

Consolidation of Law Enforcement Services by the Year 2003

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Abstract

This study examines the issue of consolidation of law enforcement services in a large urban county by the year 2003. The forecasting of relevant events and trends was conducted by a panel using the Nominal Group Technique Process. Data collected during the "NGT" process was used to develop three possible scenarios. A strategic plan for implementation of one of the scenarios was developed for use by the San Bernardino County, California Sheriff's Department. The study uses the San Bernardino County Sheriff's Department as the large urban county. A Mission Statement is developed to assist the San Bernardino County Sheriff's Department to achieve the desired future state. Critical stakeholders are identified and a Transitional Management Team is established to bring about the desired change. The study shows the desired form of consolidation; research data; forecasting results; graphics in text; end notes and bibliography.

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

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

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

The views and conclusions expressed in 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

HISTORY OF CONSOLIDATION

The issue of consolidation of law enforcement in the United States is not a new concept. As early as 1933 a National Report on police practices known as the Wickersham Report discussed the issue of police consolidation.

The multitude of police forces in any state and the varying standards of organization and services have contributed immeasurably to the general low grade of police performance in this country. The independence which police forces display toward each other in the absence of any central force which requires either a uniform or minimum standard of service leaves the way open for the profitable operation of criminals in an area where protection is often ineffectual at the best, generally only partial, and two frequently wholly absent.¹

Traditionally, local police departments have guarded against attempts to consolidate. According to William P. Horton of the Massachusetts State Police

"The strong desire of early American communities to run their own affairs, the difficulties of travel and the lack of communications all tended to reinforce the emphasis on local control. Early settlers in America were too busy subdividing a continent to give much thought to what would be required to run a successful police operation."²

Another reason for lack of consolidation efforts can be traced to the desires for an agency to be recognized for their investigative efforts. According to the 1967 Presidents Commission on Law Enforcement Report,

"The nature of investigative work explains a great deal of the reluctance to consolidate, or even to coordinate effort-seeking solutions to crimes. It is natural for every department to want to solve "the big case" on it's own."³

Attempts to consolidate law enforcement have been followed very closely. Much of the literature on the subject refers to a study conducted by Vincent L. Marando in 1976. Dr. Marando is viewed as one of the founders of regionalized policing concepts. Marando found that sixty-eight city and county law enforcement consolidations had been proposed between 1947 and 1976. ⁴ The study showed that out of the sixty-eight consolidation attempts, seventeen had been ratified, showing an adoption rate of 25%.

The Marando study concluded that consolidation was a regional phenomenon. As of 1976, there had been no successful consolidation efforts in the Northeast or the North Central region of the United States. At the conclusion of Marando's Study, successful consolidation efforts had only occurred in the Southern and Western regions of the country. The report also indicated that law enforcement consolidation is a single county phenomenon, that rarely crosses county boundary lines.

The Marando study showed that consolidation occurs in both large and small units of government. Fifty-four of the sixty-eight attempts from 1947 to 1976 (79%) occurred in areas with central cities of less than 250,000 residents. Whereas 21% occurred in cities with a base population over 250,000. ⁵

Taxes and efficient public service seems to be the driving issue of nearly all consolidation proposals.⁶ Literature on the issue of taxes and services is highly debatable when applied to law enforcement consolidation. Several studies on the issue have shown that consolidation efforts have actually increased governmental costs.

Two of the more notable studies on cost increases were the Miami-Dade County Florida consolidation of 1957 and the Jacksonville-Duval County Florida consolidation of 1967.⁷ In both cases, spending increased following the consolidation of municipal and county governments.

Although as a rule small government appears to be the preferred government, consolidation efforts are far from dead. Several good arguments can be made that consolidation will continue to be an attractive form of municipal government.

Reducing taxes and expenditures may not be the only reason for consolidation. "Consolidation may be used as a tool to improve the quality of services or cleaning up government".⁸ Consolidation may contribute to better trained personnel and a lower turnover rate based on increased opportunities. According to California State University, Long Beach professor John Kenny,

"Consolidation of small agencies presents an opportunity for innovation, that may alter the structure of police departments and thus improve the quality of delivery of police services."⁹

Consolidation of law enforcement has been proposed for several agencies in California. A 1980 study (Kenny, Adams and Vito) was undertaken on behalf of the cities of Bell, Bell Gardens, Commerce, Cudahy and Vernon, California.¹⁰ It was an interesting proposal considering that at the time of the study Bell, Bell Gardens and Vernon each operated their own police departments.

The proposed consolidation plan for the five communities created a unified police department that provided opportunity for innovation of staffing and financing while maintaining local control over police operations while the City of Commerce contracted with the Los Angeles County Sheriff's Department and the City of Cudahy contracted with the City of Bell.

In 1990 a consolidation effort was placed on the ballot to consolidate the city and county governments of Sacramento, California. Although the measure was defeated, consolidation proponents had volumes of data supporting consolidation efforts.

Current consolidation studies have recently been proposed for the western Riverside County, California cities of Temecula, Murrieta, Lake Elsinore and Canyon Lake.¹¹ Canyon Lake City Manager Jeff Butzlaff stated that although he is not dissatisfied with police protection he now receives from the City of Perris, "regional policing is the coming trend".¹²

CALIFORNIA GROWTH

The decade of the 1980's brought many changes to California. The population of the "Golden State" increased from 23,667,902¹³ in 1980 to 29,760,021¹⁴ in 1990. This ten-year growth in population has created a tremendous strain on public safety demands.

ECONOMIC DECLINE

The overall growth of the 1980's in both the private and public sector created severe problems for California in the early 1990's. In 1992 California business failures were up sharply. Through September, 1992, 14,529 businesses folded as compared to the same period for 1991 (Developmental Corp. & Dunn and Bradstreet, Corp.).¹⁵ Jack Kyser, chief economist at the Economic Development Corp. of Los Angeles County says the real estate industry "had a little mantra : "Stay alive till '95", now its; "Make it through to 2002."¹⁶

The private sector economists predict that the regional recession will continue to be severe in Southern California. Their forecasts are based on the fact that the defense industry has made severe cuts and that there is a glut of vacant commercial office space available.¹⁷

Another indicator of the severity of the decline of California's economy can be seen in the states high unemployment rate. In March of 1993, the Bureau of Labor Statistics reported a state unemployment rate of 9.8%.¹⁸

"I don't see us jumping into the party that the rest of the country seems to be having," said Ted Gibson, economist with the California Department of Finance citing the February, 1993 national unemployment rate of 7.0%.¹⁹

The "Inland Empire" counties of Riverside and San Bernardino posted an unemployment rate of 12.2% for the three-month period ending October 31, 1993.²⁰

The economy has been particularly difficult for county law enforcement in Southern California. County sheriff departments throughout Southern California have been forced to leave appropriated sworn positions vacant. Ventura County has 80 positions unfilled.²¹ Los Angeles County Sheriff's Department is struggling to save the jobs of 500 full-time deputy sheriffs.²² In San Bernardino County, Sheriff Dick Williams has kept 150 allocated deputy positions unfilled.²³

ISSUE DEVELOPMENT

San Bernardino County, California is one of the regions of the state that is in the process of re-examining its law enforcement services. San Bernardino County, California is the largest geographical county in the United States. It's 1.5 million residents are spread from the Los Angeles and Orange County borders in the west to the States of Nevada and Arizona in the east.

The residents enjoy a tremendous selection of lifestyles. The county has mountain resort communities, as well as desert and metropolitan-style communities.

It is home to twenty four incorporated cities; eleven of these cities have their own police departments. The remaining thirteen contract with the San Bernardino County Sheriff's Department. The Sheriff's Department and every municipal police department in the county has experienced tremendous growth from 1980 to 1990.

Each police department operates several specialized units. These specialized units include Homicide, SWAT, Narcotics, and Gang Investigation Units. Each police department in the county participates in the regional task forces that deal with gang violence and major narcotic enforcement operations.

The San Bernardino County Sheriff's Department currently provides several forms of regional law enforcement services. These services include the crime lab, the training academy, a regional dispatch center and an air services bureau (aviation). By state law, the sheriff provides booking and custodial facilities throughout the county.

The concept of consolidation is not new to San Bernardino County. In July of 1993, the county created the court services bureau by combining the Sheriff's Superior Court Custody Division with the Marshal's Municipal Court Custody Division. The consolidation effort saved several million dollars by eliminating the duplication of court services.

The Municipal budget constraints created by the passage of Proposition 13 in 1978 continues to erode city revenues. Recent resource transfers from city and county governments to public schools have forced most municipalities within San Bernardino County to cut services and raise revenues.

Local newspaper articles describing the economic plight of the cities within San Bernardino County have become weekly events. Several city councils have appointed "Blue Ribbon Committees" to examine law enforcement expenses.

Costs per capita and law enforcement budgets as a percentage of the general fund vary tremendously when comparing cities with their own police departments and cities that contract with the San Bernardino County Sheriff's Department.

Expenditures alone should not determine whether a consolidated law enforcement effort is needed within San Bernardino County. Service needs vary throughout the county based on population densities, economic incomes and the desires of the people in the various communities served.

A 1992 annual Federal Bureau of Investigation Uniform Crime Report showed that San Bernardino County's 74.6 per 1,000 residents was the highest violent crime rate per capita in California.²⁴ The high violent crime rate within San Bernardino County helps illustrate the fact that the current fragmented public safety delivery system that now exists within San Bernardino County needs to be re-examined.

ISSUE DEVELOPMENT

A re-examination of the public safety delivery system within San Bernardino County was conducted by identifying a primary study issue and three sub-issues.

Primary Issue: What impact would consolidation of municipal law enforcement have on service in a large urban county by the year 2003?

Sub-Issue:

- o What effect will the economic conditions within California have on consolidation?
- o How will consolidation of services be achieved within a multi-governmental arena?
- o What legal changes would be necessary for consolidation to occur?

FUTURES STUDY

The issue and sub-issues were examined to see what impact they would have on the consolidation of law enforcement within San Bernardino County. Ten relevant events and trends were identified using a nominal group technique (NGT).

Thirty eight events and twenty trends were originally identified during the NGT exercise. Using a winnowing technique, the NGT process was able to reduce the list down to the ten most important events and the ten most important trends. The events were then graphed to show their probability of occurring over a ten year period of time (1993-2003). The graphs indicate the median for each event as well as the upper and lower deviation ranges.

Graphs were created for the trends to show the forecast of the trend over a ten year period of time, as well as a reflection of the five previous years. The window of examination for the ten trends covers a fifteen year period of time (1988-2003).

Top Ten Events Identified: Each event is identified with a short definition. The study provides a detailed interpretation of each event over a ten year period of time with percentage of possibility shown.

Event #1 - State Takes All Property Tax (State of California takes all property tax collection away from counties, cities and special districts).

Event #2 - California Goes Bankrupt (The state government declares itself bankrupt. Government at the state level dissolves-State law actually prohibits this)

Event #3 - Sheriff Contracts With All Cities for Law Enforcement (The Sheriff becomes the sole law enforcement agency for the county)

Event #4 - Citizens Pay For Law Enforcement Services On A Per Call Basis (Calls for service of law enforcement services will be billed direct to the citizen).

Event #5 - Property Taxes Raised To Meet Law Enforcement Service Needs (Property taxes will be raised and placed into a protected fund to pay for law enforcement).

Event #6 - Police and Fire Services are Combined (Public Safety services combined).

Event #7 - Consolidation Of All Courts Statewide (Consolidation of municipal and superior courts).

Event #8 - All Vice Crimes Become Legal (Gambling, prostitution and narcotic use become decriminalized).

Event #9 - Race Riots Devastate The State (Race riots break out throughout the state. The fiscal and social damage cripples California's economy).

Event #10 - Law Passes That Mandates Minimum Staffing Level for Law Enforcement (California passes a law that sets statewide standards for police staffing levels).

Top Ten Trends Identified: Each trend is identified with a brief definition. The study contains a detailed interpretation of each trend during the examined fifteen year period.

Trend #1 - Amount of Revenue Available (Revenues available to finance government operations).

Trend #2 - Number of Multi-agency Task Forces (Multi-agency task forces are being used to address various crime problems).

Trend #3 - Number of Joint Police Power Agreements (Law enforcement agencies empower each other to provide various services to adjacent areas of jurisdiction).

Trend #4 - Level of Violent Crime (Violent crime includes murder, rape, robbery, assault with a deadly weapon, kidnap and any crime that causes great physical harm).

Trend #5 - Use of Employee Benefits (Employee benefits, specifically the abuse of workers' compensation issues are re-examined and greater enforcement applied).

Trend #6 - Degree that Health Care and Welfare Costs Consume the State Budget (Health and welfare costs become so costly that they consume the majority of general tax dollars).

Trend #7 - Level of Police/Law Enforcement Response to Past Crimes (Police currently respond to almost all past crimes both misdemeanor and felonies).

Trend #8 - Degree in Which Government Agencies Charge Each Other for Services (Government agencies will bill other agencies for services rendered).

Trend #9 - Size of Law Enforcement Services (Law enforcement agencies will look significantly different than now. Personnel and job expectations will decrease.)

Trend #10 - Level of Minimum Qualifications for Law Enforcement Employment (Sworn) (Minimum qualifications for safety positions [sworn] are established and enforced).

SCENARIO FOR CONSIDERATION

A future driven scenario was developed based on the events and trends identified during the NGT experience. The scenario is fictitious in nature, but helps to illustrate a factual possibility of the future.

The target organization of the scenario is a large sheriff's department located in an urban area of California.

The scenario begins in the year 2003. The main character, Sheriff Andrew Johnson examines the events and trends by reflecting back in time to the year 1993.

SCENARIO ONE (MOST LIKELY TO OCCUR)

Sheriff Andrew Johnson walked out into his rain slickened driveway to pick up his paper. Reading the paper had become something of a treasure to Sheriff Johnson, after all, it was the last relic in an informational world that at times almost passed him by.

Andrew sat down on his climatically controlled reading sofa and turned to the front page. As he glanced at the date, January 21, 2003, he sat back into the sofa, closed his eyes and began to reflect back on the past ten years.

His mind quickly returned to January 21, 1993; Andrew turned 36 years old that day. He was a lieutenant working for a Sheriff's Department in a large urban county. Sheriff Johnson remembered 1993 all too well. That was the year that the department's violent crime rate began to rise. Reflecting back he remembered that the violent crime rate for all of California increased by 40% during the years 1993 to 1998. The year 1998 was easy to remember also. That was the year that the Republican controlled state legislature passed two very important pieces of legislature. One was the State's new death penalty law. The law, which caused the violent crime rate to stabilize allowed for the execution of persons convicted of their third violent felony.

The second law allowed the State of California to collect all property taxes. This prevented the state from becoming bankrupt, a fiscal condition in which the state came very close to earlier in the year. The battle to prevent the state's collection of all property tax from occurring "bloodied" the hallways of the State Capitol in Sacramento. The California League of Cities and the California State Association of Counties lobbied very hard that year but to no avail. Cities were literally disincorporating at a record pace from 1995 to 1998.

In 1998, a series of local tax incentive were also signed into law. The bills allowed local governments to raise revenues. One bill that had a very positive impact for then Deputy Chief Johnson, was the bill that allowed property tax to be raised for specific law enforcement funding.

This simple piece of legislation kept local governments operating. It did not, however, set well with most tax payer groups.

Personally, the years 1995 through 1997 were relatively peaceful for Andrew Johnson. he and his wife became parents for the second and third time. Life appeared to be treating them well.

As Sheriff Johnson glanced at the sports section, he was reminded of his days as a starting fullback at the University of San Diego. He was a criminal justice major there and participated in the police internship program.

Knee surgery in his senior year ended any hopes of one day playing football in the National Football League, so becoming a "cop" was a natural choice.

Sheriff Johnson's wrist watch suddenly sounded, it was time to get to the office. He had a long day ahead and needed to be sharp. He was going to be meeting with the legislative delegation from the county to review the five year consolidation plan that had been implemented in 1999. The plan which was up for it's five year legislative review, was a good one. It provided for the streamlining of law enforcement services to the citizens of the county. Two years had passed since warring cities began to bill each other for all shared services. It had gotten to the point that fiscal concerns were jeopardizing peoples lives.

Sheriff Johnson was particularly proud of two provisions that he authored and had been written into the "1999 plan". One provision allowed for joint police power agreements to be formulated by a simple majority council vote. This program along with the increased use of Multi-agency Task Force provision brought relief to certain under policed cities and communities within the county.

As Sheriff Johnson "hovered" his personal airlift vehicle onto it's landing pad, the sunrise broke over the eastern sky. He was thankful for the sunrise and pleased that some of the gloomy predictions made in 1993 never materialized. Race riots, although sporadic never devastated the entire state. Police and fire departments were not combined in any great number and the activists that wanted to legalize all vice crimes were politically dead.

As Andrew's craft touched down he pondered over the next ten years.

II. STRATEGIC PLANNING

POLICY CONSIDERATION

The San Bernardino County, California Sheriff's Department was used as the model for policy implementation. The following policies were based on the previous scenario and will be implemented to bring about the desired future.

It will be the policy of the San Bernardino County Sheriff's Department to:

- Remain very active in the legislative process at the local, state and national level
- To actively seek legislation that provides additional funding for programs that assist in the response to, and the investigation of violent crimes
- Openly work with the various culturally diverse communities within San Bernardino County
- Create positive and professional working relationships with each chief of police within San Bernardino County
- Seek positive relationships with the city councils, city managers and staff of each city within San Bernardino County
- Actively campaign and lobby against all political movements to legalize all vice crimes

MISSION STATEMENT

The San Bernardino County Sheriff's Department developed the following mission statement. The mission statements will be used to guide the organization to the required future state. The macro statement represents the San Bernardino County Sheriff's Department's mission on behalf of the constituency served. The micro statement identifies the department's commitment to the people of the organization and the desired future.

MACRO - The San Bernardino County Sheriff's Department believes in providing strong and effective law enforcement services to the citizens of San Bernardino County. Law enforcement services shall be provided in the most cost effective means possible. Community involvement will play a key role in the delivery of services.

MICRO - The Sheriff of San Bernardino County is committed to working with the chiefs of police throughout the county to provide the best law enforcement services available. Consolidation of law enforcement services within San Bernardino County will be accomplished by cooperating with every municipality within the county. Employees of the effected law enforcement agencies will be solicited for input during the planning and implementation processes.

FOCUS OF THE STRATEGIC ACTION PLAN

The strategic plan is used to implement the proposed study for the San Bernardino County Sheriff's Department. For successful implementation, an internal and external audit was completed.

The results of the audit showed potential threats and opportunities of the external environment as well as the internal strengths and weaknesses of the organization (San Bernardino County Sheriff's Department). These threats, opportunities, strengths and weaknesses are observed as to the input that each will have on the issues of consolidation of law enforcement services.

Opportunities, and strengths would assist in the justification for consolidation of law enforcement services. Threats and weaknesses would prevent or hinder the concept of law enforcement consolidation.

The external opportunities that would support consolidation indicated the continued growth of population in the State of California. The increased demand on law enforcement services, the declining California economy and the budgetary problems facing the majority of Californian municipalities.

The external threats that would help prevent consolidation included the economic barriers between the affluent and poor communities, the rich history of municipal law enforcement that exists throughout the county and the loss of political power and prestige of some law enforcement professionals.

Internally, the strengths assisting in the consolidation effort include, the professional reputation of the sheriff's department, the size, history and geographic location of the sheriff's department operations throughout the county.

Internal weaknesses that would hinder consolidation attempts include the current recession, the fear of lost identity and possible depersonalization of being an employee of a very large, law enforcement agency.

STAKEHOLDER ANALYSIS

Stakeholders are those individuals or groups identified as having the greatest impact on the issue. Ten stakeholders were identified as having the greatest impact on consolidation of law enforcement services within San Bernardino County. Five of the ten stakeholders were identified as having the authority and power to individually or as a group block any consolidation of law enforcement plan.

The five "critical stakeholders" were identified as, the Sheriff, the County Board of Supervisors, the City Councils, Sheriff Employee Association and the police employee associations.

STRATEGY CONSIDERATION

The study showed that the consolidation of law enforcement services within San Bernardino County could be accomplished in three ways.

The first concept calls for a complete consolidation of law enforcement services under one agency. The San Bernardino County Sheriff's Department would be the lead agency. A second alternative involves a limited consolidation of specialized law enforcement services on a countywide basis. The final proposal calls for the abolishment of municipal law enforcement at the county and city level. The last proposed strategy creates a state police-style agency, divided into regional areas.

The study indicated that the limited consolidation proposed in the second alternative would be chosen for implementation.

THE TRANSITIONAL MANAGEMENT TEAM

The consolidation of law enforcement services within San Bernardino County will require the establishment of a transitional management team.

The responsibility of transition manager would be given to the Sheriff's Executive Officer.

The executive officer will need a support staff. The support staff should include two mid-level managers, a system analyst and an administrative assistant. The "consolidation team" would work on the transition management process on a part time basis. Personnel could be added or deleted as the project progressed. Temporary assignments that would utilize personnel from other important groups would be beneficial to the project.

Several team building and informational exchange sessions would be needed in order to properly inform the impacted groups. Team building sessions would include separate workshops and utilize key members of the following groups.

1. The County Chiefs of Police
2. The executive board of the Sheriff's Employee Association
3. The executive board of each police employee association (11 in all)
4. The County City Manager's Association
5. The County Board of Supervisors

Support to at least "explore" a consolidation effort would be needed from the city managers' group, the board of supervisors, and the employee association's groups. The city manager's group would have direct interaction with each city council making them key players in the transitional process.

The board of supervisors would need to be supportive since they control the fiscal resources of the sheriff's department. As representatives to over 3,000 impacted peace officers, the sheriff and police employee groups would also be very key players.

Research on other consolidation plans and on site visits by members of the consolidation team would be very beneficial to the project.

As the project progresses, several additional committees could be established. Committees will be needed to sell the idea to the public. Financial experts will be brought aboard to assist with the fiscal needs of the project. Various employee peer groups from all of the effected law enforcement agencies will also be given the opportunity to provide input.

Several tools and techniques will be used to build support for a specialized law enforcement consolidation plan. Techniques used will include responsibility charting, team building workshops, surveys and an active internal and external communication campaign.

CONCLUSION

The primary issue question, "What impact would consolidation of municipal law enforcement have on service on a large urban county?" has a direct relationship to the economic, political, and legal issues facing California in the next ten years. Insight to the main issue can be found by answering the three sub issue questions.

SUB-ISSUE ONE

What effect will the economic conditions in California have on this consolidation?

Answer: The literature review showed that the economic conditions of California for the next ten years is difficult to forecast. Based on unemployment rates and housing starts, the short term economic conditions in Southern California appears to be very bleak.

The recent transfer of local property tax revenues to fund the state's public school system has had a disastrous impact on municipal revenues and finances.

On November 2, 1993, Proposition 172 (the extension of the half cent sales tax for public safety) passed. The funds generated by this tax extension are to be used to assist in the funding of public safety operations.

The economic conditions of the municipalities within San Bernardino County will help to determine the need to consolidate law enforcement services. If local tax dollars continue to decrease, municipalities will be forced to implement additional revenue sources or cut services.

If services are cut, the consolidation of law enforcement services would be a viable alternative.

SUB-ISSUE TWO

How will consolidation of services be achieved within a multi-governmental arena?

Answer: The consolidation of services in a multi-governmental arena will be done on an incremental basis. The issue of multi governmental arenas within San Bernardino County is very political. With eleven separate political bodies involved, the process to consolidate any law enforcement services will require excellent planning, hard work, cooperation and patience.

The strategic plan section of this study paired with the transitional management section showed that a consolidated law enforcement operation within San Bernardino County could be achieved.

SUB ISSUE THREE

What legal changes would be necessary for consolidation to occur?

Answer: Current California law allows for law enforcement consolidation to occur. The literature search confirmed that consolidation of law enforcement services have been successful in California.

The legal changes needed would be done at the local level. City charters would have to be amended in order to allow any consolidation of law enforcement services to occur. County ordinances would also have to be reviewed and rewritten to allow for the proposed consolidation plan.

Litigation suits filed on behalf of any concerned parties could have a legal bearing on any consolidation effort. The existing legal structure within the State of California could deal appropriately with these issues.

The issue of joint police power agreements may also play an important role in any consolidation plan.

FUTURE STUDY NEEDS

As the California economy continues to change, consolidation of law enforcement services will become increasingly important to the law enforcement profession.

Even if the state's economy becomes healthy, the issue of consolidation must continue to be explored. Future studies should be conducted in the areas of erasing county boundaries of law enforcement services.

Studies on the issue of consolidation based on population density and residency, would be very interesting. Such studies would provide a solid foundation on which to explore future consolidation issues.

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**CONSOLIDATION OF LAW
ENFORCEMENT SERVICES BY
THE YEAR 2003**

**TECHNICAL REPORT
BY
RODNEY R. HOOPS
COMMAND COLLEGE XV11
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JANUARY 1994**

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).

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SECTION I

INTRODUCTION

HISTORY OF CONSOLIDATION

The issue of consolidation of law enforcement in the United States is not a new concept. As early as 1933 a National Report on police practices known as the Wickersham Report discussed the issue of police consolidation.

The multitude of police forces in any state and the varying standards of organization and services have contributed immeasurably to the general low grade of police performance in this country. The independence which police forces display toward each other in the absence of any central force which requires either a uniform or minimum standard of service leaves the way open for the profitable operation of criminals in an area where protection is often ineffectual at the best, generally only partial, and two frequently wholly absent.¹

Traditionally, local police departments have guarded against attempts to consolidate. According to William P. Horton of the Massachusetts State Police,

"The strong desire of early American communities to run their own affairs, the difficulties of travel and the lack of communications all tended to reinforce the emphasis on local control. Early settlers in America were too busy subdividing a continent to give much thought to what would be required to run a successful police operation."²

Another reason for lack of consolidation efforts can be traced to the desires for an agency to be recognized for their investigative efforts. According to the 1967 Presidents Commission on Law Enforcement Report,

"The nature of investigative work explains a great deal of the reluctance to consolidate, or even to coordinate effort-seeking solutions to crimes. It is natural for every department to want to solve "the big case" on it's own."³

Attempts to consolidate law enforcement have been followed very closely. Much of the literature on the subject refers to a 1976 study conducted by Dr. Vincent L. Marando. Dr. Marando is viewed as one of the founders of regionalized policing concepts. Marando found that sixty-eight city and county law enforcement consolidations had been proposed between 1947 and 1976.⁴ The study showed that out of the sixty-eight consolidation attempts, seventeen had been ratified, showing an adoption rate of 25%.

The Marando study concluded that consolidation was a regional phenomenon. As of 1976, there had been no successful consolidation efforts in the Northeast or the North Central region of the United States. At the conclusion of Marando's study, successful consolidation efforts had only occurred in the Southern and Western regions of the country. The report also indicated that law enforcement consolidation is a single county phenomenon, one that rarely crosses county boundary lines.

The Marando study indicated that consolidation occurs in both large and small units of government. Fifty-four of the sixty-eight attempts from 1947 to 1976 (79%) occurred in areas with central cities of less than 250,000 residents, whereas 21% occurred in cities with a base population over 250,000.⁵

Taxes and efficient public service seems to be the driving issue of nearly all consolidation proposals.⁶ Literature on the issue of taxes and services is highly debatable when applied to law enforcement consolidation. Several studies on the issue have shown that consolidation efforts have actually increased governmental costs. Two of the more notable studies on cost increases were the Miami-Dade County Florida consolidation of 1957 and the Jacksonville-Duval County Florida consolidation of 1967.⁷ In both cases, spending increased following the consolidation of municipal and county governments.

Although as a rule small government appears to be the preferred government, consolidation efforts are far from dead. Several good arguments can be made that consolidation will continue to be an attractive form of municipal government.

Reducing taxes and expenditures may not be the only reason for consolidation. According to J. Edwin Benton's study on consolidation in Jacksonville, Florida, "Consolidation may be used as a tool to improve the quality of services or cleaning up government".⁸ Consolidation may contribute to better trained personnel and a lower turnover rate based on increased opportunities. According to California State University Long Beach Professor John Kenny,

"Consolidation of small agencies presents an opportunity for innovation, that may alter the structure of police departments and thus improve the quality of delivery of police services."

Consolidation of law enforcement has been proposed for several agencies in California. A 1980 study (Kenny, Adams and Vito) was undertaken on behalf of the cities of Bell, Bell Gardens, Commerce, Cudahy and Vernon, California.¹⁰ It was an interesting proposal considering that at the time of the study Bell, Bell Gardens and Vernon each operated their own police departments.

The proposed consolidation plan for the five communities created a unified police department that provided opportunity for innovation of staffing and financing while maintaining local control over police operations while the City of Commerce contracted with the Los Angeles County Sheriff's Department and the City of Cudahy contracted with the City of Bell.

In 1990 a consolidation effort was placed on the ballot to consolidate the city and county governments of Sacramento, California. Although the measure was defeated, consolidation proponents had volumes of data supporting consolidation efforts.

Current consolidation studies have recently been proposed for the western Riverside County, California cities of Temecula, Murrieta, Lake Elsinore and Canyon Lake.¹¹ Canyon Lake City Manager Jeff Butzlaff stated that although he is not dissatisfied with police protection he now receives from the City of Perris, "regional policing is the coming trend".¹²

CALIFORNIA GROWTH

The decade of the 1980's brought many changes to California. The population of the "Golden State" increased from 23,667,902¹³ in 1980 to 29,760,021¹⁴ in 1990. This ten-year growth in population has created a tremendous strain on public safety demands.

Several law enforcement agencies in California experienced unprecedented growth during this ten year period. The following data helps to illustrate the growth in allocated safety (sworn) and general (non-sworn) employee positions from 1980 to 1990.

AGENCY	SWORN ¹⁵ OFFICERS('80)	TOTAL ¹⁶ EMPLOYEES('80)	SWORN ¹⁷ OFFICERS('90)	TOTAL ¹⁸ EMPLOYEES('90)
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POLICE DEPARTMENTS

Sacramento	506	706	622	903
San Jose	796	1,005	1,112	1,469
Los Angeles	6,587	9,149	8,381	11,190
Fresno	348	468	429	648
San Diego	1,380	1,760	1,882	2,568
Ventura	88	122	121	193

SHERIFF DEPARTMENTS

Sacramento	n/a*	978	1,128	1,544
San Diego	n/a	1,059	1,417	2,231
Fresno	n/a	541	301	760
San Bernardino	n/a	993	1,116	1,610
Ventura	n/a	645	588	917

* Data on sworn positions for the Sheriff Departments in 1980 was not available.

ECONOMIC DECLINE

The overall growth of the 1980's in both the private and public sector created severe problems for California in the early 1990's. The examined data projects a particularly bleak picture for the private sector of Southern California. In 1992, Los Angeles County housing starts were down 30% for the first ten months of the year.¹⁹ The number of issued building permits in several other Southern California counties has also taken dramatic cuts. The following illustrates the decline in building permits from 1988 to 1990.

NUMBER OF BUILDING PERMITS ISSUED²⁰

	<u>1988</u>	<u>1990</u>
San Bernardino	7,573	3,067
San Diego	6,632	2,848
Orange	10,818	5,240
Riverside	17,719	5,210

In 1992, California business failures were up sharply. Through September, 1992, 14,529 businesses folded as compared to the same period for 1991 (Developmental Corp & Dunn and Bradstreet, Corp).²¹ Jack Kyser, chief economist at the Economic Development Corp of Los Angeles County says the real estate industry "had a little mantra : "Stay alive til '95", now its; "Make it through to 2002."²²

The private sector economists predict that the regional recession will continue to be severe in Southern California. Their forecasts are based on the fact that the defense industry has made severe cuts and that there is a glut of vacant commercial office space available.²³

Another indicator of the severity of the decline of California's economy can be seen in the states high unemployment rate. In March of 1993, the Bureau of Labor Statistics reported a state unemployment rate of 9.8%.²⁴

"I don't see us jumping into the party that the rest of the country seems to be having," said Ted Gibson, economist with the California Department of Finance citing the February, 1993 national unemployment rate of 7.0%.²⁵

The "Inland Empire" counties of Riverside and San Bernardino posted an unemployment rate of 12.2% for the three month period ending October 31, 1993.²⁶

The economy has been particularly difficult for county law enforcement in Southern California. County sheriff departments throughout Southern California have been forced to leave appropriated sworn positions vacant. Ventura County has 80 positions unfilled.²⁷ Los Angeles County Sheriff's Department is struggling to save the jobs of 500 full-time deputy sheriffs.²⁸ In San Bernardino County, Sheriff Dick Williams has kept 150 allocated deputy positions unfilled.²⁹

ISSUE DEVELOPMENT

San Bernardino County, California is one of the regions of the state that is in the process of re-examining its law enforcement services.

San Bernardino County, California is the largest geographical county in the United States. It's 1.5 million residents are spread from the Los Angeles and Orange County borders in the west to the States of Nevada and Arizona in the east. The residents enjoy a tremendous selection of lifestyles. The county has mountain resort communities, as well as desert and metropolitan-style communities. It is home to twenty four incorporated cities; eleven of these cities have their own police departments. The remaining thirteen contract with the San Bernardino County Sheriff's Department.

The Sheriff's Department as well as every municipal police department in the county has experienced tremendous growth from 1980 to 1990. The following comparisons of sworn and non-sworn positions from 1980 and 1990 illustrates this growth.

CITY	SWORN ³⁰ OFFICERS ('80)	TOTAL ³¹ EMPLOYEES ('80)	SWORN ³² OFFICERS ('90)	TOTAL ³³ EMPLOYEES ('90)
Adelanto	n/a	13	13	21
Barstow	n/a	41	31	45
Chino	49	59	79	112
Colton	n/a	49	61	94
Fontana	40	55	108	178
Montclair	n/a	55	50	72
Ontario	105	144	165	226
Redlands	54	75	69	94
Rialto	50	71	92	138
San Bernardino	189	251	238	357
Upland	54	73	76	111

Each police department operates several specialized units. These units include Homicide, SWAT, Narcotics, and Gang Investigation Units. Each police department in the county participates in the regional task forces that deal with gang violence and major narcotic enforcement operations.

The San Bernardino County Sheriff's Department currently provides several regional law enforcement services. These services include the crime lab, the training academy, a regional dispatch center and an air services bureau (aviation). By state law, the sheriff provides booking and custodial facilities throughout the county.

The concept of consolidation is not new to San Bernardino County. In July of 1993, the county created the court services bureau by combining the Sheriff's Superior Court Custody Division with the Marshal's Municipal Court Custody Division. The consolidation effort saved several million dollars by eliminating the duplication of court services.

The Municipal budget constraints created by the passage of Proposition 13 in 1978 continues to erode city revenues. Recent resource transfers from city and county governments to public schools have forced most municipalities within San Bernardino County to cut services and raise revenues.

Local newspaper articles describing the economic plight of the cities within San Bernardino County have become weekly events. Several city councils have appointed "Blue Ribbon Committees" to examine law enforcement expenses. The blue ribbon budget committees for the City of Fontana, California has publicly criticized the amount of money currently spent per capita by the Fontana Police Department.³⁴

Costs per capita and law enforcement budgets as a percentage of the general fund are quite different when comparing cities with their own police departments and cities that contract with the San Bernardino County Sheriff's Department. The following data indicates the difference in costs only.³⁵

FISCAL YEAR 1992-93 GENERAL FUND AND POLICE BUDGETS

<i>CITY</i>	<i>CITY BUDGET</i>	<i>POLICE BUDGET</i>	<i>%OF BUDGET</i>	<i>CITY POPULATION</i>	<i>PER CAPITA COST</i>
Adelanto	\$5,139,875	\$1,281,526	24.93%	8,600	\$149.01
Barstow	\$7,936,020	\$3,451,475	43.49%	21,834	\$158.08
Chino	\$22,841,001	\$11,275,163	49.36%	60,575	\$186.14
Colton	\$25,031,000	\$10,155,000	40.57%	75,700	\$134.15
Fontana	\$36,923,321	\$14,273,230	38.66%	97,507	\$146.38
Montclair	\$16,500,000	\$5,340,000	32.36%	28,500	\$187.37
Ontario	\$69,072,816	\$23,827,283	34.50%	138,830	\$171.63
Redlands	\$30,954,649	\$8,739,009	28.23%	63,200	\$138.28
Rialto	\$25,797,387	\$10,519,032	40.78%	77,307	\$136.07
San Bernardino	\$70,677,588	\$27,859,248	39.42%	175,813	\$158.46
Upland	\$23,224,547	\$8,937,774	38.48%	64,044	\$139.56
TOTAL/AVERAGE	\$334,098,204	\$125,658,740	37.61%	811,910	\$154.77

<i>CONTRACT CITY</i>	<i>CITY BUDGET</i>	<i>*POLICE BUDGET</i>	<i>%OF BUDGET</i>	<i>CITY POPULATION</i>	<i>PER CAPITA COST</i>
Apple Valley	\$17,273,290	\$3,438,398	19.91%	52,357	\$65.67
Big Bear Lake	\$8,169,538	\$1,176,070	14.40%	5,594	\$210.24
Chino Hills	\$9,855,500	\$2,656,894	26.96%	44,000	\$60.38
Grand Terrace	\$4,376,382	\$939,233	21.46%	13,023	\$72.12
Hesperia	\$8,005,888	\$3,481,436	43.49%	57,638	\$60.40
Highland	\$6,951,826	\$2,211,216	31.81%	37,087	\$59.62
Loma Linda	\$6,491,656	\$1,145,134	17.64%	19,994	\$57.27
Needles	\$2,873,134	\$1,317,706	45.86%	6,004	\$219.47
Rancho Cucamonga	\$26,140,970	\$6,891,026	26.36%	110,466	\$62.38
Twentynine Palms	\$2,357,750	\$1,113,678	47.23%	12,865	\$86.57
Victorville	\$62,632,675	\$5,139,999	8.21%	49,197	\$104.48
Yucaipa	\$5,889,000	\$2,104,593	35.74%	35,424	\$59.41
Yucca Valley	\$3,069,000	\$1,196,718	38.99%	25,500	\$46.93
TOTAL/AVERAGE	\$164,086,609	\$32,812,101	20.00%	469,149	\$69.94

* \$ Amount of Contract only
3/23/93

Expenditures alone should not determine whether a consolidated law enforcement effort is needed within San Bernardino County. Service needs vary throughout the county based on population densities, economic incomes and the desires of the people in the various communities served.

A 1992 annual Federal Bureau of Investigation Uniform Crime Report indicated that San Bernardino Counties 74.6 per 1,000 residents was the highest violent crime rate per capita in California.³⁶ Violent crime would include crimes involving death or serious physical or emotional injury. The following data was used for comparison.³⁷

Ventura County	43.0 per 1,000 residents
Orange County	56.3 per 1,000 residents
San Diego County	66.1 per 1,000 residents
Los Angeles County	74.1 per 1,000 residents
San Bernardino County	74.6 per 1,000 residents
California State Avg.	66.8 per 1,000 residents
United States Avg.	56.6 per 1,000 residents

The high violent crime rate within San Bernardino County helps illustrate the fact that the current fragmented public safety delivery system that now exists within San Bernardino County needs to be re-examined. The questioning of the costs for law enforcement services, the demand for greater accountability for the level of police services, the rising concentrations of people in traditional rural counties, and the level of crime in that environment make the issue of law enforcement consolidation one worthy of future study.

STUDY OVERVIEW

The study is presented in three sections. The first section is a futures study that identifies ten events and ten trends that impact the issue. A future scenario is developed based on the identified events and trends.

Section two is a strategic management plan. The strategic management plan utilizes the STEEP and WOTS UP process in identifying impacted stakeholders. Once the stakeholders are identified an implementation plan is designed to manage the selected strategy.

The final section known as transition management identifies the critical mass players and implements the strategic plan on the chosen agency.

The study will provide insight to future law enforcement leaders that may be called on to manage police consolidation efforts in the next ten years.

SECTION II

FUTURES STUDY

The issue and sub-issue are examined in this section. Ten relevant events and trends are identified, forecasted and analyzed.

THE ISSUE

A review of current literature by the author and interviews with executive level law enforcement officials within Southern California was conducted. The following issue was developed for study.

WHAT IMPACT WOULD CONSOLIDATION OF MUNICIPAL LAW ENFORCEMENT HAVE ON SERVICE IN A LARGE URBAN COUNTY BY THE YEAR 2003?

SUB-ISSUES

The author and five colleagues formed a focus group to identify three sub-issues that would impact the issue of law enforcement consolidation over the period of 1993-2003.

The five members of the focus groups were:

Thomas Denham, Chief of Police, Loma Linda Police Department
(Contract city/San Bernardino County Sheriff's Department)

Lewis W. Nelson, Chief of Police, Redlands Police Department

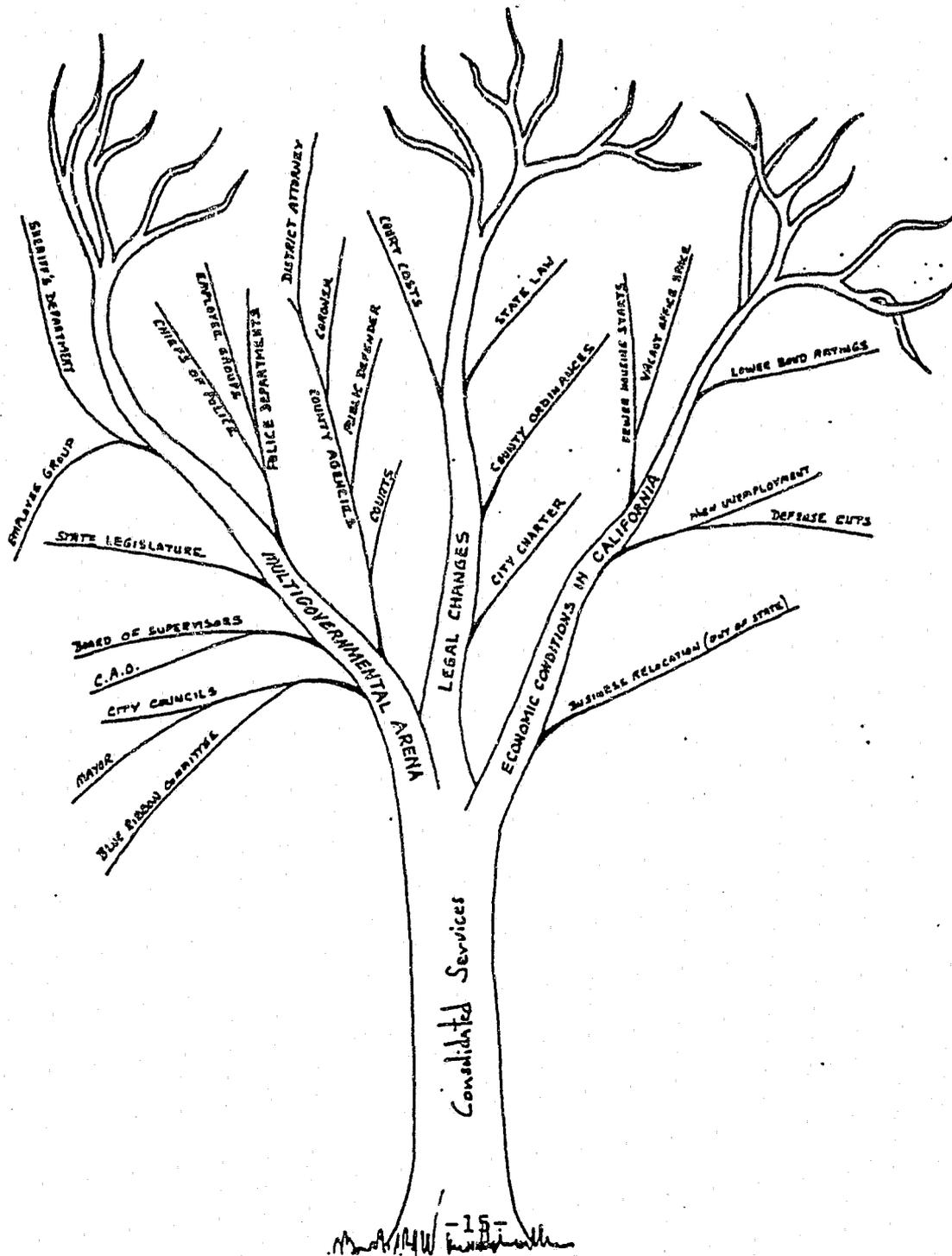
Frank Scialdone, Captain, Fontana Police Department

Robert Cashion, Captain, Manhattan Beach Police Department

Thomas Gabor, Lieutenant, Culver City Police Department

RELEVANCE TREE

The focus group assisted in the development of the relevance tree. The purpose of the relevance tree is to illustrate the relationship between the sub-issues and the general issue of consolidation. The following is an illustration of the relevance tree developed during this process.



THE FOLLOWING SUB ISSUES WERE IDENTIFIED

1. What effect will the economic conditions within California have on consolidation?
2. How will consolidation of services be achieved within a multi-governmental arena?
3. What legal changes would be necessary for consolidation to occur?

TREND AND EVENT IDENTIFICATION

The author met with eleven professionals and, using the Nominal Group Technique (NGT), a list of 38 events and 20 trends relevant to the issue questions were identified.

The panel consisted of the following members:

Nancy Bohl, Psychologist, San Bernardino, California

Ronald Cochran, Affirmative Action Officer, San Bernardino County Sheriff's Department

Paul Curry, Legislative Officer, San Bernardino County Sheriff's Department

Thomas Denham, Chief of Police, Loma Linda, California

Mike Howell, Sergeant, San Bernardino County Sheriff's Department,

Bruce Jackson, Financial Officer, San Bernardino County Sheriff's Department

Barry Johnson, Assistant City Manager, City of Loma Linda

Linda Matthews, Personnel Officer, County of San Bernardino

Tom Schwab, City Manager, City of Grand Terrace

Sherry Stewart, Lieutenant/Employment Specialist, San Bernardino County Sheriff's Department

Bob Tremaine, Contract Manager, San Bernardino County Sheriff's Department

NGT PANEL INSTRUCTIONS

One week prior to the actual NGT exercise, each member of the panel was provided an agenda and overview outline of the NGT process. The outline explained the Command College objectives as well as a brief explanation of what was to be accomplished in the NGT process. The outline included an explanation of the topic issue as well as the three sub-issues. The differences between an event and a trend was also illustrated. While selecting the events a silent voting, collection and discussion process was used.

EVENTS SELECTED FOR FORECASTING

The NGT panel first identified 38 events.

The original 38 events included:

1. Large earthquake of 8.0 hits California
2. Gasoline vehicles outlawed
3. County divides in half for economic purposes
4. Sheriff contracts with all cities for law enforcement
5. Regional planning counsel replaces State Planning Unit
6. Emergency radio systems used countywide
7. State takes all property tax
8. All Vice crimes become legal
9. Gasoline hits \$5.00 per gallon
10. Private law enforcement contracts are signed
11. Judges dismiss all court cases where officers must testify
12. POST adopts police licenses
13. Ross Perot becomes president
14. Instant death sentence on second violent felony
15. Female governor elected
16. All handguns declared illegal
17. Complete computer shutdown results in the loss of all statewide law enforcement records
18. Citizens pay money for law enforcement services on a per call basis
19. State law enforcement is federalized
20. State asset seizure laws appealed

21. Every non felon gets concealed weapons permit issued
22. Property taxes raised to meet law enforcement service needs
23. Law passes that mandates minimum staffing level for law enforcement
24. US military takes over all drug investigations
25. State borders closed to everyone wishing to move to California
26. Race riots devastate the state
27. State welfare costs consume 50% of the state's budget
28. 80% of the state's budget is controlled by the initiative process
29. Mass transit system utilized statewide
30. Metal detectors placed in all doorways of all government buildings
31. AIDS virus becomes airborne
32. Public school choice adopted
33. California goes bankrupt
34. Gambling becomes legal in California
35. Police and fire services are combined
36. Consolidation of all courts statewide
37. No misdemeanor prosecution
38. State politicians paid based on actual hours worked

The following 10 events were chosen utilizing a silent voting technique. The panel narrowed down their choices to the top 10 events that would have the greatest impact on the selected topic.

THE TOP TEN EVENTS ARE:

1. State takes all property tax
2. California goes bankrupt
3. Sheriff contracts with all cities for law enforcement
4. Citizens pay money for law enforcement services on a per call basis
5. Property taxes raised to meet law enforcement service needs
6. Police and fire services are combined
7. Consolidation of all courts statewide
8. All vice crimes become legal
9. Race riots devastate the state
10. Law passes that mandates minimum staffing level for law enforcement

The events are listed in priority order with event #1 receiving the greatest support from the NGT panel.

TRENDS SELECTED FOR FORECASTING

The NGT panel identified 20 trends that would significantly influence the issue of law enforcement consolidation by the year 2003.

1. The degree that health care and welfare costs consume the state budget
2. Amount of money to defend law enforcement in civil suits
3. Level of violent crime
4. Level of negative media relations
5. Liberal attitude towards criminals
6. Amount of revenue available
7. Emphasis of community based policing
8. Size of law enforcement services
9. Lack of self/family safety
10. Use of workers' compensation claims
11. Level of police/law enforcement response to prior crimes
12. Certain hours of non-operation for law enforcement
13. Technology changes
14. Use of employee benefits
15. Pay law enforcement for the number of calls and reports taken
16. Number of multi agency task forces (law enforcement)
17. Number of joint police power agreements
18. Minimum training standards for law enforcement
19. Degree in which government agencies charge each other for services
20. Level of minimum qualifications for law enforcement employment (sworn)

Using the same winnowing technique, the panel identified the 10 most significant trends as related to the selected topic.

1. Amount of revenue available
2. Number of multi agency task forces (law enforcement)
3. Number of joint police power agreements
4. Level of violent crime
5. Use of employee benefits
6. Degree that health care and welfare costs consume the state budget
7. Level of police/law enforcement response to past crimes
8. Degree in which government agencies charge each other for services
9. Size of law enforcement services
10. Level of minimum qualifications for law enforcement employment (sworn)

EVENT EVALUATION CHART

The following event evaluation chart shows the years until the probability of the event first exceeds zero. The probability of the event occurring five and ten years from now, as well as the positive and negative impact of the event on the issue. The data for the chart was obtained from the NGT Panel (all figures are medians). The positive and negative area of the chart shows what type of impact each event will have on the issue of law enforcement consolidation.

EVENT EVALUATION CHART

EVENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY 0-100%		IMPACT ON THE ISSUE IF EVENT OCCURS	
		5 YEARS FROM NOW (1993)	10 YEARS FROM NOW (1993)	POSITIVE 0-10	NEGATIVE 0-10
E1	3	60	80	4	6
E2	4	60	45	0	3
E3	6	0	80	3	1
E4	5	0	50	1	6
E5	4	70	80	5	5
E6	5	0	20	6	2
E7	2	50	50	1	0
E8	4	10	20	3	5
E9	4	40	60	5	5
E10	6	0	50	5	5

PANEL MEDIAN N - 11
LEGEND:

- E1 STATE TAKES ALL PROPERTY TAX
- E2 CALIFORNIA GOES BANKRUPT
- E3 SHERIFF CONTRACTS WITH ALL CITIES FOR LAW ENFORCEMENT
- E4 CITIZENS PAY FOR LAW ENFORCEMENT SERVICES ON A PER CALL BASIS
- E5 PROPERTY TAXES RAISED TO MEET LAW ENFORCEMENT SERVICE NEEDS
- E6 POLICE AND FIRE SERVICES ARE COMBINED
- E7 CONSOLIDATION OF ALL COURTS STATEWIDE
- E8 ALL VICE CRIMES BECOME LEGAL
- E9 RACE RIOTS DEVASTATE THE STATE
- E10 LAW PASSES THAT MANDATES MINIMUM STAFFING LEVEL FOR LAW ENFORCEMENT

TREND EVALUATION CHART

A trend evaluation form was used by the NGT Panel to obtain the group's estimate level of each trend five years ago (1988) and what each event will be in five years (1998) and ten years (2003).

The values given to the present year (1993) is 100. The following table represents the trend level estimates using the median for the ten selected trends. The Trend Evaluation Chart shows the significance of each trend over a fifteen year period of time.

TREND EVALUATION CHART

TREND	5 YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
T1	80	100	105	130
T2	60	100	125	150
T3	80	100	130	150
T4	75	100	140	140
T5	70	100	120	140
T6	75	100	120	140
T7	100	100	75	60
T8	80	100	120	150
T9	40	100	120	135
T10	85	100	105	110

PANEL MEDIAN N = 11

LEGEND:

- T1 AMOUNT OF REVENUE AVAILABLE
- T2 NUMBER OF MULTI-AGENCY TASK FORCE (LAW ENFORCEMENT)
- T3 NUMBER OF JOINT POLICE POWER AGREEMENTS
- T4 LEVEL OF VIOLENT CRIME
- T5 USE OF EMPLOYEE BENEFITS
- T6 DEGREE THAT HEALTH CARE AND WELFARE COSTS CONSUME THE STATE BUDGET
- T7 LEVEL OF POLICE/LAW ENFORCEMENT RESPONSE TO PAST CRIMES
- T8 DEGREE IN WHICH GOVERNMENT AGENCIES CHARGE EACH OTHER FOR SERVICES
- T9 SIZE OF LAW ENFORCEMENT SERVICES
- T10 LEVEL OF MINIMUM QUALIFICATIONS FOR LAW ENFORCEMENT (SWOP)

EVENT FORECASTING

The event graphs show the probability of an event occurring over a ten year period of time. The middle line shows the median for each event. The two outer lines represent the high and low deviations from the median. The vertical scale is broken down by percentages. The percentage indicates the probability of the event occurring. The horizontal axis shows the probability of the event occurring in a particular year (1993-2003).

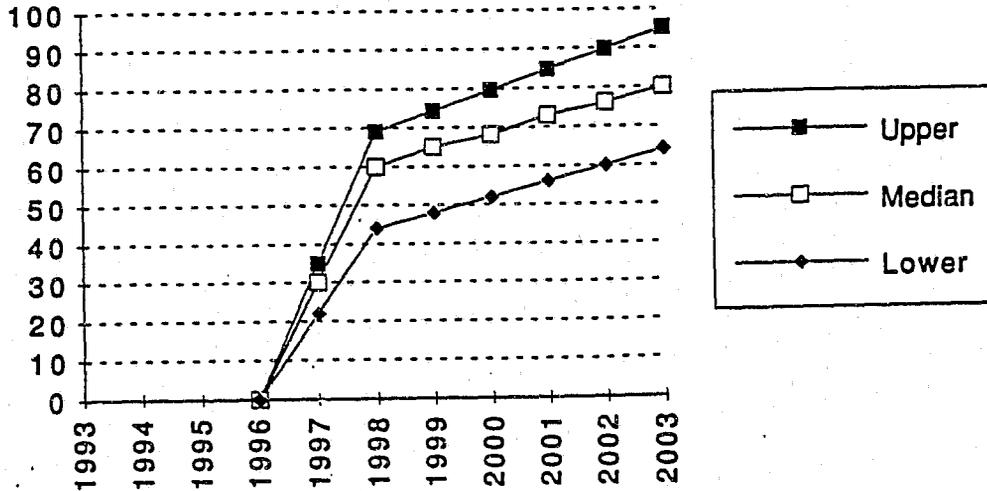
THE MEAN DEVIATION

The use of the upper and lower mean deviations from the median softens the possibility of a single individual or small group of individuals from skewing the data. This was used on all of the following trend and event graphs, even though there may have been a close consensus on the issue.

EVENT GRAPHS

A brief explanation of each event and interpretation of the data is included with each graph. In order to read the graphs, one can look at the graph for event #1. It shows at the median range (opinions of the polled groups) probability for the State of California to take all property tax is 60% by the year 1998. This probability increases to 73% by the year 2001.

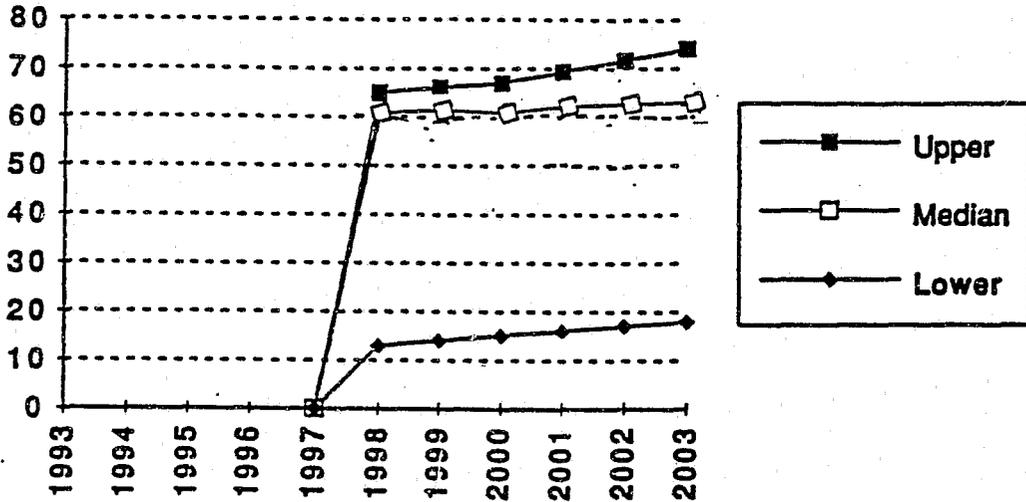
EVENT 1. STATE TAKES ALL PROPERTY TAX
 (Median estimate and high and low deviations)



Definition: State of California takes all property tax collection away from counties, cities and special districts.

Interpretation: Currently, property tax is paid to county tax collectors. The forecast suggests that some type of change may occur as to the collection and distribution of property tax. Although the probability of the event occurring rises rather sharply from 1996 to 1998, it levels off from year #6 on. The economic uncertainty facing California's economy helps to generate the rapid rise during the years 1996-1998. The chart depicts a 50% probability of this occurring between year four and five. The high and low range shows a close consensus.

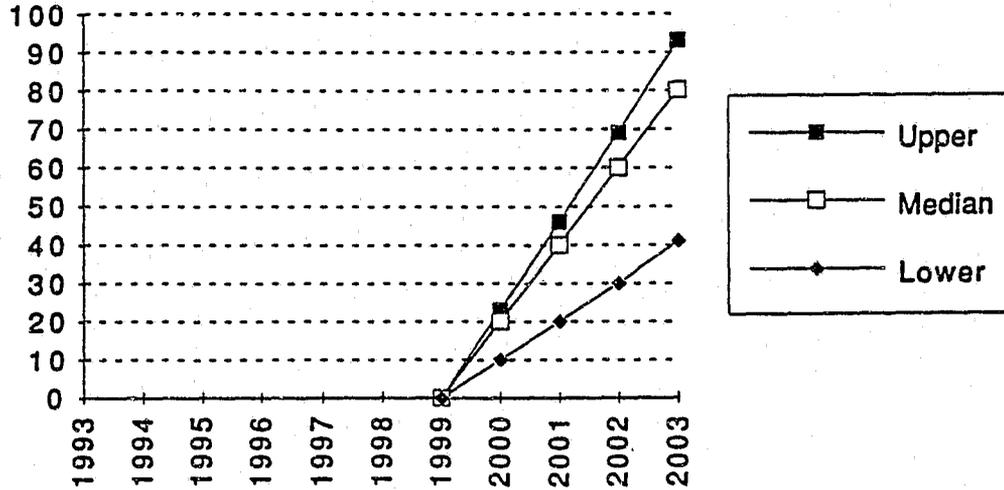
EVENT 2. CALIFORNIA GOES BANKRUPT
 (Median estimates and high and low deviations)



Definition: The state government declares itself "bankrupt". Government at the state level dissolves.

Interpretation: It would appear that the current State of California's economy plays an important role in this event. This event has a 60% chance of occurring by the year 1998. The trend from year 1999 on appears to indicate concern over the states sluggish economy. The lower deviation indicates a slim chance of this occurring. (State law actually prohibits this).

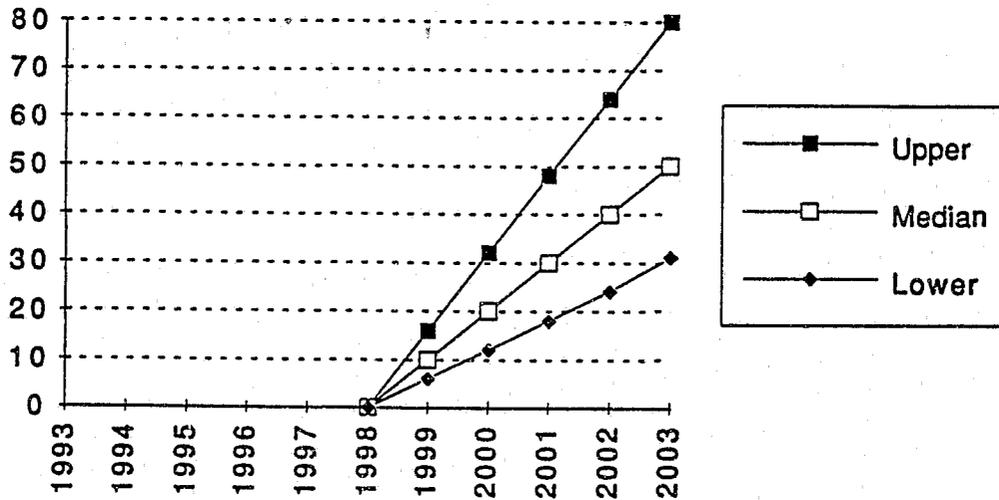
**EVENT 3. SHERIFF CONTRACTS WITH ALL CITIES
FOR LAW ENFORCEMENT**
(Median estimates and high and low deviations)



Definition: The Sheriff of the large urban county becomes the sole law enforcement agency for the county. All municipal Law Enforcement Agencies are either absorbed into the Sheriff's Department or disbanded completely.

Interpretation: The median indicates some resistance of this until 1999. The last three years shows a dramatic rise in probability. This is a result of the breakdown of resistant style politics that prevent cities from giving away any political control over the police departments. The lower deviations show die hard local control-type thinking. The upper deviation indicates fiscal conservatism.

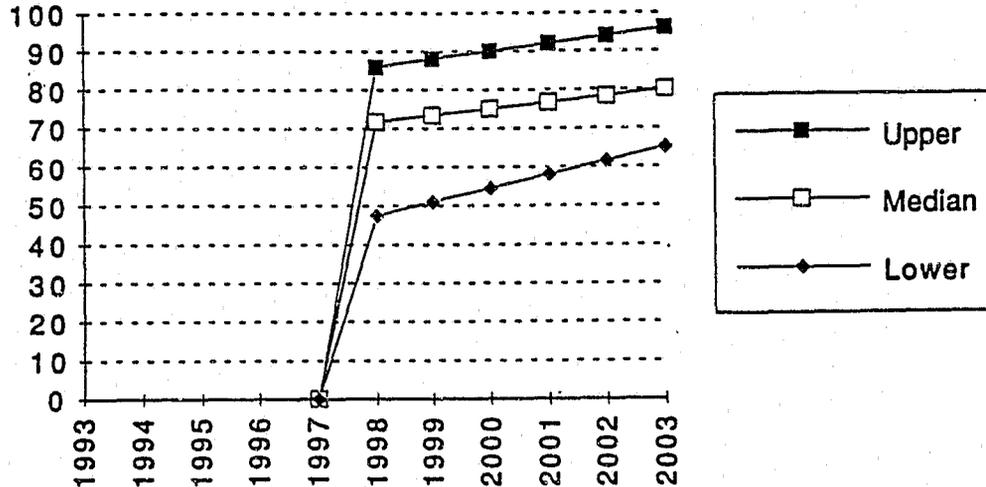
EVENT 4. CITIZENS PAY FOR LAW ENFORCEMENT SERVICES
ON A PER CALL BASIS
(Median estimates and high and low deviations)



Definition: Calls for service of law enforcement will be billed to the citizen. Payment will be direct as per calls delivered.

Interpretation: Law enforcement protection has a history of providing service to its citizens. The chart indicates that the protection of life and property are still very important. People seem willing to fund professional law enforcement services. The upper deviation was caused by the input of the financial experts on the NGT panel who believe that "if you want something, you're going to pay for it."

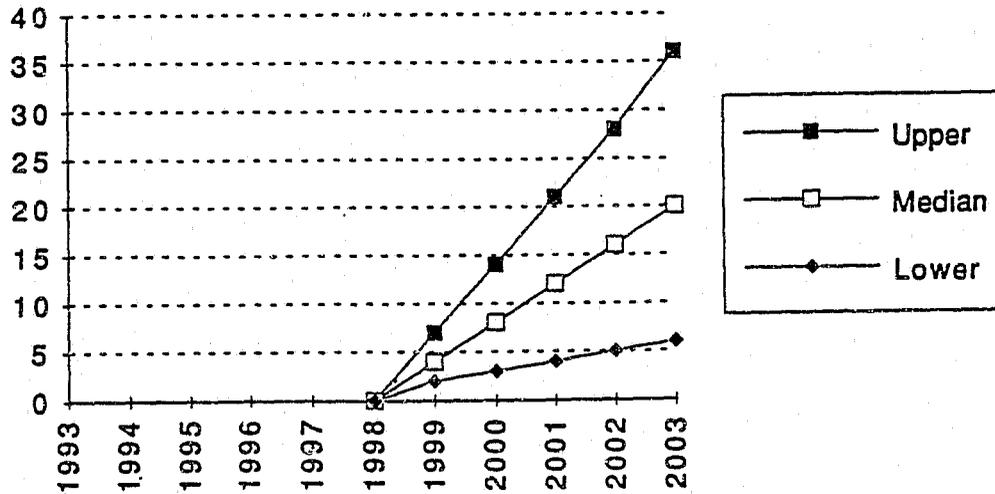
EVENT 5. PROPERTY TAXES RAISED TO MEET
LAW ENFORCEMENT SERVICE NEEDS
(Median estimates and high and low deviations)



Definition: Property taxes will be raised and placed into a protected fund to pay for law enforcement.

Interpretation: This appears to have an excellent opportunity of occurring from 1998 on. Funds must be raised in order to pay for government services. Citizens appear willing to pay higher taxes if their dollars are spent on public safety issues. It appears that the law enforcement profession has at least four years to convince the public that law enforcement can make society a safer place to live.

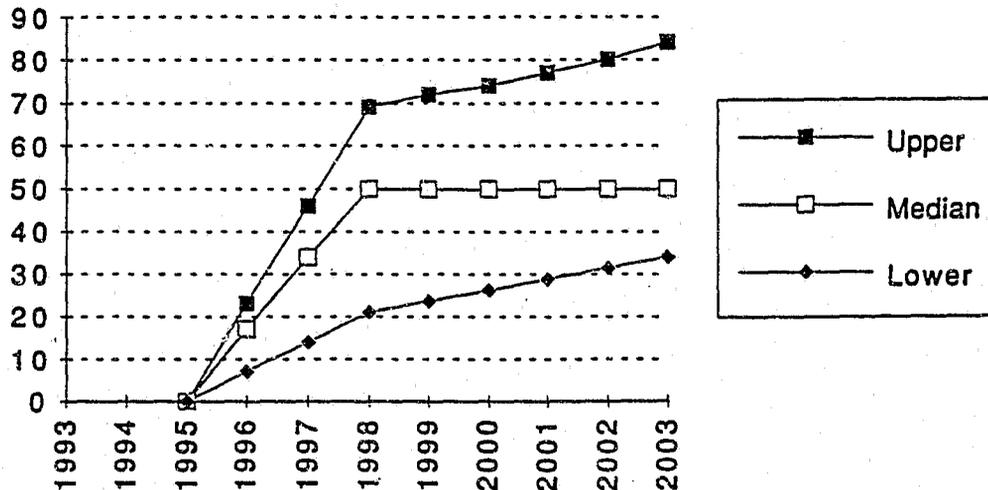
EVENT 6. POLICE AND FIRE SERVICES ARE COMBINED
(Median estimates and high and low deviations)



Definition: Police and fire departments are combined.

Interpretation: Although tried in a few communities in California, the political clout and differences between these two service providers may never be bridged. Each profession has a very long and deep rooted history. Unless significant change occurs, these service providers appear to remain independent of each other.

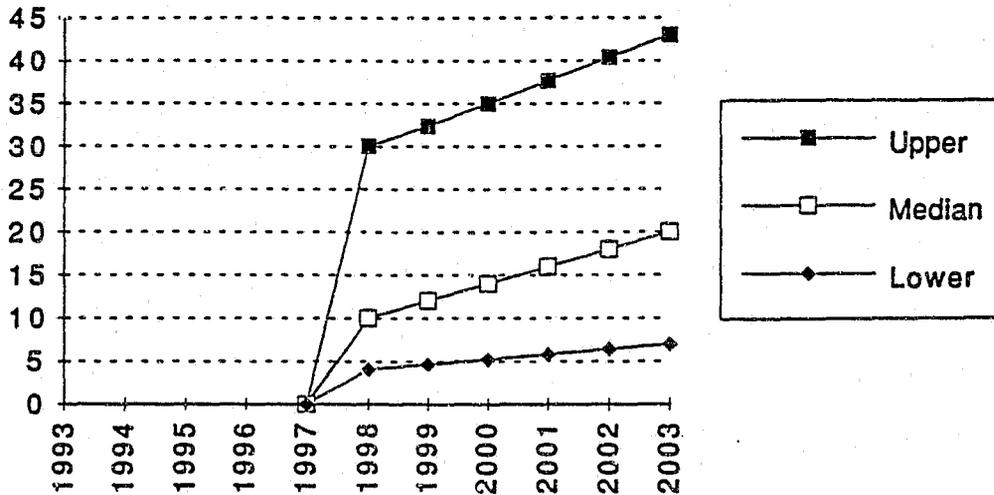
EVENT 7. CONSOLIDATION OF ALL COURTS STATEWIDE
 (Median estimates and high and low deviations)



Definition: Consolidation of all courts statewide (Municipal and Superior), Appellate and State Supreme Court unaffected.

Interpretation: With the backlog of cases facing California courtrooms each day, some type of streamlining appears to be needed. The median indicates the best chance of this occurring by 1998. The political clout of the Judicial Branch limits the probability of 50% at best. The upper deviation is a result of an experiment with several counties that began consolidation of Municipal and Superior courts in 1993. The "test case" counties may have set a good example (San Bernardino County consolidated in 1993).

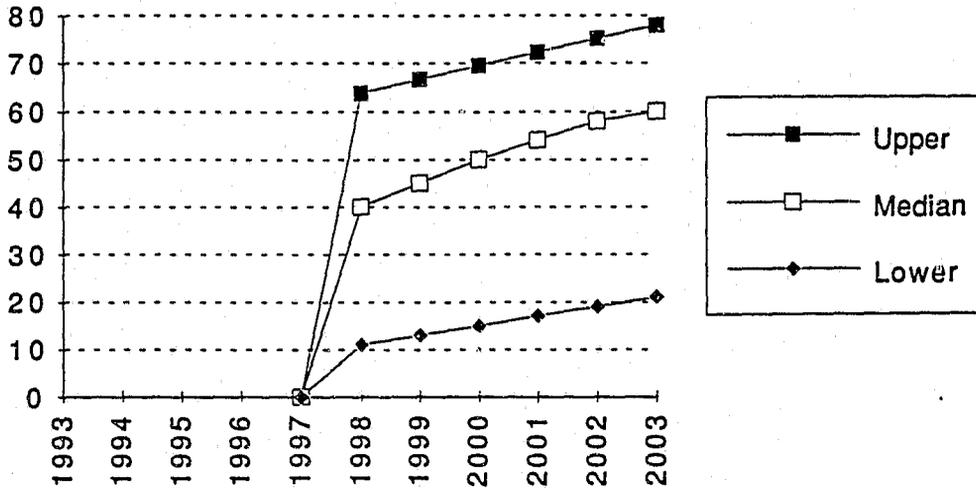
EVENT 8. ALL VICE CRIMES BECOME LEGAL
(Median estimates and high and low deviations)



Definition: All vice crimes such as gambling, prostitution and narcotics use become decriminalized.

Interpretation: Society will not accept the idea of decriminalizing vice crimes. The upper deviation may be a result of the data collection from those that see reduction of vice activities as a revenue generating adventure. The lower data however, gives legalization of vice crimes over the next ten years a very slim chance of becoming a reality.

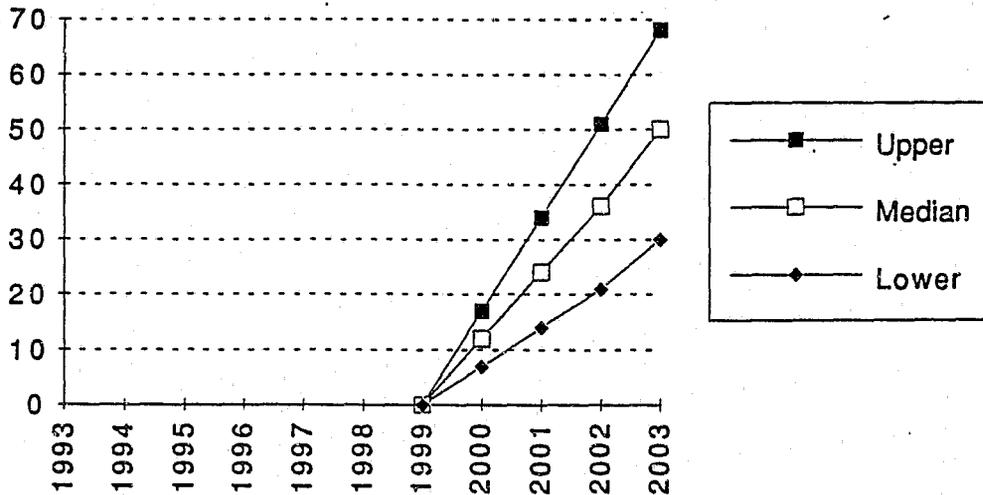
EVENT 9. RACE RIOTS DEVASTATE THE STATE
 (Median estimates and high and low deviations)



Definition: Race riots break out throughout the state. The fiscal and social damage cripples California's economy.

Interpretation: The Los Angeles riot of 1992, contributed to the projected racial unrest of the next ten years. The median shows that although the probability doesn't reach 50% until the year 2000, concerns about "living the good life" must be taken into consideration. The year 2000 is just about the time that the current Anglo majority population in California becomes the minority. This chart has "explosive" costs. The lower deviations are the optimists who believe that equity can and will be achieved.

**EVENT 10. LAW PASSES THAT MANDATES MINIMUM STAFFING
LEVEL FOR LAW ENFORCEMENT**
(Median estimates and high and low deviations)



Definition: California passes a law that sets statewide standards for police staffing levels. Standards become more than the recommendations that now exist. Maintaining standards would be enforceable by law.

Interpretation: The maximum median probability of this occurring is only 50% by the year 2003. It appears that local control is still the desired form of government. Some concerns may be given to the idea of avoiding a "police like" state. This thought is indicated in the lower deviation. The upper deviation appears to depict a desire to raise the number of law enforcement officers.

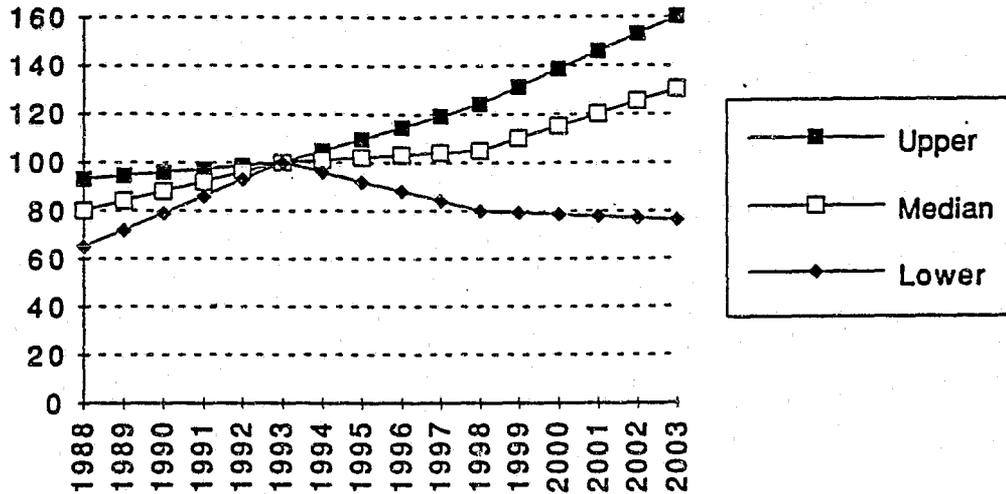
TREND FORECASTING

Using the data obtained from the NGT exercise the author designed the following trend graphs. The graphs for the trend projections show the forecast of a trend over a ten year period of time. Also added to the trend graphics is a review of data projected from five years ago (1988), today (1993) and ten years into the future (2003).

The vertical axis of each group is broken down by a ratio scale. A value of 100 is given to today (1993). The projections show what percentile the current value (100) will be in each of the forthcoming ten years, as well as applying a value to the trend five years ago (1988). The horizontal axis shows the value of each trend during the 15 year "window of examination" (1988-2003).

An examination of trend #2 shows that the trend of "The number of multi agency task forces" over the next ten years. In 1988 the value is 60, or 60% of today's value. In 1998 is 125 or an increase of 25% from today (100). The year 2003 shows a 50% increase (150) from today's median value of 100 in 1993.

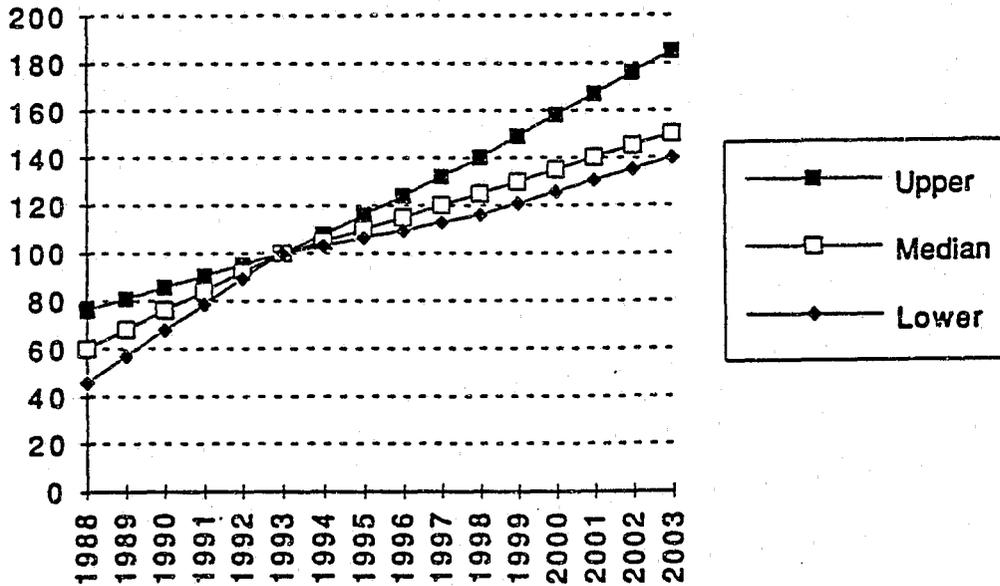
TREND 1. AMOUNT OF REVENUE AVAILABLE
 (Median estimates and high and low deviations)



Definition: Revenues available to finance government operations.

Interpretation: California has experienced severe budget cuts during the last two years. The years between 1993 and 1998 show a true lack of growth for governmental use. Moderate growth is seen during the years 1999 to 2003. It appears that funds for governmental use will increase after the fear of the current recession wears off. The bottom deviation indicates little overall growth from 1998 to 2003.

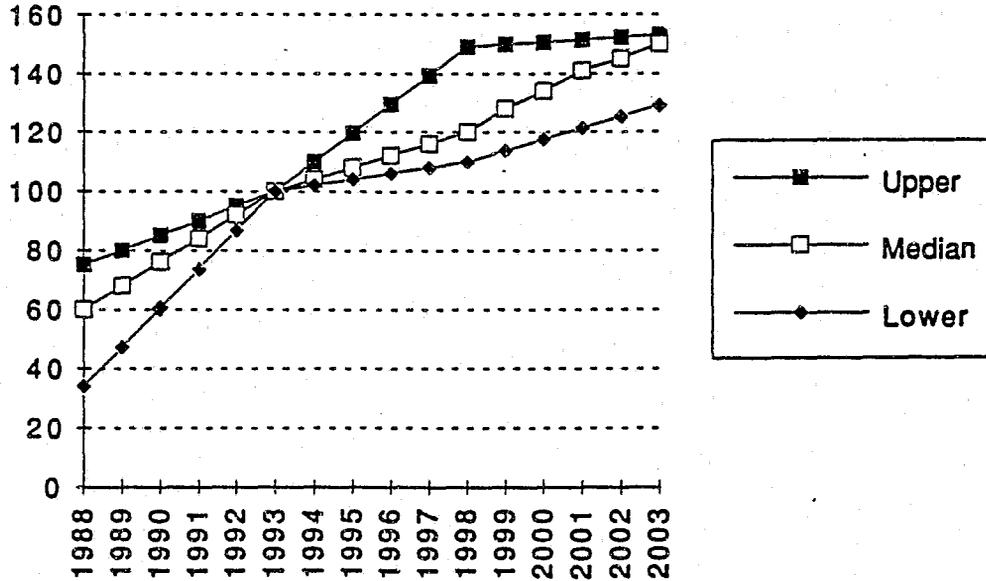
**TREND 2. NUMBER OF MULTI-AGENCY
TASK FORCES (LAW ENFORCEMENT)**
(Median estimates and high and low deviations)



Definition: Multi-agency task forces are being used to address various crime problems.

Interpretation: Since 1988, the use of multi-agency task forces has increased by 40%. Tight budgets and regional operations in the narcotic enforcement areas has helped generate this growth. It appears that multi-agency task forces are going to continue to be an effective way to "pool" resources. The deviations appear to remain constant with the median through year 1998. From 1998 to 2003 upper deviation shows an even greater use of multi-agency task forces.

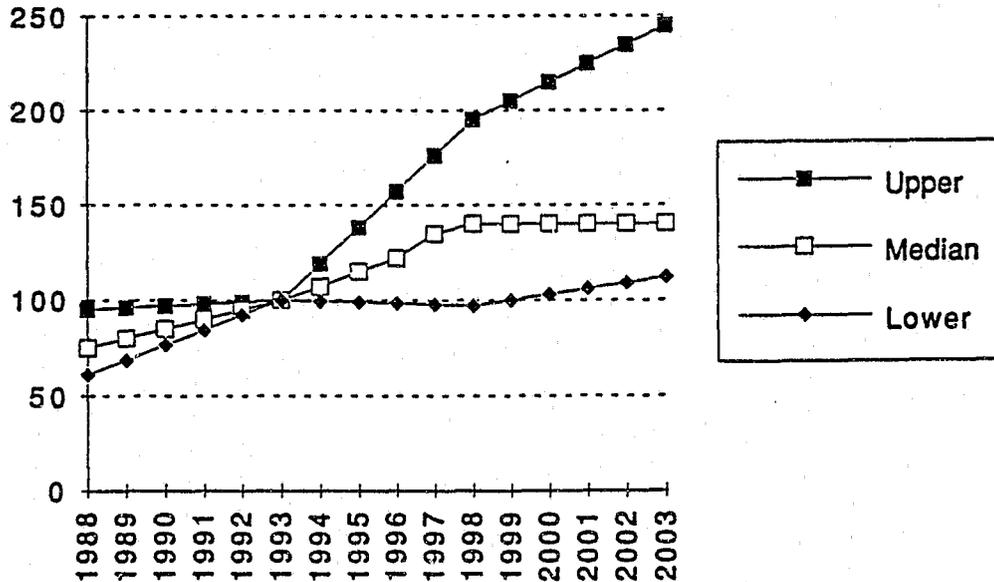
**TREND 3. NUMBER OF JOINT POLICE POWER AGREEMENTS
(Median estimates and high and low deviations)**



Definition: Law enforcement agencies empower each other to provide various services to adjacent areas of jurisdiction.

Interpretation: Tight fiscal budgets have forced law enforcement agencies to band together to provide joint services. The likelihood of this occurring over the next ten years increases by 50%. The deviations are very close, showing agreement among the "N.G.T." Panel. Slow acceptance appears from 1993 to 1998.

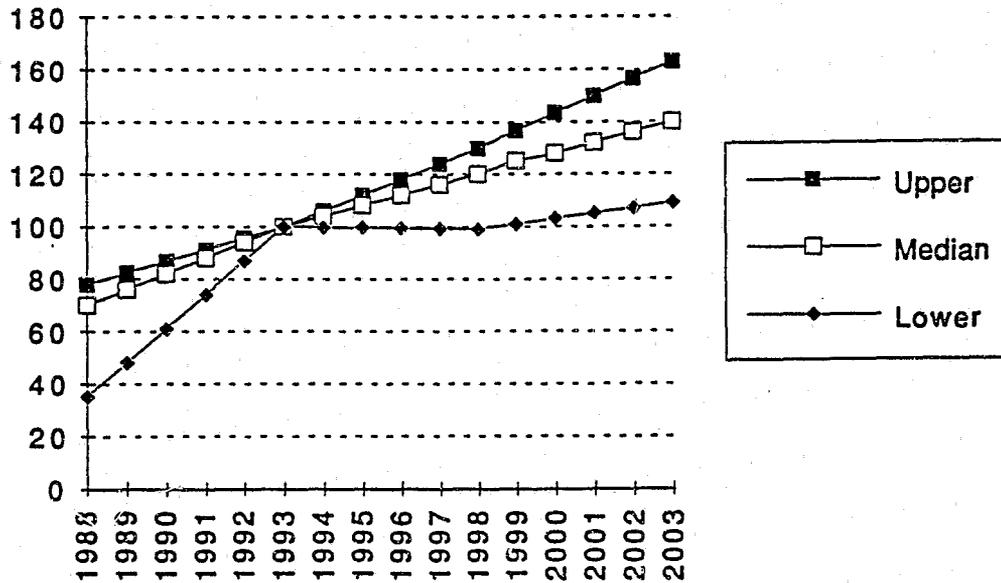
TREND 4. LEVEL OF VIOLENT CRIME
 (Median estimates and high and low deviations)



Definition: Violent crime includes murder, rape, robbery, assault with a deadly weapon, kidnap, and any crime that causes great physical harm.

Interpretation: Although the data indicates a 20% increase in violent crime during the last 5 years, a very "gloomy" picture appears to be facing law enforcement. The following five years (40% increase) indicates a slower increase in violent crime. The high deviation is extremely alarming (145% increase). The median indicates that society reaches its limits in 1998. Something significant causes the rate to stabilize. Perhaps a new law or judicial procedure?

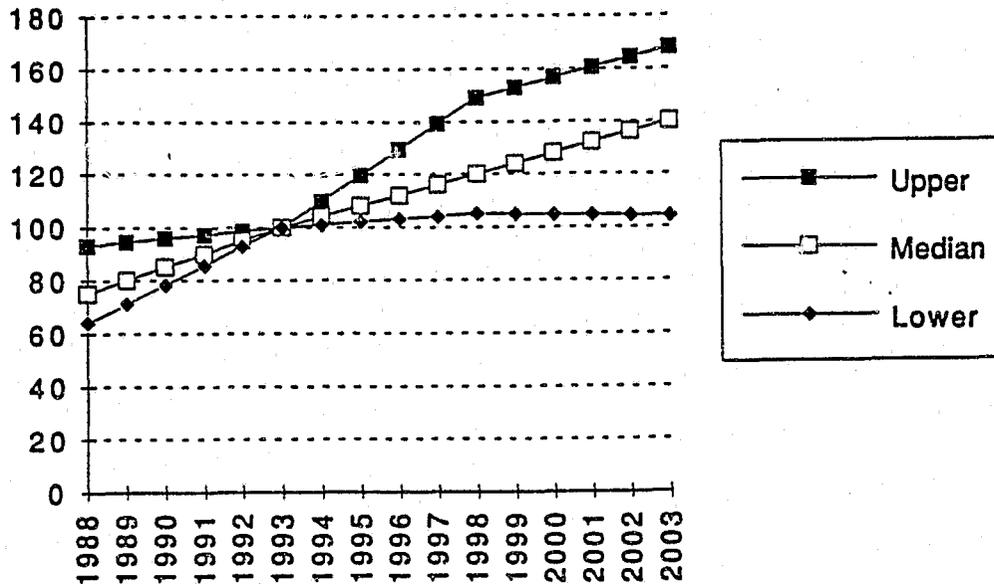
TREND 5. USE OF EMPLOYEE BENEFITS
 (Median estimates and high and low deviations)



Definition: Employee benefits, specifically the abuse of workers' compensation issues are re-examined and greater enforcement applied.

Interpretation: Employee benefits are examined during the next five years. Tougher enforcement of employee benefit abuse begins to occur almost immediately. Some progress between the years of 1993 and 1997 is shown. This is due to the fact that employee groups are very powerful in the political arena. Deviations are close and show a fairly good consensus. Progress is made during the last five years (1997 to 2003)

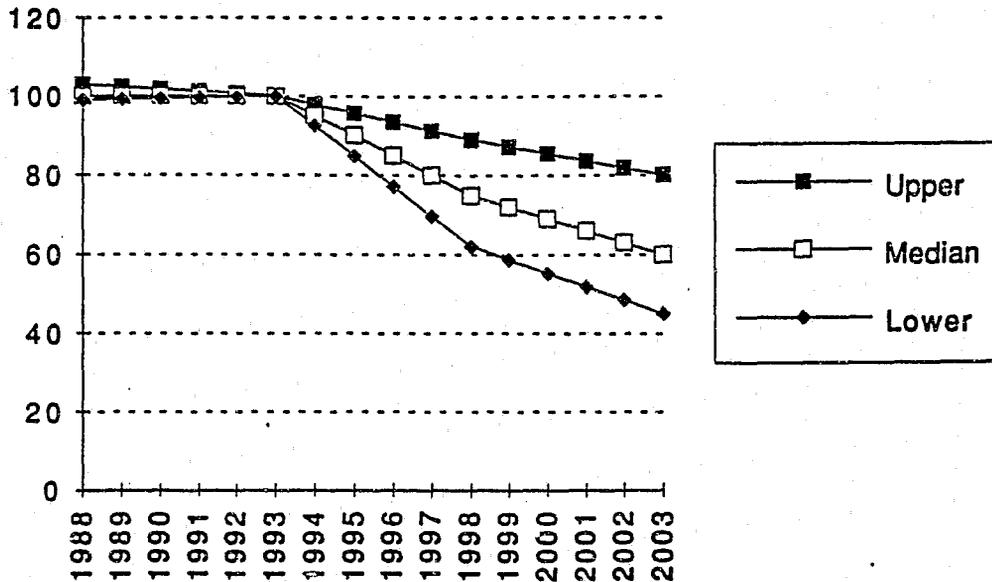
**TREND 6. DEGREE THAT HEALTH CARE AND WELFARE COSTS
CONSUME THE STATE BUDGET**
(Median estimates and high and low deviations)



Definition: Health and welfare costs become so costly that they consume the majority of general tax dollars.

Interpretation: The data indicates a steady increase in the amount of funds allocated to fund Health and Welfare. The chart shows that health care costs will not "flatten out" during the next ten years. The lower deviation may indicate a hope that some form of cost effective national or state health plan becomes a reality.

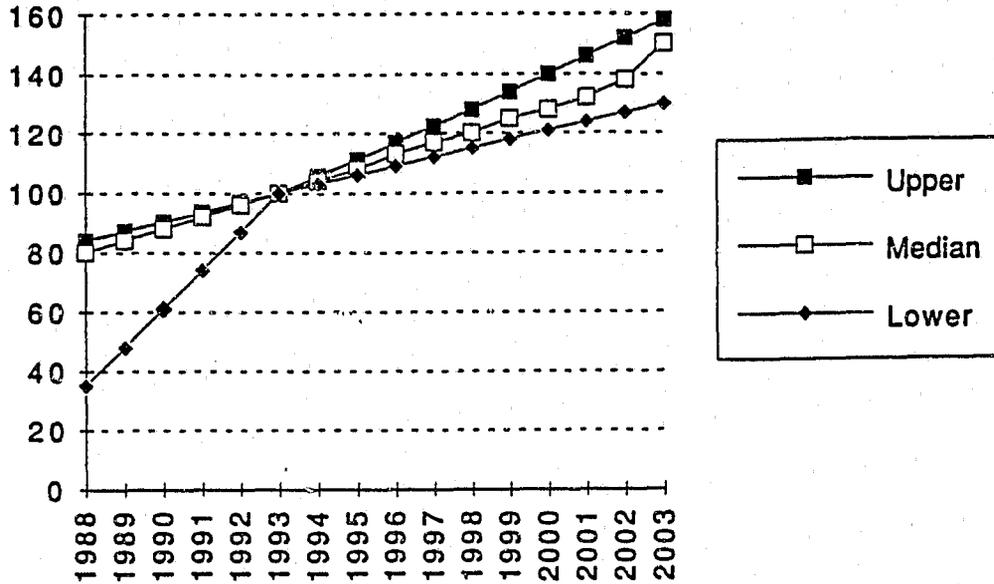
**TREND 7. LEVEL OF POLICE/LAW ENFORCEMENT RESPONSE
TO PAST CRIMES**
(Median estimates and high and low deviations)



Definition: Police currently respond to almost all past crimes, both misdemeanor and felonies.

Interpretation: From 1988 to the present, law enforcement has responded to all types of past crimes in the past. Some are for insurance purposes, or to address an issue that is not of immediate danger. The data indicates that this practice is about to end. As budgets become tighter, calls for service are going to be limited to "in-progress" crimes. Other reporting avenues for past crimes must be found. Law enforcement service "will" be impacted.

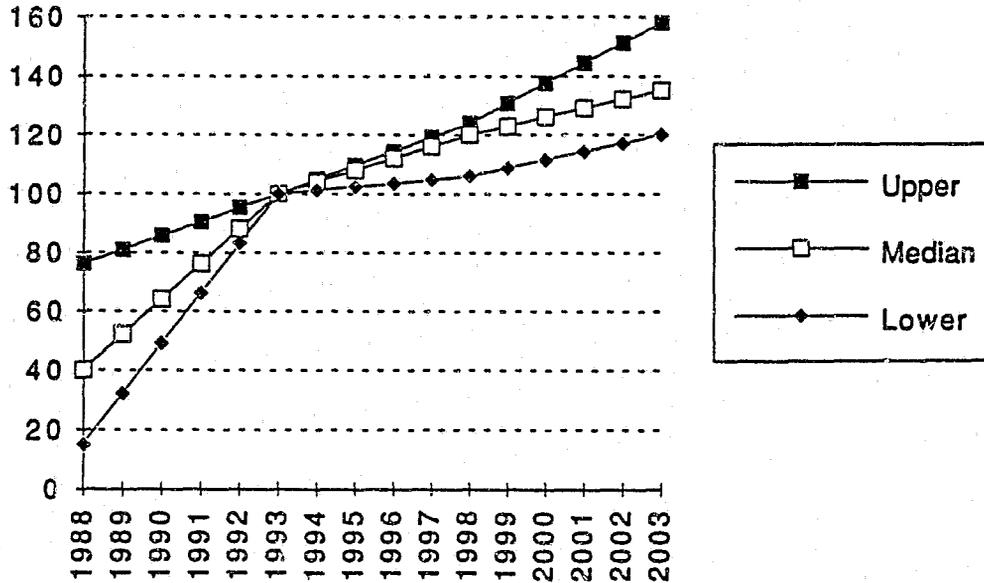
**TREND 8. DEGREE IN WHICH GOVERNMENT AGENCIES
CHARGE EACH OTHER FOR SERVICES
(Median estimates and high and low deviations)**



Definition: Government agencies will bill other agencies for services rendered.

Interpretation: Government agencies will be competing for the same tax dollar. In order to operate, the graph indicates a steady increase in this practice. There is a very tight grouping in the year 1998, indicating a consensus on this issue. Even the lower deviation indicates an increase of 30% by the year 2003.

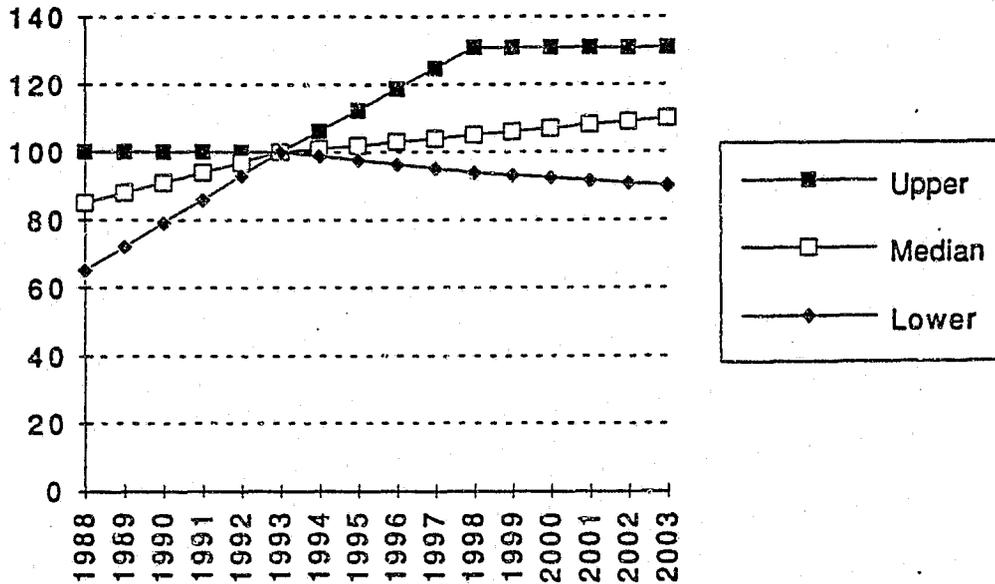
TREND 9. SIZE OF LAW ENFORCEMENT SERVICES
 (Median estimates and high and low deviations)



Definition: Law enforcement agencies will look significantly different than now. Personal and job expectations will decrease.

Interpretation: The median shows a small increase from 1998 to 2003. Increases in this probability may be a direct result of advances in technology as well as a flattening out of the management ranks. The graph indicates that law enforcement will be smaller than it is today.

**TREND 10. LEVEL OF MINIMUM QUALIFICATIONS
FOR LAW ENFORCEMENT EMPLOYMENT (SWORN)
(Median estimates and high and low deviations)**



Definition: Minimum qualifications for safety positions (sworn) are established and enforced.

Interpretation: The median shows little change (10%) over the next ten years. The lower mean deviation actually shows a drop in the standards needed to be an officer. This may be due to budget cutbacks. The numbers indicate a current satisfaction with today's standards.

CROSS IMPACT EVALUATION

The author met with two law enforcement professionals to review the forecasts made by the NGT panel. The two colleagues selected were also members of the original NGT panel.

The two members were:

Paul Curry, Sergeant/Legislative Liaison Officer, San Bernardino County Sheriff's Department

Mike Howell, Sergeant, San Bernardino County Sheriff's Department

The panel estimated the impacts by using an event-to-event cross impact evaluation matrix and an event-to-trend cross impact evaluation matrix.

MATRIX EXPLANATION

The event-to-event cross impact evaluation matrix shows what impact each event will have on the other events. An event cannot impact itself. If an occurred event increases the probability of another event occurring, the number of the cell will be greater than 1.00. If an occurred event decreases the probability of another event occurring, the number in the cell will be less than 1.00. If there is no impact at all, the number 1.00 appears in the cell. The probability of an event impacting another event can be seen by further evaluation of the cell numbers.

The event-to-trend chart shows the probability of each event affecting each trend. The ten events appear vertically on the left side, the ten trends appear horizontally at the top of the matrix. A positive number indicates an increase in the probability of the trend continuing if a particular event occurs. A negative number indicates a decrease in the probability of the trend continuing if a particular event occurs. A zero (0) indicates no impact.

EVENT TO EVENT

Basic Cross Impact Evaluation Matrix

Impacting Event	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10
E1		1	1.7	1.6	0.4	1.3	1.6	0.1	1	1.1
E2	1.9		1.3	1.8	1.7	1.3	1.6	0.1	1.4	0.9
E3	1	1		1.1	1.6	1.2	1.2	0.1	1	1.3
E4	1	1	1.1		1.7	1.4	1	0.3	1	1.7
E5	0.8	1	1.2	1.6		1.7	1	0.1	1	1.9
E6	1	1	1.5	1.6	1.8		1	0.1	1.1	1.8
E7	1.1	0.7	1	1	1	1		0.1	1	1
E8	0.1	0.3	1	1	1.2	1.5	1		1.1	0.9
E9	1.9	1.8	1.8	1.7	1.9	1.9	1.1	0.1		1.8
E10	1	1	1.7	1.4	1.6	1.3	1	0.1	0.6	

LEGEND:

E1. STATE TAKES ALL PROPERTY TAX

E2. CALIFORNIA GOES BANKRUPT

E3. SHERIFF CONTRACTS WITH ALL CITIES FOR LAW ENFORCEMENT

E4. CITIZENS PAY FOR LAW ENFORCEMENT ON A PER CALL BASIS

E5. PROPERTY TAXES RAISED TO MEET LAW ENFORCEMENT SERVICE NEEDS

E6. POLICE AND FIRE SERVICES ARE COMBINED

E7. CONSOLIDATION OF ALL COURTS STATE WIDE

E8. ALL VICE CRIMES BECOME LEGAL

E9. RACE RIOTS DEVASTATE THE STATE

E10. LAW PASSES THAT MANDATES MINIMUM STAFFING LEVEL FOR LAW ENFORCEMENT

EVENT TO TREND

Basic Cross Impact Evaluation Matrix Impacted Trend

Impact- ing Event	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1	99.5	87.5	86.5	0	72	24	7.8	97.1	83	63
E2	99.5	112.5	111.2	12.9	24	0	0	97.1	47.4	42
E3	44.2	100	98.8	-51.6	12	0	7.8	109.3	83	0
E4	22.1	12.5	37.1	25.8	36	0	54.4	24.3	23.7	0
E5	99.5	50	49.4	-38.7	0	0	23.3	97.1	-83	-21
E6	99.5	100	98.8	0	24	0	7.8	24.3	11.9	21
E7	22.1	0	0	12.98	0	0	0	12.1	0	0
E8	44.2	0.75	-61.8	103.2	0	0	15.5	0	11.9	0
E9	-88.4	112.5	-111.2	116.1	0	0	46.6	48.6	-59.3	-31.5
E10	-33.2	12.5	24.7	0	24	0	-15.5	12.1	0	0

LEGEND:

E1. STATE TAKES ALL PROPERTY TAX

E2. CALIFORNIA GOES BANKRUPT

E3. SHERIFF CONTRACTS WITH ALL CITIES FOR LAW ENFORCEMENT

E4. CITIZENS PAY FOR LAW ENFORCEMENT SERVICES ON A PER CALL BASIS

E5. PROPERTY TAXES RAISED TO MEET LAW ENFORCEMENT SERVICE NEEDS

E6. POLICE AND FIRE SERVICES ARE COMBINED

E7. CONSOLIDATION OF ALL COURTS STATEWIDE

E8. ALL VICE CRIMES BECOME LEGAL

E9. RACE RIOTS DEVASTATE THE STATE

E10. LAW PASSES THAT MANDATES MINIMUM STAFFING LEVEL FOR LAW ENFORCEMENT

T1. AMOUNT OF REVENUE AVAILABLE

T2. NUMBER OF MULTI-AGENCY TASK FORCES (LAW ENFORCEMENT)

T3. NUMBER OF JOINT POLICE POWER AGREEMENTS

T4. LEVEL OF VIOLENT CRIME

T5. USE OF EMPLOYEE BENEFITS

T6. DEGREE THAT HEALTH CARE AND WELFARE COSTS CONSUME THE STATE BUDGET

T7. LEVEL OF POLICE/LAW ENFORCEMENT RESPONSE TO PAST CRIMES

T8. DEGREE IN WHICH GOVERNMENT AGENCIES CHARGE EACH OTHER FOR SERVICES

T9. SIZE OF LAW ENFORCEMENT SERVICES

T10. LEVEL OF MINIMUM QUALIFICATIONS FOR LAW ENFORCEMENT EMPLOYMENT (SWORN)

ANALYSIS OF CROSS IMPACT DATA

An examination of the matrix data indicates several interesting analysis. An analysis of the data shows that event #1 (State takes all property tax) will have a great impact on the sheriff contracting with the other cities in the county for law enforcement services (event #3).

The issue of property tax also has an impact on law enforcement training. If event #5 (Property tax raised to meet service needs) were to occur, there is a 90% probability that event #10 (Minimum staffing) would also occur. This would indicate that minimum staffing needs would be a spending priority for increased revenues.

Event #9 (Race riots) appears to have one of the greatest impacts on the events and trends. If race riots began to devastate the state, several events would have a very high probability of occurring. There would be a 90% probability that the State of California would take all property tax (E1). Use a greater portion of it to fund (E5) a combined police and fire (E6) public safety operation. Race riots would also increase the use of violent crime (T4) the use of joint police power agreements (T3) and the use of multi agency task forces (T2).

In summary, the events and trends that impact each other on revenue increases and expenditures have a great impact on the types of law enforcement that can be delivered. In essence, the type of services as well as the level of services, will depend on what people are willing to pay for.

SCENARIOS OF THE FUTURE

To better understand how the forecasting of events and trends actually impact the future, three scenarios have been written. Scenario One is based on information and data obtained during the nominal group exercise. The individual projection and group consensus on the collected data has provided the basis for Scenario One. Scenario One is considered the most likely to occur.

X IMPACT PROGRAM ("X IMPACT" VERSION 1.X [1992])

A computer program was used to develop alternative futures based upon the originally generated trends and events (10 each) from the NGT. The following data was entered to provide the tables from which to develop alternative futures.

- Event-to-event cross-impact matrix results
- Event-to trend cross-impact matrix results
- Cumulative event probability for 10 events
- Median forecast for 10 trends

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to compliment the "most likely" scenario developed in NGT.

Scenario Two and Three also forecast a future using the X Impact Program. Scenario Two is entitled the "best case scenario" and Scenario Three is entitled the "worst case scenario". These scenarios are on the following iterations.

BEST CASE

1993	1994	1995	1996	1997	1998	2000	2001	2002	2003
0	1	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	1	0
0	0	1	0	0	0	0	0	0	0
0	1	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	0	0
0	1	0	0	0	0	0	0	0	0
1	0	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	0	0

WORST CASE

1993	1994	1995	1996	1997	1998	2000	2001	2002	2003
1	0	0	0	0	0	0	0	0	0
0	1	0	0	0	0	0	0	0	0
0	0	1	0	0	0	0	0	0	0
0	0	1	0	0	0	0	0	0	0
1	0	0	0	0	0	0	0	0	0
1	0	0	0	0	0	0	0	0	0
0	0	1	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	1	0
0	0	0	0	0	0	0	1	0	0
0	1	0	0	0	0	0	0	0	0

SCENARIO ONE (MOST LIKELY TO OCCUR)

Sheriff Andrew Johnson walked out into his rain slickened driveway to pick up his paper. Reading the paper had become something of a treasure to Sheriff Johnson, after all, it was the last relic in an informational world that at times almost passed him by.

Andrew sat down on his climatically controlled reading sofa and turned to the front page. As he glanced at the date, January 21, 2003, he sat back into the sofa, closed his eyes and began to reflect back on the past ten years.

His mind quickly returned to January 21, 1993; Andrew turned 36 years old that day. He was a lieutenant working for a Sheriff's Department in a large urban county. Sheriff Johnson remembered 1993 all too well. That was the year that the department's violent crime rate began to rise. Reflecting back he remembered that the violent crime rate for all of California increased by 40% during the years 1993 to 1998. The year 1998 was easy to remember also. That was the year that the Republican controlled state legislature passed two very important pieces of legislature. One was the State's new death penalty law. The law, which caused the violent crime rate to stabilize, allowed for the execution of persons convicted of their third violent felony.

The second law allowed the State of California to collect all property taxes. This prevented the state from becoming bankrupt, a fiscal condition in which the state came very close to earlier in the year. The battle to prevent the state's collection of all property tax from occurring "bloodied" the hallways of the State Capitol in Sacramento. The California League of Cities and the California State Association of Counties lobbied very hard that year but to no avail. Cities were literally disincorporating at a record pace from 1995 to 1998.

In 1998, a series of local tax incentive were also signed into law. The bills allowed local governments to raise revenues. One bill that had a very positive impact for then Deputy Chief Johnson, was the bill that allowed property tax to be raised for specific law enforcement funding. This simple piece of legislation kept local governments operating. It did not, however, set well with most tax payer groups.

Personally, the years 1995 through 1997 were relatively peaceful for Andrew Johnson. he and his wife became parents for the second and third time. Life appeared to be treating them well.

As Sheriff Johnson glanced at the sports section, he was reminded of his days as a starting fullback at the University of San Diego. He was a criminal justice major there and participated in the police internship program. Knee surgery in his senior year ended any hopes of one day playing football in the National Football League, so becoming a "cop" was a natural choice.

Sheriff Johnson's wrist watch suddenly sounded, it was time to get to the office. He had a long day ahead and needed to be sharp. He was going to be meeting with the legislative delegation from the county to review the five year consolidation plan that had been implemented in 1999. The plan, which was up for it's five year legislative review, was a good one. It provided for the streamlining of law enforcement services to the citizens of the county. Two years had passed since warring cities began to bill each other for all shared services. It had gotten to the point that fiscal concerns were jeopardizing people's lives.

Sheriff Johnson was particularly proud of two provisions that he authored and had been written into the "1999 plan". One provision allowed for joint police power agreements to be formulated by a simple majority council vote. This program along with the increased use of Multi-agency Task Force provision brought relief to certain under policed cities and communities within the county.

As Sheriff Johnson "hovered" his personal airlift vehicle onto it's landing pad, the sunrise broke over the eastern sky. He was thankful for the sunrise and pleased that some of the gloomy predictions made in 1993 never materialized. Race riots, although sporadic never devastated the entire state. Police and fire departments were not combined in any great number and the activists that wanted to legalize all vice crimes were politically dead.

As Andrew's craft touched down he pondered over the next ten years.

SCENARIO TWO (BEST CASE SCENARIO)

On June 21, 1994 the shooting of an un-armed motorist in South Central Los Angeles, California set the City of Los Angeles on fire.

The riots sweep across the state with large disturbances breaking out in Oakland, San Francisco, Sacramento and San Diego. The riots lasted for seven days. Costs to end the riot and rebuild, pushes the state close to bankruptcy.

In 1995 the State's only recourse was to raise taxes. Almost without a dissenting vote the State Legislature passes two laws to generate general fund revenues. One of the laws allows the state to collect all property taxes. To combat the lost revenue, local governments are also given the authority to generate their own general fund moneys by raising local use taxes. Law enforcement services begin to be paid for by locally generated funds.

In 1995, Governor Kathleen Brown also pushed through a legislative package that includes the legalization of all vice crimes. Amazingly for two years, narcotic use drops and the States prisons and local jail population hits a twenty-five year low. The epidemic battle against drug use appears to have been won.

In 1996 citizens vote in a new state law that allows counties and cities to collect fees from citizens for report generated calls for service. The new funding allows law enforcement to increase its level of service.

In 1997, sheriffs from throughout the state begin to work in cooperative task forces with the California Peace Officer's Association. Their goal, "the restructuring of law enforcement services".

In the year 2001, the restructuring goal is complete. The County Board of Supervisors signed binding contracts with every city of the county to allow the sheriff to provide law enforcement services to each city within the county. Existing Chiefs of Police, command staff, managers and officers are finally brought under the umbrella of the most effective and efficient service providing department in the 21st century.

SCENARIO THREE (WORST CASE SCENARIO)

On January 1, 1994, the piece of legislation that all but eliminates local government in California became law. The controversial bill was authored by retiring Speaker of the House, Willie Brown. The law allowed the State of California to take all property tax away from the counties.

On March 13, 1994, after heavy lobbying by the California League of Cities, the Governor signs an emergency law that allows counties and cities to collect an additional local property tax to fund law enforcement. Cities choosing to adopt an ordinance to participate in the program must struggle with the clause that mandates the consolidation of police and fire services. Lost jobs and training expenses fiscally devastate several cities and counties throughout the state.

In 1995, all hell breaks loose. The recession of the first three years of the nineties hits rock bottom. On July 5, 1995, California declares itself bankrupt. A law enacted earlier in the year that mandates minimum staffing for law enforcement is found unconstitutional.

The year of 1996 doesn't fare much better. Cities throughout the county that are still in existence sign contracts with the Sheriff's Department for law enforcement services. The problem of fiscal stability is not much better at the county level. Revenues are so tight that citizens are billed for law enforcement services on a per-call basis.

In an effort to save money, Municipal and Superior Courts throughout the state consolidate, forcing hundreds of judges into early retirement. The end results of the court consolidation causes in a two year backlog of all criminal court filings.

From 1996 to the year 2000, California's once powerful economy has become the laughing stock of the nation. Pacific Rim trade, which was to be the cure-all for the Golden State never materialized. State environmental protection laws which now protect everything from the kangaroo rat to the once dreadful Mediterranean fruit fly has prevented potential Pacific Rim Industries from relocating in California.

In 2001, two significant occurrences force the Federal Government to assume governmental control of California. The legalization of all vice crimes in the spring, and the twenty-two day race riots in the summer. The "Golden Bear", would be no more.

POLICY CONSIDERATIONS

Policy development will be based on the most likely case scenario. The most likely scenario was developed using data collected the NGT process. These policies will help to bring about the desired future of the most likely scenario. Policies that may be considered at the county sheriff's level could include:

- Remain very active in the legislative process at the local, state and national level
- To actively seek legislation that provides additional funding for programs that assist in the response to, and the investigation of violent crimes
- Openly work with the various culturally diverse communities within San Bernardino County
- Create positive and professional working relationships with each chief of police within San Bernardino County
- Seek positive relationships with the city councils, city managers and staff of each city within San Bernardino County
- Actively campaign and lobby against all political movements to legalize all vice crimes

SECTION III STRATEGIC PLAN

SITUATIONAL BACKGROUND

The strategic plan section of the study is used to implement a strategy for the San Bernardino County Sheriff's Department to bring about the desired future. The strategic plan is based on the best case scenario.

This process will be accomplished by conducting an internal and external assessment of the San Bernardino County Sheriff's Department, the presentation of a macro and micro mission statement, a critical stakeholder analysis and the development of an implementation plan for the desired future.

FOCUS OF THE ACTION PLAN

San Bernardino County is located in the southern section of the state. It is home to over 1.5 million residents. Geographically it is the largest county in the continental United States. It's landscape includes mountains, deserts, and heavily populated urban areas.

The San Bernardino County Sheriff's Department is the largest law enforcement agency in the county with a total work force of over 2,000 employees, 1,200 of which are sworn officers. The department provides contract law enforcement services to thirteen of the county's twenty-four incorporated cities as well as the unincorporated areas of the county.

The department operates a regional crime lab, a regional training center and an aviation division that provides air support to twenty-five of the twenty-six incorporated cities. The department coordinates several regional task forces and, by state law, provides custodial services for pre-sentenced and sentenced prisoners.

MISSION STATEMENT

The following mission statement is presented in two parts, a macro statement and a micro statement. The mission statement was developed by the author. The macro statement represents the San Bernardino County Sheriff's Department's mission on behalf of the constituency served. The micro statement identifies the department's commitment to the people of the organization and the desired future.

MACRO - The San Bernardino County Sheriff's Department believes in providing strong and effective law enforcement services to the citizens of San Bernardino County. Law enforcement services shall be provided in the most cost effective means possible. Community involvement will play a key role in the delivery of services.

MICRO - The Sheriff of San Bernardino County is committed to working with the chiefs of police throughout the county to provide the best law enforcement services available. Consolidation of law enforcement services within San Bernardino County will be accomplished by cooperating with every municipality within the county. Employees of the effected law enforcement agencies will be solicited for input during the planning and implementation processes.

SITUATIONAL ANALYSIS

A "WOTS-UP" analysis of the external and internal environment concerning issue and sub issue questions was conducted. The analysis explores the weaknesses, opportunities, threats and strengths. The analysis is used for planning policy and developing organizational change.

A consensus group of three law enforcement colleagues met with the author to develop the situational analysis, identify the stakeholders and the stakeholders assumptions.

The consensus group members were:

Thomas Denham, Captain, San Bernardino County Sheriff's Department

Frank Scaldone, Captain, Fontana Police Department

Mike Howell, Sergeant, San Bernardino County Sheriff's Department

WOTS UP ANALYSIS

Opportunities (external)

San Bernardino County has experienced tremendous growth in population during the last ten years. This growth is expected to continue during the next ten years. The demands placed on law enforcement will increase as the population increases. The question arises who will pay for the increase in law enforcement services? Consolidation could help to lower some of these costs.

It is no secret that the current economic condition of California is depressed. Businesses are leaving the state in record number and home foreclosures are at an all time high. Cities and counties throughout California have witnessed a decrease in their tax base.

Municipalities within San Bernardino County have been forced to reduce their operating budgets and streamline their service operations. Consolidation of law enforcement within San Bernardino County would provide an alternative opportunity for many of these "cash-strapped" cities.

As detailed previously, San Bernardino County has one of the highest violent crime rates per capita in the State of California. Violent crime pays very little attention to municipal boundaries. A consolidated law enforcement effort within San Bernardino County would allow law enforcement to ignore these boundaries as well.

Law enforcement within San Bernardino County has a proven track record of limited law enforcement consolidation. The various law enforcement agencies within the county currently participate in several regional enforcement operations. These operations have proven to be effective and are a good indication of the type of cooperative effort and spirit that currently exists between the law enforcement agencies within San Bernardino County.

Public support for law enforcement has always been high within San Bernardino County. The recent statewide passage of Proposition 172 (half-cent sales tax extension for public safety) indicates continued support for law enforcement.

Threats (external)

Communities within San Bernardino County range from the economically deprived to the very affluent. Several cities within the county identify very much with their economic stature. A consolidated law enforcement operation would eliminate some of the "status" boundaries that currently exist around the most affluent areas.

Several cities within San Bernardino County have been incorporated for over 100 years. These cities have always maintained their own police department. History and tradition are sometimes very difficult to change.

Political leaders from the various impacted cities may feel a loss of power or prestige if a consolidation effort prevailed. Chiefs of police as well as upper management personnel from the affected law enforcement agencies within the county may feel the same loss of power and influence. The combined political strength between these two groups would have to be appropriately dealt with for any consolidation to occur.

Legal issues authorizing the sheriff as the chief law enforcement officer of the county may also need to be examined and addressed.

Strengths (internal)

The San Bernardino County Sheriff's Department is known throughout the nation for being innovative and creative. A successful consolidation effort would require both. The department has a rich history of proven leadership.

The department currently provides full level law enforcement services to thirteen contract cities. The department operates the regional training academy and emergency driving course, the regional dispatch center, the regional crime lab and the air services (aviation) bureau, as well as all booking and custodial facilities in the county.

The sheriff's department provides law enforcement to several distinctively different communities while still providing the same level of quality service.

The size, strength, history and geographic location of the San Bernardino County Sheriff's Department puts it in an ideal position to assume the leadership role in a consolidated law enforcement operation for San Bernardino County.

Weaknesses (internal)

Sheriff's department revenues have been hit very hard during the current recession. Department leaders may resist assuming a greater leadership role during economically depressed times.

Current employees may feel threatened by having to compete with an even larger number of employees for recognition and promotional opportunities. Large law enforcement agencies have a natural tendency to depersonalize their employees. A larger consolidated work force would add to the depersonalization process.

The San Bernardino County Sheriff's Department has always prided itself on being the largest and best trained law enforcement agency in San Bernardino County. The lead agency as a result of a consolidated effort of law enforcement within San Bernardino County may not be known as the sheriff's department. If this were to occur, some internal resistance to consolidation would surface.

STAKEHOLDER ANALYSIS

The consensus group identified the various individuals or groups that would have the greatest impact on the selected issue, sub-issues and their effect on the future.

These individuals and groups are called stakeholders. The identified stakeholders in consolidation of law enforcement services in San Bernardino County are as follows:

- | | |
|-----------------------------------|-----------------------------------|
| 1. City councils | 8. City attorneys |
| 2. Board of Supervisors | 9. District Attorney |
| 3. Chiefs of Police | 10. Tax payers |
| 4. The Sheriff | 11. Minority groups |
| 5. State legislators | 12. Probation Department |
| 6. Sheriff's Employee Association | 13. Municipal and Superior Courts |
| 7. City Employees Association | |

The listed stakeholders can be divided into five categories: 1) lawmakers (city councils, state legislators, board of supervisors; 2) law enforcement leaders (sheriff, chiefs of police); 3) employee associations; 4) the community (tax payers, minority groups); 5) law enforcement support groups (district attorney, city attorney, probation and courts).

The stakeholders were selected because each has a direct vested interest in law enforcement, it's delivery system and the issue being examined.

Assumptions were made regarding each stakeholder. The following statements are the assumptions. Each statement is identified by an alpha-numeric number. The number is then used to locate the position of each position on the stakeholder assumption map.

1. City Councils

City councils would feel a loss of local control in a law enforcement consolidation and would want to assure some kind of accountability (1a). A monetary savings of some kind would have to be proven before implementation to gain city council support for consolidation (1b).

2. Board of Supervisors

This governing board would want to be assured that municipalities participating in the consolidation effort would be paying their fair share of the costs (2a). Liability issues would also have to be considered by the board if the sheriff assumed the leadership role in the consolidation plan (2b).

3. Chiefs of Police

A basic feeling of opposition to a complete consolidation effort (3a). Chiefs of Police could find themselves out of a job, or out of a position of leadership. A feeling of resentment may also exist towards the sheriff (3b).

4. The Sheriff

Professionally he/she would like to have the support of the county chiefs of police. A complete elimination of the chiefs of police could result in political suicide (4a). Under the current budgetary problems facing the state, the sheriff may not want to assume additional responsibilities without appropriate fiscal resources (4b).

5. State Legislators

Minimum direct impact. However this governing body will assume some kind of interest especially if a state law needs changing for the consolidation to occur (5a). A close working relationship with local government would have to be maintained (5b).

6. Employee Associations

These groups would have a major impact on the success or failure of any consolidation of law enforcement services within San Bernardino County. The issues effecting these groups are numerous. Loss of jobs, increase or decrease in pay, loss of positions, and loss of political influence,

Benefits to each association members would determine the position that each association would take. If the budget crisis continues in California, the issue may lose significance since political effectiveness and impact of the associations would become minimal (6a). The groups would be very unpredictable during the planning phases of consolidation (6b).

7. City Attorneys

City attorneys for the cities effected by a consolidation effort would provide legal guidance to each municipality (7a). Liability issues would be a top priority (7b).

8. District Attorney

The District Attorney could make the assumption that the reporting procedures for law enforcement would become more uniform (8a). The District Attorney may also believe that more revenues would be available for his/her department (8b).

9. Tax payers

The basic assumption by this groups would include a belief that the overall costs to run government would decrease (9a). Any savings would possibly occur at the local level (9b).

10. Minority groups

Parity within the workforce would be a main concern of this group (10a). Discipline and administrative review procedures could also play an important role (10b).

11. Probation Department

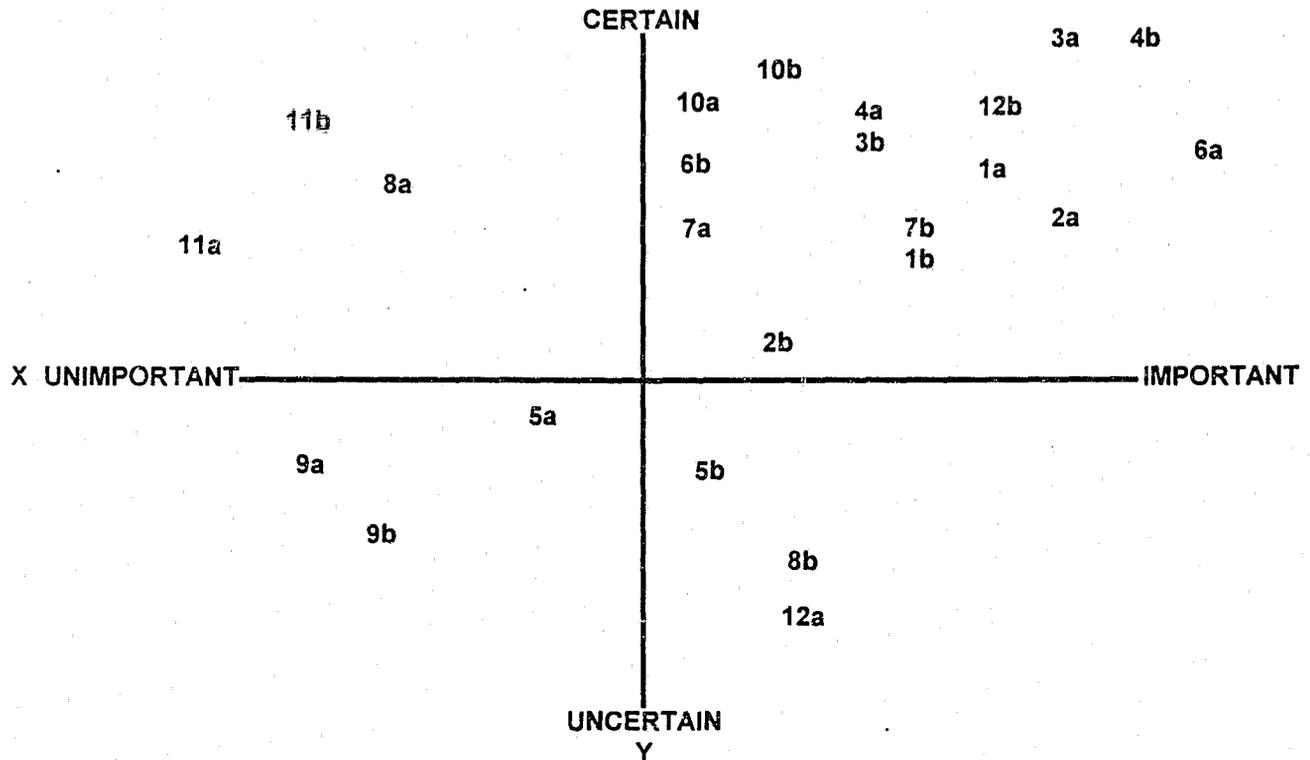
The Probation Department would assume a greater role in juvenile crime enforcement (11a). A streamlining of the enforcement branch of the Criminal Justice System may increase revenues available to the Probation Department (11b).

12. Municipal and Superior Courts

The entire judicial process would become more streamlined and uniform if a consolidation effort were to occur (12a). Any consolidation effort would have to contain special considerations to bailiff, and court security services now being provided to both courts (12b).

The Stakeholder Analysis Map on the following page indicates the assumptions of each stakeholder.

STAKEHOLDER ANALYSIS MAP



Legend of Stakeholders

"X" Axis - Importance of the stakeholder's assumption to the department's management of the issue

"Y" Axis - Certainty/Uncertainty of the stakeholder's assumption

- | | |
|--------------------------|-----------------------------------|
| 1) City Councils | 7) City Attorney's |
| 2) Board of Supervisors | 8) District Attorney |
| 3) Chiefs of Police | 9) Tax Payers |
| 4) The Sheriff | 10) Minority Groups |
| 5) State Legislators | 11) Probation Department |
| 6) Employee Associations | 12) Municipal and Superior Courts |

DEVELOPING ALTERNATIVE STRATEGIES

The consensus group comprised of four members of the original NGT panel and the author met to develop and evaluate the proposed policies and strategies to bring about the desired future based upon the WOTS-UP and stakeholder analysis.

The members were:

Bob Tremaine, Contract Manager, San Bernardino County Sheriff's Department
Paul Curry, Legislative Sergeant, San Bernardino County Sheriff's Department
Tom Denham, Captain/Chief of Police, San Bernardino County Sheriff's Department/City of Loma Linda
Mike Howell, Sergeant, San Bernardino County Sheriff's Department

Strategy #1:

With appropriate legal authority, the Sheriff would assume the leadership role in the consolidation of law enforcement efforts within San Bernardino County. As the chief law enforcement officer in the county, the sheriff would provide contract law enforcement to each city within San Bernardino County.

City charters would be changed that would allow existing personnel from the local police departments to become members of the sheriff's department. Law enforcement contracts would be drafted, approved and signed by each city attorney, city manager and city council.

Current chiefs of police would assume chief of police positions within each new contract city. Salaries across the board would be adjusted for each rank. A complete examination and reorganization of personnel would occur. Current employee compensation would remain the same. Salary savings would be accomplished through attrition. No one would be laid off. Realization of cost savings may take five to seven years. The retirement ages of middle and upper level law enforcement administrators would play an important role in the salary savings issues.

Specialized enforcement units would be consolidated to respond on a regional basis, eliminating the current and costly duplication of services that now exists.

A west valley region (Region I) would provide law enforcement service from the Los Angeles County line, inland to the City of Fontana. An east valley region would be established to cover a geographical valley area from Rialto, east to the Arizona/Nevada border. This region (Region II) would include the greater San Bernardino City region, the lower desert area of 29 Palms, and the extreme eastern resort area of Needles.

A third region would cover the upper desert areas of Victorville, Apple Valley and Hesperia, as well as the mountain areas around Big Bear Lake and Lake Arrowhead.

The commanders of each station (Chiefs of Police) would be responsible to their prospective city managers. The commander (chief) would also report to the sheriff for administrative assignments and overall operational guidance.

Pros:

Law enforcement services would be maintained at the current level for most cities. Some cities would benefit from increased law enforcement service levels.

Local costs would be decreased over a five to seven year period, as middle and upper level managers retiring would not be replaced.

A "flattening out" of mid-level management would increase the effectiveness of communication between the upper and lower ranks.

Geographical boundaries of enforcement would be removed, and a more unified approach to law enforcement would be achieved.

Cons:

The current Chiefs of Police would have a difficult time accepting a subordinate position with another agency. Conflicts would arise as the chiefs answered to two bosses, the city manager and the sheriff.

Several employee associations would no longer exist. Their political clout would be lost.

Officers may lose a sense of belonging and commitment to the cities in which they now serve.

The "big brother" theory may apply as other elected officials throughout the county begin to view the Office of Sheriff as being too powerful and influential.

The healthy competition that now exists between law enforcement agencies would be lost.

Perceptions of effected stakeholders/Strategy #1:

City Council: would not like the loss of local control. Councils would, however, support cuts in local costs.

Board of Supervisors: would require that each contracting city pay their fair share

Chiefs of Police: would most likely oppose this strategy unless a sufficient increase in salaries and/or benefits could be obtained.

The Sheriff: would enjoy the power and authority; however management of the department would be impossible if not properly supported by appropriate revenues.

Employee Associations: salaries and working conditions would determine support or opposition

Tax payers: would most likely support any consolidation effort, if tax dollars could be saved.

Strategy #2

After appropriate legal modifications, specialized law enforcement operations for San Bernardino County would be consolidated on a countywide basis. Uniform patrol operations and non-specialized investigations would remain the responsibility of each individual law enforcement agency.

Specialized units would be established in the following areas. Homicide, Narcotics, major crimes, Crimes Against Children, Bomb/Arson, and Special Weapons and Tactics (SWAT). Specialized units would be comprised of officers from various agencies throughout the county. Unit supervisors would be rotated between the agencies based on expertise and agency size.

Management would be conducted by a regional board. The board would be comprised of the chiefs of police from each law enforcement agency, the district attorney and the sheriff. The department heads would be able to designate top level managers to represent them on the regional management board. The board would meet monthly.

Operational costs for the specialized units, as well as equipment and supplies would be paid for on a per capita basis. Overtime costs would be billed directly to the municipality requesting assistance.

Day-to-day property crimes, crimes against persons and field training operations would remain the responsibility of each law enforcement agency.

The regionalized boundary concept presented in Strategy One (Regions 1, 2 and 3) could also be utilized in Strategy Two.

Pros:

Specialized law enforcement units would provide service to all cities and communities within San Bernardino County. Smaller agencies that are now unable to provide this kind of service would benefit.

Costs to the municipalities would be reduced by decreasing the cost of specialized law enforcement operations.

Communication between the law enforcement agencies would be improved since specialized operations would be operating on a regionalized basis. Investigators would also be able to share information with each other in a rapid and timely manner.

Jurisdictional boundaries that now hinder law enforcement within San Bernardino County would be eliminated.

Cons:

Some affluent communities may pay more than their fair share based on service needs. Prioritization of case loads would have to be accomplished by the supervision and management staff of the various specialized units.

The geographical size of the county would inhibit quick responses to some of the outlying areas of the county. Communication between the proposed specialized units and the patrol officers may decrease.

This loss of communication may add to the feeling of isolation within some of the various units.

An equitable promotional and evaluation process would be difficult in such a specialized unit. Audit and inspection duties required by the governing board of law enforcement leaders would be very difficult. Liability issues for shootings, injuries and complaints could create accountability problems

Perceptions of Effected Stakeholders:

Chiefs of Police: an additional resource that some may not have had would be available to all departments

District Attorney: highly trained and experienced investigators would help make prosecution of cases easier

City Councils: some concerns would arise over overtime billings, costs per capita issues, and liability lawsuits

Board of Supervisors: same concerns as city council

Strategy #3

A complete regionalization of local law enforcement at the state level. A law enforcement region covering San Bernardino County would be created in accordance to its size and population figures. In order for this strategy to work, the state legislature would need to pass legislation abolishing city and county government, replacing it with a regional form of government.

The state would assume complete fiscal control of law enforcement operations throughout the state. Tax revenues for law enforcement would bypass all local governments, and be administered at the state level.

Precinct-like reporting districts would be established throughout the state and region. Supervision and management would also be provided for by the state.

A system similar to a state police operation would be established. Various bureaus of investigation would be created on a regional basis. These bureaus would include major crimes against persons, homicide, crimes against property, narcotics, gangs, patrol operations and traffic.

Pros

Overhead costs and management costs would be reduced. Officers working for the agency would be able to transfer any place within the state. Funding mechanisms would be streamlined. Equity of services could be based on population and service needs.

Cons

Complete loss of county and city government. Some people would view this type of law enforcement to a "police state".

A complete loss of ownership of government at the local level will occur. A government operated solely at the state level, would invite corruption.

Citizen complaints may not be handled as efficiently, since a "state police" agency would not be directly answerable to local community leaders. Problem-oriented policing may fall by the wayside due to a lack of local community commitment. Innovation and competitiveness among local law enforcement agencies would no longer exist.

Perceptions of Effected Stakeholders/Strategy #3:

City Council: if still in existence, would strongly oppose

Chiefs of Police: strongly oppose to a state police concept since local enforcement would be eliminated

The Sheriff: strongly opposed, loss of power, status, and authority to manage county law enforcement operations.

PREFERRED STRATEGY

After the three strategies were selected, the consensus group then conducted a Modified Delphi process to identify, evaluate and rank the three alternative strategies. Strategy Two received the greatest support.

The current political power structure throughout San Bernardino County would never allow the sheriff to assume control of all police operations within the county as proposed in Strategy One, regardless of the fiscal conditions. City councils, chiefs of police and employee associations would also be hard pressed to support a complete consolidation of law enforcement services.

Strategy Two creates a cost-effective means of providing specialized enforcement operations to the county while at the same time preserving the history and tradition of local law enforcement. Individual departmental revenues now being spent on the duplication of specialized investigations could be rechanneled to more traditional law enforcement needs including patrol, training and community oriented policing.

The shared expertise that would be created by combining experienced law enforcement officers from various agencies would be an asset to every law enforcement agency in the county.

IMPLEMENTATION PLAN

The plan to consolidate specialized law enforcement operations within San Bernardino County would be done on an incremental basis.

PHASE I

The Sheriff will appoint a part time upper level management team to oversee the implementation of the proposed strategy (#2). The management team members will be selected based on their familiarity with the consolidation issue as well as a general working knowledge of municipal and contract law enforcement.

During Phase I, data will be collected on similar consolidation efforts that have been attempted elsewhere. Research and on site visitation of agencies that have successfully consolidated law enforcement services would be very valuable.

Research will also be necessary from a legal perspective as to what laws, charters and ordinances would be affected by the consolidation of specialized investigations. Phase I could be viewed as a general fact finding phase. Phase I is to begin on January 1, 1994 and conclude by July 1, 1994.

PHASE II

During this phase, research will be conducted at the local level. The management team would collect data on the law enforcement agencies within San Bernardino County. Data would include calls for service, population served, operational budgets, crime statistics, workforce allocations (positions), etc. A detailed cost analysis of each law enforcement agency in San Bernardino County would be completed. Phase two will be completed by December 31, 1994.

PHASE III

Phase III will be used by the management team to gain external support for the proposed consolidation of law enforcement services. Meetings will be held with each chief of police in the county. The purpose of the meetings will be to get direct and valuable input from the chiefs. This phase will also include conference meetings with the city managers of each city and the city councils.

Phase III will also be used to gain internal support from the employees of the San Bernardino County Sheriff's Department. Internal surveys will be utilized to gain employee input into the proposed plan. Phase III will be completed by December 31, 1996.

PHASE IV

Once the consolidation proposal has been accepted on the political front, efforts will begin on the actual structure, functions and operations of the proposed consolidation plan. Managers from the various participating law enforcement agencies will become members of the consolidation management team. Each chief of police will be given the opportunity to be represented.

Informational data that was originally collected in phase two will be shared with this group. Members designated to the management team during this phase will operate on a part time basis. Phase IV will be completed by July 1, 1997.

PHASE V

Phase V will be used to structure the make-up of the proposed specialized units of the consolidation plan. Studies will be conducted to determine actual position needs, locations of operation on a county wide basis and to design training programs for the personnel assigned to the division/units. This will be a lengthy and time consuming phase considering the number of agencies that will be impacted. Phase V will be completed by July 1, 1998.

PHASE VI

Policy considerations will be designed during Phase VI. Policy considerations for the consolidated unit will be designed in conjunction with the existing policies of the participating law enforcement agencies. Policy considerations will be completed by December 31, 1998.

PHASE VII

This phase will be used for fixed asset allocation. Vehicles, safety equipment and office furnishings will be purchased or reassigned as needed. Fixed asset allocation to be completed by July 1, 1999.

PHASE VIII

Phase VIII will begin when personnel are actually assigned to the specialized consolidated investigative unit. Investigators and supervisors will be selected based on expertise and merit. The selection of personnel for the various units will be conducted by the management team. Selection of personnel will be completed by November 30, 1999.

PHASE IX

Operations for the specialized consolidation division will begin on January 1, 2000.

PHASE X

Phase X will involve an evaluation process. The initial evaluation process will be done on a monthly basis for the first six months. An evaluation report will be forwarded to each chief of police as well as the appropriate command level staff within the sheriff's department.

Beginning in July 1, 2000, program evaluation reports will be done quarterly. Each participating agency will be given the opportunity to provide input as to the necessary changes needed. Participating agencies will also be allowed to withdraw from the consolidation program in a manner in which was approved during the policy design phase. The success or failure of the proposed consolidation effort should be realized by December 31, 2001.

COST ANALYSIS

A detailed cost analysis of the proposed strategy for consolidation of law enforcement services within San Bernardino County would be extremely complex. The political and economic futures facing the impacted law enforcement agencies within the county would make an accurate cost analysis impossible at this time.

SECTION IV

TRANSITION MANAGEMENT

The transition management plan will allow the San Bernardino County Sheriff's Department to utilize the implementation plan.

The transition management plan consists of three components; 1) The identification of the critical mass stakeholders. (Stakeholders necessary to implement the strategic plan); 2) The identification of the transition management structure needed to bring about the desired change; 3) The technologic/techniques used to bring about the change and reduce the uncertainties associated with change.

CRITICAL MASS

During the development of the strategic plan for consolidation of law enforcement services within San Bernardino County, a group of critical stakeholders were identified.

The author met with two colleagues from the original NGT group to identify the "critical mass players". A Modified Delphi selection process was used to identify the five critical mass players. During the Modified Delphi selection process, the issue of employee associations was discussed at great length. For the purposes of the critical mass selection and discussion, the consensus group determined that the employee associations identified in the original stakeholder group should be separated into two different groups for critical mass discussion purpose.

One employee group was identified from the sheriff's department, the other employee group was identified as representing other police associations. For the purposes of critical mass identification and discussion only, there will be two separate groups of employee associations.

The following were identified as critical mass players:

1. The Sheriff
2. Sheriff Department Employee Association
3. Police Employee Associations
4. Board of Supervisors
5. City Councils

A commitment planning worksheet was used by the critical mass consensus group to determine the current level of support as well as the desired levels of support for each critical mass player.

DESIRED CRITICAL MASS POSITIONS

THE SHERIFF

As the chief law enforcement officer of San Bernardino County, the Sheriff was identified as a critical mass player. The proposed plan for specialized consolidation of law enforcement services within San Bernardino County will require that the Sheriff assume the leadership role.

The commitment planning exercise determined that the current level of commitment of the sheriff was one of "letting the change happen". This placement was based on several factors.

As mentioned previously, the Sheriff's Department currently provides contract law enforcement services to thirteen of the county's twenty four incorporated municipalities. The remaining eleven cities have their own police departments. The sheriff has a positive working relationship with each of the eleven chiefs of police. The sheriff and the chiefs of police meet on a monthly basis to discuss law enforcement services throughout the county.

If one of the incorporated cities were to seek out the sheriff's department for a contractual law enforcement proposal, the sheriff has indicated that he would be placed into a position of providing the city with the needed material for study. This would only be done; however, by an official request (City Resolution) from the requesting city council. The sheriff has also indicated that for complete support, the chief of police, as well as the incorporated police employee association would have to be supportive of the proposed contract.

The commitment planning exercise also showed that the minimum level of commitment needed by the sheriff for the proposed county-wide specialized consolidation plan to occur would be one that "makes the change happen". This position will be necessary since the sheriff's department will assume a leadership role in the proposed consolidation plan.

Certain actions would be required for the sheriff to move from a let it happen position to one of making the change happen. The sheriff would have to have the political support of the impacted city councils, chiefs of police, and employee associations. The sheriff would also have to be assured that adequate funding sources for specialized law enforcement would be allocated by each city.

As a key critical mass player, the sheriff must assume a leadership role in the proposed consolidation plan. Anything less would set the plan up for failure.

SHERIFF EMPLOYEES ASSOCIATION

The Sheriff's Employee Benefit Association is made up of approximately 1,000 members and represents the 1,400 sworn positions in the sheriff's department.

The commitment planning process indicated that the sheriff's association is currently in a "help change happen" position. The sheriff's association has not seen a salary increase for its safety officers for over three years. Salaries for most safety positions have dropped well below those paid to the officers from other police agencies within San Bernardino County.

A specialized consolidation effort would help to create parity with some of the higher paid departments. It would also provide better promotional opportunities and a chance for more diversified work experiences.

The commitment planning exercises indicated that the minimum level of commitment required for successful implementation of the consolidated effort would be one of "let change happen". By taking a position of let the change happen, the sheriff's association would be able to avoid assuming the "political football" role between the effected police associations, the cities and the County of San Bernardino.

The approach to move the groups from helping change happen to one of letting change happen, could be accomplished by the sheriff's association taking a low profile and a behind-the-scene approach to the consolidation effort. This type of approach would also create an environment of cooperation between the various police associations and the sheriff employees.

POLICE EMPLOYEE ASSOCIATIONS

In contrast to the sheriff's association groups, most of the police employee association groups' current position on a countywide specialized consolidation effort would be one of opposition or "block change".

The position is based on a deep-rooted tradition and pride of having a municipal police department provide law enforcement protection for each city. Levels of pay, benefits provided, as well as a professional and personal identification with a certain organization, help to justify the "block change position".

The minimum level of commitment needed from the police associations would be one of "helping the change happen". Generally speaking, police associations within San Bernardino County play an important role in city council elections. For this reason alone, success would depend on associations supporting the consolidation effort. The current approach required to move the police associations from a "block change" position to one of a "help change" position would be based on economic considerations. The current recession has hit every municipality within San Bernardino County. Cities are continuously looking for ways to trim their budgets. Proposals have also been made to reduce sworn positions and cut wages and benefits in most cities.

Police associations will be inclined to help with a specialized consolidation plan if positions could be saved and salary and benefits maintained. Associations would have to be assured that positions would not be cut and that proposed savings would occur through attrition only. Management would also have to be assured that their professional benefits and rank structures would be maintained.

BOARD OF SUPERVISORS

The Board of Supervisors are the policy-making body of government at the county level. Funding for departmental operations is allocated by the Board of Supervisors. The structural and operational changes being proposed in the consolidation plan need to have board approval.

The commitment planning exercise indicated that the Board of Supervisors' current level of commitment is one of "let change happen". This position is based on the fact that consolidation of specialized law enforcement services would not incur additional costs to the county. Contracting out law enforcement services through the county sheriff's department could possibly generate additional revenues through an administrative fee process. Incurred costs for law enforcement would be paid for by each city wishing to participate in the consolidation plan.

The current level of "letting change happen" also appears to be the minimum level of commitment needed to allow the sheriff to proceed with a specialized consolidation plan.

CITY COUNCILS

City councils would be critical mass players in any specialized law enforcement consolidation effort. As policy makers for local government, city councils must be able to create a sense of security and safety within their communities.

A current position of "help change happen" was determined during the commitment planning exercise. The current budget crises facing most municipal governments throughout California has forced municipal government to examine proposals that reduce expenditures.

The minimum level of commitment needed by the city councils to ensure success of the consolidation plan for specialized law enforcement, would be one of a "make change happen". In order for the sheriff to present a specialized contracting proposal for law enforcement to a city, the city council would have to officially request it. This would be done by passing a resolution requesting the sheriff to provide data for the comparative study. Without a commitment to make the change from the participating cities, the sheriff would not propose such a consolidation effort.

Acceptance from the cities' police officer's association would also be very beneficial in convincing the city councils to adopt the make change happen commitment.

CRITICAL MASS SUMMARY

Each critical mass player appears to be in a position either fiscally or politically to block change in the proposed consolidation plan. It has become obvious that each will play a key role during the planning and implementation stages.

COMMITMENT PLANNING

The following chart is a "visual map" of the "critical mass". Each "x" represents the current level of commitment of each critical mass player. The "o" represents the level of commitment required to implement the preferred strategic plan. The arrow pointing from the "x" to the "o" shows the direction and distance each critical mass player must take to accomplish the task.

COMMITMENT PLANNING

TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
THE SHERIFF		X →		→ O
BOARD OF SUPERVISORS		XO		
SHERIFF'S EMPLOYEE ASSOCIATION		O ←	X	
POLICE DEPT. EMPLOYEE ASSOCIATIONS	X →			→ O
CITY COUNCIL'S			X →	→ O

X = CURRENT POSITION
O = DESIRED POSITION

RESPONSIBILITY CHARTING

This technique identifies the tasks that must be accomplished to meet identified goals, and the individuals who impact the tasks and the level of involvement of each member.

The following responsibility chart lists persons responsible for:

- an action
- those persons who approve the action
- those who must be informed of the action taken
- those that are irrelevant to the task

RESPONSIBILITY CHART

DECISION	THE SHERIFF	BOARD OF SUPERVISORS REP.	CITY COUNCIL'S REP.	SHERIFF'S EMPLOYEE'S REP.	POLICE DEPT.'S EMPLOYEE REP.	CHIEF'S OF POLICE REP.	CITY MANAGER'S REP.	PROJECT MANAGER
APPOINTMENT OF MANAGEMENT TEAM	R	S	S	I	I	A	I	A
COLLECTION OF DATA/RESEARCH	S	I	I	I	I	S	S	R
COST ANALYSIS	I	I	I	I	I	I	I	R
RESOURCE ALLOCATION/EVALUATION	A	S	S	I	I	A	S	R
POLICY CONSIDERATIONS	R	I	I	I	I	A	I	S
PERSONNEL ASSIGNMENTS	R	I	I	S	S	A	I	S
EVALUATION OF PROGRAM	A	S	S	I	I	A	S	R

LEGEND:

R = RESPONSIBILITY (not necessarily authority)

A = APPROVAL (right to veto)

S = SUPPORT (put resources toward)

I = INFORM (to be consulted)

THE TRANSITIONAL MANAGEMENT TEAM

The consolidation of law enforcement services within San Bernardino County will require the establishment of a transitional management team. Bringing together specialized investigative units from twelve different law enforcement agencies will require input and cooperation from a large contingent of people.

In order for a specialized consolidation effort to be successful, someone must assume a leadership role. The obvious choice for the leadership role would be the Sheriff of San Bernardino County.

The day-to-day operation of the transition to consolidation would be managed by a full time coordinator. The day-to-day challenge of being Sheriff would prevent the sheriff from assuming this role.

The responsibility of transition manager would be given to the Sheriff's Executive Officer. The executive officer is an executive management position that reports directly to the sheriff. Direct communication will allow the sheriff to review first hand the reports on the transition process.

The executive officer will need a support staff. The support staff should include at least two mid-level managers, a system analyst and an administrative assistant who is familiar with various computer software programs. The "consolidation team" would work on the transition management process on a part time basis. Personnel could be added or deleted as the project progressed. Temporary assignments that would utilize personnel from other important groups would be beneficial to the project. Some assignments may need to become permanent.

Several team building and informational exchange sessions would be needed in order to properly inform the impacted groups. Team building sessions would include separate workshops and utilize key members of the following groups.

1. The County Chiefs of Police
2. The executive board of the Sheriff's Employee Association
3. The executive board of each police employee association (11 in all)
4. The County City Manager's Association
5. The County Board of Supervisors

The initial workshop with each group would be used to collect data and input from each group. The workshops would be coordinated by the sheriff's consolidation management team. The data from the various groups would be used to outline a general transition plan. The plan would then be given back to each group for review and additional input. The data would also be presented to the sheriff for approval.

Support to at least "explore" a consolidation effort would be needed from the city managers' group, the board of supervisors, and the employee association's groups. The city manager's group would have direct interaction with each city council making them key players in the transitional process.

The board of supervisors would need to be supportive since they control the fiscal resources of the sheriff's department. As representatives to over 3,000 impacted peace officers, the sheriff and police employee groups would also be very key players.

Research on other consolidation plans and on site visits by members of the consolidation team would be very beneficial to the project.

As the project progresses, several additional committees could be established. Committees will be needed to sell the idea to the public. Financial experts will be brought aboard to assist with the fiscal needs of the project. Various employee peer groups from all of the effected law enforcement agencies will also be given the opportunity to provide input.

The overall goals and objectives of the specialized consolidation effort would have to be maintained by the project manager. His/her guidance on the project will become increasingly important during the life of the project.

Several tools and techniques will be used to build support for a specialized law enforcement consolidation plan. Techniques used will include responsibility charting, team building workshops, surveys and an active internal and external communication campaign.

Responsibility charting will be an ongoing process. The first responsibility charting will be conducted by the sheriff and his executive staff. The purpose of this exercise will be to identify the members of the consolidation team. Once identified, the consolidation team will conduct a series of responsibility charting to identify the key actors and groups needed for approval and support of the consolidation plan.

Responsibility charting could also be used during the team building exercises with the county Chiefs of Police, the employees associations, the city managers groups, and the county board of supervisors.

Team building workshops will play a key role in gaining support for a consolidation effort. Team building workshops will be coordinated by the consolidation team. The team building workshops will be extremely important in building a communication network between the impacted departments and the critical mass players.

Surveys will be used to collect data from impartial individuals and groups. Valid surveys obtained from the general public would be very beneficial in structuring the overall consolidation plan. The data collected could be used as justification for various components of the consolidation plan. Surveys could be targeted to specific communities throughout the county.

One of the most important techniques used to gain support for implementing change will be the establishment of an internal and external communication system. The establishment of such a system will assist in alleviating anxiety and uncertainty during the transition process.

Internal communications will need to deliver the message that jobs and salaries will not be lost in a consolidation effort. Internal communication methods will need to be ongoing and easily accessible to all employees. Computer bulletin boards, articles in association publications, and briefing board news flashes could all be utilized to keep the employees informed. Periodic briefings by members of the consolidation team would also help to dispel any bad rumors.

External communications will also be important in gaining public support for consolidation of law enforcement services. An initial press release from the sheriff would be needed to inform the public of the proposed consolidation plan. Members of the media would be provided periodic news briefings on the ongoing program.

The responsibility of keeping the media informed would belong to the Sheriff's executive officer. The department's media relations division would assist in the preparation and dissemination of this information.

Building support for specialized consolidation of law enforcement in San Bernardino County will be very challenging. If properly administered, the tools and techniques mentioned above will assist in the success of the transition process.

SECTION V

CONCLUSION

The primary issue question, "What impact would consolidation of municipal law enforcement have on service on a large urban county?" has a direct relationship to the economic, political, and legal issues facing California in the next ten years. Insight to the main issue can be found by answering the three sub issue questions.

SUB-ISSUE ONE

What effect will the economic conditions in California have on this process?

Answer: The literature review showed that the economic conditions of California for the next ten years is difficult to forecast. Based on unemployment rates and housing starts, the short term economic conditions in Southern California appears to be very bleak. The recent transfer of local property tax revenues to fund the state's public school system has had a disastrous impact on municipal revenues and finances.

On November 2, 1993, Proposition 172 (the extension of the half cent sales tax for public safety) passed. The funds generated by this tax extension are to be used to assist in the funding of public safety operations.

The economic conditions of the municipalities within San Bernardino County will help to determine the need to consolidate law enforcement services. If local tax dollars continue to decrease, municipalities will be forced to implement additional revenue sources or cut services.

If services are cut, the consolidation of law enforcement services would be a viable alternative.

SUB-ISSUE TWO

How will consolidation of services be achieved within a multi-governmental arena?

Answer: The consolidation of services in a multi-governmental arena will be done on an incremental basis. The issue of multi governmental arenas within San Bernardino County is very political. With eleven separate political bodies involved, the process to consolidate any law enforcement services will require excellent planning, hard work, cooperation and patience.

The strategic plan section of this study paired with the transitional management section showed that a consolidated law enforcement operation within San Bernardino County could be achieved.

A limited consolidated effort involving only specialized investigations would receive greater political support than a complete consolidation effort.

SUB-ISSUE THREE

What legal changes would be necessary for consolidation to occur?

Answer: Current California law allows for law enforcement consolidation to occur. The literature search confirmed that consolidation of law enforcement services have been successful in California.

The legal changes needed would be done at the local level. City charters would have to be amended in order to allow any consolidation of law enforcement services to occur. County ordinances would also have to be reviewed and rewritten to allow for the proposed consolidation plan.

Litigation suits filed on behalf of any concerned parties could have a legal bearing on any consolidation effort. The existing legal structure within the State of California could deal appropriately with these issues.

The issue of joint police power agreements may also play an important role in any consolidation plan.

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