersfield. To move from the present to the future state one must first eliminate the resistance to change present in multi-political bodies by demonstrating real and perceived cost saving; service levels and accountability.

To facilitate this change, the City Manager, City of Bakersfield will be the project director. This assignment is more as a result of his position, being responsible for the fulfillment of city-wide goals. Additionally, he has the position which best communicates with the people and positions impacting this change within, and outside city government. He will carry the political influence of the City Council when dealing with other political entities. His position allows for easy communication with all level of executive management concerned with this plan.

A charting of the responsibilities of each actor was accomplished and his graphically displayed in Appendix P. This chart displays the actions each player is responsible for, their level of responsibility in relationship to the strategy.

TRANSITION MANAGEMENT STRUCTURE:

To manage this change process, effective analysis of the present has shown a need for change to a more cost effective and mission effective organization. By providing educational intervention about cost savings and improved service level the issues can be confronted and clarified, overcoming misunderstandings.

The Project Director will be the City Manager, City of Bakersfield. He will also chair the project committee. This committee will be comprised of representatives of constituencies representing the various entities involved in the change. Each member would then have direct input into the strategic plan. The continued educational intervention and resistance management by the committee will overcome resistance to change both internally and externally and will drive the plan to success.

IMPLEMENTATION TECHNOLOGIES

Most people dislike change. Some opposition to the plan is to be expected. With the many different organizational cultures, ideas, goals and values present, different opinions and views will result in conflict. This can be minimized by

using many different implementation technologies.

The committee should provide informational meetings to bring everyone involved up to speed on the direction, or desired direction of this plan. Open committee meetings at each organization site to develop direction from different points of view should be held following the setting of goals and allow for clarification of plan. This method will allow each individual to have a personal part in the process and thereby "buy-in" to the plan and program and become a partner not an outsider.

During the development of the committee, a team building workshop to facilitate working relationships between governmental agencies. This should lessen the anxiety levels when later dealing directly with the plan and its implementation.

Community meetings will allow the community to become familiar and comfortable with the plan and allow for open clarification and buy-in. This should be conducted by a representative of the Chief of Police and a representative from each of the political entities involved in the process.

The Intergovernmental Committee, during their first team building workshops, should designate specific areas of responsibility to insure task completion and clearly define duties. This will eliminate waste of time, energy and confusion over responsibilities. Additionally, coordination of activity will result in a quicker implementation of our plan.

The Representative Committee will have conflict due to the varied and many backgrounds. To build on this potential weakness and encourage team building, open communication of ideas and concerns should be taught. All information, both negative and positive, should be explored in an open forum to avoid resistance and negative actions destroying the plan.

The process of annexation, the formation of one agency, and the disassembling of another will cause uneasiness, anxiety and uncertainty. To avoid conflict during implementation, regular scheduled confrontational/goal setting sessions, along with community meetings, will be held to clarify the direction and goal of this plan. A very active campaign of positive information should be used during specific intervals of annexation.

Evaluation and Feedback

The Intergovernmental Relations Committee should maintain control of the issue and be the body for discussion and jurisdiction for issue resolution. The Task Force recommendations would require structured reporting of activities and financial evaluation incremental throughout the term of contractual agreement.

A system of measurement of service delivery level is easily captured with available computer aided dispatch (CAD) systems. However, to accommodate public feedback, a scientific survey instrument would be utilized to glean the necessary information to adequately evaluate effectiveness of this regional law enforcement delivery system.

SECTION FOUR
CONCLUSIONS
&
RECOMMENDATIONS

CONCLUSIONS

This final section will deal with the issue and sub-issues, and potential answers extrapolated as a result of the research. The final portion of this section will deal with recommendations for potential future study.

The issue: What are the possibilities of Regional Law Enforcement in the Metropolitan Southern San Joaquin Valley by the year 2002?

The study finds the possibility of regional law enforcement as a real possibility. The future is projected as increasing the probability of regional law enforcement driven by the increasing public demand for accountability of government and reduction in available revenue. The downsizing in state revenue and the subsequent restructuring of revenue away from county and municipal government has driven local government to "downsize" even to the detriment of service levels. The positive approach to the alteration of funding will include the maintenance of service levels and the elimination of superfluous personnel and structure. The public's minimum expectations of law enforcement services should continue to drive for geographical consolidation of services to eliminate duplication and waste. This action will be done within the near future by a proactive local government, through public mandates or by state legislative action.

The government entities have this opportunity to affect this change, demonstrating fiscal responsibility by unifying

their effort to plan for the future in the metropolitan area.

An aggressive plan, formulated by collaborative committee of both governing bodies, should allow for a system of single agency law enforcement for the like geographical area we refer to the metropolitan area.

Sub-issue #1 - Will multi-political boundaries cause issues with a regional police agency concerning funding and control?

The current restructuring of revenue sources within the state has placed each taxing entity in a protective mode. It is important that each political body study their organizational structure to eliminate the excesses and control the available funding and expenditures. With the regionalization of law enforcement services, certain revenues will be redirected and all together lost, however, each government entity should realize the off-setting cost savings of consolidating services within a single organization and the improved performance of that organization with available funding. The net fiscal result can be "win-win" for all effected entities.

Political control is still a very grave, potentially fatal factor within this issue. If the political factor of "power" and "control" can be placed subordinate to the mission of government; to provide effective, economical service to protect the health and welfare of the community; then and only then can will this not be issue concern.

Sub-issue #2 - Will the distribution of funding affect law

enforcement's current structure?

The current structure of law enforcement has endured in this county over the past century. The current redistribution of funding will move all law enforcement to downsize and become innovative in service delivery. The most effective method in the instant case, is the regionalization of law enforcement in the metropolitan area. Like geographic areas will also be driven to contemplate this structure change under these funding changes.

Sub-issue #3 - Will single agency law enforcement provide consistent service more cost efficiently than the present structure?

All current material available demonstrates the cost efficiency of downsizing and consolidating of service. The principle savings for regionalization is the elimination of duplicated services and elimination of unneeded staff positions. Delivery of standardized services is more easily delivered by a single agency, however, law enforcement services remain a very large portion of every government's budget. One must not be deceived by thinking law enforcement will cost less. It will only cost less in the areas where duplication is eliminated and the attendant overhead is eradicated.

It is incumbent upon the political bodies within the region to press forward with communication to facilitate change in service delivery. The Intergovernmental Relations Committee must aggressively seek ways to move from building a

gerrymandered law enforcement service map of the metropolitan area to a unified geographical subdivision of law enforcement service delivery.

RECOMMENDATIONS FOR FUTURE STUDY:

Throughout this study the author has found issues potentially worthy of future study. Of note are -

Is regional law enforcement the best method of service delivery?

What is the expected law enforcement service level for urban versus rural community?

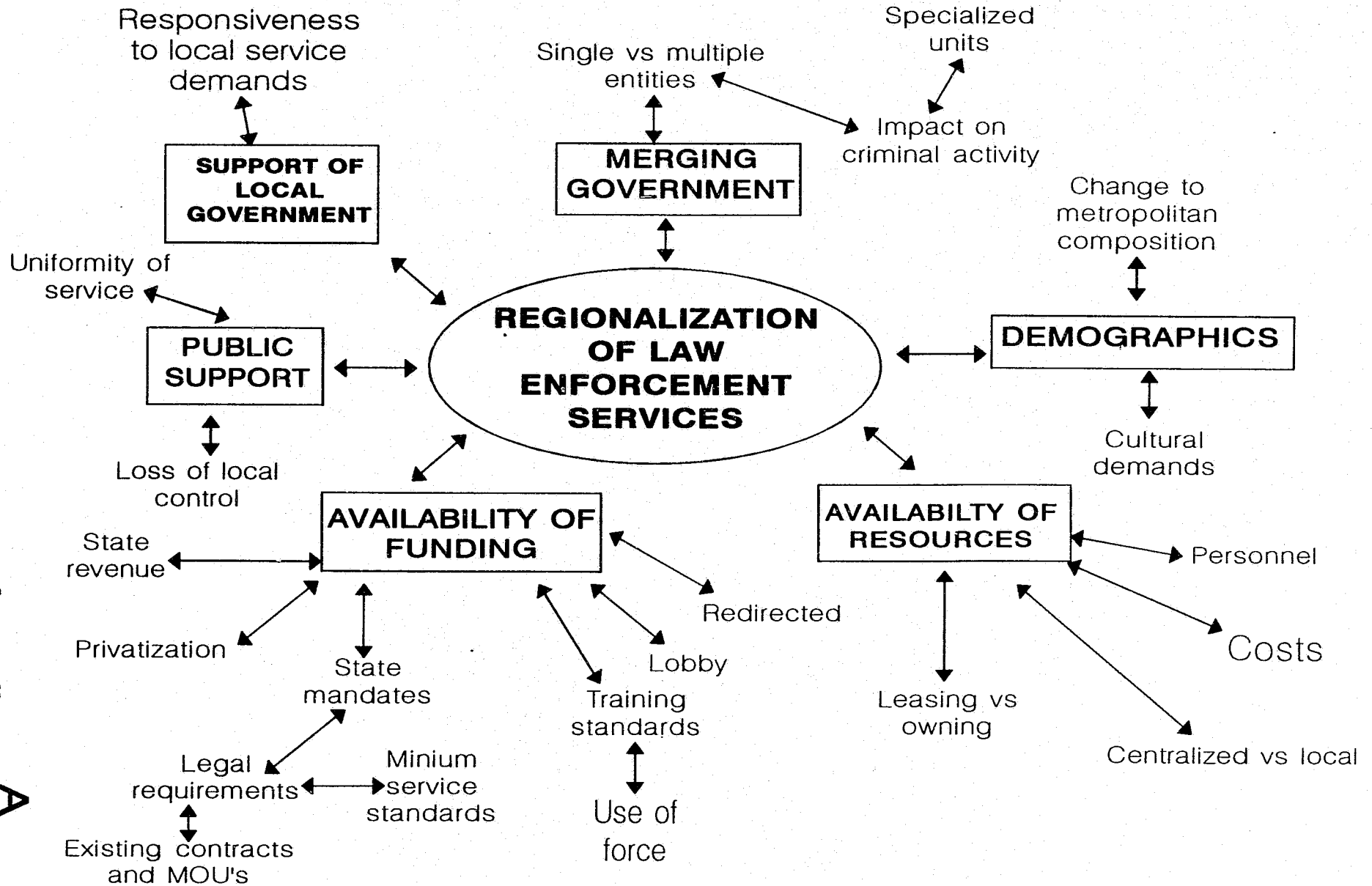
Is cost the most significant factor that should be considered when evaluating law enforcement service delivery?

How will the changing demographics in the metropolitan area affect expected service levels?

Will available funding compel privatization of urban law enforcement services?

APPENDIXES

- FUTURES WHEEL -



Appendix A

PANEL PARTICIPANTS

Trend and Event Forecasts in addition to Stakeholder Analysis, were accomplished by a panel of individuals comprised of the following:

1. Division Commander, Bakersfield Police Department, 20 years law enforcement experience. Masters Degree, Special interest - Police Funding, Administration.
2. Training Manager, Bakersfield Police Department, 19 years law enforcement experience, Masters Degree, Special interest - Patrol, S.W.A.T. Tactical.
3. Public Accountant, City of Bakersfield, Bachelors Degree, 17 years experience.
4. Division Commander, Kern County Sheriff's Department, 19 years law enforcement experience, Bachelors Degree, Special interest - Communications, Corrections.
5. Lieutenant, Bakersfield Police Department, 16 years experience, Bachelors Degree, Special interest - Patrol/Traffic Operations.
6. Sergeant, Bakersfield Police Department, 16 years experience, Bachelors Degree, Special interest - Field Operations.
7. Business Owner, 40 years experience, Automobile and Real Estate Sales.

LIST OF CANDIDATE TRENDS

1. Request for annexation into metropolitan municipality
2. Number of political leaders desiring reduction in Law Enforcement funding
3. Special interest groups demand tax shift away from Law Enforcement
4. Scrutiny of law enforcement by public committees
5. Alternate funding sources for law enforcement
6. Law enforcement user fees
7. Level state business tax base
8. Demographic change in southern San Joaquin Valley
9. Number of businesses leaving California
10. Average age of California voter
11. Number of state mandates for law enforcement service
12. Number of county/municipal governments declaring bankruptcy
13. Number of lawsuits against law enforcement agencies
14. Number of qualified persons applying for law enforcement positions
15. Level of state debt

NOTE: Candidate trends are in final rank order by NGT process

APPENDIX C

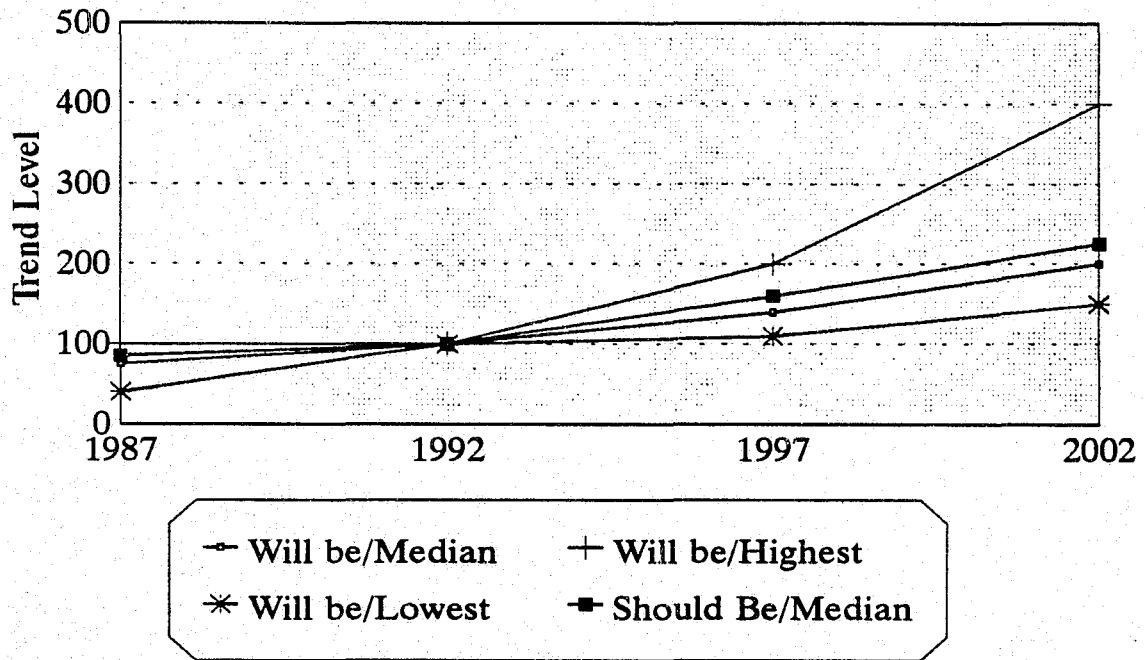
LIST OF CANDIDATE EVENTS

1. State Mandates regionalized law enforcement services
2. County Grand Jury recommends regionalized law enforcement services
3. County law enforcement agency loses multimillion dollar lawsuit
4. Employees file civil action against regionalization
5. Voters/court overturn property tax limitation law (Proposition 13)
6. County government bankrupt
7. Citizens file service inequity suit
8. State insolvent
9. Alternate energy source decreases value of oil
10. Protected class quotas imposed on law enforcement
11. Environmentalist mandate no new industry for state
12. Municipal law enforcement executive publicly opposes increase in annexations
13. State mandates minimum service level
14. Private police empowered equivalent to peace officers by state legislation
15. Martial law due to civil disobedience/riots

NOTE: Candidate events are in final rank order by NGT process

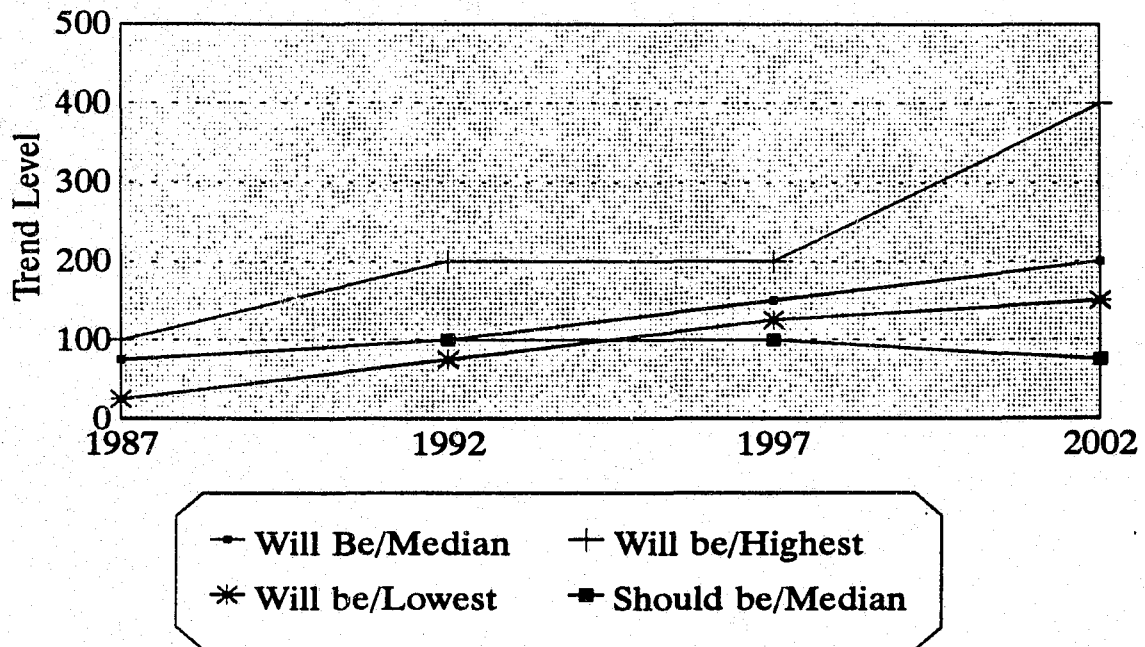
APPENDIX D

T-1 Level of Request to Annex



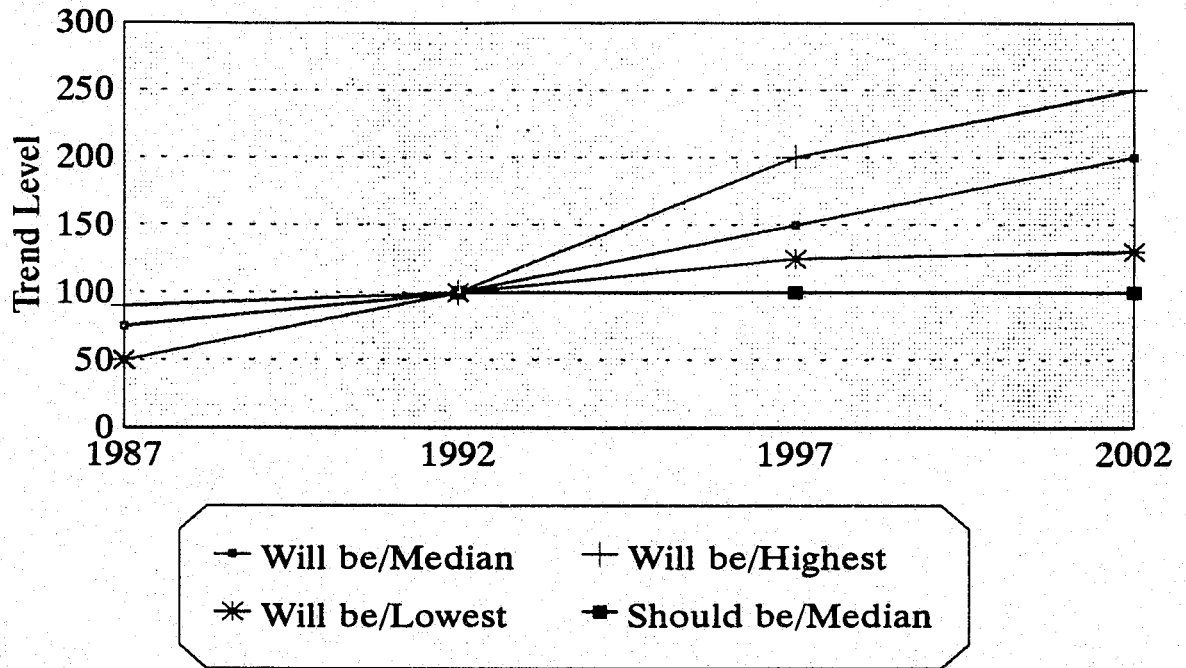
Panel Forecasts
N=7
(T-1)

T-2 Level of Election of Liberal Political Leaders



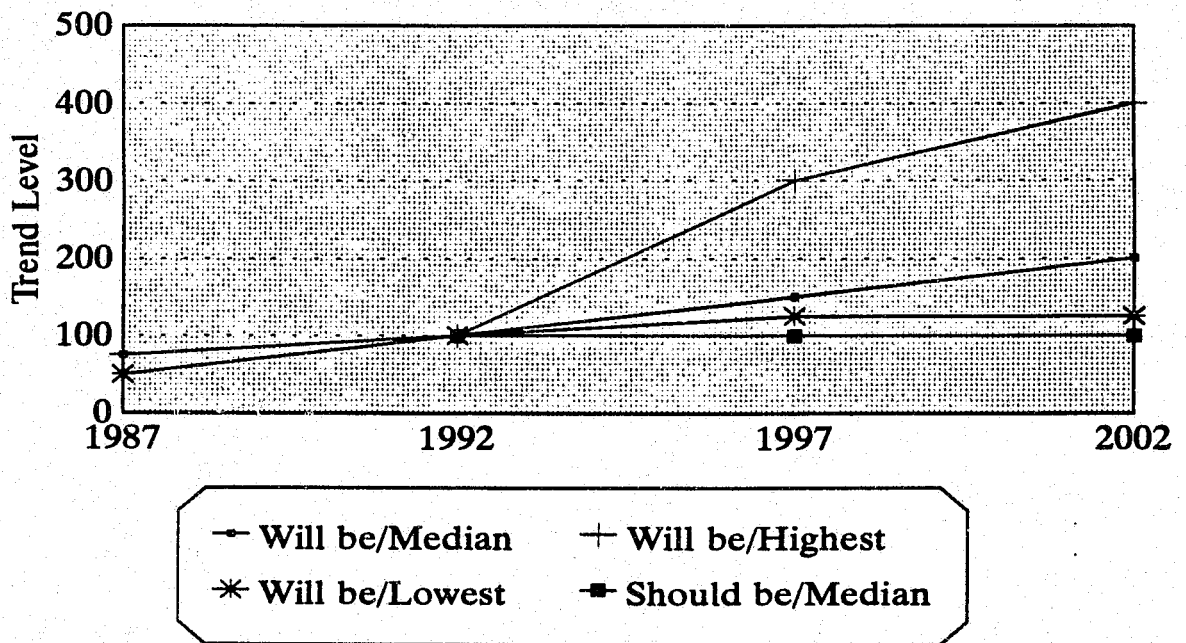
Panel Forecasts
N=7
(T-2)

T-3 Level of Special Interest Group Demands



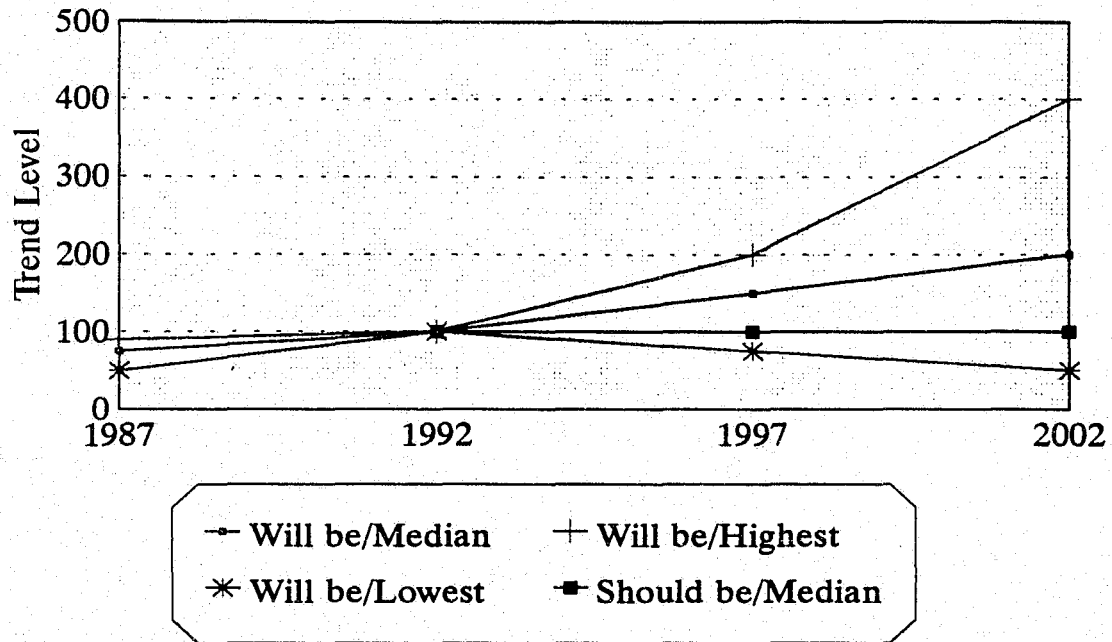
Panel Forecasts
N=7
(T-3)

T-4 Level of Review Boards



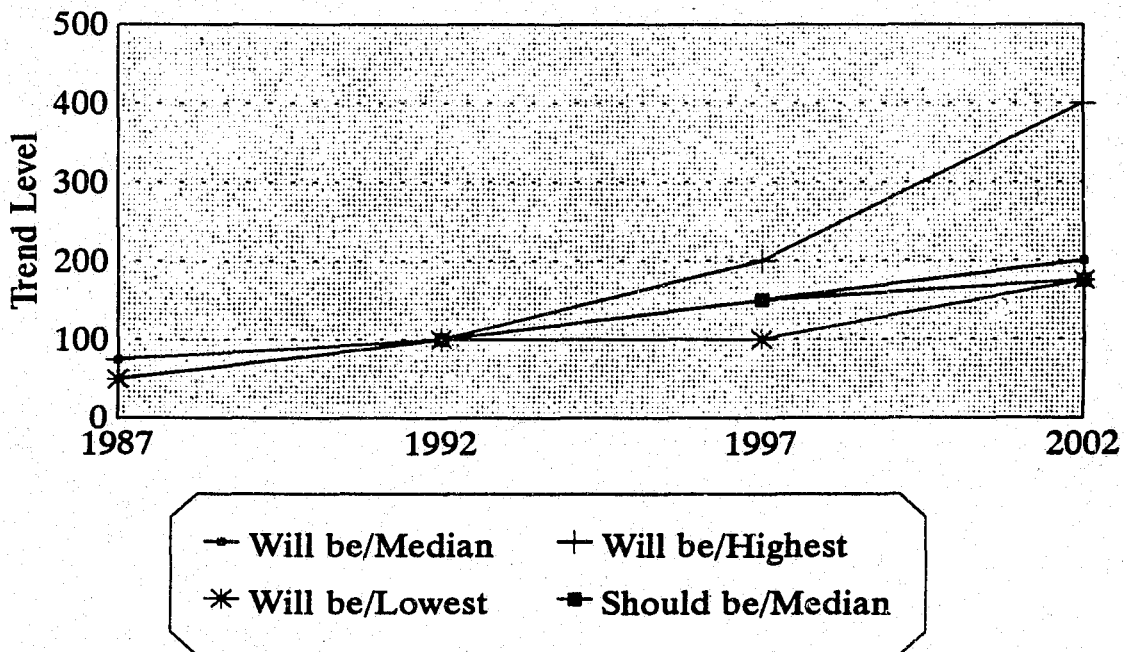
Panel Forecasts
N=7
(T-4)

T-5 Level of Alternative Funding Sources



Panel Forecasts
N=7
(T-5)

T-6 Level of Service Fees



Panel Forecasts
N=7
(T-6)

TABLE 1 TREND EVALUATION

**LEVEL OF THE TREND
(TODAY = 100)**

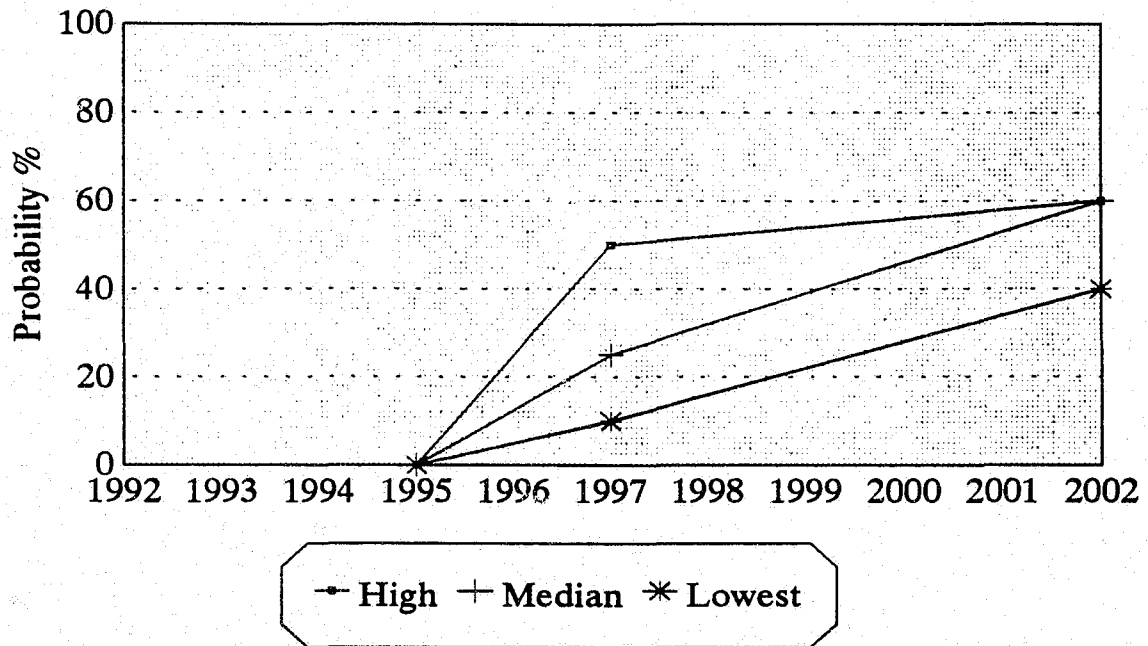
Trend Statement (Abbreviated)	5 Years Ago	Today	5 Years From Now	10 Years From Now
Level of Requests to Annex	80	100	150 150	200 100
Level of Liberal Political Leaders Elected	70	100	150 50	200 50
Level of Service Requests by Special Interest Groups	70	100	150 100	200 100
Level of Scrutiny by Citizen Boards/Committees	70	100	150 100	200 100
Level of Alternate Funding for Law Enforcement Services	70	100	150 75	200 75
Level of Service Fees for Law Enforcement	70	100	150 150	200 175

Using 100 as the current level of the trend, the panelists were asked to estimate the level of the trend 5 years ago, and both the nominal and normative value for 5 and 10 years in the future.

Will Be

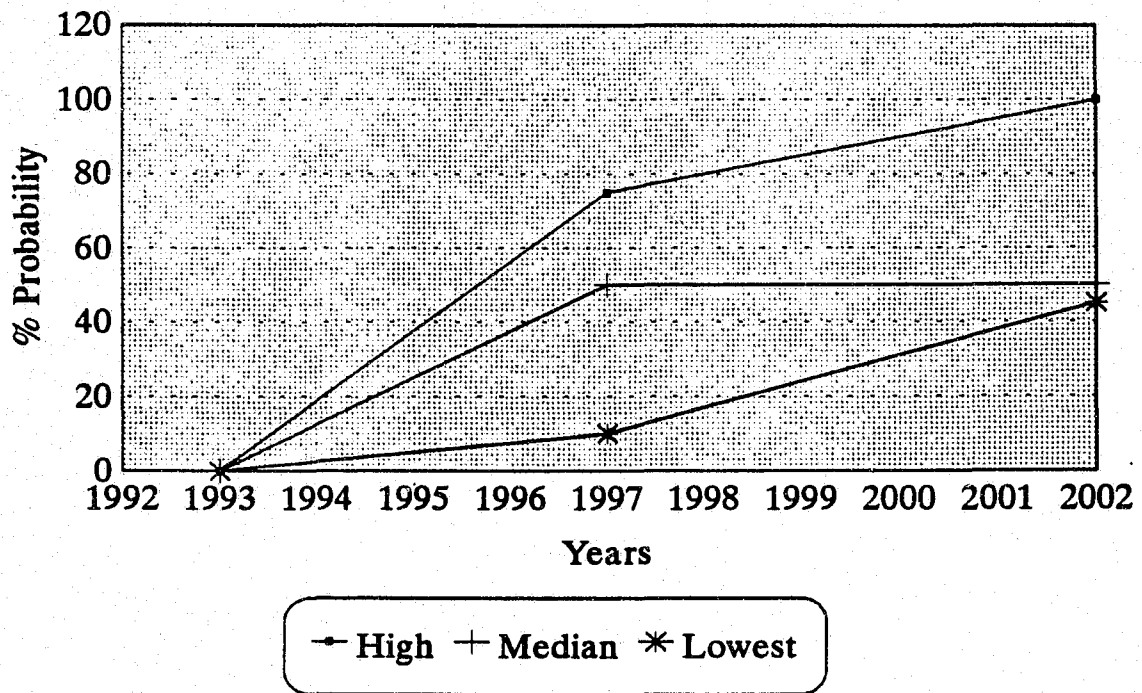
Should Be

E-1 State Mandates Regional L/E



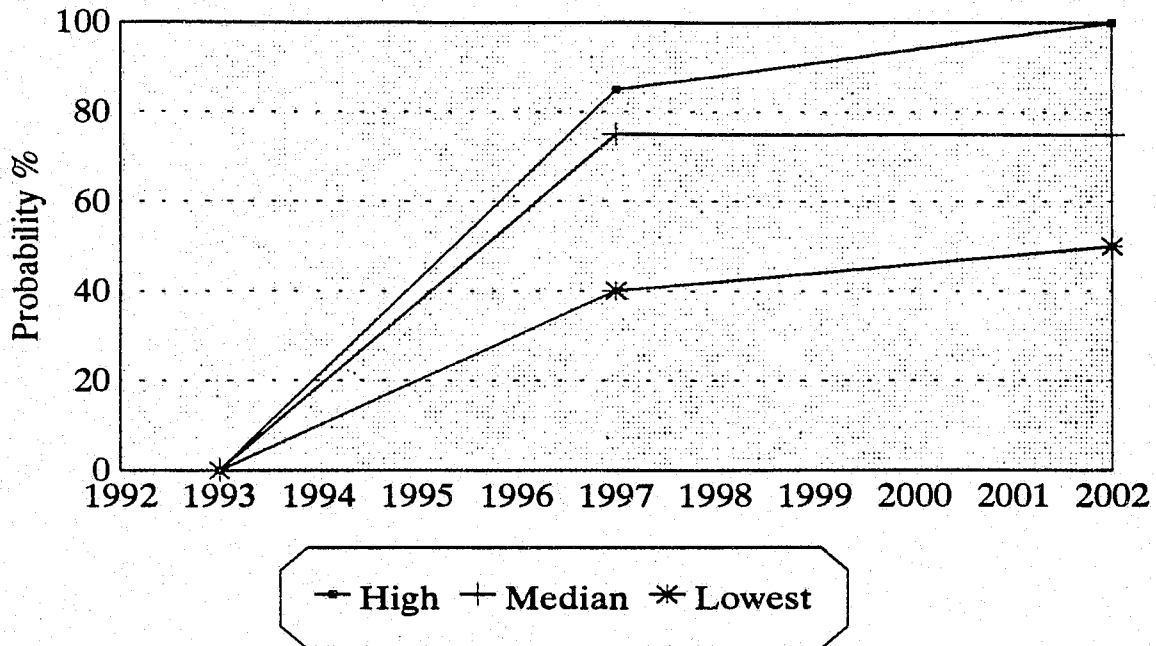
Panel Forecasts
N=7
(E-1)

E-2 Grand Jury Recommends Regional L/E



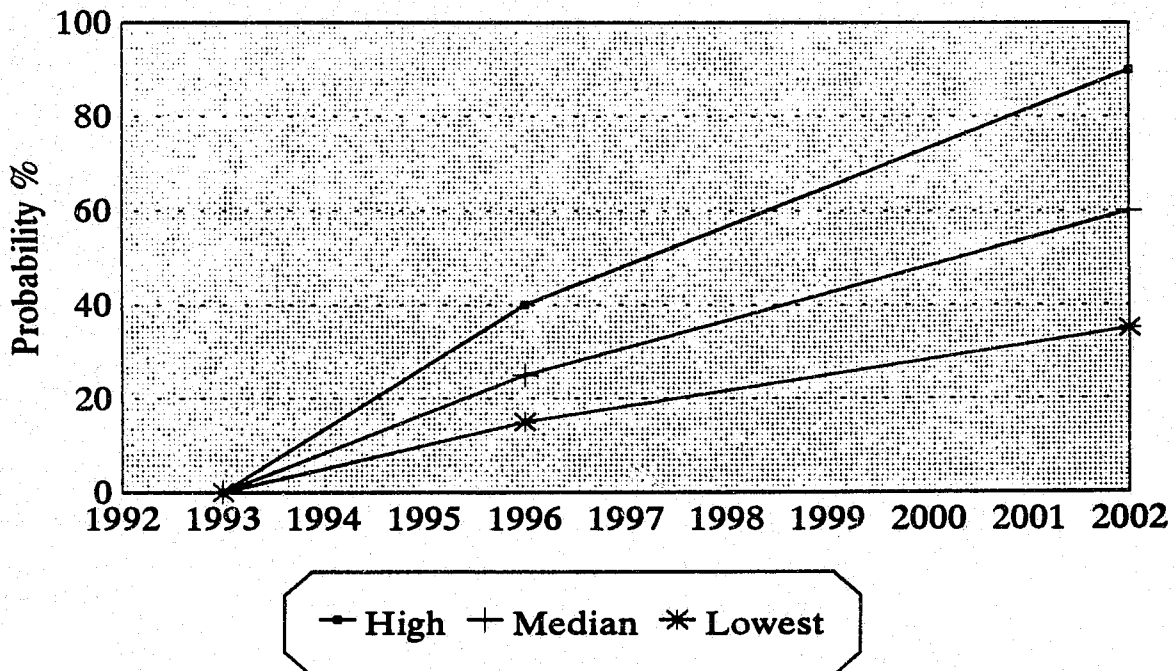
Panel Forecasts
N=7

E-3 County Government Suffers Multimillion Judgement



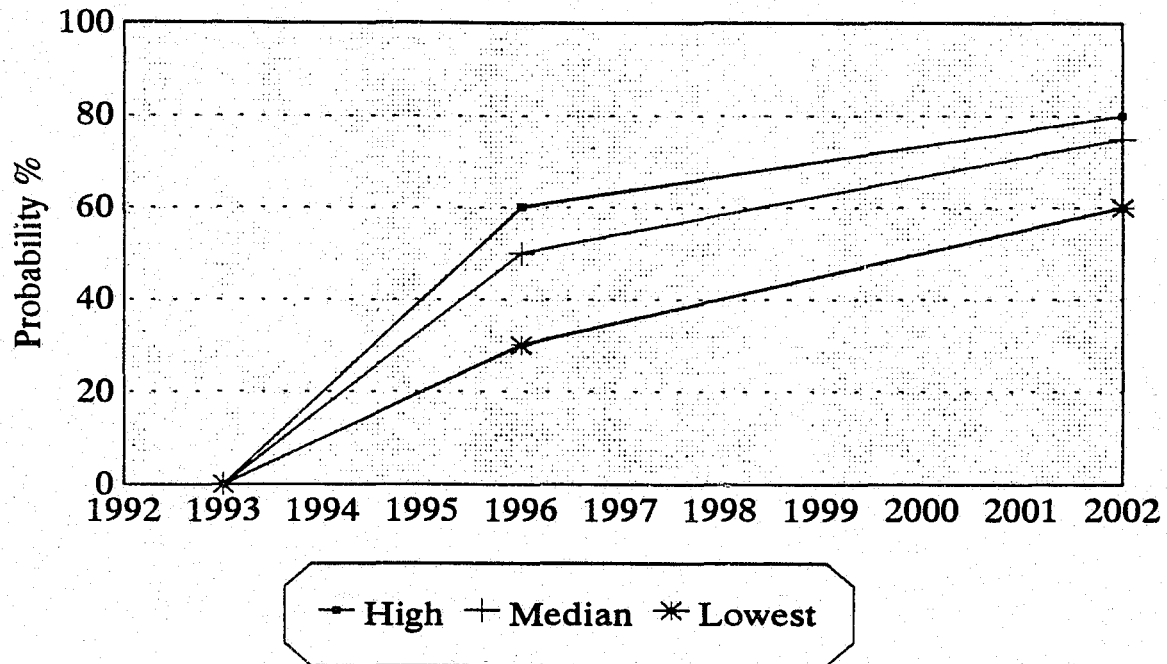
Panel Forecasts
N=7
(E-3)

E-4 EMPLOYEE GROUP FILE SUIT AGAINST REGIONAL LE



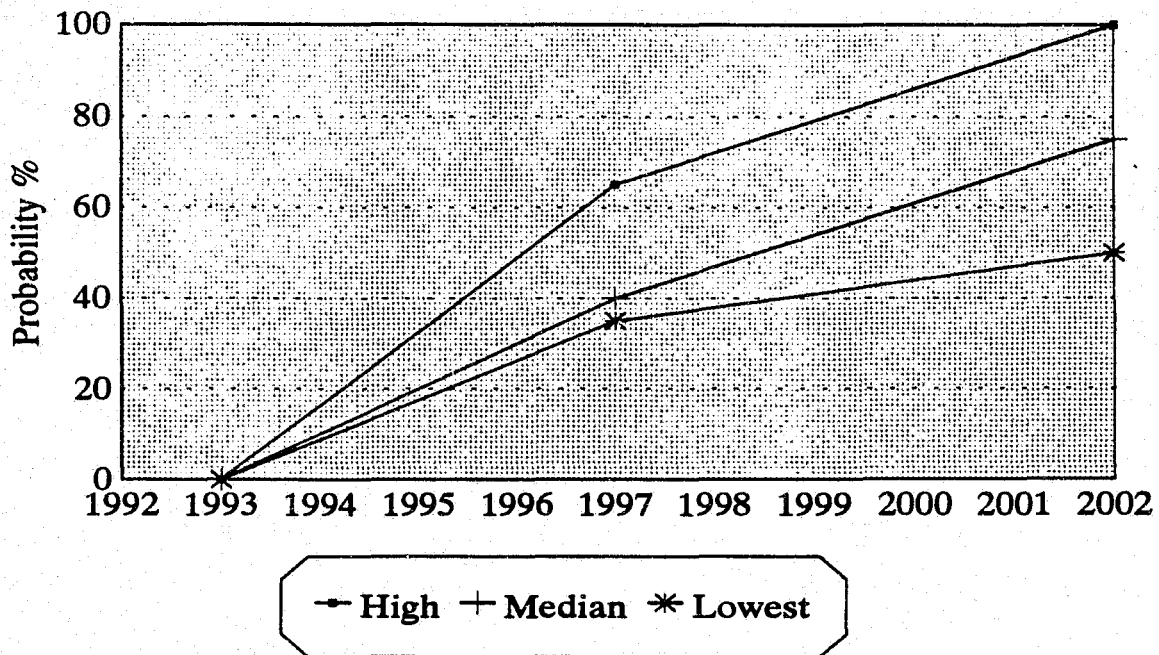
Panel Forecasts
N=7
(E-4)

E-5 VOTERS AND/OR COURT OVERTURNS PROPOSITION 13



Panel Forecasts
N=7
(E-5)

E-6 CIVIL DISORDER STRESSES GOVERNMENT BEYOND CAPACITY



Panel Forecasts
N=7
(E-6)

TABLE 2 EVENT EVALUATION

EVENT STATEMENT	YEARS UNTIL PROB-ABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE IF THE EVENT OCCURRED	
		5 YEARS FROM NOW	10 YEARS FROM NOW	POS (0-10)	NEG (0-10)
State Mandates Regional L/E	3	25	60	5	5
Grand Jury Recommends Regional L/E	1	50	50	6	3
County L/E Loses Mutimillion \$ Suit-Misconduct	1	75	75	8	8
Employees File Civil Action Against Regional L/E	1	25	60	5	6
Voters/Court Overturn Tax Law	1	50	75	2	5
Riots/Civil Disorder Stress Government Beyond Capacity	1	40	75	6	2

Table 2 shows the median forecast of the seven member panel with respect to the probability of each event occurring by ten years. The forecast estimates the number of years by which the event is likely to occur, estimates the probability (scale 0 - 100) of that event occurring by year 5 and year 10, and estimates its impact positive and/or negative.

TABLE 3 - CROSS IMPACT ANALYSIS

Impacting Events													"Impact" Totals
* * E-1 E-2 E-3 E-4 E-5 E-6 T-1 T-2 T-3 T-4 T-5 T-6													
E-1	XX	-100	90	50	50	50	33	--	--	--	20	--	7
E-2	100	XX	--	--	--	--	5	--	10	--	20	--	4
E-3	--	75	XX	--	--	--	50	-10	20	70	-10	20	7
E-4	10	--	--	XX	--	--	--	--	20	70	-10	--	4
E-5	75	60	--	--	XX	--	-10	-20	20	--	25	-10	7
E-6	75	-50	--	--	--	XX	20	-20	60	25	--	--	6
<u>"Impacted" Totals</u>													
	E-1	E-2	E-3	E-4	E-5	E-6	T-1	T-2	T-3	T-4	T-5	T-6	
	4	4	0	1	1	1	5	3	5	3	5	2	

E-1 State Mandates Regional L/E
E-2 Grand Jury Recmds Regional L/E
E-3 County Loses Lawsuit
E-4 Employees File Civil Action
E-5 Property Tax Law Overturned
E-6 Riots Strain L/E Capacity

T-1 Request to Annex
T-2 Liberal Leadership
T-3 Special Service Request
T-4 Scrutiny by Boards
T-5 Alternate Funding
T-6 Service Fees

WOTS-UP ANALYSIS

Opportunities and Threats
EXTERNAL

Opportunities	Threats
<ul style="list-style-type: none">* Continued funding shortfall for county government* Decrease in service provided to unincorporated islands* Increased physical size of city and population* Increased community support for equitable service levels* Increasing taxation for duplicated services	<ul style="list-style-type: none">* Perceived hostility from rural neighborhoods* Political power struggle for control of agency* Lawsuits against regional law enforcement* Opposition to large law enforcement agency

WOTS-UP ANALYSIS

Strengths and Weaknesses
INTERNAL

Strengths	Weaknesses
<ul style="list-style-type: none">* Recognized competent law enforcement agency* Track record of managerial successes* Support of supervisory and line personnel in progressive programs* Funds available for agency growth through regional plan* Financial stability of city	<ul style="list-style-type: none">* Inculturation problem for outside personnel* Lack of qualified personnel to fill new vacancies* Resistance from rank and file to "other agency" employees

RECEPTION TO CHANGE ANALYSIS

Category

TOP MANAGERS:

	I	II	III	IV	V
Mentality/Personality				X	
Skills/Talents				X	
Knowledge/Education			X		

ORGANIZATION CLIMATE:

	I	II	III	IV	V
Culture/Norms		X			
Rewards/Incentives			X		
Power Structure				X	

ORGANIZATION COMPETENCE:

	I	II	III	IV	V
Culture/Norms		X			
Rewards/Incentives			X		
Power Structure				X	

Legend

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

RECEPTION TO CHANGE ANALYSIS

Category

TOP MANAGERS:

	I	II	III	IV	V
Mentality/Personality				X	
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Rewards/Incentives			X		
Power Structure				X	

ORGANIZATION COMPETENCE:

	I	II	III	IV	V
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Rewards/Incentives			X		
Power Structure				X	

Legend

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

STAKEHOLDERS AND ASSUMPTIONS

1. CITY COUNCIL:
 - A. Reduction of costs to city due to reduction in services and sharing of facility costs. Positive reflection for a reduction in government costs.
 - B. Concerns over control and responsiveness to council (assuming exclusive control), of newly created agency operating within their political boundaries.
2. BOARD OF SUPERVISORS:
 - A. Concerned about lost revenue due to annexations.
 - B. Concerns over control and responsibilities to law enforcement needs.
3. CITY MANAGER:
 - A. May dislike loss of control of revenue generated within political boundaries.
 - B. Concerns over increased liability for larger police agency with inherent control problems.
 - C. Perceived increased political power with control of larger agency.
4. COUNTY CEO:
 - A. Positive reflection of decreased drain on budget by severing non-mandated local patrol responsibility from mandated correctional responsibilities.
 - B. Desire to eliminate severe liability exposure with discharge of policing responsibilities.
5. SHERIFF:
 - A. Concern over power base being eroded with new agency replacing portion of his area of responsibility.
 - B. Desire to formulate a more effective rural law enforcement agency motivates realignment of organization driving metropolitan policing.

STAKEHOLDERS AND ASSUMPTIONS
CONTINUED ...

6. EMPLOYEE GROUPS/UNIONS:

- A. May feel threatened by personnel reorganization as a result of new agency with potential for layoffs and/or duty transfers.
- B. Loss of political control over elected official if personnel integrated into agencies with appointed executive.

7. TAXPAYERS:

- A. Support elimination of duplicated service, standardization of service
- B. Desire to see downsizing of management and increased field personnel through consolidation of services.

8. EMPLOYEES:

- A. Resistant to consolidation of department And mixing of "cultures".
- B. Greater potential for movement and variety of work environment in larger agencies would make change attractive.

9. MANAGEMENT:

- A. Would desire formation of single policing agency to alleviate historical conflicts and improve image of law enforcement.
- B. Opportunity to provide more efficient service through agency with greater combined resources appealing.

10. TAXPAYERS WATCHDOG GROUP:

- A. Would support concept of consolidation as a more efficient use of tax dollars.
- B. Sale of surplus equipment, real property would assist in off-setting consolidation costs.

STAKEHOLDERS AND ASSUMPTIONS
CONTINUED ...

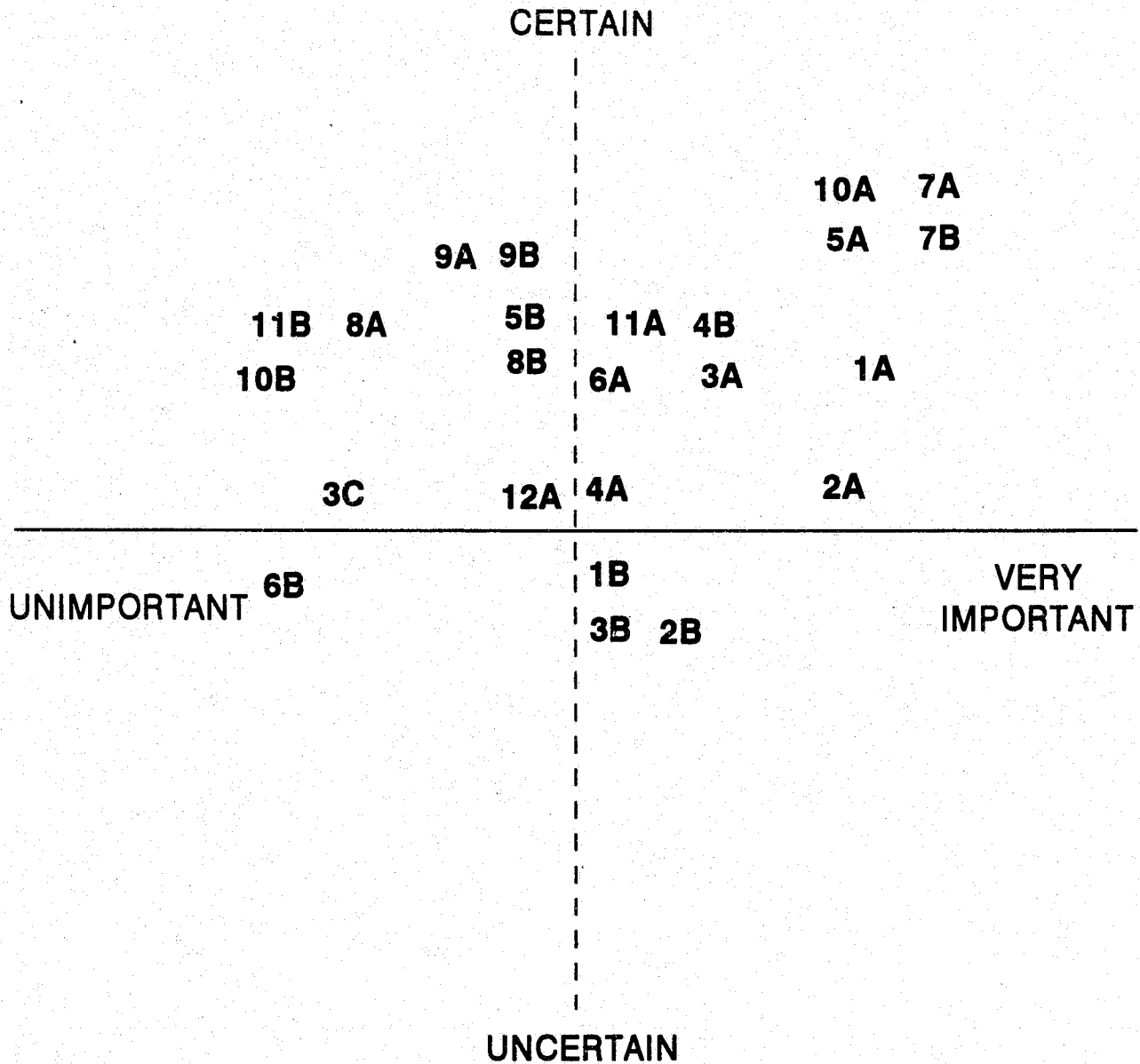
11. STATE GOVERNMENT:

- A. Support regionalization to reduce costs and enable further reduction of state funding as a result of revenue savings.
- B. Streamlining of government could lead to elimination of other duplicated services and consequently more savings to state government.

12. SMALL MUNICIPALITIES:

- A. Adjoining municipalities may feel threatened by the formation of a "mega-agency". Local autonomy becomes less likely for small agencies with success of regionalization and would result in mandated consolidation of law enforcement service and loss of local control.

ASSUMPTION MAPPING



- 1. City Council
- 2. Board of Supervisors
- 3. City Manager
- 4. County CEO
- 5. Sheriff
- 6. Employee Groups/
Unions

- 7. Taxpayers
- 8. Employees
- 9. Management
- 10. Taxpayer Watchdog
Group
- 12. State Government
- 13. Adjacent Municipalities

COMMITMENT CHART

TABLE 4

KEY PLAYER	NO COMMITMENT	BLOCK	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITY MANAGER				X - - - - -	- - - - -> O
CAO			X - - - - -	- - - - -> O	
COUNCIL-PERSON			O < - - - - -	- - - - -	- - - - - X
SUPERVISOR		X - - - - -	- - - - -> O		
CHIEF OF POLICE				X O	
SHERIFF		X - - - - -	- - - - -	- - - - -> O	

Appendix

O

X = CURRENT COMMITMENT O = COMMITMENT NEEDED

RESPONSIBILITY (RASI) CHART

ACTORS

Decision or Acts	Chief of Police	Project Director/City Manager	County CEO	Council Person A	Super-visor B	SHERIFF
Formulate Policy	I	R	I	S	S	I
Select Project Manager		R	S	A	A	
Select Steering Committee	I	R	S	A	A	I
Identify Inter. & Ext. Sources	I	R	I	I	I	I
Budget	S	R	S	A	A	S
Design Program	S	R	S	A	A	S
Maintain Contact With Stakeholders	R		I	I	I	R
Implement Programs	R	R	S	A	A	R
Monitor Program	S	R	S	S	S	S

Legend

- R = RESPONSIBILITY for action (but not necessarily authority)
- A = APPROVAL (must approve, has power to veto the action)
- S = SUPPORT (must provide resources, but does not have to agree to the action)
- I = INFORM (must be informed before action, but cannot veto)
- BLANK = Irrelevant to that particular action

P

ENDNOTES

1. Kern County Board of Trade, Profile of Statistical and Economic Data - 1992, Bakersfield, California, 1992. p. 46
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3. Kern County Sheriff's Department, Master Document, Bakersfield, California, 2 April 1992
4. John Rhodes, "County Budget Report," Kern County Administrator's Office, Bakersfield, California, 8 May 1992
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6. Michael Otten, "Bakersfield Growth Tops for Large Cities", The Bakersfield Californian, 14 May 1992, front page
7. Kern County Board of Trade, Profile of Statistical and Economic Data - 1992, Bakersfield, California, 1992, p. 46
8. Federal Bureau of Investigations, National Crime Statistics - 1991, Washington, D.C.: Government Printing Office
9. Bakersfield, City of, 1991/92 City Budget, p. 9
10. John Rhodes "County Budget Report," Kern County Administrator's Office, Bakersfield, California, 8 May 1992
11. William P. Horgan, "A Look at Local and Efforts Towards Consolidation of Police Services." Journal of Police Science and Administration, Volume 8, No. 1, 1980, pp. 1-4
12. Kern County Sheriff's Department, Master Document, Bakersfield, California, 2 April 1992

13. James P. Medina, "Sheriff Wants Civilians in Jail Guard Positions", The Bakersfield Californian, 12 May 1992, Local section
14. Kern County Sheriff's Department, Master Document, Bakersfield, California, 2 April 1992
15. Lois Henry, "Kern's Budget Pinch May Ground Chopper", The Bakersfield Californian, 16 May 1992, Local section
16. California Department of Finance, Demographic Research Unit, "Annual Report", State Printing Office, May 1992
17. James Medina, "Officers Union Criticizes Plan to Fund Park", The Bakersfield Californian, May 1992, Local Section

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