THE FUTURE ROLE OF CALIFORNIA SMALL LAW ENFORCEMENT AGENCIES - IS THERE ONE?

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SACRAMENTO, CALIFORNIA
JANUARY 1987

3-0035

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

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

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

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

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Part I

EXECUTIVE SUMMARY

The pessimist views the glass of water as half empty while the optimist sees the glass as half full. With regards to the future of small law enforcement agencies in California the optimistic viewpoint is becoming more and more difficult to uphold.

This research project is focused on primarily California municipal law enforcement in small cities. Nationally, ninety percent of the 40,000 law enforcement agencies have fewer than ten sworn officers. These agencies comprise 39% of the total police officers in the nation. In California the numbers are significant and nearly as dramatic.

It is hoped through the research of this project that there can be salvaged what appears to be a bleak future for some small law enforcement agencies. This will be attempted by first examining the current state of those agencies now operating with 50 or fewer sworn personnel. Including Sheriff's Agencies 83% of the 413 law enforcement agencies in California have 50 or fewer sworn personnel. In California this category for Police Departments fits 54% of the 355 non-sheriff agencies. This is an increase of 3% over 1985.

Although the number of law enforcement officers in California have increased by 2% in 1986 over 1985 there exists a crisis in the ability of law enforcement to attract quality candidates. In the total reserve forces alone there has been a 35% decrease in 1986 from 1985 in the number of police reserve officers assisting their communities. There is a changing workforce towards non-government

jobs and non-career fields. The answer to this recruitment dilemma does not appear solvable in the immediate future.

Adding to the fiscal dilemma of cities is the high cost of liability insurance and claims against the cities generally as a result of their Police Departments. Some insurance companies have raised their rates as high as 150 percent.

America is having an insurance crisis. In 1985 America's general liability insurance bill was estimated to be $11.1 billion, an almost 100 percent increase since 1983. This has resulted in escalating insurance premiums and threatens many Americans with financial disaster. In California 30,000 lawsuits are filed each year against police officers and municipalities. Smaller cities have no less liability while performing as cities than do their larger counterparts and share equally the liabilities of operating a city.

Currently, the cities' options who cannot afford proper coverage must:

- Cut services,
- Sell city assets to raise money to pay insurance rates, or
- Go uninsured.

Albeit how to finance a city and all its levels of responsibility has always been a problem. Never before has it reached such critical levels as in the late 70's and 80's. Cutback or retrenchment forms of management surfaced in California after the passage of Proposition 13, the voters tax revolt in 1978, and have continued in one form or the other. The fat has been cut and service levels reduced. In some cases cities have begun to charge fees for

many non-essential services in an effort to generate revenue and recover cost. This is considered a band-aid approach and limited by California's Proposition 4, the Gann Initiative to limit goverment spending and the recovery of actual costs. In some cases this revenue generating concept has created greater difficulties for cities, some charging up to $75 for a single traffic accident report.

When cutting back on city budgets in fiscal crisis, the law enforcement agencies received the most scrutiny. Law enforcement budgets generally comprise the largest portion of city budgets, ranging from 30% - 55%, and is usually the area in city budgets where suspicion of padding is focused by other city departments competing for their piece of the pie.

The loss of federal revenue sharing has crippled many small cities who must now look to other forms of revenue to help finance their existence. In California, 73% of those top law enforcement officers responding to a January 1976 survey by Lt. Governor Leo McCarthy felt that they do not have the funds to adequately ensure public safety to their communities.

Contracting for law enforcement services or the unification of resources is the only answer for some of these agencies where savings of $250,000 to $1 million dollars annually can be experienced. Questions of loss of control, loss of identity and quality of service has been addressed and only political roadblocks will stop movement in this direction.

For others new approaches such as partial consolidation of services, privatization of some services, the expansion of volunteers or cities entering into entrepreneurialship to generate

revenue will fill the void.

Whatever the choices small cities faced with these decisions the future is not certain for small law enforcement agencies. The outside forces are great, pushing many cities into some unpleasant decision making to salvage their cities unfortunately, at a loss, in some cases, of their law enforcement agencies. The loss of local control of a city's law enforcement should be seen as a better alternative however than to hold on to a below standard law enforcement agency. Whether there is or is not a future for small law enforcement, I believe, lies in the ability of law enforcement managers, City Manager, local and State politicians, to become innovative and jointly work towards the future of small law enforcement in particular, and the profession in general. The future is truly a question mark.

Part II

INTRODUCTION:

THE FUTURE ROLE OF SMALL LAW ENFORCEMENT AGENCIES IN CALIFORNIA IS THERE ONE?

The Andy Griffith Show "Mayberry RFD", Dukes of Hazard and other similar television shows that depict a small town law enforcement agency as staffed by hayseeds, good ole boys and buffoons, incapable of providing competent law enforcement services, has done little good for the image of real life small town law enforcement.

It is my observation that, unfortunately, for many small towns and counties that provide law enforcement services, the quality of the officers is somewhat less than that of the larger agencies. This is due to many factors which comprise the focus of this project.

Nationally, ninety percent of the 40,000 law enforcement agencies have fewer than ten sworn officers. These agencies comprise 39% of the total police officers in the nation.

In California 1985 figures list 52% of the municipal police departments have 50 or fewer sworn police officers. Of this figure, 22% have 1 - 10 officers; 5% 11 - 24 officers; and 25% 25 - 49 officers. Of the Sheriff's Departments in California, 33% employ 50 or fewer sworn members: 2% have 1 - 10 members; 9% 11 - 25 members and 22% 26 - 50 members. Including Sheriff's Departments, there were a total of 47,236 sworn peace officers in California and 14,763 reserve officers and deputies.[1]

In 1986, Municipal Police Departments having 50 or fewer sworn police officers increased to 54%; 20% have 1 - 10 officers; 13% 11 - 24; 21% 25 - 49 officers. Of the Sheriff's Departments in California 29% employ 50 or fewer sworn members; 3% have 1 - 10 members; 7% 11 - 25 members; and 19% 26 - 50 members. Including Sheriff's Departments there were a total of 48,484 sworn peace officers in California and 9,566 reserve officers and deputies.[2]

It is evident then that a significant number of law enforcement agencies are involved in the total picture of providing law enforcement to small towns and counties nationally as well as in the State of California.

ISSUES - DRIVING FORCES

There are a number of issues currently affecting all of law enforcement and expected to impact law enforcement in the 21st Century: Recruitment, budget constraints due to shrinking revenue, technology, privatization, civilianization, changing demographics, insurance woes, disability retirements, social services, contracting of services, regionalization, volunteers and the list continues. I believe nowhere are these issues felt more than with the small law enforcement agency.

Perpetuity of small urban law enforcement will depend entirely on its quality of service to the community it serves. How badly a community wants its own law enforcement agency and its ability to pay for one is, however, key to the quality of service the community will receive.[3]

For this project many areas have been investigated. The strengths and weaknesses of a small law enforcement agency are highlighted and future scenarios have been developed.

SMALL TOWNS AND CITIES

To understand small law enforcement agencies and their future it is important to understand small towns and cities. To define a small town or city can be somewhat difficult but it is generally done by population figures. Some readings classify a small town or city as those with populations under 100,000. Again that depends on who is writing the article, who is reading the article and what frame of reference the author and reader is coming from.

In my view, if using population, small towns and cities fall in the area of 20,000 to 25,000 population. I believe however, other criteria are of importance and must be used such as the economic base, geographical location of the city and the political climate of the city.

Many small towns and cities, by population, have good economic bases, are geographically located close to larger urbanized areas, contain innovative community leaders, and are only small towns and cities by population. These however, are a minority.

The norm however, in my opinion, is that most small towns and cities defined by population also have poor economic bases are isolated rural communities and have tumultuous backward political climates. This lends to a very unstable situation that thwarts progress. Generally these towns or cities thrive on tradition, no growth or slow growth policies and the heritage of its citizens. "The way it has always been done" and "if it works don't fix it" are common themes.

It is in this type of town or city that independence is prominent, the wheel is often attempted to be reinvented and the

"good ole boy" network thrives. Regretfully too, this is the type of town or city that continues to strive to have its own law enforcement agency despite its quality of service or reputation.

NEGATIVE AND POSITIVE ENVIRONMENTS

There is a built in negative environment for law enforcement agencies that exist in this type of climate:

- Revenues are scarce, shrinking and approaching extinction.
- The Department, by lacking fiscal resources, consequently lacks physical resources.
- There is severe stagnation due to the lack of opportunity for advancement.
- Officers tend to grow slower professionally.
- Officers lack self respect because of their hayseed image and are treated differently by other agencies.
- Recurrent training is often poor or non-existent.
- Selection of the Police Chief is often questionable - "Good Ole Boy" syndrome.
- The turnover rate of the Police Chief is high.
- High turnover rate equates to poor unstable leadership as well as,
- Demoralization of Police Officers and general mediocrity.
- There is either a high dependency on other law enforcement agencies to assist in providing basic police services to their community, or
- A shut the door attitude and we can do it ourselves which creates isolationism and inefficiency.
- Equipment is either purchased individually by the officers out-of-pocket or hand-me-downs.
- Support staffing is inadequate to an already inadequate in numbers sworn staff.

- Police Chief is too involved as a technician to allow for long range planning or monitoring of legal requirements and changes.

- Recruitment of new personnel is almost impossible and usually done entirely by Police Chief because the City also lacks staffing to perform personnel services.

- Compromises are made in hiring personnel that has long lasting impact on the department and community because of hiring below the minimum qualified applicant.

- Employee turnover high because of outside opportunities or questionable medical retirements.

- Lack of specialization within the agency exists.

- Operate with less money per employee for salary, benefits, equipment, office space, uniforms.

- Unable to provide efficient full services to community.

If for the reasons cited above demise is likely, then for the following countervailing reasons small law enforcement agencies should continue to thrive:

- Small law enforcement agencies are more responsive to local needs.

- They are more visible; community knows its officers and the officers know the community.

- With good management small law enforcement can be more cost effective.

- The Chief of Police is accessible and not insulated from the department or the community. (With insulation the layers where information is filtered through and colored by individuals who may or may not have the best motives can be debilitating to the organization.)

RECRUITMENT

All of California law enforcement are experiencing recruitment difficulties. The small law enforcement agency however, feels the impact much greater because of the numbers of personnel authorized on the department as well as the poor quality and low numbers of

candidates attracted to the Agency. Many small agencies are experiencing 20% vacancy factors or higher for long periods of time. These extended vacancy factors create strains on budget, personnel and quality of service to the community.

In most communities the authorized strength of the law enforcement agency is generally well below the recommended strength for communities of that size. In one agency that I am familiar with, the authorized strength is 32% below the recommended strength and with vacancies is operating at 46% below recommended strength. It is generally an accepted formula that to operate one officer around the clock the minimum of five officers is needed. With minimum deployment mandates, staffing levels of two officers per 1000 population are recommended. Operating below recommended levels is primarily due to the communities lack of understanding of service levels, the communities inability to pay for full service law enforcement and the department's inability to attract hireable candidates. These shortages offer little opportunity for training of personnel and in at least one department has threatened funding from California's Peace Officer Standards and Training (P.O.S.T.) for failure to meet minimum training mandates. The loss of this funding would eliminate training for the majority of small agencies facing staffing shortages and significantly contribute to the lowering of efficiency of the agency as well as enhance the city's liability.

Of primary impact to the recruitment issue is the workforce seeking law enforcement careers. The current workforce is generally less motivated towards careers in government. Police recruitments experience lower numbers of applications for employment with figures of only one half of those applying arriving to take entrance

examinations. Usually halved again by those passing the examination. A recent Los Angeles Times article citing a Southern California Association of Governments survey found that only 12% of all jobs were provided by governments in 1984 in Southern California compared to 15% twelve years ago prior to California's Proposition 13. The number of jobs is expected to grow 15% by the year 2000, a 1% annual rate of increase. Local government agencies are in the market for computerliterate workers with administrative skills, while anticipated continuing population growth will create additional jobs in such traditional government areas as public safety. The 12.8 million people who inhabit SCAG's six-county area-Los Angeles, Ventura, Orange, Imperial, Riverside and San Bernardino counties-are expected to number 16.4 million by year 2000, 18.3 million by 2010, the survey found. According to the state Employment Development Department, there were 1,794,500 government workers in California last year; of these, 230,000 worked for the 58 counties, 198,000 for cities, 603,500 for local school districts and 94,500 for special districts.[4] There will be more jobs, less people wanting to fill them and with population increases more demand for law enforcement.

For law enforcement, the quality of applicants is frequently unacceptable. For example, of every 2,000 applicants for the Los Angeles Sheriff's Department, 1.8 are selected into the basic training academy. In the Ventura County Sheriff's Department, of the 663 applicants to date in 1986, only three have graduated from the academy. Of those entering the academy, a high dropout rate is seen in the first couple of weeks by those citing "law enforcement is not for them." These figures represents a decline in qualified

applicants, as well as a decline in the workforce seeking law enforcement careers, is staggering larger agencies and crippling, or wiping out the smaller ones.

Many of the larger agencies have created recruitment units that travel within and outside of California to seek out qualified candidates. Some have aggressively marketed their agencies on television, radio and the newspapers. This competition has caused some smaller agencies without recruitment budgets or personnel to test the rejects of the larger ones. The recruitment pressure is intense for those qualified to fill the many vacant positions.

Another major issue in the recruitment dilemma is the disparity in the beginning salaries and benefits offered between agencies. The majority of the smaller agencies offer salaries and benefits well below those of other agencies in their immediate recruitment area. 1985 surveys show in one jurisdiction agencies separated by 40 miles, the difference is 28% for bottom step entry level police officer. Twenty miles away 19%, and nine miles distance 10%.[5] In 1986, the same agencies were 24%, 17% and 14%.[6] This spread attracts the majority of applicants towards those agencies paying better salaries and benefits.

Other factors affecting recruitment are the reputation of the community and agency and their geographical location. Most small law enforcement agencies suffer from a poor reputation either from repeated highly publicized turnover in Chiefs of Police, personnel, poor salaries, equipment, training opportunities or a significant media event involving the agency. The majority are also located in rural areas where the housing is poor as are conveniences limited.

FINANCIAL PICTURE

With rare exception, those law enforcement agencies in small communities have weak or stagnant economic bases. Generally formed around a specific industry, small towns are now suffering as those industries decline. In today's economy, oil and farming areas are those most severly impacted. This, combined with no growth, or very slow growth stances of the community leaders leaves for a bleak future of the community and its ability to attract revenues and to provide for quality law enforcement.

A report on the assessment of reduced revenue on California local law enforcement by Lt. Governor Leo McCarthy in January 1986 indicated that 73% of California's top law enforcement officers felt they did not have adequate funding to ensure public safety in their community.

Californians, in recent years have pointed to crime as their number-one concern. Protecting citizens from criminals is the chief job of government. Before schools, roads and other services, there has to be established order and safety so that people can pursue education, work and travel in relative peace and safety. Government reserves to itself enforcement of the law. While it is possible to buy additional protection for your family, home or car, when it comes to prosecuting criminals, the government holds a monopoly.[7] How well government does its job is directly related to the peace and stability of our communities. The better the tools and employees of government, the better the quality of service that will be rendered.

As revenue sources continue to shrink away, the budgeting process becomes more complicated and time consuming. The budget,

which traditionally should develop a picture of what it costs to provide policing at a level of service a jurisdiction requires and the residents demand, has become a numbers game cutting and molding until the budget meets only what the city can afford and not what is needed. The budget has to balance and expenditures not exceed revenues.

Budgeting is one side of a two sided coin. The other side is "revenue". You can't spend money if you have none to spend, therefore the good budget practitioner must be equally adept at understanding the revenue side of the financial world. When your budget matches the revenue, dollar for dollar, you are said to have a balanced budget. You never spend more than you take in.

The profession of Financial Management is generally broken down into two professions. Those who prepare budgets and those who develop ways of getting the revenue.

Historically, police departments prepared budgets to provide the best service to the community and allowed others: the city managers and city council, etc., to come up with the money (revenue) to provide the determined service.

It is apparent now in today's increasing financial crisis that managers within the police department must also assist in revenue generating efforts for the cities to ensure their own survival.

In a city increasing revenue in the past was accomplished by taxation of property, sales tax, permits, and costs for the city services. When the demand for money is greater than the income, there are two ways for a city to go. Go to the voters for an increase in the types of taxes by adding new ones, or cut the budget. Politically cutting the budget is preferred.

Neither method is popular. Cutting the budget means cutting the public's services. Increasing the tax burden brings out the irate citizens. So, cities generally resort to every possible way of increasing revenues before increasing taxes.

If there is one "truism" in the public's attitude toward local government, it is that most citizens firmly believe that ALL of their tax money supports the operation of their city and (police) services. Very few, if any, realize the relatively small percentage (24.7%) of every property tax dollar is returned to the city to be used in providing these services.

The most important phase of budgeting is accurate forecasting. Projecting the needs and future requirements for money. This is usually done in five year increments. In many larger cities this forecasting is not done very well. In small cities forecasting does not exist.

A city cannot increase its revenue overnight. It has to have advance warning that the money is going to be needed. The need must be so demanding that the city council and the community residents alike must be willing to take drastic action to raise the money...not for just a year, but forever or as long as the city stays in business. For many small cities, the largest source of revenue is that of the interest earned from painfully saved reserves acquired by cutting corners or waiting until next year. After all, the roof doesn't leak in the summer, but only when it rains. Next year has come and it has come time to pay the piper. In a city I am familiar with a $4 million reserve account is tapped to balance the budget to the tune of $200,000 a year. As the pot dwindles, so does the interest earned, and yes, overnight it seems there is a crisis.

With the loss of outside funding, most cities will have to tighten their financial belt. In small cities, the belt is already to tight. Of course, no one can correctly predict the overall monetary effect this will have. Some cities predict that the loss of federal funds will have little or no effect on the cities' vital services, because their operating budgets contained a very small percentage of this outside money. However, other cities, particularly small cities operating budgets contain at least 25 percent of the federal subsidized funds and, through the loss of this outside revenue source, these cities will be forced to reduce or severely cut some vital services.

When California voters passed Proposition 13 in 1978, it severely reduced most cities' property tax revenue by 23 percent.[8] This reduction was partly offset by state aid which provided money to cities to ease the adjustment to smaller cash flows.

The passing of California's Proposition 13 restricted the avenues and the sources that governmental bodies previously had available to them to raise revenue. Now, the voters must agree by two thirds vote before taxes may be increased to provide cities with additional revenues. Of course, this public approval method of providing additional tax increase is a lengthy process, with a high failure rate, and will not provide the immediate relief for the lost federal funds.

With this fiscal crisis at hand, which will come to a head in the 1990's, policy makers will have to take a hard look at their city's potential for revenue and what services and protection (liability insurance) can be purchased for those dollars. One the revenue issue, when California's Proposition 13 became law, most

cities "cut the fat" out of their budget. If a city's budget does not now permit a city to have a surplus to fund those "nice to have" amenities and the city finds itself dependent on "outside funding," without the support of independent funding, such as: oil, resort tax, exceptionally high trade base, wealthy residential areas, etcetera, they will have to again look to their budgets for additional cuts. This will include the cutting of non-vital and then vital services which include police, fire and public works.

Research has shown that cities with a population of 100,000 or more are far better off than their smaller counterparts. The revenues generated from both property taxes and sales taxes are sufficient to fund at least the vital services needed by a community as well as several of the non-vital services during hard times. Smaller cities, especially those with a population of less than 25,000, presently have a limited law enforcement services program. Many would like to supplement their police department in order to provide a full service law enforcement program to their city via a contract with a neighboring full service law enforcement agency. However, with the budget cuts, the smaller cities will have to become very innovative just to retain their present level of city service.

INSURANCE WOES

Adding to the fiscal dilemma of cities is the high cost of liability insurance and claims against the cities generally as a result of their police departments. Some insurance companies have raised their rates as high as 150 percent. With the passage of Proposition 51 it is hoped insurance premiums will begin to become affordable again.

America is having an insurance crisis. In 1985 America's general liability insurance bill was estimated t be $11.1 billion, an almost 100 percent increase since 1983.[9] This has resulted in escalating insurance premiums and threatens many Americans with financial disaster. In California 30,000 lawsuits are filed each year against police officers and municipalities.[10] It is well accepted that smaller cities have no less liability while performing as cities than do their larger counterparts and this escalating insurance crisis impacts smaller cities equally.

In a recent survey of 160 California cities, it is estimated that 176 million dollars in potential liability adjustment will be awarded in 1986.[11] Because of the increased insurance rate, over 36 California cities are currently without insurance coverage. This number is expected to triple in the immediate future.

Besides the high insurance premiums, there are those cities that have "such a high liability potential" that insurance companies will not provide insurance coverage at any price. When liability insurance cannot be acquired, the cities become a "naked city".[12] As an example, the City of Blue Lake, California, located in Humboldt County, disbanded its police department and later had to suspend most other city services because they suffered a severe loss of revenue because of high unemployment and they could not acquire liability insurance.

Currently, the cities' options who cannot afford proper coverage must:

- Cut services
- Sell city assets to raise money to pay insurance rates
- Go uninsured

- Support current action to get legislation passed to place state control on insurance rates and liability pay outs.

The police function, by its very nature, is one of the primary targets for law suits. Law suits are frequently a direct result of poor training, little or no supervision, and lack of policy direction. Those cities that have budgets today that "just get them through" will be hard pressed to correct the root of the problem through training and, with additional budget cuts, this liability problem will only get worse.

DEPENDENCY ON OTHER AGENCIES

In many small law enforcement agencies there exists a strong dependency of the small law enforcement agency on allied larger police agencies or other small law enforcement agencies.

Dependency ranges from relying in a Sheriff's Department, state or adjoining city law enforcement agency to provide special assistance or basic support services. Such services as homicide investigations, officer involved shooting investigations, hostage negotiations, special weapons teams, crime scene investigation, training and canine units are provided by outside agencies. In some cases, these services are free through mutual aid, a handshake, or contracted for.

In some cases the allied agencies provide unused outdated equipment at minimal or no cost at all. This "hand-me-down" approach reduces morale of the officers and creates a poor image for the agency. It however, has become necessary to accept these "hand-me-downs" to get the job done when other means are strained or not there.

Since all government agencies are feeling the crunch, many of these services that were previously provided gratis are now coming with a price too. Counties are meeting the same financial constraints as the small cities and more and more are unable to provide their services without a charge. This is especially true in Central and Northern California.

LEGISLATION

The bombardment of legislation impacting government has not slowed since California's Proposition 13 in 1978; California's Proposition 4, setting limits on government spending; Reapplication of the Fair Labor Standards Act to public agencies, setting employees hours and overtime; California's Proposition 61, although defeated proposed setting maximums on salary, vacation and sick leave accrual. This legislative move, if passed, was expected to cause massive bail out of top managers and senior experienced employees protecting their retirements; and California's Proposition 51, a hopeful positive approach to limit escalating settlements of law suits or the deep pocket trend which has caused many cities to be uninsurable or forced to selfinsure at inadequate levels.

Other legislation has forced mandatory reporting, such as child abuse and domestic violence, hiring and training P.O.S.T. mandates onto law enforcement that has made it difficult for small law enforcement to stay up with the momentum, or to fall behind not meeting mandates and adding to their liability potential.

POLITICAL CLIMATES

The political climate in small communities is extremely unstable. Elections generally find politicians elected to positions with as few as 300 votes. The local law enforcement agency generally falls prey to these politicians as campaign platforms which causes controversy within the agency, community and the law enforcement community.

Audits of the law enforcement agency have been requested and conducted in a number of instances by politicians and community alike to further the interest of those groups. The use of the Grand Jury, State or private contractor to conduct these audits usually highlights a number of common problems with a small agency which is symptomatic of the environment surrounding the police agency:

- Poor leadership in the law enforcement agency.
- Outdated or non-existent policies and procedures.
- Issuance of gun permits too permissive or improperly issued.
- Poor record keeping.
- Mishandling of evidence.
- Little or poor quality, or no recurrent training programs.
- Mishandling of funds to the agency.
- Improper or below staffing of personnel.
- Poor or non-existence of employee evaluation system.
- Mishandling of citizen complaints.

When discussing the leadership in a law enforcement agency one Grand Jury report described it this way:

"The administration in any organization ultimately is responsible for its ability to function and for its results. The Jury finds the administration of the... is sadly lacking in the areas of communication, procedures, control and basic administrative techniques. There is a great deal of gossip and internal back-biting involved in the operation of the department and in the policy-making process. There is also considerable frustration experienced by the personnel due to the lack of direction and supervision, procrastination, questionable advancement procedures and promotions, and the many long over-time hours required because of a lack of personnel. There was evidence of department personnel being under considerable emotional stress due to the working conditions and relationships. The administration set a poor example with regard to the proper use of time, office, and participation in in-service training."[13]

This is not an uncommon description of what happens within an agency that operates for extended periods of time without support of financial commitment, resources and personnel.

In order to continue as an independent law enforcement agency the community in which the agency serves must be educated on the current quality of service now being received, on the cost of the quality of service that should be provided and the options available to it for the future growth of that community.

A SURVEY

An anonymous nine part survey was sent to department heads of twenty-two small law enforcement agencies. The largest agency in the survey had an authorized strength of 29 sworn and the smallest 8 sworn. There was a 63% response rate to the survey. Questions in the survey were based on the present, five years ago and five years into the future.

Of the responding departments, the following was learned:

Budget: The average budget of each agency responding to the survey at the present was $1,071,590 up 38% from five years ago and with a protected growth rate of 44% by 1991. This 8% a year increase over a 10 year period barely keeps ahead of inflation, personnel cost and allows little or nothing for planning, capital improvements or growth. They are operating with less money per employee for salary, benefits, equipment and office space.

Personnel: Personnel increases averaged 6% to 10% over the ten year period allowing for critical understaffing to occur. The average current level of staffing, including top management, was 18 sworn officers up from 13 five years ago with the average department projecting 24 sworn personnel by 1991. At today's recommended service levels of two sworn per 1,000 population in small cities, many of these cities are today running well below the accepted standards.[14]

These strains on manpower creates a dilemma of small law enforcement agencies becoming training schools for larger agencies. This condition forces compromises in the qualifications of hiring by the small agencies and constant adjustments of manpower and scheduling to provide basic services.

ALTERNATE FORMS OF PROVIDING POLICE SERVICES TO COMMUNITY-CONTRACTING:

Only 2% of the cities responding admitted to having considered contracting of services to provide law enforcement to their community. Thirty-three percent gave reasons why contracting was not considered as an option. A compilation of the reasons given were:

- Lack of the County Sheriff's Office to accommodate professional police service
- Preferred the present level of service
- Home control
- Better level of service
- Local control
- Money
- Service
- People want local control over the department
- Future building of correctional facility
- Local control
- They are getting the best possible protection for their budget dollar
- General feeling the Sheriff's Office could not provide the same level of service when large projected growth is considered.
- Want their own Police Department
- Personal service
- Would obtain less and poorer service.

The greater response of why cities prefer their own law enforcement agency over contracting was that of service. It is generally felt that a lesser level of service is received through contracting. Additionally, the issue of local control became important. There is a feeling that control of the law enforcement

agency is lost with contracting.

MAJOR PROBLEMS FACING SMALL LAW ENFORCEMENT

There are many problems facing the management of a small law enforcement agency. Leading the list of problems are: budget constraints/shrinking revenues; recruitment of qualified personnel; legislative changes and mandates and rapid growth and projected population increases in the future. Others identified were:

- Getting qualified personnel
- Better scheduling
- Maintaining budget
- Updating procedures
- Modern equipment
- Improved work place
- Records maintenance
- Proactive recruitment
- Retention of existing personnel
- Planned growth
- Drugs
- Budget cap
- Federal Fair Labor Standards Act
- Continuous mandated training updates and changes
- Adverse evidence storage decisions
- Increasing of personnel
- Budget to meet the need
- Court decisions on liabilities
- Specialization of officers with a small agency

- Due to the low pay on small departments rapid turnover is a problem
- Scheduling becomes a problem when we lose an officer for any reason, i.e. school, vacation, sick
- Constant interference by local politicians
- Demands which P.O.S.T. is placing on small agencies ("until small city Chiefs wake up and realize that P.O.S.T. has become the dictator of their cities/and until they take some action to lessen P.O.S.T./ not increase this cancer to law enforcement, then all small departments are doomed under this sickness to our State")
- Manpower
- Salary
- Personnel turnover
- Lack of affordable housing being main problem
- Adequate staffing
- Funding to cope with drug enforcement needs
- Meet the demand for service caused by an influx of population
- Generating revenue
- Help from Federal Revenue Sharing
- Political
- Financial
- Recruiting and
- Retention of qualified personnel
- Personnel Peace Officer procedural Bill of Rights; specifically the inability to administer polygraph tests to peace officers
- Political interference into police matters
- Keeping up with demands for service
- Funding for modern technological equipment
- Attempting to project growth rate in the fastest growing area of the state in order to have the department keep pace

FOLLOW-UP:

In person interviews were conducted with five department heads of small cities that provide local law enforcement and two former department heads of cities that have opted for contracting of law enforcement services.

It was felt that small cities providing law enforcement service to their community at the present, and definitely in the near future, must become less dependent on allied agencies to help in providing services. The primary reason for this was that all governmental agencies are experiencing the same financial crunch as are the small cities and if they were not now charging for the service they provide they will be in the future. This posture would add to budgets of small cities to pay for services historically received through mutual aid or a hand shake. A cost cities could not afford.

Options for the future of small cities in this position are to: (1) contract for certain essential services, (2) greater use of police reserves, (3) the use of task forces to attack certain crime problems requiring greater physical and fiscal resources not available in small agencies, (4) greater use of volunteers, and (5) grant funding or tax overrides to pay for police services.

Even though there is a need to increase the use of police reserves some of the cities visited have eliminated or are considering limiting their reserve forces because of the liabilities of having a program and the expense of recruiting reserve officers. Recent requirements to perform expensive selection procedures (P.O.S.T. requirements) have made it so small cities can no longer

afford to screen potential reserve applicants. Evidence of this is there has been a 35% decrease in reserve forces in 1986 over 1985 either because of cuts in budget, liability or inability to recruit qualified applicants.

Many of the same concerns found in the survey were repeated during the interview, recruitment, diminishing revenues, changing workforce, lack of training ability, stagnation within the department, political influences on the department and legislative mandates.

CALIFORNIA PEACE OFFICERS ASSOCIATION EFFORTS

Small law enforcement agencies through the California Peace Officers Association (CPOA) have formed a committee to monitor the small law enforcement dilemma. Their objective as listed in their Bylaws is, "The committee's objective is to assess the distinct and separate problem and needs of the small and middle size law enforcement agencies and address these needs through training, informational discussion, and problem solving seminars."[15]

I interviewed the committee chairperson and to date the committee has not proceeded much past informational discussions. The committee membership appears to be primarily in he northwest part of the state with efforts to expand to the south to gain wider representation and actively approach the problem.

Part III

STRATEGIC PLAN

I. SITUATION:

A. Environmental Analysis:

The introduction to this study is a summary of the environment in law enforcement in regards to small law enforcement. It is evident in California this constituency is significant in numbers. Whether these numbers are all endangered is highly dependent on their environment.

B. Resource Analysis:

The resources available for strategic the plan are out there, however fragmented somewhat. Unification of law enforcement, legislative groups, C.P.O.A., P.O.S.T, Agency Heads Associations as well as Police Labor Associations is imperative to make the plan work.

There is a need for additional funding outside of levying of taxes within individual communities for augmenting of budgets of those small law enforcement agencies struggling.

C. Stakeholder Demands:

The stakeholders in the future of small law enforcement agencies include individuals as well as groups.

Most important of these are the community served by the law enforcement agencies fitting the description of endangered. Their support is critical.

Secondly are those officers and managers of the agencies. Careers and livelihoods are affected and their support of this plan is nearly as critical as the support needed by their communities.

Local politicians, because of their need to please their constituency and the visibility of the police department, must understand completely the environment and then the purpose of the stratigic plan.

II. MISSION:

A. Law Enforcement Mission

The mission of law enforcement is to protect against crime and serve the citizens of all communities by providing the best quality of service that the resources available will allow for.

B. Mission of Small Law Enforcement Agencies.

The mission of all small law enforcement agencies is to provide quality law enforcement to their communities in a cost efficient manner. It is further their goal to become self contained and minimize their dependency on allied law enforcement for providing basic services to their communities.

III. EXECUTION:

A. Recommended Course of Action

1. Through law enforcement groups, legislators and media an education process must be initiated. This process should educate first the groups, legislators and media of the status of small law enforcement. Utilizing the media, the public then must be informed of this situation and of the consequences of not proceeding further to attract additional funding.

2. Partial contracting of services with the private sector for those services not considered essential. Increasing police reserve forces and volunteers to assist in reducing costs to the cities and counties in providing law enforcement.

3. Full contracting of police services by a provider at a cost affordable to the community and at a level the community is willing to provide the funding for.

IV. ADMINISTRATION AND LOGISTICS:

The support needed to either administratively or logistically carry out the recommended course of action is:

- A commitment from all of law enforcement to improve the current status of small law enforcement. This commitment should include active lobbying of legislators for outside funding that will relieve the pressure on local general funds.
- Support from local politicians that if their cities are to maintain their own law enforcement agencies that all will be done locally to support that effort. Competitive salaries, improved equipment, staffing levels and facilities must occur.
- Communities must support reasonable alternatives to financially support local professional law enforcement if their statement is to have their own law enforcement.

V. PLANNING SYSTEMS:

The support documents utilize planning systems to monitor the environment. The system will allow for planning and review of the issue in a regular basis by committees established to periodically review the progress of the plan.

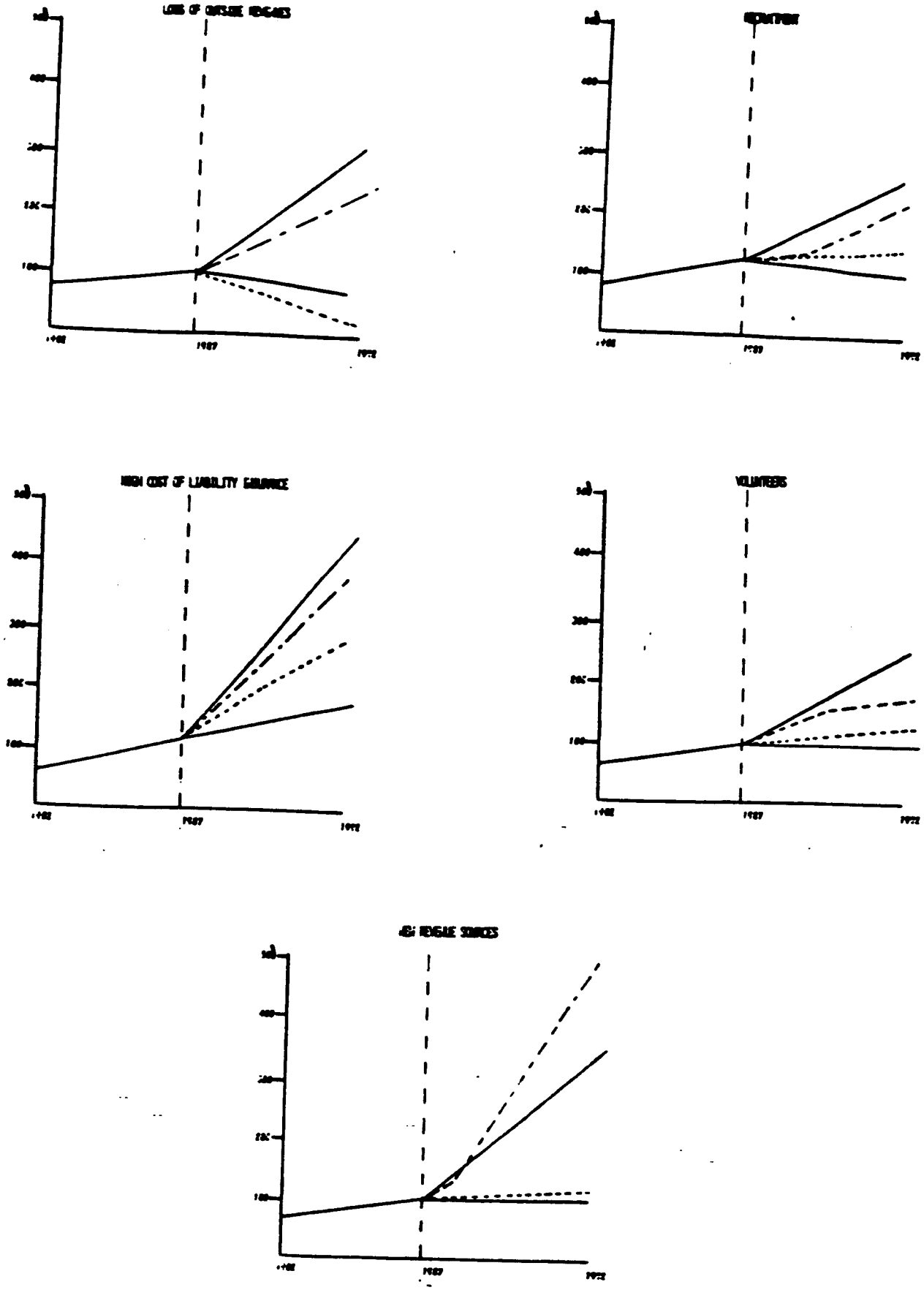
TRENDS AND EVENTS

TRENDS

1. Loss of outside funds
2. Increased need for additional monies by municipalities
3. Reduction of providing traditional services and needed programs
4. Stagnation of Personnel
5. Recruitment becoming more difficult
6. Lower salaries-gap growing
7. Poor image
8. Rapid turnover
9. Poor financial base locally
10. High dependency on outside agencies
11. Increased legislation making it more difficult to get the job done
12. High cost of liability insurance
13. Civilianization of sworn positions
14. Search for new revenue sources
15. Increased cost of training
16. Forced contracting of services

EVENTS

1. Loss of Federal Revenue sharing money
2. Loss of Block Grant money
3. Loss of Redevelopment money
4. Loss of tax exempt bonds
5. Loss of State subventions
6. Loss of State Sales tax
7. Los of State Grants
8. Small Police Department's training grounds for larger ones
9. Shrinking or stagnant local business
10. Unable to provide full police services
11. Increased reporting requirements, training and hiring requirements



COULD BE— - — -

WILL BE-------

Figure 1

Of the trends identified through a modified Nominal Group Technique (NGT), the five trends to possibly impact Small Law Enforcement in the future the greatest were monitored.

TRENDS MONITORED

1. Loss of Outside Funding.

The loss of outside funding in the form of State and Federal subsidies, which in some cases amounts to 25 percent of a small cities' operating budget is having serious consequences on the cities ability to maintain traditional police services. The search for additional revenues either through legislative action or increased local taxes is imperative to the future existence of full service small law enforcement agencies.

2. Recruitment of Personnel

All of California law enforcement is experiencing recruitment problems. Some issues in the recruitment dilemma are salary/benefit disparities between agencies allowing for the better paid to attract a larger testing group in search of the better qualified. Other important issues include a changing workforce directed to high-tech careers and not towards traditional government careers. Recruitment slumps have impacted smaller agencies greater proportionately and reduced their abilities to attract quality candidates, train existing personnel or properly deploy personnel.

3. High Cost of Liability Insurance

A national problem for all Americans the insurance situation has caused many municipalities to operate virtually naked of liability coverage. In a number of cities unincorporating has

occurred. Americas general liability insurance bill in 1985 was estimated to be $11.1 billion, an almost 100 percent increase since 1983. In California, voters through Proposition 51 agreed something has to be done about the "Deep Pocket" law suit craze and voted in favor of changes to attempt to slow the increase of law suits now at approximately 30,000 annually against police officers. Further proactive legislation must occur in the future to save cities from chancing to operate without insurance and to slow the momentum of law suites.

4. Volunteers Performing Traditional Services

With the shrinkage of funding many cities have begun or expanded their use of volunteers to perform tasks traditionally performed by salaried employees with the growth of the aged population this workforce is available. Senior volunteers are a resource pool just beginning to emerge as a viable alternative to assist small law enforcement. Police Reserve forces have shown a 35% decline in 1986 over 1985 and what was once considered as an optional resource is now viewed as a liability.

5. New Revenue Sources

With the loss of outside funding new revenues must be generated at not only the local level, but at the State and Federal levels. These funds however, must come without burdensome attachments. Local attempts through charging for services, developer assessments, alarm response fees, and increasing fines have become strained. Other concepts such as increase of P.O.S.T. subsidies, lottery funding, sin tax, block grants and increase of utility taxes should be sought.

CRITICAL EVENTS

There are several critical events that have occurred and are continuing to threaten small law enforcement agencies in the future. The nominal group identified the events and estimated the percentage of probability the event would occur by 1992.

EVENT	1992 PROBABILITY
1. Outside Fiscal Resources Severly Reduced: With the loss of outside resources such as Federal Revenue Sharing, their returning to supplement small law enforcement is unlikely. Other resources to follow or reduce could be, block grants, redevelopment, tax exempt bonds, State subventions, State Grants and State taxes. Future legislation is needed to remedy this fiscal crisis.	75%
2. Larger Agencies Attracting Better Quality Candidates: Recruitment of law enforcement sworn and non-sworn personnel is difficult throughout the industry. With small law enforcement unable to compete in salaries, benefits and with personnel to recruit potential candidates, the best are attracted to those agencies that can. Coordination of efforts is necessary so that candidates can be attracted to the career not the gimmicks.	67%

EVENT	1992 PROBABILITY
4. <u>Alternate Workforce:</u> Volunteers are a limited viable workforce for cities. Volunteer Fire Departments still exist however, are becoming more expensive in growing areas where modern equipment needs are increasing. The rise in seniors and their willingness to volunteer their expertise is assisting small cities in providing non-essential services threatened to be cut. They are a viable workforce for the future.	90%
5. <u>Legislative Action For Additional Revenues:</u> Legislative action to direct additional revenues towards law enforcement needs support. Additional taxes on liquor, tobacco or sin taxes, lottery monies, assessment districts, gas taxes, court imposed penalty assessments to assist law enforcement are all needed.	54%

As a result of the trends and events forecast, the following scenarios have been developed:

SCENARIO "A"

A number of issues became important in the late 1980's that impacted all of law enforcement. Many however, were more critical to the small law enforcement agency because of their size.

A committee had been established beneath the umbrella of the California Peace Officers Association (CPOA) to monitor the dilemma facing all small law enforcement, now and in the future. Would small law enforcement agencies survive or face extinction, swallowed up by larger agencies as was the trend for the private sector during the merger mania of the middle 1980's.

Two major areas were identified by the committee's efforts and through legislation and agreement to proceed for the good of all law enforcement. The two areas: financing of law enforcement and recruitment of personnel were felt to go hand and hand however, each were separate issues to be attacked.

A report by the California Lieutenant Governor in 1986 stated that 73% of top law enforcement officers had felt they did not have the funding to ensure adequate public safety to their communities. The question of funding was not new, but had become critical because of the loss of outside revenues and the decline of the local revenue picture.

C.P.O.A. was successful by 1991 to secure legislation that added an additional tax to liquor sales "Sin Tax", 40% of which was directly earmarked for law enforcement. A larger portion of this tax however, was slotted for small law enforcement agencies through a complicated formula which considered local revenues to

that city or county as well as that city's ability to secure its own additional local funding.

The State Lottery had been so successful that in its first fourteen months of its introduction in California $689 million were earmarked for schools. Surplus monies were available and portions of lottery monies, through legislation, were also being guided towards small law enforcement agencies.

Work shops sponsored by the League of California Cities were held to assist small cities to draft tax overrides in their jurisdictions which would pour more funding into law enforcement. In essence, a police tax. It was in direct response to these efforts that the financial status of the small cities began to show improvement which allowed for self-sufficiency of the cities and the saving of small law enforcement.

Recruitment issues are still a problem in 1991 as a result of the high technology boom attracting qualified persons in the job market there was now emerging a stronger trend towards a service orientated workforce. Minimum staffing levels had been set by P.O.S.T. which now gave to law enforcement department heads quantifiable staffing goals to be met. As a result of P.O.S.T. mandates for staffing levels, P.O.S.T. funding was also made available for recruitment programs as were recruitment pools formed by regionalized testing. P.O.S.T. intervention came staffing levels came about due to many cities holding their breath opting for mediocrity and a number of situations had arose forcing outside influence.

The Green Acres Police Department faced extinction in 1986 because of dwindling local revenues, higher liability insurance

premiums, a stagnant business community and loss of Federal monies. The local politicians were unable to reach consensus as to rate of growth of their community and could not attract business to the community to increase revenues and improve its financial status. Its police department seemed marked for disbandment due to a history of long term low staffing levels, poor morale, inferior service, weak funding and a number of pending lawsuits.

The newly acquired outside funding available to the city, the majority of which was funneled to the Police Department now comprised 75% of Green Acres budget. The Police Department's budget, in 1986, was 50% of the cities annual budget. That amount has now been reduced to only 25% allowing for city revenues to be redirected. This increase of outside revenue was based on a formula that viewed current revenue sources of cities and projected revenue. Those jurisdictions having difficulty attracting other revenues or losing existing revenues because of a dwindling industry were given additional funding from the state.

Green Acres staffing levels were increased by 90% for sworn and non-sworn as a result of the P.O.S.T. mandates and the use of recruitment pools. Though still running behind, vacancy levels have been reduced to 5% even though turnover remains high because of the higher salaries of larger agencies. Recruitment pools and active marketing of law enforcement have contributed to an improved image of law enforcement and now small law enforcement received greater exposure to a potential workforce, thus attracting better quality candidates.

POLICY IMPLICATIONS:

- If the law enforcement community could unite and agree on the necessity for local identity and the survival of small law enforcement then the efforts of many will accomplish some changes.

- Legislative assistance in the form of a sin tax, lottery monies or local taxes would generate sufficient funding outside of traditional revenues. Would the voting public support these concepts?

- Can additional P.O.S.T. mandates be tolerated by small law enforcement. Will staffing mandates assist or hinder?

- Recruitment pools, if shared equally, could reduce the cost and time spent as well as standardize procedures. Could the best qualified be equally shared?

- What are the long term impacts of the changing workforce on the quality of law enforcement candidates?

- Is money the answer to attracting qualified people?

SCENARIO "B"

In 1986, many small law enforcement agencies began to look at consolidation of their resources so that maximum law enforcement could be provided to their communities. Consensus of law enforcement top managers could not be reached because of the political turf building affecting law enforcement. How to distribute available resources and to centralize enforcement efforts could not be reached and stagnation and further separation began to occur.

Low Opportunity, California is a small isolated rural community located somewhere in Central California. Low Opportunity's population has remained relatively constant and in fact has only increased by 500 persons since 1975. No new businesses have moved to this town of 11,000, some have closed, revenues are declining and well below other cities its size. The surrounding

farming area is declining and fewer dollars are being spent by this feeder area in Low Opportunity.

The Police Department has, for as long as anyone can remember, functioned at below authorized staffing levels. It's salary is low and the quality of personnel on the department is well below the minimum levels required by the State. Low Opportunity in fact was known as a dumping ground, or "the last stop", and that reputation has attracted many poor quality candidates. Compromises were made to fill the ranks resulting in long term liability potential for the Department and community.

In 1987, P.O.S.T. decertified Low Opportunity's Police Department because of its failure to maintain the training of it's police officers and follow P.O.S.T. established training guidelines. Because of a disastrously scarce budget, training does not now exist. As a result of the absence of training, a number of law suits had been filed by Department personnel because of the city's failure to meet minimum required training. A number of lawsuits exist that have been file by individuals contacted by the police for mishandling police responses.

Turnover of Police Chiefs have been high due to the political climate of its governing body. As soon as a hopeful is brought into the department and attempts to budget for needed items, personnel or salary increases, he/she is labeled an outsider and forced from office. This has created great turmoil within the agency lowering moral and the community. This constant turmoil has gained the community and Police Department an unfavorable reputation.

The County Grand Jury has begun an investigation of Low Opportunity's handling of police services and the Department is in jeopardy of being disbanded. There appears to be no local relief insight and contracting for the services of the Sheriff have been ruled out. Issues of local control, loss of identity, and the posture of the Sheriff who has publicly stated he would not provide or seek to provide law enforcement to the community of Low Opportunity, based on Low Opportunity's current political situation, has threatened a recall election by the voters for a better government and safer community. A coalition, formed because of the deplorable conditions of its Police Department and public safety in the community, has begun stronger efforts to encourage the Sheriff to assume law enforcement responsibilities.

Policy Implications:

- Can a community, with a declining revenue picture encourage new businesses and retain existing ones?
- Contracting for services is a viable alternative for communities facing financial crises.
- Current employees are threatened with a loss of employment if contractor refuses to accept them.
- The tumultuous political climates of small towns serves as a defeat mechanism to the community.

SCENARIO "C"

In Alternatives, California, time has not been kind to this small rural farming town 15 miles southeast of a major growing community in Southern California.

Many of the ranches, farms and oil lease property surrounding Alternatives were sold off to large corporations beginning in

1987 when land prices began to again soar. The landscape around Alternatives had begun to change through development.

Alternatives growth posture was to maintain local identity through slow growth and it had not paid attention, or ignored, the indications of the growth impact of surrounding areas on their community. The town revenues, in fact, had begun to fall further behind in 1986 because of a dwindling business community, unable to meet the needs of the local community as well as the feeder community. It was said, Alternatives was like stepping back into time fifteen years and now that distinction seemed to be the fate of Alternatives.

Some growth had occurred in Alternatives primarily in new housing which generated minimal additional revenues to help sustain their police force at minimum levels even though more residents meant more demand for services not only on police, but other city governments.

A tax override to help support its Police Department was introduced to the community and narrowly passed in 1987. The override, or Police Tax, was a tax on square footage of new development to the community, a portion of which went directly to the Police Department to subsidize salaries and capital improvements. Since the growth has been slow, not much new funding has occurred and the tax has not been that effective.

Alternatives convinced local law enforcement was a better option to contracting took a look at the services they were providing and began to view them as essential and non-essential government responsibilities. For those services that were felt to be non-essential the Police Department reduced them in scope,

or discontinued them altogether. Other areas of reducing cost of law enforcement were investigated. Civilianization of some positions previously provided for by safety personnel was accomplished in 1988. Volunteer workers were organized and used throughout the city and Police Department to replace personnel who had left the department and held positions needed, but not critical to the community.

Private contractors were encouraged to come to the City to provide many of the services in the non-essential category that were no longer provided by the City and Police Department. Services such as vacation checks, business checks and accident investigation were no longer provided by the City, but by the private sector at a direct cost to the user.

The police reserve force was rebuilt and a part-time salary paid to reserve officers assigned to augment patrol shifts. All police reserves are of the Level I category and comprise at least 50% of the on duty patrol shift at any given time.

Alternatives felt by the reduction of services and the shifting of the burden to pay for non-essential services back to the users of these services, then city government could sustain at minimum levels by providing only essential services.

Policy Implications:

- Would a community accept a minimal service government agency for any length of time?
- The stability of volunteers should be of concern so that their duties remain smoothly operating.
- Liability of police reserves could be lessened if quality people were recruited.
- Labor impact on replacing paid jobs with volunteers.
- Would quality be retained by volunteer non-professional workers?

Part IV

SITUATION AUDIT #1

STRATEGIC FOUR-FACTOR ANALYSIS

External Environment/Strategic Plan
Potential unacceptable support by State Legislators and voters. Law Enforcement in general might not see the need to assist smaller agencies lobbying of local, state politicians important to implementing plan.

Resource Requirements
Outside funding earmarked through legislation for small law enforcement has to be sought. Recruitment pools and centralized efforts made.

Strategic Management

Organizational Consideration. Small law enforcement should realize the direction they are now going. A stance of future direction has to be made and supported.

Internal Environment/Strategic Control
A maximum effort has to be exerted by small law enforcement personnel that changes need to be made. Status quo is unacceptable. Support from labor groups needed.

SITUATION AUDIT #2

WOTS-UP ANALYSIS

Opportunities

- Ensures existence of local law enforcement
- More monies available to seek qualified personnel
- Better salaries, benefits, equipment
- Professionalism attained

Threats

- Legislators afraid of additional taxation
- Voters concerned about too much police
- Mergers inevitable if not found
- Lawsuits wiping out smaller cities of changes not made

Strengths

- Local control of law enforcement agency
- Ability to make progress
- Good revenue picture
- Increased image of smaller agencies

Weaknesses

- Unknown support by all law enforcement and legislators
- Uninformed public using knee jerk reaction to bigger government
- Uninformed local, state politicians to problems pathetic with smaller ones

STAKEHOLDERS AND ASSUMPTIONS

1. Local and State legislators - Mixed.

   A. More costly government.
   B. Retention of local control and identity.
   C. Fewer law suits.
   D. Increase of law enforcement - enough police now.
   E. Voter revolt.
   F. Local voter support.
   G. More efficient to contract to larger agencies.

2. Small Law Enforcement Agencies - Supportive.

   A. Longevity of agency.
   B. Better budget.
   C. Better quality officers.
   D. Increase in staffing.
   E. More training.
   F. Better salaries, benefits, equipment.

3. Voters - Statewide - Mixed.

   A. Paying for more police.
   B. Increased taxation.
   C. Safer communities
   D. Larger cities supporting smaller ones.

4. California Law Enforcement - Mixed.

   A. Cheaper and more efficient to contract for police services.
   B. Esprit de corps - help the little guy for the good of the cause.
   C. How will I benefit?
   D. What are my loses?

5. Media - Mixed.

   A. Better law and order.
   B. More costly government.
   C. More police.

6. Police Unions - Supportive.

   A. Better salaries, benefits and equipment.
   B. More promotional opportunities.
   C. Longevity of employment.
   D. Diversified duties by additional functions funded.

PLOTTING OF STAKEHOLDERS

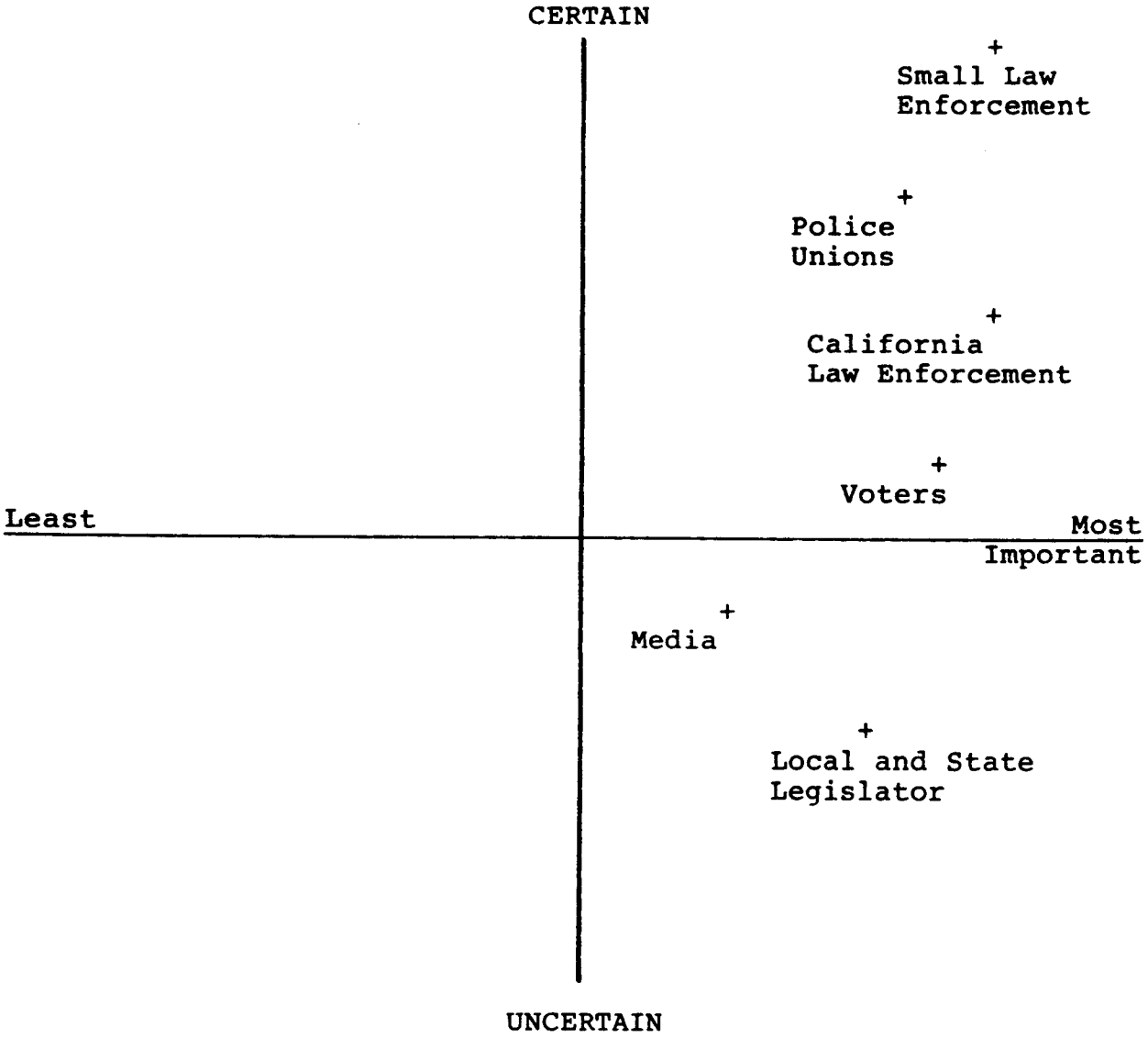


Figure 2.

SNAILDARTERS

1. Local and State Legislators

   A. Community, voter dissatisfaction due to increased taxes
   B. More costly government

2. Voters

   A. To many police now
   B. Increased taxation

3. California Law Enforcement

   A. Who gets larger share of pie
   B. Merger mania - Bigger is better
   C. Turf building

4. Media

   A. More costly government
   B. Better police - less crime - fewer gory crimes to report - sell less papers

5. Labor attorneys

   A. Negotiation's more intense
   B. Charge more for services
   C. Ask for the world

PLOTTING OF SNAILDARTERS

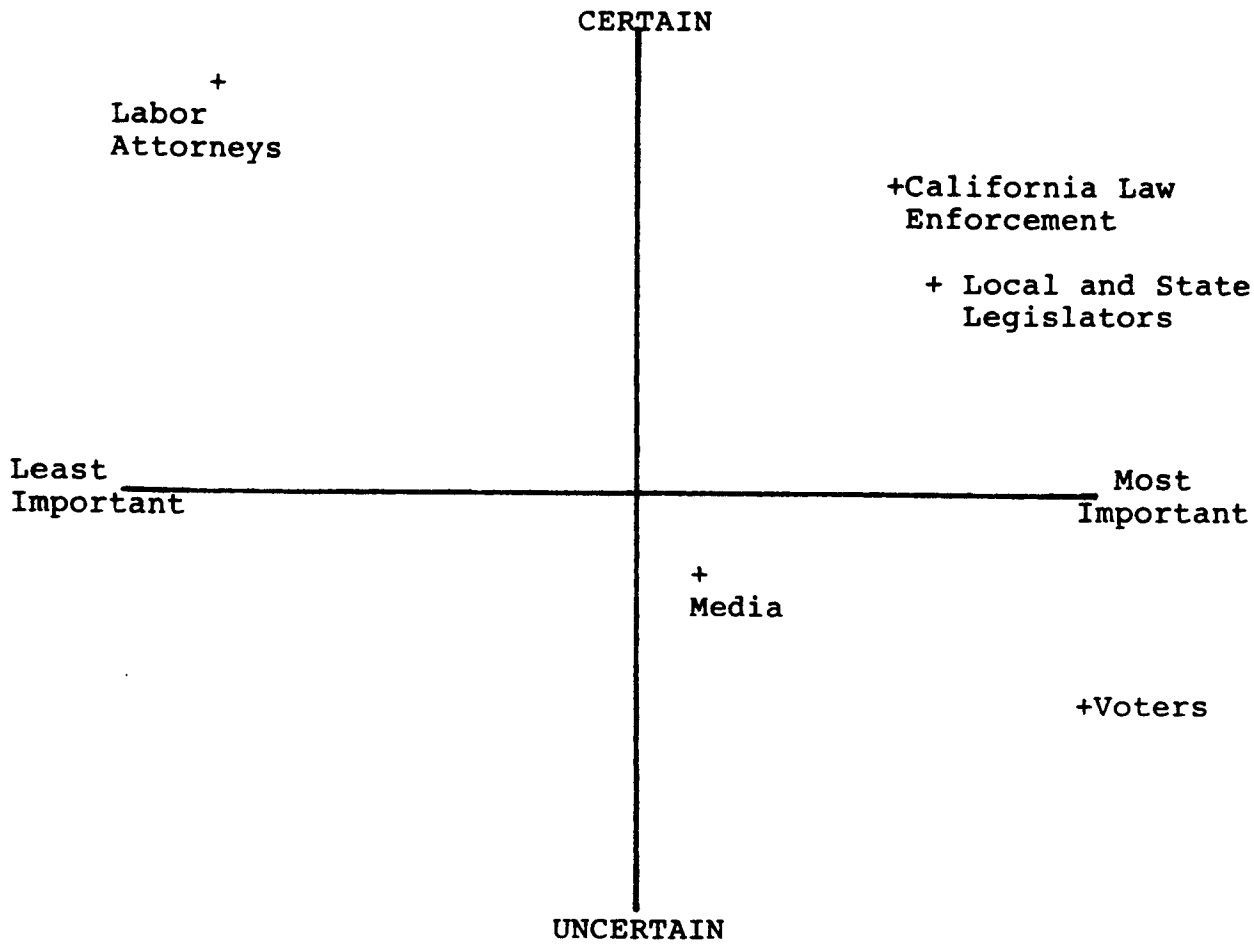


Figure 3.

PLANNING SYSTEM

In deciding which planning system is best suited for the Organization, evaluations of two dimensions of the environment were made.

These dimensions are:

TURBULENCE # OF CHANGES	PREDICTABILITY OF FUTURE
No Changes (1)	Recurring (1)
A few/occasional changes (2)	Forecast by Extrapolation (Trends) (2)
Changes on a regular basis (3)	Predictable Threats & Opportunities (3)
Many Changes (4)	Partially Predictable Weak Signals (4)
Almost Continuous Change (5)	Unpredictable Surprises (5)

After evaluating the two dimensions, the best planning system to use was determined to be the Issue Planning System.

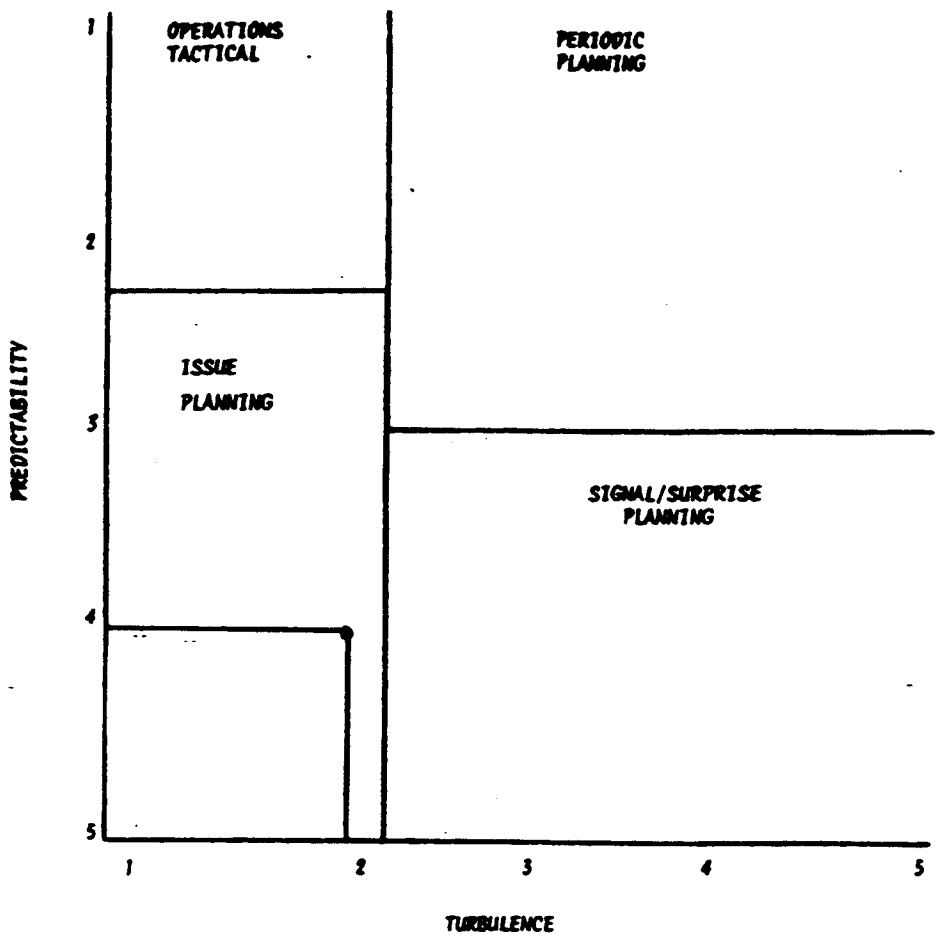


Figure 4. PREDICTIBILITY 4.1 TURBULENCE 1.9

Critical Mass: Is defined by those people/groups, who, if actively in support of the change, ensure that the change will take place. The critical mass in a plan to ensure the survival of small law enforcement agencies and the critical role they play in achieving or blocking the transition from a trend towards extinction to one of survival are outlined in the following commitment plan.

1. Local Politicians (City Council.

   Current Level of Commitment: is one of fiscal conservation. It is realized by the Council that new sources of revenues ar needed for their communities. Most understand reluctantly that growth is necessary however, have opted for status quo as long as it works. Many are naive as to what good law enforcement is or can be and even though not completely satisfied with service will opt to not change a thing until a significant event occurs. A very few and only the most vocal of their constituency are represented by this attitude and the entire community not heard.

   Future Level of Commitment: should include a complete understanding of quality law enforcement. Support and commitment for as professional an organization as money can buy should be made and all efforts to secure that funding encouraged. If there is an unwillingness to go forward with additional funding then alternate policing of that community should be studied rather than opting for poor quality law enforcement.

Approach. Council approach should be honest, open and willing to represent the best interest of the community at the cost of being criticized.

2. Law Enforcement.

Current Level of Commitment: is very fragmented. Generally concern rests with individual agencies to solve their own problems. Small agencies in crisis need immediate solutions and have not yet headed towards long term solutions. Larger agencies lack understanding, and in some cases are so politically motivated, encourage disbanding smaller ones.

Future Level of Commitment: All of law enforcement unify in an effort to increase funding for the professional and improve recruitment practices industry-wide. Better understanding of the need of smaller communities to have local identity and that small law enforcement plays and important role in the law enforcement profession.

Approach: Should be one of mutual concern for the State of the profession and a need to upgrade the quality of persons entering the profession.

3. State Legislators

Current Level of Commitment: is very minimal. primary concern is supporting legislation for regulation of police and not to improve. No understanding of the profession and its needs.

Future Level of Commitment: Should be greater concern of why the police perform in the manner they do. Law enforcement is in the same predicament education was prior to lottery monies which were used to upgrade the quality of

teachers salaries and tools to do the job. Law enforcement should receive that kind of assistance and support of legislators.

Approach: Active lobbying of local and State politicians by law enforcement both management and labor to improve conditions. Support legislation and legislators through education and endorsements.

4. Small Communities:

Current Level of Commitment: If it works don't fix it. Not a complete understanding of law enforcement or that you receive what you pay for. Many are disgruntled with their law enforcement, however, see them as a lesser evil than outsiders taking control and losing local control and identity. Most cannot afford to pay competitive salaries to attract better quality officers and funding is lacking to improve equipment. Many see government as highly paid already an emotional issue based on their financial situations.

Future Level of Commitment: Should be of involvement with their local police and a willingness to support better police in the interest of public safety at whatever the cost.

Approach: Lobbying for voter support through education.

5. Voting Public:

Current Level of Commitment: Naitevity of what occurs outside of their community. All law enforcement is the same, be it good or bad.

Future Level of Commitment: Support legislation to improve

recruitment of quality personnel, salaries, benefits and equipment of law enforcement.

Approach: Actively educate the voting public of the dilemma of all law enforcement and of the need to improve and retain small agencies.

MANAGEMENT STRUCTURE

To implement this concept, a transitional management team of representatives of constituencies will need to be assembled. This team should consist of representatives of law enforcement, city/county government and legislators. This form of management structure should eliminate suspicion of others in the critical mass since all will be represented.

Project Manager This person is responsible for the coordination and implementation of the transitional plan. The project manager should come from the top law enforcement management organizations, California Chief's or Sheriff's Association.

Other in Management Structure Should Include:

1. Representative from P.O.R.A.C.
2. A key figure in the legislature to support issues.
3. Representative of P.O.S.T.
4. Representative of the California League of Cities, and
5. Representative of C.P.O.A. Small Law Enforcement Committee.

COMMITMENT PLANNING

- WHAT DO YOU NEED FROM THE "CRITICAL MASS"?
- WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

TYPE OF COMMITMENT

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
LOCAL POLITICIANS	O			X
LAW ENFORCEMENT		O	X	
STATE LEGISLATORS	O			X
SMALL COMMUNITIES	O			X
VOTING PUBLIC	O			X

O = CURRENT LEVEL OF COMMITMENT

X = FUTURE LEVEL OF COMMITMENT

Figure 5.

TECHNOLOGIES

A strategic plan affecting so many groups must have clearly identified goals and roles. Each role should be clearly understood so that the plan can be implemented with the concerns of all in the critical mass represented.

Because of its importance and the size of the constituency, I have employed responsibility charting to assist in this organizational change The first major change is that of attracting additional funding, not just for all of law enforcement, but specifically, for small law enforcement. The support for this funding involves the entire management structure, all with specific roles.

Decision	Cal. Chiefs/ Sheriffs Assoc	P.O.R.A.C.	Legis-lators	P.O.S.T.	Calif. League of Cities	C.P.O.A.
Additional Funding For Law Enforce-ment	R	S	A	S	I	S

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (put resources towards)
I = Informed (to be consulted)
- = Irrelevant to this item

The same charting of roles should be periodically reviewed as other concerns are worked on in this plan such as recruitment of quality personnel, sharing of resources, volunteers, and declining police reserves.

THE FUTURE

It has become apparent to me, through this project, that small law enforcement is in peril. It is further evident that because of the large percentage of law enforcement agencies, both city and county, that fit this category the task of organizing these agencies to go forward or give in is monumental.

Politics run the range among top managers of receptance to the challenge to "this is the way it has always been" and "what can I do about it." I believe small can be better in those situations where the climate is appropriately set for a commitment towards professionalism. For if small law enforcement is ignored, the failure of those agencies unable to respond will impact the law enforcement community for years to come.

It is hoped that the collective view point of all is not that of the pessimist and that the glass is half full and the light at the end of the tunnel is not a train.

GLOSSARY OF TERMS AND ABBREVIATIONS

PROPOSITION 13: Passed in 1978 in California. Severely limited the amount of property tax increases that could be imposed and required a 2/3 vote to raise taxes. Severly reducing cities property tax revenues by 23 percent.

PROPOSITION 4: Passed in 1979 in California. Best known as the Gann Initiative placed caps on government spending.

PROPOSITION 61: Defeated in 1986 in California. Attempted to set pay limitations on public employees. Best known as the Gann Pay Limitation Initiative.

PROPOSITION 51: Passed in California in 1986. An approach to reducing the increase of law suits as the result of the "Deep Pocket Theory." Placed actual liability on all parties involved resulting in settlements based on their actual liability.

FEDERAL FAIR LABOR STANDARDS ACT: Was reapplied to law enforcement in 1985 setting overtime compensation requirements and work schedules as the result of the Garcia Vs. San Antonio Metropolitan Transit Authority Supreme Court decision.

STRATEGIC PLAN: Strategic planning is a process whereby an organization adopts its aims, determines strategies/policies that will achieve those aims, and develops plans to insure their implementation. It is a systematic identification of future opportunities and dangers so that resources can be on-line to take advantage of the one and defend against the other. Strategic planning forces a "futures orientation" on an organization's leadership and focuses attention away from a "brush fire management" approach to planning.

NOMINAL GROUP TECHNIQUE: Similar to brainstorming on an issue. The group consist of various backgrounds who prioritize and vote on issues predicting the future of an issue.

WOTS-UP ANALYSIS: Is a question that asks to evaluate are:

Weaknesses,
Opportunities,
Threats,
Strengths.

STAKEHOLDERS: Those persons or groups with a vested interest in the project and important to the success of the project.

SNAILDARTERS: Similar to stakeholders. Snaildarters are those persons or groups not visible that have a vested interest in the project and could stop the project if their needs are not addressed.

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