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ACQUISITIONS

LAW ENFORCEMENT PLAN TO ANALYZE THE FEASIBILITY
OF CONSOLIDATING CONTIGUOUS MUNICIPAL
POLICE AGENCIES

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

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

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

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

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**"Law enforcement plan to analyze the feasibility
of consolidating contiguous municipal
police agencies."**

**Lieutenant Peter Nannarone
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9-0169**

EXECUTIVE SUMMARY

As California's cities grow, as technological advances continue, as costs escalate for the provision of local governmental services, traditional concepts of independent services must be examined for their continued viability. Urban California counties, will not be able to justify independent city law enforcement agencies contiguous to one another.

The study analyzes the issue of regionalizing the police function as a means for continuing law enforcement's ability to provide a high level of police service without exhausting the resources of the citizens they serve.

The purpose of the study is to provide an objective plan for regionalization of police services in an interdependent urban area. The creation of a model joint powers agency is illustrated in the transition plan.

The study uses futures methodology to forecast trends and events that impact the study issue. Also addressed are current and future concerns of law enforcement. The study shows how regional law enforcement could benefit some concerns such as recruitment and retention, technology, duplication of service and economics.

A strategic plan forms the basis of a strategy to implement regional law enforcement, using five contiguous police agencies as the case study. Their weaknesses, opportunities, threats and strengths, as well as their capabilities for change, are identified and analyzed. The case study agencies projected an average capability to support the concept. An interesting outcome that developed in this study was that the futurists and forward thinkers were more easily found in the older city and law enforcement executives than in the group of (largely) younger managers. The research also indicated that presently, law enforcement agencies are not sharing services, functions, and programs as much as they could.

The study reveals that regional law enforcement is appropriate for California cities by the year 2004 and the conclusions of this study include that, as in many other areas, government will have to follow the lead of industry in consolidating organizations to remain viable in the 21st century.

PROJECT BACKGROUND

Purpose of the Study.

As a command officer in a police agency in San Mateo County, California, currently undergoing a consolidation feasibility study, the writer has had the issue of consolidated police services brought to life in an immediate and job-relevant context. The writer feels that the benefits (and limitations) that consolidated police services represent are not unique to the two agencies undertaking the study.

The writer has had a successful 24-year career in law enforcement within San Mateo County. During that period, two new cities have incorporated in the county, each with their own police departments. The previous distinctions between the communities in the county have blurred with a dramatic increase in population and development. The mobility of the population and the emergence of shared problems in crime, transportation,¹ environment and development have created an irreversible interdependence between the county's 20 incorporated cities.

Until recently, communities in the county have historically done little to consider alternatives to their own independent law enforcement agencies, aside from some service sharing. Two cities in the county have already consolidated fire services for their communities, and when another of the county's cities was nearly overwhelmed by criminal activity last year, local police chiefs from the surrounding cities donated personnel for a multi-agency strike force to help combat the problem.

¹"The New Buzz Word," Times Tribune, March 5, 1989.

In spite of historical independence, cities in this county (and presumably other urban counties) are facing the reality that the demand for police service may be outpacing their abilities to do more than maintain the most basic services. Needless duplication of efforts has already brought about some consolidated recruitment efforts, county-wide narcotics investigation, multi-agency school liaison programs, shared communications services, and coordinated training.

San Mateo County is not unique in this regard. A 1988 survey of shared police services reported that 146 of the state's small police agencies saw consolidation of police departments as the "coming thing."²

The intent of the study is not simply to encourage more California communities to contract for services or to increase their levels of service sharing. The main purpose of this study is to provide police agencies and their communities with an objective plan for regionalizing law enforcement in an interdependent urban area.

Scope of the Study

The scope of this study is to analyze the feasibility of consolidating several contiguous independent municipal police agencies within a county to ensure their viability in the 21st century. For the purpose of conceptual clarity, "regionalization" refers to the formation of a single law enforcement agency that

² Herley, Peter G. 1988. Survey of 146 small (under 25 sworn officers) California chiefs of police regarding consolidation of functions between small departments.

provides all municipal police services to three or more contiguous, independent cities. "Single law enforcement agency" means one independent police department governed by a joint powers authority of the communities served.

Local Control Issue

The political reality is that San Mateo County created 20 independent police departments because communities, six of them under 15,000 in population and surrounded by measurably larger communities, have insisted upon "local control" of their police departments. In the case of the county's newest city, the formation of an independent police department was one of the key issues at stake.

The emotional issue of local control of "police services" is hardly unique to this county. Voters in counties from California to Louisiana have rejected consolidation proposals in the past. Even with the two cities in San Mateo County currently studying consolidation, city council opposition was expressed (but not in sufficient strength to defeat the proposal) before the study even began.³

The demographics of San Mateo County (and many other California urban counties) are changing. Allegiance to specific communities is no longer a foregone conclusion. Twenty years ago, the cities of San Carlos and Belmont could not even agree to authorize an independent study before police consolidation talks collapsed, yet today a \$40,000 independent study is underway, and

³ "Police Sharing Studied," Times Tribune, July 19, 1989.

the two cities have shared a single fire department for a decade.

A modified delphi policy meeting by the case study police chiefs foresaw that there were several significant roadblocks to a consolidated department in the immediate future. No one felt the concept was beyond the realm of possibility in the long term.

Other Areas of Concern.

Recruitment and retention. The 19 agencies in the county are already competing for the same candidates. Smaller communities in the county have even withdrawn from cooperative testing programs because of their inability to attract the better candidates away from the opportunities that large agencies afford.

Small agencies have become, in some cases, "training grounds" for their larger counterparts. Due to this trend caused one of the cities in San Mateo County to abandon its reserve program. Other communities in the county have faced turnover of experienced personnel seeking the opportunities of larger departments.

Agencies throughout the county have already heavily civilianized many historical police officer functions in an effort to limit their recruitment needs and spare their budgets. Community service officers, evidence technicians, and parking enforcement/traffic control officers routinely occupy positions that used to be the exclusive purview of a police officer.

Law Enforcement Technology.

Experienced police personnel in the county are often openly amused at their juniors as they complain about slow computers, the lack of multi-channel scanning radios, and low-powered police cars. The technological advances in the past 20 years have outpaced the communities' abilities to purchase or operate them.

Those who have purchased innovations oftentimes find themselves unable to use them to their full potential because of a lack of funds and expertise. Two cities in the county abandoned an innovative in-car computer network when the system failed to become satisfactorily operational after two years. In another case, the county's largest department abandoned its helicopter unit because the needed replacement equipment simply became too expensive.

Case Study.

Atherton, Belmont, Menlo Park, Redwood City and San Carlos are five contiguous cities located in southern San Mateo County and will be used as a case study. These cities are representative of their counterparts elsewhere in central and northern San Mateo County, and each maintains an independent police agency providing full municipal law enforcement services to their respective communities. Each maintains its own police facility, its own command structure, policies, procedures and personnel.

These police agencies will be used as a model for proposed regionalization of law enforcement functions in similar urban areas and geographic configurations, in particular because two of these

five cities are already studying full consolidation of police functions. Chief executives (or command officer alternates) from these communities concede that regionalization is possible, although substantial roadblocks to this concept exist at the present time. The strategic plan will outline the methodology for addressing these obstacles.

The Concept of Consolidated Police Services.

There are presently 100 cities in California who have opted to contract for police services rather than operate their own police agencies, two of which are in San Mateo County.⁴ The county has 18 independent city law enforcement agencies within its boundaries. Although two cities are currently studying consolidation, a third has been habitually plagued with rumors of bankruptcy and disincorporation. A fourth, California's last police protection district, is threatened by annexation to a nearby community.

Some states, Maryland and Hawaii among them, long ago opted for county police agencies, following the sage advice that "law enforcement necessarily suffers when it is halted at every political boundary line."⁵ Other metropolitan areas, Florida's Dade County Metro and Nevada's Las Vegas-Clark County Metropolitan

⁴ Department of Justice. 1981. Cities that contract for law enforcement. Sacramento, CA: Commission on Peace Officer Standards and Training.

⁵ Horgan, W.P. 1980. A look at local control and efforts toward consolidation of police service. Journal of Police Science and Administration, 8(1):2, March 1980.

Police Departments, are relevant examples. Even California communities, noticeably Marin County's Corte Madera and Larkspur, consolidated police services in 1978 to form the Twin Cities Police Authority, while preserving their independent city governments. A recent study of consolidated police services noted that "many chiefs of police of small departments have expressed concern as to whether their departments will exist in 10 years." ⁶

Tables 1 through 3 were prepared following interviews with police executives of five county police agencies in Maryland. With one exception, four of these agencies served populations generally similar in size to San Mateo County, and with that same exception, each is of roughly the same square mileage.

Data from San Mateo County reflects several differences. Even though it is only the fourth most populous of the study group, it has the largest number of sworn police officers, more than twice the number of police stations serving the communities in those counties, but only the second lowest per capita crime rate of the six.

Budget data reflects an even more startling difference. Per capita law enforcement expenses in Maryland amount to only 39 percent of what San Mateo County spends (and that is in the "best" case). It is important to point out that according to 1988 data, while police officers in Maryland average starting salaries are

⁶ Herley, Peter G. 1989. How can the consolidation of functions between small California police departments ensure the departments' viability by the year 2000? Sacramento, CA. Commission on Peace Officer Standards and Training.

only 65 percent of their San Mateo County counterparts, this in no way accounts for the total difference in police expenditures.⁷

When comparing Montgomery County, Maryland with San Mateo County, California, a particularly notable difference is apparent. Montgomery County's population is 11.5 percent larger than San Mateo County. Their ethnic compositions are comparable; Montgomery County spends only 30 percent of what San Mateo County spends for law enforcement and has a Part I Crime Index 11 percent lower than San Mateo County. This is accomplished with one fourth the number of police stations, and only 53 percent as many sworn police officers.

⁷International City Management Association. 1989. Staffing and Compensation: Police, Fire, and Refuse Collections. I.C.M.A. Yearbook 191.

TABLE 1

DEMOGRAPHIC COMPARISONS
 SAN MATEO COUNTY, CA. WITH FIVE
 MARYLAND COUNTY POLICE AGENCIES

	POPULATION	SQUARE MILES	NUMBER CITIES	SWORN PERSONNEL	POLICE STATIONS
SAN MATEO COUNTY, CA.	633,000	477	19	1576	21
BALTIMORE COUNTY, MD.	693,000	598	67	1546	10
PRINCE GEORGE COUNTY, MD.	701,000	488	21	1200	6
MONTGOMERY COUNTY, MD.	706,000	526	N/A	835	5
ANNE ARUNDEL COUNTY, MD.	443,000	417	N/A	537	4
HOWARD COUNTY, MD.	170,000	251	N/A	277	2

NOTE: Sworn personnel figures are approximate and do not include state police or highway patrol. The figure for San Mateo County includes the Sheriff's Department.

SOURCES:

1. The San Mateo County Convention Bureau
2. Criminal Justice Council of San Mateo County
3. Baltimore, Prince George, Montgomery, Anne Arundel and Howard County Police Departments

TABLE 2

ETHNIC COMPOSITION AND PART 1
CRIME COMPARISON FOR
SAN MATEO COUNTY, CA. WITH FIVE
MARYLAND COUNTY POLICE AGENCIES

	ETHNIC COMPOSITION	PART 1 CRIMES*
SAN MATEO COUNTY CALIFORNIA	72% WHITE	23,570
	12% HISPANIC	
	10% ASIAN	
	6% BLACK	
BALTIMORE COUNTY MARYLAND	90% WHITE	62,750
	8% BLACK	
	2% OTHER	
PRINCE GEORGE COUNTY MARYLAND	58% WHITE	76,600
	40% BLACK	
	2% OTHER	
MONTGOMERY COUNTY MARYLAND	77% WHITE	23,570
	10% BLACK	
	7% HISPANIC	
	6% ASIAN	
ANNE ARUNDEL COUNTY MARYLAND	86% WHITE	22,194
	12% BLACK	
	2% OTHER	
HOWARD COUNTY MARYLAND	85% WHITE	11,511
	15% OTHER	

NOTE: Ethnic population breakdowns for San Mateo County are approximate, based on 1980 Census Data with adjustments to Hispanic and Asian population figures from changes in school enrollments reported to the Criminal Justice Council of San Mateo County.

*Part I Offense information was gathered from the various Maryland county police agencies and from the San Mateo County Criminal Justice Council and includes the offenses of homicide, rape, robbery, burglary, theft, arson and assault.

TABLE 3

PER CAPITA CRIME RATES AND BUDGET
DATA COMPARING SAN MATEO COUNTY
WITH COUNTY POLICING IN MARYLAND

	TOTAL BUDGET	PER CAPITA COSTS	PER CAPITA CRIME INDEX
SAN MATEO COUNTY	\$ 166,400,000	\$ 262.87	0.037
BALTIMORE COUNTY	\$ 63,194,782	\$ 91.19	0.090
PRINCE GEORGE COUNTY	\$ 71,868,287	\$ 102.52	0.109
MONTGOMERY COUNTY	\$ 68,322,000	\$ 96.77	0.033
ANNE ARUNDEL COUNTY	\$ 34,955,530	\$ 78.90	0.050
HOWARD COUNTY	Not available	N/A	0.067

NOTE: Budget data for San Mateo County Law Enforcement was furnished by the Office of Criminal Justice Planning and is an estimate of 1989-90 figures. Maryland budget data (where available) was provided by the individual agencies.

Service Sharing and Cooperative Efforts in San Mateo County.

San Mateo County police agencies have a history of service sharing. A county-wide Narcotics Task Force was formed almost two decades ago; some smaller agencies have (and in some cases continue to) contract for communications services. Cooperative purchasing pools exist. Three cities still conduct a cooperative testing process for entry-level police applicants.

In spite of revenue short falls and resulting financial cutbacks, individual citizens are still satisfied with their local government services.⁸ Worsening government finances can force the issue of drastic service reductions or eliminations, such as already faces one county in its impending bankruptcy.⁹

⁸ Smith, Sidney P. 1980. Local Government in the Post-Proposition 13 Era: A Study of Belvedere, California. Hayward, CA. University Press.

⁹ "Going Bust in Butte County," Golden State Report, November, 1989

OBJECTIVE I

DEFINING THE FUTURE

The first objective of this project is to analyze the general issue using futures research methodologies. The outcome will be three futures scenarios, based primarily upon forecasting data collected through personal knowledge, literature scanning, discussions with peers, and the nominal group technique.

The general issue is stated as follows: "Will Regional Law Enforcement be appropriate for California Cities by the year 2004?" Related subissues from the past, present, and future have been identified.

PAST RELATED SUBISSUES:

1. Are individual police agencies cost effective and efficient?
2. What impact has economics on the federal, state, and local levels had on the current provision of law enforcement service?
3. Can small departments afford new technology?
4. Are individual departments having to reduce service levels as the demand becomes greater?

PRESENT SUBISSUES:

1. What impact will increasing liability costs and concerns have on individual police agencies?
2. How will departments cope with increased mandated training of personnel?
3. Will agencies be able to comply with mandated minority hiring needs and other minority issues?

4. Can departments continue to compete with ever-increasing salaries and benefits for employees?
5. What effect will the current trend of civilianization have on police agencies?
6. How will the present lack of young people to recruit from impact police agencies?

FUTURE SUBISSUES:

1. Will the trend of young people seeking careers in areas other than public service continue?
2. How will the public accept the perceived loss of local control?
3. How will police chiefs and city managers react to this proposal?
4. If police departments were combined, how would such an organization function and be managed?
5. Where would such an operation be based in a highly developed urban area?

All of the subissues listed above were examined for selection to be studied in this research paper. The selection criteria used was as follows: relevance to the general issue; relationship to other subissues; feasibility for study, given the constraints of time, resources etc. of personal interest to the author. Based on these criteria listed below are the four subissues selected for study.

1. What, if any, is the relationship between economies of scale and the decision to regionalize?

2. How will politics, at all levels, affect the decision to regionalize?
3. Will the responsibilities (role) of policing in the future be more or less compatible with regional policing?
4. How will the trend of civilianization change the future organizational structure of police agencies?

METHODS: IDENTIFICATION

The following are the basic methodologies used to develop and evaluate information relating to the general issue.

1. Literature scanning of social, technological, environmental, economic, and political issues related to the general issue.
2. Personal experience based on the writer's 24 years in municipal law enforcement.
3. Brainstorming with other law enforcement professionals.
4. Analyzing information obtained in interviews of five county police officials involved in county policing in the state of Maryland.
5. Using a nominal group of knowledgeable, yet diversified, individuals (drawn from the public and private sector) for the purposes of forecasting trends and events and evaluating the cross impact of these trends and events on each other.
6. Futures scenarios using data generated during the nominal group process.

METHODS: IMPLEMENTATION

Literature scanning, including a review of existing articles and studies on the topic of consolidation, was conducted. Civic leaders, law enforcement executives, command personnel of the case study communities, and other professionals participated in round-table discussions of the issue. The author's personal knowledge, particularly in light of the on going consolidation study currently facing his agency, was also used in developing candidate trends and events.

The next step in the process was the Nominal Group Technique (NGT). The group consisted of nine members, each knowledgeable on the subject, yet with different areas of expertise. Members of the group included two city managers, a county director of human resources, a coordinator of the administration of justice program at a local community college, a businessman, a former city council member, a director of chamber of commerce, a director of criminal justice council, and a police chief (Appendix A).

Prior to the group meeting held specifically for the purpose of discussing the emerging issues, selected participants were given a package of materials with which to familiarize themselves on the issue to be discussed and the manner in which the analysis would be conducted. The group was asked to be prepared to "brainstorm" future trends relevant to the topic and to develop a list of critical events that could have an impact on the topic. In an effort to assist the members in their preparation, each was supplied with a list of definitions of terms used in the study.

The term "Regional Law Enforcement" was discussed and operationally defined as "a single law enforcement agency serving three or more contiguous and independent communities within the same geographic area."

At the nominal group exercise, brainstorming sessions (using the round-robin method) generated 48 trends and 23 events (Appendix B and C).

Trend Selection. The nominal group used a trend-screening process to select five of the most important trends related to the study issue from a list of 48 candidate trends. The process included voting for those trends most relevant to the issue. The group was instructed to individually and privately vote for the five most important trends. Once the vote and discussion were completed, another vote was necessary to reduce the list to five.

The selected trends are as follows:

1. Complexity of police work.
2. Level of service sharing by smaller agencies.
3. Level of labor pool of qualified applicants.
4. Extent of police accountability to the community.
5. Level of public's expectation of police service.

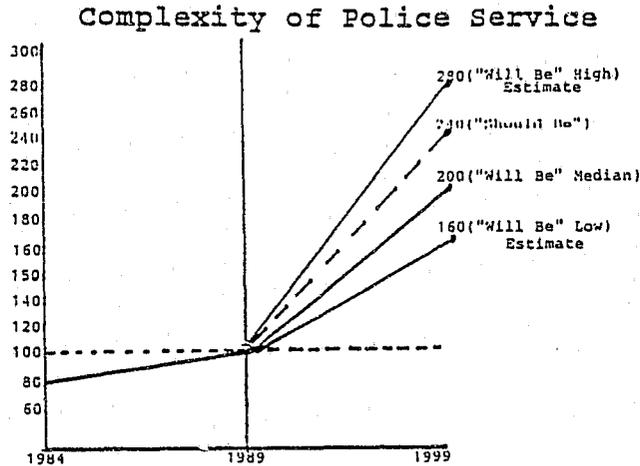
Trend Forecasting. The five selected trends were evaluated by the group (Chart 1). Given that the present is rated as "100," they established what the trend level was five years ago. The group was then instructed, "Using the premise that if a trend keeps going and there are no intervening events, what level of the trend will there be in 10 years?" In addition, the members were asked, "Using the premise that if there are desirable intervening events and policies, what level of the trend should there be, or would you like there to be, in 10 years?" The median of the group response was used to chart the final level for each trend. This trend analysis is reflected in Figures 1-5.

CHART 1
TREND EVALUATION

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
1. Level of Complexity of Police Work		80%	100	200%	240%
2. Extent of Police Accountability To the Community.		180%	100	60%	70%
3. Level of Service Sharing By Smaller Agencies.		60%	100	250%	500%
4. Level of Labor Pool of Qualified Police Applicants.		75%	100	150%	200%
5. Level of Public's Expectation of Law Enforcement Services.		120%	100	80%	100%

The above figures represent the median.

FIGURE 1



Trend Statement #1:

The complexity of a police officer's job will continue to change. Technological advances, state mandates, and court decisions will continue to make a peace officer's job more complex at an ever-increasing rate. This may create a crisis for local law enforcement to adequately staff their departments.

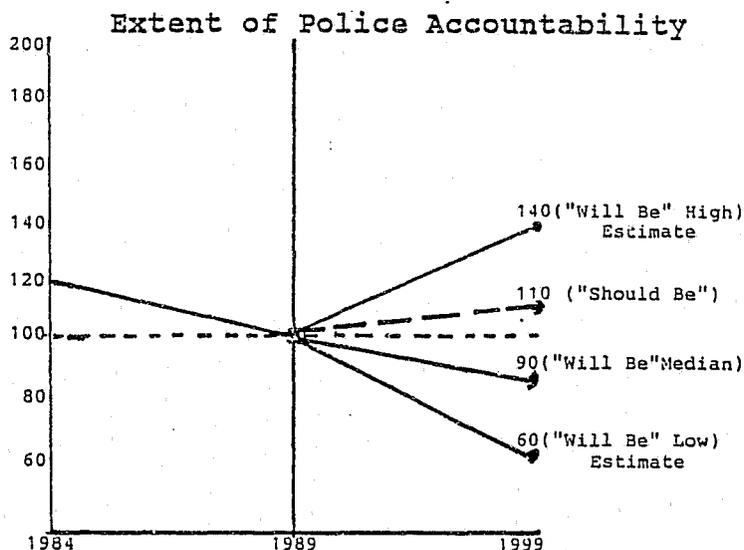
Analysis:

It was the consensus of the group that compared to today, five years ago the job of a police officer was less complex due to a relatively homogeneous and stable population.

Without intervening factors, if the trend continues, smaller police agencies will find themselves unable to avail themselves of the inevitable technological advances because of inadequate funding and an ever-declining base of qualified, well-trained and experienced police personnel.

All the members of the group felt that expensive litigation would continue to plague cities; a large infusion of Asian residents would alter the societal make-up of the county, and there would be increasing difficulty in keeping expertise in the county's 18 independent city police agencies. They concluded that police agencies needed to explore increased service sharing, broaden their pool of prospective employees, and to employ economies of scale would allow remaining police agencies to maximize their resources.

FIGURE 2



Trend Statement #2:

The extent of police accountability will continue to change over the next 10 years. The public's demand for accountability will likely decrease as communities continue to lose their individual identities.

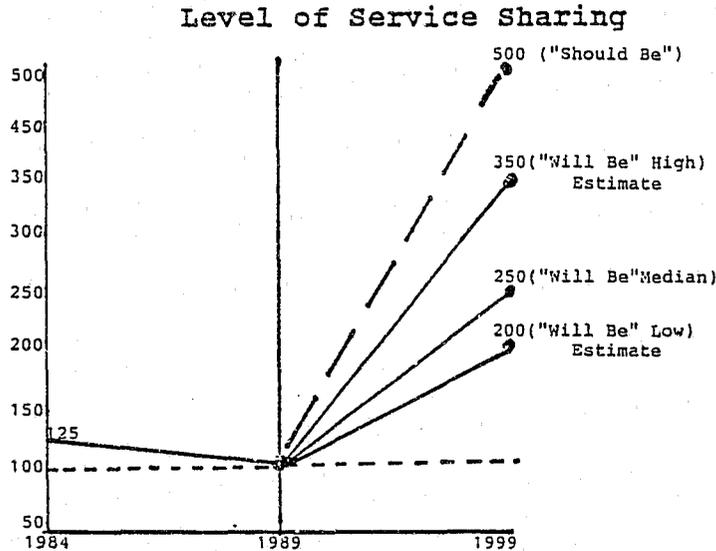
Analysis:

It was the consensus of the group that (when compared to today) communities demanded a higher degree of accountability from their police agencies five years ago. Communities were still highly stable with a strong sense of individual identity. Most cities in the county were still relatively small and known for a high degree of personalized services.

Without any intervening factors, if the trend was allowed to continue, the demand for accountability will continue to lessen. The group felt that the high mobility of County residents and heavy influx of foreign-born residents will continue to erode community identity to the point where people will be less interested in strict accountability, which historical local identities required.

Members of the group felt that although local residents will no longer insist upon such a high level of accountability for police services, they will still have expectations of a high level of quality in the services that are delivered. The conclusion was that police accountability will still be an issue with residents, but not to the degree that it is today.

FIGURE 3



Trend Statement #3:

The level of service sharing between police agencies will continue to change in the next 10 years. As available revenues decline and the complexity of the police mission changes, agencies will examine autonomous but repetitive tasks.

Analysis:

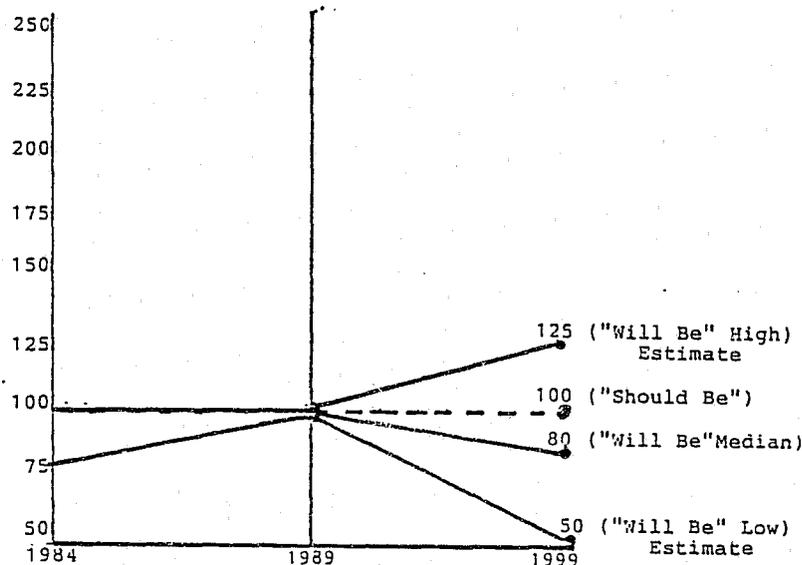
It was the consensus of the group that (when compared to today) there was little or no more service sharing in the County five years ago. In fact, one more city incorporated during this time began providing its own law enforcement. This was due to very strong local identity, a relatively rosy financial picture for the cities in the county, and a post-Proposition 13 "boom" period in growth and development.

Without intervening factors, the trend will reverse itself, and the level of service sharing will begin an upward spiral. Local identity is no longer on the rise. Many communities are facing revenue shortages unprecedented since Proposition 13; the county's growth "boom" appears at an end. Because the resident population will continue to increase, the demand for police services in a high tech age will force local communities to re-examine service sharing.

Members of the group felt that local communities have only scratched the surface of potential in service sharing. It was their conclusion that service sharing represents the best hope of maximizing declining resources.

FIGURE 4

Level of Qualified Applicants



Trend Statement #4:

The level of qualified applicants for positions in law enforcement may continue to change in the next 10 years. While the number of traditional age group candidates (21 to 35) will continue to decline, there may be additional labor pools opened through relaxed age standards and cultural outreach programs.

Analysis:

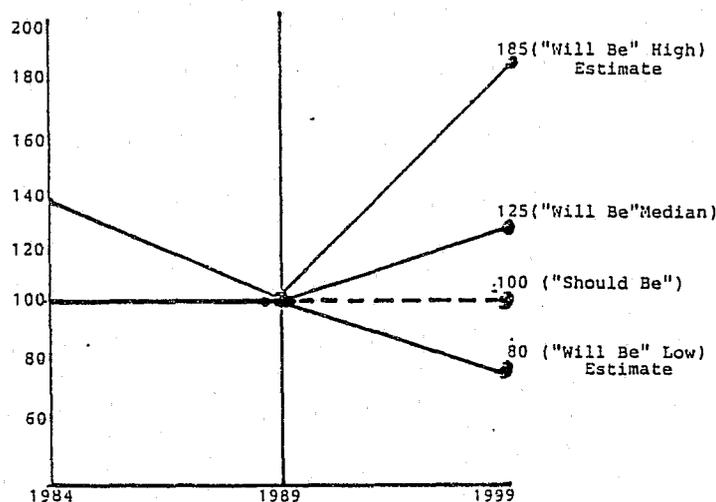
It was the consensus of the group that compared to today, there were fewer qualified applicants for positions in police work. This was due to former age restrictions for entry level police officers and remnants of age-old discriminatory hiring practices which sought to exclude non-white male candidates.

Without any intervening factors, if the trend was allowed to continue, the level of qualified police candidates will not significantly change. Outreach programs into non-traditional candidate pools will likely offset projected declines in the traditional entry level police candidate labor pool.

While there was considerable disagreement on the direction in which the candidate pool will change, there was agreement that agencies would have to employ creative recruitment tactics in order to draw sufficient numbers of personnel to meet their needs.

FIGURE 5

Public Expectations for Police Service



Trend Statement #5:

The public has traditionally held strong views on what level of service their individual police agencies should provide. While service levels provided by law enforcement have already changed, it is inevitable that changes will continue to occur. At the same time, the public is no less likely to demand a high level of quality in those services that are provided.

Analysis:

It was the consensus of the group that (when compared to today) there was a much higher level of police service five years ago. This was due in part to traditional concepts of service tied to specific communities, to fewer demands on existing police personnel, and to stronger financial bases in the individual communities.

Without intervening factors and the if trend continues, the level of police services will continue to decline. The group felt that law enforcement agencies faced with personnel shortages, decreased revenues, and increasing violent crimes will divert their resources to the most critical needs.

Members of the group felt that educating the public on the role of their agencies, their resource needs, and realistic service levels would allow those agencies to preserve a reasonable level of police service in the future. Service sharing and further specialization and civilianization of certain functions will greatly assist local agencies in maintaining an acceptable level of service.

Event selection. The events were identified using the same methodology as the trends. The group generated 22 events (Appendix C). The list was distilled to the five most important events based on their likelihood of occurrence and their impact on law enforcement, specifically regional law enforcement (Chart 2).

Event Evaluation.

During the process, these candidate events were the basis of a "brainstorming" session, during which the top five were selected. Criteria included the likelihood of occurrence and the impact on regionalization of law enforcement. The five selected events are identified and discussed below.

1. **Funding crisis.** The group members felt there was a moderate possibility of a significant financial crisis affecting local government in the next 10 years. Changes in traditional local revenue sources, ever-increasing demands by employee unions and the continued deterioration of the infrastructure within those communities will be offset by creativity in municipal finance and careful development planning.
2. **"No victim/no crime" legislation.** The group members felt there was a strong probability of legislation on the state level that would reduce the number of "victimless crimes," thereby significantly lightening the burden on local police services. Current trends in the nation's "War on Drugs," anti-pornography movements, and other so-called vice crimes belie the group's perception of this event.

3. **The Bay Area becomes a drug capitol.** The group members also gave this event a high probability of occurrence within the next 10 years, if certain steps were not taken to prevent it. Southern California communities have already witnessed shifts in primary import points for illegal drugs. The open sea access, significant undeveloped coastline, and the influx of residents from so-called "drug producing nations" into San Mateo County underscore this potential.
4. **Ethnic race conflict.** This event was similarly highly rated in probability of occurrence by the group. Increases in ethnic gang-related activities are due in part to dramatic demographic changes within California.
5. **Reduced POST funds.** The group gave this event only a moderate degree of probability in occurring within the next 10 years. While there have been fluctuations in available POST monies throughout the years, the peace officers' training fund has a very stable source of revenues.

CHART 2
EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	Year that Probability First Exceeds Zero	By 1994 (0-100)	By 1999 (0-100)		
1. Major Funding Crisis At Local Level	1991	80%	50%	+7	-7
2. "No Victim/No Crime" Laws Passed	1991	70%	85%	-3	+5
3. Bay Area Becomes Nation's Drug Capitol	1992	75%	85%	+8	-8
4. Major Ethnic/Race Conflict In California.	1990	75%	85%	+4	-5
5. Severe Reduction In POST Reimbursement To Local Agencies.	1991	40%	65%	+5	-7

Cross-Impact Analysis. The NGT group members were required to assess the interrelationships between the events themselves, as well as between events and trends through the use of a cross-impact analysis chart (Chart 3). Both events and trends are printed horizontally on the chart, while events also appear vertically on the chart. Each NGT member was asked to look at each event as if it had in fact occurred. Each was asked to determine to what degree (if any) it would affect the probability of each of the other events occurring or to what degree that event might impact these trends. Each member was also asked to assess how the level of each of those trends would be affected by such impacts. The following is a summary of that cross-impact analysis.

Event #1. If a funding crisis occurred, the greatest impact would be on the probability that service sharing will increase between agencies. With a probability of only 50 percent, agencies throughout the county would increase the modest service sharing that already exists because significantly reduced revenues will force economies of scale and discourage communities from replicating services. Another consequence of a funding crisis could be the impetus for local communities to successfully lobby away so-called "victimless crimes," thereby reducing the demands on local law enforcement.

Event #2. In the event that "No victim/no crime" legislation passed on the state level, it would significantly undermine the need for regionalized law enforcement by significantly reducing demands for service (and consequent need for greater revenues that

might exacerbate or cause a funding crisis) by minimizing the impact of almost all of the trends, and by having little or no effect on almost all of the other events.

Event #3. If the Bay Area becomes a drug capitol in California, tremendous pressures would be placed on local law enforcement resources, thereby increasing the likelihood and/or impact of each of the other events, except for reduced POST funds. Increased service sharing is also a likely consequence of this event, as local agencies scramble to cope with an international problem.

Event #4. Like increases in drug trafficking, an ethic/race conflict would place similar strains on local law enforcement with highly similar results. Without the benefits of asset seizures, this problem represents even a more significant drain on fiscal resources.

Event #5. Reduced POST funds has little effect on the majority of the selected trends and events. While such an event might worsen any existing funding crisis, it also worsens the recruitment pool by forcing agencies to look for already trained candidates.

CHART 3
CROSS-IMPACT EVALUATION

What if this event actually occurred... (By 1990)		With this probability. How would the probability of the events shown below be affected?					How would the level of these trends be affected if the events occurred?				
		E ₁	E ₂	E ₃	E ₄	E ₅	T ₁	T ₂	T ₃	T ₄	T ₅
E ₁	50%	X	Increase 20%	No Effect	No Effect	Decrease 10%	Decrease 20%	Increase 30%	Increase 50%	Decrease 25%	No Effect
E ₂	85%	Decrease 20%	X	No Effect	No Effect	No Effect	Decrease 15%	Decrease 20%	Decrease 35%	Decrease 10%	No Effect
E ₃	85%	Increase 10%	Increase 10%	X	Increase 15%	No Effect	Increase 10%	No Effect	Increase 20%	Decrease 10%	Increase 10%
E ₄	85%	Increase 15%	Increase 10%	Increase 15%	X	No Effect	Increase 10%	No Effect	Increase 20%	Decrease 10%	Increase 10%
E ₅	65%	Increase 15%	Increase 10%	No Effect	No Effect	X	No Effect	No Effect	Increase 10%	Decrease 15%	No Effect

EVENTS

- Event 1-Funding Crisis
- Event 2-"No victim/No Crime"
- Event 3-Bay Area Drug Capitol
- Event 4-Ethnic Race Conflict
- Event 5-Reduced POST Funds

TRENDS

- Trend 1- Complexity of Police Work
- Trend 2- Police Accountability
- Trend 3- Service Sharing
- Trend 4- Level of Qualified Applicants
- Trend 5- Public's Expectation of Police Service

Scenarios.

Scenario writing is a method used for describing in some detail ranges of events and trends that could lead to an envisioned future. The ranges may include technological developments, demographic changes, political events, social trends, and economic variables. Scenarios provide a context for planning. The following introduces three basic modes of scenario writing: exploratory, normative, and hypothetical. The scenarios include trends and events forecast by the members of the nominal group.

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

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

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

Scenario No. 1 - Exploratory

("Most Likely")

The year is 1999. The median price of a home in San Mateo County exceeds \$750,000. A one bedroom apartment commands a \$1,500 monthly rent. The escalating prices are due to the influx of the Pacific Rim Dollars and nonexistent open space for additional housing. Most of the people buying these homes are highly paid professionals who work out of county.

The county has lost several large industries due to lack of affordable housing and labor in the area. This has resulted in a funding crisis to provide basic city services. Hardest hit are smaller cities whose tax bases depend on building fees, and sales taxes have dwindled over the years. City departments have competed fiercely for funds. Due to the decrease in tax base, there has been a commensurate decrease in the amount of available funding for police department operations.

All the police departments in the county have had to reduce their level of service. Nonsworn community service officers (police aides) are handling requests for police service which no one would have envisioned in 1989. Service calls that community service officers were handling in person 10 years ago are now being accepted by telephone or a mail-in form.

The public's expectations of the level of police service has remained the same as it was 10 years ago; however, the public is not willing to pay for the increasing cost of services. The police

have failed to educate citizens on realistic levels of service that can be delivered at this time, and the increasing mobility of a population continually "trading-up" for real estate has undermined traditional loyalties to individual cities. Training budgets have been cut to the bare necessities of mandated training only.

Although there has been a steady increase in the sophistication of available technology, small police departments have not been able to afford to keep up with technological advancements. Furthermore many departments now lack the expertise to use these technological advances, even if they were able to afford them. Small departments have been working with antiquated equipment due to the inability of their city governments to provide funding for new equipment.

The level of police accountability continues to decline. This is due, in part, to a lower level of confidence by the public in their police departments' abilities to deal with crime and other problems.

Many public officials concede that the only reason so many individual police agencies have survived to date is due to reduced levels of service, and these same officials are urging the passage of a "No victim/No crime" law to eliminate all vice and narcotic laws from the codes. This will allow agencies to focus their ever-shrinking resources to fight the more visible type of crimes, which involve victims.

Over the past 10 years, several cities in the county have expanded service-sharing agreements. Some cities have returned to combined dispatch and record centers, while others have formalized combined training functions. This has not been as prevalent as it could be, due to resistance by some public and elected officials regarding local autonomy and the fear that this type of activity would lead to ultimate consolidation of their individual police agencies.

The small police departments have had ever-increasing difficulty attracting qualified candidates to fill job openings. The almost astronomically high cost of housing within a reasonable commute distance, the decline in traditional candidates (age 21 to 30), and the desire of those remaining younger applicants to opt for the higher activity levels of larger organizations are the principal causes for this shortage. Because of a continuing exodus of more experienced officers to rural, less-expensive and less-urban areas, the level of expertise in small police departments grows lower every year. Persons now interested in jobs within the county are increasingly mediocre as police departments find it necessary to settle for the less-desirable applicants.

Scenario No. 2 - Narrative
("Desired and Attainable")

Fifteen years ago, in 1989, when the newest "buzzword" of local government was "regionalism," local communities throughout San Mateo County began pooling efforts to cut across historical political and geographic boundaries to solve their growing economic, growth, and service needs problems. With a 1991 joint powers agreement, the San Mateo County Regional Planning Council (SMRPC) was established and began examining issues of county-wide concern. Moving beyond their original focus of development and transportation issues in the early 1990s, this group formally established a series of strategic planning committees (SPC's) to examine other areas of consolidated governmental services in the county, including police departments.

While not ready to give up their individuality, cities throughout the county began to experience declining revenues as the cost of living continued its frenetic rise, and major industries and developers have fled the Peninsula to the less costly Central Valley of California.

San Mateo County has seen a dramatic increase of Asian residents fleeing the 1996 takeover of Hong Kong and worsening political and social conditions in Indochina. In addition Hispanics have been fleeing Central America for the United States. Ethnic minorities now represent half of the California's population, with Hispanics accounting for 30 percent of the total population, Asians

19 percent, and Blacks accounting for 16 percent.

Police agencies throughout the county established their permanent law enforcement training center at the College of San Mateo in 1993, and they embarked upon cultural-awareness training in an effort to cope with the changing demographics of the County's residents. Nevertheless, ethnic gang activity has continued to strain law enforcement resources. A coordinated training effort throughout the county has allowed agencies to maximize the use of available POST subventions by reducing the need to use funds for travel. Instead, the funds were used to increase training opportunities as a means for coping with the profession's increasing complexity.

In 1991 the cities of San Carlos and Belmont consolidated their police departments after an in-depth study showed they could maintain the same level of service at a lower cost. In 1992, bankruptcy and disincorporation forced the disbanding of the East Palo Alto Police Department, while the Broadmoor Police Protection District was absorbed following the village's annexation into nearby Daly City.

The job of a police officer has quickened its spiral of complexity as state and federal courts have continued to set increasing legal constraints on law enforcement. The Legislature has persisted in adding mandates for specialized training of police personnel. A technological revolution for law enforcement looms with the state's launch of a communications satellite in 1998 designed to permit instantaneous emergency communications

throughout the state, linking the old regional computerized data base networks and offering car- to- car police communications anywhere in California.

The level of qualified applicants continued its decline into the 1990s, but local agencies responded by establishing a county-wide recruitment and personnel process. By increasing civilianization of police functions, several other programs followed that focused on attracting nontraditional candidates into police work. Cultural outreach programs were commonplace by the 1990s, and entry standards were relaxed in relation to age and pension requirements to facilitate the entry of older, second career individuals in sworn positions. Yet the five smallest agencies in the county find themselves increasingly unable to recruit and retain police personnel capable of adapting to these changes. Their limited resources will not permit them to avail themselves of many of these innovations, in spite of county-wide purchasing, a single central records computer data base, and the establishment of Cooperative Crime Task Forces dealing with gangs, narcotics, and burglary.

Efforts to legislate a "No Victim/No Crime" bill (the last great hope to significantly reduce the demands on local police services) have failed in Sacramento as the persistent growth of narcotics-related crimes continues to outrage Californians.

San Mateo County residents continue to expect a very high level of police service, often times exceeding the ability of smaller agencies to meet those expectations. At the same time,

the mobility of the population has destabilized historical community identification. There are signs of less individual opposition to abandoning locally autonomous police agencies.

Scenario 3 - Hypothetical

("What If?")

It is the year 2004. San Mateo County is known as California's bedroom county. An acre of land can be sold for 4 million dollars. Business and industry have long ago liquidated this most valuable asset to make way for the prestige housing market. The county has fully restored its early 20th century reputation as the residential playground for the wealthy, an irresistible target for the criminal element of the economically depressed inner cities in Oakland and San Francisco.

In spite of efforts by the Legislature to reduce the burden on local law enforcement with the enactment of a "No victim/no crime" law, the demand for police services in the county has continued to spiral upward.

The virtual elimination of sales tax and building fees from a county almost exclusively residential (and fully developed) has forced the creation of the San Mateo County Metropolitan Government Center. Local cities have, with the exceptions of ultra-rich Atherton, Hillsborough and Woodside, all but disbanded and, with them, their individual police agencies.

Service sharing, the concept of the 1990s, has fallen in favor of total consolidation of police services under a metropolitan police agency modeled after Maryland's system of county policing.

While the problem of qualified candidates still occasionally perplexes the county police department, the ability to specialize in a 1,000 officer police agency has allowed the county to effectively compete for candidates and to assign sworn personnel only where absolutely critical to the police mission. Almost 90 percent of traditional 20th century calls for police service are now ably handled by a cadre of highly trained and specialized civilian personnel, allowing sworn police specialists to deal with the ever-increasing complexity of their job. The county police department has effectively coped with reduced state funds for police training through its specialization program and is still able to provide a very high level of police service to its affluent residents.

Much of the racial conflicts that have plagued nearby San Francisco and Oakland have been effectively minimized. The affluent nature of the county's multi-racial residents and a coordinated, county-wide police agency that is no longer hampered by artificial political boundaries, limited resources, and a lack of individual technological expertise are responsible for this success.

OBJECTIVE II

STRATEGIC PLAN

This section of the study formulates the strategic plan for implementing a regional consolidation of contiguous police agencies by the year 2004. This plan is based upon the "desired and attainable" scenario from the previous section.

The goal of this strategic plan is to provide the strategy necessary for this consolidation to take place. This consolidation is desirable and attainable using properly designed strategic and transition plans.

METHODS: IDENTIFICATION

The following methods were used in formulating the strategic plan.

1. The SMEAC model was used to provide structure for the plan.
2. A six member modified policy delphi group (see appendix D) was used to develop desirable and attainable policies. This group also generated the mission statement, and strategies for implementation.
3. A capability analysis was conducted to identify strengths, weaknesses, opportunities and threats in the issue.
4. Brainstorming was also used to identify the stakeholders in this study and to determine their importance and position relative to selected policies.

METHODS: IMPLEMENTATION

Both the strategic management plan and the transition management plan (Objective III) use the Situation, Mission, Execution, Administration and Control (SMEAC) model. The transition plan part of this study addresses the administration and control elements of the SMEAC model, while the strategic management plan uses the situation, mission and execution features of the model.

The strategic management process includes strategic decision-making and planning, as well as policy considerations. The resulting strategic plan provides the outline by which the issue progresses from its present state to that projected in the scenario.

An analysis of the present situation confronting law enforcement operations in the county, the development of mission statements, and the identification and analysis of alternative strategies represent the three key steps of the strategic management process.

Situation Analysis.

San Mateo County has 18 autonomous city police departments in addition to the county sheriff. There are essentially three sub-regions of the county north, central and south each of which bears striking similarities to the others. Each of the sub-regions has one large, dominant city. Each has one or more very small bedroom

communities, and each has one or more very affluent communities.

Because of the similarities outlined above, as well as to make the process manageable, the strategic and transition plans for consolidation of any one of the subregions will, in all likelihood, form an excellent model for the consolidation of either or both of the other two. This plan, therefore, proposes the consolidation of police services in the southern region, utilizing Scenario II presented in Section I as our case study. This includes the contiguous cities of Atherton, Belmont, Menlo Park, Redwood City and San Carlos, each of which is presently served by its own autonomous police agency.

Environmental Analysis.

The environmental analysis is accomplished by using a "WOTS-UP" analysis and by assessing the internal capability of the case study departments, as well as identifying and analyzing the stakeholders involved.

"WOTSUP" is an acronym for the Weaknesses, Opportunities, Threats, and Strengths and the Underlying Planning involved in any analysis; in this case, the analysis concerns the consolidation of case study agencies. This analysis was completed by three police chiefs and two command officers each representing one of the case study cities, as well as a former chief still living in south county. The overall analysis resulted in the following.

Strengths. Each of the departments has an experienced command staff, some of whom are POST Command College graduates. Several of the agencies also have a corps of experienced and well-trained line personnel. The chiefs of the case study agencies express trust in one another, and each feels his own agency provides a very high level of professional police service.

During the past 16 years these agencies have participated in a number of cooperative efforts, including a County Narcotics Task Force (CNTF), a strike force to combat street crime in a neighboring city, a Criminal Apprehension Team (CAT), a multi-jurisdictional "sting" operation, and even a "Field Operations Course" practical training exercise. Police agencies have already developed some select county-wide operational policies, such as police pursuits. The chiefs of the county meet annually in a retreat format to address responses to issues of county-wide concern.

The departments also deal with the same (highly mobile) criminal element, and the case study agencies all enjoy a close proximity to county law enforcement, court, and corrections facilities. Two of the agencies have already developed automated crime - analysis capabilities, and others are embarking upon this task.

Each of the case study agencies has implemented the use of private - sector alternatives to traditional police services (including background investigations and parking citation collection), and some have begun extensive civilianization of

traditional police functions.

Weaknesses. With two exceptions, each of the case study departments is operating out of outdated and inadequate facilities (the remaining three, in fact, are in the early planning stages for new police buildings). Some of the departments are plagued with large numbers of inexperienced line and supervisory personnel. Each of the departments has a number of middle managers who are viewed as provincial in outlook. Frequently, communities like to look upon themselves as unique in their character and service needs. There is a wide variation in available technology as well as differences in operational philosophies between the case study departments. Some attempts at cooperative efforts (e.g., computerization) have failed in the recent past.

Threats. The inability to attract well-qualified candidates into this high cost-of-living area (where a median priced single family home currently sells for \$293,000) is a definite threat to each of the departments. In one case where two of the departments began looking at consolidation, vocal opposition by some homeowner groups and even council members surfaced in the earliest stages of the effort. The historical independence and almost unique identity of each of the case study departments may raise hidden opposition. Some of the agencies feel they are underfunded for the service levels demanded, and one has had to resort to a police services tax to supplement city appropriations.

Opportunities. Two of the five cities are already conducting a joint study on consolidation. Within the next 5 years, two of the remaining police chiefs in the five cities will reach retirement age, and a third has already announced his retirement. Two of the five departments are currently looking to abandon their existing facilities, and a third is seeking approval to begin the replacement process. Each of the departments replicates specialty services in crime prevention, traffic enforcement, school liaison officers, data processing, training, narcotics enforcement, and purchasing, while only one of the five is able to staff any of these services with full-time personnel. The five communities share many things in common: being contiguous to one or more of the other four; being divided by imaginary lines; sharing the same state and interstate highways; with only one exception, these communities also share similar demographics. Three of the five are of roughly equal population.

Capability Analysis:

Command officers from the five case study agencies were given two capability analysis rating forms in order to evaluate the resources of these agencies. The results of this analysis assess these agencies' capabilities to support the desired change. The percentages which appear on Charts 4 and 5 reflect the total responses of the five case study command officers. No attempt has been made to mathematically average these responses, since this could distort the outcome.

The case study agencies project an average capability to support the change. Extreme cases of "superior ability" and "real cause for concern" were rare.

In terms of management skills necessary to assist such a change, the majority of the case study departments rate themselves as better than average, although one felt that this area was problematic. The majority felt the same was true regarding training, attitudes, and image. Supervisory skills were assessed in a much less optimistic light, with average to problematic ratings from all five.

The case study agencies rated their facilities' capabilities ranging from real cause for concern to excellent, and their equipment and technology was assessed as average.

All five of the agencies assessed their levels of support, both from their communities and from their respective councils, as better than average to superior, while two of the five were less enthusiastic about the support from city managers.

The "Mentality Personality" of the case study agencies' top managers is such that while they are not generally innovative, familiar and related changes are supported. These managers were viewed as somewhat tradition bound, yet well educated and having above - average knowledge and skills.

Organizational competence of the case study departments was perceived as average, with familiar changes being the most widely accepted. Middle managers were generally perceived as less open to change than were line personnel

Chart 4
Capability Analysis - Rating One

STRATEGIC NEED AREA:

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

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

Category:	I	II	III	IV	V
Manpower		20	60	20	
Technology	20		80		
Equipment	20	20	60		
Facility	20	20		20	40
Money		20	60	20	
Calls for service		40	40	20	
Supplies		40	60		
Management Skills		60	20	20	
Police Officer Skills		40	60		
Supervisory Skills			60	40	
Training		60	40		
Attitudes		60	40		
Image	20	60	20		
Council Support	40	40	20		
City Manager Support	20	40	40		
Specialties		80	20		
Management Flexibility		40	40	20	
Sworn/Non-sworn Ratio			80	20	
Pay Scale		40	60		
Benefits		40	60		
Turnover		60	40		
Community Support	40	60			
Complaints Received	20	60	20		
Enforcement Index		40	60		
Traffic Index		40	40	20	
Sick Leave Rates		40	40	20	
Morale		40	40	20	

NOTE: The above figures represent percentages of five responses from the modified policy delphi group.

Chart 5

Capability Analysis: Rating Two

STRATEGIC NEED AREA:

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

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

Category:	I	II	III	IV	V
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TOP MANAGERS:

Mentality Personality			40	60	
Skills/Talents			60	40	
Knowledge/Education			40	60	

ORGANIZATIONAL CLIMATE:

Culture/Norms		60	20	20	
Rewards/Incentives		20	40	40	
Power Structure		40	40	20	

ORGANIZATIONAL COMPETENCE:

Structure			80	20	
Resources			80	20	
Middle Management		40	40	20	
Line Personnel	20		60	20	

NOTE: The above figures represent percentages of five responses from the modified policy delphi group.

Stakeholder Analysis:

A list of stakeholders relating to the strategic issue was developed by the 6 member modified policy group. This group also completed the "WOTS-UP" analysis. Stakeholders was defined as "individuals or groups who impact what you do, are impacted by what you do, or who care about what you do."

Within this defined group of stakeholders may be "snaildarters," who were defined as "unanticipated stakeholders who can radically impact your strategy."

STAKEHOLDERS

- . City administrators
- . Police unions
- . Police officers
- . Nonsworn employees
- . Business community/industry
- . Taxpayers/residents
- . Other police departments
- . Realtors
- . The elderly
- . Other city departments
- . Minority rights groups
- . Elected officials - cities
- . Elected officials - county
- . The sheriff
- . The district attorney
- . Chamber of Commerce
- . Home Owners' Associations
- . Courts
- . Chiefs of police
- . Schools
- . Media

After lengthy discussion of these stakeholders, the group narrowed the list to the 10 most significant stakeholders related to this issue. They are as follows:

1. Police Unions.

The group foresaw the necessity of securing the participation and support of their respective unions in order for this concept to succeed. The legal issues of "meet and confer" aside, an organized opposition to the concept by the unions might well ensure its doom.

2. City Managers.

A second major group of stakeholders is the city managers of the affected communities. Their support was seen as critical to winning the support of another major stakeholder, the elected officials.

3. Elected Officials - Cities.

Perhaps the single most emotional issue tied to this concept is the one of "local control." The group perceived local control as the dominant reason for the creation of all independent police agencies originally. Without the majority (at minimum) support of the elected officials, a joint-powers agreement is out of the question.

4. Elected Officials - County:

The group also felt that elected county officials, especially the Board of Supervisors, were significant stakeholders. Their moral support (and persuasion) of the concept might be critical to the political success of the concept.

5. The Sheriff:

The county sheriff, who sees himself as the chief law enforcement officer of the county, may feel threatened by the formation of a multi-jurisdictional police agency, especially one which would rival his own department in size and population served. While the impact upon the services provided by the sheriff might be unchanged, pockets of unincorporated areas and the county's only two contract cities might well be persuaded to jump on the bandwagon.

6. Police Officers.

Issues of labor representation aside, the group felt that individual officers within the affected agencies had a role as stakeholders in this concept. Promotional opportunity, personal growth, and other less tangible concepts such as organizational philosophy all impact individuals apart from their labor organizations.

7. Nonsworn Employees.

A dramatic increase in the numbers of nonsworn employees was seen as the wave of the future by the group, and their support of, opposition to, or interest in this concept is no less important than that of their sworn counterparts.

8. Residents.

The residents and taxpayers of the affected communities are obvious stakeholders since their taxes form the funding for police services and their demands for service influence their output. Perceptions of paying more for less would have to be dismissed.

9. Homeowners' Associations.

Often the most vocal and organized segments of individual communities, the various homeowners' associations, would be key to the political "sale" of this concept.

10. Business Community/Private Industry.

The second major constituent group for law enforcement services is the business community and its private industry members. Often well organized and with legitimate concerns, these members of the communities would be either a significant asset or major detractor from the success of this concept.

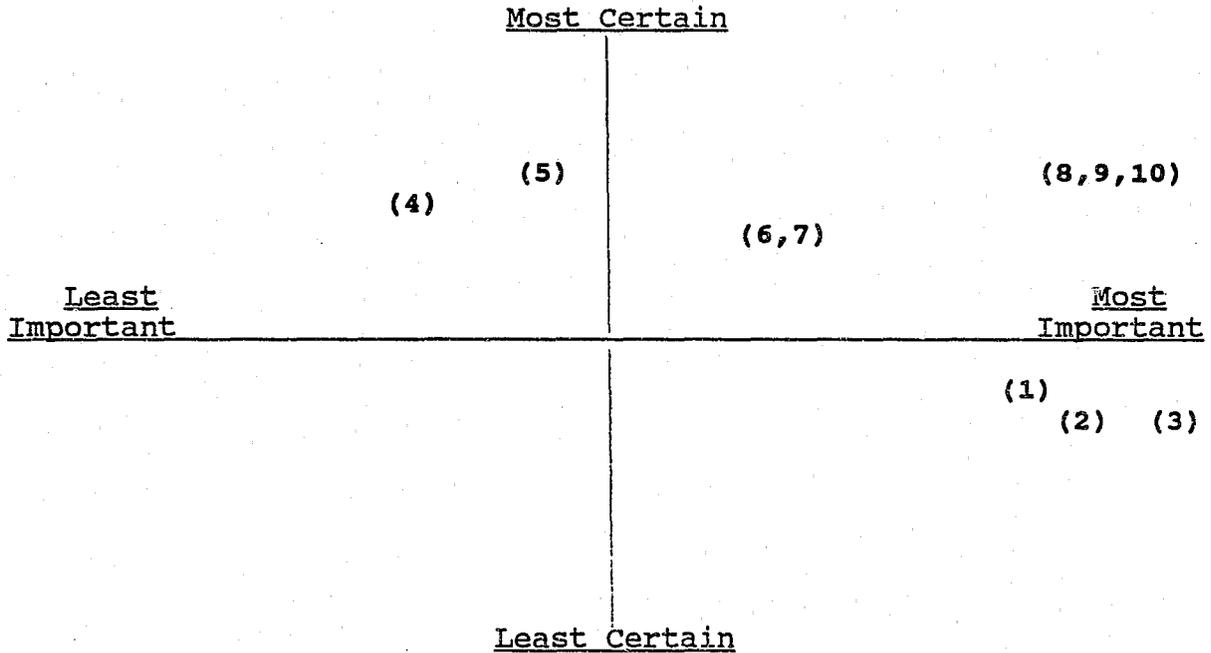
Strategic Assumption Surfacing Technique:

The following is a chart which was developed by the six members of the modified policy delphi. The chart uses the Strategic Assumption Surfacing Technique (SAST) to plot the relationship of each major stakeholder to the issue. Chart 6 depicts assumptions regarding each of these stakeholders on the basis of two criteria: the first is the stakeholder's criticality to the issue; the second is the degree of uncertainty surrounding the assumption.

The SAST charts the relative importance of stakeholders to the issue and, by virtue of their support of or resistance to the concept, how much effort need be expended to ensure their ultimate support.

Chart 6

Strategic Assumption Surfacing Chart



- | | |
|---------------------------------|------------------------|
| 1. Police Unions | 6. Police Officers |
| 2. City Managers | 7. Non-sworn employees |
| 3. Elected Officials - Cities | 8. Residents/Taxpayers |
| 4. Elected Officials - Counties | 9. Homeowners' Assns. |
| 5. The Sheriff | 10. Business Community |

NOTE: Above chart based on unanimous consensus (by round robin voting) of the six member modified policy delphi group.

Mission Statements:

The case study group assigned "mission statements" as a relatively low priority in formulating the strategic plan to implement this study and agreed to accept "mission statements" previously developed by the author. Their assumptions in this area were based upon the premise that the mission of a new agency would undergo significant revision in the first five years, and its development would be a logical outgrowth of other portions of the plan.

Nonetheless, the group agreed that a "mission statement" formalizes the broad purpose of any organization. A "macro" statement conveys the basic mission of the organization, while the "micro" statement conveys the mission of the organization in relation to the issue being addressed.

"Macro" Mission.

The South County Police Authority will be dedicated to preserving quality service, as well as developing and recognizing the human resources to meet the diverse needs of our metropolitan area. We will do this in a responsive and caring manner by fostering and maintaining a superior quality of life by positive professional interaction with our citizens now and in the future.

"Micro" Statement. The micro statement is as follows:

- . To preserve and enhance the professional image and reputation of law enforcement in South County.
- . To capitalize on existing human resources within the predecessor agencies, while improving resources that are not as developed.
- . To marshal fragmented resources and reduce duplication into a coordinated effort in combatting the mobile criminal element.
- . To maximize the effective use of limited resources in providing police services to the south county.

Modified Policy Delphi

A "modified policy delphi" was used by the command officers of the case study departments. This process examined policy issues in a group setting, wherein the individual members advocated differing resolutions by generating strategic alternatives, analyzing the feasibility and desirability of those alternatives, and reducing them to a manageable number.

Five policy alternatives were distilled from this process, after pro and con arguments had been weighed. The results were as follows:

1. Develop a comprehensive long-range plan on staffing. Some of the most significant support of or resistance to this concept will come from employees within the case study agencies. By mapping the staffing needs in the future agency, rumor and fear can be replaced with an understanding of each role in the new agency.

2. **Develop a comprehensive long range plan on facilities.** One of the most costly issues facing the case study cities is the imminent need to replace aging police facilities. A coordinated plan not only reduces the need for duplication in a small geographic area, but points to some of the largest cost savings that such a plan represents. It works to allay fears often held by community and business groups concerning distant police facilities.

3. **Develop an instrument for governing and funding the organization.** Critical to the acceptance of such a consolidated agency are the issues of how it will be governed and by what means it will be funded. A competent instrument not only ensures continuing "control," but also ensures that no one will be unfairly burdened in paying for police services.

4. **Develop a community/stakeholder education program to "sell" the concept.** This concept is, after all, one in which political support or opposition could be the determining factor, irrespective of any other consideration. The support of key elected officials, local government administrators, and members at large in the affected communities is essential.

5. **Develop "Macro" and "Micro" Mission Statements.** Clear mission statements form the basis of education and reassurance to the communities that a new organization will continue to meet their needs; they also set the tone and direction for the new organization.

Policy Options

For the purpose of this review, five policy options have been synthesized into three separate issues: Long Range Plans, The Community/Stakeholder Education Program, and the Mission Statement. This permits a more focused addressing of the main issue, "Will regional law enforcement be appropriate for California Cities by the Year 2004?"

Two of the original five policy options are heavily interrelated (the studies on staffing and facilities) and will be the largest single ingredient in eliminating internal opposition, as well as forming a key part of another option, that of the community and stakeholder education program. The policy options of the governing instrument and funding mechanism are also inextricably tied to the community/stakeholder education program.

Policy 1 - Developing Long Range Plans on Staffing and Facilities

Pro:

. The presence of a carefully developed plan will minimize internal opposition to the concept by providing reassurances about the future to a professional subculture in which tradition and stability are historically prized.

Con:

. By developing a firm plan on such a potentially volatile subject as the consolidation of police services, opponents may be provided with the very political "ammunition" they seek to defeat the concept.

Policy 2 - Develop a Community/Stakeholder Education Program

Pro:

. This concept can only succeed with support from the affected communities and individual stakeholders. "Selling" the concept in a responsible, organized, and logical manner will be possible only with a clearly defined governing instrument, an equitable and adequate funding mechanism, and the opportunity for extensive community/stakeholder input.

Con:

. Extensive opportunity for community/stakeholder input and education may hopelessly mire the process in public debate and reduce a logical decision to an emotional one. This policy is likely to be the one with the greatest polarity of stakeholders.

Policy 3 - Develop Mission Statements

Pro:

. Mission statements are critically important road maps for organizations by which operational philosophies are communicated to employees and constituents within the community. Simply put, it is not possible to know if one has arrived at a destination unless one knows where he/she is going at the outset.

Con:

. By defining operational philosophies early on in an organization, artificial constraints in the form of stated commitments may inhibit the organization's ability to adapt to changing circumstances.

Implementation Strategies

Once the assorted stakeholders have been identified and their likely positions plotted, a strategic plan may now be developed to concentrate effort on those areas where it is needed.

The group identified specific strategies for each of the policies developed. The group agreed that a good strategy is one that is desirable, attainable, measurable, accountable, and can be accomplished within a specified (and reasonable) time frame. Their specific strategies are as follows:

Policy 1 - Developing Long Range Plans on Staffing and Facilities

Several of the case study agencies are approaching crossroads in their own analyses of staffing and facilities needs for the future. One of the common flaws in many long range plans rests in the qualifications of those conducting them. The group felt that it was essential that these plans be developed by a "Blue Ribbon Committee" composed of private industry experts, as well as key executives, managers, and other agency professionals.

Responsibility:	Subcommittee of department representatives and private industry experts
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Implementation Time:	One year
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Policy 2 - Developing a Public/Stakeholder Education Program

Consolidated public services is a foreign concept to California's tradition of autonomous, locally controlled institutions. In order to outweigh these traditional organizational biases, the group agreed that a comprehensive education program for individual stakeholders and the communities

at large would have to be undertaken. The process of education would begin the first time this concept was discussed in the open, and it would continue until the governing instrument for the South County Police Authority was ratified.

Responsibility: Strategic Planning Committee
(representatives from each
agency and each local
government)

Implementation Time: One to two years

Policy 3 - Develop Mission Statements

A "replacement" police agency would give rise to many concerns about whether or not the south county's highly professional level of police service could be continued. The development of clear mission statements would allay those fears.

Responsibility: Subcommittee of police chiefs

Implementation Time: Six Months

Underlying Planning and the Subissues.

Within the next five years, Southern San Mateo County law enforcement faces a unique opportunity to reshape its structure. One of the six cities is in economic peril, three of the remaining five police agencies have chief executives within retirement age, and several have already concluded that their existing facilities will have to be replaced in the near future.

Limited service sharing has been a tradition for almost 20 years, and several departments have expressed the desire for increasing that concept, leading one to the inevitable conclusion

that regionalizing law enforcement is extremely compatible with the role of policing.

The goal of a South County Police Authority is to rise to the challenges facing 21st century policing in the county (and other similar urban counties) by providing a single, large, coordinated agency with the resources needed to continue providing high quality services at an affordable cost. As the data from Maryland shows, even taking into consideration the differences in personnel costs between those departments and the San Francisco Bay Area, county police agencies in Maryland provide a comparable (and in some cases a lower) level of crime for substantially less money per capita, suggesting that economies of scale are indeed viable.

Historical reliance upon autonomous agencies may one day prove to have lost viability. It is important to the residents and police professionals of San Mateo County that this opportunity not be ignored and that a comprehensive review of how police services will be delivered be undertaken.

Two cities have already begun this process, and the remaining communities need to re-examine the way in which they can continue to provide the excellent level of police service that their residents have come to expect. The first steps will be in development of long range plans and a competent study of how police services may best be delivered in the region.

Political considerations have already arisen in the aforementioned study for the cities of San Carlos and Belmont, and it would be naive to believe that political issues, at all levels,

will not be a significant factor in this or any future study.

The case study cities have already come to the conclusion that the role of policing is changing in the county. Decisions about the services provided, the ratio of sworn to nonsworn employees and the tasks assigned to personnel, as well as innovative use of private sector alternatives have all been undertaken by the case study cities in varying degrees.

One of the six case study agencies has begun a substantial shift toward the use of civilian personnel in formerly traditional sworn officer duties (i.e., traffic accidents, traffic control, minor property crimes, field evidence work), and two of the remaining five have done so to a large extent. All six have replaced sworn personnel conducting their pre-employment background investigations with a private service.

Nothing in the study has suggested that a regionalization concept will undermine the cooperative efforts to date. In fact, as an outgrowth of the modified policy delphi meeting, several of the executives commented that there were probably many more areas in which cooperative efforts would be in their mutual best interests.

OBJECTIVE III
TRANSITION PLAN

The third objective of the study is to develop a transition plan to assist in the implementation of consolidating police functions between the case study (or similar) police agencies. Its purpose is to provide a vehicle by which an orderly transition can be made from the present to the desired future state. This process accounts for the current state of the environment as well as for the needs of the stakeholders identified.

METHODS: IDENTIFICATION

The following steps were undertaken during the transition process by the six member modified policy delphi group:

1. They identified those people/groups who, if they actively supported the change, would ensure that the change will take place (the critical mass).
2. They performed commitment charting to show the level of commitment for each member in the critical mass.
3. They developed intervention strategies for getting commitment from the members of the critical mass.
4. Due to the magnitude of this plan, they drafted a transition management structure.
5. The group clarified alternative behaviors of each party through responsibility charting to implement tasks, actions or decisions.

METHODS IMPLEMENTATION

In order to develop a plan for transition management into a consolidated department, it was necessary to establish limits on the scope of the consolidation. As previously outlined, the model holds relevance for any number of communities meeting the same or similar criteria. However, to be a realistic model, such a plan must necessarily revolve around a genuine environment.

Southern San Mateo County represents a common pattern for communities in many of California's urban areas, and such a plan represents the means by which a regional or subregional consolidation may take place.

Critical Mass

A stakeholder list was developed during the modified policy delphi procedure, from which a "critical mass" was identified for the purpose of gaining the necessary level of commitment. They were identified as follows:

Elected Officials - Cities. A joint-powers agreement or agency providing any form of consolidated police services (whether partial or complete) will absolutely require the support of the affected elected officials in the participating cities. Without their support (absent intervening state legislation) consolidation cannot take place.

City Managers. Many elected local officials understandably look to their hired professionals for guidance in issues of major concern affecting city operations. The support (or opposition) of the city managers will likely carry great weight with the elected officials in determining not only the viability of a consolidated agency, but also the character and shape of any such agency formed. City managers must be involved in the process immediately and persuaded that this concept makes good sense for their own cities, as well as for the region.

Police Unions. While a consolidated police agency could be formed with or without the support of the various labor organizations within the affected departments, the support (or opposition) of the police unions is a significant factor affecting the viability of the concept. Their active support would also assist many members of the public in better understanding, appreciating, and supporting the concept.

Residents. In any representative/democratic governmental entity, the voters have the ultimate voice in matters affecting them. This is especially true in a state, such as California, in which voter initiatives have a long and sometimes controversial history. Local governments sprang up in San Mateo County (and throughout the state) because residents sought "local control" over their own governments (indeed this argument holds true for the concept of states as a whole, as well as for the nation).

Residents must be convinced that the high level of police service that they have grown to expect will not be sacrificed, that funding will be equitable, and that the best possible use of their resources will occur.

CHART 7

COMMITMENT PLANNING CHART

CRITICAL MASS	POSITION ON THE ISSUE			
	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITY ELECTED OFFICIALS		0 _____	_____ X	
CITY MANAGERS		0 _____	_____	_____ X
POLICE UNIONS		0 _____	_____ X	
RESIDENTS		0-X		

0 = Current Position

X = Desired Position

Commitment Planning:

The Commitment Planning Chart (Above) displays the current and desired levels of commitment for the critical mass. This helps the law enforcement Strategic Planning Committee (SPC) (developed in the scenario) focus its efforts and energies on those persons whose level of commitment must be changed in order for the concept to succeed. These persons will be targeted for the educational processes and negotiation strategies designed to obtain the level of commitment necessary from each of them.

Strategies for Getting Commitment:

In order to gain the necessary level of commitment for the consolidation of police services to take place, intervention strategies are necessary to achieve the desired outcome (Chart 7). Resistance to any change is expected in any bureaucratic setting, and because resistance is also an attitude, attitudes are best

being forced to take positions⁹

This strategic analysis focuses on the critical mass identified above, including the key stakeholders: elected officials, city managers, police unions, and residents. This analysis takes into consideration negotiable and non-negotiable areas.

Elected Officials, Cities. Without the formal legislative support of the elected city officials of the case study communities, no consolidation can take place. The current assumption is "let it happen." It would be beneficial to bring them to a position of "help it happen."

Elected officials will naturally be concerned about the issue of local control of police services. While they may be expected to negotiate on certain levels of control in return for increased efficiency and lower costs, they are not expected to negotiate on policies that would radically alter the overall quality of police services delivered to their constituents.

City Managers. Although the formal approval of any consolidation agreement rests with the affected councils, they are undoubtedly going to be heavily influenced by the positions of the city managers. The current assumption of "let it happen" should be moved to one of "make it happen" by minimizing political opposition of other significant stakeholders.

⁹Organizational Transitions: Second Edition. Richard Beckhard, Reuben T. Harris, pgs. 94-96.

Managers will certainly be most concerned with costs for their respective cities to participate in a consolidated agency. While costs and funding will be negotiable to a point, city managers will most likely be unwilling to negotiate on any items that would completely abrogate their control over police services in their respective communities. The task, therefore, is to develop a governing instrument that assures a reasonable level of local control without undermining the concept.

Police Unions. Employee bargaining units will be concerned with "terms and conditions of employment" impacting their members' salaries, benefits, promotional opportunities and other working conditions. They will want to know what their role will be in the new department, and their anxiety levels can be reduced by clearly defining the future for them.

Accustomed to annual negotiation of virtually every aspect of their members' jobs, the strategic plan must simply present sufficient incentives to overcome any possible opposition. The current assumption of "let it happen" might easily be moved to "help it happen" using a "win-win" style of negotiations (both sides feel like a winner) to develop trust and credibility to gain commitment.

Residents. Residents in the affected communities have two significant concerns that will be viewed as dependent variables: the cost of this plan and significant changes in their levels of police service. While either variable might be negotiable by itself, they are unlikely to accept a concept that significantly

reduces services without a corresponding (or greater) reduction in costs.

The current assumption that residents will "let it happen" could be maintained by employing an effective educational strategy. Too many residents are uninformed about what services their police agencies actually provide, and what their true costs are; thus they represent a potential opposition. This program will allay fears and rumors by clearly showing the existing levels of service and costs as compared with the planned levels of the new police agency to the residents of south county.

Management Structure.

Because this proposed transition differs so radically from the present state, a separate structure and form of management is appropriate to this task. The magnitude of consolidating five historically independent law enforcement agencies into a single department requires a strategic planning committee.

There are many logistical problems (due to turf battles and personal agendas) to overcome. In order for this transition to be successful, the SPC must be representative of the various functions, locations, and levels within these organizations. This structure is known as a diagonal slice.¹⁰

The six-person SPC will be directed by a strong leader whom the stakeholders view as fair, objective, and who can help the individuals to let go of what was, capitalize on the opportunity which this plan represents, be innovative, and get people committed

¹⁰Ibid, pg. 78

to the new organization. This person will be designated as the project director and will serve as the chair of the SPC. Likely candidates for such a role might be a retired county or other multi-jurisdictional executive, and would be appointed by consensus of the five affected city councils.

The other members of the SPC will be one city council member, one city manager, one police chief, one police association president, and one community member. These individuals could be selected by any number of alternatives. This plan uses a single representative in each category selected by their constituent groups (with the exception of the community member, who would be nominated by the other four groups and appointed by the project director).

The purpose of the SPC is to develop a final recommendation to the constituent cities (and the other identified stakeholders) by serving as a clearing house and policy-making body overseeing the development of strategic policies needed to implement this consolidation. Their responsibilities include assessing the alternatives that exist for each of the proposed actions.

Responsibility Charting.

Each individual member of the SPC (with the exception of the project director) assumes specific responsibility for one of the strategic policy considerations: long range plan for staffing; long range plan for facilities; joint powers instrument; public education program; mission statement. All members of the SPC have more general roles with respect to each of the other areas,

including approval, support, or being informed (Chart 8).

CHART 8

RESPONSIBILITY CHART

DECISION/TASK	ACTORS					
	PROJECT DIRECTOR	CITY MANAGER	COUNCIL MEMBER	POLICE UNION REP.	COMMUN REP	POLICE CHIEF
Long Range Plan Staffing	I	A	A	S	S	R
Long Range Plan Facilities	I	A	A	R	S	A
Gain City Manager Support	A	R	I	I	I	I
Gain Council Support	I	I	R	I	I	I
Gain Community Support	I	S	A	S	R	S
Mission Statement	I	S	A	S	S	R
Committee Coordinator	R	I	I	I	I	I
evaluation	R	A	S	I	I	I

ISSUE

Consolidation of police services

R = Responsibility

A = Approval

S = Support

I = Informed

Readiness Assessment.

The readiness for such a change by the five organizations in the case study are measured in three dimensions: the leaders' awareness, the leaders' motivation and willingness to change, and the leaders' skills and resources to change (Chart 9).

An overall assessment of the case study key leaders' readiness for change is above average. They are aware of their environment. They understand the interrelationships within their organizations, and they especially appreciate the anxiety-producing characteristics of change. They also appreciate the complexity of their organizations' interrelationships.

Further, the key leaders have a general willingness to change, although they have expressed concerns that not all levels of their organizations may be as open to change as they are. The case study organizations have a high level of skill and enough resources to implement change. Furthermore, evidence of cooperative ventures is a well-established tradition within the region.

CHART 9

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

	LITTLE DEGREE	VERY LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE
	1	2	3	4	5
AWARENESS DIMENSIONS					
1. AWARENESS OF THE NATURE OF THE ORGANIZATION'S CURRENT ENVIRONMENT.	—	—	—	X	—
2. UNDERSTANDING OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.)	—	—	—	X	—
3. APPRECIATION THAT THE CHANGE SITUATION HAS SOME UNIQUE AND ANNOYING-PRODUCING CHARACTERISTICS.	—	—	—	—	X
4. APPRECIATION OF THE COMPLEXITY OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.).	—	—	—	X	—
MOTIVATIONAL DIMENSIONS					
5. WILLINGNESS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.	—	—	—	X	—
6. WILLINGNESS TO ACT UNDER UNCERTAINTY.	—	—	X	—	—
7. WILLINGNESS TO DEVELOP CONTINGENCY PLANS.	—	—	—	—	X
8. WILLINGNESS TO ACTIVATE (FOLLOW) CONTINGENCY PLANS.	—	—	—	—	X
9. WILLINGNESS TO MAKE ACHIEVEMENT OF THE "VISION" A TOP PRIORITY.	—	—	—	X	—
10. WILLINGNESS TO ASSESS OWN THEORY OF ORGANIZATIONAL BEHAVIOR.	—	—	X	—	—
11. WILLINGNESS TO INCREASE ORGANIZATIONAL DISSATISFACTION WITH CURRENT SITUATION.	—	—	X	—	—
12. WILLINGNESS TO USE NON-AUTHORITY BASES OF POWER AND INFLUENCE.	—	—	—	X	—
13. WILLINGNESS TO SHARE RESPONSIBILITY FOR MANAGING CHANGE WITH OTHER KEY LEADERS IN ORGANIZATION.	—	—	—	X	—
SKILL AND RESOURCE DIMENSIONS					
14. POSSESSES THE CONCEPTUAL SKILLS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.	—	—	X	—	—
15. POSSESSES ASSESSMENT SKILLS TO KNOW WHEN TO ACTIVATE CONTINGENCY PLANS(S).	—	—	—	X	—
16. POSSESSES INTERPERSONAL SKILLS TO EFFECTIVELY EMPLOY NON-AUTHORITY BASED POWER AND INFLUENCE.	—	—	—	X	—
17. POSSESSES PERSONAL RELATIONSHIPS WITH OTHER KEY LEADERS IN THE ORGANIZATION.	—	—	X	—	—
18. POSSESSES READY ACCESS TO RESOURCES (TIME, BUDGET, INFORMATION, PEOPLE, ETC.).	—	—	—	X	—

CHART 10

Readiness / Capability Chart

INDIVIDUAL / GROUP	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
Police Chief	X			X		
Police Management		X			X	
Police Supervisors		X			X	
Police Officers		X			X	
City Manager	X			X		
City Council		X			X	
Residents			X		X	
Non-Sworn		X			X	

Chart 10 depicts the readiness and capability of change for the key stakeholders who are critical to the change effort. Each is ranked according to their perceived readiness and capability, with municipal executives at the forefront for change. The political leadership, agency personnel, and residents are perceived as much less ready and capable for change.

Program Objective.

In many implementation strategies, a series of individual, specific, measurable and attainable objectives are necessary in order to reflect the desired end result of the program. In this case, however, the program objective is a clear cut one: the formation of one consolidated, full-service law enforcement agency in the region.

Reaching this objective while each of the five agencies is required to continue providing full services represents a very significant challenge that will require extensive and labor-intensive research, specific long range plans, and protracted public hearings.

Blue Ribbon Committees.

The task of developing long range plans from five existing and independent law enforcement agencies for the purpose of implementing a single, consolidated agency will be an immense one. "Blue Ribbon Committees" will be formed in each of the strategic areas of study, chaired by the responsible member of the SPC.

The case study cities have either no professional research personnel or none who could be conceivably detached to support such an endeavor. The hiring of one or more outside, impartial consultants under a shared cost arrangement such as is ongoing with two of the case study cities currently¹¹ will be necessary to support these committees.

¹¹"Council OKs merger study for Bel-Carlos Police," Times Tribune. May 23, 1989. A-3.

The "Blue Ribbon Committee" approach was specifically recommended by the modified policy delphi group. These committees would be comprised of a diagonal slice of professionals from within the case study departments, private industry experts, and community members. Self-nominations would be solicited by the SPC, with the project director making the final selection.

Each "Blue Ribbon Committee" would be responsible for the development of draft recommendations to the SPC on their areas of study (staffing, facilities, J.P.A., mission statement, and public education). The responsible member of the SPC previously identified serves as chair of these committees and reports draft recommendations to it for discussion, amendment and adoption into final form, including their recommendations to the transition management personnel once the concept has been formalized and approved by the participating cities.

The SPC's role in public education (and public hearings) will be critical to the success of the concept. Its ultimate recommendations must create the basis for an organization that better and more economically serves the communities of the region.

These recommendations must include a comprehensive analysis of the shared and unique situations and problems faced by the participating cities and their law enforcement agencies. They must also address the inevitable political concerns of residents, as well as clearly communicate the advantages of the concept to affected employees through a regular program of feedback as a means of garnering additional support. Regular and established programs

of communication to the key stakeholders will be an ongoing process as a prelude to the SPC's final recommendation to the city councils.

The Joint Powers Agreement.

The creation of a consolidated law enforcement agency would require a joint powers agreement between the participating cities. This agreement would not only give conclusive political support to the concept but would legally establish such an entity. It would address issues of governance and funding. The responsibility of the SPC is to take the concept to the point at which the participating city councils will execute the JPA.

The signing of such a JPA, however, is by no means the end of the project. Within the time frames established by the JPA, transition management teams would be formed to implement (or modify) the recommendations of the various SPC "Blue Ribbon Committees" until operations of the new agency commence.

Evaluation.

One of the program director's principal responsibilities would be an ongoing objective and measurable evaluation of the project. This includes the work of the "Blue Ribbon Committees," as well as of the SPC as a whole. Such a review will be one of the principal means by which the participating cities can be assured that the concept remains feasible, that paid consultants/professional staff members are performing their responsibilities as required, and that target dates are being met.

A final objective evaluation of the project, including what worked and what did not, will represent a critical road map for any expansion of the concept (or its application in other areas).

CONCLUSIONS AND IMPLICATIONS

CONCLUSIONS

Regional law enforcement is appropriate for California cities by the year 2004. Cities in San Mateo County, some of whom have already begun to seriously examine the importance of their own autonomous police agencies, have the opportunity to set this change into motion. The county's police chiefs, meeting in April 1989, concluded that the fiscal implications of challenges facing law enforcement in the county require "county-wide cooperation to maximize scarce resources,"¹² calling for economies of scale similar to those that this study recommends.

The issue that threatens the viability of this concept is not a lack of readiness or openness to change by the executives in these communities, but rather political resistance by employee organizations and resident groups whose uncertainty about the future may paralyze them into remaining with the status quo. An earlier consolidation study in Pennsylvania observed that these political arguments all too often have boiled down to "an all-or-nothing debate between two opposing extreme views that 'bigger is better' and that 'small is beautiful.'"¹³

¹²San Mateo County Police Chiefs' Association. 1989. Position Paper. San Carlos, CA: Criminal Justice Council of San Mateo County.

¹³Mastrofski, Stephen D. 1989. Police Agency Consolidation: Lessons from a Case Study. International Management Association, Key Management Issues, Police Practices in the 90s.

The fear of so-called "big government" has given rise to the proliferation of city governments and towns, seemingly raising them to the level of a deity. One noted social and political historian wrote that in America "the township seems to come directly from the hand of God."¹⁴

This study has shown the trends and events forecast by law enforcement executives and civic officials. Worsening tax structures, disappearing boundaries, changes in ethnic make-up, worsening crime problems, and the necessary changing role of police work may indeed overtake small, independent cities' abilities to provide the same consistent high level of police service their residents have come to expect. Further, data gathered from comparable urban areas in the State of Maryland provide proof of the concept's viability.

As a part of the modified policy delphi technique in this study, law enforcement executives (from the case study cities) came to realize that while a shift toward civilianization of functions (and even private sector alternatives) has begun in the county, it has probably not gone far enough. All agreed that continued growth in the numbers of authorized sworn personnel was unlikely.

The proposed consolidation of several existing agencies is an immense task. This study deliberately stops short of developing the model agency that would replace the existing departments. This was done, in part, because the actual form of the successor agency

¹⁴deTocqueville, Alexis. 1945. Townships and Municipal Bodies. Democracy in America. 12th Ed. Vol. I. 62.

is in no way as important as gaining the required political acceptance of the concept. If the participating entities refuse to execute the Joint-Powers Agreement, which will be required, the issue is moot. Once a JPA is signed, however, the "new" agency can come about.

Several studies have already been done on measures necessary to preserve small agencies, and several pointed to many of the political obstacles addressed in this study. The data gathered in this study strongly suggests that those projects are merely "stop-gap" measures. The trends and events outlined in this study, as well as the insights offered by key stakeholders in the NGT and Modified Policy Delphi, raise serious and valid questions about the indefinite viability of small, independent police agencies located in metropolitan areas that are destined to become one non-stop city.

This study may well be ahead of its time. The case study cities of San Carlos and Belmont are undertaking their third look in two decades at partial or full consolidation of police services. These two communities have had the foresight to examine the concept. Even if this third effort meets the same fate as its predecessors, the concerns and needs which prompted these efforts will not disappear, either for them or for other similar communities in California.

IMPLICATIONS

Regardless of the success or failure of full consolidation of police agencies as a result of this (or any other) study, a clear implication is that there is much greater opportunity to share services, functions, and programs between law enforcement agencies.

An interesting and unexpected outcome that developed in this study was that the futurists and forward thinkers were more easily found in the older city and law enforcement executives than in the group of (largely) younger managers, supervisors and line personnel. This implies that in order for something of this magnitude to take place, futures planning and study may be very appropriate for management, supervisory and even line personnel. Without this, executives' forward thinking may be completely undermined by the fears and uncertainty of their own employees.

One of the other controversial implications of this concept is determining which of the consolidating agencies (and their personnel) will end up in the key leadership roles, and which ones will assume more subordinate roles. The task of merging and adapting to differing agency cultures and philosophies represents no less of a challenge.

Another of the implications of this project is that another futures study needs to begin with the premise that this concept is politically feasible. A project addressing the actual mechanics of consolidating several moderate-size police agencies into one large one is a worthy (and probably no less complex) endeavor.

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Appendix A

NOMINAL GROUP

1. City Manager, City of San Carlos
2. City Manager, City of Belmont
3. Police Chief, City of Belmont
4. Business Owner, City of Redwood City
5. Executive Director, Criminal Justice Council of San Mateo County
6. Executive Director of Human Resources, San Mateo County
7. Retired councilman, City of San Carlos
8. Administration of Justice Coordinator, College of San Mateo
9. Executive Director, San Carlos Chamber of Commerce

Appendix B

TRENDS

1. Level Of Complexity Of Police Work*
2. Publics Expectation Of Police Service*
3. Level Of Attention To Personal Time
4. Level Of Electronic Communication
5. Level Of Service Sharing By Smaller Agencies*
6. Total Population Of All Types
7. Level Of Affordable Housing
8. Quality Of Politicians
9. Involvement Of Political Officials
10. Proportion Of Budget Utilized For Prevention
11. Technological Changes
12. City To Rural Migration of Large Corporations
13. Restructuring The K-12 Education System
14. Homeless
15. Level Of Quality And Consistency Of Police Training
16. Changing Demographics
17. Influx Of Pacific Rim Money
18. Level Of Conservatism, Social, Political, Morals, Fiscal
19. Level Of Labor Pool Of Qualified Applicants*
20. Aging Population
21. Global Environment
22. Level Of Economic disparity
23. Level Of Comparable Worth/Women's Pay

Appendix C

EVENTS

1. Recall Election For Consolidation Of Police Service Effort
2. Major Terrorist Acts In California
3. Funding Crisis At Local Level/Increased Police Costs*
4. Large Scale Police Corruption
5. Major Bridge Collapse
6. Major Economic Depression/Recession
7. State Legislature Allows Or Prevents Regional Law Enforcement
8. Unfunded State Mandates
9. Failure Of Lakewood Or Jacksonville Models Of Regional Law Enforcement
10. Severe Reduction in POST Reimbursement To Local Agencies*
11. Bay Area Becomes The Drug Capitol Of The World*
12. Major Ethnic/Race Conflicts In Bay Area*
13. Major Hazardous Materials Spill
14. Economic Failure Of Mexico
15. Breakdown In Mutual Aid Agreements Due To Costs
16. U.S. Becomes Involved In A Major (Non Nuclear) Conflict
17. Average Housing Costs in Major Metropolitan Areas Of California Reach \$350,000
18. Use Of Sophisticated Weapons By Criminals
19. The Minority Becomes The Majority
20. California Elects A Minority Governor

Appendix C

EVENTS (Continued)

21. Lottery Funds Are Allocated to Law Enforcement
22. "No Victim/No Crime" Legislation Passed*

* indicates events selected as the most relevant to this issue.

Appendix D

MODIFIED POLICY DELPHI GROUP

1. Chief of Police, City of Menlo Park
2. Chief of Police, City of Redwood City
3. Police Lieutenant, City of San Carlos
4. Police Captain, City of Atherton
5. former police chief, City of Belvedere
6. Chief of Police, City of Belmont