

139150

DEVELOPING ALTERNATIVE REVENUES FOR SMALL CALIFORNIA LAW
ENFORCEMENT AGENCIES BY THE YEAR 2002.

by

JOHN E. MOILAN

COMMAND COLLEGE CLASS 14

PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

June 1992

Order Number 14-0281

139150

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

California Comm. on Peace Officer
Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

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).

ACKNOWLEDGEMENTS

On April 21, 1990, I participated in the P.O.S.T. Assessment Center for The Command College. Later that day I received notification my Father had passed away. The following Tuesday, the day before my Father's funeral, I was told that I had received a passing score for Command College and that I would be assigned to Class 14. Wayne Matthew Moilan, this one is for you.

To Captains Fred L Gouveia, Lisa M. Fleming, Secretary Sheila Cox and the rest of the employees of the Piedmont Police Department you gave me encouragement, time, and help in completing this project. You're the Best.

I also want to thank my wife and daughters for their patience, time, and incredible understanding while I devoted evenings, weekends, and holidays to the completion of this project. Thank you so much.

DEVELOPING ALTERNATIVE REVENUES FOR SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES BY THE YEAR 2002.

by

JOHN E. MOILAN
COMMAND COLLEGE CLASS 14
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
1992

Executive Summary

SECTION ONE--DEFINING THE FUTURE

The primary issue of this study is: What will be the impact of small California law enforcement agencies seeking to provide private law enforcement services as a method to generate alternative revenues by the year 2002? The sub-issue questions are: (1) What will be the level of community support as small California police agencies gain revenue by attempting to provide private law enforcement service?; (2) What impact will small law enforcement agencies attempting to provide private law enforcement services have on the police officers' association?

The research project relied on three sources for information on the future. The first was the scanning of periodicals for articles that may provide insight into the future. They suggest the following: pressure to reduce police budgets would continue in the future; violent crime will increase; unemployment for unskilled workers will increase; drug and gang violence will increase in small cities; there will be a larger number of people who will depend on tax revenues for subsistence. The second source of information were interviews with police chiefs and managers who presently contract out private law enforcement services: the bay area and northern California chiefs have separate divisions of non-sworn, non-armed employees assigned to security contracts, others are using sworn officers. The third was use of the nominal group technique to select and forecast trends and events.

The trends forecasted by the nominal group were: property tax increases will be limited by the provisions existing in current law; private security will be used more frequently by citizens in smaller communities; violent crime will increase; the commitment of the police chief to raise alternative funding will increase; the police associations will become more reactive. Events with a strong probability of occurring and will have impact on the issue were: citizens pass a tax initiative similar to Proposition 13; homeowner associations contracts with security company; police officers' association initiates job action due to being forced to work private security; the media will publish stories on growing violence; police department will be awarded a security contract with the school district. Three scenarios were developed from the forecasts. The normative scenario describes the future situation for the fictitious Parkmont Police Department and the challenges confronting its police chief.

SECTION TWO--A STRATEGIC PLAN

Using the normative scenario, a mission statement is developed emphasizing the police department's desire to reach beyond traditional funding sources that has financed the department in the past. A preferred strategic plan is developed for the Parkmont Police Department recommending: a cost analysis for each aspect of the police department; a commitment analysis to determine the effect contract agreements will have on the department; the organizational structure reviewed to insure that private law enforcement contracts are negotiated; employee are scheduled to fulfill contract commitments; and community and media relations are maintained. A steering committee is formed to insure all are working toward the implementation of the preferred plan during the next ten years.

SECTION THREE--TRANSITION MANAGEMENT

Managing the transition to provide private law enforcement services will require the key individuals be identified who will begin the change process. Their current commitment levels are analyzed and strategies are developed to either increase or decrease commitment levels. The Police Chief is the pivotal person in the process. The Mayor, City Administrator, Police Managers, Supervisors and President of the Police Officers' Association are the Critical Mass of Key Players in the transitional management plan. The Transition Management Structure keys on the Steering committee to keep the change process going in an orderly manner respecting all who are involved with the change process. Tools, technologies, and methods are included to assist in over coming resistance to change.

SECTION FOUR--CONCLUSIONS, RECOMMENDATIONS, AND FUTURE RESEARCH

The answers to issue and sub-issue questions are answered.

Issue: There is little doubt the economic future for small California law enforcement agencies is not good. When there is less tax monies available the elected officials become more involved in daily operations of the City. The Police Chief will be required to provide very detailed reports on the proposal which include costs to operate the police department, estimate of cost to provide private law enforcement, employees required to fulfill such contracts.

Sub-Issue one: The level of citizen support for the private law enforcement plan come from four general areas. Citizens will support the plan provided there is equal service to those who cannot afford contract costs. The business community, understanding revenue issues, will support the plan because they will receive the service desired. Homeowner associations will support the plan, because it will offer the desired protection. School officials will not support the plan because of their own budgetary problems.

Sub-Issue two: The Police Officers' Association is in a precarious position. On one hand, if the police chief does nothing jobs may be lost, on the other, if the private law enforcement services plan is implemented, officers will be required to work private security. If officers are included in the planning process and have been provided with all the information, they will support private law enforcement services.

Recommended actions include: This study was limited to providing private law enforcement services as a method of generating alternative revenues within the existing organization's structure. It is the conclusion this is only one answer. The police chief must do a cost analysis on all cost to operate the police department. Communication concerning tax revenues and cost to operate the police department be openly discussed and input sought from all levels of the organization for possible solutions. The police chief must take the lead in energy and commitment to move toward the goal of alternative funding sources.

INTRODUCTION:

A short summary on the development of the issues, how we got where we are now and a introduction into the future.

SECTION ONE: DEFINING THE FUTURE

What are the future trends and events which will have an impact on the issue of providing private law enforcement services by the year 2002?

SECTION TWO: A STRATEGIC PLAN

A strategic plan for creating a new work environment for providing private law enforcement service by 2002.

SECTION THREE: TRANSITION MANAGEMENT

Managing the transition that includes providing private law enforcement services.

SECTION FOUR: CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

The answers:

What will be the impact of small California law enforcement agencies seeking to provide private law enforcement services by the year 2002?

What will be the level of community support as small California law enforcement agencies gain revenue by attempting to provide private law enforcement services?

What impact will small California law enforcement agencies attempting to provide private law enforcement service have on the police association?

CONTENTS

INTRODUCTION

Introduction	1
Issue and Sub-Issues	3
Small California Cities	4
Scope of Study	5

SECTION ONE: DEFINING THE FUTURE

Introduction	6
Nominal Group Technique	6
Trends for Study	7
Events for Study	8
Cross Impact Analysis	9
Future Scenario	11
Normative Scenario	12

SECTION TWO: A STRATEGIC PLAN

The Strategic Plan	18
Mission Statement	18
Situational Analysis	19
WOTS-UP Analysis	19
Opportunities	19
Threats	20
Strengths	20
Weaknesses	21
Strategic Assumption Surfacing Technique	21
Developing Alternative Strategies	24
Law Enforcement As Business Organization	24
Police Independent Contractor	24
Preferred Strategic Plan	25
Implementation Plan	27
Negotiating The Acceptance of the Preferred Plan	28
Critical Stakeholders	29
Negotiating Strategies with Stakeholders	31

SECTION THREE: TRANSITION MANAGEMENT

Transitional Management	33
Critical Mass and Commitment Planning	33
Transition Management Structure	37
Tools, Technologies, and Methods	39

Responsibility Charting	39
Defining Future State	39
Communication	39

SECTION FOUR: CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

The Issue	40
Sub-Issue One	41
Sub-Issue Two	42
Additional Considerations	42
Recommendation On Other Alternative Revenue Sources	43
Recommendations For Future Studies	44

ENDNOTES	91
--------------------	----

BIBLIOGRAPHY	93
------------------------	----

APPENDIXES

Appendix A Small California Law Enforcement Agencies Twenty Or Less Sworn Officers 1989	45
Appendix B Small California Law Enforcement Agencies Disbanded in 1991	51
Appendix C Small California Cities Special Benefits Assessments (Taxes) For Police Services	52
Appendix D Supplemental Tax Efforts	53
Appendix E Ten Year Budget Projection For Parkmont Police Department Fiscal Years 1991-2001	54
Appendix F Interviews and Suggested Readings	55
Appendix G NGT Process	58
NGT Panel	59
Trends	61
Events	62
Evaluation and Forecasting	62
Appendix H Future Scenarios	71
Exploratory	71
Hypothetical	72
Appendix I WOTS-UP Analysis	73
Appendix J Alternative Strategies (in detail)	76
Law Enforcement As A Business	76
Police Independent Contractor	77
Do Nothing	78

Appendix K	Parkmont Police Department Personnel and Equipment Expenses	80
Appendix L	Parkmont Police Department Estimate for Private Law Enforcement Service	86
Appendix M	Responsibility Chart	89

TABLES

Table 1	Trend Evaluation	64
	Trend Forecast Graphs	65
Table 2	Event Evaluation	66
	Event Forecast Graphs	67
Table 3	Cross Impact Analysis	69
	Cross Impact Narrative	70
Table 4	Assumption Mapping	74
Table 5	Commitment Chart	79

ILLUSTRATIONS

Illustration 1	Futures Wheels	90
----------------	--------------------------	----

INTRODUCTION

A SHORT SUMMARY OF THE DEVELOPMENT OF THE ISSUE, HOW WE GOT WHERE WE ARE NOW AND A INTRODUCTION INTO THE FUTURE.

INTRODUCTION

Property taxes and how they affect small California cities have been a very popular topic since Proposition 13, the Jarvis-Gann Initiative, was passed by the electorate in 1978. With it and other successful tax relief and spending limitation measures, a new management culture emerged in small California law enforcement agencies. Cutting back, eliminating waste, cutting the fat were popular budgeting practices adopted by law enforcement managers.¹

Articles in newspapers, magazines, and California state financial projections (See Appendix F, Suggested Reading) suggests despite pressures to reduce budgets, police chiefs in small California cities will be challenged in the next 10 years by the urban influences that plague larger cities. Increased drug usage and gang violence will occur. There will be greater numbers of different ethnic groups attempting to assimilate into smaller cities. Employment opportunities will be limited for those not possessing the required training for specialized jobs.² These individuals will be the dependent population depending on taxes for financial support.³

Proposition 13 has limited small cities ability to raise additional property tax revenues. This propositions has associated the property tax rate to the market value of property. In the past, California has enjoyed increased property values and cities have been gaining additional revenues due to the higher property values. California's housing market values has stabilized and in some area have decreased and cities are collecting less property taxes they once were.

California is in a economic recession. There is more unemployment and citizens are being careful with their spending habits. This impacts sales tax revenues which the state depends on to fund the many services they provide to law enforcement. The state now charges for these once free services or authorizes county governments, by legislative action, to charge cities for their services.

California's population continues to grow in smaller California communities. Along with that growth the demand for police services will increase. The growing population will bring additional crime, gang related activity, increase usage of drugs, more violence, to small California cities.

According to the California Department of Finance there will be a continuing demand for existing tax revenues. Even if there is an economic recovery in California there will be insufficient tax revenues to fund existing programs at current levels. The state demographics are in transition causing a mismatch between taxpayers and tax receivers. The projection is that more of California's population will need tax funds to subsidize their incomes in order to live.⁴

Unable to raise additional tax money, a continued economic recession, and a growing demand for service will make funding for small California law enforcement agencies very challenging for the next ten years. In an effort to maintain services in smaller communities, police chiefs will need to research alternative funding sources.

Issue and Sub-Issues

This study will research a possible alternative funding source for small California law enforcement agencies. Specifically, it examines an entrepreneurship approach as a source of funding rather than relying on additional property taxes. The objective of this paper is to inform small California law enforcement managers of a possible alternative funding source and the process for its implementation. It offers a process that law enforcement managers may use to evaluate other revenue generating ideas and forecast their possible success or failure in future years. Using this process may enhance the success of an idea by forecasting and identifying future obstacles which may be avoided. This will be accomplished by researching the answer for the issue question: **What will be the impact of small California law enforcement agencies seeking to provide private law enforcement services by the year 2002?**

In selecting related sub-issues there were specific criteria used. First, it was crucial that the sub-issues be important to the issue. Second, the sub-issues have a direct impact on the police chief and how he or she can influence that impact or be impacted by it. To identify the sub-issues a futures wheel was utilized (See Illustration 1, "Futures Wheel"). As a result of this process several sub-issues were identified. The ones selected for further research were:

- o What will be the level of Community support as small California law enforcement agencies gain revenue by attempting to provide private law enforcement services?

- o What impact will small California law enforcement agencies attempting to provide law enforcement services have on police associations?

Small California Cities

To provide the researcher with a starting point and background for this research project, a survey was conducted to identify the small California law enforcement agencies (twenty or less sworn officers) that existed in 1989. For the researcher's information the survey included the number of sworn officers, population served, budget, and revenue generated (See Appendix A, "Small California Law Enforcement Agencies"). This survey was compared to a 1991 survey (See Appendix B, "Law Enforcement Agencies Disbanded in 1991"). This supports an earlier conclusion made by Ecil W. Garmon in his 1988 research project that the number of small California law enforcement agencies are decreasing.⁵

A survey was conducted at the California State Controller's Office to learn which small California cities reporting supplemental taxes for their law enforcement agencies (See Appendix C, "Small California, Cities Supplemental Taxes"). Other municipalities attempting to impose additional taxes have collided with a hostile public (See Appendix D, "Supplemental Tax Efforts by Some California, Governmental Agencies").

Notwithstanding, population growth, economic recession, the effects of Proposition 13, the continuing demand for service, inflation itself will create the need for additional revenues to maintain existing levels of law enforcement service in small California cities.

As an illustration of that need, a ten year budget projection was prepared for the Parkmont Police Department. A 2% annual inflation factor compounded annually will total a 19.5% increase to a department's budget in 10 years. An 8% annual inflation factor compounded annually will require the budget to be almost 100% more in 10 years. (See Appendix E, "Ten Year Budget Projection For Parkmont Police Department").

Scope of Study

This study was limited to a single revenue generating idea for a small California law enforcement agency with twenty or less sworn officers with minimal or no change to the organization's structure.

SECTION ONE: DEFINING THE FUTURE

**DEVELOPING ALTERNATIVE REVENUES FOR SMALL CALIFORNIA LAW
ENFORCEMENT AGENCIES BY THE YEAR 2002.**

Defining The Future

Introduction

It is important to define the future in context of the issue question being studied. The issue question is: **What will be the impact of small California Law Enforcement Agencies seeking to provide private law enforcement services by the year 2002?** Trends that relate to the issue and sub-issue questions must be identified. Future events that may impact each other, the issue, and trends must also be identified and evaluated. There are many methods for determining trends and events. This study was limited to the use of a futures wheel (See Illustration 1, "Futures Wheel"), scanning of periodicals, interviews, and a Nominal Group Technique (NGT) exercise (See Appendix F, "Expert Interviews and Suggested Reading"). The Nominal Group Technique (NGT) is discussed in detail in this study.

Nominal Group Technique (NGT)

Seven individuals were selected and invited to participate in a Nominal Group Technique (NGT) exercise. The panel members were selected because of their backgrounds in small law enforcement agencies, private security, finance, business, and understanding of the issue and sub-issue questions. The panel members requested anonymity, their names are on file with the researcher. The Panel identified thirty-three trends and twenty-one events (See Appendix G, "NGT Process"). Those selected by the panel for detailed

discussion are in this study (See Tables 1 and 2, "Trend and Event Evaluations").

Trends for Study

T-1 Level of property tax imposed on the citizens of California: Property taxes will rise. The median ("will be") trend line follows a 2% annual increase five and ten years from today. The significance to the issue question is that property tax funds may not keep up with the financial requirements of a small law enforcement agencies in the future.

T-2 Private security utilized in small, California, cities: Private security will be utilized more in smaller California cities by citizens, businesses, and governmental entities in the future. This rapidly growing industry, once limited to corporate accounts, will build a cliental in smaller California cities. The ratio of private security officers to sworn officers is currently 5 to 1 in the state of California.⁶ Citizens in a small California city will demand this specialized law enforcement service in the future and will have the means to pay for it.

T-3 Violent crime in small California cities: The rate of violent crime will rise in small California cities. The panels's median ("will be") trend line indicates a steady increase in violent crime for the next ten years. Contrasted with the ("should be") trend line, which optimistically indicated no increases. Despite the disparity between the ("should be") and the ("will be") trend lines the high and low scores support the prediction of higher numbers of violent crime in small cities.

T-4 Commitment of the Chief of Police: The Police Chief will be expected to take a leadership role in raising alternative funding for the police department in the future. Forecast indicates in five years that the Chief's role in raising funds will increase by 20%

and an additional 80% by the end of ten years. The high trend line reflects an unrealistic prediction of a 400% increase at the end of ten years. The ("should be") is 10% at five years and an additional 50% at ten.

T-5 Reaction of the Unions and/or Police Associations: The panel's median trend line indicate the possibility of job action by the Police Associations to working private law enforcement. It suggests a 20% increase in five years and an additional increase of 80% by the tenth year. The ("Should be") trend line indicates a 20% the next five years. There is a wide disparity between the high and low ballots. An analysis of the individuals casting votes revealed separate agendas on this trend. The high vote was cast by a member of police officers' association; the low vote was cast by an executive manager.

Events For Study

E-1 Citizens of California pass tax initiative similar to Proposition 13: The probability of another Proposition 13 Initiative being passed is between a median of 45% to a high probability of 60% in the next five years. The effect of this event, if it occurs, is further reduction in property tax revenues that will be available to fund smaller California police departments.

E-2 Homeowners' Association contracts with security company: The homeowners' associations will contract private security companies to protect their common property. The probability of this event occurring is 70% in five years and 90% in ten years. The high probability is 80% in five years and 100% in ten years.

E-3 **Police Officers' Association initiates job action:** There is a 30% probability in five years to a 50% probability in ten years of a POA job action against working private law enforcement service. The low probability indicates a steady rise in this event occurring in the future.

E-4 **Negative media coverage due to major crime:** The media will publish stories on the growing violent crime in smaller California cities. The probability the event will occur is 80% in the next ten years and a high probability of it occurring is 100% in the next five years.

E-5 **Police Department is awarded security contract with school district:** The probability of this event occurring is 62% in five years and increasing to 75% in ten years. The high probability is 85% in five years and 100% in ten years.

Cross Impact Analysis

The Cross Impact Analysis was completed with three law enforcement managers working as consensus panel. The panel assumes that each forecasted event occurs. The then estimate the impacts to the other events and trends (See Table 3, "Cross Impact Analysis"). Following the cross impact analysis, a review of those events which have the most action on the trends and event disclose events 1, 2, and 3 impacted the greatest, each having 6 impacts.

E-1 **Citizens of California pass another tax initiative similar to proposition 13 (6 "hits")**

The impacts if this event occurs on the other events and trends are:

- o The tax initiative will lower the property roll rate for those California citizens who purchased property after 1978, when Proposition 13 passed.
- o There will be less property tax revenues available for law enforcement.
- o Within 5 years, 20% of the homeowners' associations will contract with security companies for private law enforcement services.
- o Within one year after passage, there will be a 70% chance the POA will initiate some type of job action.
- o Within a month, 80% of California citizens will have a reduction in their property taxes.
- o Within a year, there will be a 70% chance that small California Cities will begin using private security as part of the law enforcement service.
- o Within a month, 40% of the Police Chief's time will be dedicated for raising alternative funding.
- o Within a year, there will be a 70% chance the POA will react to reduced tax revenues and the idea of providing private law enforcement services.

E-2 Homeowners' Association contracts with security company (6"Hits")

The impacts if this event occurs on the other events and trends are:

- o Within 6 months, there will be a 50% chance the POA will take a job action in response to this event. The job action may cause additional homeowners' associations to contract with private security firms.
- o Within a year, there will be a 40% chance the new media will publish detailed stories of the job action, the POA's lack of concern of increasing violent crime, which

will cause more association groups to hire private security companies for protection.

- o Within 2 years, private security will increase by 40% in small California cities.
- o Within 6 months, there will be a 10% decrease in violent crimes in association properties protected by private security.
- o Within a year, 10% of the Police Chief's time will be directed to the concerns of the homeowners associations.

E-3 Police Officers' Association initiates job action (6"Hits")

The impacts if this event occurs on the other events and trends are:

- o Within 6 months of a job action, there will be a 60% chance small California cities will begin contracting for private law enforcement services.
- o Within a month, there will be a 80% chance the news media will publish stories of the job action and its effect on the growing violent crime rate.
- o Within a month, there will be a 80% chance the school district will not consider contracting with the police department for private law enforcement services.
- o Within 6 months, violent crime will increase by 40% due to POA job action.
- o Within a month, the POA will react to the reduced revenue, the proposed idea of private law enforcement services, and media criticism of the POA's decision to take job actions.

Future Scenario

The final segment of this section is the development of a future scenario. Scenarios are stories that explains what could happen with a given set of criteria. These were based

on information developed by the nominal group technique, forecasting processes, and the cross impact analysis. For the purpose of this study the scenarios are set in the City of Parkmont, a island residential community of 10,000 people. The city is surrounded by a metropolitan city known for a high violent crime rate. More descriptive information concerning Parkmont shall follow in other sections of this study.

Three scenarios were developed for this study. The Exploratory and Hypothetical are included (See Appendix H, "Future Scenarios"); the Normative scenario will be discussed in detail in this study.

SCENARIO: NORMATIVE

City Expects a 10% Decrease In Tax Revenues.

Parkmonter June 3, 1993

The Parkmont P.D. Offers Private Security To School District.

Business Times August 3, 1995

Parkmont P.D. Is Put To Test With Violent Crime.

The Bulletin September 4, 2000

The Chief was sitting at his desk reading the daily log. Two of the service calls caught his eye. The Chief decided to make copies of them and set them aside. They would help for this afternoon's meeting.

It had been only ten years ago that the Smith-Watson Initiative passed, touted to be the savior of Proposition 13. The Chief anticipated that tax revenues would be decreasing and began investigating alternative revenue sources. If none were found, it would be certain that sworn officers would have to be laid-off. The Chief also realized that the violence occurring in the larger metropolitan cities would spread to the small city of Parkmont. Both of these required the Chief's attention.

The Chief realized as revenues decreased, elected officials would increase their involvement in the daily operation of the police department. Initially the chief had a series of meetings with City Council Members, the City Administrator, and Other Staff Members.

The plan to offer private law enforcement services was introduced; the Chief asked for suggestions and ideas on how to implement the plan. Concerns, ideas, and comments about the plan were noted for possible inclusion into the plan. The Chief advised this group of his concerns about violent crime and its spread into the community. Future meetings were set as the planning process progressed.

The Chief held a departmental meeting informing all employees of decreasing revenues and possible impacts this could have on the organization. Volunteers were asked, from each level of the department, to join a committee and research offering private law enforcement services to citizens. Additionally the committee was charged to develop a plan

in response to the increase violent crime problem. The Operations Captain was selected to chair the committee.

The committee believed the best way to approach the community was by frequent news releases providing factual information about funding, the alternative revenue generating idea, and the increase in violent crime. As one committee member was quoted, "The worst thing we can do is surprise the citizens."

In conjunction with Neighborhood Watch meetings, information may be presented to citizens on the department's financial conditions and the increase in violent crime. The Chief was actively involved and attended as many meetings as possible.

The Parkmont Police Department offered a private law enforcement contract with the Parkmont School District. The contract provided 16 hours of law enforcement patrol exclusively to the campuses. The local newspaper, the Parkmonter, printed articles about the contract and questioned whether the police department could honor the contract without decreasing services to the public. Will citizens be unprotected from the increased number of gangs and drug dealers causing so much violence? The Chief kept meeting with neighborhood groups assuring them the police department would be there for them.

At first the President of the POA objected to the private law enforcement contract. When it was pointed out, by the Police Chief, without these contracts officers would be laid-off, the POA President rescinded the objections.

The past 10 years had been challenging for the Police Chief. Offering private law enforcement services has required much more citizen contact, more meetings with the POA and individual members, elected officials, the city administrator, and with homeowner associations. It has been an up and down battle, but the private law enforcement service has been a source of alternative funds.

The Chief got up from his desk and headed for his next meeting.

Policy Considerations

Based on the forecasted trends, events and the cross impact analysis, the police chief should consider the following as potential for futures policies as they relate to the issue:

1. The passage of another proposition similar to Proposition 13 will reduce property tax revenues for law enforcement. Although a small law enforcement agency policy will not impact the voters of the state, the police chief should keep the citizens informed of possible impacts due to reduced funding.

Policy: The police chief shall communicate to the citizens of Parkmont, the members of the Parkmont Police Department on the impacts of reduced tax funding will have on the department. The police chief shall seek input on ideas for possible alternative funding sources for the department.

Policy: The police department shall include all levels of the department in the planning process before an alternative funding generating plan is implemented.

2. With the passage of a property tax reduction proposition and possible reduction in law enforcement services, homeowners' association groups will be looking for private security.

Policy: The police department, to generate alternative revenues, will offer private law enforcement services to homeowners' associations.

3. The police officers' associations will resist working private law enforcement with job actions. The police officers' association will also demonstrate their reaction to the passage of the property tax reduction proposition and private security encroaching into the city.

Policy: The President of the POA shall be included as part of the information loop concerning the financial conditions of the department and the necessity of entering revenue producing activities.

SECTION TWO: A STRATEGIC PLAN

**A STRATEGIC PLAN FOR CREATING A NEW WORK ENVIRONMENT FOR
PROVIDING PRIVATE LAW ENFORCEMENT SERVICE BY 2002.**

The Strategic Plan

In this section a strategic plan is developed from the "normative" scenario. It provides a description of what could happen if the Chief of Police of Parkmont (a small California city with a fictitious name) recognizes the impacts of future trends and events on public financing through property taxes.

The Parkmont Police Department employs twenty sworn and seven civilian employees. The department offers a number of popular programs. To maintain existing programs, alternative revenues must be secured to replace diminishing tax revenues. This section will provide an example how the City of Parkmont can provide private police services as a method of raising alternative revenues.

Mission Statement

To provide police services in the future, the Parkmont Police Department must reach beyond the traditional funding sources which has financed the department in the past. This departure requires a new mission statement be developed and adopted by the department.

The proposed mission statement shall be the following:

Our primary purpose is to protect and serve the people who reside and work within the community. We must be constantly aware of their needs, safeguarding lives, property, Constitutional Rights, and at the same time be accountable while remaining independent from political influence.

We are part of a City team providing a variety of services to all citizens. We must not burden our citizens with the cost for professional services. We will seek alternative funding sources. We Shall:

1. Explore all opportunities to expand police services beyond traditional law enforcement roles.
2. Establish a basic core of service to be provided to all citizens.
3. Provide additional services for individuals or businesses who desire and are willing to fund such services.
4. Explore all revenue generating sources to supplement the lost property tax revenues that once funded the Parkmont Police Department.

Situational Analysis

A part of the strategic planning process is to do an assessment of the Parkmont Police Department. For this study two processes were used. The first is the WOTS-UP Analysis (See Appendix I, "Wots-Up Analysis"), (Weaknesses, Opportunities, Threats, Strengths - Underlying Planning), and second, SAST (Strategic Assumption Surfacing Techniques).

WOTS-UP Analysis

Opportunities

Despite the economic recession having a negative impact on tax revenues, there are opportunities for the Parkmont Police Department. The citizens respect their police department and frequently write to commend the organization and individual officers. The Police Chief has the opportunity to review past policies and procedures in an effort to eliminate those that conflict with the mission statement. A profit margin factor can be established. There will be an opportunity to expand service levels to those willing to pay

for them. It also provides avenues for more creative ideas⁷ and suggestions by employees and citizens.

Threats

The primary external threat is the reduction in property tax revenues. The citizens of Parkmont will resist raising property taxes. The Parkmont City Council may order the lay-off of police employees. Council members may involve themselves more in the daily operations of the police department.

Strengths

The ratio of Parkmont Police Officers to citizens is high compared to similar sized small cities in California. Members of the Parkmont Police Department are dedicated in providing professional service to the citizens and have the opportunity to spend generous amounts of time on individual calls for service. The department enjoys a balance in terms of employee's years of experience. The average compensation in wages and fringe benefits package are currently offered. The department has the best equipment and a modern building from which to operate. Employees have their choice of duty assignments such as detectives, juvenile services, canines, traffic and other specialties. All have contributed to a low attrition rate and made recruitment rather easy for the City of Parkmont's Personnel Department.

Weaknesses

The Parkmont Police Department wages and benefits will not remain equal with neighboring cities who are not equally affected by the recession and lower property taxes. Experienced officers once satisfied will leave for other cities to take advantage of increased wages and benefits packages. New ideas are resisted by veteran officers who are used to the traditional ways of doing things.⁸ The We (police) and They (citizens) attitude may be perpetuated. Loss of tax revenues may result in losing positions.

Strategic Assumption Surfacing Technique

An important part of the strategic plan is the identification of persons or groups impacted by the issue and sub-issue questions, who may have an influence toward the outcome of the strategic plan. They are called stakeholders and the implementation of the strategic plan will depend on whether or not it meets their individual or collective needs. It is paramount to anticipate the stakeholders assumptions about the issue and sub-issues when preparing a strategic plan. Assumptions are suppositions that sometimes are true based on values and beliefs that an individual or group may have on a topic.⁹ The following stakeholders and their assumptions have been identified by a groups of police managers (See Table 4, "Assumption Map"), for the issue:

WHAT WILL BE THE IMPACT OF SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES SEEKING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICES BY THE YEAR 2002?

1. City Council:

- A. A professional, well trained police department that will present a positive image to citizens.
- B. Alternative revenue generating programs must be without sacrificing services to citizens or create controversy.

2. City Administrator:

- A. The Chief of Police must be creative, innovative and operate the police department within budget.
- B. How the police performs, or is perceived to perform, will be the criteria by which other city services may be judged by the citizens.

3. Other City Departments:

- A. This group are "snaildarters" because they know the police department has the largest number of employees and the greatest share of the city's revenues.
- B. The police department will be last city department required to lay-off employees.

4. Police volunteers:

- A. The police department provides an opportunity for senior citizens to contribute time and talents for community service.
- B. The police department offers an important worth-while activity for senior citizens.

5. Citizens of Parkmont:

- A. The police department should be part of the community and officers need to work closer with citizens.
- B. The department must treat all citizens equally.

6. Chief of Police for the City of Parkmont:

- A. The department must serve the needs of the community.
- B. The department must find alternative revenues.

7. School Officials:

- A. The police department need to do more about increased violence occurring around campuses.
- B. The school district, like citizens, deserves equal police protection.

8. Business Community:

- A. This groups may be "snaildarters" because the police department does not protect the interest of local businesses.
- B. City Officials claim it does not have sufficient employees or funding to meet the needs of local businesses.

9. Police Officers:

- A. This group may become "snaildarters" because police managers will change the work to be performed.
- B. Committing to a contract will result in reduced availability of time off and a change in working conditions.

10. Police Officers' Association:

- A. This group is expected to be "snaildarters" because management of the Parkmont Police Department should not manipulate officers into believing private security offers new career paths.

B. It is necessary for the citizens of Parkmont to need and want to maintain their police department at the current level.

The assumptions of each stakeholder were plotted on a Assumption Map based on the importance to the issue. Identifying the stakeholder's assumptions and plotting them will visually assist in determining methods to satisfy their needs while developing strategies.

Developing Alternative Strategies

A consensus panel of police managers again met to develop strategies for achieving the departmental mission. During this process several suggestions were proposed. Three were selected for detailed discussion in the context of the department's new mission statement and issue (See Appendix J, " Alternative Strategies"). The following is a brief discussion of the alternative strategies:

Law Enforcement As A Business Organization

The Parkmont Police Department mission could be accomplished if it was organized and operated similar to a profit organization rather than a service provider.

Police Independent Contractor

The Mission could be accomplished if the Parkmont Police Department became an independent contractor featuring customized law enforcement services for geographical

areas outside the city limits. These contracts service areas will not necessarily be controlled by the city council or other boards. The contract would be the controlling document.

Preferred Strategic Plan

The Parkmont Police Department, a small California law enforcement agency, is effected by property taxes and how the economy influences other sources of revenue such as property transfer taxes. The economic recession, changing demographics, more violent crime, increase in a tax dependent population, and reduction in revenues¹⁰ will have a profound impact on the Parkmont Police Department for the next ten years.

The preferred strategy focused on the "Normative Scenario" in an attempt to accomplish the goal of the Issue question considering the identified future trends and events. The preferred strategy will accomplish this by working toward the goal addressed in the proposed Parkmont Police Department's Mission Statement: "Explore opportunities to expand police services beyond the traditional law enforcement roles. Provide additional services for individuals or businesses who desire and will fund such services."

The proposed Mission statement can be accomplished by developing a thorough and completed strategic plan. The plan will include the following elements:

Cost Analysis: Fundamental to the plan is to know the cost to operate a police department. Police chiefs generally do not have the incentive to learn the actual cost of the police

department due to being completely supported by tax revenues.¹¹ The complete costs to operate the Parkmont Police Department has been analyzed (See Appendix K, "Parkmont Police Department Personnel And Equipment Expenses"). From this analysis a profit margin can be established to off-set property tax revenue losses.

Commitment analysis: Contractual agreements require a commitment of personnel. It is necessary to analyze how those commitments will impact the delivery to those who choose not to enter into a contract for law enforcement services.

Organizational Readiness: The organization's structure must be reviewed and if necessary slightly restructured. Contractual services will require a business manager to negotiate contracts, schedule employees, new media relations, community relations, in an effort to insure nothing conflicts with the mission statement.

Citizen Input and Communication: The Police Chief must frequently meet with citizens, provide factual information on the financial condition of the department and communicate what the department is prepared to do to generate revenues. Citizens must be assured their police services will not be compromised by the department, seeking alternative revenues.

Police Officers' Association: The Police Chief must assure the Police Officers' Association that contractual services will not demean their role. The Police Officers' Association must also have assurance their benefits, such as available days off, are protected when the plan is implemented. The Police Chief must include the association in the information loop about the financial conditions and the necessity of entering into revenue producing contracts.

Steering Committee: The police chief should form a steering committee with representatives from each level of the department, and the community. The committee's responsibility is

to monitor the costs and profit margins, personnel scheduling, organization readiness communication with citizens, the media, and citizen groups, to insure all are working toward the preferred plans implementation.

Implementation Plan

Prior to implementing the preferred strategic plan it is necessary to develop an implementation plan that includes action steps, time tables, personnel, and resources. The pivotal person is the police chief. He is responsible for managing the department with limited revenues. To seek alternative revenues by offering private law enforcement services for profit to off-set tax revenue losses, the following action steps must occur:

1. Assess the department's capabilities and make them as cost effective and efficient as possible. (time line for completion is within six months)
2. Keep the public and departmental employees informed of financial conditions of the police department, how reductions will affect the department. (Day one throughout the process 5 to 10 years)
3. Identify future trends and anticipate future events and their impacts not only on each other, but also on the issue of alternative revenue by providing private law enforcement services. (Within first 6 months and continuously throughout process 10 years)
4. Assign a supervisor to manage the department's capabilities, cost effectiveness, revenue projections, and acceptance by the client and

citizens. (Following approval by City Council and continuous through-out process)

5. Frequent press releases or conferences providing information on the implementation progress on the preferred plan. (Continuous)
6. Department meetings to discuss the preferred plan and answer all questions. (Continuous)

Negotiating the Acceptance of the Preferred Strategy

Negotiations will occur throughout the strategy development process to overcome resistance and seek support.

Non-Negotiated Elements

There will be points of the plan of great importance to the issue that they cannot be eliminated or changed by negotiations. It will be necessary for the police chief to be firm about these important element for the preferred plan to be accomplished.

1. The careful analysis of actual costs to operate the Parkmont Police Department
2. The review and elimination of policies, procedures, and practices which may interfere with the plan.
3. The appointment or selection of a business manager to keep the department on track with the mission statement of the preferred plan.
4. Keep citizens, elected officials, and the media informed, with factual information,

concerning the financial condition of the department and the impact of reduced tax revenues.

5. Expand private law enforcement services to include elements not considered as traditional law enforcement.

Other elements may be subject to compromise to facilitate acceptance of the preferred plan. The following are the negotiable elements of the preferred strategy plan:

1. Policies, procedures, and practices that may change employee working conditions.
2. Possible changes or the elimination of existing programs or work assignments.
3. Terms, conditions, scope, and etc., included in private enforcement contracts.
4. Input from all levels of the police department on how the preferred will be implemented.

The negotiating process includes "Critical" stakeholders. The "Critical" stakeholders are individuals or groups who have the most influence on whether or not the strategic plan will be implemented.

The "Critical" stakeholders and their positions on this strategy are the following:

- o **Police Officers:** Are looking for career opportunities, security, respect, and job

satisfaction. Police Officers will hold firm and resist any attempt to reduce their wages and benefits.

- o **Other City Departments:** Will have their own strategies to maintain their levels of service. The other City department may lobby the City Council and/or the City Administrator to favor their own strategic plans at the expense of the Police department's plan.
- o **City Administrator:** Will require equal law enforcement services for all citizens. The police department must keep within its operating budget. The City Administrator will be more receptive about the police department seeking revenue sources. All income will become part of the general fund and would be made available for other city departments.
- o **City Council:** As the ultimate authority for the City of Parkmont, they are aware of budget constraints due to decreasing revenues. They will react to public and media reaction. They will be cautious about the police department providing private law enforcement service if the public reacts negatively to the preferred plan.
- o **Citizens:** Want to feel secure in their homes. Citizens may be flexible about their police department's activities unless they interfere with service delivery. They will resist additional property taxes to fund and maintain the existing levels of service provided by the police department.¹²

Negotiating strategies

The Police Chief must develop a negotiating plan or strategy for each "critical" stakeholder to assure the approval and acceptance of the preferred strategic plan. A variety of negotiating strategies may be utilized to achieve acceptance of the preferred strategic plan. The police chief should follow a logical order during the negotiating process. It is essential that the police chief make every effort to negotiate the support from within the department before negotiating with those outside the department.

Police Officers: The first level of support required by the police chief is that of the department. Police officers have a keen interest the policies, procedures, and practices that effect their working conditions. Changes in work assignments will effect how police officers will accept their roles in new programs introduced by the department. Their interest levels may be powerful if the City and police department are being threatened by reduced tax revenues. The negotiating strategy for the Police Officers is to increase the officers interest levels¹³ in the organization. The police chief must be honest with the officers, provide the officers with an opportunity to have input into the process and be involved in the change.

Other City Departments: The next step is to gain the support of other city departments fire department, public works, finance, administration, and recreation. All which are important to the city. The department heads are concerned about their own future limited budgets with the passage of another tax initiative. The preferred strategy will be beneficial¹⁴ to them before they will support it. There must be a shared vision in the preferred plan and by implementing all will benefit.

If the preferred plan is indeed implemented, the revenue generated will offset tax revenue losses.

City Administrator: Following the other department heads, the police chief must negotiate with the city administrator. The city administrator views the property tax revenue loss from a city-wide perspective. The negotiating tactic will be the trust technique.¹⁵ The City Administrator and the Police Chief must be honest with each other. The preferred strategy plan will be criticized by the press, by citizens fearing unequal treatment, and a POA who may initiate a job action in an effort to resist the plan. The City administrator and police chief will need to support the effort and mutually trust and respect each others innovative ideas and suggestions for generating alternative funding.

City Council: The most difficult body to negotiate with are the individuals who comprise the City Council. Frequently their individual agendas may sometimes conflict with objective decisions. The negotiating tactic will be the mutual gain technique.¹⁶ The City Council must be assured the preferred strategy will mutually be positive for the City of Parkmont and the Citizens.

Citizens: The only negotiating strategy for citizens is truthful and factual information. It has to be frequent and backed up with supporting evidence.

SECTION THREE: TRANSITION MANAGEMENT

**MANAGING THE TRANSITION TO PROVIDE PRIVATE LAW ENFORCEMENT
SERVICES**

Transitional Management

To successfully implement the preferred strategic plan the transition must be carefully managed. The key to change is the police chief. He or she must not only make every effort to instill a vision and provide a clear definition of the desired future state for the organization, but also manage the plan to move it from its current state.¹⁷ How the process is managed will determine if there will be uncertainty or order, success or failure during this period.

Once the decision is made to move ahead with the preferred strategic plan, a transition management plan must be designed. It must be designed so that the transition will create the least tension within the organization. It requires three interdependent parts: First, the identification of key individuals who will begin the change process; their commitment levels; methods to build or change those levels. Second, the organizational structure that will permit change must be identified. Finally, the tools, technologies, and methods to minimize the organizational resistance that may occur during the transitional period are suggested.

Critical Mass and Commitment Planning

Among the stakeholders listed in section two, A Strategic Plan, were five that must have a commitment to the plan for change to occur. These stakeholders form the "critical mass" group. If the critical mass supports the preferred strategy plan, it is likely to succeed

in being implemented and if they oppose it, the plan is likely to fail. The Critical Mass must be capable of influencing others to support the preferred strategic plan and lobbying others not to block, or interfere with its implementation. The individuals selected as the City of Parkmont's Critical Mass and their current levels of commitment are indicated on the Commitment Chart (See Table 5, "Commitment Chart"). The following are strategies for gaining or decreasing commitment levels for the Critical Mass:

Mayor: The Mayor's current commitment level is "No Commitment". It is critical the Mayor's commitment level be increased to "Help Change Happen". A strategy to accomplish this is to provide sufficient information to convince the Mayor to increase the level of commitment. The Mayor, a key player, may influence other council members to support the preferred plan. The information shall be provided by the Police Chief in a thorough staff report. It must include: future tax revenues, especially if a property tax initiative is passed by the voters; the possibility of homeowner associations contracting with private security for police services; possible job action by the police officers association; the merits of the preferred strategic plan for generating alternative revenues. The report must include the cost to operate the police department (See Appendix K, "Parkmont Police Department Personnel and Equipment Expenses"), profit projection, and manpower requirements to fulfill the contract's provisions (See Appendix L, "Parkmont Police Department Estimate For Private Law Enforcement Service").

Finally, the report must provide an objective assessment on citizen's opinions, police officers' association, and new media acceptance of the preferred plan. If any portion of the

report contains less than favorable information, it may be extremely difficult to change the Mayor's commitment level. If that occurs the next strategy the Police Chief will offer to increase the Mayor's commitment level is a "Pilot Project"¹⁸ method to gradually introduce the preferred plan into the organization. The Mayor may be persuaded to change commitment level on that basis.

City Administrator: The City Administrator's current commitment level is "Let It Happen". The City of Parkmont has a Council-Administrator form of government and the City Council is the legal authority for the City. The City Administrator, a key player, has considerable influence on the City Council. The Mayor and council members look to the City Administrator for guidance. The desired commitment level for the City Administrator is "Make Change Happen". A strategy to change the commitment level is to highlight the profit potential of the preferred plan. This can be accomplished by the Police Chief providing a detailed report on possible profit margins when the preferred plan is implemented. Although the report may provide positive financial projection, the City Administrator would review the merits, negatives, and anticipated criticisms of the preferred plan. If the information is not favorable, the City Administrator's commitment level may change to "Block Change". The strategy to prevent the City Administrator from decreasing the commitment level is by introducing the preferred plan is again the "Pilot Project".¹⁹ This may involve the introduction of providing private security for the school district. City Administrator's commitment level would at the acceptable level with this added condition added to the plan.

Parkmont Police Managers: The Captains' current level of commitment is "Let Change Happen". The Captains, manage the Patrol and Support Services Divisions. The desired commitment levels for the captains are "Make Change Happen". A strategy to increase their commitment levels is early involvement with the problem identification, solution, and planning processes. The process may include planning the work distribution among a reduced work force.

Parkmont Police Supervisors: The Sergeants' current level of commitment is "Let Change Happen". The supervisors have direct contact and the most influence on Police Officers. Supervisors must be enlisted in the change process to make the preferred plan a successful reality. The desired commitment level for supervisors is "Make Change Happen". The strategy with the supervisors are early involvement in the process, and education²⁰ on the consequences of reductions in tax revenues. The preferred plan needs their active support, if it is to be implemented.

President Parkmont Police Officers' Association: The Police Officers Associations' current level of commitment is "Block Change". The President of the POA has significant influence on the police officers. Revenue reductions will cause the Association to be very cautious and mood to become uneasy. This is compounded by perceived threats in the proposed preferred strategic plan. The desired commitment level for the POA President is "Let Change Happen." A strategy to achieve this is to inform the POA President and members of the economic situation and the consequences of doing nothing to off-set loss revenues.

They must be aware of the different alternatives that the Police Chief can pursue and the reason for selecting providing private law enforcement services in the future.

Citizens of Parkmont: Citizens of Parkmont, especially those not part of homeowners' association, commitment level will "Block Change". They will not be in favor of their police department offering special services to those who can afford to pay contracts. Selected citizens will have to be involved in the change process to assist in influencing others not to block the change.

Transition Management Structure

Implementing the preferred strategic plan will require change in the organization as it develops from a tax supported service to one that generates a profit. The Steering Committee representing all levels of the organization can be instrumental during the change.

The Police Chief is the driving force behind change. The Chief's energies, enthusiasm, drive, and emotions are dedicated to implementing change in the organization. The Police Chief will use the steering committee as the transition structure which will take the organization from the pre-change state to the post-change. Careful attention must be given to the selection of the chairperson. This individual will act as the transition manager for the organization. To be successful the chairperson requires the following attributes:

- o The necessary authority to mobilize the department's resources to keep the change process going. In a transition period there is often competition for the same resources by others who have ongoing work.²¹

- o Communications skills and the ability to persuade and guide the Steering Committee to gain consensus on decisions. This person must be able to effectively communicate to all of the stakeholder and critical mass individuals identified in this report to lessen anxiety during the transition period.²²
- o Respect all those involved in the organization during the change process. The person must bring wisdom and objectivity to bring order to the process and the pace the transition will occur.²³

The individual who meets all the above requirements is the Support Services Captain. The police chief will select this captain to chair the steering committee. It is unlikely that the police chief will be a member of the committee, but the chair person will have direct access to the police chief. This keep communications open between the committee and the chief to enable the transition to move forward.

The steering committee should have representation from each level of the police department. This will include sworn and non-sworn employees. In addition the committee should include a minimum of two citizens of the community (one a member of a homeowners' association and one that is not), and a representative from the police officers' association.

Tools, Technologies, and Methods

As the change occurs in the organization resistance can be expected. There are several technologies available to minimize uncertainty and stress during the transition. At the same time responsibility for specific tasks must be assigned, milestones established, and progress recognized. The following technologies have been selected for implementing change at the Parkmont Police Department:

1. **Responsibility Charting** - Responsibility charting provides a visual display of the tasks that need to occur, the individuals involved with the tasks, and their level of responsibility for accomplishing it.
2. **Defining the Future State** - The single greatest threat to successful change is the lack of defining the future state of the organization. Every effort must be made of establishing clear and detailed goals for the change. Such detail allows members of the organization to visualize their own role in the change process. This will also reduce uncertainty and will permit the steering committee to deal with the problems rather than the symptoms during the change process.²⁴
3. **Communication** - The change process will require constant communication and feedback. This can be accomplished by frequent meetings, written reports, and one to one conversations. All will assist in reducing anxiety, uncertainty, and resistance during the change process.

**SECTION FOUR: CONCLUSIONS, RECOMMENDATIONS, AND FUTURE
IMPLICATIONS**

THE ANSWERS:

**WHAT WILL BE THE IMPACT OF SMALL CALIFORNIA LAW ENFORCEMENT
AGENCIES SEEKING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICES BY
THE YEAR 2002?**

**WHAT WILL BE THE LEVEL OF COMMUNITY SUPPORT AS SMALL CALIFORNIA
LAW ENFORCEMENT AGENCIES GAIN REVENUE BY ATTEMPTING TO PROVIDE
PRIVATE LAW ENFORCEMENT SERVICE?**

**WHAT IMPACT WILL SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES
ATTEMPTING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICE HAVE ON THE
POLICE ASSOCIATION?**

Conclusions, Recommendations, and Future Implications

This section has three parts: The Issue and Sub-Issue questions are answered; recommendations on alternative revenue sources are provided; and recommendations for future study.

The Issue: What will be the impact of small California law enforcement agencies seeking to provide private law enforcement services by the year 2002? After scanning articles, interviewing experts, and panel discussions, there is little doubt the economic future for small California law enforcement agencies is not good. Reduced property tax revenues will cause significant changes in law enforcement agencies for the next ten years. Alternative revenues are necessary for small agencies to continue operating. This study was limited to one alternative advocating private law enforcement services with minimal changes to the existing organization structure. The impact of the issue is complex and interrelated to many elements of a small city. They are:

- o There will be less tax revenues available for law enforcement and offering private law enforcement services will off-set those lost revenues.
- o Offering of private law enforcement services will fill a demand created by homeowners' association desiring private security to protect their interests.
- o Elected officials with their own agendas, will work closely with the police chief, in the future, to insure their interests are met.²⁵

- o Mayors and councils will demand detailed information that will require time consuming research. Police Chiefs in small cities will be required to submit thorough reports that includes future costs for operating the police department, an estimate for providing private law enforcement services, projected number of employees required to honor such contracts, and the future effect it will have on the department. All this material will be reviewed and debated by the Mayor and City Council prior to making a decision to implement the preferred plan.

- o The priorities of the police department may change from delivering law enforcement services to fulfilling the terms and conditions of private contracts.

- o Even if profits were made from the preferred plan, all funds would be deposited to the city's unappropriated general fund. The decision for the allocation of the funds will rest with the City Council.

- o The offering of private law enforcement services will decrease crime in areas that are under contract.

Sub-issue One: What will be the level on community support as small law enforcement agencies gain revenue by attempting to provide private law enforcement service? In small cities reaction to change comes from four primary areas. They are:

- o Citizens of small cities will reject future increases in property taxes.

- o Citizens will support private law enforcement services if their input was included into the planning.

- o Business Community will support private law enforcement services because their interests may be protected on a contractual basis.
- o Homeowners' Associations and Community groups will support private law enforcement services. Most of the groups and associations formed for the purpose of protection. Private law enforcement service will fill the need.
- o School officials will not support the idea. Their revenues are also decreasing and will not be able to afford the service.

Sub-issue two: What impact will small California law enforcement agencies attempting to provide private law enforcement service have on the police association?

- o The Police Association is in a very precarious position. On one hand, if the Police Chief does nothing jobs may be lost, on the other, if the private law enforcement services plan is implemented, Officers will be required to work private security.
- o If officers are included in the planning process and have been provided with all the information, they will support private law enforcement services.

Additional Consideration

One other consideration, not mentioned in this study, is the cost of a police officer is much higher than a private security guard. Appendix K, reveals the hourly cost for a police officer, wages and benefits for a City of Parkmont Officer, is \$30.33. Most security guard companies offer much less. In William Kirkpatrick's article, "Private Sector Security:

Can It Help You?" he writes that most security guards are paid slightly more than minimum wage. Security companies are not bound by terms and conditions that cities find themselves with memorandums of understanding. They are in a more advantageous position to offer citizens, groups, and associations private law enforcement services more tailored to the client's needs and at a much lower cost.

Recommendations On Other Alternative Revenue Sources

Small California law enforcement agencies will be faced with a challenge of attempting to survive the next 10 years. Providing private law enforcement by small California Law enforcement agency is only one answer to developing alternative revenue services. The need for alternative funding will not lessen by the year 2002. It is increasingly important that police chiefs in small cities move quickly and investigate options that are available to generate alternative funding. It must be a high priority, if small law enforcement agencies are to survive in the future. Based on the information contained in this study, the researcher recommends the following:

- o Police chiefs of small cities consider alternative funding to off-set property tax reductions instead of cutting back on services.
- o Police chiefs do a cost analysis revealing all cost to operate the police department.
- o Communication concerning tax revenues and cost to operate the police department be openly discussed and input sought from all levels of the organization for possible solutions.

- o Once a decision is made on which method for raising alternative funding if more appropriate, the chief take the lead in energy and commitment to move the organization toward that goal.
- o Private law enforcement service be considered as a possible solution.

Recommendations for Future Studies

During this study, several other related topics were discovered for future study. Some of these are:

- o Is small law enforcement agencies an endangered species?
- o What will be the impact to society when small law enforcement agencies are no longer in California?
- o What will be the impact of small California cities contracting with private security companies for police services?
- o What will be the impact of the California legislator giving private security peace officer powers?

Without a secure source of future revenue, the future of small California law enforcement agencies may be in jeopardy. Although the private police service plan is only one alternative, California law enforcement is blessed with many talented individuals who will work hard to find other solutions in the years to come.

APPENDIXES

TABLES

ILLUSTRATIONS

APPENDIX A

SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES
 TWENTY OR LESS SWORN OFFICERS
 1989

<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>Alameda</u>				
Piedmont	20	10,000	1,873,910	42,11
<u>Amador County</u>				
Ione	4	6,000	315,375	6,681
Jackson	9	4,000	667,671	24,038
Sutter Creek	5	2,000	316,913	764
<u>Butte County</u>				
Biggs	3	1,000	159,017	1,615
Gridley	10	4,000	647,301	43,177
<u>Calaveras</u>				
Angels, City of	9	8,000	427,195	13,090
<u>Colusa</u>				
Colusa	9	5,000	403,419	22,452
Williams	6	2,000	286,946	3,264
<u>Contra Costa</u>				
Brentwood	12	7,000	1,082,952	31,117
Clayton	10	7,000	622,610	34,880
Hercules	17	15,000	1,361,039	52,185
Moraga	11	18,000	952,874	67,158
<u>Del Norte</u>				
Crescent City	13	3,000	828,998	15,939
<u>El Dorado</u>				
Placerville	20	8,000	1,463,346	108,490

<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>Fresno</u>				
Coalinga	13	8,000	903,322	127,973
Firebaugh	8	4,000	456,474	7,951
Fowler	6	3,000	258,453	5,761
Huron	5	5,000	363,313	56,492
Kerman	10	5,000	520,760	18,385
Kingsburg	12	7,000	798,215	45,956
Mendota	11	7,000	721,004	81,834
<u>Glenn</u>				
Orland	9	5,000	450,269	21,892
Willows	8	5,000	468,875	28,406
<u>Humboldt</u>				
Arcata	20	15,000		
Ferndale	3	1,000	134,334	8,569
Fortuna	14	9,000	889,062	130,757
Rio Dell	6	3,000	230,318	4,034
<u>Imperial</u>				
Calipatra	3	3,000	186,000	6,915
Holtville	9	5,000	453,465	15,593
Imperial	8	5,000	570,641	3,676
Westmorland	5	2,000	142,786	107
<u>Inyo</u>				
Bishop	13	4,000	1,236,055	52,385
<u>Kern</u>				
Arvin	11	9,000	495,628	60,944
California City	11	4,000	830,420	15,931
Bear Valley	6	1,000		
Maricopa	2	1,000	83,812	9,953
McFarland	6	7,000	463,972	33,442
Shafter	20	8,000	748,005	53,722
Stallion Springs	3	1,000		
Taft	13	6,000	1,016,393	141,591
<u>King</u>				
Corcoran	16	11,000	1,016,393	141,591
Lemoore	20	13,000	431,833	418,991

<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>Lake</u>				
Clearlake	18	11,000	1,317,305	152,767
Lakeport	11	4,000	633,534	29,453
<u>Lassen</u>				
Susanville	13	7,000	802,819	23,161
<u>Los Angeles</u>				
Sierra Madre	14	11,000	1,152,185	39,204
<u>Madera</u>				
Chowchilla	12	6,000	635,377	75,109
<u>Marin</u>				
Belvedere	7	2,000	474,723	5,344
Fairfax	12	8,000	1,009,555	268,091
Ross	7	3,000	611,176	41,592
San Anselmo	17	12,000	1,291,367	76,439
Tiburon	15	8,000	1,115,160	127,440
<u>Mendocino</u>				
Fort Bragg	18	6,000	1,560,893	649,898
Willits	13	5,000	1,027,782	64,851
<u>Merced</u>				
Atwater	20	22,000	1,415,096	95,721
Dos Palos	7	4,000	450,181	2,003
Gustine	7	4,000	1,075,012	108,544
Livingston	10	7,000	913,162	417,407
<u>Modoc</u>				
Alturas	7	3,000	347,562	11,363
<u>Mono</u>				
Mammoth Lakes	15	5,000	1,272,723	53,254
<u>Monterey</u>				
Carmel	19	5,000	1,510,787	17,985
Del Rey Oaks	6	2,000	324,666	22,598
Gonzales	8	4,000	537,875	35,104
Greenfield	11	7,000	744,146	96,550
King City	13	8,000	960,081	68,574
Sand City	2	1,000	132,503	354

<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>Soledad</u>	9	7,000	1,157,612	73,611
<u>Napa</u>				
Calistoga	10	4,000	722,393	130,031
Saint Helena	12	5,000	988,574	75,892
<u>Nevada</u>				
Grass Valley	18	9,000	1,477,370	8,265
Nevada City	8	3,000	555,528	77,485
<u>Placer</u>				
Auburn	19	9,000	1,788,938	41,142
Colfax	8	1,000	299,954	
Lincoln	13	6,000	792,279	19,869
<u>Riverside</u>				
Beaumont	19	9,000	1,577,601	93,029
Blythe	18	8,000	1,422,464	30,808
Desert Hot Springs	18	11,000	1,682,627	173,929
<u>Sacramento</u>				
Galt	16	8,000	1,396,837	94,860
Isleton	4	1,000	146,792	663
<u>San Benito</u>				
San Juan Bautista	2	2,000	203,481	31,591
<u>San Bernardino</u>				
Adelanto	11	5,000	663,877	23,009
Needles	13	5,000	1,314,084	24,269
<u>San Joaquin</u>				
Escalon	8	4,000	535,419	70,621
Ripon	12	7,000	700,830	12,980
<u>San Luis Obispo</u>				
Arroyo Grande	19	14,000	1,963,015	26,035
Grover City	16	11,000	936,211	53,101
Morro Bay	17	10,000	840,307	258,821
Pismo Beach	18	8,000	1,622,920	124,236

<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>San Mateo</u>				
Atherton	19	8,000	1,558,329	473,072
Brisbane	15	3,000	1,133,455	70,627
Broadmoor	8	6,000		
Colma	12	1,000	1,150,002	88,426
Half Moon Bay	13	9,000	1,075,012	108,544
<u>Santa Barbara</u>				
Carpinteria	19	13,000	1,618,580	106,891
Guadalupe	9	6,000	665,979	25,282
<u>Santa Cruz</u>				
Scotts Valley	16	9,000	1,853,818	85,264
<u>Shasta</u>				
Anderson	15	8,000	1,046,330	31,093
<u>Siskiyou</u>				
Dorris	2	1,000	119,233	11,859
Dunsmuir	4	2,000	250,641	33,384
Etna	1	1,000	41,801	577
Mount Shasta	9	4,000	560,958	75,776
Tule Lake	3	1,000	115,451	336
Weed	8	3,000	537,771	96,876
Yreka	14	7,000	994,233	39,701
<u>Solano</u>				
Rio Vista	7	3,000	459,544	7,609
<u>Sonoma</u>				
Cloverdale	11	5,000	703,970	133,025
Cotati	12	5,000	1,060,033	73,811
Healdsburg	17	9,000	1,524,148	123,282
Sebastopol	14	7,000	1,335,971	54,374
Sonoma	13	8,000	1,094,993	89,849
<u>Stanislaus</u>				
Hughson	7	3,000	368,593	43,448
Newman	7	3,000	429,593	79,479
Oakdale	19	11,000	1,427,213	36,758
Patterson	14	8,000	776,450	23,883
Riverbank	13	8,000	818,149	

Waterford	7	3,000	348,743	17,727
<u>County and City</u>	<u>Sworn</u>	<u>Population</u>	<u>Budget</u>	<u>Revenue</u>
<u>Tulare</u>				
Dinuba	18	12,000	1,170,191	84,451
Exeter	12	7,000	546,999	20,351
Farmersville	10	6,000	497,658	47,528
Lindsay	16	8,000	571,112	83,680
Woodlake	10	5,000	385,997	21,452
<u>Tuolumne</u>				
Sonora	12	5,000	840,875	21,686
<u>Ventura</u>				
Port Hueneme	20	21,000	2,011,344	30,863
<u>Yolo</u>				
Winters	8	4,000	430,804	108,456
<u>Yuba</u>				
Wheatland	5	2,000	208,048	1,908

Sources:

Employment Data For California Law Enforcement, 1989 The Commission on Peace Officer Standards and Training

Financial Transactions Concerning Cities of California Annual Report 1989/90 California State Controllers Office

APPENDIX B

SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES DISBANDED IN 1991

<u>Butte County</u>	
Biggs	Contracts with Sheriff's Department
<u>Siskiyou</u>	
Dunsmuir	Contracts with Sheriff's Department
<u>Fresno</u>	
Mendota	Contracts with Sheriff's Department
<u>Kern</u>	
Maricopa	Contracts with Taft Police Department
McFarland	Contracts with Sheriff's Department

Source: Telephonic survey of all California Sheriff's Departments

APPENDIX C

SMALL CALIFORNIA CITIES
 SUPPLEMENTAL TAX ASSESSMENTS
 FOR
 POLICE SERVICES

<u>County and City</u>	<u>Supplemental Taxes</u>
<u>Amador</u> Plymouth (Contract City)*	3,464
<u>Marin</u> Belvedere	148,757
<u>Mendocino</u> Fort Bragg	33,384
<u>Mono</u> Mammoth Lake	114,223
<u>Sacramento</u> Isleton	29,253
<u>San Bernardino</u> Adelanto	131,951
<u>Siskiyou</u> Dunsmuir (Contract City)* Montague (Contract City)*	17,093 11,723
<u>Stanislaus</u> Newman	9,388

* Cities contracts for law enforcement services from another law enforcement agency

Source: Office of the California State Controller
 Division of Local Government Fiscal Affairs
 Bureau of Financial Reporting - City Unit
 12/11/91 Program:SPBNPOLC

APPENDIX D

SUPPLEMENTAL TAX EFFORTS
By Some
California Governmental Agencies

<u>Governmental Agencies</u>	<u>Results</u>
City of Pacifica	Recall Election City Council
City of Morgan Hill	Recall Election City Council
City of Union City	City Council withdrew Tax increase proposal
Town of Tiburon	City Council withdrew Tax increase proposal
Walnut Creek School District	Turned down by voters
Alcalanes School District	Turned down by voters
John Swett School District	Turned down by voters

Source: Periodicals published in California

APPENDIX E

TEN YEAR BUDGET PROJECTION
 FOR
 PARKMONT POLICE DEPARTMENT
 FISCAL YEARS 1991-2001
 To Maintain Existing Service Level

<u>Year</u>	<u>2%</u>	<u>4%</u>	<u>6%</u>	<u>8%</u>
1991-92	2,186,924	2,186,924	2,186,924	2,186,924
1992-93	2,230,662	2,274,401	2,318,139	2,361,878
1993-94	2,275,275	2,365,377	2,457,227	2,550,828
1994-95	2,320,781	2,459,992	2,604,661	2,754,894
1995-96	2,367,197	2,558,392	2,760,941	2,975,286
1996-97	2,414,541	2,660,728	2,926,597	3,213,309
1997-98	2,462,832	2,767,157	3,102,193	3,470,374
1998-99	2,512,089	2,877,843	3,288,325	3,748,004
1999-00	2,562,331	2,992,957	3,485,625	4,047,844
2000-01	2,613,578	3,112,675	3,694,763	4,371,672
Increases Required	426,654	925,751	1,507,839	2,184,748
Increase (%) Over 10 years	19.5%	42.3%	68.9%	100%

APPENDIX F

INTERVIEWS

Although most cities and counties contacted do have processes in place to offer a form of private law enforcement service, only four formally do it with contracts. Below is a summary of the interviews the Researcher conducted for this study.

San Francisco Bay Area City: The Police Chief said that he uses paid reserve officers to fulfill the contract requirements at a shopping mall and hospital. Reserve officers are used because they can be paid less than sworn officers. The officers are not armed, but do have direct radio communications to the police department. The concept was challenged by the California Department of Consumer Affairs over licensing issues. The Chief testified before the Little Hoover Commission and other appeal boards. The challenge was dropped by the State of California.

Northern California City: The Police Chief said their department has contracts with two lumber mills located outside the city limits. Reserve officers are used to fulfill the contract's obligations. Reserve officers can be paid less and the public has not objected to reserve officers being used for this function. The Chief feels there would be public and political reaction if sworn officers were used in this capacity. The Chief indicated due to challenges by the private security companies to his City Council, contracts are limited to areas outside the city. All income is deposited into the city's unappropriated general fund.

Southern California Sheriff's Department: The Assistant Sheriff says the department uses overtime deputies to fulfill contract provisions. All clients are willing to pay premium costs for superior law enforcement personnel. Many of the clients had previously used private security companies, but returned to the sheriff's department for quality personnel. Most private security firms hire those rejected by law enforcement.

Bay Area Transit District: Assistant Manager, responsible for security, stated the transit district once contracted with private security to protect drivers and buses on their routes. After a number of private firms were tried, the transit district negotiated a contract with the sheriff's department. The hourly rate is more than double, losses due to injuries to drivers, robberies, vandalism, and employee theft decreased significantly. In the long run the transit district saved money by contracting with the sheriff's department.

The Sheriff's representative, Administration Captain, said the transit district had less than satisfactory service from the private security firms. All Deputies used to fulfill the contract are on overtime and paid at a time and a half rate. The transit district is willing to pay the higher rate for superior service.

Author and Advocate of Entrepreneurship by Governmental Agencies: Public agencies contracting out private services is not a new concept. Since the turn of the century the U.S. Forestry Service has leased, sold water, minerals, property, and forestry products. The

Tennessee Valley Authority has sold electrical power to private entities since the 1930s. Other public funded agencies that offer private contracts are: The U.S. Geological Survey, NASA, Postal Service, California Department of Motor Vehicles, U.S. Weather Service, Federal Reserve Board, and many others.

Police departments can make profits. To do so consistently, the agency must have a separate security division. Those assigned would not be sworn officers, but unarmed officers who are paid at a lower rate.

SUGGESTED READING

The suggested reading comes from the articles and books the Reseracher read in preparing the introduction of this research project.

"1983-2003," San Clemente Police Department, San Clemente Police Department Report, Brown, Gary

"The Future of Policing," FBI Law Enforcement Bulletin, Tafoya, William L., January 1990

"Ten Ways To Turn D.C. Around," The Washington Post, Osborne, David, December 9, 1990

"Removing The Barriers To The New Entrepreneurship," Western City, Benest, Frank, February 1983

"Local Government, Yes; Local Tax Bills, No," Govern, Martin, John, December 1991

"It's Time For the Tax Cycle To Swing Back To Equity," Govern, Hubers, John, September 1991

Getting To Yes Negotiating Agreement Without Giving In, Fisher, Roger and Ury, William, 1983 Penguin Books

Organizational Transitions, Managing Complex Change, Bechard, Richard and Harris, Reuben T., 1987 Addison-Wesley Publishing Company

"Goodbye Cops-Hello Security Officer," Law and Order, Cameron, Bruce W., December 1991

"California's Growing Taxpayer Squeeze," California State Department of Finance, Finance Report, November 1991

"Mi\$\$ing" San Francisco Chronicle, Hoppe, Art, September 8, 1991

"The City Inc.," Inc., Osborne, David, March 1986

"Are Cities Obsolete," Newsweek, Morganthau, Tom and McCormick, John, September 9, 1991

Reinventing Government, Gaebler, Ted A, and Osborn, David February 13, 1991, Walden Books

"Private Security: Complementing-Not Competing With-Law Enforcement," A panel Discuss with Cunningham, William C., Johnson, Robert F., Kolender, William B., The Police Chief, March 1986 Remarks by Driscoll, John E.

"Private Sector Security: Can It Help You?" The Journal of California Law Enforcement, Kirkpatrick, William, 1990

APPENDIX G

NGT PROCESS

January 14, 1992

Dear

I want to thank you for agreeing to participate in the Nominal Group Technique (NGT). It will be held at the Piedmont Police Department Memorial Room on Wednesday, January 22, 1992 beginning at 9:00 a.m. and ending at approximately 1:00 p.m. A deli style lunch will be provided.

The NGT is part of my Command College Course. Your participation will assist me in developing the area of research that I will do to complete an independent research project. This project will be published by the Commission on Peace Officers Standards and Training and will be available to any Law Enforcement Agency in the United States and foreign countries.

Sincerely,

John E. Moilan

NOMINAL GROUP PANEL

PROFESSIONS

1. Owner and President
South Bay Security Company
2. Police Supervisor,
Police Officer Association Member
3. Police Captain
4. Sheriff's Department*
Lieutenant
5. Police Supervisor
Private Business Owner
Alameda Sportman
6. Executive Chevron Oil
Vice-President
Land Acquisition
Local Resident
7. Retired Business Executive
Finance
Local Resident
8. Dentist
Local Resident

* Acted as Group Recorder - not as NGT Participant

WHAT TRENDS ARE LIKELY TO BE RELATED TO, OR AFFECT, THE ISSUE/SUB-ISSUE I HAVE PRESENTED TO YOU?

TREND - A TREND CONSIST OF INTERRELATED EVENTS WHICH TAKE PLACE OVER A RELATIVELY SHORT PERIOD OF TIME. THEY ARE INDICATORS OF POSSIBLE FUTURE CHANGE.

WHAT EVENTS WOULD PROBABLY HAVE AN IMPACT UPON THE ISSUE/SUB-ISSUES I HAVE PRESENTED TO YOU SHOULD EACH EVENT OCCUR?

EVENT - EVENTS ARE SINGLE OCCURRENCES, THAT IF OCCURRED, WILL INFLUENCE OR IMPACT OTHER EVENTS AND/OR TRENDS AS RELATED TO THE ISSUE AND SUB-ISSUE QUESTIONS.

ISSUES AND SUB-ISSUES

ISSUE

WHAT WILL BE THE IMPACT OF SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES SEEKING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICES BY THE YEAR 2002?

SUB-ISSUES

WHAT WILL BE THE LEVEL OF COMMUNITY SUPPORT AS SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES GAIN REVENUE BY ATTEMPTING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICES?

WHAT IMPACT WILL SMALL CALIFORNIA LAW ENFORCEMENT AGENCIES ATTEMPTING TO PROVIDE PRIVATE LAW ENFORCEMENT SERVICES HAVE ON THE POLICE ASSOCIATION?

The Nominal Group Technique (NGT) Panel was provided with samples of trends and events to assist individual panel members in distinguishing one from the other. The panel members worked, independently and quietly for five (5) minutes, creating lists of trends and events. Following their individual efforts, a "round robin" method was utilized to listen to and record all the trends and events. A list of thirty-three trends and twenty-one events were recorded. Each trend was reviewed for clarity and lack of defined direction. The events were also reviewed for clarity. Some duplications were recorded and the panel chose to consolidate them. Once the panel members were satisfied the trends and events were clearly understood, the panel was asked to rank them based upon their impact on the issue and sub-issue questions.

The following are the initial lists of trends and events developed by the NGT panel.

Trends:

1. Level of property tax imposed on the citizens of California
2. Private security utilized in small California cities
3. Violent crime in small California cities
4. Commitment of the Chief of Police
5. Reaction of the unions and/or police associations
6. Level of property taxpayer resistance
7. Influence of non-english speaking Asians
8. Job availability for non-skilled workers
9. Failure of public education
10. Population of low or non-income families
11. State of California budget deficit
12. Cost of living in California
13. Level of bigotry in State of California
14. Private gifts and donations
15. Privatization of police work
16. Faction groups within a small community
17. California State supervision of small law enforcement agencies
18. Senior citizens demand for police services
19. Public funds redirected for law enforcement
20. Accountability of law enforcement agencies to public
21. California regulations on Private Security
22. Public demands from government
23. Qualified candidates for key law enforcement positions
24. Foreign investments for California law enforcement
25. Decriminalization of drug laws
26. Cities charge fees for law enforcement services
27. Income and economic gap between rich and poor
28. Recruitment of multi-language police officers

29. Enforcement of environmental laws
30. New law enforcement technologies
31. Liberalization of current immigration laws
32. Drug usage in small California cities
33. Level of technology in law enforcement

Events:

1. Citizens of California pass Tax Initiative similar to Proposition 13
2. Homeowners Association contracts with security company
3. Police Officers Association initiates job action
4. Negative media coverage due to major crime in small city
5. Police department is awarded security contract with school district
6. Homeowners Association influences public law enforcement policy
7. Small law enforcement agency taken over by State of California
8. Violent demonstration by militant group
9. Local police accused of beating (Rodney King) incident
10. Small city declares bankruptcy
11. Local savings and loan fails
12. School board has budget shortage and shortens school year
13. Law suit is filed to force funding for law enforcement costs
14. Small city loses major law suit
15. Sudden increase of hate crime in small California city
16. Democratic President is elected in 1992
17. Ethnic clash between Latinos and Asians
18. Police Bill of Rights is passed by Congress
19. Federal government mandates immigration quotas for small California communities
20. State legislates low income quotas for small California communities
21. Small California cities required to provide health insurance for citizens in community

Trends and Events Evaluation:

Once the Nominal Group Technique (NGT) Panel completed listing all the trends and events, a voting process was utilized to select the most important for further analysis and forecasting. The initial process was for each panel member to score a maximum of five (5) points for those trends and events considered more important to a minimum of one (1) for the least important.

After all the votes and screening process were completed, the below list are the trends and event the Nominal Group Technique (NGT) prioritized for further analysis and forecasting:

Trends:

- T-1 Level of property tax imposed on citizens of California
- T-2 Private security utilized in small California cities
- T-3 Violent crime in small California cities
- T-4 Commitment of the Chief of Police
- T-5 Reaction of the unions and/or police associations

Events:

- E-1 Citizens of California pass tax initiative similar to Proposition 13
- E-2 Homeowners Association contracts with security company
- E-3 Police Officers Association initiates job action
- E-4 Negative media due to major crime
- E-5 Police department is awarded security contract with school district

Forecasting:

To assist in understanding significance of the trends and events selected by the Nominal Group Technique (NGT) process, the panel was requested to forecast them into the future.

Trend Forecasts:

Trend evaluations were distributed to the NGT Panel members asking to estimate the level of the trend five (5) years ago (T-5) using a ratio establishing today's level at 100. The panel was asked to forecast the level of the trends five (T+5) and ten (T+10) years from today's standard of 100. The panel was then asked to forecast the "should be" projections for the same trends five (5) and ten (10) years in the future.

Events:

Once the Nominal Group Technique (NGT) Panel selected the events for further analysis, the panel was requested to, in three separate categories, forecast the events probability of occurring. The first was years until probability first exceeds zero. The second was the percent probability the event would occur in five (5) and ten (10) years in the future. Finally, the panel was requested to evaluate the event's impact on the issue if it occurred. To accomplish these tasks, each panel member was provided with an event evaluation to complete on an individual basis. Once the vote was completed the median estimates were recorded on the event evaluation with high and low votes utilized for comparison.

TABLE I

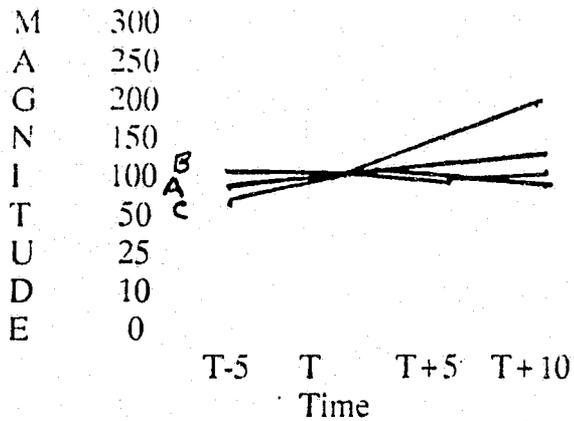
TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND			
	5 Years Ago	Today	5 Years From Now	10 Years From Now
T-1 Level of Property tax imposed on citizens of California	H100 M 90 L 60	100	H140 M110 <u>L90</u> H120 M100 L 70	H160 M120 <u>L110</u> H130 M100 L080
T-2 Private security utilized in small California Cities	H 40 M 10 L 0	100	H150 M130 <u>L100</u> H130 M110 L 80	H200 M150 <u>L100</u> H140 M120 L100
T-3 Violent Crime in small California Cities	H100 M 95 L 80	100	H150 M120 <u>L100</u> H130 M100 L 80	H200 M150 <u>L120</u> H150 M100 L 95
T-4 Commitment of the Chief of Police	H 45 M 20 L 0	100	H140 M120 <u>L 80</u> H135 M110 L100	H300 M200 <u>L100</u> H400 M160 L120
T-5 Reaction of the Unions and/or Police Associations	H100 M 50 L 20	100	H300 M120 <u>L100</u> H130 M120 L100	H400 M200 <u>L100</u> H150 M130 L100

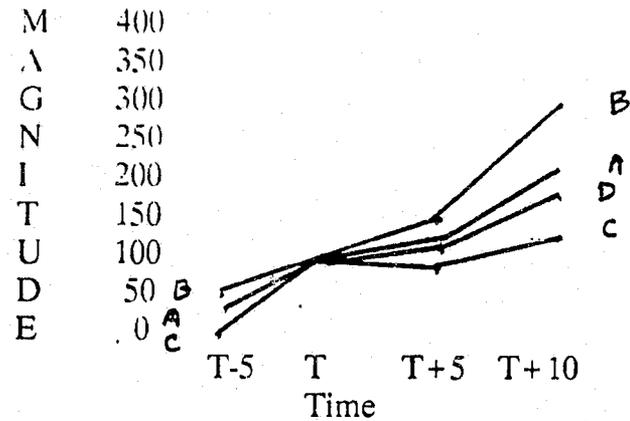
Today = 100 L = LOW
H = High
M = Median N = 7

"will be"
"Should be"
64

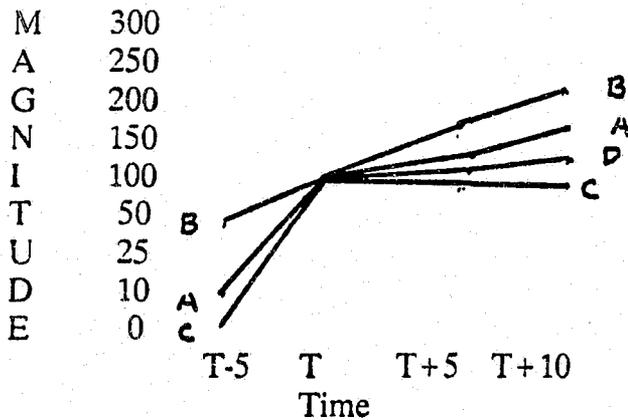
TREND FORECAST GRAPHS



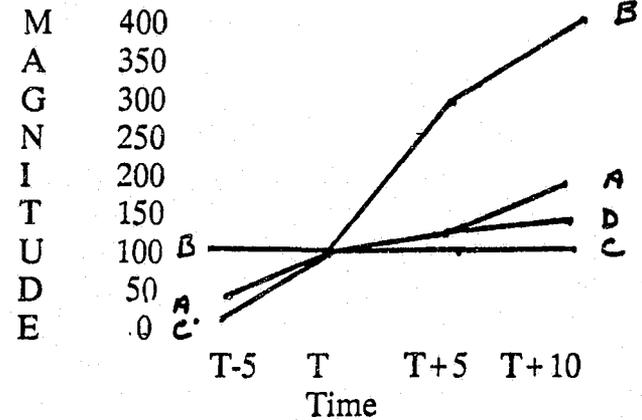
Level of Property tax imposed on citizens of California



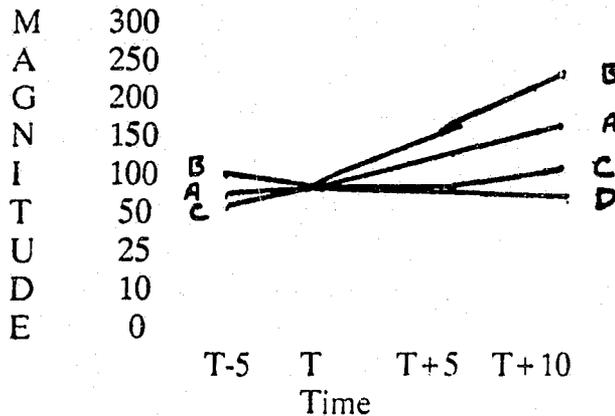
Commitment of the Chief of Police



Private security utilized in small California Cities



Reaction of the Union and/or Police Associations



Violent Crime in Small California Cities

A = MEDIAN B = HIGH C = LOW D = "SHOULD BE"

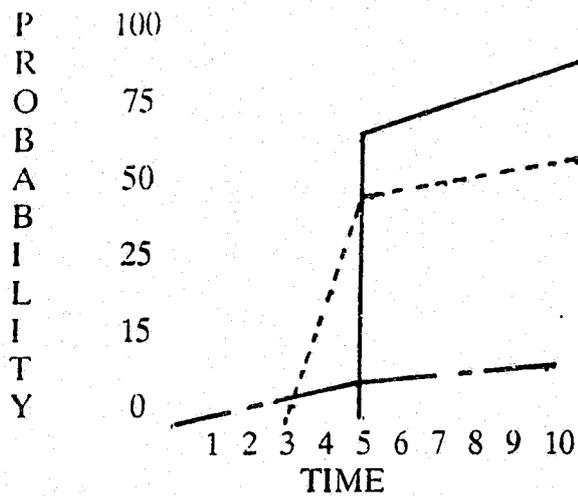
TABLE 2

EVENT EVALUATION

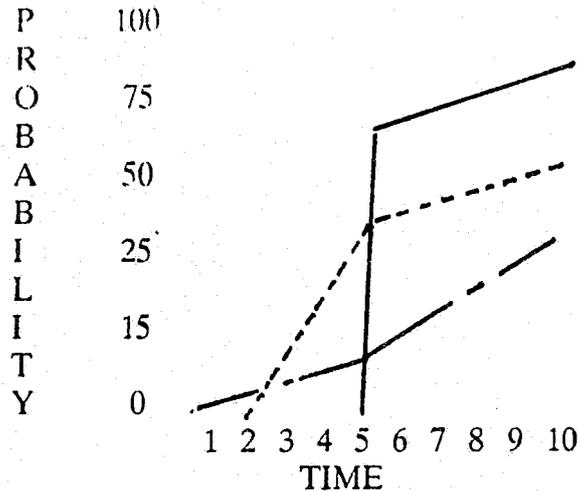
EVENT STATEMENT	Years until Probability first exceeds zero	*Probability in %		*Impact on the issue area if the event occurred Positive Negative (0-10 Scale)	
		Five Years from now (0-100%)	Ten Years from now (0-100%)		
E-1 Citizens of California Pass Tax Initiative similar to Prop. 13	H 5 M 3 L 0	H 60 M 45 L 5	H 80 M 60 L 10	H 4 M 2 L 0	H-10 M-6 L 0
E-2 Homeowners Association contracts with security company	H 5 M 2 L 1	H 80 M 70 L 0	H 100 M 90 L 40	H 5 M 3 L 1	H-5 M-2 L 0
E-3 Police Officers Associations initiates job Action	H 5 M 2 L 0	H 65 M 30 L 5	H 80 M 50 L 25	H 2 M 1 L 0	H-10 M-6 L-3
E-4 Negative Media due to major crime	H 3 M 1 L 0	H 100 M 40 L 15	H 100 M 80 L 35	H 4 M 2 L 0	H-10 M-7 L-3
E-5 Police Department is awarded security contract with school district	H 5 M 3 L 1	H 85 M 62 L 10	H 100 M 75 L 25	H 10 M 8 L 6	H-4 M-3 L 0

* Seven Member NGT Panel H = High M = Median L = Low

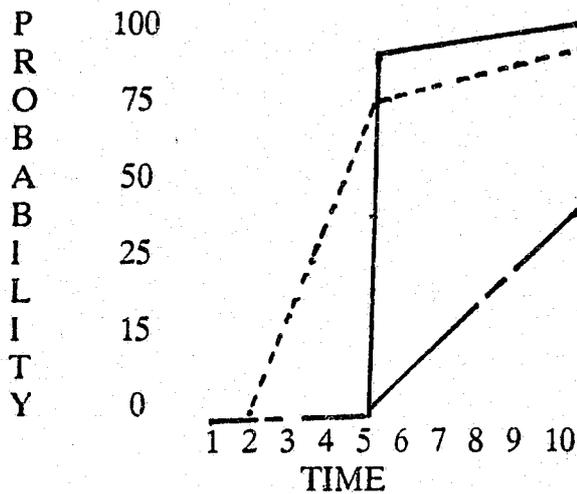
EVENT FORECAST GRAPHS



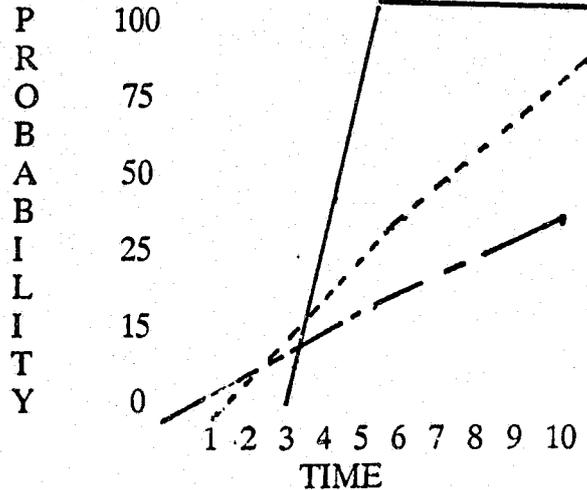
E-1 Citizens of California Pass Tax Initiative similar to Prop. 13



E-3 Police Officers Association initiates job action



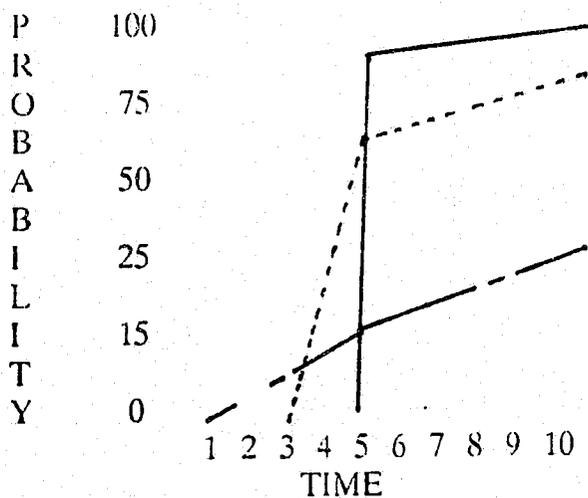
E-2 Homeowners Association contracts with security company



E-4 Negative Media due to Major crime

_____ HIGH
 - - - - - MEDIAN
 _____ LOW

EVENT FORECAST GRAPHS



E-5 Police Department is awarded security contract with school district

————— HIGH
----- MEDIAN
----- LOW

TABLE 3

CROSS IMPACT ANALYSIS

Impacting Events	Impacted Events and Trends										Maximum Impact (% change + -) Years to Impact	
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	IMPACTS	
E-1	X	<u>+20</u> 4.0	<u>+70</u> 1.0			<u>+80</u> .1	<u>+70</u> 1.0		<u>+40</u> .1	<u>+70</u> 1.0	E-1	6
E-2		X	<u>+50</u> .6	<u>+40</u> 1.0			<u>+40</u> 2.0	<u>-10</u> .6	<u>+10</u> 1.0	<u>+20</u> 1.0	E-2	6
E-3		<u>+60</u> .6	X	<u>+80</u> .1	<u>-80</u> .1		<u>+60</u> .6	<u>+40</u> .6		<u>+90</u> .1	E-3	6
E-4	<u>-30</u> .1	<u>+70</u> .2		X	<u>+50</u> 1.0		<u>+70</u> 1.5		<u>+50</u> 1.0		E-4	5
E-5			<u>-40</u> .1		X		<u>-10</u> 1.0		<u>+50</u> .6	<u>+60</u> .6	E-5	4
IMPACTED TOTALS												
	<u>E-1</u>	<u>E-2</u>	<u>E-3</u>	<u>E-4</u>	<u>E-5</u>	<u>T-1</u>	<u>T-2</u>	<u>T-3</u>	<u>T-4</u>	<u>T-5</u>		
	1	3	3	2	2	1	3	3	4	4		

Three (3) Member Consensus Group

** Legend

- E-1 Citizens of California Pass Tax Initiative similar to Proposition 13
- E-2 Homeowners Association contracts with security company
- E-3 Police Officers Associations initiates job action
- E-4 Negative Media due to major crime
- E-5 Police Department is awarded security contract with school district

- T-1 Level of Property tax imposed on citizens of California
- T-2 Private Security utilized in small California cities
- T-3 Violent Crime in Small California Cities
- T-4 Commitment of the Chief of Police
- T-5 Reaction of the Unions and/or Police Associations

CROSS IMPACT ANALYSIS

A cross impact analysis is a forecast based upon the assumption that each of the Nominal Group (NGT) Panel's identified events actually occurs. The forecast is an estimation of the impact and when, in terms of years, an event would have on each of the others and on the identified trends identified by the Nominal Group Technique Panel. These forecasts were made by a panel of three police managers.

Panel:

For this research study the cross impact analysis panel consisted of the following:

Position

Police Chief
Captain - Operations
Captain - Support

Forecasts:

The panel's first task was to estimate, in positive or negative percentages, how each event, if it occurred, would impact the other identified events and trends. The second task was to estimate, in years, when the maximum impact would occur on the events and trends. Based on the number of impacts on the events and trends the most active events were identified by the panel. The most active events were the following:

- E-1 Citizens of California Pass Tax initiative similar to Proposition 13
- E-2 Homeowners' Association contracts with security company
- E-3 Police Officers' Association initiates job action

APPENDIX H

FUTURE SCENARIOS

Scenarios:

Written scenarios are stories that explain what could happen with a given set of criteria. The scenarios are based on information developed by the Nominal Group Technique (NGT).

Scenario: Exploratory

Proposition 38, The Smith-Watson Initiative, Son to Proposition 13, passes by 80%
Parkmont Press, June 8, 1994

Violent Crime Increases by 40% Parkmont Press, May 24, 1997

Dana Estates Homeowners' Association contract for Private Security for Protection
Dana Estates Homeowners Association (DEHA) Newsletter, May 4, 2002

When the Smith-Watson Initiative passed by an 80% approval factor by California voters, the Parkmont City Council immediately took steps to reduce the city's budget. Expecting a 25% loss in property revenues, the Police Chief was told to expect a 20% reduction in the operating budget beginning July 1st of the next fiscal year. The budget reduction of this magnitude would require that eight of the sworn officers would be laid-off. This would reduce the sworn officer strength from 20 to 12.

The President of the Parkmont Police Officers' Association heard of the proposed budget cuts and informed the membership. They immediately voted to inform the citizens of Parkmont of the possible consequences of such reductions. A news release was prepared by the POA President and released to the local paper the Parkmonter. The paper featured the article, on the front page, next to the story of a brutal assault on a high school student that occurred the night before.

The reaction was almost immediate by the Dana Estates Homeowners' Association (DEHA). The President of DEHA received membership approval to charge an additional \$100.00 assessment per home to pay for contracted security services from Morgan Security Company. This company would provide frequent patrol services and vacant home checks when DEHA members were out of town. The company promised that further services could be added to the contract if and when the needs arose. The DEHA security contract was looked on as a model for other homeowner associations in the City of Parkmont to follow.

A reporter for the Parkmonter asked the Chief of Police for his comments, he said, "There is little I can do. The voters have spoken, my hands are completely tied."

Scenario: Hypothetical

Parkmont High School, A Dangerous Place To Be

Parkmonter, June 1, 1997

Parkmont Citizens Vote Against Assessments to Fund Law Enforcement

County Registrar of Voters, November 8, 1997

Morgan Security Company Offers a Patrol Contract for the City of Parkmont

Security International, May 2002

There had been an erosion of money that once was available for small law enforcement agencies. At first the decreases were subtle. Property values declined causing lower tax assessments. The funding shortage accelerated for the next five years.

The Parkmont Police Department decreased from 20 to 12 sworn officers. The local newspaper, the Parkmonter, reported increases in violent crimes. One issue a story was printed indicating the high school campus was unsafe for students.

Teachers, parents, school officials accused the police chief of not providing sufficient protection to the district's campuses. Signed petitions were delivered to the city council calling the police chief to do a better job protecting the youth.

The chief only hope was the passage of an assessment district to help fund the police department in the future. The polls indicated there was only a slight chance that it would pass. After the County Registrar reported the initiative had failed, the chief had to prepare a detailed report on why additional support to the school district could not be coming.

As the chief's report was being prepared, Morgan Security Services submitted a proposal to the city and school district. The proposal promised that Morgan Security could provide twice the patrol coverage, with their own vehicles and equipment for less cost than the city currently appropriates for the police department. The proposal is being considered at the May 16, 2002 council meeting.

APPENDIX I

WOTS - UP ANALYSIS (Weakness opportunities threat strengths)

The first phase of the WOTS-UP Analysis was to identify the external and internal factors which could impact the Parkmont Police Department's desire to raise alternative revenues by providing private police services. This consists of assessing opportunities and threats external to the organization and to review its internal strengths and weaknesses. The analysis permits the managers of the Parkmont Police Department to identify factors which may interfere with the desired affects of the strategic plan.

External (Opportunities and Threats)

Opportunities:

- o Community support for the police department
- o Learn to compete for profits
- o Cost analysis of operation
- o Entrepreneurship style of management
- o Efficiency expected by the community
- o Leadership to become more flexible
- o Expand levels of service
- o Creative ideas to generate income and revenues

Threats:

- o Property tax revenues reduced
- o Public resistance to proposed tax increases
- o City council looking to down size department

Internal (Strengths and Weaknesses)

Strengths:

- o Opportunity to do different assignments
- o More contact with the community
- o Police Chief commitment toward department increase
- o Dedicated employees
- o Balanced level of police experience
- o Choice of assignments (detectives, juvenile, canines, traffic)
- o Low attrition rate

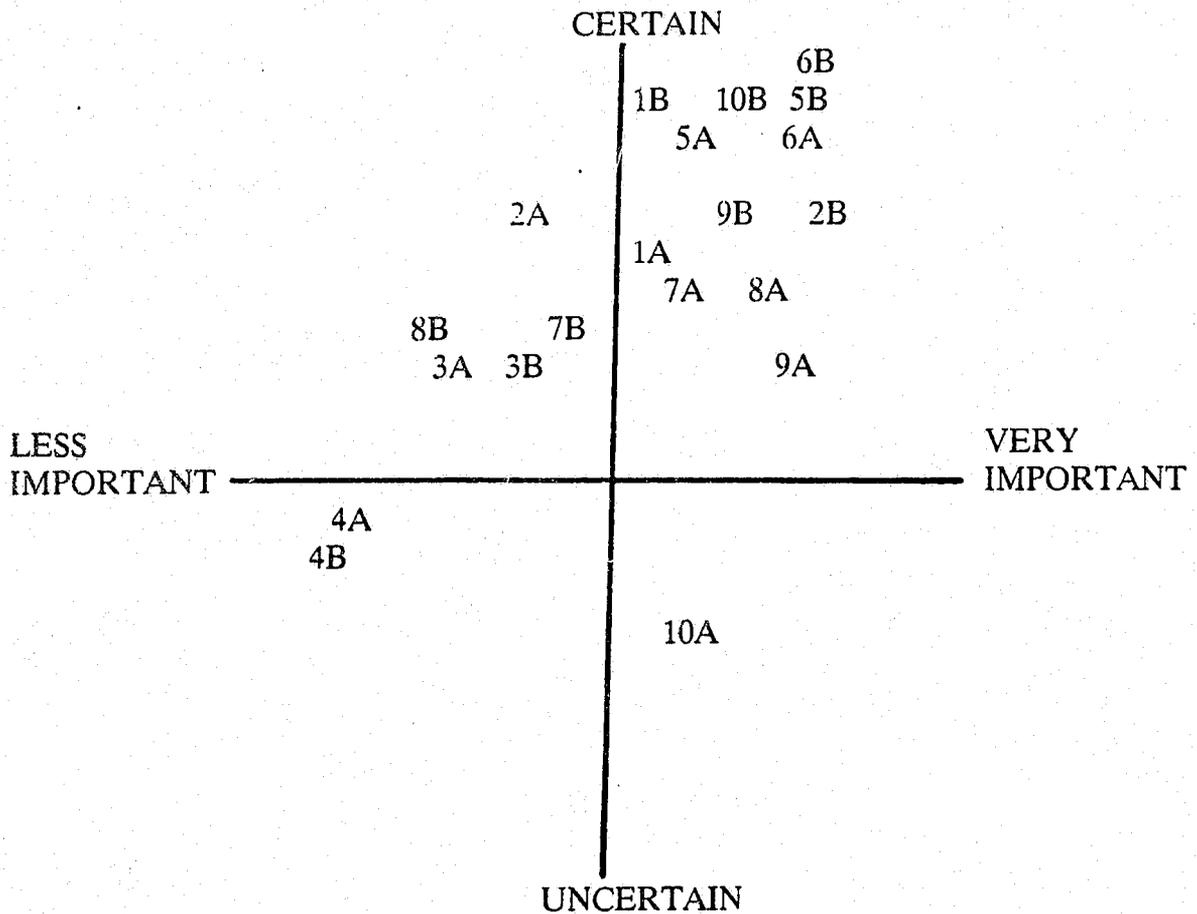
Weaknesses:

- o Pay scale slipping not equal to neighboring cities
- o Veteran Officer resistant to change
- o Lack of program to prepare for promotions

ABLE 4

ASSUMPTION MAP

The Assumptions of each stakeholder based on the importance to the issue: What will be the impact of small California law enforcement agencies seeking to provide private law enforcement services by the year 2002?



APPENDIX J

Alternative Strategies

The consensus panel of police managers (Police Chief, Captain-Operations, and Captain-Support Services) again met to develop strategies for the achieving the departmental mission. The panel members had a clear understanding of the issues and stakeholders assumptions. During the process three alternative strategies were selected for detailed discussion in the context of the department's new mission statement and issue.

Strategy One: Law Enforcement As A Business Organization

The Parkmont Police Department mission could be accomplished if it was organized and operated similar to a profit making organization rather than a service provider. A supervisor is reassigned as a business manager to analyze and calculate costs or providing police services.

Positive Aspects:

- o Does not eliminate basic service levels for all citizens
- o Provides citizens, school districts, and businesses with the opportunity to contractually obtain additional police services.
- o Police Chief will know the cost of operating the police department.
- o Special community needs will be identified by frequency of individual service requests.
- o Officers will have the opportunity to enhance their careers with the expanding law enforcement roles in the community.

Negative Aspects:

- o Citizens may claim preferential treatment for those who pay for the extra services.
- o School districts, with their own limited budgets, will find it difficult to pay for additional police services.
- o Community needs may be overlooked or ignored due to officers being used for contract services.
- o Alternative revenues will not be consistent, creating difficulty in budget planning.

Stakeholders concerned with this strategy are citizens, police officers, city council, school officials, and business people. For citizens the strategy will not eliminate the basic police services, but may give the impression the taxpayer is less important than those capable of paying for additional law enforcement services. With the lack of revenue from the State of California to fund their own programs, school officials will find it difficult to pay the police department for private police services. The business community may have some sympathy for the police department's efforts to find additional revenue, they will not support

the strategy because of other taxes imposed on them by the city. Police officers may view this as a threat to their stature in the city. This will lower morale and cause resistance to management. The city council may also receive negative comments from citizens. Those comments will be echoed back to the Police Chief.

Strategy Two: Police Independent Contractor

The mission could be accomplished if the Parkmont Police Department became an independent contractor featuring customized law enforcement services for geographical areas outside the city limits. These contracts service areas will not necessarily be controlled by the city council or other boards. The contract would be the controlling document which specifically outlines the scope of law enforcement service to be provided, and how the service is to be delivered.

Positive Aspects:

- o To maintain such contracts, it is necessary for the police department to keep good public relations.
- o Police services could be provided to remote areas not having consistent law enforcement services.
- o Individuals and/or business would receive specialized police services they require.
- o Police services would not be dependent on property revenues.

Negative Aspects:

- o Contracts are not permanent or long lasting. The Police Chief would continue looking for contract opportunities in or outside the city limits.
- o Profits from contract services may not be sufficient to overcome the losses from property tax reductions.

Stakeholders concerned with this strategy are citizens, police chief, business community, and police officers. The citizens and businesses would receive the law enforcement service specifically requested and are capable of paying for. The success of the program depends on the level of satisfaction felt by the citizen served. The internal stakeholders, the police officers and police chief may have concerns about this plan. The terms of the contract would be above the priorities of citizens concerns or desires. Officers would find it difficult adjusting to this philosophy of policing. The police chief would be more concerned about negotiating and securing contracts, profit margins, liabilities, and other associated factors of business rather than providing service to citizens of Parkmont.

Strategy Three: Do Nothing

Part of the department's mission may be accomplished by doing nothing.

Positive Aspects:

- o Time would be saved by eliminating planning and searching for alternative revenue sources.
- o Segments of the community may not be unnecessarily alarmed if sufficient funding is some how found to operate the police department.

Negative Aspects:

- o Small cities will continue to lose their police departments due to revenue reductions.
- o Small California police departments will not compete with larger agencies in recruiting qualified officers, supervisors, and managers.
- o Capitulates to the problem and allows it to become unsolvable and uncontrollable.

This strategy effects all stakeholders. If the Parkmont Police Department did suffer a substantial reduction in funding, with no other funding sources, personnel will have to be laid-off. This will cause reductions in services to citizens, schools, and business community. Well qualified officers may leave the police profession. The Parkmont City Council have the responsibility to make difficult decisions to reduce or eliminate their police departments.

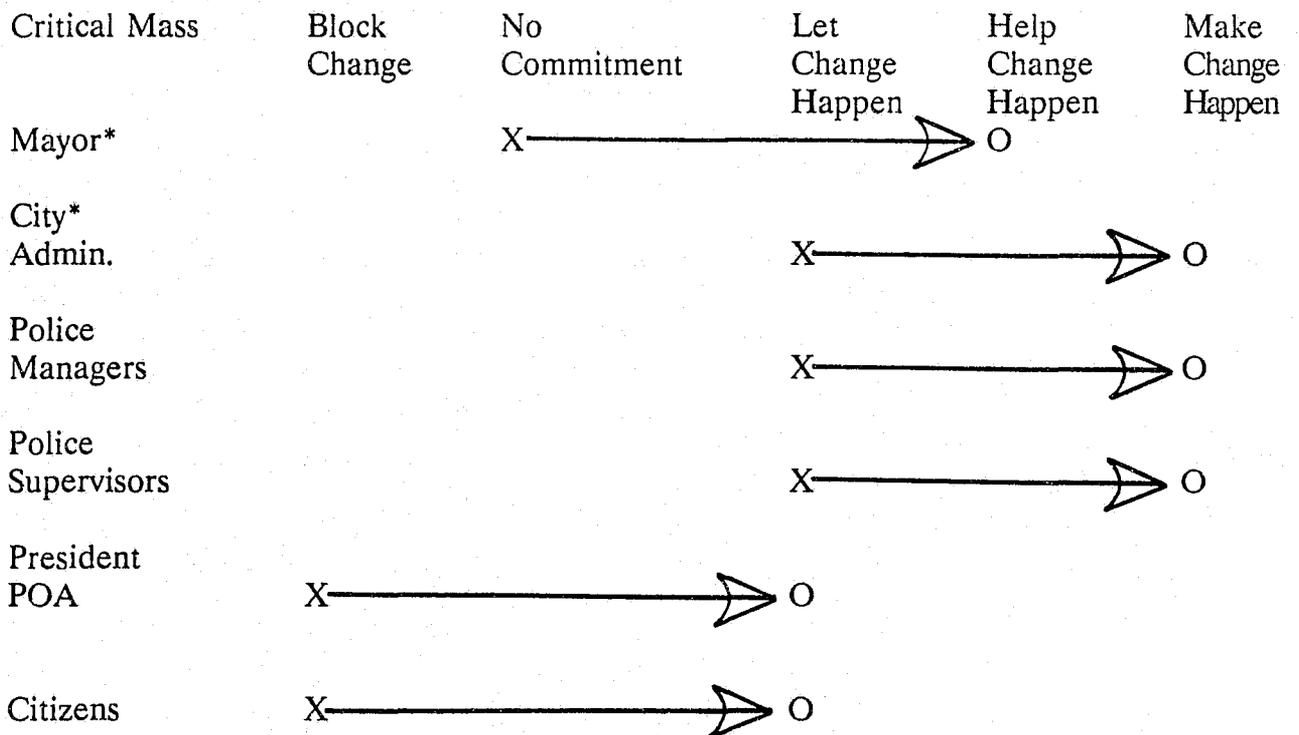
TABLE 5

COMMITMENT CHART

Commitment Charting

The following chart offers a visual display of the current level of commitment toward the strategic plan for each member of the "Critical Mass". This is symbolized with an "X". The chart also indicates the level of commitment that is necessary to successfully implement the change. This is symbolized with an "O".

COMMITMENT CHART



* Positions could easily change to "Block Change" if negative reaction is received

APPENDIX K

PARKMONT POLICE DEPARTMENT
 PERSONNEL AND EQUIPMENT EXPENSES

PERSONNEL:

Item	Position	Extended Cost	Annual*	Monthly*	Hourly*
1.	Chief (1)	91272	91272	7606	43.88
2.	Captains (2)	166560	83280	6940	40.04
3.	Sergeants (4)	312960	78240	6520	37.62
4.	Officers (13)	820092	63084	5257	30.33
5.	Dispatcher (5)	215640	43128	3594	20.74
6.	Animal Control (1)	41424	41424	3452	19.92
7.	Secretary (1)	41052	41052	3421	19.74
8.	Part Time (3)**	24984	24984	2082	12.01

Speciality Personnel

9.	Canine (3)	6696	2232	186	1.07
10.	Traffic (1)	2232	2232	186	1.07

Total Extended
 Personnel Budget 1722912

Formula (Annual = Rate provided by Memorandums of Understanding;
 Monthly = Annual divided by 12 months a year; Hourly Rate = Annual
 divided 40 Hours a week x 52 Weeks a year; Extended = Annual x
 Number of Positions)

* Benefits for individual employee includes (Salary, Medical,
 Dental, Life Insurance, Uniform Allowance, Educational Incentives)

** No Benefits Provided

Police Vehicle and Equipment:

Item Description	Cost	Annual	Monthly	Hourly
11. Vehicle*	13665	4550	380	.78
12. Decals*	216	72	6	.04
13. PD Radio**	2500	357	30	.06
14. Lightbar**	787	112	9	.02
15. Siren**	459	66	5	.01
16. MDT**	4525	646	54	.11
17. Shotgun Rack**	206	29	2	.04
18. Shotgun**	275	39	3	.05
19. Siren Cable**	50	7	.50	.001
20. Vehicle Cage**	281	40	3	.05
21. Push Bars**	179	26	2	.03
22. Map Lights**	24	3	.25	.001
23. Radio Rack**	150	21	2	.03
24. Wig Wags**	32	5	.20	.001
25. Horn Relay**	16	2	.16	.001
26. Alley Lights**	30	4	.30	.001
27. Unitrol**	452	65	5	.03
28. Switches**	40	6	.50	.001

Total	23887	6050	502.91	1.256
-------	-------	------	--------	-------

* 3 year life based on equipment being used 16 hours @ day or 5,840 hours a year.

** 7 year life based on equipment being used 16 hours @ day or 5,840 hours a year.

(Formula: Annual Costs = Costs Divided by Depreciation Period;
Monthly Costs = Annual Costs Divided by 12; Hourly Costs = Annual
Costs Divided by 16 Hours a day x 7 Days a Week x 52 Weeks a year)

Expendables (Replaced Annually):

Item Description	Cost	Annual	Monthly	Hourly
29. Traffic Cones	15	15	1.25	.003
30. ID Kit	30	30	2.50	.005
31. First Aid Kit	35	35	3.00	.006
32. Blanket	4	4	.33	.0007
33. Flares	15	15	1.25	.003
34. Fire Exting.	28	28	2.33	.005
35. Roll-A-Tape	40	40	3.33	.006

Total	167	167	13.99	.0287
-------	-----	-----	-------	-------

(Formula for Expendables: Monthly costs = Annual divided by 12 months a year; Hourly = annual divided by 16 hours a day x 7 days a week x 52 weeks a year)

Safety Equipment (Five Year Life Used 40 Hours A Week):

Item Description	Cost	Annual	Monthly	Hourly
36. Safety Vest	565	113	9.42	.05
37. Semi-Auto	455	91	7.58	.04
38. Port. Radio	2500	500	41.67	.24
39. Leather Equip.	210	42	3.50	.02
40. Rain Wear	110	22	1.83	.014
Total	3840	768	64.00	.364

(Formula: Annual = Cost divided by 5 year depreciation period; Monthly costs = Annual Costs divided by 12 months a year; Hourly = Annual divided by 40 hours a week x 52 weeks a year)

Specialty Programs (Five Year Life Used 40 Hours A Week):

Item Description	Cost	Annual	Monthly	Hourly
41. Canine	6500	1300	108.33	.63
42. Motorcycle	9500	1900	158.33	.91
Total	16000	3200	266.66	1.54

(Formula: Annual = Cost divided by 5 year depreciation period; Monthly costs = Annual Costs divided by 12 months a year; Hourly = Annual divided by 40 hours a week x 52 weeks a year)

Utilities And Maintenance:

Item Description	Cost	Annual	Monthly	Hourly
43. PG&E	5664	5664	472	.65
44. Telephone	9000	9000	750	1.03
45. Water	1140	1140	95	.011
46. Disposal	732	732	146.40	.006
47. Cleaning Ser.	1656	1656	341	.19
Total	18192	18182	1804.40	1.887

(Formula Cost and Annual = Total Utility and Cleaning Services Bills for Year; Monthly = Annual Cost divided by 12 months a year; Hourly = Annual divided by 24 hours a day x 7 days a week x 52 weeks a year)

Police Building (Provided by County Remodeled 25 year depreciation):

Item Description	Cost	Annual	Monthly	Hourly
48. Building	296000	11840	987	1.36

(Formula Annual = Cost divided by 25 year depreciation period;
Monthly costs = Annual Cost divided by 12 months a year;
Hourly = Annual divided by 24 hours a day x 7 days a week x 52 weeks a year)

Computer System (10 Year life):

Item Description	Cost	Annual	Monthly	Hourly
49. Computer & Software	86500	8650	721	.99

(Formual Annual = Cost divided by 10 year depreciation period;
Monthly costs = Annual Cost divided by 12 months a year;
Hourly = Annual divided by 24 hours a day x 7 days a week x 52 weeks a year)

Base Station Radio, Consoles, Antenna, Tower (20 Year Life):

Item Description	Cost	Annual	Monthly	Hourly
50. Radio Equip	43398	2170	180.33	.25

(Formula Annual = Cost divided by 20 year depreciation period;
Monthly costs = Annual Cost divided by 12 months a year;
Hourly = Annual divided by 24 hours a day x 7 days a week x 52 weeks a year)

Furniture (10 Year Life):

Item Description	Cost	Annual	Monthly	Hourly
51. Furniture	120000	12000	1000	1.37

(Formula Annual = Cost divided by 10 year depreciation period;
Monthly costs = Annual Cost divided by 12 months a year;
Hourly = Annual divided by 24 hours a day x 7 days a week x 52 weeks a year)

Workers Compensation, Unemployment, and Liability Insurance Costs:

Item Description	Cost	Annual	Monthly	Hourly
52. Salary				
Continuation	6656	6656	554.67	.76
53. Medical Bills	8600	8600	716.67	.98
54. Settlements	6600	6600	550.00	.76
55. Administration	2144	2144	178.67	.25
56. Excess Workers Compensation				
Insurance	4000	4000	333.33	.46
57. Liability Insurance	40000	40000	3334.00	4.58
58. Unemployment Insurance	1200	1200	100.00	.14
Total	69200	69200	5767.34	7.93

(Formula Cost and Annual from 1991/92 FY Budget projected to be spent by the City of Parkmont; Monthly = Annual divided by 12 months a year; Hourly = Annual Costs divided by 24 hours a day x 7 days a week x 52 weeks a year)

Overtime budget projection (Annually):

Item Description	Cost	Annual	Monthly	Hourly
59. Department Overtime Budget	80000	80000	6666.66	9.16

(Formula Cost and Annual from 1991/92 FY Budget projected to be spent by the City of Parkmont; Monthly = Annual divided by 12 months a year; Hourly = Annual Costs divided by 24 hours a day x 7 days a week x 52 weeks a year)

Departmental Supplies (Annually):

Item Description	Cost	Annual	Monthly	Hourly
60 Supplies	17838	17838	1486.50	2.04

(Formula Cost and Annual from 1991/92 FY Budget projected to be spent by the City of Parkmont; Monthly = Annual divided by 12 months a year; Hourly = Annual Costs divided by 24 hours a day x 7 days a week x 52 weeks a year)

SUMMARY

PARKMONT POLICE DEPARTMENT

ANNUAL AND HOURLY COSTS

Item	Description	Annual	Hourly
1.	Chief of Police (1)	91272	43.88
2.	Captains (2)	165560	80.08
3.	Sergeants (4)	312960	150.48
4.	Officers (13)	820092	394.29
5.	Dispatchers (5)	215640	103.70
6.	Animal Control (1)	41424	19.92
7.	Secretary (1)	41052	19.74
8.	Part Time (3)	24984	12.01
9.	Canine Officers (3)*	6696	3.21
10.	Traffic Officer (1)*	2232	1.07
11-28.	Police Vehicle (10)	60500	12.56
29-35.	Expendables (10 Sets)	1670	.287
36-40.	Safety Equipment (33 Sets Regular and Reserve Officers)	25344	12.56
41.	Canines (3)	3900	1.89
42.	Motorcycle (1)	1900	.91
43-47.	Utilities	18182	1.887
48.	Building	11840	1.36
49.	Computer	8650	.99
50.	Radio Equipment	2170	.25
51.	Furniture	12000	1.37
52-58.	Insurance	69200	7.93
59.	Overtime Budget	80000	9.16
60.	Dept. Supplies	17838	2.04
<hr/> Total		2186924	885.574

APPENDIX L

PARKMONT POLICE DEPARTMENT ESTIMATE FOR PRIVATE LAW ENFORCEMENT SERVICE

The Parkmont School District desires to contract for private security for its four (4) elementary school campuses, one (1) middle school, one (1) high school campus, and one (1) continuation school. The campuses are also used for adult education classes that end as last as 10:00 P.M. The school district requires security from 8:00 A.M. to 12:00 P.M. on weekdays, Monday through Friday, 16 hours a day, 80 hours a week, 4160 hours annually.

Parkmont Police Department's cost to provide basic security services based from hourly rates provided in Appendix J.

Item	Description	Annual	Month	Hourly
4.	Officers (2)	126168.00	10514.00	60.66
11-28.	Police Vehicle (1)	6050.00	502.91	1.25
29-35.	Expendable	167.00	13.99	.0287
36-40.	Safety Equipment	1536.00	128.00	.72
43-47.	Utilities (1 Hour a Day)	490.00	40.89	.12
48.	Building (1 Hour a Day)	353.60	29.46	.085
49.	Computer (1 Hour a Day)	257.40	21.45	.062
50.	Radio Equipment (1 Hour a Day)	65.00	5.42	.016
51.	Furniture (1 Hour a Day)	356.20	29.68	.085
52-58.	Insurance	2061.80	171.82	.49
60.	Supplies	530.40	44.20	.128
Total Cost to Parkmont PD to provide Security Services		138,036.02	11501.82	64.812

Requirements Necessary to Fulfill Parkmont School District Contract:

16 hours a day x 5 days a week x 52 weeks a year = 4160 Hours

Personnel Requirements:

8 hours a day x 5 day work week x 52 weeks a year	=	2080 Hours
Less: Vacations*		- 80
Compensatory Time Off*		- 32
Sick Leave*		- 40
Mandatory Training Time*		<u>- 40</u>
Personnel Hours available		1888

Parkmont School District contract requires 4160 hours a year to fulfill. This is divided by the 1888 personnel hours available. The result is the minimum number of employees necessary to meet the contract requirements. This contract will commit 2.2 Parkmont Police Officers exclusively to the school district.

Effect of Contract on Parkmont Police Department:

Minimum for City Patrol:

3 Officers per shift x 24 Hours a day x 7 Days a week x 52 Weeks a year = 26208 Hours

Personnel Requirements:

8 hours a day x 5 work days a week x 52 wees a year	=	2080 Hours
Less: Vacations*		-80
Compensatory Time*		-32
Sick Leave*		-40
Mandatory Training Hours *		<u>-40</u>
Personnel Hours Available		1888

Minimum staffing level requirements of three (3) police officers for each shift divided by personnel hours available (26208 divided by 1888 = 13.88 Personnel required to maintain minimum for City of Parkmont Patrol.

Minimum Patrol requirements
for City of Parkmont: 13.88 Officers 26208 Hours

Minimum Personnel to Honor
Parkmont School District
Contract: 2.20 Officers 4160 Hours
Remaining Personnel: 11.68 Officers 22048 Hours

Personnel Requirements:

11.68 Officers available for Patrol each shift would be reduced
from 3 to 2.52 Officers. In addition the amount of time off an
individual officer would also be reduced.

11.68 Officers divided into remaining 22048 hours = 1887.7 Hours

8 hours a day x 5 day work week x 52
weeks a year: 2080 Hours

Less:	Vacations*	-80
	Compensatory Time Off*	-32
	Sick Leave*	-40
	Mandatory Training Hours*	<u>-40</u>

Personnel Hours Available 1888

Loss of time available for each of 11.68 Officers - .3 Hours

11.68 x .3 = 3.5 Hours total hours lost for city patrol

Remaining 22048 hours - 3.5 Hours = 22044.5 hours available for
City of Parkmont Police Patrol

Officers per Shift:

22044.5 divided 52 weeks a year x 7 days a week x 24 hours a day =
2.52 officers on duty each shift.

APPENDIX M

RESPONSIBILITY CHART

- R = RESPONSIBILITY (not Necessarily Authority)
- A = Approval (right to Veto)
- S = Support (put resources toward)
- I = Inform (to be consulted)
- = Irrelevant to this item

ACTORS

	Police Chief	Steering Committee	PPD Mgrs.	PPD Supv.	Mayor	Citizens	PO/Pre
DECISIONS							
Policy Formulation	R	S	A	A	I	I	I
Mission Statement	R	S	A	A	S	I	S
Strategic Plan Develop.	A	R	S	S	I	A	A
Select Steering Committee Chair	R	I	-	-	S	-	-
Assess Dept. Resources	S	R	S	S	I	-	I
Design Pilot Proj.	A	R	-	-	-	-	I
Cost Analysis	I	R	S	S	I	-	-
Implement Project	R	S	S	S	I	I	I
Monitor Proj.	I	R	I	I	-	-	-
Report to Council	R	A	I	I	A	I	I

ENDNOTES

1. "The Future of Policing," FBI Law Enforcement Bulletin, Tafoya, William Ph.D., January 1990 p14
2. "Are Cities Obsolete," Newsweek, Morgenthau, Tom and McCormick, John, September 9, 1991, p44
3. California Growing Taxpayer Squeeze, Executive Summary, California Department of Finances, November 1991.
4. California Department of Finance, "California's Growing Taxpayer Squeeze, November 1991.
5. "What Is The Future Of Contracted Law Enforcement Services In Small Jurisdictions By The Year 1988? Garmon, Ecil W., Command College Class 7, Peace Officers Standards and Training, 1988, p5.
6. "Private Security: Complementing-Not Competing With-Law Enforcement," A Panel Discussion, The Police Chief, Driscoll, John E., Moderator, Cunningham, William C., Johnson, Robert F., Kolender, William B. Speakers, March 1986 p101.
7. "The City Inc.," Inc, Osborn, David, March 1986 p31.
8. "Bending Granite: Attempts to Change The Rank Structure of American Police Department," Journal of Police Science and Administration, Guyot, Dorothy, September 1979 pp 253-284.
9. Webster's Ninth New Collegiate Dictionary, Merriam-Webster Inc., 1983
10. "Is Municipal Bankruptcy A Alternative?" Governing, Petersen, John E., September 1991, p73
11. "Removing The Barriers To The New Entrepreneurship In City Government," Western City, Benest, Frank, February 1985 p13.
12. "Recession Hits Cities And Across State," San Francisco Chronicle, Bancroft, Ann, September 8, 1991.
13. Getting To Yes, Negotiating Agreement Without Giving In, Fisher, Roger and Ury, William, 1983, Penguin Books, p58.
14. Ibid p50.
15. Ibid p38.

16. Ibid p58

17. Organizational Transitions, Beckhard, Richard and Harris, Reuben T., 1987 Addison-Wesley Publishing Company p76.

18. Ibid p74.

19. Ibid p74

20. Ibid p74.

21. Ibid p76.

22. Ibid p76

23. Ibid p76.

24. Ibid p48.

25. "Removing The Barriers To The New Entrepreneurship In City Government," Western City, Benest, Frank, February 1985, p14.

BIBLIOGRAPHY

Brown, Gary, "Impact On The Criminal Justice System," San Clemente Police Department 1983-2003, 1983 p7.

Cameron, Bruce W. "Goodbye Cops-Hello Security Officers?" Law and Order, December 1991, p1.

Diaz, Richard, The Future Role Of California Small Law Enforcement Agencies-Is There One? Command College Class 3, California Commission on Peace Officers Standards and Training, 1987.

Driscoll, John E., "Private Security: Complimenting-Not Competing With Law Enforcement," A Panel Discussion, The Police Chief, March 1986, p101.

Gaebler, Ted A. and Osborne, David, Reinventing Government, 1991, Walden Books.

Gramon, Ecil W., What is the Future of Contract Law Enforcement Services In Small Jurisdictions By The Year 1998?, Command College Class 7, California Commission on Peace Officers Standards and Training, 1988.

Hallissy, Erin, "Small Towns Strive To Get The Word Out," San Francisco Chronicle, September 7, 1991.

Herbes, John, "It's Time For The Tax Cycle To Swing Back To Equity," Governing, September 1991, p82

Lee, Christopher, "Public-Private Partnerships," Institutional Investor, September 1991, p29.

Peters, Albert "Report of the 1991 Municipal Tax," Review Committee's Report For The City Of Piedmont, November 13, 1991.

Petersen, Kenneth, Developing Managerial Resources in California Law Enforcement Agencies By the Year 2001, Command College 12, California Commission on Peace Officers Standards and Training, 1991.

Pilant, Lois, "The Bottom Line." State Peace Officer Journal, 1991, p82.

Sender, Henny, "Japan's California Comeuppance" Institutional Investor, December 1991 p126.

Terrow, Scott "The Capital of Real Life," Newsweek, September 9, 1991, p47.

Tranquada, Jim, "Wilson Invokes Prop. 13 Spirit To Push Aid Cuts," Contra Costa Times, December 15, 1991.

Turner, Dan, "Morgan Hill To Decide On City Council Recall," San Francisco Chronicle, December 16, 1991

Turque, Bill and Washington, Frank, "Reversal of Fortune," Newsweek, September 9, 1991, p4.

Watson, Lloyd, "Annual Tribute To Non-Profit Managers," San Francisco Chronicle, December 16, 1991

Wickum, Thomas, Year 2000 - California City Police Departments - A Dying Traditions....? Command College Class 2, California Commission on Peace Officers Standards and Training, 1986.

Willaims, Dick, Contract Law Enforcement, San Bernardino County Sheriff's Department, July 1, 1991

Employment Data For California Law Enforcement 1989, California Commission on Peace Officers Standards and Training.

"Trends In Crime and Criminal Justice," Future Scan, no 617, February 27, 1989, p3.