

WHAT WILL BE THE IMPACT OF REGIONALIZING INVESTIGATIONS
BUREAUS IN A SMALL RURAL COUNTY BY THE YEAR 2006?

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Peace Officer Standards and Training

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This Command College 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.

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This project, written under the guidance and approval of the student's agency, mentor and academic advisor, has been presented and accepted by the Commission on Peace Officer Standards and training, State of California, in fulfillment of the requirements of Command College Class Thirty.

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CHAPTER ONE

INTRODUCTION

Problem Statement

Police and sheriffs departments in the United States tend to be individual agencies that operate at the local level. Cities most often have their own police department and most counties are mandated to have a sheriff's department. The existence of numerous local agencies can result in a duplication of effort and inefficient use of resources.

Within each law enforcement agency, various functions are carried out by subdivisions within the agency. These functions include but are not limited to patrol, records, communications, evidence collection, and investigations. Agencies often duplicate these services and the result can be inefficiency. Consolidation of government services has been effective in some areas, yet fiercely resisted in others. Edward Tully, a nationally recognized law enforcement writer, said in a recent article: "Harbor no illusions that law enforcement in the United States will rush out and embrace the concept of police force consolidation to form regional police forces. Not only are they not going to embrace this idea, they will resist it for all it is worth." ¹ In the near future, as interest based bargaining and win-win negotiations become more commonplace, a compromise will need to be found. One might be to consolidate some of the specialized services to maximize their effectiveness. Regionalizing any government services in the future will require planning and strong management skills, but the future holds many unknowns, many of which will be propelled by strong technological advances of the era. What will law enforcement look like in 2006? As a microcosm of society, the profession will have to adapt to the changes of the 21st century.

Cultural diversity, technology issues, a new economy and a burgeoning workforce will be issues that all of society will be dealing with. Law enforcement will need to recognize these issues and change to maintain its role as a protective shield for society. It will involve changing some of the traditional methods used in police work and modifying them to be more efficient and responsive to the public. One such traditional method is the standard organizational structure of the Investigations Bureau. This project will focus on the challenge and impact of regionalizing investigations bureaus in a small rural county by the year 2006.

Definitions

For the purposes of this project, the terms consolidate and regionalize are used interchangeably. The definition of consolidate is “to join together into one whole; to unite.”² The definition of the word regionalize is: “to divide into regions or administrative districts; arrange regionally.”³ While somewhat different in their definitions, this project centers on the concept of consolidating a service within a specific multi-jurisdictional area and for the purpose of this project, the terms will be used inter-changeably.

Generally, one thinks of consolidation as the unification of two or more entities. While this is an accurate definition, it is limiting. The consolidation of government agencies can be as simple as the contracting mentioned earlier or as complex as ballot initiatives that merge entire governments. More often, it is the merger of two or more existing service providers and a joint effort to provide service. Another example of a consolidation is two small agencies combining into one in an effort to avoid duplication.

The term small agency refers to a department with fewer than eighty personnel, while medium and large agencies are those with more than eighty and three thousand employees respectively.

There are several references in this project to the media. The author uses that term to describe the various outlets that provide news and entertainment, including both electronic and print media. In the transition phase, the references to media are meant to describe those same media in the immediate local area of the intended regionalization.

History of Consolidation

Consolidation has been practiced and preached at all levels of government. It is not a new concept, yet it is one that has not been widely practiced in the United States. This project will review the resistance to consolidation later in this paper.

The effort of law enforcement to consolidate their resources goes back as far as the 1930's. Driving forces at the time included scarce resources of the post depression era and the decreased trust in government. Agencies also felt a drain of their available resources as they were forced to focus law enforcement on the prohibition laws. The public was demanding improved law enforcement. They were experiencing increased mobility of criminals and needed the police to be able to protect them.⁴

Much like today, agencies searched for resources. The scarcity of resources in the post-depression era was epidemic. The improvement in motor vehicles and the increasing use of radios in police work were signs that law enforcement was changing. In a national report on police practices in 1931, the current state of law enforcement was widely condemned. The public believed the police were inefficient. The report blamed this perceived inefficiency on the

autonomy of the many police departments and the lack of uniform and minimum service standards throughout the profession.⁵

Politicians and community members called for reforms and endorsed a more centralized police force. Local officials, who had strong desires for autonomy and local control, resisted the idea. Although state officials generally supported the concept, the International Association of Chiefs of Police opposed the consolidation efforts

Continuing the call for reforms, few attempts were made over the next few decades. A search of the literature shows that the mergers of Miami and Dade County, Florida, Jacksonville and Duval Counties, Florida and Nashville and Davidson Counties in Tennessee all took place in the late 1950's and 1960's. As more small departments came into being, more calls for consolidation were heard. The President's Commission on Law Enforcement and Administration of Justice report of 1967 commented that police response nationwide was fragmented due to the large number of uncoordinated local agencies.⁶

In 1972, the National Advisory Commission on Criminal Justice Standards and Goals recommended that consolidation be considered by every agency if it means increased efficiency and delivery of services.⁷ The Commission directed agencies to seek reforms that would lower costs and provide the same or better level of service. It suggested different levels of consolidation be studied. These include total and partial consolidation, contracting and regionalizing of police services. The Commission also recognized that impediments to consolidation would line the way. They agreed that the size of the force, the population density and geographic area served, the other agencies involved and legal responsibilities mandated by law, would dictate whether consolidation efforts would be worthwhile.⁸

In 1979, a study completed at the request of the Police Executive Research Forum (PERF) recommended that agencies nationwide follow a consolidation schedule that would bring all departments in the United States up to at least 200 officers by the year 2050.⁹ In the years since that study, more agencies have consolidated. Police forces have merged and more support for the idea now exists. Different levels of consolidation have seen departments merge specific functions such as records or communications while others have merged their entire agency.

Current Status of Regionalization

Pennsylvania has led the way in regionalized policing. That state started its consolidation efforts in the early 1970's and now has over 28 regional forces serving in the state. The state government enacted legislation directing local government to meet a standard for service that would best be accomplished by consolidating forces of less than ten officers. The legislature addressed potential resistance to the idea by allaying the fears of the loss of local control and job security. They stated in the recommendations that regionalization should only be sought for improved efficiency, and that in no case should a member lose salary or status as a result.¹⁰

The most noted regionalization of police services occurred in 1973 as a result of the unification of the Las Vegas Police Department and the Clark County Sheriff's Office in Nevada. This merger was the result of a four-year battle to combine the two largest forces in the county into one. The State of Nevada legislature passed a law proposing the change in 1969. It was met with such opposition that the idea did not become reality until 1973 when Nevada's governor signed legislation deactivating both departments and created the Las Vegas Metropolitan Police Force. The Clark County Sheriff is in charge of the force. Although not without conflict, it is believed to be operating efficiently. As recently as September of 1999, the

city council of Las Vegas was considering de-consolidation.¹¹ A resident survey was commissioned and the result showed an overwhelming level of support for the existing metropolitan force.¹² The idea has since been tabled.

Although some consolidations meet with success, others never get far enough to find out. An example would include three different attempts to consolidate in Knox County, Tennessee. Three attempts have been made to merge the four hundred member Knoxville Police Department with the two hundred member Knox County Sheriff's Department. Each effort has failed to gain enough support to pass. The last attempt was in 1997, when a referendum issue on the ballot failed to garner enough votes to achieve the consolidation. According to area law enforcement officials, the main question that remains unanswered is, "who will be the top cop?"¹³

Lafayette Parish Sheriff and the Lafayette Police in Louisiana are more examples of failed attempts at consolidation. Although all other facets of city and county government merged in that parish in 1979, the sheriff and police departments remained separate. The reasons for this vary according to which side is presenting the story, but versions range from labor issues to loss of local control as being the main concerns.

California has not been left out of the consolidation trend. Although no major metropolitan agencies have merged, units of local government have joined forces and formed partnerships to deliver some of the more specific services provided by their agencies. These include combined dispatch centers and records centers as well as the trend toward inter-agency task forces formed to combat a specific crime. An example of these would include narcotic task forces, where a multi agency team of investigators engages narcotic enforcement. Southern California has seen many examples of combined task forces for bank robbery and auto theft

problems. These most often operate on partnership plans where each agency simply contributes an agreed upon resource to the unit.

Contracting for police services is also a recognized form of consolidation. In 1993, it was the largest growing form of consolidation in Pennsylvania. A survey conducted in 1993 revealed over 214 Pennsylvania cities contracting with sheriffs for service.

In Los Angeles County, Lakewood was one of the first municipalities in California to contract with a Sheriff's agency for service. Since that time many more have followed suit. Contracts with sheriff departments have increased significantly in the last ten years. In 1985, there were twenty six sheriff departments in California that were holding contracts to provide police services to one hundred ten cities. Today there are over one hundred thirty cities contracting with thirty-one sheriff's departments for their police services.¹⁴

Consolidation efforts continue nationwide. The issue is not dead in Knoxville, and it is still being discussed in other areas of the country. Pennsylvania continues to move toward more regionalized services. Individual service consolidations continue to increase. Mergers of dispatch centers and contracting for dispatch services, animal control services and other similar services continue to be explored. The National League of Cities continues to encourage collaboration at all levels. A coalition of twenty-two national organizations, formed at the request of the League of cities, has adopted a values statement that includes the formation of a new civic alliance. It includes a call for regional cooperation and action to foster growth and opportunity.¹⁵ In November of 2000, the citizens of Louisville, Kentucky voted to merge their city government with the government of Jefferson County. It is the largest merger of government since 1969 and will become effective in 2003. This final attempt was the fourth time the voters had been asked to consider the merger.

In 1980, the cities of Larkspur and Corte Madera, California merged their two small police departments to form one. Agencies like this frequently operate under joint powers agreements that share control and authority between each government entity. Other consolidation services involve the takeover of one agency by another, frequently a sheriff's department absorbing the personnel and equipment of a smaller police department.

State and federal level agencies have encouraged consolidation efforts, yet the main driving force behind many such attempts are disputes over scarce resources. It is generally held that consolidating services will decrease costs. However, the results are not consistent. As an example, the 1997 merger of the California Highway Patrol with the California State Police was championed as a cost cutting measure saved 818 thousand dollars in its first year. However, the costs of salary increases and operational costs are expected to increase and thus diminish the overall savings.¹⁶ Clearly, consolidation has been around for a long time. It will continue to be a popular method of streamlining bureaucracy and some believe that, as resources become scarcer, will increase in popularity.

Consolidation Theory

A review of literature on the issue of consolidation reveals a widely held belief that there are three main consolidation theories, the classical choice, the public choice and the class and racial conflict choice.¹⁷

The classical perspective theorists oppose various small units of government because they believe it results in fragmented delivery of services. They believe that such a system is too inefficient to achieve an economy of scale and the fragmentation results in less professionalism and accountability.

Those espousing the public choice perspective encourage decentralized and independent local government as the one of choice. These proponents believe that a larger, single unit would not be able to adequately serve a mixed and varied populace because of the multitude of social, economic and life-style differences. This theory also holds that consolidation threatens the collective identities of the populace.¹⁸ Those who believe in this perspective also point out that the merits of consolidation are often overstated. They cite lack of decisive proof that costs decrease or efficiency increases with consolidation and point out that squabbling over scarce resources is more often seen in larger agencies than small.

The class and racial conflict perspective contends that the fragmentation of government services continues the segregationist attitudes that result in less service being provided to minority and poor areas. This group of theorists believes that merging services would redistribute wealth and service across jurisdictions and reduce the inequities they now see.

Does Consolidation Live Up To its Merits?

Literature review fails to support that consolidation of services generally results in reduced cost. Studies conducted of the Miami-Dade merger and the Jacksonville-Duval County merger showed that spending levels had actually increased after the mergers of the respective departments. Similar results were found in a post merger study of the Toronto Provincial Police in Canada.¹⁹

There is also some evidence that the quality of service in small departments is better than the quality of service provided in many of the larger departments.²⁰ Studies of small departments showed that there is a greater interdependence on each other for services than in larger metropolitan areas. Since there may not be dissatisfaction with existing service, there may

not be a call for consolidated services in those areas. Direct economic impact seems to be the driving force behind many consolidation movements. Support for consolidation has been directly tied to the level of dollar benefits that are advertised.²¹ These beliefs continue despite the lack of strong evidence that cost reductions actually occur.

Despite the difference in perceived benefits, consolidation is an idea that should be considered as an option in many governmental agencies. The goal of any merger should be to increase efficiency or provide a better service. Side benefits, if they occur, should be looked at as a bonus. The public's best interest should be kept in mind at all times. To that end, the focus of this project is the efficiency of several detective units in a small rural county. How will their efficiency be impacted by consolidation into one unit in 2006? How would the different local jurisdictions involved cooperate in such a project by then?

Government will continue to have to do more with less, police departments will continue their shift to improving customer service and local agencies will collaborate more with each other. These trends and more will influence the way a regionalization project is adopted in the future. There will still be resistance to the idea of consolidation by some. The reasons for it may change from those of today, but careful planning will help mitigate those factors. The questions posed above and the future state of consolidation are best answered after expected trends and events are identified and analyzed.

CHAPTER TWO

FORECASTING THE FUTURE

Nominal Group Technique

The study of such a large-scale organizational change should begin with an identification and analysis of the trends likely to affect the project in 2006. How will the delivery of service and the formation of a single detective bureau in a small rural county be impacted by future events?

Futures forecasting is a practice that helps managers identify factors in the world around us that might have an influence on a particular topic. The nominal group technique (NGT) is a tool that one can use to help forecast these factors. For this project, a nominal group technique panel was selected and asked to identify and forecast issues that relate to regionalizing of detective bureaus. The issues identified by the panel helped me develop scenarios about the regionalization concept and with the strategic planning necessary for the project.

For this project's NGT, a panel of eight local citizens convened. These citizens were from varying backgrounds and employment. They included a city council member, an airline pilot, a state senator's aide, a child protection services manager, the vice president of a winery, a police chief, a coordinator of a non-profit program and a coordinator for emergency services.

Before their arrival, each participant was provided a package that explained the process and their role. They were also given the topic of discussion and a definition of the project on which we would focus. Panelists were given the following issue statement on their scoring sheets: "What will be the impact of regionalizing detective bureaus in a small rural county by the year 2006?"

The panel was told that the concept of regionalizing services was to be considered in the same context as the commonly held view of consolidation. Napa County was the example used and the current practice of the local agencies was reviewed with the panel. Existing agreements between agencies and the current state of the different detective bureaus was also reviewed.

The proposed consolidation was defined to the panel as combining existing detective services into one bureau that would handle all criminal investigations in Napa County. During the process, each trend and event was identified and defined. This is important so that all members have the same understanding of the particular trend.

Trend Definition and Analysis

A trend is a series of incidents or events taking place that seem to indicate a direction in which a particular issue may be heading. It is based on the past, present and future and can be quantitative or qualitative. The panel used this definition. The group identified about forty different trends they felt were likely to occur. The list is included in appendix A. The total list was narrowed to the ten most likely trends, to which the group agreed by consensus.

One of the interesting aspects of the process was the varied rating given on the same trend or event by the different panel members and their area of expertise. For example, those whose job exposed them to crime tended to rate the likelihood of a major crime event occurring much higher than those who did not.

T1- Population- This was defined by the group as the local population in and around Napa County. The group believed that the population would continue to increase slowly in the Napa area over the next ten years. The panel believed that any growth would have a fairly strong impact on the consolidation.

T2- Telecommunications- This was defined as the status of technology, communication, inter-connectivity and loss of privacy. This trend was expected to increase with further proliferation of higher technology cellular phones, personal data assistants and the growing wireless industry. Additionally, there is a belief that more privacy invasions would take place. The anticipated growth of this trend is large and its impact also rated high. The panel forecast that with the increase in this trend, police forces would receive more pressure to pool their resources to address the privacy issues and to mitigate the impacts of the increasing use of these devices by criminals.

T3- High tech Crimes- This was defined as crimes involving the use of computers or other similar devices. The panel rated this trend as one of the most significant for this project. The collective thought is that the anticipated increase in the number of crimes involving the use of computers or other high-tech equipment will severely tax existing resources. Each of the panel members is personally aware or knows of someone who has been a victim of this type of crime.

T4- Economy- This was defined as the local economy of the Bay Area. The group believes this area's economy will continue to grow. The tourist industry will continue to thrive locally and be a vital source of revenue to government. The panel rated the impact highly. The group believes that as the economy continues to grow, more money will be available to fund new research directly related to the efficient use of government resources.

T5- Media- This was defined as the influence on society by the media, pertaining specifically to violence, the glamorization of gangs and criminal behavior. The group believed that the media plays a role in the increased violence. The panel held varying opinions on the degree of responsibility that the media carries for the violence. Some of the panel participants rated the trend fairly low while others rated it as being significant. Overall, the ratings indicated that the

trend of the media influencing society would continue and increase slightly over the next ten years.

T6- Crime rate- This was defined as crimes reported on the Uniform Crime Report (UCR) statistical report by local agencies. These include murder, rape, robbery, burglary, felony theft, auto theft and arson. The group believed that a continued growing economy would help keep the crime rate steady despite the growing population in the area. The impact rated high on the project based on the belief that the public would continue to support police efforts to combat crime and keep the crime rates low by encouraging maximization of law enforcement's resources.

T7- Cynicism toward government- This was defined as the perception that society holds as to the credibility and effectiveness of government agencies. The panel believed that due to increased media coverage of scandals discovered in government agencies that this trend would increase and the public would continue to view government with a skeptical eye. This panel believed the cynicism would grow but that it would soon reach a plateau. The group believes there is a maximum level of cynicism with which one can view government and that once it is reached, the trend will level off. The impact of this trend on the project is not expected to be significant.

T8- Complexity of crimes- This was defined as the modes and methods criminals use to perpetrate their crimes. Criminals today are more mobile and sophisticated than they were several years ago and the group ratified this thinking. The trend rating shows an expected increase in the criminal's ability to commit more complex and devious crimes and the involvement of computers makes the criminal even more mobile. The panel thought that this factor would rate fairly high on the impact of the project. They felt that this trend, in combination with some of the other trends, would motivate the public and the media to demand

that law enforcement step up their efforts to effectively combat these more sophisticated criminals.

T9- Demographics- This was defined as the different population groups that make up the total population of the area, including but not limited to ethnic, senior, youth, and disabled. The group identifies Hispanics, youth and the elderly as the largest growing demographic groups in the Napa area. They believe the population of these groups and their voice in the community will increase. The increase receives a relatively low impact score from the panel.

T10- Education- This was defined as the general education resources and opportunities afforded the population. It is understood to cover all the educational opportunities that are offered to the public. The panel felt such opportunities would increase based on demand. As economies grow and industries shift to accommodate technology, they believe that education will become more important in preparing the population for that shift. The trend towards increased technology in our schools is evident and the panel expects it to continue. However, they do not believe it will significantly impact the project, giving it one of the lowest ratings of all the trends.

The scores assigned to each trend reflect the median of the assigned by the panel. The scores are based on a scale where one hundred reflects the status of that trend today. Rating the trends, the panel looked back five years, ahead five years and ten years. They assigned scores to each period and added an impact score on a one to ten scale. For example, the trend of high tech crime, number three, was rated below one hundred in the five year ago column because the panel did not think it was as prevalent then. Their scores of one hundred twenty and one hundred fifty in the five and ten year prediction columns indicate they have a strong belief that it will happen. The impact rating of nine shows the importance they believed it would have on the project. The median scores assigned by the panel to each trend are depicted in Table 1.

Table One- Forecasted Trend Median by NGT Panel

	-5 Years	Today	+5 Years	+10 Years	Impact (1-10)
Trend 1	90	100	110	110	8
Trend 2	80	100	120	145	8.5
Trend 3	85	100	120	150	9
Trend 4	90	100	112.5	122.5	8.5
Trend 5	100	100	107.5	110	7.5
Trend 6	105	100	100	100	8.5
Trend 7	90	100	110	110	6.5
Trend 8	90	100	110	125	8.5
Trend 9	92.5	100	112.5	120	8
Trend 10	92.5	100	110	120	7

1- Population

6 – Crime Rate

2 -Communication

7 – Cynicism toward Government

3 - High Tech Crime

8 – Complexity of Crime

4 –Economy

9- Demographics

5 – Media

10 – Education

Events Identification and Analysis

An event was defined to the panel as something that could occur that could impact regionalization of detective bureaus. Events are different from trends in that events are singular occurrences. They occur at a specific time and date.

The panel identified a series of about thirty events and narrowed the list to the ten most significant. A list of all the events compiled by the panel is attached as Appendix B. As a side-note, it appears that local events over the past year may have had some influence on the selection of events and likelihood of occurrence. In the recent past, there has been resurgence in the publicity of the Zodiac murders case. It has received a significant amount of local media coverage. There were also several recent incidents at local schools involving firearms and the highly publicized gang drive-by shooting trial of four defendants recently concluded. The Napa area has been fairly immune to the ills of urban society and is just now realizing that to some degree these ills are starting to make their presence known.

The panel selected the following events as being the most significant:

E1- Major Funding Cut- This was defined as a forced reduction in any of the local law enforcement agencies' budgets of ten percent or more. The panel believes that although such a cut would have a major positive impact on the project, they forecast only a ten percent chance of occurring in the next five years.

E2- Computer Organized Crime Gang Targets Napa Businesses- This has one of the highest probability ratings of the list. The forecast was that there would be a concerted effort by a group to victimize a specific industry in the Napa area by the use of computer technology. The panel felt this event is likely in the next 3 years, although their opinions varied as to the size and scope

of the crimes and the group committing them. Regardless, this event is deemed to have a significant impact on the project.

E3- Columbine Type Shooting In Napa- This was defined as a major, nationally televised event similar to the one in Colorado, where a local Napa school was the site of the incident. It involved a high loss of life or limb and required major media market attention. The panel does not believe that the likelihood is significant.

E4- Local Unsolved Serial Criminal at Large- This was defined as the commission of several heinous crimes, such as murder, rape or child abduction by one person in a short period of time, and the inability of law enforcement to capture the responsible. The panel rated the likelihood very high, giving it a slightly higher probability rating in the next ten-years, but the impact was not deemed to be significant.

E5- Recession Hits U.S. Economy- This event was defined as a recession of the economy nationwide based on interest rates, consumer confidence, inflation and the other usual indicators. No quantifier was set although the panel agreed that such a recession needed to be more than short term to have any effect on this project. The panel did not attribute much impact of this event on the project, however it is one of only two impacts rated as having negative designations in the impact column. Reduced resources and less willingness to fund new projects were forecast as the result of this event.

E6- Major Eco-Terrorist Event Occurs in Napa County. This was defined as a major destructive act resulting in large-scale damage to something in the environment or to a business that is believed to be practicing something that is damaging to the environment. Examples given included vandalism to genetically altered rootstock, or the release of a grape-destroying virus or pest. The panelists felt that it would not have been as likely to occur five years ago. However,

with recent similar incidents in surrounding counties, the reality and threat has a higher probability. Despite the high likelihood of such an event, it had the lowest of the positive ratings and thus is not expected to apply a significant impact.

E7- Police Officers Strike- is defined as the employees of a police agency in the county instituting a job action and conducting a strike or work stoppage. The panel's overall consensus is that the likelihood of such an event is small, the closest prediction being nine years away. The impact of this event is believed to be negative. The panel felt that a strike might result in less public trust for such innovative ideas as regionalized services and that the public might be more satisfied with the status quo.

E8- Pro-Consolidation Candidate Elected Sheriff- is defined as one who will support and encourage consolidation efforts for law enforcement. The next Sheriff's race is in 2002, with another to occur in 2006. The panel felt that the likelihood of such a candidate being elected is somewhat likely in the next five years. They believed such an event would have a high impact on the project.

E9- Major Scandal Uncovered at the Sheriff's Office- is defined as some incident, which would bring embarrassment to the department and its personnel. Nothing specific was forecast but examples given varied from illegal acts by sheriff's personnel at different rank levels to major brutality allegations. The size of the scandal is not believed to be a factor and it was stated in discussion that a scandal could be something as small as deputies caught in a minor criminal offense.

E10- A Grant Is Offered Encouraging Law Enforcement Consolidation-This was defined as the offering of a grant to encourage police agencies to consolidate services within a geographic area. The panel felt that this event was fairly likely to occur within the next five years. The panel also

felt this would have a significant positive impact on the project. Their rationale was based on the grant writing experience of some of the panel members. These grants strongly encouraged collaborative efforts between all types of agencies. This trend towards collaboration has been increasingly visible in recent grant application criteria.

Table Two illustrates the median ratings assigned to the different events by the panel. These ratings are a representation of the median scores assigned by the NGT panel. The panel was asked to forecast how many years till the selected event occurred, then give a percentage rating of the likelihood of it occurring in the next five and next ten years. For example, event number two, an organized computer hacking attack on Napa businesses, was forecast to occur in three years. The median percentage rating of that occurring in five or more years was sixty seven percent and in ten years, the percentage was eighty. The panel once again believed that technology would play a major role in this project. The panel also rated each event with a concern score based on a one to ten scale. They could also assign a negative or positive to the concern score depending on if they felt the event would have a positive or a negative impact on the project.

Table Two – Forecasted Event Medians by NGT Panel

	-5 Years	+5 Years	+10 Years	Concern (1-10)
Event 1	5.5	10	40	8
Event 2	3	67.5	80	8
Event 3	7.5	0	25	7.5
Event 4	7.5	0	37.5	8
Event 5	5	15	60	-4.5
Event 6	3	80	80.5	6
Event 7	9	0	15	-4.5
Event 8	5	35	45	8
Event 9	5.5	5	22.5	-6
Event 10	4	57.5	65	8

1- Major Funding Cut

2- Computer Organized Crime Gang Targets Napa Businesses

3- Columbine Type Shooting In Napa

4-Local Unsolved Serial Criminal On Loose

5- Recession Hits U.S. Economy

6-Major Eco-Terrorist Event Occurs In Napa

7- Police Officers Strike

8-Pro-Consolidation Candidate Elected Sheriff

9-Major Scandal Uncovered At The Sheriff's Office

10-A Grant Is Offered Encouraging Regionalization

Cross Impact Analysis

Shortly after the NGT was concluded, a cross impact analysis of the trends and events was conducted with a co-worker. Each of the identified trends and events was analyzed and the impact of one on the other was assigned a number based on its anticipated positive or negative impact. A one to ten scale was used and a negative / positive assignment given based on whether the impact would be favorable or not. None of the events appeared to have a major influence on the trends identified. In fact, some of the trends appeared immune, such as the trend of the media's influence on society with violence. Only three of the events impacted this trend and those impacts were rated as minimal. On the other end of the spectrum, some trends were impacted by almost all the events, although the impacts were deemed minimal.

Event Two, a computer attack targeting Napa businesses and Event Seven, a major recession striking the U.S. economy, were believed to have the highest impact on any of the trends. The computer attack is likely to impact the local economy trend. It could undermine the confidence the local business community and might drive new commercial interests elsewhere if the attack were common or prolonged. It may also result in the closure of some businesses. If such an attack occurred, the community could suffer some negative image perceptions and a slight decline in the population trend was deemed possible. There could also be a negative impact on the growth of the telecommunications trend as people might be reluctant to invest more in that area until security concerns are addressed. On the positive side, the computer crime attack is believed to support the trend of a growth in computer related crime. Depending on the size and damage inflicted in the attack, the impact was rated at the midway point.

Event Five, a recession, was also rated as having a significant impact on several trends. These impacts were all deemed negative. The impacted trends were the local economy, the

telecommunications growth and the trend toward the public's perception toward the government. The local economy would be impacted simply based on the national trend. The telecommunications growth, as an even larger part of the economic picture in 2006, would suffer from probable lack of funds for expansion and research. Lastly, the population would likely blame some aspect of government for failing to take adequate steps to prevent or forestall such an event.

Of all the trends identified, the one most frequently impacted by events was trend number seven, cynicism toward government. It was impacted by events three, the Columbine type shooting, event four, the serial killer, event five, the recession and event nine, the scandal at the sheriff's office. All impacts were negative on the trend predicted. Each of these events was seen as more proof to the public that the government was not working in their best interests. Cynicism toward government was seen as an important concern in gathering public support for funding of the regionalization idea. Increasing distrust in government is likely to make any education attempts on the subject that much harder.

Overall, the cross impact analysis identified only a few areas of concern that should be watched. None of the trends was rated as being highly impacted on the one to ten scale. Table 3 illustrates the cross impact analysis results.

Table Three- Cross Impact Analysis Results - Scale 1-10

TRENDS	One	Two	Three	Four	Five	Six	Seven	Eight	Nine	Ten
Event 1	-1	-2	0	-3	0	-2	3	0	0	-4
Event 2	-1	-4	5	-4	0	-2	-1	0	0	0
Event 3	-2	0	0	-1	0	2	-4	-1	0	-4
Event 4	-3	1	0	-2	0	-2	-4	0	0	0
Event 5	-3	-4	2	-5	0	2	-4	0	-2	-2
Event 6	-1	0	0	-3	0	1	-1	-2	-3	0
Event 7	0	0	1	0	-1	1	-2	0	0	0
Event 8	0	0	0	0	1	0	2	0	0	0
Event 9	0	0	0	0	2	0	-4	0	0	0
Event 10	0	0	0	0	0	0	2	0	0	0

Event list:

1- Major Funding Cut

2- Computer Organized Crime Gang Targets Napa Businesses

3- Columbine Type Shooting In Napa

4-Local Unsolved Serial Criminal On Loose

5- Recession Hits U.S. Economy

6-Major Eco-Terrorist Event Occurs In Napa

7- Police Officers Strike

8-Pro-Consolidation Candidate Elected Sheriff

9-Major Scandal Uncovered At The Sheriff's Office

10-A Grant Is Offered Encouraging Regionalization

Summary

The NGT process showed that there are several trends and events the panel felt were most likely to occur and that will have a significant impact. These trends were the increase in telecommunications, the level of high tech crime, the economy and the complexity level of crime. The most significant events were: a major computer crime event in Napa, an eco-terrorist event in the Napa area and the issuance of a grant encouraging consolidation.

The cross impact analysis showed no highly impacting event on any of the trends. The event with the most impact was the computer attack targeting Napa Business. The three most impacted trends by this event are the telecommunications trend, the high tech crime trend and the local economy trend.

Trend Number Seven, the cynicism of the public toward government, was negatively impacted by several events as noted in the analysis. The occurrence of any of these events would likely undermine the public's confidence in the police to maintain a safe environment.

Scenarios

Three scenarios were developed from the trends and events that the panelists identified. The scenarios were based on personal experience as well as discussions held at the NGT, literature review and discussions with subject matter experts.

Three different scenarios are possible. The first is the normative scenario. It is written in a style that elicits what is likely to occur if the current way of doing business does not change. The next is the pessimistic scenario, which is the environment one hopes to avoid. Last is the optimistic scenario, which is the state that one hopes exists in the future.

Normative Scenario

The detectives looked at the destruction with a skeptical eye. Looking for clues to lead them to who was responsible for this act of terrorism, they both shook their heads in amazement. “I’ve been expecting something like this for years now; I’m surprised it took them this long to finally strike.” Detective Smith was of course talking about the Eco-terrorist group, Earth First and Last, that had recently become an outlawed organization and recognized as a terrorist group by the United States government. Their continued public outcries against genetic engineering of any plant or animal had made them front-page news for several years. They had changed their tactics of non-violent protest about three years ago to include large-scale acts of vandalism to anything or anyone related to the booming genetic industry.

The scene immediately revealed a clue to the two detectives. Smith picked up a piece of paper, a charge card receipt with a name on it. A check revealed that the name did not belong to anyone employed at the vandalized root stock factory. “Let’s call Calistoga PD and see if they know this guy; he lives in their city.” Their attempts were thwarted by the news that the Calistoga detective was on vacation that week and no one in the office knew the person they were inquiring about. “Well, how about a surveillance of this guy; maybe he will lead us to his accomplices. Let’s set it up with the boss.”

St. Helena’s two detectives were eager to solve this case, but the lieutenant in charge said he could not approve their surveillance request due to the staffing that it would take. “We just don’t have that kind of overtime money available. I tried calling the sheriff’s department to see if they could help but they’re tied up on that large scale organized crime ring that hacked into the computers of all the Chamber of Commerce members.” The two detectives looked at each and knew that their case might go unsolved.

After several weeks of following dead end leads, and putting in over 100 hours of overtime, they heard that Napa PD had made an arrest in the vandalism of the genetic lab at the business park. When contacted, the Napa detectives said: “Oh yeah, we’ve been aware of this guy for months. He lives up valley near Calistoga and while we haven’t been able to nail him for anything, we’ve been watching him and suspected him of a lot of terrorist related activity, we just couldn’t pin anything on him.” Detective Smith shook his head and looked at his partner, “jeez one of these days, we’ll have the people and the resources to conduct a complete investigation and maybe we’ll even be able to share information about the crooks we’re working. They’re all the same ones.”

Pessimistic Scenario

The detective units of the sheriff's department had been trying for days to get through to the PD detectives to see if they had any new information about the wave of Internet frauds that seemed to be occurring in increasing numbers. Napa PD was no longer taking any new cases and was creating waiting lists of victims who would be interviewed when and if the caseloads ever lightened up. In the meantime, the sheriff's detectives had over 130 computers scheduled for their forensic computer investigators to clone and examine for evidence. They hoped that would lead them to the gang of hackers who had broken through the PGP2 security firewalls to steal over \$100,000 from each business in the county that had the misfortune to be connected to the wireless VINE network. The sheer number of computers would take several months to examine.

Up valley, Calistoga's sole detective was dealing with a computer hacker who was trying to lure young girls to meet him in the park. He lacked the expertise to trap and record this sex offender and none of the other agencies was able to help.

St. Helena PD was working a case involving the theft of some computer parts from a school and had been watching a suspect for a few weeks. Today, while on a surveillance of the suspect's house, the St. Helena officer suddenly looked up to see two men knocking on the front door of the suspect's house. They were immediately felled by gunfire from within and the St. Helena officer realized the two men were sheriff's detectives. One more shot rang out from within. The St. Helena officer realized the suspect inside, who had just killed two detectives had also ended his own life. During the ensuing de-briefing, the St. Helena officer just couldn't get over the fact that, had the sheriff's detectives just touched base with them, he could have told them the guy they were confronting was bi-polar and a known militia member with a propensity to violent behavior.

Optimistic Scenario

The Napa Regional Detective Unit had just finished their morning briefing and was preparing to execute several search warrants simultaneously. They had been working for weeks to unravel the puzzle of who was involved in the organized attempt to crack into the bank accounts of several major wine moguls. It was obvious from the beginning that more than one person was involved. The computer crimes specialists in the unit had quickly identified the tags left by the uninvited visitors and then traced them to the "real persona". The various members of the unit had conducted surveillance until enough evidence had been gathered for the warrants. The detective from Calistoga knew the suspect from his city as a harmless follower of the local hackers group that the unit had been watching from time to time. He'd gotten some great information that when shared with the American Canyon PD detectives connected this suspect to the two who had been working in their city. The unit had enlisted the aid of the French Computer

Crimes Squad since one the suspects had opened a bank account at the Banc Francaise and was obviously connected to someone over in that country. A search would be conducted of the French suspect's home at the same time as the warrants were executed in Napa.

The warrants were served and more than enough evidence gathered to ensure that the suspects would be brought to justice. In fact, evidence of other crimes the trio had committed and ties to organized crime syndicates in the Bahamas was also revealed.

While celebrating their success, the detectives commented on how successful the regional unit had been since its inception five years ago. "We never used to share information because we wanted to be the agency that made the big arrest and claim the credit. Now we're together in one unit, sharing information and resources. Even the small cities that can't afford more than one detective get the benefit of having this teamwork on any of their major crimes. It's been a boon since Governor Smith signed that legislation giving consolidation grants to law enforcement agencies."

The entire forecasting process revealed some interesting aspects that need to be considered in the next phase of the project, strategic planning and implementation. For the purposes of the strategic plan, the optimistic scenario was selected.

Futures forecasting is a tool that helps identify where society and our profession are headed. The previous identification of events and trends will lead us into a methodology for implementing the regionalized program. The events and trends selected by the NGT panel indicate a strong belief that technology will continue to be a driving force in how work is accomplished by the 2006 workforce. One factor that will need to be contended with is the anticipated increase in cynicism toward government that will exist in 2006. The optimistic

scenario is indicative of the enhanced relationships that will be needed for continued successful service delivery.

CHAPTER THREE

STRATEGIC PLANNING

Strategic planning is the next step in the process of this project. This planning process is critical to the issue of regionalization of detective services. The optimistic scenario, where a multi-agency, Napa county detective unit works smoothly to solve a technology related theft, is the choice for this project's strategic planning process.

This process includes a formal analysis of the environment around us, typically conducted by the leaders of the involved organizations. The planning includes internal and external reviews, stakeholder identification, goal setting and implementation and considers a desirable future state in the five to seven year range.²² The plan needs to be a fluid and dynamic instrument that will guide the organization and determine its function.

Current Environment

Napa County is a rural county located about fifty miles north of San Francisco and sixty miles south west of Sacramento. The area is internationally renowned for its wine production and plays host to several million tourists a year. The county is roughly eight hundred square miles and has a total population of almost 126 thousand.²³ There are five incorporated cities in the county. These are Napa, the county seat, American Canyon, Yountville, St. Helena and Calistoga. The economic base is largely agricultural and tourist oriented.

The median home price in 2001 is \$243,000 and the median income is \$53,298. The unemployment rate was 3.3 percent in 1998 and the labor force estimated at 63,100.²⁴ Many

members of that labor force work locally, but the majority of residents commute to jobs in the San Francisco bay area.

The county government is led by an appointed county administrator and governed by an elected five-member board of supervisors. The county holds the historic precedent of being the first in California to enact an agricultural zoning ordinance that protects the land from uncontrolled development. The minimum lot split size has been raised from forty acres in the early 1970's at the inception of the ordinance to the current one hundred sixty acre minimum.

In the late 1970's, the voters passed a slow growth measure limiting residential growth to 1 percent per year. These measures have protected the agricultural industry and controlled the growth rate in the unincorporated area. Unfortunately, these same measures have had a trickle down effect of leaving the cities to deal with the growth. The City of Napa and the City of American Canyon have experienced the most growth and often find themselves at odds with the county when it comes to this issue.

Both cities are continuously attempting to annex more of the unincorporated area to allow for more residential growth. The current infrastructure does not support the growth. There are two politically diverse factions in the county, pro-growth and no-growth. As a result of these land use controls, the real estate market has surpassed some of the bay area markets.²⁵ The price of housing, although less than in the bay area, has increased tremendously and made affordable housing shortages a tremendous concern to some local officials.

The Napa County Sheriff's Department is located in the City of Napa and has an authorized sworn strength of 109. Eighty-two of the employees are sworn deputies and the remainder is civilian staff. The department has seven investigators, two sergeants and a

lieutenant assigned to the detective bureau. Three of those positions are assigned to a narcotics task force. The department maintains several contracts for police services with two local cities and the state courts. Additionally, the department is responsible for animal services in the county. The department is not responsible for operating the jail. A separate Department of Corrections, established in 1975, operates the jail.

The City of Napa is the largest city in Napa County with an estimated population of 70 thousand.²⁶ It is a charter city governed by an elected mayor, a five-member council and a city manager. The city has been enjoying a controlled growth rate, at a faster pace than the county. The police department has 125 employees, including seventy-seven officers. The detective unit is managed by a commander rank and supervised by a sergeant. There are ten investigators, three of which are assigned to the narcotics task force. The city had about twenty three hundred part one crimes in 1999, down from the previous year. They took about eleven thousand reports of which 514 were referred to detectives for follow-up. The department budget is slightly more than twelve million dollars.²⁷

The City of Napa is politically and ethnically diverse. The estimated Hispanic population is 33 percent and the political makeup of the residents is more liberal than it was twenty years ago.²⁸ A large number of residents use the city as a base from which to commute to their bay area job and as a result, there is a fair amount of apathy in the governance of the city. The senior population and social activist population are becoming more vocal.

The police department has moderate support from the community. The police association recently succeeded in passing a binding arbitration ordinance for labor negotiations by a popular vote. Despite this show of support, the level of service provided by the city has declined in the traditional sense. The department handles a large number of calls with civilians employees and

many more calls over the phone. While this may be more cost efficient, complaints are heard about the lack of response by a uniformed police officer to a call for police service. Conversely, the level of service offered by these same civilians is well received.²⁹

The City of Calistoga is the northernmost city in Napa County. It has an estimated population of five thousand. The atmosphere in Calistoga is small town and the residents enjoy it. The tourist industry is very prevalent and Calistoga has long been a health spa destination. The police department is small and well connected with the citizens. It is viewed as their department and well supported by the community. The Chief of Police is appointed and has a force of twenty-two, of which eleven are sworn officers. There is one part time detective who works cases that need follow-up outside the city or are sensitive in nature. These are cases that cannot be conducted by a patrol officer. Calistoga had 181 Part One crimes in 1999. In 1990, the city approached the Napa Sheriffs Department with a request for a bid to contract services. The city declined the Sheriff's offer after their own analysis revealed the potential benefits to them did not outweigh the loss of their own department and local control.

The City of St. Helena, eight miles south of Calistoga has an estimated population of sixty three hundred. The city has an elected mayor and council, similar to other cities in Napa County. The city itself is a mix of upper class wine industry people, tourist oriented businesses and farm-workers. The population is strongly holds to the fundamental concept of local control. The police department is located on the main street of town and is only slighter larger than the Calistoga force. They have seventeen full time personnel, of which thirteen are sworn officers. One officer is dedicated half time to investigative duties as needed on major cases. The city had 151 part one crimes in 1999.

The Town of Yountville is the next town in line as you travel south from St. Helena. Yountville is a very small town with a population of about four thousand. The majority of that population are residents of the California Veteran's Home and are senior citizens. The town has two mobile home parks with large senior populations. Recently the town has enjoyed a significant growth rate in real estate, tourism and business growth. Although tightly controlled, the town has allowed construction of several large hotel facilities and is enjoying the benefits of significant revenue from transient occupancy taxes. The town contracts with the sheriff's department for services and has done so since incorporation in the 1960's. The contracted force is one sergeant, two deputies and other staff as needed. For major investigations, the sheriff's detective bureau conducts the investigations. The town enjoys a very low crime rate and appears happy with the services provided.

At the southern end of Napa County is the City of American Canyon. It is the county's newest city, incorporated in 1993. They have enjoyed significant residential growth and encourage light industry. Housing in American Canyon is more affordable than in other parts of Napa. The plans for growth in the city indicate that it intends to take a significant role in the county's growth. They are currently looking at construction of several hotels and expect additional property tax revenues from over 850 homes being built or planned. The city has contracted with the sheriff's department since incorporation. Its budget for police services is slightly more than \$1.3 million a year. The budget pays for nine deputies, one sergeant and one lieutenant, in addition to investigative services by the sheriff's detective bureau.

Situational Analysis

A strategic plan needs to include an assessment of the environment for strengths, weaknesses, opportunities and threats (SWOT). SWOT analysis is an objective assessment of these qualities conducted to identify areas that might assist or impede the strategy. For this project, the analysis will look at these issues as they apply to the overall environment of the county and to the desired state in 2006.

The chosen strategy is the creation of one single detective unit in Napa County. The unit would consist of all the detectives from the Napa Police and Sheriff's Departments as well as one each from St. Helena and Calistoga Police. Clerical support staff would need to be included, as would the current evidence technicians who process major crime scenes and conduct evidence examinations.

Creation of a regional detective service will improve the ability of the individual agencies to investigate and solve crimes. Lack of communication and insufficient resources are frequently blamed for unsuccessful investigations. A regionalized detective bureau will have improved communication between departments, increased availability of resources and opportunities for increased training. This will result in more complete, efficient and successful investigations. There will be a more efficient use of resources and less duplication of service and effort. Whether or not it will achieve an economy of scale remains unknown. While the perception of reduced costs to the public may be a selling point, that perception can be misleading. An analysis of the current internal and external environments revealed the following:

Strengths

Increase in tourism growth: Napa County is experiencing an upsurge in popularity due to its growth of tourism and identification as a desired destination of international interest. As such, revenue sources have increased in the form of increased transient occupancy tax and increased property values translate to property tax revenue. Plans for the next five years indicate the trend will continue its growth. In two years, the American Center for Wine Food and the Arts will open in Napa. This is expected to be an international tourist destination, attracting one hundred fifty thousand tourists a year.³⁰ Hotels are being built in the vicinity to accommodate this increase. The economic prosperity enjoyed by the country has also been felt here. Future indicators are these economic good times will continue resulting in more revenue for local government and increased resources for government services.

Strong sources of alternative funding: Law enforcement is enjoying a plethora of alternative funding sources from various grants and entitlements that state and federal government have enacted. Historically these types of funding tend to be cyclical according to political whims. Although the crime rates nationwide have declined, law enforcement continues to receive significant state money including funds targeting supplemental law enforcement services and technology related purchases. This funding source is popular with the politicians and will likely continue for some time.

Strong support for law enforcement in the community: The area enjoys medium to strong support for law enforcement and there is a strong desire for safe communities. Violent crime is not a common occurrence. Napa has a sizeable senior population that is traditionally supportive of law enforcement but wants to maximize government effectiveness.

Strong sense of community: The up valley agencies enjoy a strong bond with the public in their jurisdiction. This could be strength or a weakness in that if the department does a good job of selling the program, that bond could work toward garnering public support of the consolidation. Conversely, the opposite could occur if the citizens felt there was a loss of local control.

Good relationships between involved organizations: The organizations involved in the consolidation of service enjoy amicable relationships with each other. The various city and county departments generally work well together and there is a positive spirit of cooperation between them.

Desirability of the area: All of the organizations are well funded and their staff is paid a competitive wage for the area. The departments are considered desirable places to work because of their location and the fact that the call ratio and crime rate are both fairly low. The equipment owned by the agencies is high quality.

Ideal geographic layout for regionalization: Another strength is the geographic layout of the county. The majority of the population lives in the “Napa Valley” which runs north to south over a span of about 30 miles. All five cities are located in the valley. The county is geographically favorable to consolidation of service.

Small size promotes good relationships at government levels: The County’s small size enables government officials to develop personal relationships with each other. Officials have frequent local contact with each other and serve on joint boards, working on local projects. Appointed government officials also work fairly well with each other. The good will and trust developed by these informal links has eased the creation of the interagency local agreements already in existence.³¹

Consolidation efforts generally supported: The community has been generally supportive of consolidation efforts by local government. A 1994 study by the University of California on consolidation in Napa County reported that the vast majority of agreements were working well and the public is generally supportive.³²

Weaknesses

Perception of the loss of local control: Probably the most significant weakness is the perception that consolidation means loss of local control. The loss of local control is continually cited as one of the main reasons consolidation attempts have failed,³³ The University of California study also cites this as a major block to consolidation. In the limited survey they conducted, loss of local control was the most often cited reason not to proceed with a more complete consolidation of government.

Low representation of Hispanics and Spanish speakers in law enforcement: Despite the 33% Hispanic population, there are few Spanish-speaking officers employed by local law enforcement agencies. This lack of representation was noted in the 1999-2000 Napa County Grand Jury report. This results in communication difficulties during investigations when interviewing victims and suspects. There is also a perception that the departments are slightly insensitive to the cultural differences of the Hispanic population.

Potential for opposition by different communities: In a University of California study on Napa County consolidation, one of the options discussed was the wholesale merger of city and county governments. More than half the respondents opposed this idea.³⁴ One can anticipate similar opposition to this idea, but because it is limited in scope, the opposition would likely be less.

Disagreement between jurisdictions: Despite the good will and informal links referenced in the analysis of strengths, there still exists a disparity of common understanding over jurisdictional boundaries.³⁵ There is disagreement between the up-valley communities and the communities in the southern portion of the county over how fast growth should occur. The cities of Napa and American Canyon object to the county's policy of light industry growth stimulation in the southern part of the county, while maintaining severe restrictions on residential growth. They feel that the entire burden of housing has been placed on the cities, while the county reaps the rewards from the light industry revenues.

The City of American Canyon incorporated in 1992 as a result of a feeling of disenfranchisement and neglect by county government. The incorporation did not end the disagreement. The lack of trust between some city and county officials is still evident. The initial contract for police services was hotly debated with the city being extremely critical of the costs and level of service of the proposal. The city continues to contract for services and the relationship today is much better.

Lack of space for a new unit: None of the departments that would be involved in the consolidation has enough physical space for a merger of detective units. The unit would need to find a location of sufficient size to house it. The cost of real estate in the area is significant and this could raise the costs of the consolidation.

Minor inter department rivalry has the potential to draw opposition to the plan: There exists a minor level of inter-departmental rivalry, which can be healthy in some ways, but could be a weakness in this context as it might work to pit opponents in one agency against another. The issue in contention is generally which department is the "best" without any specific definition of

what that means. This might present itself as an issue if a question of control becomes paramount in the transition process.

Opportunities

Tourist related growth: The tourist related growth occurring in the area is perceived as an opportunity for expansion of government related services that cater directly to the tourist.

Tourism brings special crime problems with it. The tourist trade business will want to ensure that a safe environment is maintained so repeat visits are not curtailed and negative media coverage does not become an issue. A specialized unit to deal with the investigation of this type of crime will be strongly supported by businesses.

Economic growth improves tax base and possibility of specialized investigative needs:

Continued industrial development and expansion of light industry in the Napa airport area, just south of the City of Napa, provides the opportunity for more high loss crime to occur. The area is attracting large warehouse wine storage, food storage and distribution centers. It is also home to several large Internet companies that specialize in e-business. Based on the predicted trend of increased computer related crime, this is another potential area for growth of a specialized investigative unit within a larger investigative unit.

Planned expansion of recreational area will bring in more tourists and increase crime: Lake

Berryessa attracts several hundred thousand visitors a year. On a three-day weekend, the lake's population swells to over 60,000, the size of a medium city. The ensuing crime that occurs is significant to a medium sized sheriff's department. There are currently plans to make the lake and surrounding lands a National Recreation Area. The impact is expected to significantly increase the number of visitors to the area. The increase in crimes and the investigation of those

crimes is significant. The designation of a National Recreation Area will not alleviate the need for local law enforcement response.

Continued growth in American Canyon: Continued growth in the City of American Canyon will offer an opportunity for growth for the Napa Sheriff's Department, if the contract continues. The crime rates will likely increase in proportion to the population and the volume of crimes needing to be investigated will increase.

High profile crimes: Some of the events that were identified in the NGT process may be seen as opportunities. The group agreed that several of the crime related events would positively impact the notion of a better-equipped, more professional investigative unit. These included a major computer attack, an eco-terrorist event and an unsolved serial violent crime. Although negatively viewed by the public, these instances could be used to further public support should they occur during implementation.

Threats

Trend toward drug decriminalization: In the past several years, the California voters have increasingly taken small steps toward the decriminalization of drugs. The reduction of marijuana possession to infraction status, the passage of medicinal marijuana laws, ballot attempts to totally decriminalize drugs and the recent passage of a drug treatment requirement for first and second drug offense convictions are examples. These endorsements may indicate that there is a likelihood of further decriminalization within the next ten years. Proponents of this movement argue that decriminalization will negate the need for addicts to support their drug habits through a life of crime. Although this has not been the case in the Netherlands or other areas where experiments have occurred, the possibility still exists. A significant reduction in property loss might affect the need for additional investigative programs.

Recession strikes the local economy: The nation is enjoying a historically long and prosperous economy now. Some have predicted that the economy is headed into a recession.³⁶ If a recession strikes, there is the possibility that tax based revenues will decline due to decreased sales. There could also be the possibility of decreased tourism revenues as the amount of disposable cash, traditionally used for leisure activities decreases. The scarcity of resources may cause budget cuts in government and layoffs of government employees much as it did in the early 1980's. The result might include disbanding of specialized and/or investigative units.

Loss of contracts for police services: The Napa Sheriff's Department maintains three significant contracts for service. In addition to providing police services for American Canyon and Yountville, the courts contract with the Sheriff to provide courtroom security. The loss of contract revenue would significantly affect the sheriff's department and would likely require layoffs of affected personnel and reduction of the overall budget.

Increase in privatized law enforcement services: Employees of the police agencies have been successful in negotiating a significant salary and benefits package. This has been beneficial in attracting and retaining officers. Unfortunately, it has also increased the cost of a trained police officer to what some perceive as exorbitantly high. There has been an increase of privatized law enforcement service over the past few years for a number of reasons. Most notably, private security can provide a uniformed presence at a far lower cost than a municipality. Secondly, the public has sometimes seen an inability of local law enforcement to provide the level of security they want. Private security can provide that level. There is a likelihood that privatization will increase and the threat to the existence of municipal services is obvious.

Growth in apathy toward crime due to decreased crime rates: Another possible threat is the potential for the public to become apathetic about public safety in their community. When crime is low, apathy about it increases. Apathy can be a double-edged sword. If there is significant opposition to consolidation, then apathy will make it more difficult to overcome opposition. Proponents will not be able to generate support in the community since the community does not feel threatened. However, if there is no opposition, apathy can help carry the consolidation past the planning and approval processes because no one has an opinion either way.

Natural disaster redirects resources from police budgets: Natural disasters could also impact the concept of regionalized detective services. Napa is located near a major earthquake fault and recently suffered a very localized but damaging earthquake. Local resources were redirected to repair infrastructure damage. Another similar incident may result in budget cuts and program elimination. Should a particular insect or virus infect and destroy the grape industry, there is also the possibility of an economic disaster in this agricultural area. Losses will be significant and will result in the loss of revenue, jobs and a migration from the county to other areas. “It will take several years to recover.”³⁷

Up-valley opposition to the consolidation concept: Another significant threat to consolidation would be the expected opposition to the idea from the two up valley cities. Although the benefits they would realize from the merger are significant, their strong sense of community leads some to believe these cities would oppose consolidation if they believed there was a loss of local control.

Stakeholder Identification and Analysis

Significant issues will need to be addressed in the plan based on the analysis of the environment. To further the process, identification of those individuals and groups who can influence this type of consolidation and its success or failure, needs to occur.

This next step is called the stakeholder analysis. The goal is to identify those who will be affected by such a change, or who may have a “stake” in the change. Secondly, there sometimes exists groups or individuals that could have an influence on the project, yet they hold less influence and are generally less apparent. This group is called the “snail-darters”. They need to be recognized because of the possibility of them showing up in the transition process and generating unexpected influence. Once the stakeholders are identified and their positions analyzed, assumptions will be made about their level of support or opposition to the regionalization of detective bureaus.

For this project, the stakeholders are identified as the:

- | | |
|--|---|
| -County Sheriff | -City Councils and Board of Supervisors |
| -Police Chiefs of the involved departments | -Employee associations |
| -Department employees | -City Managers |
| -Personnel Departments and Treasurers | -County Administrator |
| -Neighborhood Watch groups | -Insurance Companies |
| -Chamber of Commerce | -City and County Councils |
| -Court officers | -Evidence and property clerks |
| -Support personnel for the departments | -Residents and business owners |
| -Taxpayers associations | -State and Local Fire Departments |

Obviously, some of these identified stakeholders are more critical to the process than others. This is based on their interest level, their degree of influence, the stake they have in the consolidation and the direct impact it has on them. The critical mass stakeholders are identified as the agency heads, the city and county administrators, citizen groups, elected officials in the affected jurisdictions, the employees groups and media representatives.

Analysis of the Critical Mass

Sheriff: The Sheriff is elected every four years. He is on his fourth term and has a strong support base. He would most likely actively support the proposal and be willing to do some the politicking necessary for adoption.

Police Chiefs: There are three agencies involved. The assumption is that this group would support the consolidation idea, although it might be a harder sell in the two up valley departments. Their respective departments would benefit from the increased communication, efficiency and the two up valley agencies would benefit from the additional personnel for investigations.

City and County administrators: The belief is that this group would likely support the idea, although the two up valley jurisdictions may be less supportive. There is a common perception that there would be a lack of local control with consolidation. These two jurisdictions may be reticent to support the consolidation wholeheartedly based on the views of their city councils toward the loss of local control.

Citizen groups: This would include neighborhood watch groups and taxpayers associations. Both are generally believed to be supportive of any idea that would foster positive outcomes and not be significantly more expensive than what currently exists. Tax increases are a

concern for the taxpayers group. If it could be shown that the system would result in more efficient use of the tax dollar, they would likely be supportive. Educational efforts will need to be made to gain the support of the citizen groups early in the process. The support of these groups is vital, as they can exert significant influence on their elected officials.

Elected Officials: These include members of the City Councils and the Board of Supervisors for the county. The author's research indicates that for this analysis these groups need to be separated by jurisdiction because their levels of support will likely vary.

County Board of Supervisors: this group is generally supportive of law enforcement. The idea of consolidation of government services is consistently mentioned in grand jury reports and the political benefits of partnering with other jurisdictions is appealing to them. The Sheriff will likely be the person most responsible for gaining their support, but it is likely their support will be there.

Cities of Napa and American Canyon: These two cities will likely support the concept. As they usually reflect the positions of the public they serve, the support or opposition of the citizen groups will be important. There is no known opposition to consolidation from these jurisdictions, thus their support is anticipated.

Cities of Yountville, St. Helena and Calistoga: these three jurisdictions have a strong sense of identity with their police departments. The officials might raise issues of loss of local control. With justification and education of the officials and the community, especially addressing the local control concerns, support could be obtained. s.

Employees: This group is believed to support the concept, as they recognize the potential efficiency it offers. The sworn staff is expected to look at the opportunities created by this

merger as a plus to their career opportunities. Civilian staff may have some concerns if they think it will impact their workload or job security. This issue will need to be mitigated in the transition process and will also need to be addressed with the labor group leaders. Employee support is anticipated.

Employee Labor Groups: Issues of concern for the employee labor groups are sometimes different than for the employees when it comes to work environment and duties. The employees are represented by several labor organizations. There is the possibility of opposition to the concept from these groups. Although support would be in their best interest and many may want the opportunity to work for a larger investigative service, this group may believe that the specialty assignment deserves a different classification and pay scale. Addressing employee concerns ahead of time will alleviate any problems and their support is likely, although it might be somewhat reserved.

Media representatives: Their support is critical to the consolidation's success, as it would give significant weight to the level of support from the elected officials and city managers. If the media do not support the consolidation, it could influence these people and citizen groups to join in alliance against it. This could be countered with open communication and inclusion of the media in the planning process.

Snail darters

Snail darters are unanticipated groups that could affect the consolidation. In this case, there were just two potential snail darters identified.

Auxiliary groups within the respective departments: These groups such as the reserves or other volunteer group, could be vocally opposed to the consolidation if they feel it would have a

negative impact on their association with the department. Frequently, members of such groups have well known local citizens on them. These citizens can exert significant influence on the elected officials in the community. As this consolidation will not directly impact these groups, and may in fact offer more opportunities for their involvement, support is anticipated.

Victim Witness organizations: This group will likely support the consolidation once it is explained that the level of service to the victim and the professionalism of the investigations they are connected with will likely improve. It would be good to gain their support and use it in the education process.

It is important to note the anticipated support level of the different stakeholders to see who is in need of either further analysis or education. The following list shows the current assumed level of support of the stakeholders that make up the critical mass.

STAKEHOLDER ASSUMED LEVEL OF SUPPORT LIST

County Sheriff-strong support

Chiefs of Police- strong support

City and County Administrators- moderate support

Citizen groups - support

Elected Officials-Napa & American Canyon- moderate support

Elected Officials- Yountville, St. Helena, Calistoga- oppose

Employee groups- cautious support

Media representatives- support

Employees- support

Using the findings of the environmental and stakeholder analysis, one must plan the next steps in the process. Strategies are formulated at this point and goals can be specified. The goal

of this consolidation is to merge the detective units of the four law enforcement agencies in Napa County into one investigative bureau through the use of a Joint Powers Agreement. The merger of these units in Napa County should strive to accomplish the following:

- Conduct effective follow-up investigation of crimes occurring in the jurisdictions of the member agencies.
- Minimize the amount of duplication between agencies.
- Maximize communication about ongoing criminal activity.
- Improve coordination of investigations in multiple jurisdictions
- Provide sufficient resources to conduct major investigations for any jurisdiction in the County of Napa.

Strategy

To affect this merger, the involved departments should select a team of managers to serve as a core group to transition to the preferred future. The Sheriff will provide a project manager, in this case the field operations captain. The agency heads will select the transition team members from within their departments. The transition team should also include representatives of the city and county administration. Their presence will help ensure that accurate communication of the project is transferred to the elected officials.

The team will work to prepare both the community and the organizations for the change through public information and education campaigns. The team will formulate the actual joint powers agreement and be expected to draft agreements and policies for the new unit. The project manager will be responsible for overall guidance of the project team and ensuring that the best possible outcome for every community is achieved.

The team of managers will need to work together and identify the stakeholders they will most need to convince to affect the change. In some cases, acceptance from them may be all that is necessary, but responsibility for getting that acceptance rests with this team. The team will also need to create a plan for transitioning to the new unit once approval is obtained.

This entire process should include preparing the environment for the change by educating the organizations and the public about the anticipated benefits that are expected by forming the regional unit. Some of these will include:

- Anticipated increase in technology related crime demands specialized training.
- A larger detective unit will enhance training opportunities and the ability to carry out more sophisticated, staffing intense investigations. The merger would create a unit of about 25 investigators, 2 clerical staff and 2 evidence technicians. Career development would be enhanced for the employees.
- Eliminating duplication of effort by detective units since they are generally working cases on the same criminals.
- Enhancement of communication between agencies and the coordination of investigations would improve.
- Coordinated and standardized evidence collection procedures results in fewer lost cases in court due to evidentiary issues.

It will be imperative to communicate these benefits to the community. Many of the benefits will be hidden. Community policing deals with quality of life issues in the community. If the community is educated and feels safer knowing their public safety agencies are better equipped to deal with the future era of crimes, their level of comfort and safety will increase.

One cost benefit to this project will be the savings resulting from the elimination of a command level position for the unit. The two major contributors each have their own command level officer in charge of their current detective units. It is unlikely that two will still be needed. Elimination of a command staff position or reassignment elsewhere will be considered. The only undecided point is which of the two agencies will realize that benefit. This will be one of the tasks assigned to the transition team.

The implementation of the strategy to create this change will be assigned to the transition team who will carefully manage and orchestrate the involved organizations to the future state, a regionalized detective bureau.

The NGT panel forecast the likelihood that government will have less credibility. The transition to this regionalized bureau will involve a lot of education of the stakeholders to gain their support. It will be imperative that the education process be conducted in such a way that the most credible version of events is communicated. It may be possible to use technology to assist in delivering the message. Internet information websites can be established and forums opened that will allow dialog between concerned citizens on the issue. Setting up a viable transition plan is the next step in the project.

CHAPTER FOUR

TRANSITION MANAGEMENT

Currently, law enforcement agencies have improved the level of cooperation among themselves. Consolidation and regionalization are two signs of that.³⁸ These relationships are expected to continue and partnerships between agencies will be commonplace by 2006. Regionalized specialty units, such as the regional detective unit, will be examples of that type of partnership. For the future, the transition team needs to look at the strategic analysis and enlist the support of the critical stakeholders. The idea of consolidated detective services may encounter some resistance, but proper mitigation can neutralize the opponents, or better yet change their position to one of active support.

The current state indicates a need for change in order to improve efficiency and eliminate waste in government. There is little chance of that need being satisfied by 2006. The transition team will need to identify the potential barriers to the project and work to mitigate them. Some of those barriers will be exacerbated by the trends and events forecast to occur by the NGT panel. The expected recession and the cynicism towards government will not make the task any easier, but they may offer opportunities to use those negatives as positives in the transition process. The project team will need to prepare the environment to accept the change by:

- Acting as liaison with city officials and department heads.
- Establishing media contacts for publicity of educational outreach opportunities.
- Conducting the educational outreach with all the stakeholder groups previously identified.
- Preparing the legal documents necessary for the jurisdictions to merge these services.

- Consulting and addressing potential legal issues surrounding the creation of the unit.
- Developing the initial operational plan for the unit, including determining funding allocations and potential revenue sources.

Contingency planning should also be considered in the event an unexpected “snail darter” causes opposition.

Commitment Levels

Certain stakeholders, identified as the critical mass, hold different levels of commitment to the consolidation. The agency heads will be the most critical level of support. They are the catalysts for this concept. It is incumbent on them to allocate resources from within their existing organizations to the unit. They will need to believe in the consolidation as a win-win situation for all concerned. They will be instrumental in obtaining political and public support through education and communication with their respective elected officials. Their strong support will need to be well publicized.

Elected officials in the cities ultimately have the final say on what resources will be allocated to such a consolidation and employees will make it work or fail. These last two groups’ support is critical.

Levels of support among these various stakeholders will vary and the transition team will need to move their support to the needed level. For ease of use and visual analysis, Table 5 illustrates the current and desired commitment levels of the critical stakeholders for the success of the consolidation. An X represents the current level of assumed commitment and an O

represents the needed level of that commitment. This illustrates who needs to be convinced to accept the change and their needed commitment level to affect it.

Table 5-Commitment Level Table

Stakeholder	No Change	Let Change Happen	Help Change Happen	Make Change Happen
Sheriff			X	O
Police Chiefs			X	O
Board of Supervisors		X	O	
City / County Administrators	X		O	
Citizen groups		X	O	
Elected Officials from Napa & American Canyon	X			O
Elected Officials- Yountville, St. Helena and Calistoga	X			O
Employee Groups		X	O	
Employees		X		O
Media	X		O	

The designated project manager will be responsible for fulfillment of the goals previously stated. This position must communicate with the other team members, facilitate their communication within their agencies and assist with the politics involved. Continuous communication with all levels of executive management in all the involved jurisdictions will be important.

Resistance to change

Change in organizations and cultures is often resisted. Opposition can be expected. The strategic analysis identifies where to anticipate that resistance and allows planning strategies to mitigate it. As noted in the previous discussion of the commitment chart, the most change in levels of support will likely be at the city manager and elected official level. Education intervention strategies can work to move them from the no change column to the help change happen column.

The team should determine the best way to approach these stakeholders and confirm their current position on the consolidation. Address concerns specifically with the stakeholders and continue to market the consolidation in news media releases. Public presentations to civic groups, clubs, and organizations can all help publicize the issue and determine the level of support. The transition team needs to address the concerns and put any fears to rest before they become a major issue. Community meetings will acquaint the citizens with the plan and allow them to ask questions. The community's acceptance of the consolidation will help sway any political opponents.

An anticipated barrier to the consolidation movement is the perception that there will be a loss of local control. This concern is consistently voiced by political figures of the different jurisdictions. Pointing out the benefits of this program may not alleviate those fears. This project includes the formation of a governing board to oversee the activities of the unit. This board will consist of the agency heads of the participating departments. The fact that there will be local representation on the board from all jurisdictions, and a mechanism in place where local control issues can be addressed, may alleviate some of the fears.

A 1994 study on consolidation in Napa County found that the loss of local control was the most cited reason for not merging departments. There were strong voices for keeping the police

forces small and personable in nature. The issue of local control is difficult to quantify or qualify, but the survey taken in that 1994 study cited response times and personal accountability as being part of the local control issue. The study found that local control was more of an issue in the smaller cities of the county. The increased local control was, in the minds of some residents, worth the extra cost for services.³⁹

One advantage of this plan is that it does not affect the most visible representation of that local control, the uniformed officer. They will still be on patrol in the communities they serve as first responders. The identity of the local police officer will not be lost. The mitigation of this issue can be handled with educational outreach to governing bodies, media and citizen groups.

Recommended Transition Team Tasks

Once the levels of support are brought to the needed levels, the transition team will have prepared a document that will act as the initial joint powers agreement to form and operate the unit. They will have previously obtained recognition of this unit and the authorized establishment of a governing board from their local councils. The governing board will have policy control and oversight responsibility of the unit. Each agency should actively participate. The board will need official recognition by each jurisdiction's governing body. The councils, by approving the boards' establishment, will be authorizing the creation of the new detective unit. Once authorized by each jurisdiction, the transition team will need to complete the following tasks for implementation.

- Develop a timeline for desired implementation. The most frequent error in an implementation plan is an underestimation of time needed.⁴⁰
- Ensure the governing board selects which agency will act as lead in the unit and appoint a command level staff officer to the position. That position will be

responsible for overall management of the unit. The supervisory positions will also need to be determined by the governing board.

- Ensure that a spokesperson from the governing board is selected to act as chair.
This position can rotate annually within the group.
- Determine staffing levels for investigators, supervision, support staff and evidence processing.
- Determine equipment needs and consolidation of existing equipment.
- Prepare a standardized personnel selection procedure and training plan for members.
- Select a facility to house the unit. This is best if separated geographically from the involved agencies and preferably in a centralized location. The separation will help foster a sense of identity for the unit.
- Facilitate meetings between the governing board and detective bureau staff to define the relationship of one to another and how they will function together. The vision for the unit and the method of functioning should be identified and communicated at these meetings.
- Assist the board with the selection and training of any support personnel.
- Assist with the selection and installation of equipment and supplies for initial implementation
- Provide for a feedback system for the jurisdictions managers and elected officials to insure that all complaints and problems are efficiently handled.
- Continuously communicate to the involved agencies the status of the consolidation.
- Publicize and market the new unit to the public.

Continuous monitoring of the unit will be vital to its success or failure. The system developed for feedback should be tested and monitored. Performance audits can be conducted to determine efficiency and existence of any problems. One of the critical components for success will be the level of trust established between agencies and between the elected officials. The perception of a lack of service, or inefficiency will lead to the demise of the unit. A meaningful evaluation system is a critical component.

The role of the transition team is critical to the successful implementation. It is not however the sole owner of that success. Commitment levels to the regional concept by all the critical stakeholders will need to be maintained. The establishment of trust and strong communication will establish itself as the most necessary item for success.

Distribution of Costs

When evaluating consolidation plans, local officials are always concerned about how much of their local money is being spent to subsidize another jurisdiction. Arguments over what constitutes a certain percentage of an allocated fee and what is included can be prevented or minimized with clearly defined cost distribution plans.

In order to be fair, any cost distribution plan should consider stable factors in the community that relate to demographic, social or economic makeup of the area. If it is simply based on a per-service fee, there is the chance that year-to-year changes will severely affect a city's budget. Such occurrences on other projects have caused regional policing failures in some areas.⁴¹

Stable factors to be considered for such a plan include population, land area, property valuations, revenues or taxes collected and the crime rate. This last factor is a commonly used

one in consolidated operations. It is also recognized as the most directly related to actual police performance than any other.⁴² Decisions will need to be made about which specific activity will be included in the crime rate figure. Negotiations between jurisdictions could determine fair and equitable distribution basis on one or a combination of any of these aforementioned factors.

Operational grants are another possible revenue source. The state Office of Criminal Justice Planning and the United States Bureau of Justice Assistance are two funding agencies whose grant offerings should be researched.

Clearly, the transition to the regionalized detective bureau will meet different obstacles. By 2006, the task management of that transition will be easier to track due to improvements in technology. Preparing the organizations involved is critical. Some of that preparation can be handled with teleconferencing and digital video training that explains what the future outcome will be. Funding sources may change. Whatever the funding source, it is almost certain that law enforcement will be more costly by 2006 and as those costs increase, the inter agency struggle over scarce resources may be more common. Sources of revenue may be entirely different from today. Perhaps more funding will result from collaborating with businesses and state level grants may be a thing of the past.

The transition team will need to be experienced in organizational change methodologies. The forecasted future state shows that the concept of regionalized investigations is viable. Planning should start now so that the optimistic future is the result. Whether the project is undertaken now or in the year 2020, the people doing the job will have to believe in the project to make it successful. That is no different than today.

CHAPTER FIVE

CONCLUSION

The regionalization of detective bureaus will deliver more efficient investigative services to the citizens we serve. This project has identified several strong reasons to engage in such a project. The forecasted trends and events that were identified in the NGT process will help identify issues that could be detrimental or beneficial to the project. Technology was identified as playing a major role in the future state. Its impact was rated as significant in the trend and event analysis. The research indicated that regionalization has been successful in some communities but not others. The common denominators for success seem to be the preparation of the environment for the change and the support that is offered by the identified key stakeholders. These two things will be as important in the future as they are now.

The transition process must be well managed and prepare for the inevitable resistance the project will encounter. Fear of the loss of local control was identified as the most likely issue that will need addressing. Mitigation measures were addressed in the transition plan and have proved themselves successful on other similar projects. If these measures are properly carried out, they will most likely change the negative perceptions that sometimes occur with projects of this type.

Budgetary Issues

As with any program, allocation of resources will be critical. The funding of the unit will need to be split between the jurisdictions involved. The governing board will determine allocation formulas and additional revenue sources. Several of the forecasted trends and events will affect the budgetary issues of this project. They include budget cuts and an economic recession. These

possibilities will require that the managers plan for them to minimize the negative impact they may have.

Current grant funding is strongly encouraging partnership efforts and there is the possibilities of more grant monies being made available. The NGT process identified the issuance of a consolidation grant as an event likely to occur. Such an event was anticipated to have a very positive impact on the support for this concept.

In any plan, there will be unanticipated expense. There should be a separate budget established within the lead agency to handle the financial obligations. Costs that will need to be anticipated include:

- Staff salaries and benefits, insurance etc.
- Overtime
- Supplies
- Telecommunications and technology related costs
- Training
- Vehicle acquisition and maintenance
- Safety equipment other personal equipment
- Rent for the facility
- Utilities
- Furniture
- Building construction or renovation

Leadership Implications

The success of any consolidation will depend on the leaders who oversee and guide the process. The leaders of any such change will have to act as a team, sharing the same vision of a regionalized detective bureau. The leaders of each organization will be joined by the informal leaders of their organizations, the leaders in the elected offices and in the community to make the consolidation successful. These leaders need to influence those in the community to make sure the consolidation occurs and that each groups' mutual purposes are assured.⁴³

Leadership will be vital to help organizations break the mold of the old way of doing things and to prepare the environment for the changes needed. Leadership will be needed in the stakeholder groups to lead the changes. It will be required for the transition and implementation phases, to overcome resistance and carry out the needed tasks. Leadership will be needed for the evaluation process. If something is not working properly or the consolidation is failing, the leader will need the courage to admit it and work to modify or formulate a new strategy.

By 2006, police work will reflect more accurately what has occurred in society. Computer crimes will be more common; police forces will be more demographically representative of the communities they serve. Competition for resources will still occur, but cooperation and relationship building between agencies and business will be more evident.

Future law enforcement leaders will need to be educated and will have to understand the value of relationship building. They will need to be able to focus on specific goals but keep a broad perspective on their organization and profession. Future leaders will have to communicate their vision of what the future looks like to their organizations and steer their organization toward these goals. Law enforcement will need to plan for that change and know which road they want to

follow. Anticipation of technology driven progress and using it to improve our way of doing business will be important. Being ready for those changes will enable the profession to take full advantage of the opportunities that arise. The way we deliver services will be a major change that tradition bound leaders may have difficulty accepting. The potential for cost savings should be viewed as an added possible benefit.

The future of law enforcement, in our rapidly changing environment, requires that we look at problems in new ways, without being held back by the old way of doing things. We cannot refuse to change because “that’s the way we have always done it”. Conversely, change should not be made simply for the sake of change. One needs to conduct a strategic analysis and determine if there is truly a need to change the way things are being done. Identification and resolution of important issues such as the perceived loss of local control are critical. More important is the learning that occurs by the participants in the process. If this local control fear is allayed, perhaps the future may hold a fully consolidated investigative law enforcement service.

Conclusion

This project has looked at the development of a regional detective service in a small rural county. It has analyzed the areas of most concern to the involved parties and strategized methods to overcome the normal resistance to change. Plans for transitioning to the new state were formulated. The impact of this process would hopefully be the creation of a model of efficiency and effectiveness for modern policing.

Consolidation of services in the government sector has parallels to the merger of private sector businesses. Some succeed; others do not. Analysis of the failures can often be traced back to a lack of strategic planning. In most cases however, the result is a more efficient organization.

As managers of government police agencies we need to provide the best level of service possible to the taxpayers. The regionalization of detective bureaus in a small rural county is a future state that could be of great benefit to those communities. Increased efficiency and service delivery are the driving forces behind such a change.

APPENDIX A

List of trends identified by NGT panel.

Population

Tourism

Sustainable growth

Loss of privacy

Telecommunications (pagers, cell phones, internet etc)

Dual income families

Hispanic representation

Hi-tech crimes

Globalization

Grape/wine prices

Wealth distribution

Childcare

Land use

Health care

Agriculture to monoculture

Education

Aging population

Workforce applicant pool

Economy

Housing crisis

Dot com money

Technology related employment

Broader technology

Consolidation of government

Media influence on societal values of crime/criminal behavior/violence

Ethnic demographics

Popularity of collaboration

Domestic violence

Funding sources

Cost of law enforcement services

Sophistication of crime

Privatization of law enforcement services

Glamorization of gang lifestyle

Mobility of criminals

Cynicism toward government

Chronic homeless people

Crime rates and clearance rates

Training costs of detectives

APPENDIX B

List of Events identified by NGT panel.

Eco-terrorist event in Napa

Police employee strike

Consolidation proponent elected Sheriff

Corruption scandal at the Sheriff's Office

Consolidation grant issued for law enforcement

Computer organized crime gang targets Napa businesses

Columbine type shooting incident

Highly publicized unsolved local serial criminal on the loose

Recession

Discovery of a militia in Napa

Green party becomes a majority on the Board of Supervisors

Southern Crossing Bridge collapses during rush hour

Domestic terrorist event occurs in Bay area

Governor signs bill for regional funding of public safety

Epidemic disease hits Napa area

Major computer meltdown disables computers throughout area.

Glassy winged sharpshooter infestation

Stock market crash

Government employee strike

County police agencies consolidate management positions

American canyon declared the new county seat

Binding arbitration bankrupts local agency treasuries

Major gang shooting

WMD incident finds police unprepared

Major funding cut

Nationally publicized crime occurs in Napa

Commercial plane crash in the county

Major international drug ring discovered locally

Oil crisis

Local political assassination

Napa Sentinel quits publishing

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