

144756

**A FUTURE MODEL FOR DELIVERY  
OF POLICE SERVICES  
IN AN URBAN COUNTY BY THE YEAR 2002**

**TECHNICAL REPORT**

**RICHARD SCHMIDT**

**COMMAND COLLEGE CLASS 16  
PEACE OFFICERS STANDARDS AND TRAINING  
SACRAMENTO, CALIFORNIA**

**JUNE 1993**

144756

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

**SECTION I: INTRODUCTION AND BACKGROUND**

A brief overview of the current model for the delivery of law enforcement services in Marin County, California.

**SECTION II: FUTURES STUDY**

Will individual cities within an urban county be able to afford their own police departments by the year 2002? Relevant trends and events that could impact the issue and sub-issues, are identified and forecasted.

**SECTION III: STRATEGIC PLAN**

A model strategic plan is developed for the consolidation of law enforcement services in Marin County.

**SECTION IV: MANAGING THE TRANSITION**

This section explains how Marin County will get "from here to there." Key individuals and specific organizations are identified and their responsibilities and level of commitment mapped out. Implementation strategies are explained using various techniques.

**SECTION V: CONCLUSIONS AND RECOMMENDATIONS**

This section summarizes the action being proposed and answers the issue and sub-issue questions. Recommendations for the future are made.

## TABLE OF CONTENTS

### SECTION I: INTRODUCTION AND BACKGROUND

Introduction .....	1
Issue Identification .....	6
Selection of Sub-Issues .....	7

### SECTION II: FUTURES STUDY

Study Topic .....	9
Futures Forecasting .....	9
Trends .....	10
Events .....	14
Cross Impact Analysis .....	17
Scenarios .....	19
Exploratory (Most Likely) .....	21
Normative (Desired and Attainable) .....	22
Hypothetical (What If) .....	23
Policy Considerations .....	24

### SECTION III: STRATEGIC PLAN

Purpose .....	26
Situational Analysis .....	26
WOTS-UP Analysis .....	27
Environment .....	27
Opportunities .....	28
Threats .....	30
Strengths .....	30
Weaknesses .....	31
Stakeholder Analysis .....	32
Strategic Assumption Surfacing Technique .....	35
Macro Mission Statement .....	35
Micro Mission Statement .....	36
Developing Alternative Strategies .....	36
Preferred Strategic Plan .....	43

### SECTION IV: MANAGING THE TRANSITION

Purpose .....	44
Development of Commitment Strategy .....	44
Critical Mass .....	44
Levels of Commitment .....	46
Elected Officials .....	46
County Law Enforcement Officials .....	47
City Managers and Administrators .....	49
Leaders - Peace Officer Bargaining Units ...	50
Community Leaders .....	51
Transition Management Structure .....	52
Implementation .....	53

**SECTION V: CONCLUSIONS AND RECOMMENDATIONS**

Summary .....	55
The Problem .....	55
Correcting the Problem .....	56
Conclusion .....	57
Endnotes .....	79
Bibliography .....	80

**APPENDIXES**

Appendix A Futures Wheel .....	59
Appendix B Nominal Group Technique Members .....	60
Appendix B Cross Impact Analysis Group .....	60
Appendix C List of Candidate Trends .....	61
Appendix D List of Candidate Events .....	62
Appendix E Selected Trends .....	63
Appendix F Graphic Display of Trends .....	64
Appendix G Selected Events .....	69
Appendix H Graphic Display of Events .....	70
Appendix I Basic Cross Impact Evaluation Matrix ..	75
Appendix J Modified Policy Delphi Stakeholders ..	76
Appendix K Strategic Assumption Surfacing Tech...	77
Appendix L Commitment Planning Chart .....	78

**SECTION I**

**INTRODUCTION AND BACKGROUND**

Law enforcement is one of the most expensive functions undertaken by county and municipal governments. The need to examine the cost effectiveness of law enforcement delivery systems is driven by the current crisis in public finance. Costs are increasing at the same time funding is being reduced. Law enforcement costs for the cities in the State of California reached nearly four billion dollars for the fiscal year ending June 30, 1991.<sup>1</sup> In Marin County the 91-92 budgets for law enforcement in the eleven cities range from a low of approximately \$503,000 for the City of Belvedere to a high of approximately \$7,850,000 for the City of San Rafael. On average, the cities spend approximately thirty percent of their budgets on law enforcement services.

In 1978, California voters approved Proposition 13, a property tax slashing initiative which would, in future years, force local governments to make cutbacks in spending. Proposition 13 also transferred power to distribute property taxes from local governments to the State. Since that time, other spending and taxing limitations have been approved by the voters. The "Gann Initiative" which went into effect in July, 1980, placed greater restrictions on government spending. This initiative also approved by the voters, limits government spending by placing a cap on public budgets based on actual appropriations in the base year 1978/79, and then adjusted annually for changes in the Consumer Price Index and population.

In many areas, the effects of Proposition 13 were not felt immediately. However, as the years went by, revenues throughout the state continued to decrease. Eventually the effects caused severe budget deficits in many areas within the state.

In 1992, the effects of a nationwide recession began to cause serious financial problems for the state of California and its counties, cities and towns. Over 80% of the State budget comes from sales and income taxes. The recession hit California hard with an estimated loss of 800,000 jobs and an unemployment rate of 9.8%.<sup>2</sup> The unemployment rate in California reached ten percent by early 1993. The overall revenue for the state's general fund fell between two and three percent in 1992. According to a group of City Managers and Administrators the revenue shortfall for 1993 will be in the six to eight percent range and will have a devastating effect on state and local budgets. Reductions in service levels and lay offs are expected at all levels of government including public safety.

Furthermore, the effects of the recession are not expected to dissipate quickly. The most optimistic predictions suggest that the first signs of recovery will not appear until late 1994 or early 1995. Some government officials predict that financial recovery will not take place until the year 1998 and even then the recovery will not be complete.

The State, to reduce its budget short fall, has diverted funding from local governments each of the last 3 years. In the 1993-1994 budget the State is proposing to divert \$2.6 billion from the cities, counties and special districts. The end result has been that the level of funding is not proportional to increasing costs. State and local governments are finding it difficult to maintain the public's minimum service level expectations. Many cities have already taken drastic steps to reduce expenditures, including layoffs in public safety services. If the revenues continue to fall at the rates predicted, major reductions in the number of law enforcement personnel may occur all over the state.

Many small police departments (fewer than twenty five officers) are currently in serious jeopardy. They may disband altogether with the cities contracting for law enforcement services or the police departments will be forced to reduce personnel and service levels. In order to provide adequate, cost effective law enforcement, government may need to change the manner in which this service is provided to the public.

The issue of police consolidation has been discussed for many years. As far back as 1953, noted author Bruce Smith stated "The consolidation of small police departments has long been recommended as a national policy to advance professionalism, improve the quality of local service delivery, and take advantage of economies of scale."<sup>3</sup> In 1967, the President's Crime Commission recommended that

metropolitan areas and counties should pool or consolidate services.<sup>4</sup>

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals went further, suggesting that police departments with less than ten full time officers be eliminated.<sup>5</sup> In 1975, Michigan's Advisory Commission on Criminal Justice recommended that the minimum size of a police department should be twenty officers.<sup>6</sup>

In his book "Police Administration," O.W. Wilson cited several reasons for the consolidation of small police departments. "The existence of thousands of understaffed, ill-trained, and poorly equipped small police forces is a continuing major deficiency in police service in the United States. Some of the reasons for the collective deficiency of many smaller agencies can be identified. Foremost among them are problems relating to personnel quality, training and standards."<sup>7</sup> Wilson also said "Some of the other conditions which prompt the need for consolidation are not related to size. There is often considerable duplication of effort because of the division of a natural region into artificial political areas."<sup>8</sup>

In California, some counties use a consolidated or regionalized model for the delivery of law enforcement services, while other counties have individual police departments for each municipality. In using Marin County as an example, there are ten police departments and a county sheriff's department. The size of the various departments

and their resources vary widely. The largest agency in the county, the sheriff's department, has an authorized strength of one hundred eighty sworn deputies. One of the larger police departments has seventy three sworn officers while the smallest department is staffed by only seven sworn officers.

For the past ten years there has been much discussion within Marin County about the possibility of consolidating law enforcement services. Complaints have been made by citizen groups alleging a waste of taxpayer dollars for fragmented law enforcement services, and the Marin County Civil Grand Jury has studied the issue on two separate occasions, in 1989 and 1990.<sup>9</sup> The 1989 report concluded: "We found that nearly all departments are experiencing a crisis in recruiting and retaining entry-level and experienced personnel, that police officers generally do not live in the county and off-duty officers are not easily available in emergencies, that the departments work very closely in an informal network of resource sharing and cooperation, that the present structure of many small departments reflects a perceived political preference of citizens to control their own forces but it is neither practical nor prudent to maintain this system today, and that there are opportunities to improve services and/or reduce costs in the short-term through consolidation of functions and in the long-term through unified regional law enforcement in Marin."

In November 1992 the League of Women Voters embarked on a major study about the financing of local government in Marin County. The primary purpose of their study is to determine whether there are more effective ways to finance the services provided by special districts, cities, towns and county governments. The League believes that it is imperative that local agencies in the county begin to consider options for reducing costs and improving efficiency. Although the study is still in progress, preliminary findings indicate that the final report will recommend consolidation of many of the one hundred three units of local government currently providing public services.<sup>10</sup>

#### Issue Identification

A review of current literature in light of social, technological, environmental, economic and political considerations was conducted. Interviews with key law enforcement officials, political representative and municipal administrative personnel were completed. The following general emerging law enforcement issue was developed for study:

**Will individual cities within an urban county be able to afford their own police departments by the year 2002?**

This issue is important for several reasons. Our entire country is feeling the effects of an economic recession that has caused serious financial impacts at the state and local government levels. Layoffs and budget cut backs are common place occurrences in many government agencies. Even if the

economy improves it will take years for governments to recover.

Community values and expectations are changing rapidly. Members of the public are paying much closer attention to government in general, and more particularly to law enforcement, which tends to be the most visible branch of government. A high level of distrust in law enforcement and the judicial system resulted from the Rodney King incident in Los Angeles. With the King incident and the recession in mind, the public is questioning the ability of law enforcement to operate in a fair, impartial and cost effective manner.

#### Selection of Sub-Issues

After identification of the Issue Question, a list of sub-issues was developed that could potentially impact the study of the Issue Question. For purposes of this study, the three most relevant sub-issues were selected.

#### Sub-issues:

1. What model will provide the most cost effective delivery of law enforcement services?

Economic conditions will eventually force local governments to take a careful look at the way law enforcement services are delivered. Some changes may be needed to ensure that the public gets the greatest possible return for their tax dollar.

2. What model will be the most politically acceptable?

The second sub-issue may be the most volatile area to be

considered. The political issues surrounding local control of law enforcement have deep historical roots. Past attempts at consolidation have demonstrated that the public wants local control over law enforcement. In many cases, the public has shown that it is willing to pay higher costs involved in order to maintain local control.

3. What model will provide the highest employee retention level?

The third issue involves a critical problem in law enforcement for the present and the future. The ability of a law enforcement agency to attract and retain quality employees. In the state of California today, there are more than six thousand police officer jobs unfilled and available. In order to attract and retain the most qualified personnel, it is imperative that law enforcement and government administrators design and operate police agencies that will provide the most challenging and rewarding careers possible.

**SECTION II**

**FUTURES STUDY**

## STUDY TOPIC

The first task of this study is to analyze the issue using futures research methodologies. Before addressing a problem, it must be clearly defined. The future must be forecasted by analyzing current trends and events and projecting them into the future. For purposes of this study the future will extend out ten years out to the year 2002.

The primary issue of this study is: **"Will individual cities within an urban county be able to afford their own police departments by the year 2002?"**

### Futures Forecasting:

The next step is to identify and analyze trends and events that are related to the issue question. Trends and events are measurable activities that are occurring that create the environment. A "Trend" is a series of events or occurrences that charts the path these events have followed. "Events" are individual happenings that can be measured at a specific time and date when they occur.

In order to identify and develop trends and events that may impact the issue area, a panel of thirteen professionals (Appendix B) was invited to participate in a Nominal Group Technique process (NGT). In order to provide a wide range of viewpoints, the panel included a recently retired county administrator, the mayor of a small city, a member of the county board of supervisors, an assistant city administrator, the editor of a local newspaper, the county sheriff and seven

high level police administrators from law enforcement agencies of varying size.

As a direct result of the NGT process, a list of 18 trends and 16 events was developed. After eliminating duplications and consolidating some trends and events, the panel arrived at a total of 11 trends (Appendix C) and 10 events (Appendix D) for further consideration.

### TRENDS

Five trends relating to the main issue were identified (Appendix E). The trends selected were reviewed to ensure each was non-directionally defined for forecasting purposes. Each trend has been forecasted by the professional panel and displayed graphically in (Appendix F).

The following list identifies each trend and provides a brief description of its importance to the issue and sub-issues:

Trend 1 (T-1) - The political implications surrounding the issue of consolidating law enforcement services: There is a strong belief among community leaders that residents oppose regional or consolidated law enforcement because they want to control the priorities of their law enforcement activities and they want to know the officers patrolling their communities. The residents feel the very identity of their city or town is tied to having their own police force. The trend is to continue to maintain local police forces for as long as possible in order to maintain local control and responsiveness. The forecast for Trend 1 indicates that the

panel felt there is a slightly higher level of concern about the political implications surrounding the consolidation of law enforcement services now than there was five years ago. The panel also indicated that the level of concern would increase substantially over the next five to ten years. During panel discussion it was evident that fear of future finance problems was the cause for the increase in this trend.

Trend 2 (T-2) - Level of consolidation of police services:

Consolidation of police services has become a popular alternative elsewhere in the United States. In many states, cities and counties have consolidated or regionalized law enforcement services. Consolidation does not always save money initially, however over the long run it will reduce costs and improve service. The forecast for Trend 2 indicates that the panel felt there is more interest in consolidation today than there was five years ago. The panel sees a definite increase in consolidation over the next five to ten years. Although the panel forecasts a greater interest in consolidation, its median "should be" forecast indicates they feel there will be more consolidation than they would really like to see. This particular panel appears to favor local control of law enforcement services.

Trend 3 (T-3) - Size of the tax base in the municipality:

Every county and city in the state of California has noticed a reduction in the tax base. The realities of Proposition 13 have been felt throughout the state, along with the effects

of the national recession. The forecast for Trend 3 is interesting in that it clearly demonstrates the divergent views about this particular trend. There is a near fifty point spread between the lowest and highest forecast for five years ago. The median nominal forecast for five years ago indicates the panel feels that in general there was a slightly lower level of the tax base when compared to the level today. The panel differs even more on its forecast for the future, with an approximate seventy five point spread between the lowest and highest forecast. The panel as a whole, believes that the tax base will stay the same during the next five and ten years. Their "should be" forecast indicates they feel there should be an increase during the next five years and then a much greater increase between five years and ten years.

Trend 4 (T-4) -Availability of local alternative funding sources: Many counties and cities have resorted to alternative sources of revenue, such as new and increased service fees, assessment districts and tax overrides. The forecast for Trend 4 shows that the panel believes that five years ago there was very little interest in local alternative funding sources. The median nominal forecast for the panel shows a magnitude of seventy two in comparison to the one hundred level of today. The forecast seems accurate considering the financial condition of the nation and state when comparing today to five years ago. The forecast also indicates that the panel feels there will be greater interest

in alternative funding sources over the next ten year period, however there will not be as much interest as the panel feels there should be. The indications are that local government will be seeking alternative funding sources to offset the financial condition that will prevail, and that it should be doing more in the period between year five and year ten to increase this type of funding.

Trend 5 (T-5) - Level of community satisfaction with police services: This issue has become even more important with the recent developments in the Rodney King event. Communities are paying closer attention to the delivery of police services and their expectations are changing remarkably. The forecast for Trend 5 contains some very interesting information. The panel believes that there is moderately more satisfaction with police services in the community now than there was five years ago. Although the magnitude is only slight, it is interesting in light of recent events. This seems unusual and may only relate to the level of community satisfaction within the sphere of influence of the panel members. The panel forecasts that there will be less satisfaction with police services over the next five to ten years. The median nominal forecast indicates a drop of ten points on the magnitude scale at both the five and ten year time points. The panel feels that there should be a higher level of satisfaction with police services as indicated by their median "should be" forecast of one hundred five in five years and one hundred ten in ten years.

## EVENTS

After analyzing the selected trends, a list of five events (Appendix G) was compiled using the same methodology as that used to select the trends. Each event was forecasted by the professional panel and graphically displayed in (Appendix H). The criteria used for selecting these events was that they have a high probability of occurring and they will have an impact on the primary issue and sub-issues. Appendix H contains the median forecasted probability of the event occurring in five years and ten years. The year the event's probability of occurring first exceeds zero is also forecasted. The impact of the event on the issue, both positive and negative, is also forecasted. The following list identifies each selected event and provides a brief description of its importance to the topic issue and sub-issues:

Event 1 (E-1) - Legislation is passed eliminating cities or towns with a population of less than twenty thousand:

Lawmakers decide it is no longer fiscally responsible to allow cities and towns to incorporate unless they have enough residents to support the financial needs of a full service community. The forecast for Event 1 indicates that the panel does not believe this event could occur for at least five years. At the five year point, there is still almost no probability that this event will occur. At the ten year point the median rating of the panel gives this event only a twelve percent probability rating. The upper quartile

becomes active at the nine year point and rises sharply from zero to forty seven percent within one year. The panel members seem to be indicating that this event is unlikely for the next ten years, however they think that at the ten year point and on into the future, the probability will rise.

Event 2 (E-2) - Local government cannot manage financial risks: The cost of providing insurance and maintaining self insurance pools becomes unbearable. Local governments cannot provide adequate insurance protection to cover their risks. This forecast appears to indicate that the panel feels that government will be able to manage their financial risks for the next five years. The lower quartile starts at about two and a half years and reaches only a five percent probability level at five years. The median does not show any effect until year five when it rises sharply to fifteen percent. From year five to the ten year mark the median rises from fifteen to fifty five percent, indicating a fairly steep increase in probability of occurrence. The upper quartile becomes active at the eight and a half year mark, where it rises from zero to seventy seven percent in the tenth year. The general feeling of the panel appears to be that the probability of this event occurring is ten or more years into the future.

Event 3 (E-3) - Political bodies agree to share revenue and resources: All revenue and resources are shared based upon a per capita formula to distribute funds evenly throughout the state. The panel members find that this event has a remote

probability of happening within the next seven years. Looking at the lower quartile which begins at year three, the probability factor rises from zero to only ten percent by year five. From year five to year ten there is only a minor increase in probability to approximately twenty percent. The median forecast starts at year seven and rises from zero to fifty five percent at year ten indicating that most panel members feel the probability of occurrence increases after year seven. The general feeling of the panel appears to be that the probability of political bodies sharing revenue and resources prior to seven years from now is extremely remote. At the seven year mark the probability increases dramatically until reaching a median high of fifty five percent.

Event 4 (E-4) - Communities vote down consolidation of police services: Consolidation of police services in Marin County is placed on the ballot and voters turn it down to maintain local control of their law enforcement agencies. The forecast indicates that the panel feels there will not be any opportunity to vote on the issue for at least three years. If the issue was placed on the ballot in about five years the median forecast shows that there would be a fifty percent chance the issue would be voted down. The upper quartile indicates a somewhat higher probability that the issue would be voted down with a seventy percent chance. In ten years the issue appears to drop in probability, but the forecast actually indicates that the voters may be more interested in consolidating police services at that time. The median

forecast is only slightly lower at forty five percent. The conclusion derived from this forecast is that local control of police services will remain a high priority for the voters for at least the next five years. At the ten year mark there may be slightly more interest in the possibility of consolidation.

Event 5 (E-5) - Increase in crime rate requires outside agency assistance: Criminal activity reaches a level that exceeds the resources of several of the police departments in Marin County. Assistance must be summoned from other agencies to maintain law and order. The forecast indicates that there is a high probability this event will occur within the next ten years. The lower quartile become active at one year hitting a probability level of twenty five percent at five years and fifty five percent at ten years. The median forecast indicates the event could occur as soon as three years from now and that within five years there is a fifty five percent chance the event will occur. At ten years the median forecast rises to the seventy five percent probability level. The upper quartile starts at year five and shoots straight up to sixty five percent. By year ten the forecast reaches the ninety percent probability level.

#### CROSS IMPACT ANALYSIS

Three law enforcement administrators were selected to conduct a cross impact analysis (APPENDIX B). Each administrator individually estimated the maximum impact and number of years until the maximum impact is reached for each

event. The consensus method was used and after brief discussion of the trends, the estimates of the events on the trends were made.

After collecting the necessary data, the group discussed each impact and the group arrived at a consensus on the level of the impact and the number of years until the maximum impact is to be reached. This data is presented in the Basic Cross Impact Evaluation Table ( Appendix I).

After analyzing the cross impacts, three of the five events stood out as significant impacting events, referred to as "actors."

Event 1. Legislation is passed eliminating cities or towns with a population of less than twenty thousand. This would be a very positive event to occur. The smallest police departments are currently suffering from budget problems brought on by the lack of a sufficient tax base. Most of the smaller police departments are in bedroom communities that lack the tax base usually associated with cities that have more commercially developed areas. If a legislative mandate to eliminate cities with less than 20,000 population were to occur, it is more likely the cities of increased size would be able to afford their own police agencies.

Event 2. Local government cannot manage financial risks. This event impacted all other events and all but one trend. Although the event itself tends to sound negative, it appears that an acknowledgment that local governments cannot manage financial risks would actually have a positive impact on the

other areas. This acknowledgment could lead to an increased probability that steps would be taken to make major changes in government services and funding, which would have positive impacts on all areas of the study.

Event 5, Increase in crime rate requires outside agency assistance. This event had an interesting impact on event number 4, communities voting down consolidation of police services. The rating on cross impact is a -50, however, since the event is the voting down of consolidation of police services, it actually means that there would be less probability that the citizens would vote down consolidation if the event occurred. If one were inclined to want consolidation, this would actually be a positive impact. The event also had a significant impact on two trends. Trend two received a +70 impact rating indicating that if the crime rate increased to the point that it was necessary to call in outside agency assistance, there would be a greater likelihood that consolidation would occur. The impact on Trend 5, level of community satisfaction with police services, is also interesting. The +80 rating indicates that if it were necessary to call in outside agency assistance, the community would respond positively and, its satisfaction with police services would rise substantially. Calling for outside assistance appears to act as proof to the community that police are understaffed and need greater resources.

### Scenarios

Developing scenarios is a method used for describing in

some detail possible ranges of events and trends that could lead to an envisioned future. The relevant factors may include technological developments, demographic changes, political events, social trends, and economic variables. Scenarios provide a context for planning. The following introduces three basic types of scenarios: exploratory, normative and hypothetical. The scenarios are based on trends and events forecast by the members of the nominal group. Scenarios are data based.

The exploratory ("most likely") scenario is one in which there are no intervening policies or events which would alter the course of the future, that the future would be "played out" and would be "surprise free." It is a scenario which is most likely to occur because there are no intervening circumstances which would change the outcome.

The normative ("can be") scenario is one in which the future can be changed to one that is "desired and attainable." Policies and guidelines are enacted to achieve or ensure that the favored future actually occurs. The scenario suggests that by understanding the present and properly anticipating and forecasting the future, law enforcement officials can implement the necessary policies and procedures which change the direction and outcome of forces currently in motion to ensure a desirable future.

The hypothetical ("what if") scenario is written in such a way that an alternative path of development or outcome is produced by manipulating elements of the data base in an

impartial, "what if" spirit.

EXPLORATORY SCENARIO ("Most Likely")

**"Grand Jury Issues Another Report on Consolidation of Law Enforcement Services in Marin":** Marin Independent Journal, January 15, 2003.

The Marin County Civil Grand Jury has issued it's fifth report in a decade on consolidation of law enforcement services. The report is highly critical of county politicians and law enforcement administrators for delaying consolidation efforts. The Grand Jury has been recommending the consolidation of police services as far back as 1989 when its first report was issued on the subject.

Throughout the state, cities and counties have been consolidating their law enforcement agencies in an effort to provide a more cost effective method of service. Most of the consolidations occurred as a result of the recession of the 1990's and the lasting effects of Proposition 13.

The revenue in most municipalities has not increased with costs and efforts to provide alternative sources of revenue have either failed or provided little relief. Many cities and towns have been unable to bear the financial risks involved with operating local government. Insurance premiums have risen to the point that local government cannot afford liability insurance and self insurance pools have dried up.

The Grand Jury report indicates that residents of Marin's cities and unincorporated areas are not satisfied with the level of law enforcement service they are being

provided. Complaints have been made that officers do not respond quickly to emergency calls and that there are not enough officers available to handle major incidents. Police administrators counter that they are not able to attract and retain qualified candidates because of the extremely low salaries being offered in Marin County.

**NORMATIVE SCENARIO ("Desired and Attainable")**

**"Second Annual Police Consolidation Review" : Marin Independent Journal, June 11, 2002.**

Marin County Police Chief John Martin and Janice Cole, President of the Law Enforcement Oversight Committee presented the second annual report on the new consolidated police department. Although the report is very positive, it identifies some areas that need refinement in order to provide a higher level of service in some areas.

The report indicates that the consolidation has resulted in an overall savings of approximately ten percent when compared to pre-consolidation budget levels. The consolidation has been cost effective when compared to the prior model in which each city had its own police force.

In 1997 voters turned down consolidation even though the tax base in the individual cities was insufficient to maintain acceptable levels of service. The underfunded and poorly staffed police departments were unable to control crime and it became necessary to routinely call in outside agencies to assist in suppressing major incidents.

From a political point of view, the consolidation seems

to be meeting the approval of the residents of Marin County. In late 1997 it became obvious to politicians and law enforcement administrators that local alternative funding sources were failing and the tax base could no longer fund individual police departments. A Law Enforcement Strategic Planning Committee was formed and charged with developing an acceptable plan for consolidating all of Marin's law enforcement agencies. Chief Martin and President Cole credit the success of the consolidation effort to the Committee's introduction of the Community Oriented style of policing.

The policies developed by the Oversight Committee in cooperation with elected officials and police administrators, have been effective in maintaining the desired feeling that the residents still have some control over the delivery of police services in their local neighborhoods. Marin residents seem satisfied with the new department and the fourteen percent reduction in violent crimes.

**HYPOTHETICAL "What If" MODE**

**"Governor Signs Bill, Cities With Population Under 20,000 Eliminated.":** Marin Independent Journal, July 1, 2002.

State Legislators have finally pushed through a bill that will eliminate all of the towns and cities within the state that have a population of less than 20,000. The Governor signed the bill into law today with an effective date of January 1, 2003. The new law effectively eliminates hundreds of small cities and towns throughout the State. The bill was designed to eliminate small municipalities that

cannot afford to provide a full range of public services for their residents. This bill essentially forces the consolidation of government services in smaller communities.

Politicians in cities with a population of less than 20,000 residents will have six months to work out details for consolidating their governmental agencies or contracting these services to larger cities or their county. The law will affect all branches of local government including police and fire departments and school districts. With such short notice politicians will be rushing to make consolidation plans in order to continue to provide vital services in their communities.

#### **POLICY CONSIDERATIONS**

The "Normative" scenario has been chosen for development and policy consideration as it is both "desirable" and "attainable." The following policies, if implemented, will help to mitigate an undesirable future or help to bring about a desired future. Support from the county and all of the cities and towns within Marin County will be required for these policies to be implemented.

**Policy 1:** The Marin County Police Chiefs Association will develop and adopt a plan calling for the total consolidation of law enforcement services in Marin County by the year 2002.

**Policy 2:** Through the Marin County Council of Mayors and Council Members, the Marin County Police Chiefs Association will request the support, assistance and cooperation of all Marin County city councils and the Board of Supervisors in

achieving the consolidation goal.

**Policy 3:** In a cooperative effort between the Chief's Association and the Mayors and Council Members, develop a Law Enforcement Strategic Planning Committee to prepare specific goals and objectives for the consolidation project.

**Futures Wheel**

After identifying the sub-issues a Futures Wheel (Appendix A) was created. The Futures Wheel provides a visual display of the relationship between the main issue and the sub-issues. It also gives the reader a clearer picture of the issue and the specific subject matter areas that come into play.

**SECTION III**

**STRATEGIC PLAN**

## PURPOSE

The scenarios depicted in Section II indicate that government in general, and law enforcement more specifically, will be faced with serious financial difficulties throughout the 1990's. The "Normative" scenario, which is both desirable and attainable, has been chosen as a focus for this study.

In order to meet the needs and challenges of the future, government in Marin County must change its method of delivering law enforcement services. In this section a strategic plan will be developed. The plan will indicate the changes in law enforcement which must be made in order to achieve the desired future presented in the "Normative" scenario.

## SITUATIONAL ANALYSIS

Having forecast significant trends and events related to the issue question for the next ten years, the future of law enforcement agencies in urban counties such as Marin County, becomes clearer. During the next ten years, methods of providing law enforcement services will most probably change. Budgetary constraints will force an examination of whether or not individual municipalities are capable of providing their own law enforcement services. Serious consideration will be given to service delivery alternatives such as consolidation or regionalization of law enforcement agencies.

In order to develop a plan to meet the needs of the future, an assessment of the current situation must be made.

Two situational assessment processes were used for this study. The first is the WOTS-UP Analysis, an acronym for Weaknesses, Opportunities, Threats, Strengths - Underlying Planning. The second is the Strategic Assumption Surfacing Technique (SAST). After examining the current situation and environment, mission statements will be developed and alternative strategies will be identified and explored.

### WOTS-UP ANALYSIS

#### ENVIRONMENT

Marin County is an actual urban county located in Northern California. A large part of the county is bordered by water with the Pacific Ocean on the west side, San Francisco Bay toward the south and San Pablo Bay along most of the eastern border. Sonoma and Napa Counties border Marin to the north and north east.

The county has a population of approximately 236,000. The smallest city Belvedere, with a population of about 2,000 has it's own seven member police department. San Rafael is the largest city in Marin with a population of approximately 50,000 and a police force with seventy two sworn officers. The Marin County Sheriff's Department serves the largest population with sixty seven thousand residents in the unincorporated area. The Sheriff's Department is authorized to employ one hundred eighty sworn officers.

There are currently ten police departments serving Marin's eleven cities and towns. The cities of Corte Madera and Larkspur consolidated their police departments in 1980.

Known as the Twin Cities Police Department, they serve a population of approximately twenty thousand residents with thirty two sworn officers. The police chief reports to the Twin Cities Police Council staffed by two representatives from each city.

#### OPPORTUNITIES

California's fiscal crisis is well documented. Read any newspaper or magazine covering State, County or Local Government, or turn on any television news show and you will see that the financial position of government in California is in crisis. The problems stem from the tax slashing effects of Proposition 13 and the "Gann Initiative" discussed earlier in the introduction. In 1993 Assembly Bill 8 was passed causing further reductions in revenue. This bill takes property tax revenue away from the cities, counties and special districts and gives it to the State. The County of Marin has not escaped this problem. Last year there was a forced budget reduction in the county of three and a half million dollars and this year with Assembly Bill 8 still looming, budget reductions may reach twenty percent.

The issue is further complicated by increasing pressures from the public to provide more services for less money. There is also a demand from communities to provide a higher degree of accountability for government related decisions. Reduced income and increased public pressure have created a nearly impossible situation in which government must function. If the drastic budget cuts that have been

predicted actually occur, personnel reductions will increase response time to calls and service levels will be drastically reduced.

The financial situation, although bleak in general, actually provides an opportunity for consolidation or regionalization to occur. Cities and towns may actually be forced to investigate consolidation as an option for maintaining law enforcement services.

The current environment may present some other opportunities for cities to work together in a greater spirit of inter-governmental cooperation. Dissatisfaction with local law enforcement services may result if major budget cuts force a reduction in personnel. There would be a demand for more cost effective police services which could lead toward consolidation or regionalization.

There are also some specific opportunities in Marin County that may make the climate for consolidation more acceptable today than in the past. Three southern Marin County cities have recently consolidated dispatching services. Several departments are operating below their authorized staffing levels due to financial constraints and recruitment problems related to the declining number of people that are interested in entering the law enforcement field. The city councils of the smaller cities are openly discussing the possibility of consolidating with their neighbors or contracting to the sheriff for law enforcement services. Possibly of greatest importance, one chief has

retired leaving that position open and at least five other police chiefs have reached retirement age which may reduce the perceived threat to their continued employment.

#### THREATS

As the economic conditions get worse and political bodies begin to assess the feasibility of consolidation or regionalization of law enforcement services, community groups may cry out to maintain local control. As discussed earlier, the issue of local control of the police is historically deeply rooted in society. The professional panel suggested that this "Provincialism" will eventually loose out do to economic necessity. They predict there will be a major change in what the community expects of law enforcement even though certain segments of the community may unite to resist such a major change in tradition.

Other threats may come from political leaders, police chiefs and the sheriff all of whom may sense a loss of power, prestige and status. If these powerful community leaders let their ego's get in the way, efforts to consolidate may fail.

#### STRENGTHS

Through unification there is an opportunity for innovation, better financial support and an opportunity to enhance the law enforcement services delivered to all areas of the county. Having one law enforcement agency with one leader would provide for a consistent level of service throughout the county. The current model has differing levels of service depending upon the location within the

county.

Consolidation would result in a more efficient use of resources with the hope of providing more high technology equipment. Only the larger departments have some of the more modern law enforcement equipment available. When the smaller agencies have a need for advanced equipment, they must borrow it from another department or in some cases ask the State Department of Justice for assistance.

Consolidation would also provide employees with centralized training, better chances for promotion and specialization and uniform salary and benefits programs. This factor alone could help to improve the employee retention rate. Under the current situation, it is not uncommon for officers from one police department to seek employment at a neighboring department where salary and benefits may be substantially higher.

#### WEAKNESSES

Some weaknesses have been identified, but can be overcome by careful planning and community input and support. Organization goals may be in conflict with community expectations. This may lead to a feeling of a lack of responsiveness to the local community, with little or no personalized service. The issue of local control may continue to surface.

With the formation of the new and larger police department, employees may be moved around within the county to areas they are not familiar with. They may not feel as

though they are a part of the community until they have had time to adjust. Managerial and supervisory conflicts may occur with the formation of a larger organization due to differences in leadership styles.

#### STAKEHOLDER ANALYSIS

A list of stakeholders relating to the strategic issue was developed by a modified policy delphi panel (Appendix J). Stakeholders are people who might be affected by or might attempt to influence the issue of consolidation or law enforcement's approach to consolidation. Within this defined group of stakeholders may be "snaildarters," who are stakeholders whose interest in the issue or outcome are not obvious. They must be considered in any planning because their unexpected or unanticipated influence may jeopardize the strategic plan. The following is a list of the most significant stakeholders relative to this issue:

#### STAKEHOLDERS

- |                                |                           |
|--------------------------------|---------------------------|
| . County Board of Supervisors  | . District Attorney       |
| . Elected City Councils        | . County Counsel          |
| . County Sheriff               | . County Residents        |
| . Police Chiefs (10)           | . City Residents          |
| . Police Middle Managers       | . County Merchants        |
| . City Managers/Administrators | . City Merchants          |
| . County Administrator         | . Homeowners Associations |
| . Employees Non-Sworn          | . Chamber's of Commerce   |
| . Police Unions/Associations   | . Other City Departments  |
| . Minority Population          | . County Employees        |

### SNAILDARTERS

- . Grand Jury . A.C.L.U.
- . Other Contiguous Police Agencies . Media/Press
- . California Highway Patrol . Schools

The following is a list of the most important stakeholders and snaildarters as identified by the panel. Each stakeholder and snaildarter was analyzed in terms of the assumptions that they or their group would make about police consolidation. They are presented as follows:

#### STAKEHOLDERS

##### A. City Residents

1. Lower taxes with consolidated law enforcement.
2. Decreased level of local control.
3. Decreased level of service quality.

##### B. County Residents

1. Lower taxes with consolidated law enforcement.
2. Decreased level of local control.
3. Increased level of service quality.

##### C. County Board of Supervisors

1. More political power over law enforcement.
2. Greater financial resources become available.

##### D. County Sheriff

1. That he will become the head of the new agency.
2. Greater financial resources for the Department.
3. Greater power within the entire county.

E. Police Chiefs (10)

1. Loss of status, prestige and position.
2. Opportunity to make higher salary if absorbed.
3. Opportunity to become chief of new agency.
4. May retire with "golden handshake."

F. Police Middle Managers

1. Change in status, career; direction unknown.
2. Potential career opportunity in new agency.
3. Higher salary, less job security.

G. Elected City Councils (11)

1. Loss of power, prestige, resources.
2. Loss of control over police services.

H. Minority Population

1. Loss of political influence.
2. Increased difficulty in addressing concerns.
3. Lack of representation.

I. Police Unions and Associations

1. May become more powerful.
2. Will need to be more vigilant re: employee rights.
3. Higher salary and better benefits for employees.

J. City Managers/Administrators

1. Loss of control, power, financial resources.
2. Loss of status and prestige.

**SNAILDARTERS**

AA. Grand Jury

1. Will be pleased that something is finally being done.

May be critical about the length of time it took to implement consolidation since their 1989 and 1990 reports encouraged it.

AB. A.C.L.U.

1. May see this as an opportunity to force the implementation of a county wide Civilian Police Review Board.

**STRATEGIC ASSUMPTION SURFACING TECHNIQUE**

Appendix K is a map which uses the Strategic Assumption Surfacing Technique (SAST) to plot out or examine, each stakeholder in relationship to the issue. The SAST map plots stakeholders based upon two criteria; (1) their importance to the issue (and planning); and (2) the degree of certainty attached to the individual assumptions made about each. The SAST points out the relative importance of stakeholders to the issue and how much effort must be directed towards each. For example, the map shows that "City Residents" (A2) are most certain to feel they have lost some level of control over the police. "County Residents" (B2) are certain to feel loss of control over the police.

Using the "Police Chiefs" as an example, the position of (E3) indicates that it is very important for them to feel they have an opportunity to become chief of the new consolidated police department, but their degree of certainty about getting the position is low.

**MACRO MISSION STATEMENT**

The primary mission of the Marin County Police

Department is to provide for the security of persons and property within our county. This is accomplished through a professional police organization dedicated to serve our county and through public knowledge that necessary assistance is immediately available in times of emergency. We will ensure public confidence in our organization through effective fiscal management, sound personnel practices, a high level of citizen involvement and incorporation of appropriate technology into our operation.

#### **MICRO MISSION STATEMENT**

The Marin County Police Department will establish a law enforcement agency committed to excellence achieved through integrity, fair play, pride and dedication.

#### **DEVELOPING ALTERNATIVE STRATEGIES**

The same modified policy delphi was used to examine policy issues in a group setting (Appendix J). Panel members advocated differing resolutions by generating strategic alternatives, analyzing the feasibility and desirability of each alternative, and reducing them to a manageable number. After weighing pro and con arguments, three policy alternatives were selected for further consideration.

**Strategy 1: Create two law enforcement agencies within the county.** The Sheriff's Department would be charged with handling court security, corrections and civil processes. The police department would handle general law enforcement and traffic functions throughout the county. This model is successfully used by the City and County of San Francisco.

**Pros:**

1. Consolidates but maintains a police department and a sheriff's department with their distinctly different roles. The sheriff's department would provide court security, corrections and civil processes while the police department would provide general law enforcement and traffic services throughout the county.
2. Community concerns would be addressed by the appropriate law enforcement agency having jurisdiction over the particular matter.
3. Employees would be more willing to buy into a proposal that included the two distinctly different branches of law enforcement, with their unique career opportunities.
4. The two agency proposal would provide for fewer conflicts and a greater sharing of information than a regionalized model or the current fragmented system which is dictated by geographical boundaries.
5. Would be more responsive to the needs of the community than one agency.
6. Major cost savings would result by ending duplication of services and reducing the number of administrative and supervisory staff members.
7. Increased and more consistent level of training for police and civilian personnel.
8. Provides for more community control and support.
9. Equal and consistent level of service throughout the county.

**Cons:**

1. May be perceived by some as empire building.
2. Opponents will cite loss of local control.
3. Less responsive to community than individual police departments.
4. Competition between cities for service.

**Stakeholder Perception**

The largest number of stakeholders will be the residents of the county. Their primary concern will be receiving a rapid and professional response to calls for service. Residents in some of the smaller cities may feel that response time will be increased due to a necessarily larger beat or patrol area. Residents in areas now served by the county may anticipate quicker response to calls for service with more officers available and traditional jurisdictional boundaries removed.

Law enforcement personnel at all levels may perceive they are under a higher level of scrutiny by the media due to increased coverage of the new consolidation. There will be concerns about the type and level of service expected by residents in the areas officers are not familiar with. Elected officials in all areas within the county will perceive the consolidation as an opportunity to demonstrate their ability to provide a cost effective law enforcement service to the taxpayers. They may feel the need to exercise their political clout to ensure equal and responsive service in their areas to prove local control is being maintained.

Strategy 2: Create three regionalized police departments in addition to the Sheriffs Department.

Divide the county into three separate geographical sections; Northern Marin, Central Marin and Southern Marin. Each agency would be responsible for law enforcement and traffic functions within their own geographical areas. The sheriff's department would continue to maintain control of court security, corrections and civil processes.

**Pros:**

1. Regionalized approach would provide service for a wider area than the current eleven department system.
2. Sharing of resources would provide a higher level of funding than the current system.
3. Employees would be more willing to stay with a larger department with greater chances for advancement and specialization.
4. Regionalization would provide for fewer conflicts.
5. Would provide residents with an identity and greater feeling of local control.
6. Cost savings as a result of reducing administrative and supervisory staff members.
7. Some areas would receive a higher level of service than is currently being provided.
8. Greater sharing of information may improve effectiveness.

**Cons:**

1. May be perceived by some as empire building.
2. Opponents will cite loss of local control.
3. Competition between cities for service.
4. Geographical boundaries create artificial barriers between agencies.
5. May create barriers for the sharing of information.
6. Law enforcement is still fragmented.
7. Law enforcement agencies operate with different goals and objectives.
8. Fails to provide for consistency in service levels.

**Stakeholder Perception**

With this alternative the largest number of stakeholders will still be the combined residents of Marin County. Their chief concern will be receiving quick and professional service. The residents of smaller cities may feel that response times will be increased due to officers having larger beat areas. Residents of some unincorporated areas may perceive faster response times to calls for service with more officers available within the changed boundaries.

Law enforcement personnel may enjoy greater career opportunities, but they will still be limited by the size of their particular department. Officers may feel like members of a larger team, but may still be drawn to one of the other departments by higher salaries and benefits or organizational differences.

Elected officials may be more comfortable with the

regionalized approach due to a perception of greater control of the law enforcement agency in their area. They may also perceive greater cost effectiveness over the fragmented system, but will still be concerned about the possibility of even greater efficiency through total consolidation.

Strategy 3: Joint powers agreement with the county sheriff's department to provide law enforcement services for the entire county.

This strategy would place total responsibility for all law enforcement services, court security, corrections and civil processes into the hands of one single agency. Leadership of the agency would rest in the hands of one elected law enforcement official.

**Pros:**

1. Lower cost for law enforcement services.
2. The sheriff's department grows in size and stature.
3. One law enforcement agency providing protection for the entire county.
4. May be implemented more quickly than other models.
5. No need to create any new organizations.
6. Reduces duplication of services while making better use of resources.
7. If dissatisfied with Sheriff, recall is possible.

**Cons:**

1. Larger beats cause service level cuts in the county area.
2. Decrease in service levels for existing cities.
3. Total loss of local control.

4. Less responsive to the community.
5. Leadership rests with an elected official.
6. No alternative if dissatisfied with the service?
7. Residents may want to return to the old style of having their own police departments.

#### **Stakeholder Perception**

Stakeholders concerned only with the cost of law enforcement would support this strategy. There would be a perception that costs for law enforcement would be spread out equally throughout the county with a corresponding equal level of service throughout the county.

Stakeholders in the law enforcement community would have a variety of perceptions depending upon their own position within their current agency and their perceived position within an enlarged sheriff's department. Many officers would be concerned about having an elected official serve as the leader of the organization rather than an appointed official. The law enforcement profession has advanced to the degree that most people in the business prefer to work for a leader who has been chosen based upon training, education, experience and competence, rather than having the choice based upon political popularity.

The Board of Supervisors would perceive that they would wield more power and control over a larger financial base. City Councils would perceive a loss of power, financial resources and a loss of local control over law enforcement services.

### **Preferred Strategic Plan**

Strategy 1, the creation of two law enforcement agencies within the county, is the preferred strategy. This strategy will provide two separate and distinct law enforcement agencies. The Sheriffs Department will handle court security, corrections and civil processes. The police department will provide general law enforcement services throughout the county. The leader of the police department, the Police Chief, will be selected based upon training, education, experience and proven leadership ability. This concept will provide the most cost effective delivery of law enforcement services in a politically acceptable manner. The consolidated police department concept will also help to attract and retain high quality personnel.

Although three different strategies have been proposed, they all lead to some form of consolidation of police services. In view of the financial difficulties predicted for the future, it is possible that over the next ten years, cities and towns within the county will begin to implement a variety of the strategies in order to save money and provide acceptable levels of service. Total consolidation may come only after the concept is tried and proven on a smaller scale.

In the next section of this report, a Transition Management Plan will be developed. The remainder of this study will address how this strategic plan will be implemented in Marin County.

**SECTION IV**

**MANAGING THE TRANSITION**

## PURPOSE

The purpose of this section is to present a "Transition Management Plan," designed to assist the County of Marin to implement a strategy for consolidation of it's police services.

A successful strategic plan is dependent upon " Transition Management," which is the process of getting from here to there, or going from the present state to the desired future state. The transition strategy presented will focus on what will be required to successfully initiate and manage this plan during the implementation process.

There are three independent parts in a transition management plan. First, the commitment of each of the key individuals or groups called "Critical mass" must be assessed. Second, identification of the Management Structure chosen to manage the implementation of the plan and the transition period. Third, technologies and methods are chosen which best suit the implementation of the plan.

## DEVELOPMENT OF COMMITMENT STRATEGY

### **CRITICAL MASS**

To provide sufficient force to ensure that the transition takes place, certain key or "critical mass" individuals must be identified. These individuals will be needed during the implementation of the transition plan. The "critical mass" is defined as the minimum number of individuals who, if they support the change, will assure that the change will succeed.

In a project of this size and scope, it should be recognized that the critical mass is not necessarily limited to a small group of individuals. It must include certain key bodies such as City and Town Councils. The critical mass should also include those individuals or groups who if they oppose the change, will assure that the change will fail.

Typically, a critical mass individual is one who can bring the most others with them to support the change or be persuaded not to oppose the change. In this case, it could be a mayor, council member, city manager, police chief or other highly influential person that can bring the other members of the group together to support the change or oppose the change.

From the list of "stakeholders" identified in Section III, a more refined list of "critical mass" players was developed. Although the commitment and hard work of many individuals will be needed to implement this plan, without the specific commitment of any one of the critical mass players, the strategic plan would fail. The current and required level of commitment for each member of the critical mass has been plotted on a "Commitment Planning Chart" which can be found in Appendix L.

The "Critical Mass" Players are:

1. Elected Officials (Board of Supervisors, City and Town Council Members)
2. County Law Enforcement Officials (Sheriff, Chiefs)
3. County Administrator, City Managers/Aministrators

4. Leaders of Peace Officer Groups (Associations, Bargaining Units, Unions)
5. Community Leaders (Residential and Business)

#### LEVELS OF COMMITMENT

Each group of critical mass players is listed below. A description of their current level of commitment relative to consolidation of police services and an explanation of where they need to be if the plan is to be successful is discussed.

#### **ELECTED OFFICIALS**

Any form of consolidated or regionalized police services will require the support and assistance of the elected representatives of the county and the individual cities and towns. A majority of the elected representatives will need to support the strategy in order for it to be successful.

These representatives are elected based upon popular vote and some of them may be supporters of very influential special interest groups. If they can muster the additional support of a special interest group or keep the group from opposing the change, it will increase the probability of bringing about the desired change. Without the support of the majority, consolidation cannot take place.

The strategic plan should be presented to the elected officials to be approved as a policy decision by a majority of members. Constituents from the elected official's community may influence the individual level of commitment.

By supporting the strategy, elected officials are helping the strategy to happen. This is the minimum level of commitment needed from this group.

At the present time some of the smaller cities and towns are actively discussing the possibility of consolidating police services. The discussions are a result of the financial conditions that have been discussed previously in this report. In the past elected officials were clearly in the "block the change" category. In light of gloomy financial forecasts the attitude is rapidly changing to a "let it happen" position.

In order to get this group of elected officials to move from the "let it happen" position to the "make it happen" position, it will be necessary to gain the support of the most powerful members of the group, such as the most senior member of the Board of Supervisors. This senior member should be able to bring along other elected representatives through the Marin County Council of Mayors and Council Members (MCCMC). The strategy is based on the elected officials helping by working with others to promote the new form of law enforcement within the county.

#### **COUNTY LAW ENFORCEMENT OFFICIALS**

The strategy is dependent upon the support of the police chiefs and the sheriff. As leaders of the organizations, the chiefs and sheriff will tend to delegate and facilitate the development of the strategy through their key command staff members who fall within the "critical mass." This should

provide a support base and commitment from the staff.

The chiefs and sheriff have traditionally been in the "block the change" position. In the past few years attitudes have been changing and some of the chiefs have openly discussed and supported changes that are leading to forms of consolidation or regionalization. In addition to the change in attitude, some chiefs are at the point in their careers where retirement is close at hand and one chiefs position is currently vacant within the county.

The chiefs and sheriff must have a "make it happen" commitment level. Without their full support and commitment, the strategy will surely fail. It is imperative that the chiefs and sheriff take a leadership role by establishing values and mission statements and developing clear performance standards for all personnel.

The chiefs and sheriff will need to make one additional policy decision in order to bring the plan together. A commitment to the "Community Oriented Style" of policing will go along way toward bringing the county community together in acceptance of police consolidation. Community oriented policing is the formation of a partnership with the community, in this case the county community, to identify and deal with crime and social problems. It opens the door for the community to take part in resolving it's own problems. This proactive step would provide the community with the perception that their neighborhoods would be safe.

## **CITY MANAGERS AND ADMINISTRATORS**

This strategy will be viewed as a positive step toward increasing the credibility of local government within the community. Elected officials look to their hired professionals for guidance in issues of major concern affecting the operations within the county and individual cities. The support of the city managers, administrators and the county administrator will carry great weight with the elected officials. The strategy will reflect positively on all managers and administrators with the county.

It is extremely important that the managers and administrators be involved in the process immediately and be persuaded that this concept makes good sense for their geographical areas of responsibility as well as for the entire county. To increase their level of commitment the members of this group must understand the full value of the strategy as it relates to providing quality, cost effective law enforcement services in their respective communities. Members of the Board of Supervisors and city council members will have the greatest influence over this group and should be able to bring them along toward the implementation goals.

To be successful, the city managers and administrators will have to "help it happen." This group will be highly influenced by a city manager from Southern Marin who is recognized as the premier city manager in the county. His support for the concept is evidenced by a consolidation project taking place within his area of responsibility.

The manager/administrator group may also have a great deal of influence in getting the elected officials to move toward a "make it happen" position.

#### **LEADERS - PEACE OFFICER BARGAINING UNITS**

In most law enforcement labor organizations the president is either a formal or informal leader. In Marin's eleven law enforcement agencies, the association presidents would fear any change that may erode their power base and/or lead to the possible loss of jobs for their constituents. They may distrust other members of the "critical mass" for being involved in such a strategy.

The bargaining units of some of the smaller law enforcement agencies may see this as an opportunity for their constituents. The smaller agencies are among the lowest paid in the county. Consolidation may be seen as an avenue for member employees to gain higher salaries if arrangements can be made to absorb them into the consolidated department.

While a consolidated police agency could be formed without the support of the labor organizations within the affected departments, their support is a significant factor affecting the viability of the concept.

The minimum level of commitment for this strategy to be successful is "let it happen." It would be more productive if these group leaders took on a "help it happen" role. This would send a stronger message and show more commitment to line employees and members of the associations. In an attempt to gain the support of the leaders of the labor

groups, the chiefs should include the associations in the development stages of the strategy. There will be many issues that will impact how line personnel do their jobs. Association members should be involved in the process. In this strategy, they will be one of the keys to successful implementation.

#### **COMMUNITY LEADERS**

In a democratic society the voters have the ultimate voice in matters affecting them. This is especially true in California where voter direct democracy (initiative, referendum and recall) has a controversial history. In Marin County small cities were formed because the people wanted local control over their own governments.

Community leaders representing both the residents and merchants of the county must be convinced that the high level of law enforcement service they have grown to expect will not be sacrificed. They must also be assured that funding will be equitable, and that their scarce resources will be used in the most effective and efficient manner possible.

Marin community leaders have been hearing more about the possibility of consolidations. Several areas of the county are currently considering consolidation of law enforcement and fire safety services. City and town councils have considered agenda items regarding consolidation during the past year. If the elected officials use their powers wisely they may be able to bring these powerful community leaders along toward the consolidation goal.

By using an active educational approach we may be able to change their commitment level from "let it happen" to "help it happen."

#### TRANSITION MANAGEMENT STRUCTURE

The implementation of this strategy will require a separate task force to change the present structure from a multi-organizational law enforcement community to a unified or consolidated agency. This task force would be known as the "Law Enforcement Strategic Planning Committee" and would be charged with overseeing and implementing the plan for consolidating all of Marin's police departments.

In order to provide the maximum level of unbiased expertise in the area of law enforcement and government this committee will include the following members:

1. President, Marin County Police Chiefs Association
2. University Professor of Public Administration
3. Representative, State Attorney General's Office
4. Superior Court Judge, County of Marin
5. Representative, State Department of Finance
6. Representative, Marin County Council of Mayors  
and Council Members
7. District Attorney, County of Marin
8. Representative, Commission on Peace Officers  
Standards and Training

The task force leader, chosen by the a vote of the members, will be responsible for managing the change effort and will have full authority to take the vision of the

strategy, and using the necessary resources, move the new organization toward the desired state. The task force leader will keep all other members of the critical mass informed as the implementation process moves forward.

There will be internal and external resistance to change, but the key benefit of the task force concept will be to include, as members of special sub-committees, members of all of the organizations that will be impacted by the consolidation. With participation from all levels of the affected organizations, there will be an increased level of support and greater probability for success.

#### **IMPLEMENTATION**

Before implementing this strategic plan, we must consider the readiness for change in the affected organizations. We must also consider and prepare for the known and predictable consequences of change such as a perceived inconsistency in the operation, loss of local control, internal conflict, emotional stress, and undirected energy.

Consideration must be given to how well the organization is prepared to deal with the ability to manage agreement. Some members may feel that it is not in their best interest to seek or get agreement. Sometimes people agree because they think it is what the other party wants. Often they will agree out of fear or frustration and at times agreement may be the result of ignorance. With the help of strong leadership, agreement can be validated and managed.

Prior to making the actual changes, the organization must be prepared. Top level management staff should be provided with "team building" during which trends, strategies, values and goals can be discussed. After management team building is completed, a series of meetings will be held to share the new strategy and vision and to get feedback from all of the employees being affected by the change. This will provide an opportunity to receive input from all parts of the organization.

Once the planning and strategy are understood, the actual start up can begin. The cut over from the present state to the future state should be a smooth transition if all of the previously discussed planning is followed carefully.

We must then begin a continuous monitoring process which will be vital to the continued success of the strategy. Periodic monitoring of levels of commitment, real or perceived problems, and monitoring of unexpected events or changes should be a primary concern. The evaluation process will be handled by professional consultants which must be provided with reliable and dependable data.

Success of the consolidation of law enforcement services is vital to the safety of our county community. In order to have a successful plan, it must be flexible and adaptable. The plan cannot be successful without the support and cooperation of the most valuable resource, the people in the organization.

**SECTION V**

**CONCLUSIONS AND RECOMMENDATIONS**

## SUMMARY

### STATEMENT OF THE ISSUE AND SUB-ISSUES:

The issue studied in this report has been viewed from the standpoint of an urban county receiving law enforcement services from eleven different police agencies working independently. This study has identified the concept of police consolidation as a viable alternative for future implementation. The issues studied are:

The Issue: Will individual cities within an urban county be able to afford their own police departments by the year 2002?

Sub-issue #1: What model will provide the most cost effective delivery of law enforcement services?

Sub-issue #2: What model will be most politically acceptable?

Sub-issue #3: What model will provide the highest employee retention level?

### THE PROBLEM

Law enforcement is one of the most expensive functions undertaken by county and municipal governments. The crime rate is rising and the public is becoming less satisfied with both the level and quality of service being provided by law enforcement.

Due to several tax cutting initiatives passed by the voters and the effects of the national recession, the financial condition of California's counties and cities has deteriorated and is critical. Funding for most law

enforcement agencies has been held at prior year levels or in some cases cut substantially. Financial predictions for the future are bleak and many experts believe that these negative trends will continue into the future. The public is demanding greater efficiency from government.

In years past the public seemed willing to pay a higher premium to provide locally controlled police services. In light of economic hard times, the attitude appears to be changing rapidly. Police consolidation is being considered by many municipalities that were adamantly opposed to the concept in the past.

There are thousands of police officer jobs available in California that remain unfilled. The job does not appear to be as popular now as was ten years ago. Those in law enforcement, especially in the smaller agencies, tend to move from one department to another. In one small Marin County town, five of the twelve members of the department applied to other police departments during the past year. They were interested in higher salaries and greater chances for promotion and specialization. They were also very concerned about job security since their town was considering contracting out for law enforcement services.

#### CORRECTING THE PROBLEM

The issue and sub-issues were analyzed using futures research methodologies. Trends and events that may impact the issue area were identified, analyzed and forecasted. Using those trends and events, scenarios of possible futures

were developed. The normative scenario was chosen for development and policy consideration as it is both desirable and attainable.

Using the information generated from the trends and events, a strategic plan was developed. The plan indicates the changes in law enforcement which must be made in order to achieve the desired future state. The following procedure is recommended:

1. The Marin County Police Chiefs Association develops and adopts a plan calling for the total consolidation of law enforcement services in Marin County by the year 2002.
2. The Marin County Council of Mayors and Council Members adopts the Chiefs Association plan and seeks the support, assistance and cooperation of all Marin County city councils and the Board of Supervisor in achieving the consolidation goal.
3. The Chiefs Association and the Mayors and Council members develop a Law Enforcement Strategic Planning Committee to oversee and implement the plan.

#### CONCLUSION

Based on the findings of this study, consolidated law enforcement will be appropriate for Marin County by the year 2002. Continuing fiscal problems coupled with the public's demand for high quality, cost effective law enforcement will eventually necessitate consolidating Marin's smaller police departments. The trends and events noted in the study tend

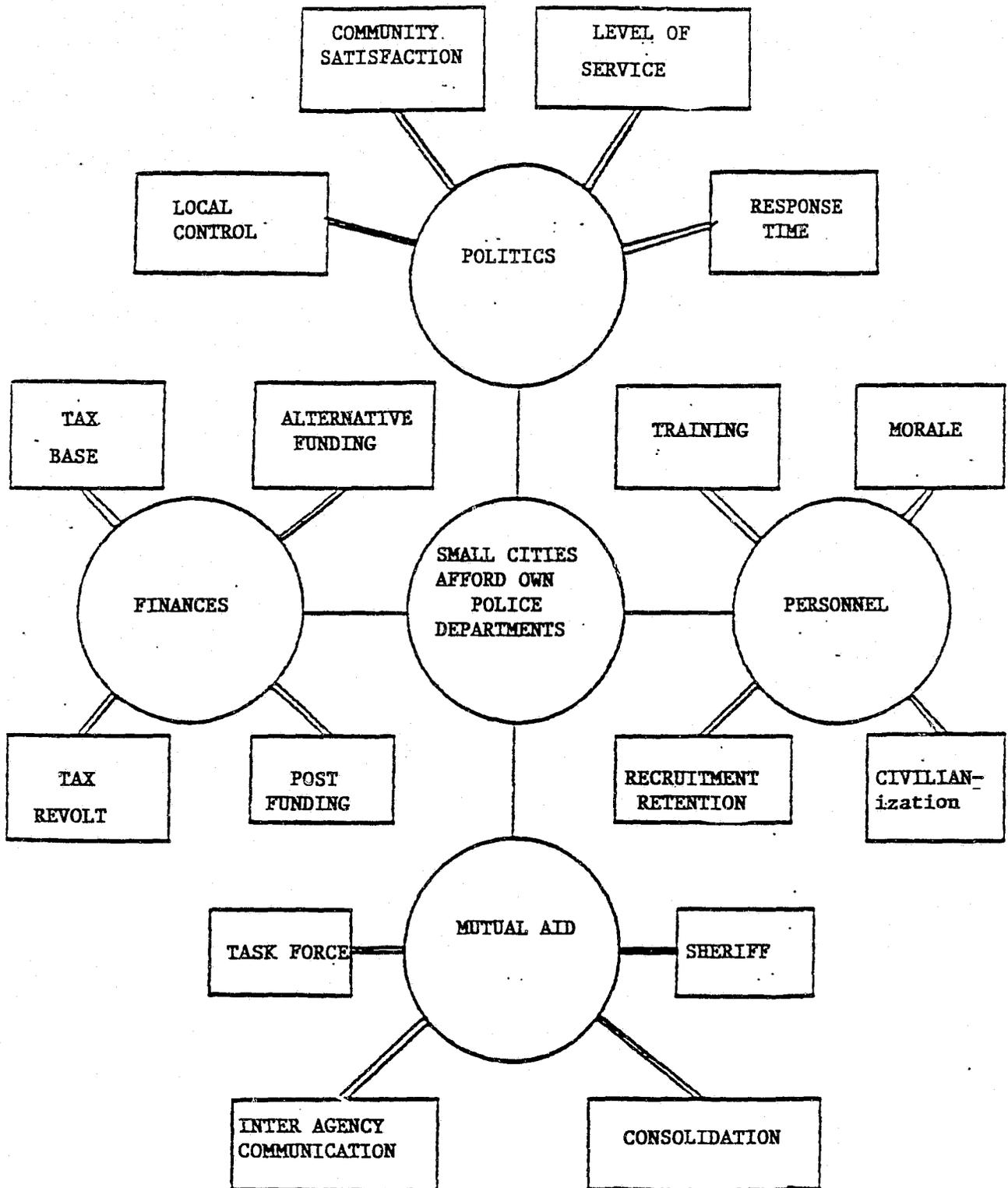
to show that the costs for law enforcement will continue to rise and that tax revenues will not be able to support the level of service the community demands. Although some attempts will be made to create new revenue sources, the public will not tolerate higher taxes to maintain high quality law enforcement services.

Historically, the issue of local control has served to limit consolidations, but the public is taking another look at the issue in light of current financial conditions. Allegiance to the local control concept appears to be dwindling rapidly. Since this study was undertaken four southern Marin police agencies have consolidated their dispatch services. In the Ross Valley area the topic of police consolidation has been on the agendas of two city councils. There has also been discussion and consideration about contracting with the Sheriff's Department for police service.

It is fully expected that opportunities for consolidating all or part of Marin County's police departments will increase. The financial climate is favorable toward consolidation and the political climate is changing rapidly. The time is right for Marin's law enforcement community to take a leadership role by developing and proposing a plan for the consolidation of law enforcement services in Marin County.

**APPENDIXES**

FUTURES WHEEL



**APPENDIX B**

**MEMBERS - NOMINAL GROUP TECHNIQUE (NGT)**

John Barrows, County Administrator, Retired, Marin County  
Maria Zaharoff, Mayor, Town of San Anselmo  
Harold Brown, Member, Marin County Board of Supervisors  
Cinda Becker, Editor, Ross Valley Reporter  
Beth Pollard, Assistant Administrator, Town of San Anselmo  
Charles Prandi, Sheriff, Marin County  
Daniel Ortega, Police Lieutenant, San Jose  
John Gurney, Police Captain, Pacifica  
James Webster, Police Captain, Concord  
Thomas Boyd, Police Lieutenant, San Rafael  
Theodore Barnes, Police Chief, Pinole  
Gaithel Ware, Police Lieutenant, Sacramento

**MEMBERS - CROSS IMPACT ANALYSIS GROUP**

Daniel Ortega, Police Lieutenant, San Jose  
John Gurney, Police Captain, Pacifica  
Thomas Boyd, Police Lieutenant, San Rafael

APPENDIX C

TRENDS

1. POLITICAL IMPLICATIONS
2. CONSOLIDATION OF POLICE SERVICES
3. TAX BASE IN THE MUNICIPALITY
4. LOCAL ALTERNATIVE FUNDING SOURCES
5. COMMUNITY SATISFACTION WITH POLICE SERVICES
6. CIVILIANIZATION OF WORKFORCE
7. CONTRACT TO SHERIFF'S DEPARTMENT
8. COMMUNITY ORIENTED POLICING
9. DISSATISFACTION OF EMPLOYEES IN SMALL DEPARTMENTS
10. INTER-AGENCY COMMUNICATIONS
11. DELIVERY OF POLICE SERVICES

APPENDIX D

EVENTS

1. LEGISLATIVE MANDATE TO ELIMINATE ALL CITIES WITH POPULATION LESS THAN 20,000.
2. LOCAL GOVERNMENT CANNOT MANAGE FINANCIAL RISKS.
3. POLITICAL BODIES REACH CONSENSUS AND AGREE TO SHARE RESOURCES.
4. COMMUNITIES VOTE DOWN CONSOLIDATION OF POLICE SERVICES.
5. INCREASE IN CRIME RATE REQUIRES OUTSIDE AGENCY ASSISTANCE.
6. GRAND JURY RECOMMENDS CONSOLIDATION.
7. TECHNOLOGY TOO EXPENSIVE FOR SMALL DEPARTMENTS TO BUY.
8. TASK FORCES BECOME UNPOPULAR.
9. CHIEF DECLARES DEPARTMENT TOO SMALL TO HANDLE CRIME PROBLEM.
10. EARTHQUAKE DISASTER ILLUSTRATES LACK OF COORDINATION.

APPENDIX E

TRENDS

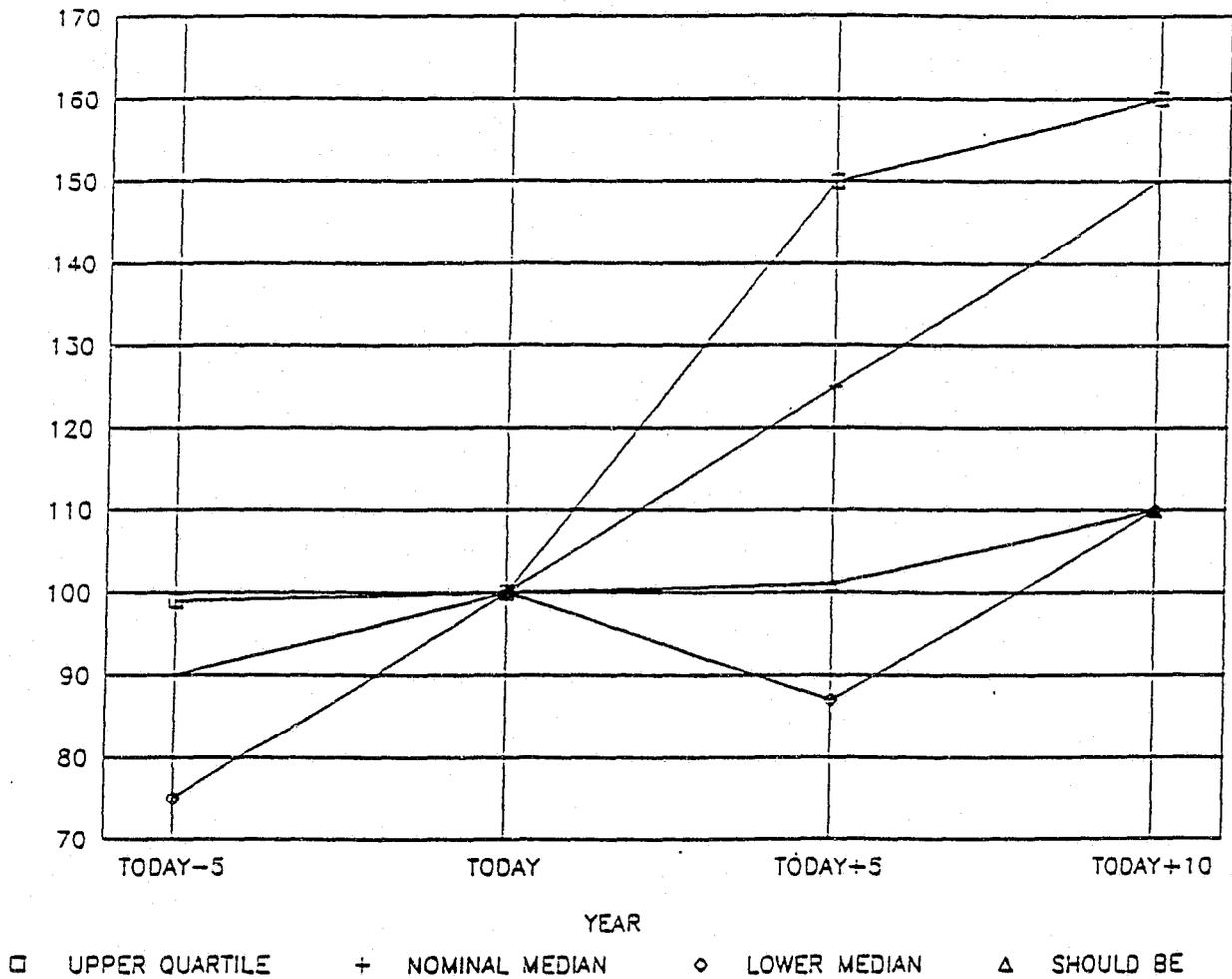
1. POLITICAL IMPLICATIONS
2. CONSOLIDATION OF POLICE SERVICES
3. TAX BASE IN THE MUNICIPALITY
4. LOCAL ALTERNATIVE FUNDING SOURCES
5. COMMUNITY SATISFACTION WITH POLICE SERVICES

APPENDIX F

GRAPHIC DISPLAY OF TRENDS

TREND #1 POLITICAL IMPLICATIONS RE:

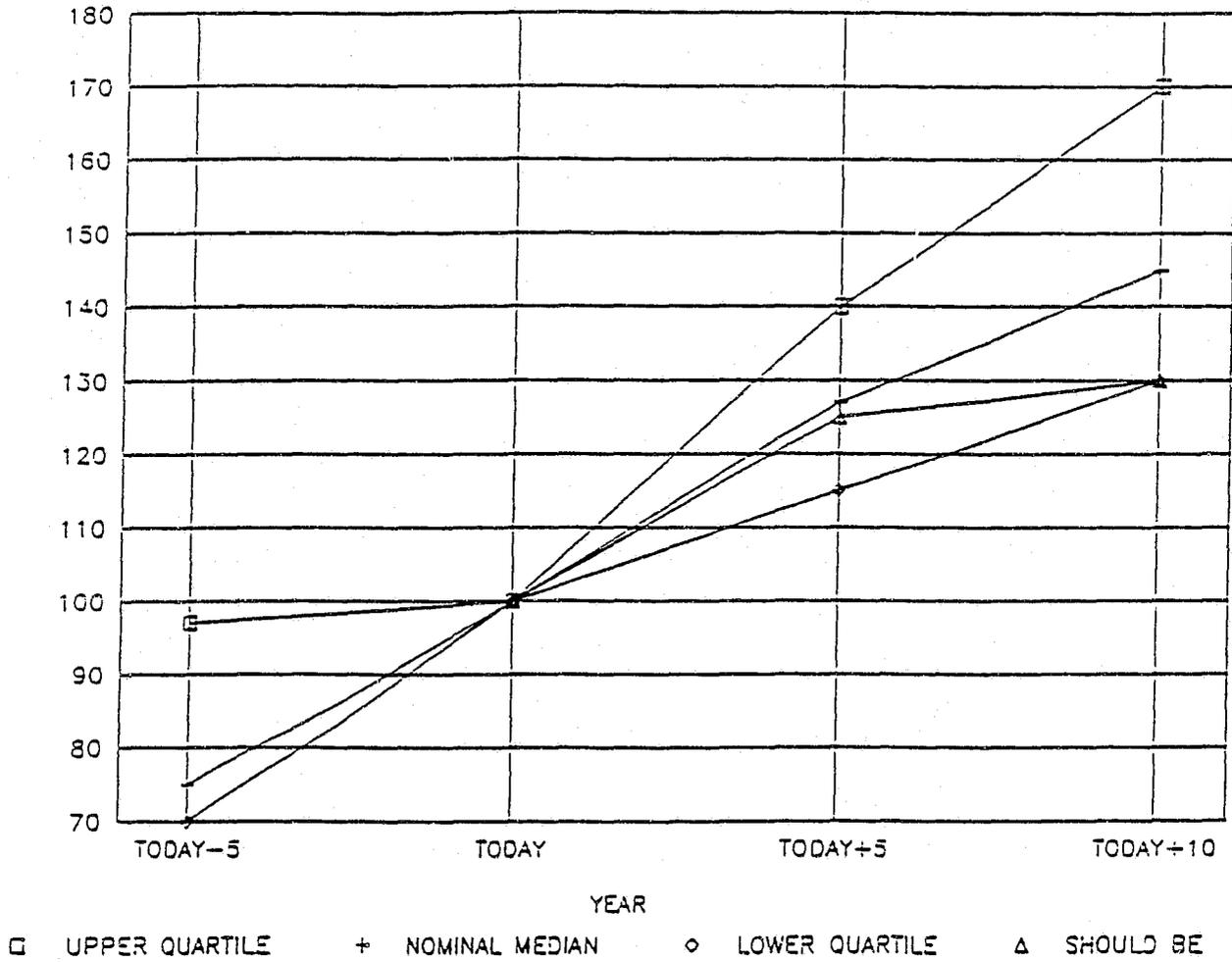
CONSOLIDATION OF L.E. SERVICES



APPENDIX F

GRAPHIC DISPLAY OF TRENDS

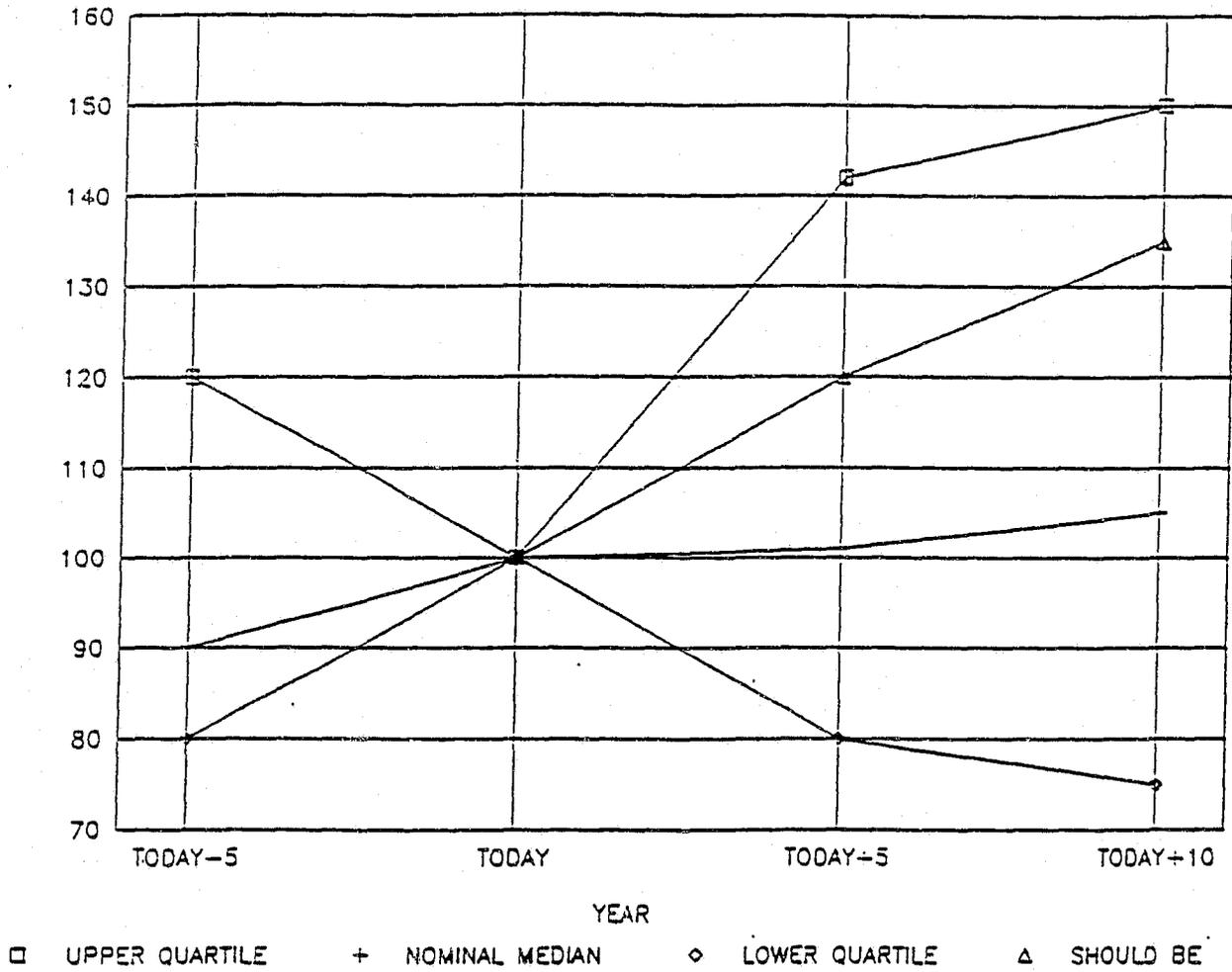
TREND #2 LEVEL OF CONSOLIDATION OF  
POLICE SERVICES



APPENDIX F

GRAPHIC DISPLAY OF TRENDS

TREND #3 SIZE OF THE TAX BASE IN  
THE MUNICIPALITY

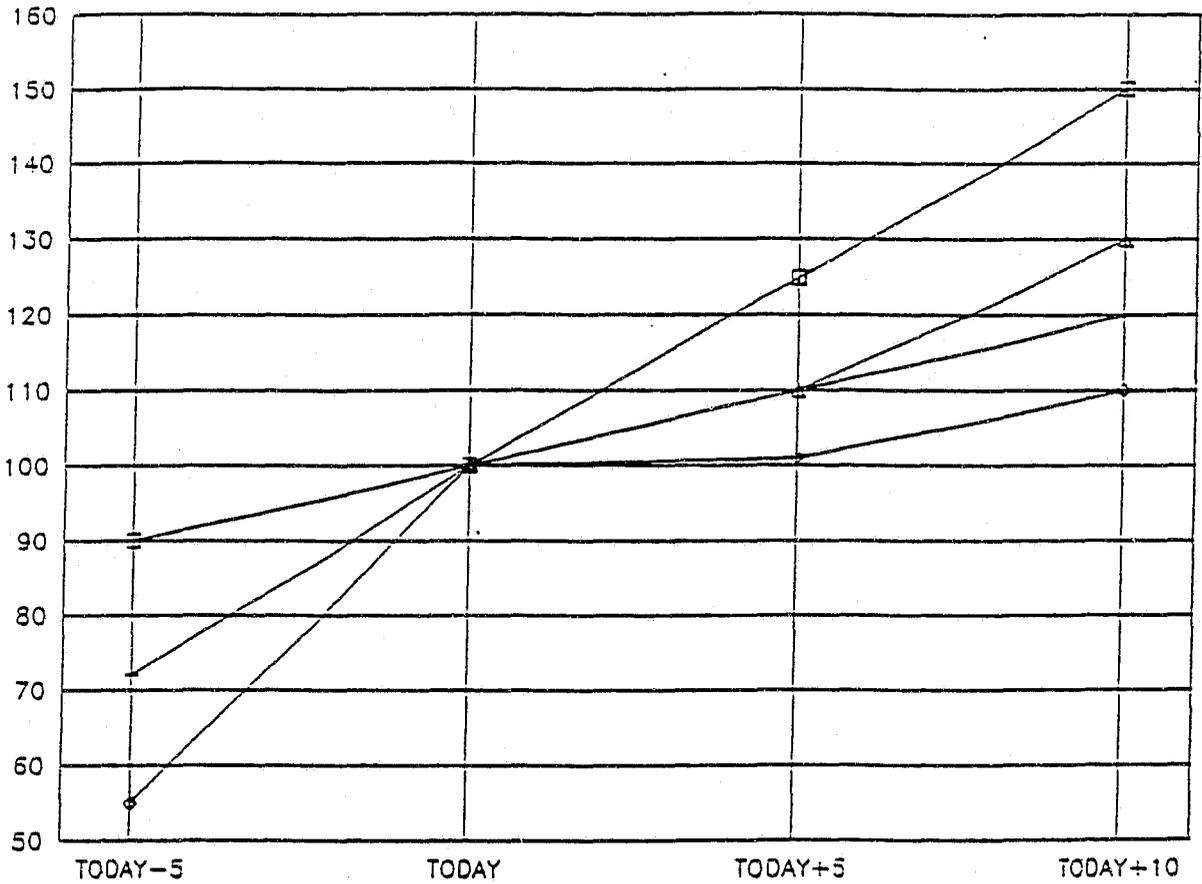


APPENDIX F

GRAPHIC DISPLAY OF TRENDS

TREND #4 AVAILABILITY OF LOCAL

ALTERNATIVE FUNDING SOURCES



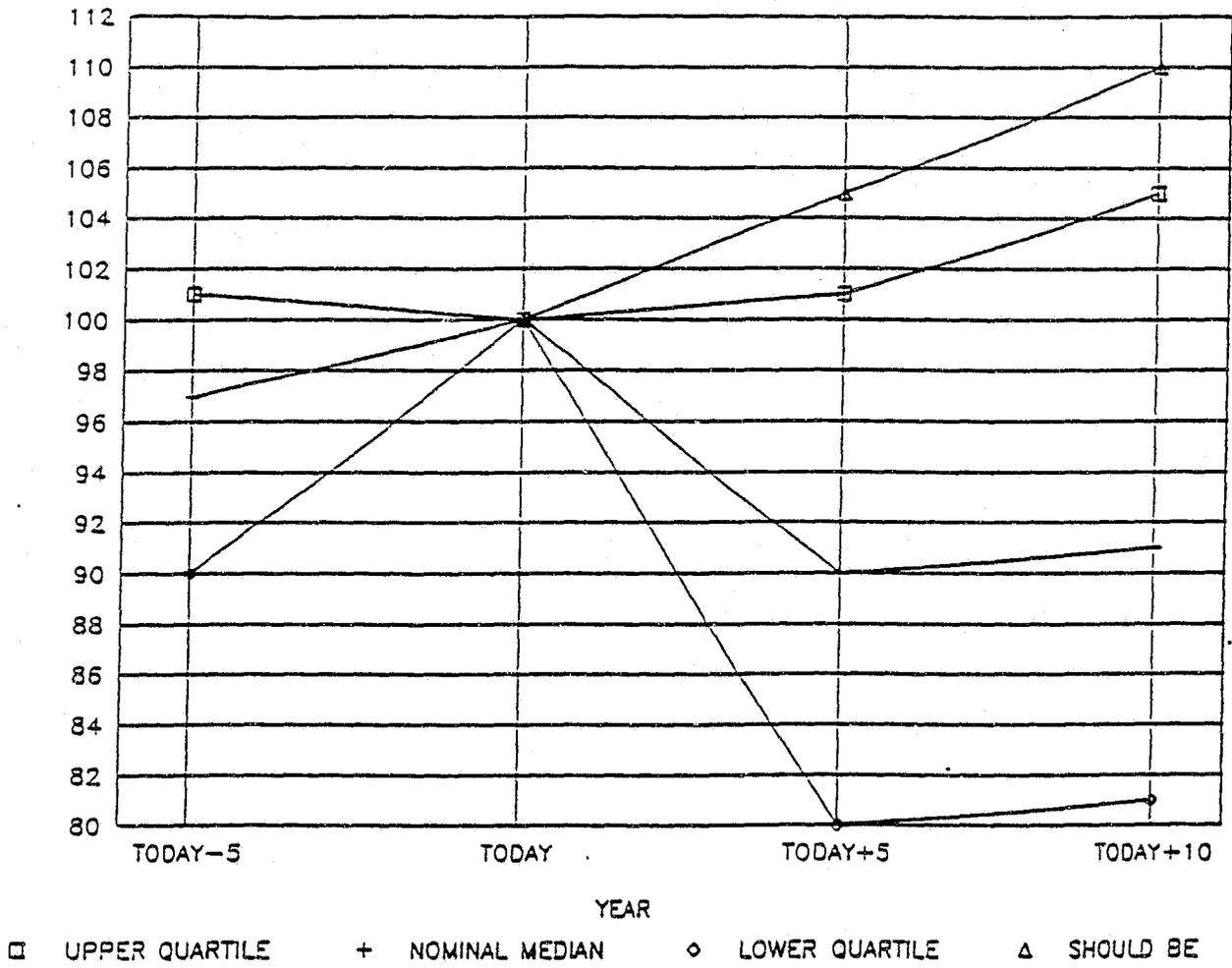
□ UPPER QUARTILE    + NOMINAL MEDIAN    ◇ LOWER QUARTILE    △ SHOULD BE

APPENDIX F

GRAPHIC DISPLAY OF TRENDS

TREND #5 LEVEL OF COMMUNITY

SATISFACTION WITH POLICE SERVICES



APPENDIX G

EVENTS

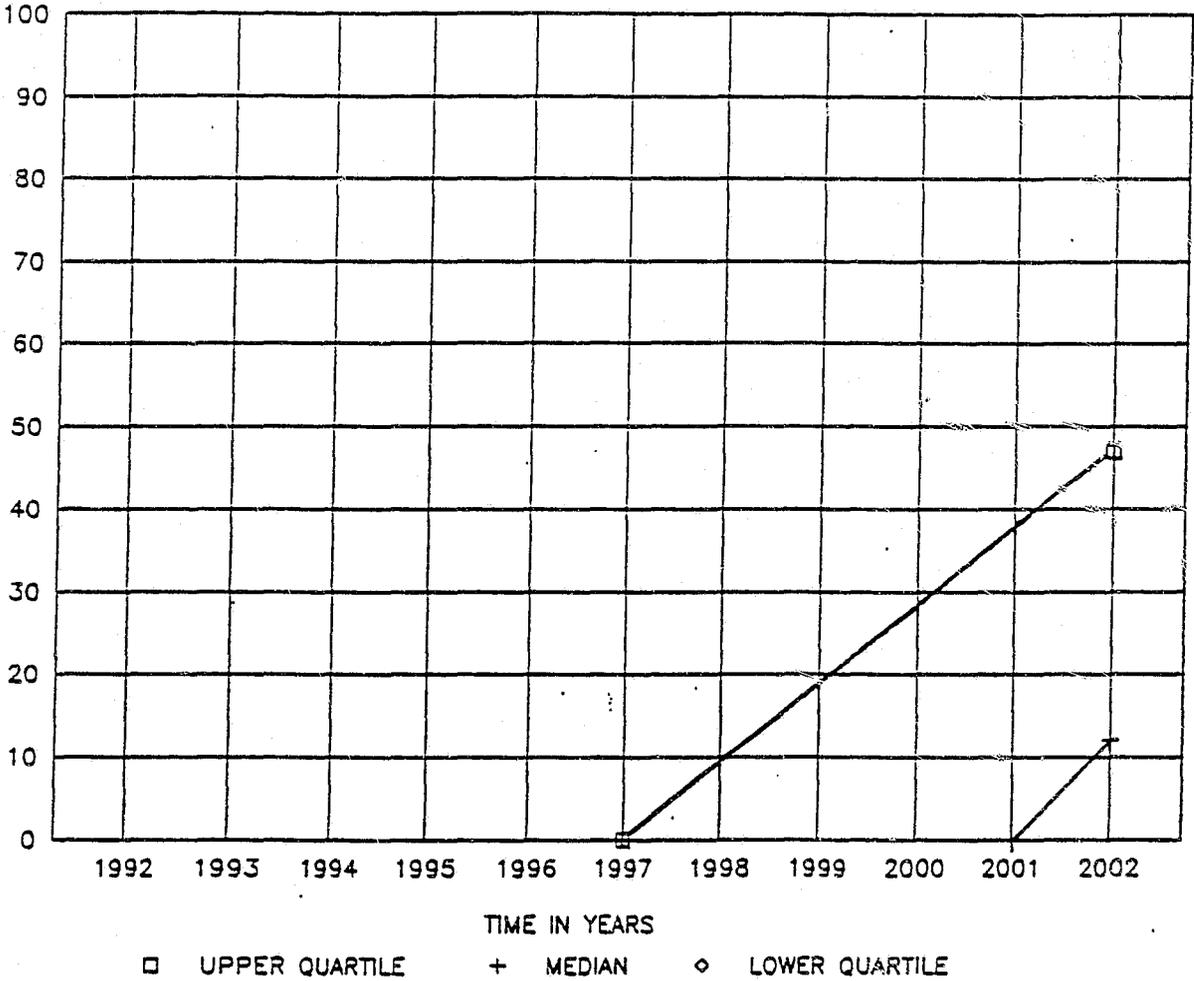
1. LEGISLATIVE MANDATE TO ELIMINATE ALL CITIES WITH POPULATION LESS THAN 20,000.
2. LOCAL GOVERNMENT CANNOT MANAGE FINANCIAL RISKS.
3. POLITICAL BODIES REACH CONSENSUS AND AGREE TO SHARE RESOURCES.
4. COMMUNITIES VOTE DOWN CONSOLIDATION OF POLICE SERVICES.
5. INCREASE IN CRIME RATE REQUIRES OUTSIDE AGENCY ASSISTANCE.

APPENDIX H

GRAPHIC DISPLAY OF EVENTS

EVENT # 1 REGISTRATION PASSED - NO

CITIES UNDER 20,000 POPULATION

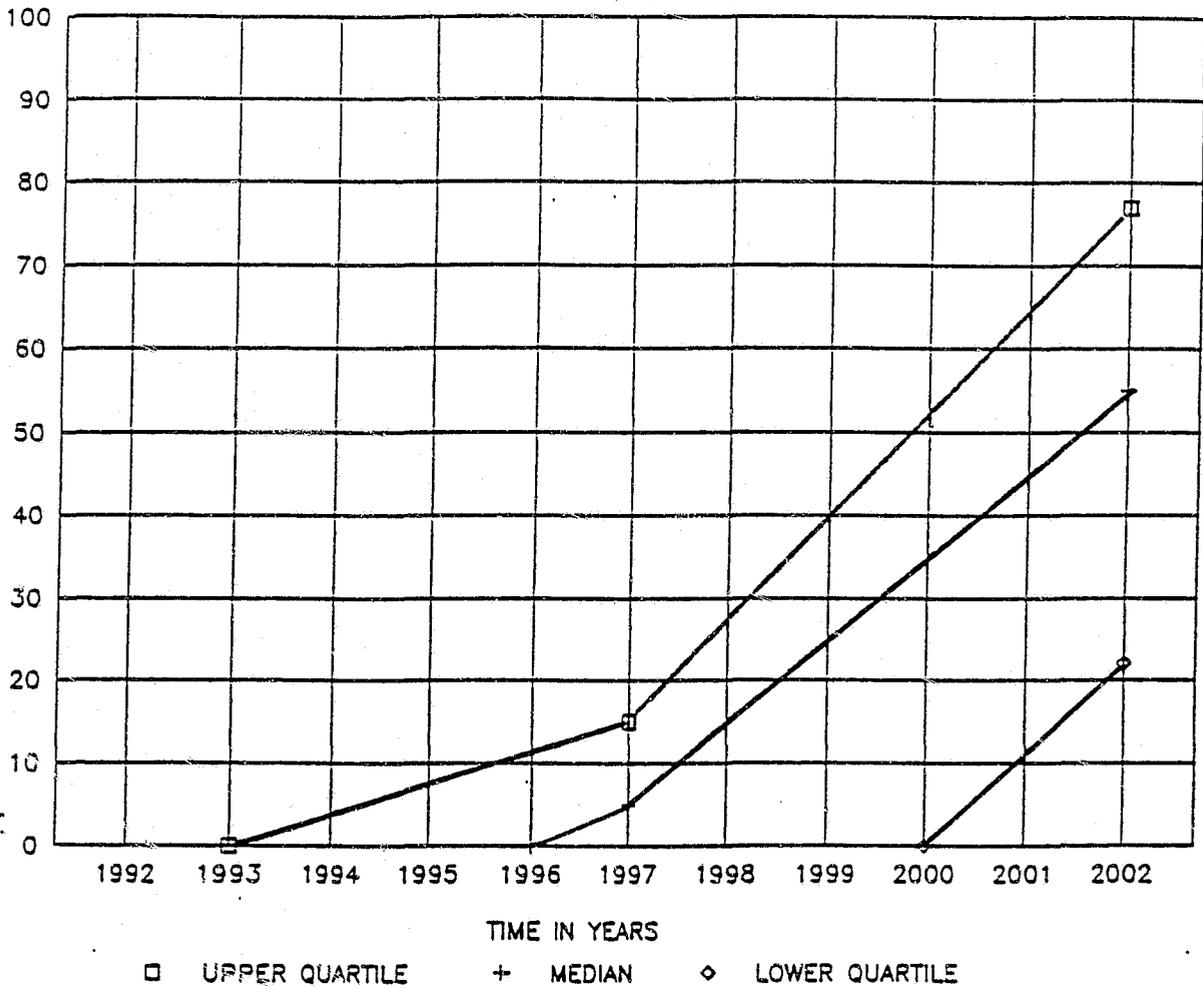


APPENDIX H

GRAPHIC DISPLAY OF EVENTS

EVENT # 2 LOCAL GOVERNMENT CANNOT

MANAGE FINANCIAL RISKS

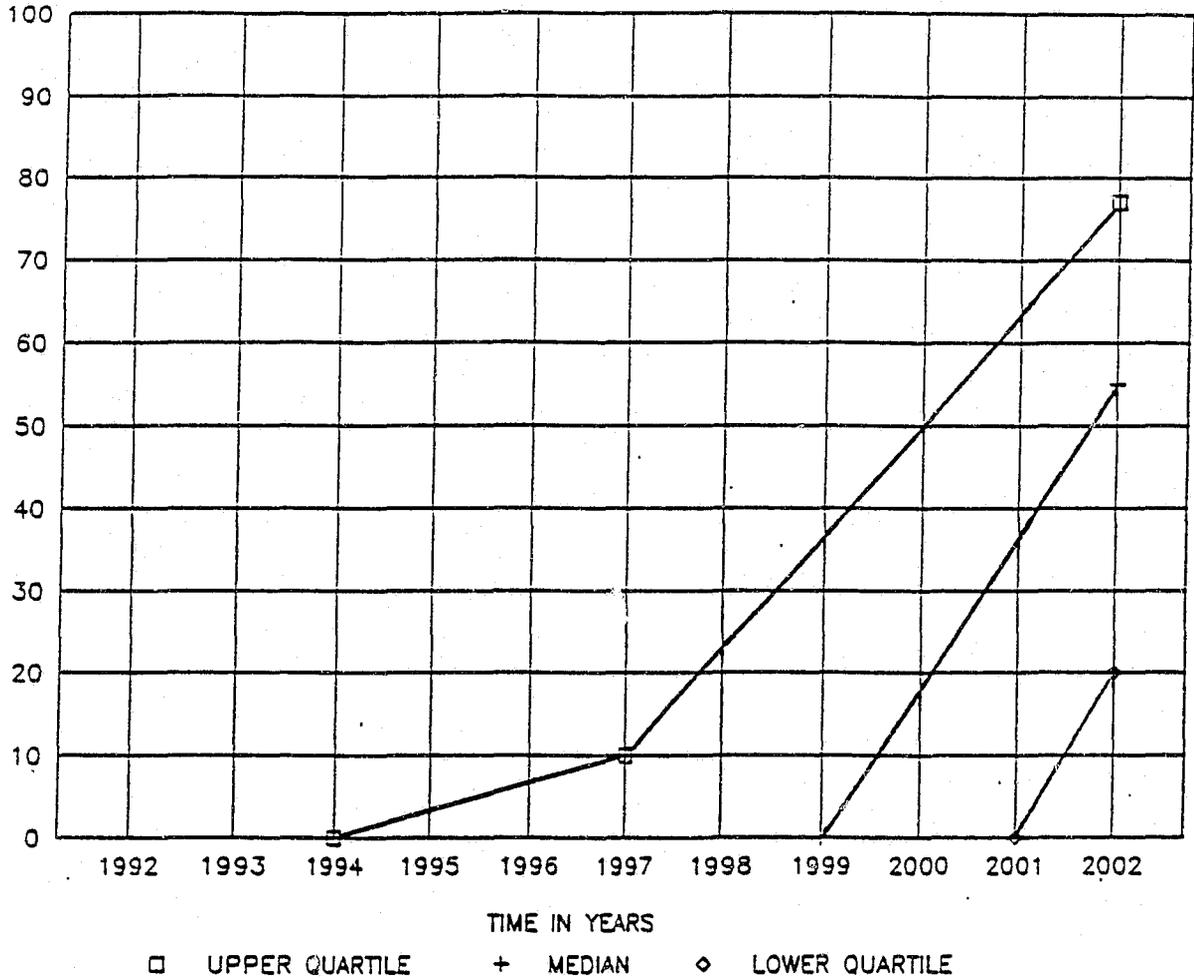


APPENDIX H

GRAPHIC DISPLAY OF EVENTS

EVENT # 3 POLITICAL BODIES AGREE TO

SHARE REVENUE AND RESOURCES

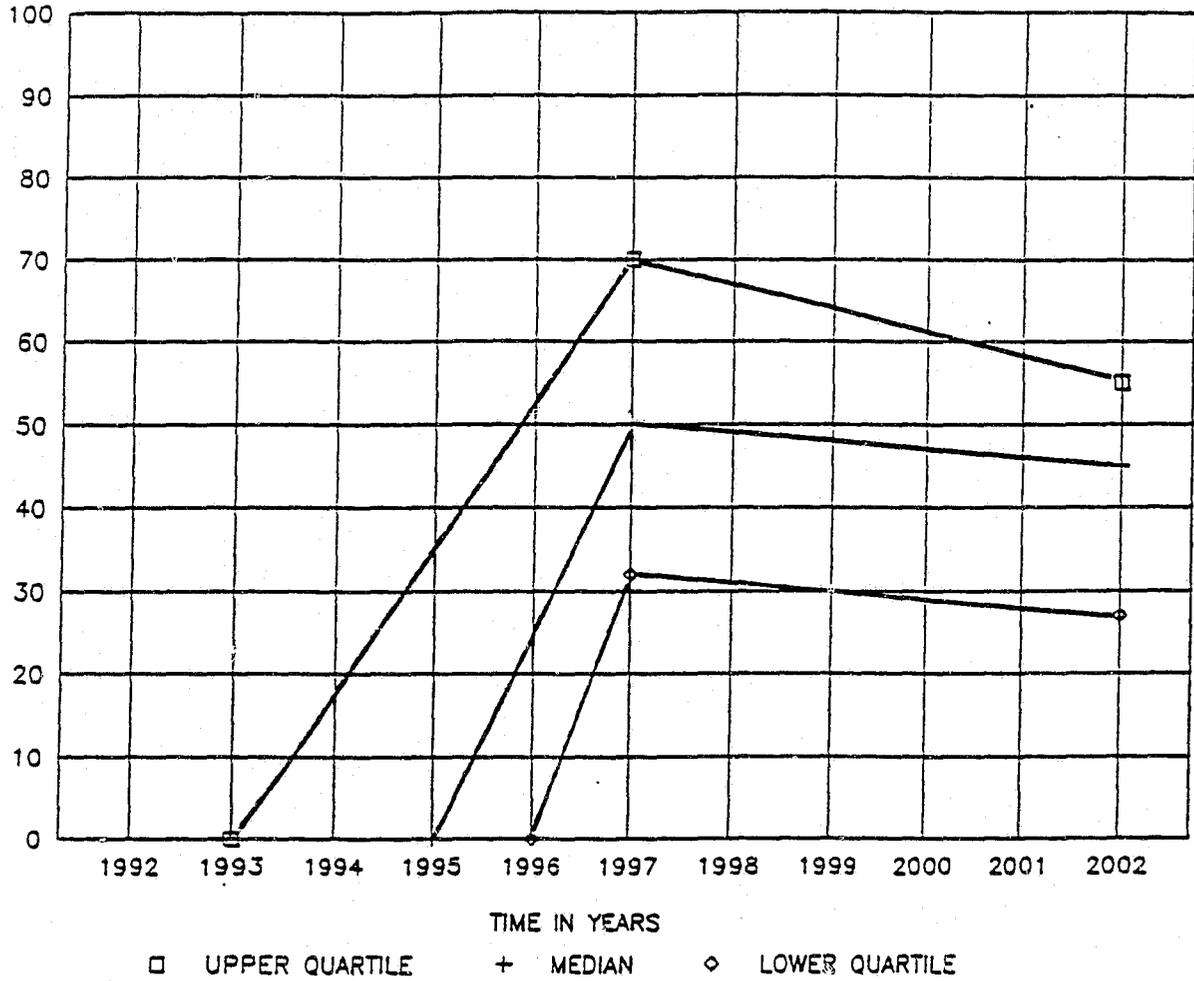


APPENDIX H

GRAPHIC DISPLAY OF EVENTS

EVENT # 4 COMMUNITIES VOTE DOWN

CONSOLIDATION OF POLICE SERVICES

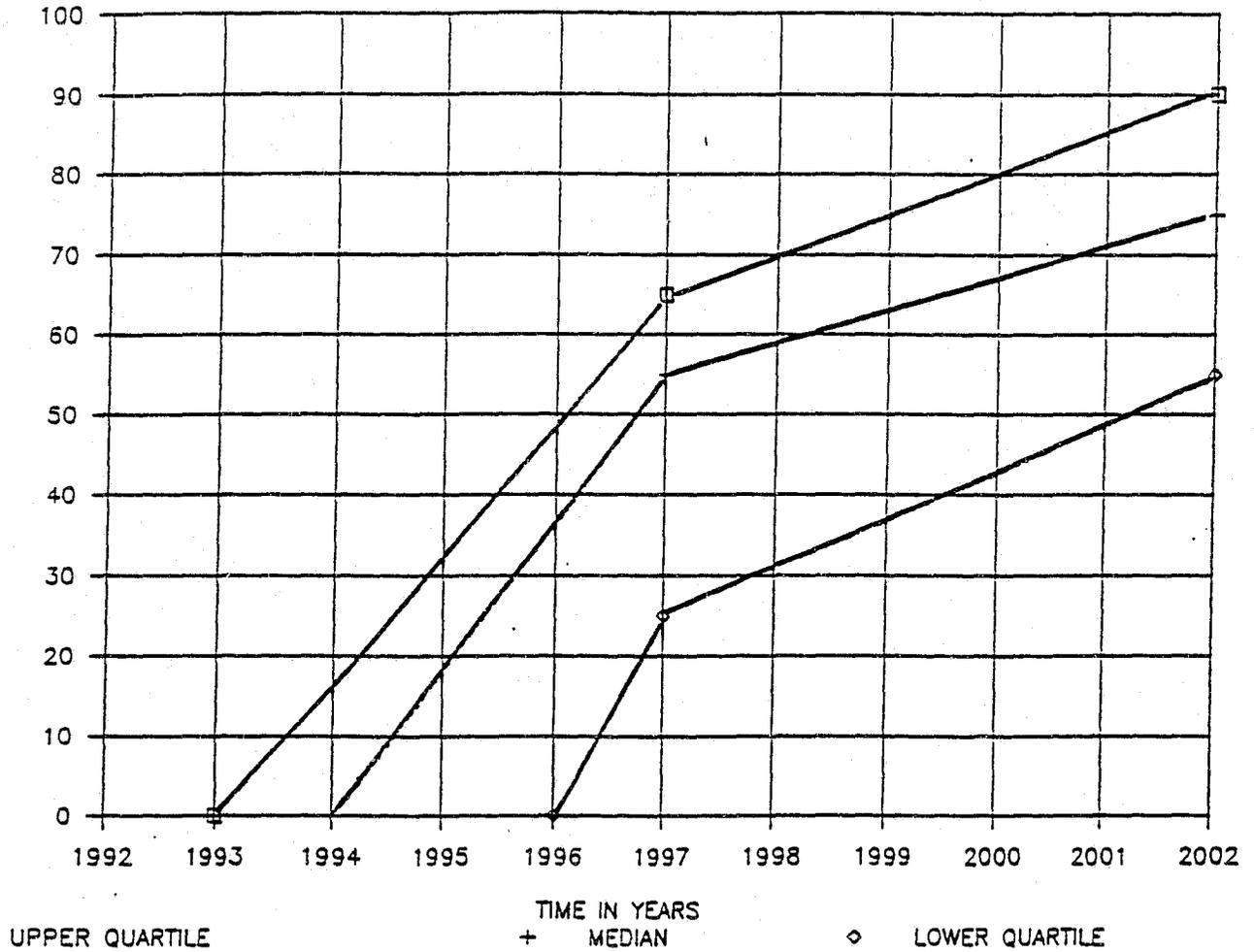


APPENDIX H

GRAPHIC DISPLAY OF EVENTS

EVENT # 5 INCREASE IN CRIME RATE

REQUIRES OUTSIDE AGENCY ASSISTANCE



APPENDIX I

TABLE

**BASIC CROSS-IMPACT EVALUATION MATRIX**

ISSUE: "Will individual cities within an urban county be able to afford their own police departments by the year 2002?"

IMPACTING EVENT	IMPACTED EVENT						IMPACTED TRENDS					ACTORS
	E-1	E-2	E-3	E-4	E-5		T-1	T-2	T-3	T-4	T-5	
E-1. Legislative mandate to eliminate all cities with less than 18,000 Pop	X	+75 5	+75 3	0	+75 2		+25 2	+85 5	+70 3	+60 4	0	7
E-2. Local government cannot manage financial risks.	+75 6	X	+80 3	+50 4	+70 1		+65 2	+80 2	+50 2	+30 3	0	8
E-3. Political bodies reach consensus and agree to share resources.	0	-50 3	X	0	0		+25 1	+90 2	+25 3	0	+50 5	5
E-4. Communities vote down consolidation of police services.	0	+45 2	0	X	+45 3		+30 3	0	0	+25 2	+60 2	
E-5. Increase in crime rate requires outside agency assistance.	+30 5	+35 3	0	-50 1	X		+50 2	+70 2	0	0	+80 3	6
IMPACTED TOTALS OR "REACTORS"	2	4	2	2	3	X	5	4	3	3	3	

LEGEND:

**MAXIMUM IMPACT  
YEARS UNTIL MAXIMUM  
IMPACT IS REACHED**

- T-1. Political implications.
- T-2. Consolidation of police services.
- T-3. Tax base in the municipality.
- T-4. Local alternative funding sources.
- T-5. Community satisfaction with police services.

FA3W204

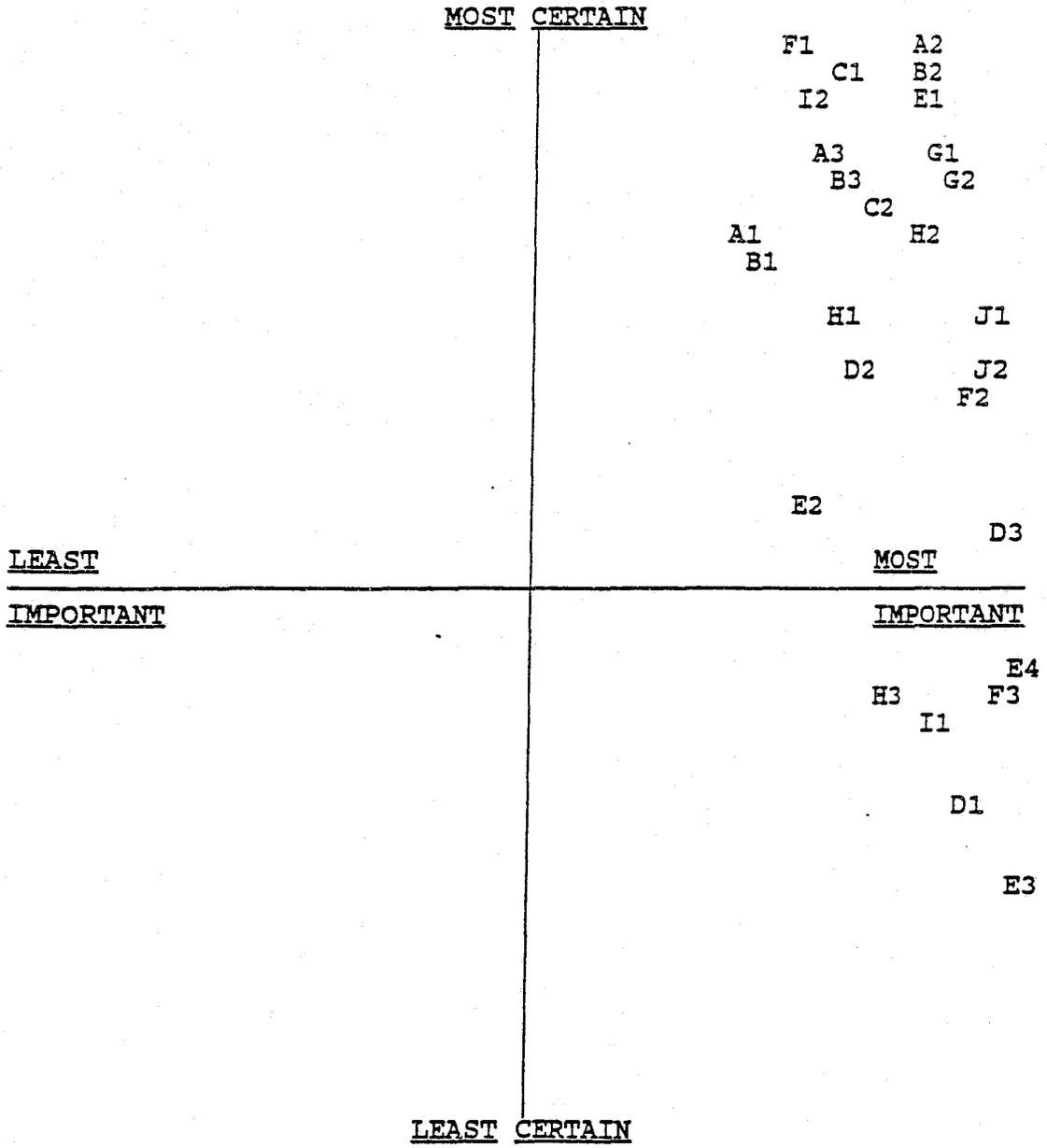
APPENDIX J

MODIFIED POLICY DELPHI GROUP  
STAKEHOLDER ANALYSIS

Daniel Ortega, Police Lieutenant, San Jose  
John Gurney, Police Captain, Pacifica  
Thomas Boyd, Police Lieutenant, San Rafael  
Theodore Barnes, Police Chief, Pinole  
James Webster, Police Captain, Concord  
Gaihel Ware, Police Lieutenant, Sacramento

APPENDIX K

STRATEGIC ASSUMPTION MAP



COMMITMENT PLANNING CHART

ACTOR	BLOCK CHANGE	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
ELECTED OFFICIALS		X ———	—————	————— O
COUNTY LAW ENFORCEMENT OFFICIALS		X ———	—————	————— O
CITY MANAGERS & ADMINISTRATORS		X ———	————— O	
LEADERS OF PEACE OFFICER GROUPS		X ———	————— O	
COMMUNITY LEADERS		X ———	————— O	
X = CURRENT POSITION		O = DESIRED POSITION		

#### ENDNOTES

1. Financial Transactions Concerning Cities of California, Fiscal Year 1990-1991. Office of the State Controller, Division of Local Government Fiscal Affairs.
2. San Francisco Chronicle, November 6, 1992, Source: California Employment Development Department
3. Bruce Smith, Rural Crime Control, (New York: Institute of Public Administration, 1953)
4. Presidents Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (United States Government Printing Office: Wash. D.C., 1967)
5. National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Wash. D.C.: U.S. Govt. Printing Office, 1973), P.110.
6. Michigan Advisory Commission on Criminal Justice, Criminal Justice Goals and Standards for the State of Michigan, (Ann Arbor: Michigan Advisory Commission on Criminal Justice, 1975) p. 191.
7. O.W. Wilson, Police Administration, Fourth Edition, McGraw Hill, 1977.
8. Ibid
9. Marin County Grand Jury Report: "Law Enforcement Cooperation and Consolidation," 1989. "Justice Committee Study of Law Enforcement Consolidation," 1990.
10. League of Women Voters: "Financing Local Government in Marin County," November 1992

## BIBLIOGRAPHY

- Bolas, S. M. (1981, November). "Consolidation: To What Extent?" Police Chief. pp. 64-66.
- Colby, P. W. (1982, March). "Intergovernmental Contracting for Police Services." Journal of Police Science and Administration, 10, pp.34-42.
- Davis, Edward. "1980 and Beyond, Key to the Future of Policing". The Police Chief, November, 1976, 18-21.
- Eastman, George D., Municipal Police Administration. Washington, D.C.: International City Management Association, 1971.
- Ferrell, T. H., Burk, F. (1982, March). "Stopping Brief of Merger: Obstacles to Police Consolidation in Lafayette Parish, Louisiana. Journal of Police Science and Administration, 10, pp. 332-344.
- "Financing Local Government in Marin County." League of Women Voters, November 1992.
- Garmire, Bernard L., Local Government Police Management. Washington, D.C.: International City Management Association, 1977.
- Horgan, William P. "A Look at Local Control and Efforts Towards Consolidation of Police Services." Journal of Police Science and Administration, Volume 8, No. 1, 1980, pp. 1-4.
- "Increased regional cooperations in policing: the Bay Area Middle Management Exchange." The Police Chief, November 1975, pp. 22-23.
- Kennedy, J. P., G. B. Adams, and G. F. Vito. "Consolidation of Police Services: An Opportunity for Innovation." Journal of Police Science and Administration, 1982, pp. 466-472.
- LaGrange, Randy L. "The Future of Police Consolidation." Journal of Contemporary Criminal Justice, 3 (1):6-16, February, 1987.
- Marin County Grand Jury Report: "Law Enforcement Cooperation and Consolidation," 1989.
- Marin County Grand Jury Report: "Justice Committee Study of Law Enforcement Consolidation," 1990.

- Michigan Advisory Commission on Criminal Justice, Criminal Justice Goals and Standards for the State of Michigan, (Ann Arbor: Michigan Advisory Commission on Criminal Justice, 1975) p. 191.
- National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Wash. D.C.: U.S. Govt. Printing Office, 1973), p. 110.
- Norton, John J. and Gregory G. Cowart. "Municipal Police Consolidation: Boon or Boondoggle, a Critical Perspective." The Police Chief, February 1978, 3.
- Ostrom, E., Parks, R. B., Whitaker, G. P. (1973, September). "Do we really want to consolidate urban police forces? A reappraisal of some old assertions." Public Administration Review. pp. 423-432
- Ostrom, E., Whitaker, G. (1973) "Does local control of police make a difference? Some preliminary findings." American Journal of Political Science, 17, pp. 48-76.
- Parsonson, R. T. "The Regional Trend in Law Enforcement." The Police Chief, August 1973, 26-28.
- Presidents' Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police. (United States Government Printing Office: Washington D.C., 1967)
- Rubin, Richard S. "Consolidation of Police and Fire Services." Journal of Police Science and Administration, Volume 12, No. 2, 1984, 221-226.
- Shryock, Chief John R. "Regionalization of Police Services", Editorial. The Police Chief, August 1971, 8.
- Wilson, O.W., Police Administration, Fourth Edition, McGraw Hill, 1977.