

**WHAT IMPACT WILL CONSOLIDATION OF POLICE SERVICES
BY SMALL AND MEDIUM SIZE POLICE AGENCIES HAVE ON
COMMUNITY ORIENTED POLICING BY THE YEAR 2003?**

JOURNAL ARTICLE

By

**CAPTAIN MARK ERNST
CONCORD POLICE DEPARTMENT**

COMMAND COLLEGE CLASS 18

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

JULY 1994

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

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

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

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

JOURNAL ARTICLE

Preliminary research indicates that community oriented policing and consolidation of police services are going to be leading the profession into the 21st century. To successfully implement these programs, law enforcement personnel will need to identify possible hindrances so that the programs compliment rather than contradict each other. On the face of it, the concepts of community oriented policing and consolidation of police services appear to be diametrically opposed.

Community oriented policing is designed to develop a closer working relationship between the police department and the community to facilitate problem solving. Consolidation of police services is an effort to centralize police responsibilities or functions to cut costs and reduce duplication of effort. Consolidation can remove some control from the local agency because it merges several different political philosophies into one. This is a major issue and can have a tremendous impact on community oriented policing.

Some people fear that consolidation of police services will impair community oriented policing. W. P. Horgan stated, "Consolidating police services would decrease or eliminate the close contact that exists between the police and the community. Authority of local police officers would be lessened and they would lose their effectiveness."¹

To examine if these programs can be developed together, the author focused a study project on the following issue and sub-issues:

ISSUE:

What impact will consolidation of police services by small and medium size police agencies have on community oriented policing by the year 2003?

SUB-ISSUES:

What effect will consolidation of police services have on citizen expectations of community oriented policing?

What factors influence which services and/or tasks are chosen for consolidation?

What opportunities for consolidation will community oriented policing create?

For the purposes of this paper, the following definitions will be used:

- **Consolidation of Police Services** - A joint venture between contiguous law enforcement agencies. This could range from a limited consolidation of services, such as SWAT, Communications, Records, etc, to a total consolidation of agencies.
- **Small Size Police Agency** - A law enforcement agency consisting of 25 or fewer sworn officers.
- **Medium Size Police Agency** - A law enforcement agency consisting of 200 or fewer sworn officers.

- **Community Oriented Policing** - A partnership developed between the police department, the community, and other governmental agencies to improve the quality of life. It involves a closer working relationship between these entities with a goal of long term problem solving.

Many communities are demanding more input and interaction with their police agency. The primary goal of a police agency is to serve the public, which traditionalists limited to protection of life and property. These are very important functions, but they are not the total concept. Police Departments are service organizations and need to be responsive to community problems and needs. The organization's values need to reflect the community's values. The power and authority of the police begin with the community.

Many law enforcement managers in the profession have learned that traditional policing is no longer effective in dealing with the many complex problems facing communities. Citizens are interested in quality of life issues, not response times and clearance rates. Researchers have argued persuasively that fighting fear is as important to stabilizing communities as is fighting serious crime. These findings mean that the traditional strategies followed by American police are neither reducing crime nor reassuring the public.²

Citizens want a say in government. They want to identify the issues that are important to the community. Programs such as community oriented policing seem to be responsive to these concerns. This is not a new concept, but a reworking of ideas that are rooted in the very core of American policing. What is

new is the idea that community policing is not a particular program within an agency, but the entire philosophy throughout the agency.

In line with the philosophy of community oriented policing, police agencies are redefining the values of the organization. The emphasis is being placed on people and not statistics. Community problems are important and long term solutions to these problems are being solicited. The solutions to community problems are being developed by the beat officer working in concert with the community. Problem solving is not limited to police action and may sometimes involve other government entities. It is not important how the problem is solved, or which government entity orchestrated the solution, but rather, the issue was addressed and dealt with effectively.

Lee Brown stated, "Community policing is based on the realization that most crimes are solved with information that comes from people. The better your relationship with the people, the more information you will get."³ A partnership is developed between the community and the police department. The focus is on being proactive rather than reactive. Officers are trained to identify problems and look for solutions.

While this philosophy of policing appears to be the style of choice for policing in the future, it is very difficult to measure its effectiveness. The question now raised by Robert Trojanowicz is,

"How do you count crimes prevented? The fact that community policing encourages people to share informa-

tion with police can mean that crime rates rise, as people begin to trust police enough to tell them about incidents that would otherwise go unreported. Studies show that only about one in three crimes is ever reported to the police - only two in five violent crimes. If this department and the public fall into the trap of relying on crime rates as an indicator of police effectiveness, community policing will suffer."⁴

Consolidation is another major issue facing the law enforcement profession. In the early 1950's and 1960's, the trend in law enforcement was toward forming small, independent agencies. One of the greatest concerns was for autonomy and local control. In the past ten to fifteen years this trend has reversed. There is now much more talk and acceptability of consolidation of police services. Locally, in Contra Costa County, the Marshall's Office was consolidated into the Sheriff's Department. The Contra Costa Times newspaper said it best, "Where a legion of outlaws failed to do the lawmen in, shrinking county budgets, consolidation of services and new ideas on law enforcement have conspired to push them out."⁵ This reversal of thought is based upon the following trends:

- changing attitudes and demands
- fewer financial resources
- improved technology
- changing demographics

Consolidation of police services can take many forms. It can range from a simple regional task force addressing a specific issue, to a total consolidation of entire departments. Some states, most notably Maryland and Hawaii, have adopted the concept of county police agencies. This follows the thought that

"law enforcement necessarily suffers when it is halted at every political boundary line."⁶

Some professionals in the field today are looking at consolidation of police services as a method by which local agencies can join together to share one or more functions. They no longer see it as a contract for total law enforcement services provided by another agency. Each agency adds something and gets more in return. This can result in a more effective delivery of service and be less expensive, as indicated in a Command College paper completed by Peter G. Herley.⁷

Seven cities in the San Francisco Bay Area are joining forces to form an anti-crime plan. According to Virgil Meibert, "Our mutual geography and urban character link us together into a single community. The arbitrary lines that define our cities and counties are meaningless in the fight against crime and violence."⁸

The driving force behind most of the interest in consolidation is financial and efficiency based. 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."⁹ These same chiefs of police see consolidation of selected police services as the future for small departments if they are to survive.

Two small Northern California cities, Larkspur and Corte Madera, consolidated their police departments into one (Twin

Cities Police Department) in 1980. The cities have retained their individual identities, with independent city councils, while operating a single police department. The consolidation appears to have been successful, however, they occasionally experience difficulties because of differences in political philosophies between the two cities.

The trend of fewer financial resources is affecting all levels of government services. A recent article in the San Francisco Chronicle reported, "In a move to slash Contra Costa County's payroll and streamline its fire district, the Board of Supervisors yesterday appointed one chief to oversee five county fire departments and accepted the resignations of four top ranking fire administrators."¹⁰ Other cities nationwide are copying Sunnyvale, California, which merged its Police and Fire Departments. "The concept could save cities millions of dollars a year in police and fire costs, which take the biggest chunk out of most municipal budgets according to an article in the San Francisco Chronicle."¹¹

Consolidation of police services among contiguous communities offers many advantages. It should be looked at as a method to join together and share one or more functions that can be more effective and less expensive. There are three main benefits of consolidation of services:

- Consolidation is a method to provide more effective service at less cost.

- Consolidation allows an expanding of service by sharing resources and management.
- Consolidation offers a cooperative environment in working with neighboring agencies to improve service to the community.

The continual decline in public funding that many cities and counties are experiencing has forced them to at least look at the feasibility of consolidation of police services. This trend has forced four cities in West Contra Costa County, Richmond, San Pablo, Kensington and El Cerrito, to consolidate their dispatch services. These same agencies continue to explore the feasibility of consolidating their records services. The Chiefs of Police of five Central Contra Costa County cities, Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek, facing the same trend, formed a Central County consolidation committee to look into the possibility of consolidating some police activities. Richard Morrison in an article for The Chief of Police magazine stated,

"Many Chiefs are not yet aware that they are in peril. Some do not believe the issue will ever visit their department. Consciously taking this stance would be woefully naive at best."

"With all the attention on redirecting police work from reactive to proactive through problem oriented policing and community policing, even some progressive chiefs may overlook the threat of consolidation. Actual agency performance may have no bearing at all on what happens to the department when money is the issue."¹²

Prudent police managers must look at the trends in law enforcement and plan strategies today so that they can be effective in the future. Two of the major trends facing the law

enforcement profession are: 1) a change in policing philosophy; and 2) a change in the level of revenues available to public agencies. These trends will change the face of law enforcement as it is now known.

An effective strategy to deal with these trends and prepare for the 21st century is Total Quality Management (TQM). Goal/QPC describes it as "A structured system for meeting and exceeding customer needs and expectations by creating organization-wide participation in the planning and implementation of break-through and continuous improvement processes."¹³ The measure of success is the degree of satisfaction among the community. Striving for constant and continual improvement is the heart and soul of TQM.

This strategy requires cooperation and involvement of all people within the organization. Improved quality and productivity are needed. If quality and productivity do not improve, then support from the community will diminish. Many law enforcement agencies have lost touch with their community and are often more concerned with meeting their own needs. A shift to consideration of the customer perspective creates opportunities for rethinking what law enforcement really does and how it does it.

A primary function of government is to provide for the safety of its citizens through the maintenance of effective police services. The trend in funding for governmental services over the next ten years seems to suggest a decline in available resources. This threatens the ability of law enforcement to provide the basic police services. A question that is often

asked is, "How do we do more with less?" A better question would be, "How can we do a better job with what we have?" Adequate resources will no longer be available and law enforcement agencies will have to search for enhancements from within the organization. Law enforcement agencies can no longer rely on getting the funding they need because they are the sole provider of the service. Increasing costs and declining service sparks ideas in the minds of city council members about how to provide these services for less.

Declining resources is a strong motivator for change. Consider the following cities faced with declining resources and the drastic changes they made in the way law enforcement services are provided to their communities.¹⁴

- City of San Juan Bautista fired all city employees and made the decision to operate city services with contract and volunteer labor.
- City of Rio Dell cut its work force and reduced police services from 24 to 16 hours a day.
- City of Mendota disbanded its police department and contracted with Fresno County for police services at reduced levels.
- Many other California cities contract with larger police agencies or counties for police services.

There used to be a general rule among city leaders that police officers and fire fighters are the first hired and the last fired. This concept is changing. There are more and more examples of police officers and fire fighters being laid off as cities struggle to balance their budgets. As police agencies fight and compete with other city departments, they need to focus

more attention on quality of service. The focus on quality of service is based on the perception of the citizens in the community, not on arbitrary criteria set by the police department.

The citizen's expectations of law enforcement have changed. People are no longer satisfied with the simple delivery of police services. In addition, citizens are insisting on the maximum effectiveness and efficiency from the police agency. Cities are thinking creatively, searching for better and less costly ways of doing things. Contracting out services and sharing resources with other agencies are two methods of doing this.

Customer satisfaction should be the top priority of any police agency. Quality is the opposite of waste and errors, which places the greatest drain on police resources. One publication estimates that 30-45% of every public sector budget dollar is spent on waste.¹⁵ When everyone in the organization is committed to quality, then monies spent on operational inefficiencies, internal investigations, grievances and complaints are freed up to be spent in more productive areas.

Total quality management is a strategic tool for establishing a new cooperative effort between the intentions and operations of the police and the expectations and requirements of the community. It is a new way of doing police work.

For TQM to work, the values, roles, rewards, and the way of doing business in a police agency, must be systematically and strategically transformed. TQM represents a philosophy and a common set of beliefs and values designed to improve the success

of a police department in satisfying the needs and expectations of the community.

There are four critical points that need to be addressed when applying TQM to a law enforcement environment:

- client identification and feedback
- tracking of performance
- constant and continuous improvement in the delivery of service to the community
- employee participation in all processes

The interaction between the community and the department increases the understanding and cooperation among both groups. There is a sharing of information and it allows the department to measure the success or failure of its service delivery. Community oriented policing demands this cooperative effort between the police and the community. This interaction determines policing priorities in the community. If programs are not working or not moving the department toward the mission, there is opportunity to change the programs.

Currently most law enforcement statistics are based on quantitative rather than qualitative measurements. It is difficult to define quality when using these statistics. Because satisfaction depends on the customer's personal experience, only the customer is qualified to judge whether an agency is delivering quality service.

If a police agency is to adopt the philosophy of total quality management, there are three essential sources of support

that are necessary during implementation - technology, leadership, and design. All three sources are equally important and must be strong. Technology represents a complete set of tools, techniques, skills, knowledge, and methods that make it possible for service of the highest quality to be delivered to the community.

Leaders in the organization have to be committed to the fundamentals of TQM, quality and excellence of service. Unless leaders are committed toward service quality, any attempt to eliminate "enforcement" attitudes and replace them with "service" commitments will fail. Change in the organization will be slow and difficult and is best accomplished in relative small increments.

The design of the organizational infrastructure - the network of people, facilities, systems, and information - that supports excellent service is imperative. Attempts to change the quality of service without addressing the underlying structures that generate them will be futile.

Once an agency has committed itself to a philosophy of TQM, it must identify the strategic processes that are critical for improved customer satisfaction. Another key element is a continuous training and retraining program. The training needs to provide knowledge, skills, and the tools necessary for employees of the organization to improve quality and productivity.

To ensure that the agency is achieving its goal of enhanced quality and productivity, there must be an evaluation component.

Surveys, both internal and external, can be a valuable source of information. In addition, a citizens advisory committee would be helpful. This committee should be made up from a cross-section of the community, as well as from a cross-section of the employee groups. The inclusion of both citizens and employees helps to create interaction between the groups. The advisory committee will give the department a clearer focus on what the community's needs are.

Police self-interest is a result of the police reform movement. Early policing was based on favoritism and political influence. To correct this, police agencies formed a strong central control base and moved from police service to crime solving. In this manner they were able to distribute law enforcement equitably. However, a consequence of this style of policing was a detachment from the community. Police agencies set priorities and delivered service as they saw fit. The community has grown tired of this style of policing and has begun demanding input.

In the early 1980's, America began experiencing a quality revolution.¹⁶ Governmental agencies began feeling the pressure to respond to demands of the community. People united wield an enormous amount of power. The people began to realize this and started to flex their muscles. A classic example of this was the ouster of Rose Bird and two other California Supreme Court Justices in the 1980's.

Today, government continues to suffer from a loss of respect and credibility, and a lack of financial support. To recapture the communities' respect and regain credibility, law enforcement agencies need to communicate with the people and jointly set priorities and goals. Being responsive to the communities' needs and desires is what community oriented policing is all about.

In 1987 a Presidential mandate was issued directing every federal agency to look for ways to improve quality and service to the citizens.¹⁷ The state has since followed suit. The law enforcement community has now recognized the mandate from the people and is slowly adapting. This is a very painful process and it is difficult to overcome the very strong police culture, which resists change. In addition, police agencies often look for short-term solutions which are easier than long term solutions.

Most police executives will buy into the philosophy of community oriented policing. The secret is to blend consolidation of identified police services into this philosophy without negatively impacting it. Total quality management is the vehicle best suited to accomplish this goal. Total quality management focuses on problem solving and along with its management philosophy that requires participation at all levels of the organization, supports the philosophy of community oriented policing.

Quality and productivity are even more critical in a time of declining resources. If quality and productivity don't improve then support from the community will diminish. In addition, if

an agency's effort is expended in the wrong direction, because the agency doesn't know what the community wants or expects, then there is little community support. This can compound the problems in fiscally conservative times. Agencies will be asked to do more with what they have, and at times they will even be asked to do more with less.

It is important that law enforcement agencies identify their clients/customers, a key ingredient of TQM, and provide some form of measurement as to how the agency is responding to the community's concerns. This is necessary before any additional community support can be expected. The end product is the best measurement of success or failure for any organization. Since law enforcement is not profit-oriented, there is no traditional "bottom line" by which to measure results. Currently agencies measure their success on whether or not they stay within their budget and not by how well the money is spent. Total quality management places the measurement of success on the quality and effectiveness of service to the community and how well the money is spent.

The change in the culture of an organization is not easy. A change is what is needed and that must come from the top. There needs to be a commitment to the clients/customers from the Chief of Police. Change will take time and the leadership needs to demonstrate a commitment to the change and not just pay it lip service. The change will not occur until the organization believes "people are important".

To assist in the implementation of the philosophy of total quality management into an organization, the following plan is recommended.

Overall coordination and planning responsibility for implementation of this strategy would rest with an Executive Committee appointed by the Chief of Police. The Executive Committee should be chaired by a command officer and be composed of command staff representing all functions within the department and other key stakeholders.

The process will require formation of at least four subcommittees with the following strategic goals:

1. A committee to determine the vision and direction of the department.

Strategic Goal:

Develop a long range vision of the organization and establish the standards for implementation of the philosophy of total quality management.

This committee would be charged with establishing the strategies for implementation of TQM. It should be made up of a cross-section of the department and should establish the standard by which the department will be judged. The chief and command staff should provide input into this committee, however it is important that there are open lines of communication with rank and file and avenues for their input. Stakeholders should be identified and selected for inclusion on this committee. It is important to gain support from key stakeholders within the department. The

committee will need to do a self assessment of the organization in its present condition and then determine the desirable future. The vision will look at long range change in the culture and philosophy of the organization.

Estimated time required: 4 - 6 months

2. Committee to look at areas of potential consolidation.

Strategic Goal:

Examine the services provided by the police department and make recommendations regarding areas of potential consolidation.

This committee should be comprised of employees from throughout the organization. It should be a cross-section that touches all ranks, including non-sworn. It will also be important to include members of the community and business community. Services should be evaluated with an eye toward responsiveness to the community's needs, cost-effectiveness, and efficiency. However, the police department is a service agency and all decisions need to be weighed against the impact on the community. It is also important that the committee examine the impact of any consolidation recommendations on Community Oriented Policing.

Estimated Time Required: 12-18 months

3. Internal Training Committee

Strategic Goal:

Establish a training program to educate employees within the department and in other city departments to the philosophy of total quality management.

This committee would require membership from a cross-section of the department. Ideally, the committee should consist of stakeholders or individuals having some influence in the department. It would be their responsibility to establish strategies to sell the vision and strategies to members of the department and the city.

Estimated Time Required: 6-12 months

4. External Training Committee

Strategic Goal:

Establish a program to educate the community on the philosophy of total quality management and the implementation plan of the police department.

This committee should be comprised of a mix between department personnel and members of the community. A member of the local media should also be invited to sit on this committee. It will be this committee's responsibility to establish strategies to educate and inform the public regarding the philosophy and policies of the department. The initial presentations would be made to business and community groups.

Estimated Time Required: 12-18 months

This project would be scheduled primarily by subcommittee chairpersons who would establish action plans and estimated progress dates. A command member of the Executive Committee would be assigned responsibility for operations. This command member would be responsible for monitoring subcommittee progress, facilitating any necessary coordination with other committees,

avoiding duplication of effort, and reporting progress to the Executive Committee. The Executive Committee would be responsible for evaluating progress and assessing success of the implementation plan.

It is obvious that consolidation of police services will have an impact on community oriented policing. Whether this impact is positive or negative depends on preplanning and which functions are chosen for consolidation. It is important to look at quality and productivity when addressing these issues. When the concerns of the community are given top priority and quality of service is the goal, then consolidation and community oriented policing can be blended together in a positive manner.

Agencies that do not look into the future and develop strategies now, risk chaos when the future becomes reality. It is today's managers' responsibility to plan for the future. It is important that appropriate strategies be developed to achieve both cost effectiveness and greater community involvement. Total quality management is a valuable tool in achieving this goal.

ENDNOTES

1. Horgan, W.P., 1980. A Look at Local Control and Efforts Toward Consolidation of Police Services. Journal of Police Science and Administration. 8 (1): 2 March 1980.
2. Witkin, Gordon. Special Report "What the LAPD Ought To Try." Source Book, Community Oriented Policing: An Alternative Strategy. p. 41. ICMA, May 1992.
3. Webber, Alan M. 1990. "Crime and Management." An Interview With New York City Police Commissioner Lee P. Brown." Source Book, Community-Oriented Policing: An Alternative Strategy. p. 26. ICMA, May 1992.
4. Trojanowicz, Robert, Bucqueroux, Bonnie. Community Policing, How To Get Started. p. 10. Anderson Publishing Co. 1993.
5. Koopman, John. "The Vanishing County Marshal." Contra Costa Times. February 27, 1994.
6. Horgan, op cit.
7. Herley, Peter G. 1989. "How Can The Consolidation of Functions Between Small California Police Departments Ensure The Department's Viability By The Year 2000?" Sacramento, CA. Commission on Peace Officer Standards and Training.
8. Meibert, Virgil. "7 East Bay Cities To Showcase Joint Anti-Crime Plan." Contra Costa Times. February 3, 1994.
9. Lihme, Kent. (1992, September). "The Four-Lettered Word." California Peace Officer. pp. 33-35.
10. Reed, Dan. "Contra Costa Takes First Step in Fire District Consolidation." San Francisco Chronicle. March 31, 1993.

11. Turner, Dan. "Nation's Cities Copy Sunnyvale." San Francisco Chronicle. February 22, 1994.
12. Morrison, Richard D. (1993, September/October). "Law Enforcement Consolidation: Is It Inevitable?" The Chief of Police. pp. 48-49.
13. Goal/QPC Research Committee, Total Quality Management Master Plan: An Implementation Strategy. (Research Report No. 90-12-02) (Methuen, MA: Goal/QPC, 1990), p. 7.
14. Benninghoven, Don. (December, 1992). "The Local Fight In The Budget Battle." Peace Officer. pp. 26-27.
15. Galloway, Robert. (November, 1992). "Service Quality In Policing". FBI Law Enforcement Bulletin. pp. 1-7.
16. Galloway, op cit.
17. Galloway, op cit.

BIBLIOGRAPHY

Austin, David, and James Marshall. "Community Policing: The Critical Partnership". Source Book, Community-Oriented Policing: An Alternative Strategy. ICMA May, 1992 pp. 33-39.

Benninghoven, Don. "The Local Fight In The Budget Battle". Peace Officer. December, 1992. pp. 26-27.

Bolas, Stanley M. "Consolidation, To What Extent?" The Police Chief. November, 1981. pp. 64-66.

Brown, Lee P. "Community Policing: A Practical Guide For Police Officers". Source Book, Community-Oriented Policing: An Alternative Strategy. ICMA May, 1992 pp. 6-16.

"Community Policing In The 1990's." National Institute Of Justice Journal. August, 1992.

"Community Policing". National Institute Of Justice 1991-1992 Annual Report. December, 1992 pp. 14-17.

"Contra Costa Takes First Step In Fire District Consolidation". San Francisco Chronicle. March 31, 1993.

Cox, John F. "Small Departments And Community Policing". F.B.I. Law Enforcement Bulletin. Vol 61 No. 12 December, 1992 pp. 1-5.

"Creative Police Merger Wins Converts". West County Times. July 22, 1992.

Fulton, Roger. "Cutting The Cost Of Training In Tough Times". Law Enforcement. October, 1992. pp. 40-43.

Galloway, Robert, and Laurie Fitzgerald. "Service Quality In Policing". F.B.I. Law Enforcement Bulletin. November 1992 pp. 1-7.

Goldstein, Herman. "Improving Policing: A Problem-Oriented Approach". Source Book, Community-Oriented Policing: An Alternative Strategy. ICMA May, 1992 pp. 71-93.

Goodman, Howard. "Regionalization - The Face Of Public Services In The 90's". The Warner Group. Winter/Spring 1994.

Herley, Peter G. "How Can The Consolidation Of Functions Between Small California Police Departments Ensure The Department's Viability By The Year 2000?" Sacramento, CA. Commission On Peace Officer Standards And Training. 1989.

Hoffman, John. "Police Consolidation". Law And Order. March, 1993. pp. 76-78.

Horgan, W. P. "A Look At Local Control And Efforts Toward Consolidation Of Police Services". Journal Of Police Science And Administration. 8 (1) March 2, 1980.

ICMA. "Police Practice In The 90's - Key Management Issues". Practical Management Series.

ICMA. "Forecasting The Outcome Of Police/Fire Consolidations". Mis Report Vol 23 No. 4 April 1991.

Kennedy, J. P., G. B. Adam, and G. F. Vito. "Consolidation Of Police Services: An Opportunity For Innovation". Journal Of Police Science And Administration. 1982. pp. 466-472.

Lihme, Kent. "The Four-Lettered Word". California Peace Officer. September, 1992. pp. 33-35.

Miraglia, Greg. "An Evolution Of Change - How To Do More With What You Have". California Police Recorder. Vol. XI, No. IV, 1992. pp. 28-30.

Morrison, Richard D. "Law Enforcement Consolidation: Is It Inevitable?" The Chief Of Police. September/October 1993. pp. 48-49.

"Nation's Cities Copy Sunnyvale". San Francisco Chronicle. February 22, 1994.

Norton, J. J. and G. G. Cowart. "Municipal Police Consolidation: Boon Or Boondoggle?" Police Chief. February 1978. pp. 24-26.

Ostrom, E., R. B. Parks, and G. P. Whitaker. "Do We Really Want To Consolidate Urban Police Forces? A Reappraisal Of Some Old Assertions". Public Administration Review. 1973 pp. 423-432.

Parker, Patricia. "A Visionary's View". Police. November, 1992. pp. 23-26.

Parker, Patricia. "Proactive Policing". Police. March, 1990.

Simonsen, Clifford E., and Douglas Arnold. "TQM: Is It Right For Law Enforcement?" The Police Chief. December, 1993. pp. 20-22.

Slahor, Stephenie. "Getting Everyone Talking: Coordinated Communications". Law And Order. February 1993. pp. 49-54.

Strandberg, Keith. "Community Policing". Law Enforcement Technology. October, 1992. pp. 34-72.

Swendiman, Steve. "A New Vision For County Government". California Peace Officer. December, 1992. pp. 22-23.
"The Vanishing County Marshal". Contra Costa Times. February 27, 1994.

Trojanowicz, Robert, and Bonnie Bucqueroux. Community Policing: How To Get Started. Cincinnati: Anderson Publishing Co., 1994.

Trojanowicz, Robert, and Bonnie Bucqueroux. "The Basics Of Community Policing". Footprints. Vol IV No. 2 Fall/Winter 1992.

Varney, Rodney L. "COPS: Communities Organized Police Services". The Police Chief. April, 1980. pp. 46-48.

Webber, Alan M. "Crime And Management" An Interview With New York City Police Commissioner Lee P. Brown". Source Book, Community-Oriented Policing: An Alternative Strategy. ICMA May, 1992. pp. 17-32.

Witkin, Gordon. Special Report "What The LAPD Ought To Try". Source Book, Community-Oriented Policing: An Alternative Strategy". ICMA May, 1992. pp.40-50.

"7 East Bay Cities To Showcase Joint Anti-Crime Plan". Contra Costa Times. February 3, 1994.