

WHAT IS THE FUTURE OF CONTRACTED  
LAW ENFORCEMENT SERVICES  
IN SMALL JURISDICTIONS  
BY THE YEAR 1998?

The increasing cost of police protection has necessitated that local governments explore contracting of law enforcement services as a viable future alternative.

ECIL W. GARMON

COMMAND COLLEGE CLASS 7

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1988



## EXECUTIVE SUMMARY

The research presented in this project was conducted for submission to California Commission On Peace Officers Standards and Training, Command College. The purpose is to identify specific criteria, advantages and disadvantages in selecting contracting of services as an effective alternative for smaller cities to provide law enforcement by the year 1998.

The research was conducted, placing a special emphasis on contracting as a viable financial alternative for cities of less than 10,000 population. Identified are those California entities currently contracting law enforcement services as their local alternative. A dozen, contract cities of that size, mainly central valley, were polled during the research portion of the project. These cities have a limited financial base, and at least initially, considered contracting as a financial solution for their previously existing police services.

The project begins with the background research techniques and development of the project objectives. Future forecasting of events and trends which may determine the need for exploration of contracting as a suitable alternative are also included in this section of the study. A cross-impact analysis of those events and their relationship to each other, as well as to future trends, was conducted. Utilizing these trends and events, three possible scenarios were developed to take place by the year 1998. A desirable and attainable futures scenario was selected to become the focal point of the remainder of the study.

A strategic plan for the implementation of the programs in the selected scenario and a transition structure for the management of that plan was implemented. In developing the plan, the Lindsay Department of Public Safety was utilized as the example for analyzing the strengths, weaknesses and organizational readiness to accept change. The stakeholders were identified and analyzed and, through the use of a modified policy delphi technique, alternatives and strategies to implement those changes were also identified. Members of the critical mass are then identified and analyzed as to their commitment, responsibility and readiness for change.

The research concludes that the advantages in contracting are the intangibles or indirect costs, i.e., not having to deal with labor or union problems, personnel, recruiting, or liability costs. The disadvantages are seen as political or perhaps even social issues; specifically, a loss of community identity and "local control". There is yet unsubstantiated information available to indicate any significantly direct monetary savings in contracting of services.

During the next ten years, it is imperative that public figures concerned with the financial condition of their communities explore every conceivable method of cost efficient and effective delivery of community services. Elected officials, city managers and law enforcement administrators have an obligation to explore and recommend those alternatives available to provide those services.

The information presented within this project will assist in identifying the process by which one possible alternative, the contracting of law enforcement, may be facilitated.

# TABLE OF CONTENTS

	page
INTRODUCTION .....	1
Development and Purpose of Contract Law Enforcement .....	4
Which Cities Presently Contract for Law Enforcement Services .....	5
Why Explore Contracting as a Future Alternative for Small Cities .....	7
Futures Research Methodology .....	8
DEFINING THE FUTURE .....	10
Trend Identification .....	11
Event Identification .....	19
Cross Impact Analysis .....	22
Future Scenarios .....	27
Scenario One (Exploratory) .....	28
Scenario Two (Normative ) .....	30
Scenario Three (Hypothetical) .....	31
STRATEGIC PLAN .....	32
Introduction .....	32

Situational Analysis . . . . .	33
The Environment . . . . .	33
Internal Capability Analysis . . . . .	35
Stakeholder Identification and Analysis . . . . .	39
MISSION STATEMENTS . . . . .	43
EXECUTION . . . . .	43
Administration and Logistics . . . . .	48
Monitoring and Evaluation . . . . .	50
Strategic Planning Summary . . . . .	50
TRANSITION PLAN . . . . .	51
Critical Mass . . . . .	52
Commitment Planning . . . . .	58
Transition Management Structure . . . . .	62
Technologies . . . . .	62
Transition Plan Summary . . . . .	64
CONCLUSION AND FUTURE IMPLICATIONS . . . . .	65
ENDNOTES . . . . .	67
BIBLIOGRAPHY . . . . .	68

## APPENDICES

A.	Poll Questions	70
B.	(NGT) Participants	71
C.	Candidate Trends	72
D.	Candidate Events	74

## CHARTS

	<b>page</b>
CHART 1 TREND EVALUATION .....	13
CHART 2 EVENT EVALUATION .....	20
CHART 3 CROSS IMPACT EVALUATION .....	23
CHART 4 CAPABILITY ANALYSIS: RATING 1 .....	37
CHART 5 CAPABILITY ANALYSIS: RATING 2 .....	38
CHART 6 STAKEHOLDER ASSUMPTION MAP .....	42
CHART 7 ASSESSMENT CHART - City Council/CEO .....	53
CHART 8 ASSESSMENT CHART - Police Administration . . . .	54
CHART 9 ASSESSMENT CHART - Rank and File Employees . . .	55
CHART 10 ASSESSMENT CHART - Community Leaders/Groups .	56
CHART 11 ASSESSMENT CHART - Taxpayer Groups .....	57
CHART 12 COMMITMENT PLANNING .....	60
CHART 13 RESPONSIBILITY CHART .....	63

## GRAPHS

	<b>page</b>
TREND 1: PUBLIC DEMAND FOR MORE SERVICES GRAPH 1 .....	14
TREND 2: EMPLOYEE DEMAND FOR INCREASED COMPENSATION GRAPH 2 .....	15
TREND 3: LEVEL OF BUDGETARY CONSTRAINTS IMPOSED BY GOVERNING BODY GRAPH 3 .....	16
TREND 4: LEGISLATION IMPACTING LAW ENFORCEMENT GRAPH 4 .....	17
TREND 5: USER FEES FOR LAW ENFORCEMENT SERVICES GRAPH 5 .....	18

## ISSUE

### WHAT IS THE FUTURE OF CONTRACTED LAW ENFORCEMENT SERVICES IN SMALL JURISDICTIONS BY THE YEAR 1998?

#### INTRODUCTION

Today, there appears to be a genuine public concern throughout California to ensure that the same or even expanded levels of law enforcement services are provided. However, the passage of the Gann Initiative (Proposition 13) in the late 1970's, the loss of revenue sharing funds, and increasing personnel liability costs have, adversely affected the ability of smaller cities to provide desired levels of police services. This, along with rapid increases in California's population, now at twenty-seven million, the forty million crimes that occur each year, and the demand for more comprehensive and specialized services, necessitate that future police executives be involved in developing alternative methods of providing police services. These alternative forms of policing may include contract law enforcement, consolidation, regionalization, or a metropolitan form of policing.<sup>1</sup> This project addresses contracting as a viable alternative.

Essentially, a city may purchase, by contract from county government, most municipal services which they are required by law to provide: parks and recreation, police and fire protection, sewers, planning and zoning. A contract city may choose the level of service to be provided, but must pay for each service the county provides.

Contracting allows cities with small populations and limited financial resources the option of contracting for their law enforcement services as the primary means of obtaining law enforcement services at costs not otherwise affordable by the city. The San Bernardino County Sheriff's Department states, "The cost savings to a city that contracts with the Sheriff's Department can be substantial when compared to establishing an independent department."<sup>2</sup>

Contract services range from partial services of eight hours per day to full twenty-four hour coverage. In addition to enforcement services, most agencies already receive some form of limited contract services from larger agencies, primarily Sheriff's Departments. Specifically, they receive operational support such as dispatch, records, laboratory assistance, custody and prisoner transport.

Authority for the transfer of city functions (services) to the county are set forth in Sections 51300 - 51350 of the Government Code, except for city tax functions which may be transferred to counties under Sections 51500 - 51521 of the same code. The Code provides that the actual transfer of functions be accomplished by contract between the county board of supervisors and the legislative body of the city. If the municipality is a charter city, the function may be transferred in the manner authorized by the charter, if approved by a resolution of the board of supervisors. The Code does not limit the functions which are transferable and the cost of the service provided by the county must be borne by the city, in the amount agreed to by both parties.

Government Code Section 51508 also states if the consolidation of a county and city department results in a reduction of the work force, layoffs must be made according to seniority, with the employees in the consolidated department retaining their seniority.<sup>3</sup>

Pachon and Loverich state, "... if all things were equal, larger jurisdictions would produce more satisfying police services."<sup>4</sup> However, there are mixed public reviews emanating from both the public and from government officials of contract cities. Although many are happy with the level and quality of services provided, there are some controversies: One small San Joaquin Valley city withheld approximately \$80,000.00 in contract payments because of what local officials have determined to be an unsatisfactory level of service. Another small valley city simply says it cannot pay for law enforcement costs, and regardless of this inability to pay, the county must, by law, provide those services. Rising personnel and police liability insurance costs, have resulted in another small central California city choosing to disband its department and contract with the county.<sup>5</sup> (Approximately six months later, after their financial condition improved, this city re-established their own police department).

In a study by Ostrom and Whitaker, their findings indicate that " ... small police departments under local control are more effective than a large city-wide controlled police department, in meeting citizen demands for police protection."<sup>6</sup>

The purpose of this study is to explore the contracting of law enforcement services as a viable alternative for smaller agencies during the next ten years. The study includes a general survey and review of law enforcement contracting programs, advantages, disadvantages, and some recommendations for improvement and change. The vehicle utilized in this study is futures methodology, including identifying trends and events with a subsequent evaluation of their impact upon each other. Utilizing that information, futures scenarios were developed addressing the contracting of law enforcement services. There was also a strategic plan prepared to implement this change.

It is primarily the small California city with less than 10,000 population and with a limited financial base that is the focus of this study. The questionable ability of such communities to finance current law enforcement programs greatly influences the necessity to explore the contracting of services.

We must begin to look at the future of contracting for small agencies. Does contracting offer them a viable and affordable alternative during the next ten years?

### **Development And Purpose Of Contract Law Enforcement**

Generally stated, contracting allows municipalities of small population with a limited financial base to utilize contracting as a method of providing those services they are required to provide; i.e., parks, recreation, police, fire protection, sewers, planning, and zoning. Contracting entities may choose the amount of service they wish to be provided, and pay for the service their financial condition allows them to purchase.

"Contracting for the delivery of these services has become a popular method in which cities fulfill their responsibility to provide urban services."<sup>7</sup> Although several cities in Los Angeles County have been contracting for selected public services since 1912, the incorporation of the City of Lakewood, in 1954, began a modern era in contract law enforcement in California.<sup>8</sup> Lakewood, faced with immediate financial problems, began looking for an alternative method of providing police services. The effect of those financial burdens resulted in the formation of the Lakewood Plan.<sup>9</sup>

The plan basically allowed Lakewood to contract for a complete program of county-provided services, which were not previously available. These services included law enforcement. Since that time, the Lakewood Plan, or as it is officially known, the Contract Law Enforcement Program, has been expanded and modified, and now serves as a model throughout California and the United States.<sup>10</sup> It provides a method for incorporated cities to meet their statutory obligations and to provide a total law enforcement program for their communities. The individual departments providing services mandate minimum levels of operational functions (normally patrol and investigations). This allows cities to expand that level of service by choosing from a wide variety of programs and service levels. Periodic review of programs by city officials allows modification of the services, normally on a fiscal-year basis.

### **Which Cities Presently Contract For Law Enforcement Services?**

As of July, 1988, the State of California had four hundred and forty-five incorporated cities. Since the Contract Law Enforcement Program was implemented in 1954, 96, or 21.5% of all cities in California contract with another police or sheriff's department for law enforcement services. Los Angeles County alone has thirty-seven contract cities; ranging from the City of Industry, with a population of 468, to California's newest incorporated city, Santa Clarita, with a population of 150,000. Four of those entities contract with police departments, the remainder with their respective county sheriff's department.

A dozen small California communities currently contracting for law enforcement services were contacted in an effort to determine certain perceptions of the service they were receiving. The polled cities were all primarily rural Central Valley agricultural communities of approximately 6,000 to 14,000 in population, and were selected because of specific commonalities, including population, demographic, environmental, and geographic similarities. Specific questions regarding the satisfaction with their contracting service were formulated. These questions solicited response as to the quality/level of service provided, local control and accountability, and fiscal advantages and disadvantages (Appendix A). Persons contacted for response to these questions were the mayor, chief administrative officer, and chief financial officer of each of the cities. A general analysis of the response from the cities indicated that approximately half the respondents spoke favorably of the contracting program and the other half of the respondents were not so satisfied.

The major advantages in contracting law enforcement services, as perceived by those contacted, are:

1. Contracting is less costly.
2. Better training, supervision, employee attitudes.
3. Greater flexibility to respond to shifting priorities.
4. Contracting reduces labor difficulties for the city.
5. Increased professionalism, and quality of service.
6. Contracting reduces incurred liabilities.
7. Contracting offers "customized" limited manpower.
8. Contracting offers services for temporary periods.

The major disadvantages were identified as:

1. Contracting agencies were not as attentive to the enforcement of local ordinances.
2. Dispatch centers were not locally located.
3. Contracted personnel not as community oriented.
4. Loss of local control and accountability.
5. Contracting agencies were less visible.

### **Why Explore Contracting As A Future Alternative For Small Cities?**

According to a recent Command College project, (Wickum, 1986), "Year 2000. California City Police Departments - A Dying Tradition . . . ?", there are three primary elements which cause disbanding of a local department.

1. High costs - Salaries, benefits, equipment, training, recruiting, facilities.
2. Liability costs - Inability to maintain affordable insurance coverage.
3. Lack of police credibility - The only true motivator for citizens to agree on disbanding.<sup>11</sup>

But perhaps the factors having the most impact on the need to consider contracting, have been the tax relief measures passed by California voters during the past twenty years. In the last two decades (1968-1988), thirteen California initiatives dealing with tax relief or spending limits have been placed before California voters and eight have been passed.

As indicated by the passage of these initiatives, California voters seem to feel that substantial restrictive spending limitations are necessary, thereby creating tighter economic conditions within all areas of government.

While a contract system mandates a minimum level of patrol and investigative services, cities can exceed that minimum by choosing a wide range of programs and acceptable service levels. Minimum levels may vary, depending on a city's size, population, and program needs. Those in support of contract law enforcement report that it offers incorporated cities a practical alternative for obtaining a quality level of service at reduced costs. Those persons who oppose the consideration of contracting base their arguments upon a loss of control and a loss of community identity.

### **Futures Research Methodology**

The futures sub-issue which most directly affects contracting as a viable alternative in the year 1998, is the limited financial base of many smaller California municipalities. The ability to provide adequate financing of law enforcement programs in the future greatly impacts the feasibility of contracting as a viable future alternative.

The first objective was to analyze and study the general issue, utilizing futures research methodologies. An initial review of related material for this project disclosed the following past related issues:

1. Will smaller jurisdictions be able to operate under tighter economic conditions?
2. Will contracting of law enforcement services affect the quality/level of service?

3. Will some other agency be able to feasibly substitute for the smaller local law enforcement agency?
4. What are the advantages for an agency to provide contracted services?
5. Can smaller law enforcement agencies provide a level of service which can duplicate that of a larger agency?
6. Can the question of local control be adequately resolved?

These following emerging issues were identified while scanning and reviewing material and assisted in defining the scope of the general issues.

1. Are agencies currently providing contractual services now facing a major fiscal crisis?
2. Is the level of service decreasing in non-contract areas due to personnel not being utilized in contract jurisdictions?
3. Are the real costs of contracting being shown by those agencies providing the contracted services?

The following list of future issues was considered based upon potential impact on possible futures scenarios:

1. What is the future fiscal stability of small jurisdictions?
2. Will the economics of contracted services make the concept increasingly viable?
3. Will related legislative mandates make smaller agencies more unattractive and contracting even more attractive in the future?

The context in which the issue was studied was determined by the selection of one of three futures scenarios and by the strategic plan developed in the second objective.

## DEFINING THE FUTURE

After completion of the project research, an assessment group of seven community and government leaders was convened for the purpose of exploring the relevant issue of contracting as a viable future alternative for smaller agencies (Appendix B). Each member was given background information on the issue and the purpose of their assistance explained. At the meeting, background information was presented and an explanation of the Nominal Group Technique process was provided to the participants.

The group identified events and trends closely related to the sub-issue of the limited financial basis of smaller cities and its effect on the future viability of contracting. Employing "brainstorming" techniques, twenty-eight candidate trends (Appendix C), which they felt would affect the issue, were identified by the assessment group. The assessment group then individually prioritized the list, reducing it to the following five candidate trends which they felt would be significant in forecasting the future of the issue.

## Trend Identification

The five issue trends below were identified by the group as being those that would most likely affect the future viability of contracting law enforcement services by small agencies.

1. **Public demand for more services with less money.**

Although most law enforcement agencies are required to "hold the line" on requests for additional personnel, purchases, or programs requiring additional funding, this has not prevented the community from increasing their demands on the police. Demands for police involvement in a variety of community and social issues will continue to expand.

2. **Employee demand for increased compensation.**

Employees will continue to seek increases in compensation. The private sector has become more competitive with public agencies in providing benefit packages, and future negotiations and salary demands will call for increases in agency provided benefits, i.e., better retirement, medical insurance, deferred compensation programs.

3. **Level of budgetary constraints imposed by governing body.**

The federal deficit, taxpayer legislation and the national economy have in recent years necessitated that local governing bodies exercise considerable fiscal restraint. Future shifting of federal priorities and imposed spending limitations will again impact these budgetary constraints.

4. **Legislative impact on law enforcement.**

Yearly legislative mandates create demand for police involvement in a variety of new issues. There are changes in

the handling of domestic violence cases, the plight of the homeless, AIDS victims and arrestees, and adult arrest and incarceration alternatives.

5. **User fees for law enforcement services.**

Non-criminal services and functions traditionally performed as simply, "part of the job" are now increasingly being charged to those utilizing the services. These user fees include false alarm responses, vehicle impounds, driving under the influence charges, and fingerprinting and licensing fees.

The assessment group evaluated the five trends based upon their personal knowledge and group interaction. They projected the trends backwards to 1983 into 1993 and finally into 1998. Using today's value for each trend of 100, they evaluated those trends.

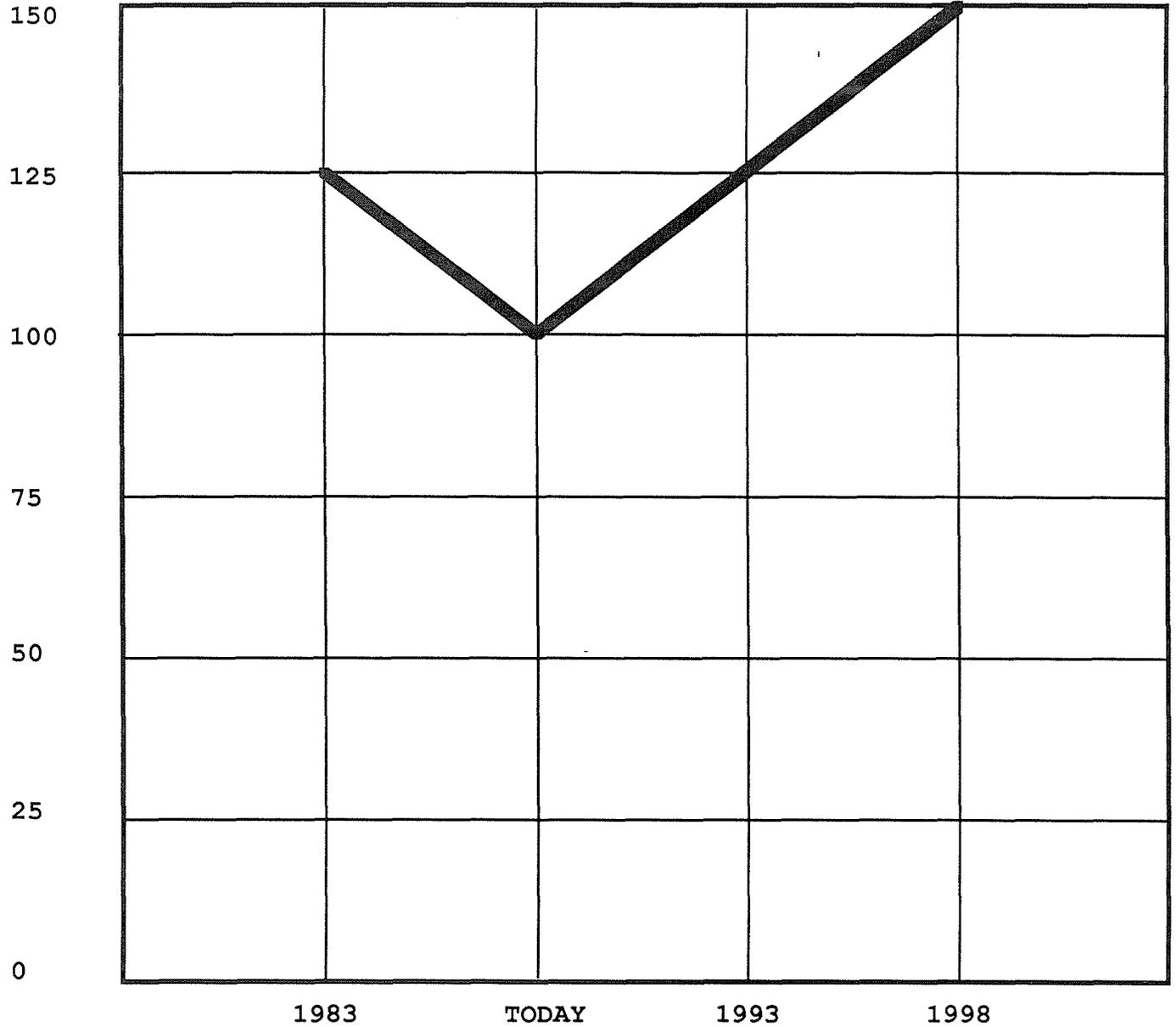
The result of their evaluation is indicated in Chart 1. Individual graphs and analysis for each trend follow.

# CHART 1 TREND EVALUATION

LEVEL OF THE TREND  
Ratio: Today = 100

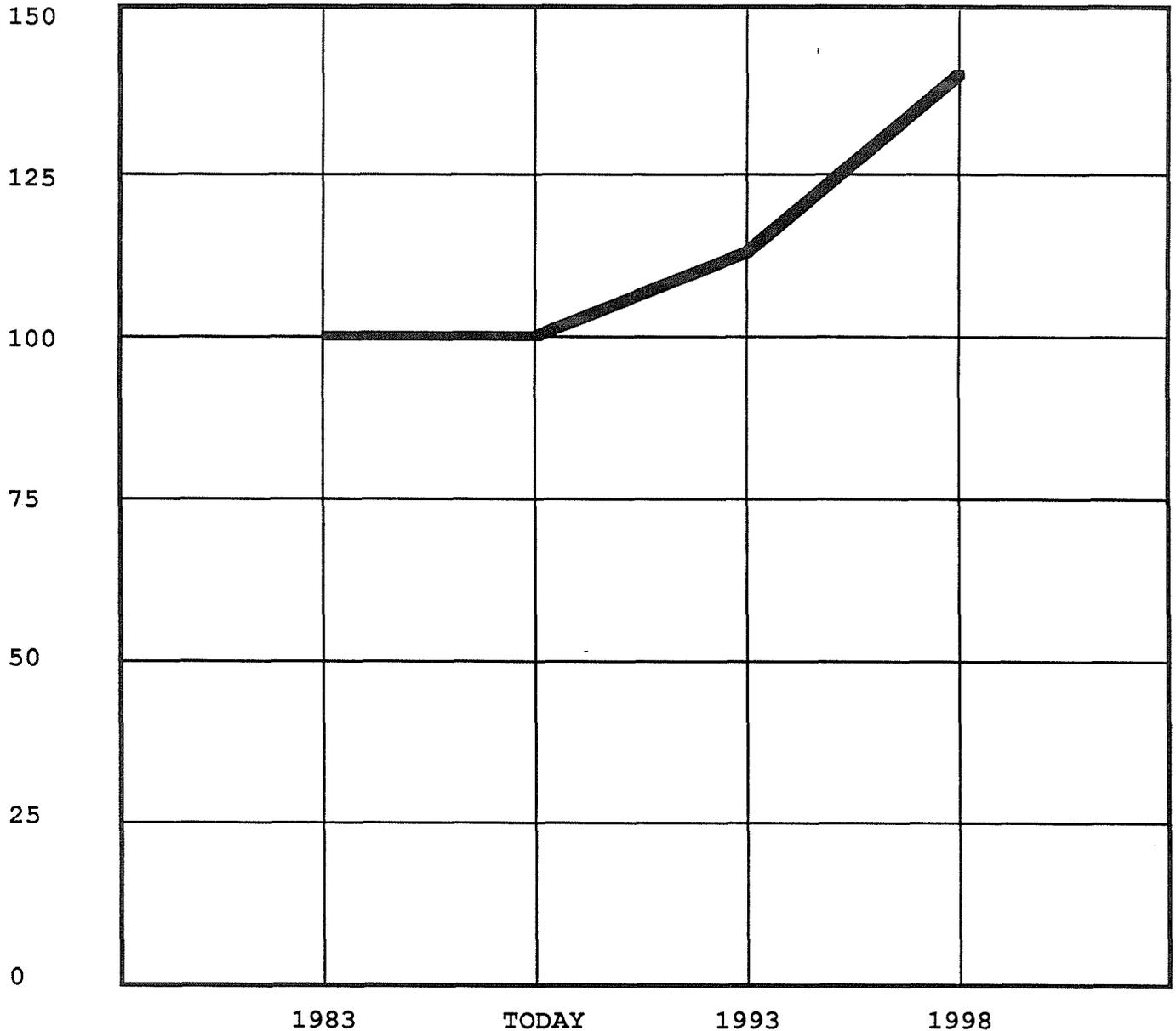
TREND STATEMENT	1983	Today	1993	1998
<b>Trend #1</b> -Public demand for more services.	125	100	125	150
<b>Trend #2</b> -Employee demand for increased compensation.	100	100	115	135
<b>Trend #3</b> -Level of budgetary constraints imposed by governing body.	125	100	125	150
<b>Trend #4</b> -Legislative impact on law enforcement.	75	100	125	150
<b>Trend #5</b> -User fees for Law Enforcement Services.	75	100	125	150

**GRAPH 1**  
**TREND: PUBLIC DEMAND FOR**  
**MORE SERVICES**



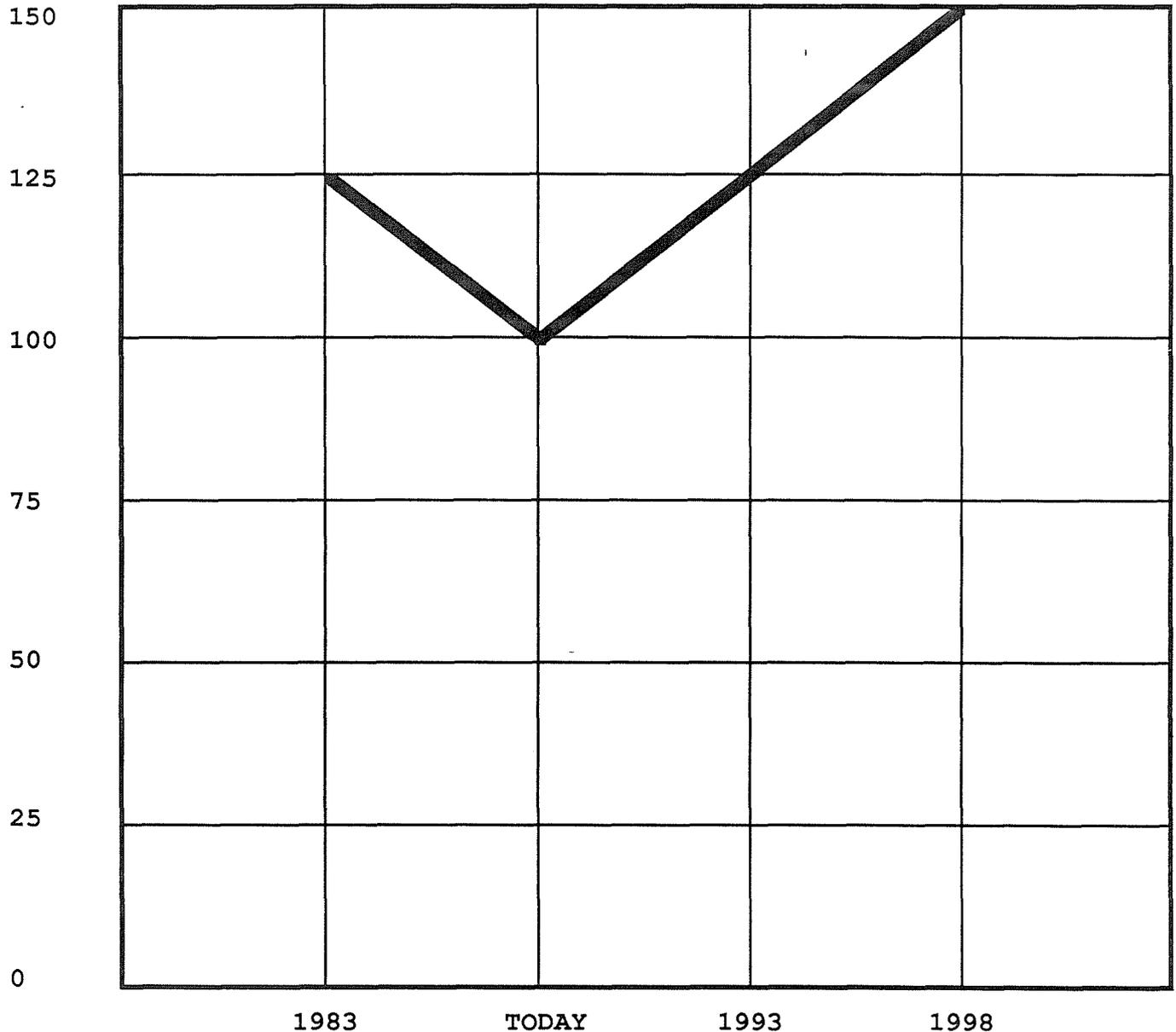
**Public demand for more services.** The group came to a concensus that there would be a continued demand for more law enforcement services in the future. There would be a change in the type of demands; Not just in traditional law enforcement and response to criminal problems, but also a demand for social and civil involvement by the police. An increase in computer and "white collar" crimes will necessitate a shifting or re-evaluation of police training emphasis.

**GRAPH 2**  
**TREND: EMPLOYEE DEMAND FOR**  
**INCREASED COMPENSATION**



**Employee demand for increased compensation.** Although there has been some stability in the degree of militancy in employee demands for compensation, the group felt there would be a continual rise in those demands by 1998. The group felt that employees would strengthen their negotiation posture to seek improvements in benefit packages opposed to basic salary adjustments.

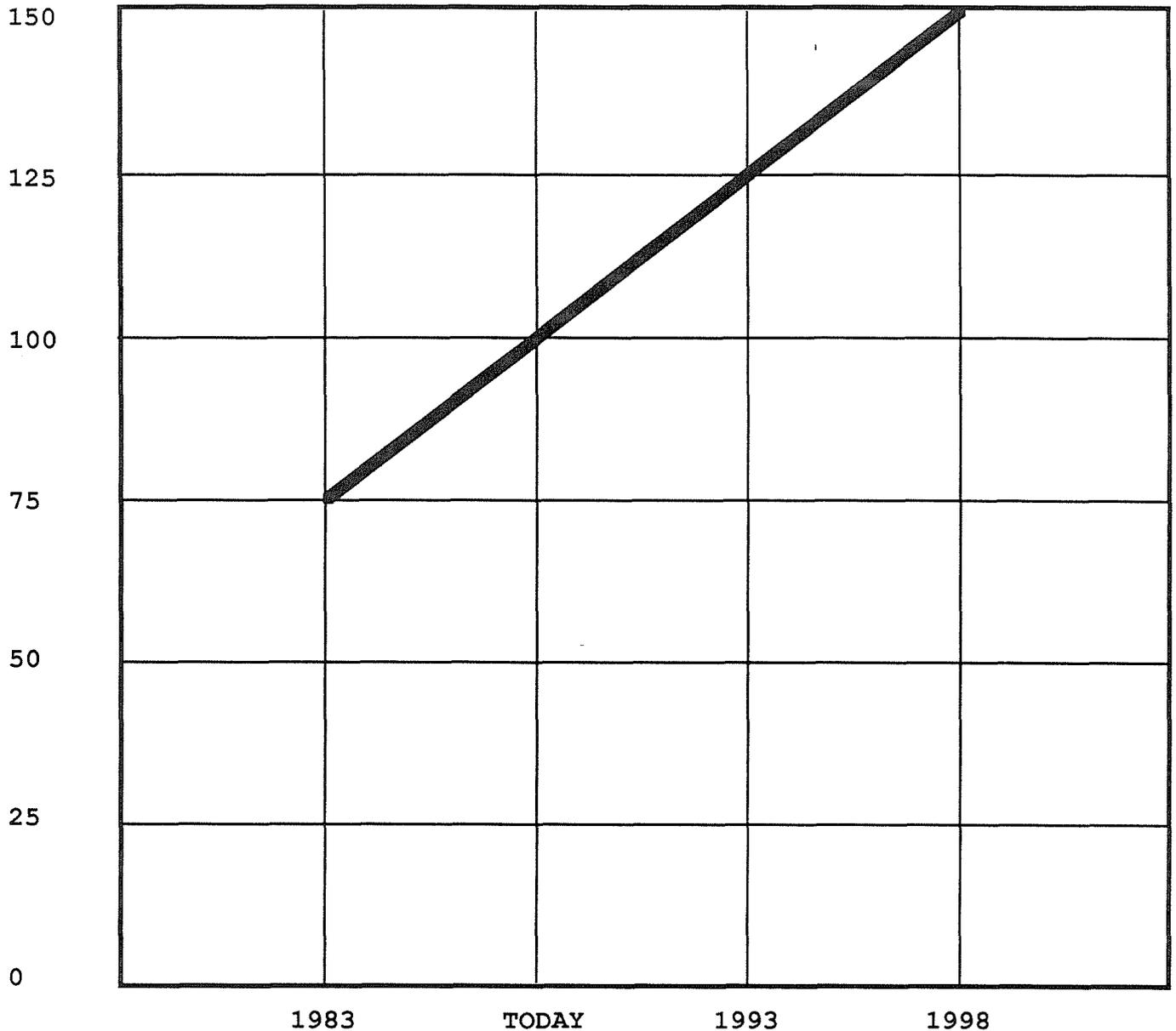
**GRAPH 3**  
**TREND: LEVEL OF BUDGETARY CONSTRAINTS**  
**IMPOSED BY GOVERNING BODY**



**Level of budgetary constraints imposed by the governing body.** The group felt that the first few years following the passage of the Initiative (Prop.#13) brought about severe budgetary constraints, such as postponing capital improvements & purchases, staff reductions, layoffs, retirements and attrition. These constraints eliminated some excesses and have until recently lessened.

However, the national economy, the shifting of federal priorities and the pressing need to resolve the deficit will again result in an increase in the imposition of additional budgetary constraints.

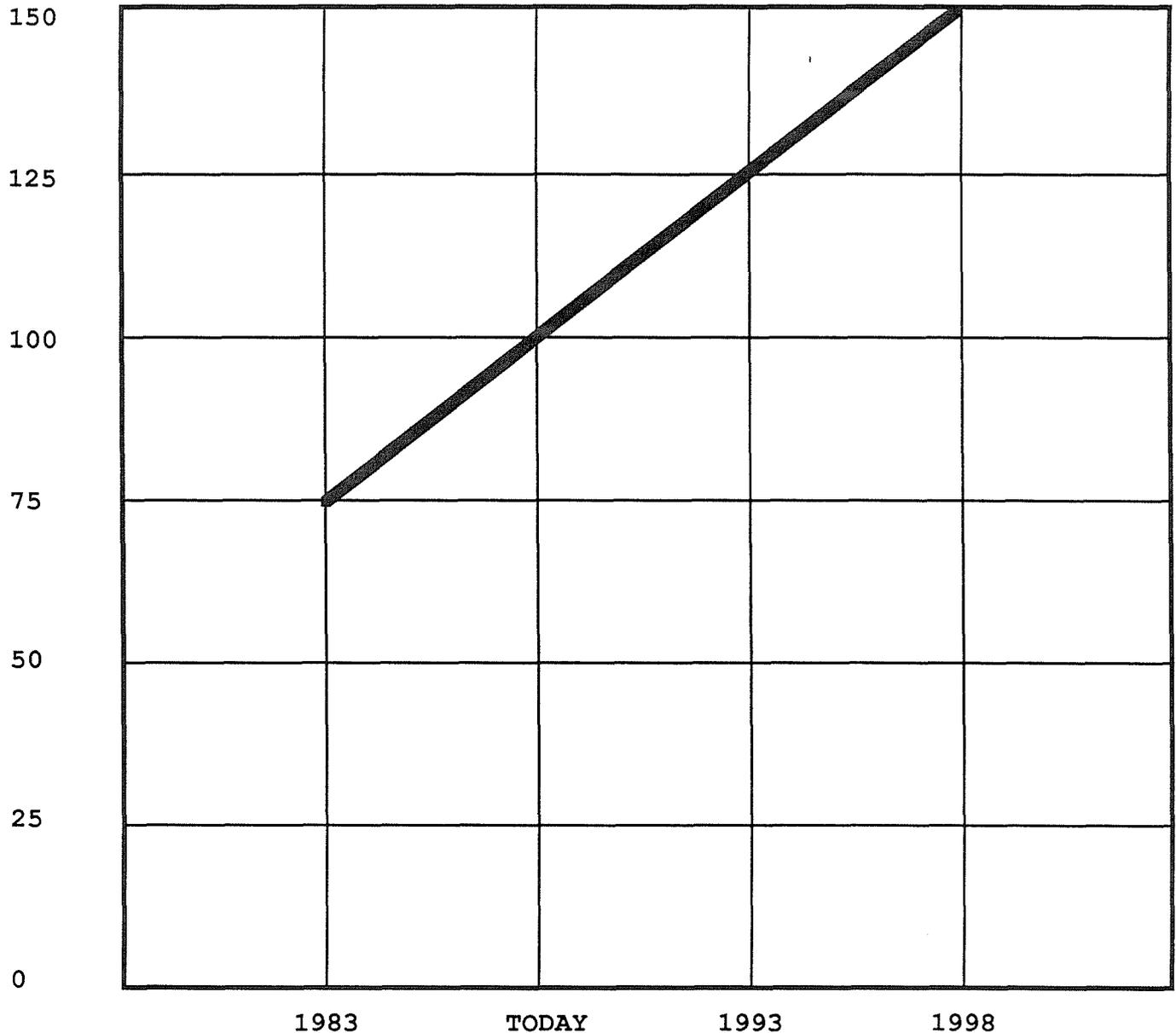
**GRAPH 4**  
**TREND: LEGISLATION IMPACTING**  
**LAW ENFORCEMENT**



**Legislation Impacting Law Enforcement.** There will be a continued in the legislative impact on law enforcement by the year 1998. legislation will be in the form of:

- 1) Criminal legislation - additional and revisions of current statut law enforcement mandates.
- 2) Social legislation - demographic changes among our explo population; increased desire for law enforcement involvement in dea with the homeless, domestic problems, juvenile justice and commu issues.
- 3) Government requirements - education & training mandates, expansio the law enforcement role.

**GRAPH 5**  
**TREND: USER FEES FOR LAW**  
**ENFORCEMENT SERVICES**



**User fees for law enforcement services.** The group was unanimous in expressing their feelings that there has been and will continue to be an increase in the level of user fee charges by 1998. Alarm ordinance administrative charges for driving under the influence, vehicle impounds, habitual disturbance calls, as well as increased fingerprinting and licensing fees are examples currently used in police agencies today. Innovative means of assessing these user fees will be encouraged by local governments.

## Event Identification

The assessment group also identified critical events that, should they occur, would have a significant impact on the viability of contracting law enforcement services. These events were further defined as those occurrences that could alter the course of the selected trends.

The group identified thirty-five candidate events, (Appendix D) subsequently reducing that list to the following five:

1. **Required state funding for all legislatively mandated law enforcement programs.** Every state mandated law enforcement function is paid for by the state, requiring that local enforcement agencies pay only for those community required functions, enforcement of local ordinances, special education, crime prevention and other local requirements of the police
2. **Sales tax increase to 8%.** Raising the sales tax requirement to 8% increases the capability for funding of local programs.
3. **Salaries exceed local revenue base.** Continued rise in police salary demands with no revenue base to cover cost of police protection.
4. **Repeal of property tax limitations.** Lifting the restrictions on property taxation imposed by the passage of the Gann Initiative in 1978.
5. **Major tax structure change.** A shifting of federal priorities, with a change in the tax structure to allocate funds for local law enforcement programs, easing the demands on the general fund.

## CHART 2 EVENT EVALUATION

Following event identification, the assessment group members were asked to assign a numerical figure to each of the events showing the probability of that event occurring by 1993 and again by 1998. The following evaluation chart displays the median probability of the events occurring at that given point, and the median net impact on the issue of contracting of law enforcement services as a viable alternative.

EVENT STATEMENT	PROBABILITY (0-100)		NET IMPACT ON THE ISSUE OF CONTRACTING OF SERVICES (-10 thru +10)
	BY 1993	BY 1998	
1. Required state funding of all legislatively mandated law enforcement programs.	10%	50%	+ 7.5
2. Sales tax increase to 8%.	50%	75%	+ 2.0
3. Salaries exceed local revenue base.	2%	10%	- 7.0
4. Property tax limitations repealed	5%	20%	+ 5.5
5. Major tax structure change.	20%	60%	+ 8.0

While the assessment group was analyzing the critical events, it was noted that because of the group's strong focus in the financial arena, all the events are closely related to one another. These observations, were made regarding the occurrence of the events.

**1. Required state funding of all legislatively mandated law enforcement programs.**

As additional administrative, enforcement, and mandated law enforcement programs require police action; the necessity of state assistance in the funding of these programs becomes unavoidable. The group also felt that state mandated programs would not be so easily enacted and would become much more selective if the state were forced to fund them.

**2. Sales tax increase to 8%.**

An increase in sales tax would bring forth additional revenue for local general funds, allowing some program enhancement. This added tax also increases the expectations of the taxpayer and the expectations of improved or additional service.

**3. Salaries exceed local revenue base.**

As the demand for increased compensation begins to exceed the local revenue base, there will be an immediate and somewhat frantic search to find alternatives to provide enforcement services. New means of producing additional revenue will be sought and other local programs will be eliminated.

**4. Repeal of property tax limitations.**

Because the passage of the Gann Initiative (Proposition # 13) and the recent limitations on revenue sharing have been imposed, the group felt that some repeal of property tax limitations will be enacted. This would impact the availability for general purpose funds and affect the decision on whether or not to consider contracting.

## **5. Major tax structure change.**

As in Event # 4, the influx of additional funds would alter the focus on contracting. It may no longer be as important an alternative.

## **Cross Impact Analysis**

After developing the trends and critical events, the group developed a cross-impact evaluation of the information. A cross-impact evaluation utilizes a matrix designed to illustrate the impact of events and trends and their relationships to one another.

Utilizing the cross-impact matrix to insert events and trends, conclusions are formulated regarding the comparison of events to events and events to trends by the year 1998. The occurrence or non-occurrence of an event, will have a related impact on the probable trends to be affected by that event, or even the occurrence of other events.

In the cross-impact evaluation illustrated on page 23 the events listed on the left of the grid are referred to as actor events. These actor events precipitate changes in the reactor events and trends on top of the grid.

After compiling the cross-impact evaluation, an analysis was made of the observations and stated on Pages 24-26.

# CHART 1 CROSS IMPACT EVALUATION

Suppose that this event with this probability actually occurred by the year 1998. How would this affect the probability of the events shown below?

How would the level of these trends be affected?

		<b>TRENDS</b>									
		<b>E1</b>	<b>E2</b>	<b>E3</b>	<b>E4</b>	<b>E5</b>	<b>T1</b>	<b>T2</b>	<b>T3</b>	<b>T4</b>	<b>T5</b>
<b>E1</b>	<b>50%</b>		Incr. to 100%	Decr. to 7%	Incr. to 50%	Incr. to 75%	Incr. by 33%	Incr. by 12%	Decr. by 33%	Incr. by 16%	Decr. by 33%
<b>E2</b>	<b>75%</b>	Incr. to 65%		Decr. to 7%	Decr. to 7%	Decr. to 7%	Incr. by 16%	Incr. by 12%	Decr. by 20%	-----	Decr. by 7%
<b>E3</b>	<b>10%</b>	Incr. to 60%	Incr. to 100%		Incr. to 70%	Incr. to 90%	-----	-----	Incr. by 40%	Incr. by 9%	Incr. by 40%
<b>E4</b>	<b>20%</b>	Decr. to 5%	Decr. to 50%	Decr. to 5%		Decr. to 50%	Incr. by 30%	Incr. by 25%	Decr. by 33%	-----	Decr. by 25%
<b>E5</b>	<b>60%</b>	Incr. to 75%	Incr. to 85%	Incr. to 40%	Incr. to 50%		-----	-----	Incr. by 30%	Incr. by 40%	Incr. by 10%

**Event #1**-Required state funding of all legislatively mandated law enforcement functions.

**Event #2**-Sales taxes are increased to at least 8%.

**Event #3**-Police department salaries exceed the local revenue base.

**Event #4**-Property tax limitations are repealed.

**Event #5**-A major shifting of the tax structure from local to state controlled.

**Trend #1**-Public demand for more services.

**Trend #2**-Employee demand for increased compensation.

**Trend #3**-Level of budgetary constraints imposed by governing body.

**Trend #4**-Legislative impact on law enforcement.

**Trend #5**-User fees for Law Enforcement Services.

## Event On Event

### **1. Required state funding of all legislatively mandated law enforcement functions.**

Event # 2 - Sales taxes are increased to at least 8%	75% increase to 100%
Event # 3 - Police department salaries exceed the local revenue base.	10% decreases to 7%
Event # 4 - Repeal of property tax limitations	20% increases to 50%
Event # 5 - A major shifting of the tax structure from local to state controlled.	60% increases to 75%

### **2. Sales taxes are increased to at least 8%.**

Event # 1 - Required state funding of all legislatively mandated law enforcement functions.	50% increases to 65%
Event # 3 - Police department salaries exceed the local revenue base.	10% decreases to 7%
Event # 4 - Repeal of property tax limitations.	20% decreases to 7%
Event # 5 - A major shifting of the tax structure from local to state controlled.	69% decreases to 7%

### **3. Police department salaries exceed the local revenue base.**

Event # 1 - Required state funding of all legislatively mandated law enforcement functions.	50 % increases to 60%
Event # 2 - Sales taxes are increased to at least 8%	75% increases to 100%
Event # 4 - Repeal of property tax limitations.	20% increases to 70%
Event # 5 - A major shifting of the tax structure from local to state controlled.	60% increases to 90%

### **4. Repeal of property tax limitations.**

Event # 1 - Required state funding of all legislatively mandated law enforcement functions.	50% decreases to 5%
Event # 2 - Sales taxes are increased to at least 8%	75% decreases to 50%
Event # 3 - Police department salaries exceed the local revenue base.	10% decreases to 5%

Event # 5 - A major shifting of the tax structure from local to state controlled. 60% decreases to 50%

**5. A major shifting of the tax structure from local to state controlled.**

Event # 1 - Required state funding of all legislatively mandated law enforcement functions. 50% increases to 75%

Event # 2 - Sales taxes are increased to at least 8%. 75% increases to 85%

Event # 3 - Police department salaries exceed the local revenue base. 10% increases to 40%

Event # 4 - Repeal of property tax limitations. 20% increases to 50%

Event On Trends

**1. Required state funding of all legislatively mandated law enforcement functions.**

Trend # 1 - Public demand for more services . Increases by 33%

Trend # 2 - Employee demand for increased compensation. Increases by 12%

Trend # 3 - Level of budgetary constraints imposed by governing body Decrease by 33%

Trend # 4 - Legislative impact on law enforcement Increases by 16%

Trend # 5 - User fees for law enforcement Decreases by 33%

**2. Sales taxes are increased to at least 8%.**

Trend # 1 - Public demand for more services Increases by 16%

Trend # 2 - Employee demand for increased compensation Increases by 12%

Trend # 3 - Level of budgetary constraints imposed by governing body Decreases by 20%

Trend # 4 - Legislative impact on law enforcement No impact

Trend # 5 - User fees for law enforcement Decrease by 7%

**3. Police department salaries exceed the local revenue base.**

Trend # 1 - Public demand for more services No impact

Trend # 2 - Employee demand for increased compensation	No impact
Trend # 3 - Level of budgetary constraints imposed by governing body	Increases by 40%
Trend # 4 - Legislative impact on law enforcement	Increases by 9%
Trend # 5 - User fees for law enforcement	Increases by 40%

**4. Property tax limitations are repealed.**

Trend # 1 - Public demand for more services	Increases by 30%
Trend # 2 - Employee demand for increased compensation	Increases by 25%
Trend # 3 - Level of budgetary constraints imposed by governing body	Decreases by 33%
Trend # 4 - Legislative impact on law enforcement	No impact
Trend # 5 - User fees for law enforcement	Decreases by 25%

**5. A major shifting of the tax structure from local to state controlled.**

Trend # 1 - Public demand for more services	No impact
Trend # 2 - Employee demand for increased compensation	No impact
Trend # 3 - Level of budgetary constraints imposed by governing body	Increases by 30%
Trend # 4 - Legislative impact on law enforcement	Increased by 40%
Trend # 5 - User fees for law enforcement	Increases by 10%

In the final analysis, the cross-impact matrix may be interpreted such that because of the NGT group's strong focus on the financial arena, all the events are closely related to one another. The consensus of this group was that the lack of local revenue seemed to be the primary consideration in choosing to explore contracting as a viable alternative.

## Future Scenarios

Scenarios are situations projected at some specified time based upon criteria and probability data. They are descriptions of what may be and not predictions of what will be. There are three basic modes of scenario writing which are generally defined as:

1. Exploratory "Play out" or "surprise free".
2. Normative "Desired and attainable" or "feared but possible."
3. Hypothetical Ask "what if...?" and data should be manipulated accordingly.

To provide insight on the future of contracting by small law enforcement agencies by the year 1998, three futures scenarios are presented below. These scenarios were developed through information during the project research, personal reflection, and the NGT process.

### Scenario One (Exploratory)

It is November 1998 in the rural agricultural community of 10,000 located in the San Joaquin Valley. The time is about 6:00 p.m. in the office of the city Police Chief.

The chief closes the door to his office, drops into his chair, and reflects on the events of the day. The morning had started with a 9:00 a.m. meeting with members of the local chapter of Citizens Have Acquired Professional Police Enforcement Demands (CHAPPED). The public "watchdog" group was unusually upset with what they determined were several instances of inferior police service.

Since the last major legislative change, the new tax structure now only provides funding for police response to major felony crimes against persons. The group was irate that they no longer would obtain the services previously afforded them. The chief informed them that because of spending limitations imposed by the council and the loss of revenue funds previously available to the department, certain services were being eliminated. The CHAPPED representatives were unhappy and voiced their displeasure with the law enforcement service, promising to overcome all adversity and restore the matter through "grassroots" support and future legislative action.

The chief's day continued with a 2:00 p.m. meeting with the city manager, who voiced the displeasure of council members over salary demands made by the police association. The Association was demanding salary and wage increases exceeding the general fund revenue base. The city has yet to sign a memorandum of understanding with the public safety association and there is growing disenchantment between the two groups.

At 4:00 p.m. the chief met with the president of the police officers' association regarding the Association's request for the purchase of fully automatic rifles for issue to all uniformed personnel. The association president expressed displeasure over the spending limitations imposed by the city council on capital outlay purchases and the diversion of funds for wage and benefit commitments.

The events of the day had resulted in the chief now making a decision he had been contemplating for some time. Careful thought and consideration must be given to finding a solution for the fiscal deficiencies of the city's police department.

The chief held a firm personal and professional commitment to his community and to his department, the nucleus of this commitment being to provide the ultimate in community protection and service. Therefore, if the city could no longer afford quality police service and the department could no longer deliver that level of service, a suitable alternative must be found. Perhaps, it was time to put aside personal desires, and explore the most common alternative, contracting.

The chief knew that selling a contracting concept was not going to be an easy task. The council, community leadership, and his own personal preference was to keep their local department. However, he had an obligation to appraise his community leaders of that alternative and recommend that they explore that option.

Yes, he knew his work was indeed ahead of him. All in all, it was just another day at the office.

#### Scenario Two (Normative)

At a March, 1998, city council meeting held in the small valley community of 10,000, three newly elected council members were meeting for the first time after their election. They were eager to fulfill their campaign promises. Two of the three had successfully campaigned on public safety issues, the third on emphasizing public works projects.

Councilman Jones, a local retired police sergeant endorsed by the police officers' association, had for years been unsuccessful in getting the city to allow the county to assimilate the police department into the Sheriff's Department and, therefore, provide he and his co-workers better salaries, retirement benefits, and working conditions. At the continued

urging of friends still on the department, Councilman Jones had begun making informal inquiries into that possibility.

Councilwoman Smith, a local librarian, had specifically campaigned to stabilize law enforcement salaries and benefits. Last year's budget requirement for salary demands had exceeded the local general fund revenue base and had been a point of increased turmoil between the council, community, and employees during that year.

In addition, two local officers had recently been criminally charged and found guilty of brutality and felony conspiracy charges. Another officer had been fired and yet another suspended for improper conduct involving a female minor.

Councilman Brown, an area citrus rancher who resided in the city, was equally optimistic about being elected to the city council. Councilman Brown's desire for public office was to improve city streets, parks, and recreation facilities. For too long, he had felt that the city police were over-paid, over-staffed, and ineffective. His past law enforcement contacts had been with the county sheriff and his ideas of law enforcement were based upon those contacts.

At the completion of the first meeting, the council by a (3-2) vote directed the City Manager and the chief to contact the Sheriff's Department, and explore the possibility of contracting law enforcement services. They gave general directions for a ninety day study, assimilation of all existing police department employees, and minimum staffing requirements.

City staff requested a two week delay in implementing the research, requesting a study session with the council prior to exploring contracting possibilities. The request for a study session was approved, and the process began.

### Scenario Three (Hypothetical)

The year is 1998 and, during the past ten years, there has been a major change in the financial structure and local economy of this small central San Joaquin Valley community of 10,000. The major revenue source for the rural agricultural community has always been citrus industry. Unfortunately, a severe climatic change over the past five years has resulted in severe crop damage. This, in turn, has caused wholesale unemployment, bankruptcies, farm foreclosures, and business failures. The impact on the city revenue base has caused a serious depletion of the general fund. There has been a drastic reduction in police manpower allotments and now the salaries for the police department exceed the total revenue base for the general fund.

The city is governed by a council with deeply rooted traditional community values. They must, however, make a drastic reduction in expenditures. They must try to resolve their fiscal problems by further reducing or eliminating services, even some of those previously considered vital to the city's survival.

The other alternative is to find a cheaper form of providing the same type of service at a similar level. The city council decided to disband its police department and pursue contracting as a viable alternative. The City Manager and Police Chief were directed by the City Council to explore

contracting of law enforcement services with the County Sheriff's department.

Initial meetings with the Sheriff and the County Executive Officer produced less than favorable results. Although the Sheriff was happy to provide the service to the city, there were several matters yet to be resolved.

The city wished to contract a full range of services from the county. This included traffic enforcement, management and leadership training for the city employees employed at the return to custody (RTC) center, and performing marina patrol at the man-made aquatic park.

The sheriff's department had recommended contracting traffic enforcement from the California Highway Patrol, management and leadership training from the California Command College Management and Administration Division (MAD) and aquatic training from the Department of Fish and Game. The sheriff's department was able to provide the uniforms with city patches, vehicles with distinctive city insignia and provide the city with their own sub-station.

With the coordination of the county contract liaison office, both entities felt that these matters could quickly be resolved.

## **STRATEGIC PLAN**

### **Introduction**

Scenario two, a normative future, describes a common occurrence in small cities with limited revenues. Public figures are entering office genuinely concerned with escalating budgetary restrictions and declining community services. Every available avenue is being explored to find a more cost efficient method of delivering community services.

Within the confines of this scenario thought was given toward staff direction and establishing a timetable for a study session on the feasibility of the issue of contracting law enforcement services.

To further facilitate the implementation of this change, it is imperative that a strategic planning process be formulated. Through a process of literature scanning, professional contacts, personal awareness and an assessment of the internal capability of the department, an analysis of the environment for implementation of contracted law enforcement services was accomplished.

This analysis was to assess the weaknesses, opportunities, threats, and strengths as well as the underlying planning involved in such a program implementation and is called a "WOTS-UP" analysis.

For the purpose of this plan, the Lindsay Department of Public Safety will be utilized in formulating this strategic plan. Although specifically written for Lindsay, the plan will be relevant to departments of similar size, demographic composition and general financial condition.

## **Situational Analysis**

### **The Environment**

The City of Lindsay is located in Tulare County in the heart of the San Joaquin Valley. It is a small agricultural community of approximately 10,000 residents, approximately half way between Fresno and Bakersfield. It is known primarily as the home for "Lindsay Olives", one of the largest olive producing companies in the United States, and is also in the center of one of the largest citrus (oranges and lemons) producing areas in the nation. The community is economically dependent upon agriculture with virtually no other local industry.

The demographic population consists of approximately 53 percent Hispanic, 45 percent caucasian, and 2 percent Asian. Much of the available employment is seasonal, therefore, there is considerable transient population, especially among Hispanics.

The city has a council/manager form of government with a five member City Council who advocate growth, and are generally responsive to community desires. The council has attempted to bring about extensive changes within city government, the most extensive of these desired changes which began occurring three years ago in the public safety department.

The Lindsay Department of Public Safety currently consists of nineteen sworn and four non-sworn positions, with communication services provided by contract with the County Sheriff's Department. The current Director of Public Safety was specifically recruited three years ago to replace the former administrator of twenty-nine years.

#### A. Threats

The slow improvement of the city's financial condition has created concern that the city will be unable to continue to fund a local police department. The city is primarily a residential, agriculturally based, rural community, and is not able to rely on industrial and business revenues for tax support.

The loss of revenue-sharing funds, and the increase in insurance liability premiums are other identifiable threats. Consequently, there is an additional burden on government funds and resources.

City facilities and capital improvements become too costly to purchase, maintain or replace, and the threat of a community recession is

highly probable. The recruitment of existing personnel by other agencies and private enterprise, the shortage of interested and qualified law enforcement applicants, and major criminal activity' or increase in community crime are identifiable threats.

#### B. Opportunities

The department enjoys good community and council support. There is a desire to continue, if financially possible, providing law enforcement services at the local level.

In addition, there is unlimited opportunity for high-tech innovation and opportunities to develop other cost recovery methods.

The desire to promote community growth will encourage the expansion of it's geographical boundaries and promotion of community redevelopment projects. Areas of incorporation and redevelopment provide new sources of community revenue.

Because of a low cost of living and a good quality of life, business and industry are slowly being attracted to the area, creating an opportunity to generate a new source of taxes and revenue.

#### Internal Capability Analysis

Five department management and supervisory personnel as well as five randomly selected police officers were asked to rate the internal capabilities of the department. The rating shows the need and capability of the department to implement the change. The median results of the rating are indicated in capability analysis, Charts 3 and 4.

In the first chart, those persons surveed indicated they felt the department had better than average equipment, although in some areas, not technologically advanced. The training received, attitudes, council and community support were also viewed as better than average.

Areas of concern were in pay and benefits, which were problem areas and should be improved. Improvement was needed in city management support, employee retention and potential for growth.

The second rating indicated that the department management staff sought related change. Management personnel were rated as being knowledgeable and educated, however, the culture of the organization rejected change and offered few incentives or rewards. Other than personal satisfaction for implementing effective change, creativity was not especially encouraged.

Although the department's organization competence was rated as average, the city council, city management, and the financial condition of the city discouraged or would not support this major change.

#### A. Strengths

The new chief has been given unanimous support from the council, to facilitate immediate, effective change to improve overall police services and establish a positive image for the police department. During this time period, the chief appointed new management and supervisory staff and the organization has since established a solid foundation of community acceptance and service.

CHART 3  
CITY OF LINDSAY  
DEPARTMENT OF PUBLIC SAFETY  
CAPABILITY ANALYSIS: RATING 1

Instructions

Each item evaluated as appropriate, on the basis of the following criteria:

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

<u>CATEGORY</u>	I	II	III	IV	V
Manpower	___	___	<u>X</u>	___	___
Technology	___	___	<u>X</u>	___	___
Equipment	___	<u>X</u>	___	___	___
Facility	___	___	<u>X</u>	___	___
Money	___	___	___	<u>X</u>	___
Calls for Service	___	___	<u>X</u>	___	___
Supplies	___	___	<u>X</u>	___	___
Management skills	___	<u>X</u>	___	___	___
P.O. skills	___	___	<u>X</u>	___	___
Supervisory skills	___	___	<u>X</u>	___	___
Training	___	<u>X</u>	___	___	___
Attitudes	___	<u>X</u>	___	___	___
Image	___	<u>X</u>	___	___	___
Council support	___	<u>X</u>	___	___	___
C.M. support	___	___	___	<u>X</u>	___
Growth potential	___	___	___	<u>X</u>	___
Specialties	___	___	___	<u>X</u>	___
Mgmt. flexibility	___	<u>X</u>	___	___	___
Sworn/non-sworn ratio	___	___	<u>X</u>	___	___
Pay scale	___	___	___	<u>X</u>	___
Benefits	___	___	___	<u>X</u>	___
Turnover	___	___	___	<u>X</u>	___
Community support	___	<u>X</u>	___	___	___
Complaints rec'd	___	<u>X</u>	___	___	___
Enforcement index	___	<u>X</u>	___	___	___
Traffic	___	___	<u>X</u>	___	___
Sick leave rates	___	___	<u>X</u>	___	___
Morale	___	<u>X</u>	___	___	___

**CHART 4  
CITY OF LINDSAY  
DEPARTMENT OF PUBLIC SAFETY**

**CAPABILITY ANALYSIS: RATING 2**

Instructions:

Each item of the Lindsay Department of Public Safety evaluated as to what type of activity it encourages:

- I Custodial - Rejects change
- II Production - Adapts to minor changes
- III Marketing - Seeks familiar change
- IV Strategic - Seeks related change
- V Flexible - Seeks novel change

Category:

TOP MANAGERS:	I	II	III	IV	V
Mentality/personality	___	___	___	_X_	___
Skills/talents	___	___	___	_X_	___
Knowledge/education	___	___	___	_X_	___

ORGANIZATION CLIMATE:	I	II	III	IV	V
Culture/norms	___	_X_	___	___	___
Rewards/incentives	_X_	___	_X_	___	___
Power structure	___	_X_	_X_	___	___

ORGANIZATION COMPETENCE:	I	II	III	IV	V
Structure	___	___	_X_	___	___
Resources	___	___	_X_	___	___
Middle management	___	___	_X_	___	___
Line personnel	___	___	_X_	___	___

Although still in a state of transition and development, the organization has been identified through an internal and external analysis, as seeking related and familiar change. There is better than average support from the city council.

There is a consensus of concern to provide better salaries, employee retention and benefits. The changes in supervisory personnel have resulted in a satisfactory rating in areas previously rated by the community as inadequate and unacceptable.

On going changes in organizational emphasis, management stability, and an improved public and professional image have further enhanced the department's ability to provide quality law enforcement service.

#### B. Weaknesses

The city and the police officers' association have had difficulty negotiating mutually acceptable contracts. This has caused adverse relations between the employees association and the city management staff. Salaries and benefits remain a constant problem with the employees.

#### Stakeholder Identification And Analysis

When evaluating the strategic plan there should be an examination and identification of those persons and groups who may strongly influence, have a vested special interest in, or otherwise exert some power or influence on the issue. These persons and/or groups are referred to as "stakeholders". Less influential and powerful, but also capable of exercising considerable effect on the issue, are individuals or groups identified as "snaildarters."

Utilizing members of the original assessment group, police management and supervisory personnel and personal reflection, a list of stakeholders was generated. Taken into consideration within this list are the snaildarters who might possibly cause problems of implementation during the program. The following is an analysis of the assumptions generated for the most significant stakeholders in the issue of contracting law enforcement services in small jurisdictions by the year 1998?

A. Taxpayers

1. It does not increase their obligation.
2. It will provide an opportunity for reducing the tax obligation.
3. Allows for the release of funds for other government needs.

B. City Council

1. Releases funds for other areas of city government.
2. Reduces political quandary to increase fees/reduce services.
3. Allows flexibility in addressing other community needs.

C. City Management

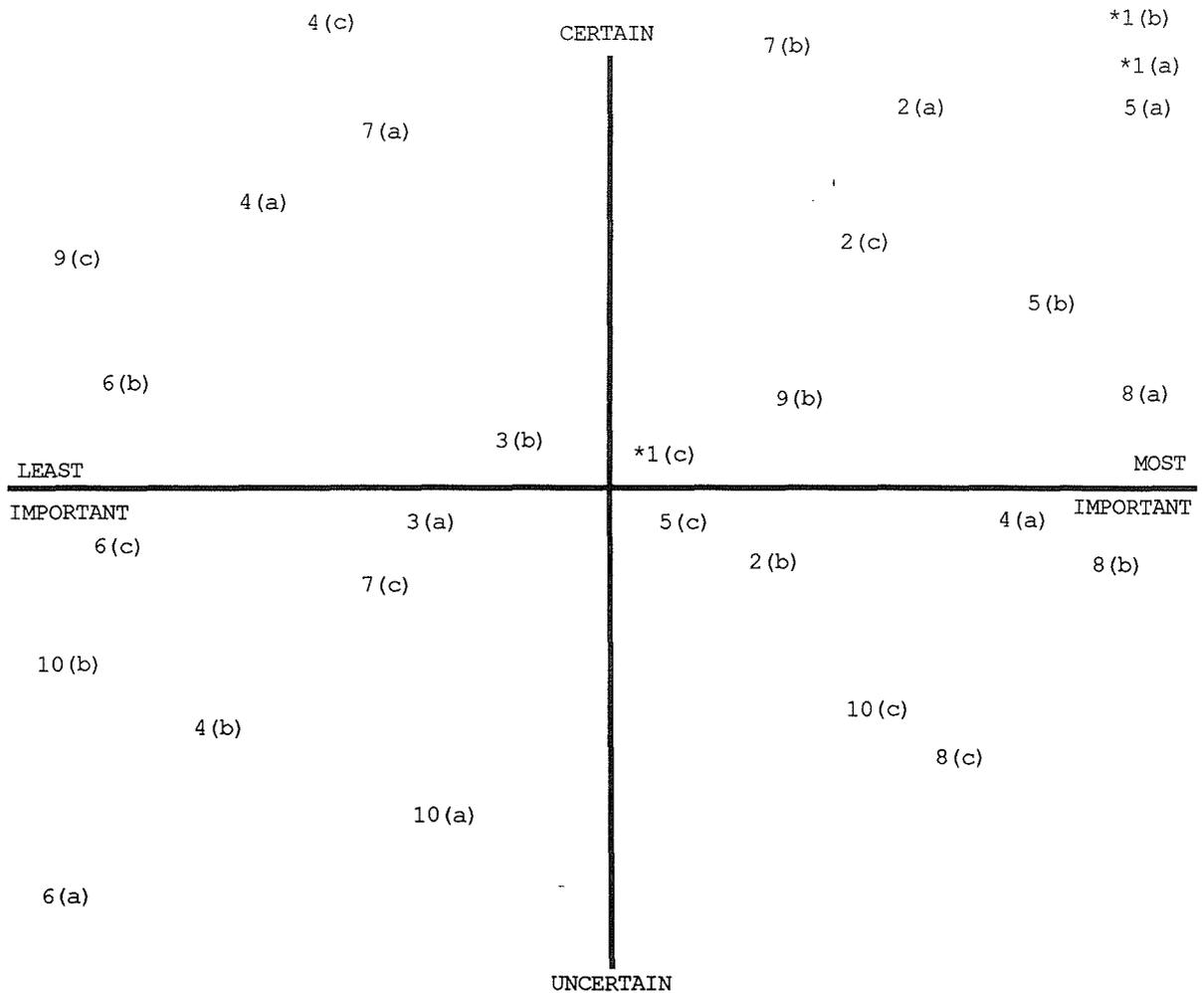
1. Allows alternative funding methods.
2. Increases the ability to provide quality community service.

D. Police Administrators

1. Provides funding for other desired programs.
2. Stimulates the exploration of innovative ideas.
3. Reduces "budget cuts" in other areas.

- E. Police Department Employees
  - 1. Increases job security fears
  - 2. Offers a diversity of assignment in large agency.
  - 3. Provides promotional opportunities in larger agency.
- F. Employee Associations/Unions
  - 1. Allows reallocation of funds for salaries/benefits.
  - 2. Provides long range job security.
  - 3. Reduces argument over unavailable funding.
- G. Legislature-State/Federal
  - 1. Creates the need for local assistance programs.
  - 2. Puts extreme political pressure on legislative officials.
  - 3. Reduction in local autonomy and control.
- H. Private Security Organizations
  - 1. Threatens their financial future.
  - 2. Reduces the need for private security firms.
  - 3. Discourages the formation of new security enterprise.
- I. Business/Retail Community
  - 1. Reduces the variety of law enforcement services.
  - 2. Provides an alternative to elevating local fees.
  - 3. Should improve the quality of service.
- J. Other City Departments
  - 1. Allows diversion of funds from safety programs to their departments.
  - 2. Influences their employer groups.
  - 3. Increases the chances for enhancement of their own financial status.

## CHART 6 STAKEHOLDER ASSUMPTION MAP



1. Taxpayers
  - a It does not increase their obligation.
  - b It will provide an opportunity for reducing the tax obligation.
  - c Allows for the release of funds for other governmental needs.
2. City Council
  - a Releases funds for other areas of city government.
  - b Reduces political quandary to increase fees/reduce services.
  - c Allows flexibility in addressing other community needs.
3. City Management
  - a Allows alternative funding methods.
  - b Increases the ability to provide quality community service.
4. Police Administrators
  - a Provides funding for other desired programs.
  - b Stimulates the exploration of innovative ideas.
  - c Reduces "budget cuts" in other areas.
5. Police Department Employees
  - a Offers job security.
  - b Offers diversity of assignment
  - c Provides salary funding alternatives.
6. Employee Associations/Unions
  - a Offers job security.
  - b Offers diversity of assignment.
  - c Provides salary funding alternatives.
7. Legislature-State/Federal
  - a Creates the need for local programs
  - b Puts extreme political pressure on legislative officials.
  - c Reduction in local autonomy and control.
8. Private Security Organizations
  - a Threatens their financial future.
  - b Reduces the need for private security firms.
  - c Discourages the formation of new security enterprise.
9. Business/Retail Community
  - a Reduces the variety of law enforcement services.
  - b Provides an alternative to elevating local fees.
  - c Should improve the quality of service.
10. Other City Departments
  - a Allows diversion of funds from safety programs to their department
  - b Influences their employees groups.
  - c Increases the chances for enhancement of their own financial status.

## ALTERNATIVE ONE

Privitization of certain non-law enforcement functions will significantly impact the contracting of law enforcement services. The emphasis would be placed on non-enforcement type of functions and those not requiring powers of arrest. Examples of the type of non-enforcement functions include, traffic control, crime scene processing, communications, policing special civic events, and crime prevention activities. A combined effort with private security in the policing of shopping malls, parks and certain recreation areas should also be emphasized.

### Pro:

- Creates a competitive market between the public and private sector.
- Stimulates interest from private enterprise and appears to be a savings to the taxpayer.

### Con:

- Relegates technical investigative and other specialized responsibilities to untrained non-professionals.
- Does not allow for governmental or public accountability for their actions.

### Stakeholder Perception

As previously mentioned, the primary stakeholders, government officials, community groups, and law enforcement personnel, generally will oppose privitization of the law enforcement function. Law enforcement personnel will oppose on the basis of the lack of professionalism, training, and competence, and threatening their career security.

Community groups will oppose because they are paying what they feel are exorbitant taxes and deserve trained, qualified professionals.

Government leaders, aware of the job skills, training and diversity of the requirements of police personnel, will not support this alternative.

## ALTERNATIVE TWO

**Initiate a program to partially contract law enforcement services.** Non-enforcement functions to be performed by civilians, privatized whenever possible, or otherwise eliminated. Patrol operations should continue at the local level. Other specialized services including records, communications, investigations, crime prevention and traffic enforcement should be contracted.

Pro:

- Permits increased flexibility to perform operational and enforcement duties.
- Lowers overall contract costs and permits a comparison of the competence of the contractor and local agency.

Con:

- Creates confusion among the community as to who is responsible for the law enforcement function.
- Creates internal chaos, morale, and disciplinary problems among existing local agency personnel.
- Contributes to the feeling of a lack of ownership and local control by the community.

## Stakeholder Perception

The community group stakeholders will not oppose partial contracting, particularly in some specialized functions. As long as the local agency is still in existence, the community will continue to have a feeling of ownership and of local control. Government groups basically have the same reaction and can also see a savings in law enforcement costs.

Law enforcement personnel would oppose the partial contracting alternative. This would appear to be a personal reflection on their competence and abilities, and creates accountability and morale problems for the managers and supervisors.

## ALTERNATIVE THREE

**The contracting of the complete law enforcement function on an experimental basis for a one year period, with a formalized monitoring and evaluation system.** The assimilation of equipment and facilities by the contractor would not be accomplished until the end of this experimental period.

### Pro:

- This program would provide a comparative evaluation of costs, quality/level of service, feasibility of the change, and community satisfaction with the concept.
- Limiting the contracting experiment to a specific time table, allows the community to re-establish it's local department if desired.
- It creates some positive reaction for existing employees as to future job security.

Con:

- Leaves existing employees in "limbo" as to their career future.
- Exact contracting costs (savings) are not realized because city must retain the existing equipment and facilities during the experimental period.

### Stakeholders Perception

Community groups and the community in general, may see this alternative as losing control of their local department and as a financial albatross if not properly educated and informed. Government officials may accept this program as a temporary solution and an alternative that allows them a political escape. Law enforcement personnel will initially oppose the plan as they will feel a loss of ownership and job stability. Law enforcement management personnel will not support the plan, but will agree to facilitate the experiment if proper guidelines as developed.

## **RECOMMENDED ALTERNATIVE**

Following an evaluation of the three alternatives as well as their short and long term potential impact as a viable alternative for smaller agencies, alternative number three was selected as the recommended alternative for future planning.

### **1. The contracting of the complete law enforcement function on a one year experimental basis.**

The contracting of the complete law enforcement function on an experimental basis for one year, to include a formalized monitoring and evaluation system. The assimilation of equipment and facilities by the contractor would not be accomplished until the end of the experimental period.

This type of experiment permits an evaluation and comparison of services, allows the city to keep their capital investments, yet if unsatisfied, it affords them an economically acceptable method of returning to their own local department.

The temporary experiment may serve as a probationary period of sorts for both the contractor and contractee, allowing input and modification should the city accept the program on a permanent basis.

It affords the contractor the ability to put "the best foot forward" and positively influence those seeking contracting services in the future.

### Administration and Logistics

A review of the assumptions and basic needs of the identified stakeholders, as well as the identification of the negotiable and non-negotiable points, clearly indicates that the general strategy for the plan implementation, is to clarify and exhibit the plan in positive terms that are acceptable to all stakeholders. An attempt will be made to foster a "win-win" situation, employing certain compromise, and trying to balance the needs of the stakeholders, without damaging the plan implementation. A clear communication of the plan must be made to insure a full understanding of forthcoming changes in service. The stakeholders need to be assured of the desired results of the plan implementation.

In order to establish continuity, major control should remain with the governing body developing the plan, to make predictions and to assist in the planning process. The committee should be composed of community and government leaders, elected officials (City Council) as well as the chief and other managers from within the concerned law enforcement agency. To keep the steering committee on track, up to date and

constantly involved in the implementation process, there should be a timetable and transition calendar developed by the chairperson, to include:

- A. Orientation (Bi-weekly, during plan implementation)  
The committee chairperson will properly orientate members on the issue, and will forecast future wants and trends in the initial stages of the strategic plan.
- B. Strategic Planning (Weekly - 3 months) There should be a clarification of role relationships for the contracting agency, including: accountability, administration, personnel deployment and logistics and housing. These relationships are critical in any organizational process, and should clearly be addressed in an experimental program.
- C. Feedback System (Ongoing) Provide a system to insure that complaints, problems, and necessary changes are efficiently and effectively handled.
- D. Final Approval (5 meetings - 2 months) With both the city council and board of supervisors involved in the process, it is necessary to convene several sessions of the governing boards and to include a general combined board meeting to attain final approval for implementing the program.
- E. Implementation (Daily - 180 Days)  
In implementing a strategic plan, decisions are made on the value of both negotiable and non-negotiable points. The plan should be developed by the governing body, and that governing body should keep control of the plan.

## Monitoring And Evaluation

With the evaluation and analysis of the environment, its predictability and turbulence, it is important to initiate a proper planning, monitoring and evaluation process. This process should include a periodic program with the ability to adjust to issue planning when necessary, and the capability to monitor these changes, community needs and desires.

This system should include a plan setting forth a time frame, critical measures of performance, i.e., rise in crime rate, response time and citizen surveys to assess community response to the change in service. It is necessary to ascertain public expectations and those expectations should always be kept in mind during any evaluation process.

A periodic planning system requires evaluation at regular, periodic intervals and a comprehensive evaluation of the contracting system should be made quarterly during the experimental period. At the end of the third quarter, a full evaluation should be conducted to ascertain that required goals and objectives have been achieved.

## Strategic Planning Summary

This project examines the future of contracted law enforcement services in small jurisdictions by the year 1998. The increasing cost of police protection, and recent losses of major revenue sources necessitate that small law enforcement agencies explore contracting as a viable alternative.

Research has shown that communities have a strong desire to retain local control of their law enforcement agencies, and to explore this

concept requires considerable clarification. It is not simply a matter of determining whether or not there exists a practical monetary savings in the delivery of acceptable law enforcement services.

Through a process of identifying trends forecasts and by cross-impacting those trends with certain events, a future scenario was developed. To assess contracting as a viable alternative for small agencies, a list was formulated of those individuals and groups (stakeholders) with a vested interest in the changes. A strategic plan was then developed to guide this plan into implementation. To further facilitate this change in the delivery of law enforcement services, it is now time to formulate a plan for it's transition to the future.

## **TRANSITION PLAN**

To facilitate the issue of contracting as a viable alternative, it is necessary to develop a transition management plan. The plan is designed to ensure a smooth transition into the desired future state and to ensure policy implementation.

During this transition process there is an identification of management structures and control systems, an evaluation of the level of commitment of each member identified in the critical mass, and a determination of their responsibility in the process.

## Critical Mass

An important part of the planning phase of the transition management plan is developing a commitment plan. This is a strategy requiring the support of key individuals or groups necessary for the implementation of the change. The actors, individuals or groups in the plan, make up the critical mass. Generally, the critical mass is made up of those specific individuals or groups playing the most critical role in the transition from a local police department to a contract law enforcement program.

To insure fairness and provide sufficient energy and local input, thereby lending credibility to the transitional structure, the critical mass components in this issue have been identified as follows:

### Government

- Local governing boards/city councils
- CEO's (city managers/city administrators)

### Police

- Administration
- Department employees (Police Association)

### Community Groups

- Merchants Association
- Taxpayer Groups
- Community Leaders

In order to further assess the readiness of the actors to make the transitional change, an assessment chart has been completed for each of the actors identified in the critical mass. Data is contained in charts 7, 8, 9, 10, and 11.

# CHART 7 ASSESSMENT CHART CITY COUNCIL/CEO

## AWARENESS DIMENSIONS

1. Awareness of the nature of the organization's current environment
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)
3. Appreciation that the change situation has some unique and anxiety-producing characteristics
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)

VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
1	2	3	4	5	6

				X	
				X	
			X		
				X	

## MOTIVATIONAL DIMENSIONS

5. Willingness to specify a detailed "vision" of the future for the organization
6. Willingness to act under uncertainty
7. Willingness to develop contingency plans
8. Willingness to activate (follow) contingency plans
9. Willingness to make achievement of the "vision" a top priority
10. Willingness to assess own theory of organizational behavior
11. Willingness to increase organizational dissatisfaction with current situation
12. Willingness to use-authority bases of power and influence
13. Willingness to share responsibility for managing change with other key leaders in organization

1	2	3	4	5	6
			X		
			X		
				X	
			X		
			X		
X					
		X			
			X	-	

## SKILL AND RESOURCE DIMENSIONS

14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization
15. Possesses assessment skills to know when to activate contingency plan(s)
16. Possesses interpersonal skills to effectively employ non-authority based power and influence
17. Possesses personal relationships with other key leaders in the organization
18. Possesses ready access to resources (time, budget, information, people, etc.)

1	2	3	4	5	6
			X		
				X	
			X		
				X	
				X	

# CHART 8

## ASSESSMENT CHART

### POLICE ADMINISTRATION

#### AWARENESS DIMENSIONS

1. Awareness of the nature of the organization's current environment
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)
3. Appreciation that the change situation has some unique and anxiety-producing characteristics
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)

VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
1	2	3	4	5	6

_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____

#### MOTIVATIONAL DIMENSIONS

5. Willingness to specify a detailed "vision" of the future for the organization
6. Willingness to act under uncertainty
7. Willingness to develop contingency plans
8. Willingness to activate (follow) contingency plans
9. Willingness to make achievement of the "vision" a top priority
10. Willingness to assess own theory of organizational behavior
11. Willingness to increase organizational dissatisfaction with current situation
12. Willingness to use-authority bases of power and influence
13. Willingness to share responsibility for managing change with other key leaders in organization

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
X	_____	_____	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	X	_____	_____

#### SKILL AND RESOURCE DIMENSIONS

14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization
15. Possesses assessment skills to know when to activate contingency plan(s)
16. Possesses interpersonal skills to effectively employ non-authority based power and influence
17. Possesses personal relationships with other key leaders in the organization
18. Possesses ready access to resources (time, budget, information, people, etc.)

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____

# CHART 9

## ASSESSMENT CHART

### POLICE DEPARTMENT "RANK AND FILE" EMPLOYEES

#### AWARENESS DIMENSIONS

1. Awareness of the nature of the organization's current environment
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)
3. Appreciation that the change situation has some unique and anxiety-producing characteristics
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)

VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
1	2	3	4	5	6

_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	X	_____	_____	_____

#### MOTIVATIONAL DIMENSIONS

5. Willingness to specify a detailed "vision" of the future for the organization
6. Willingness to act under uncertainty
7. Willingness to develop contingency plans
8. Willingness to activate (follow) contingency plans
9. Willingness to make achievement of the "vision" a top priority
10. Willingness to assess own theory of organizational behavior
11. Willingness to increase organizational dissatisfaction with current situation
12. Willingness to use-authority bases of power and influence
13. Willingness to share responsibility for managing change with other key leaders in organization

1	2	3	4	5	6
_____	X	_____	_____	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	x	_____	_____

#### SKILL AND RESOURCE DIMENSIONS

14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization
15. Possesses assessment skills to know when to activate contingency plan(s)
16. Possesses interpersonal skills to effectively employ non-authority based power and influence
17. Possesses personal relationships with other key leaders in the organization
18. Possesses ready access to resources (time, budget, information, people, etc.)

1	2	3	4	5	6
_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
_____	_____	X	_____	_____	_____

# CHART 10

## ASSESSMENT CHART

### COMMUNITY LEADERS AND GROUPS

#### AWARENESS DIMENSIONS

1. Awareness of the nature of the organization's current environment
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)
3. Appreciation that the change situation has some unique and anxiety-producing characteristics
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)

VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
1	2	3	4	5	6

_____	_____	X	_____	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	X	_____	_____

#### MOTIVATIONAL DIMENSIONS

5. Willingness to specify a detailed "vision" of the future for the organization
6. Willingness to act under uncertainty
7. Willingness to develop contingency plans
8. Willingness to activate (follow) contingency plans
9. Willingness to make achievement of the "vision" a top priority
10. Willingness to assess own theory of organizational behavior
11. Willingness to increase organizational dissatisfaction with current situation
12. Willingness to use-authority bases of power and influence
13. Willingness to share responsibility for managing change with other key leaders in organization

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	_____	X	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____
X	_____	X	_____	_____	_____
_____	X	_____	_____	_____	_____
_____	_____	_____	X	_____	_____

#### SKILL AND RESOURCE DIMENSIONS

14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization
15. Possesses assessment skills to know when to activate contingency plan(s)
16. Possesses interpersonal skills to effectively employ non-authority based power and influence
17. Possesses personal relationships with other key leaders in the organization
18. Possesses ready access to resources (time, budget, information, people, etc.)

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	_____	X	_____

# CHART 11

## ASSESSMENT CHART

### TAXPAYER GROUPS

#### AWARENESS DIMENSIONS

1. Awareness of the nature of the organization's current environment
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)
3. Appreciation that the change situation has some unique and anxiety-producing characteristics
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)

VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
1	2	3	4	5	6

_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	X	_____	_____	_____

#### MOTIVATIONAL DIMENSIONS

5. Willingness to specify a detailed "vision" of the future for the organization
6. Willingness to act under uncertainty
7. Willingness to develop contingency plans
8. Willingness to activate (follow) contingency plans
9. Willingness to make achievement of the "vision" a top priority
10. Willingness to assess own theory of organizational behavior
11. Willingness to increase organizational dissatisfaction with current situation
12. Willingness to use-authority bases of power and influence
13. Willingness to share responsibility for managing change with other key leaders in organization

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	X	_____	_____	_____
X	_____	_____	_____	_____	_____
_____	_____	_____	X	_____	_____
_____	_____	_____	X	_____	_____

#### SKILL AND RESOURCE DIMENSIONS

14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization
15. Possesses assessment skills to know when to activate contingency plan(s)
16. Possesses interpersonal skills to effectively employ non-authority based power and influence
17. Possesses personal relationships with other key leaders in the organization
18. Possesses ready access to resources (time, budget, information, people, etc.)

1	2	3	4	5	6
---	---	---	---	---	---

_____	_____	_____	X	_____	_____
_____	_____	X	_____	_____	_____
_____	_____	_____	_____	X	_____
_____	_____	_____	X	_____	_____
_____	_____	X	_____	_____	_____

In the short term, the administration must be able to support without bias the concept of the community, and have a firm commitment to the plan. Both the chief law enforcement officer and the governing board must be convinced that a commitment of time and resources is essential to the positive impact of the reorganization process. These positions and personal abilities have a positive impact on mobilizing community support and acceptance of the concept.

#### C. Rank And File Employees

The police association is a stakeholder composed of rank-and-file members who will "let change happen." They have sincere concerns about their particular place and role in the new plan. Initially, opposition is expected from this group as feelings of anxiety and insecurity in initiating a new concept, are foremost in their thoughts. They see the plan deviating from traditional policing concepts, however, the opportunity for career enhancement, specialization, and personal and professional growth will encourage them to let the change happen.

The police association is expected to negotiate a Memorandum of Understanding (MOU), and to exercise considerable political influence.

#### D. Community Groups/Leaders

The community groups will be divided between "help change happen" and "let change happen". There is expected to be flexibility where selection of a director is concerned, and which individuals will serve on specific advisory groups. The primary interest here is to insure there is a "feedback" mechanism.

These groups feel they will be favorably impacted by the increased level of professional service provided in a contracted law enforcement program. Some express concerns as to local control, and the loss of individual community identification, as well as personal contact with the police.

To negotiate the acceptance of this plan, a strategy for implementation has to be developed, fostering the acceptance of the plan, and positive negotiations should be started immediately. The governing body should clearly emphasize the benefits and minimize the threats to those persons involved and the administration has to enter negotiations aware of potential sources of conflict.

They should be prepared to resolve those differences and as issues of conflict arise, they have to be clarified, insuring that everyone is considering the same point. By being fully aware of each stakeholder's individual agenda, and by actively listening with an open mind, a win-win approach should be sought by all those involved. Once there is a basic agreement on the issues, differences can be resolved, or at least negotiated to a point of compromise, and a direction can be established. The plan is then ready for implementation and for the process to begin.

These stakeholders have strong political power in short and long term and are able to exert pressure on their governing boards. This influences their position on the passage of initial legislation mandating the process. They are already involved in taxpayer and neighborhood associations, and will actively support plan implementation properly marketed by police administrators.

## CHART 12 COMMITMENT PLANNING

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

### TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF EXECUTIVE OFFICER			X	O
CHIEF LAW ENFORCEMENT ADMINISTRATOR				X O
POLICE DEPARTMENT RANK AND FILE EMPLOYEES		X	O	
LOCAL ELECTED GOVERNING BOARD			X	O
MERCHANT'S ASSOCIATION		X	O	
TAXPAYER GROUPS			X O	
COMMUNITY LEADERS		X	O	

X = PRESENT POSITION  
O = DESIRED POSITION

#### E. Taxpayer Group

The taxpayer group constituency will "help change happen." This group is substantially impacted by the service received. The taxpayer group will benefit through increasing property values, a potential for reduced insurance rates, and the stabilization of property and business taxes. All these are enhanced by the increase in the quality of services, with no increase in taxes.

#### **Transition Management Structure**

It is imperative that a law enforcement contracting steering committee be established to facilitate and assure that a well-managed objective-driven transition process occurs. This steering committee should be composed of at least two elected officials, the chief executive of the city and the city's chief law enforcement official. In addition, a command-level representative of the agency providing the contracting services, along with at least two local business or community leaders, should comprise the committee. This membership will hopefully insure adequate representation without making the committee too cumbersome to function efficiently and effectively. The Responsibility Chart on Page 63 illustrates the responsibilities of those in the transition structure.

#### **Technologies**

The initial meetings should be to explain the legal mandates of the imposed legislation, the proposed goals of the strategic plan, the purpose of the committees, and their respective roles in the process. There should be a broad overview of potential problems, both real and perceived

# CHART 13

## RESPONSIBILITY CHART

DECISION/TASK	PROJECT DIRECTOR	CITY MANAGER	COUNCIL MEMBER	POLICE ASSOCIATION PRESIDENT	COMMUNITY REPRESENTATIVE	PROJECT MANAGER
DEVELOP FEASIBILITY PLAN	R	A	A	S	I	S
GAIN CITY MANAGER SUPPOT	R	I	-	A	-	S
GAIN COUNCIL SUPPORT	S	R	-	A	-	S
DEVELOP JOINT POWERS AGREEMENT, CONTRACTS	A	A	A	S	-	R
GAIN COMMUNITY SUPPORTR	R	S	S	S	S	S
DEVELOP IMPLEMENTATION PLAN	A	I	I	S	-	R
COORDINATE PROGRAM	S	I	I	I	-	R
EVALUATION	S	A	I	I	I	R

R = RESPONSIBILIY    A = APPROVE    S = SUPPORT  
I = INFORM        = IRRELEVANT TO DECISION

Subsequent meetings should be for the identification of fiscal, community, and human resources; the assignment of individual responsibilities; the coordination of activities, and the monitoring of progress.

### Transition Plan Summary

This has been a description of the critical mass relevant to the implementation of the strategic plan, which establishes the level of commitment necessary from each constituent. This level of commitment was reached by clarification and agreement of the issue involved, the resolution of the differences, and a negotiation or compromise process. Extremely important in the development of the critical mass is the mobilization of citizens by police administrators and elected city officials. The governing body and staff have to believe in the contracting concept and be able to deliver the concept to the community.

To gain community support, the chief of police has to be included in the planning and research phases of the concept to share ownership. Proper marketing of the plan by the police administration will also gain substantive support prior to advancing the plan for adoption by the governing board. Effective administrative support is seen as a key to the success of the contracting system. The support of the stakeholders not directly involved has to be obtained and winning their support is primarily an administrative responsibility.

The logistic support needed to carry out the recommended course of action appears to be fairly clear and basically routine. The logistical support is agreed upon when the city enters into the contracted agreement, specifying the services to be secured, and the contracting city agrees to pay for the services requested.

In negotiations with the involved stakeholders, the general strategy is to explain, clarify, and gain acceptance of the aspects of the plan to contract law enforcement services. It should be done in positive, energetic terms, fostering a spirit of community cooperation and involvement, and looking for win/win situations in all cases.

Utilizing the chief law enforcement administrators as the connecting link, the transition management structure has employed the appropriate resources, energy, and commitment from the critical mass that is necessary for the plan implementation.

## **CONCLUSION AND FUTURE IMPLICATIONS**

At the conclusion of this study, one can determine there is a need for small cities to actively explore contracting as a viable alternative for small jurisdictions by the year 1998. Public expectations of law enforcement service will necessitate that alternatives such as contracting, consolidation or regionalization be considered in the future.

Specialized or limited contracting in some form as is currently practiced, i.e., custodial care, communication records, laboratory services, scientific analysis, training, investigations, and purchasing, will continue to increase in acceptability. Currently in excess of 21% of all California cities currently contract their complete law enforcement function. The contracting issue is of paramount importance to small cities, if those cities are to continue to exist as separate entities and if they are to continue to provide other required city services.

The research indicates the cost of providing law enforcement services continues to escalate. Although the taxpayers want their own

local agencies, police and government officials must share with their communities the level and quality of law enforcement service which they are able to afford. The inability to attract and retain qualified personnel, failure to maintain pace with current technology, lack of specialized capabilities and general dissatisfaction with the local police department, are also major points to consider when debating contracting of law enforcement services. It is by no means clear that contracting is the panacea for all small communities with financial difficulties and this was clearly indicated in the almost equal division in the response of the cities polled in the project.

However during research for the project, one issue did surface that warrants more exploration and should be addressed in future studies. That issue is regionalization. Currently, consolidation of certain law enforcement functions is already providing some advantages to be gained through a properly planned regionalization process.

The facilitation of the plan must include a planning process with a capability to adjust to issues and, equally as important, a capability to monitor the changes, as well as to focus upon community needs and desires. The facilitation of the plan is dependent on the ability of law enforcement and government officials to thoroughly inform the public, municipal governing boards of the problems and advantages of this alternative.

## ENDNOTES

1. Hall, L. C., Regionalization. Unpublished manuscript. University of Southern California, Los Angeles, CA.
2. Contract Law Enforcement, San Bernardino County Sheriff's Department Station Commander's Guide, (4).
3. Government Code of the State of California, Sections 51300 - 51521.
4. Pachon, H. P., Loverich, N. P. 1977. Consolidation of Urban Public Services: A Focus on the Police Public Administration Review, (38 - 47).
5. Reeves, S., Staff Writer, Fresno Bee Newspaper, Sunday, April 10, 1988, A1.
6. Ostrom, E. Whitaker, G. 1973, Does Local Control of Police Make A Difference? Some Preliminary Findings. American Journal of Political Science, 17, (48-76).
7. Manis, K. 1986, Contract Law Enforcement In the City of La Canada/ Flintridge An unpublished manuscript, California State College at Long Beach, California.
8. Nathan, L. S. 1971, Contracting For Law Enforcement Services. International City Management Association, (4 - 5).
9. Ibid.
10. Contract Law Enforcement, 1981. Los Angeles County Sheriff's Department, Merger Manual Guidelines & Procedures, (2).
11. Wickum, T. 1986. Year 2000--California City Police Departments--a dying tradition? Commission on Peace Officers Standards and Training

## BIBLIOGRAPHY

Bilanin, J. 1974. Law Enforcement in small cities. Management Information Service Report, 12:8.

Contract Law Enforcement, 1981. Merger Manual Guidelines and Procedures, (2) Los Angeles County Sheriff's Department.

Contract Law Enforcement, Station Commanders Guide, San Bernardino County Sheriff's Department.

Department of Justice. 1987. Employment data for California Law Enforcement - 1987. Sacramento, California: Commission on Peace Officers Standards and Training.

Diaz, Richard A. 1986. The future role of California small law enforcement agencies - is there one? Sacramento, CA: Commission On Peace Officers Standards and Training.

Government Code of the State of California, Sections 51300 - 51521.

Hall, L. C. Regionalization, Unpublished manuscript, University of Southern California, Los Angeles, CA.

Lehman, Jr., Albert E. 1987. Expectations of public law enforcers in the year 2000. Sacramento, CA: Commission on Peace Officers Standards and Training.

Manis, K. 1986. Contract Law Enforcement in the City of La Canada/ Flintridge. An unpublished manuscript, California State College at Long Beach, CA

Nathan's L. S. 1971. Contracting For Law Enforcement Services, International City Management Association.

National Advisory Commission on Criminal Justice Standards and Goals. 1973. Police. Washington, D.C.: U.S. Government Printing Office (7).

Ostrom, E. Whitaker, G. 1973. Does Local Control of Police Make A Difference? Some Preliminary Findings. American Journal of Political Science, 17. (48-76)

Pachon, H. P. Loverich, N. P. 1977. Consolidation of Urban Public Services: A focus on the Police Public Administration Review (38-47)

Reeves, S. Staff Writer, Fresno Bee Newspaper, Sunday, April 10, 1988, A1.

Storne, Jack B. 1986. Regionalization. Is it a viable concept for law enforcement by year 2000? Sacramento, CA: Commission on Peace Officers Standards and Training.

Wickum, Thomas B. 1986. Year 2000--California City Police Departments--A Dying Tradition? Sacramento, CA Commission on Peace Officers Standards and Training.

## APPENDIX A POLL QUESTIONS

Has contracting of law enforcement services affected the quality/level of service now provided?

What has been the major advantage to your jurisdiction in contract law enforcement services?

What has been the major disadvantage to your jurisdiction in contracting law enforcement services?

Do you feel that small law enforcement agencies provide a level of service which can duplicate that of a larger agency?

Do you feel that the question of "local accountability or control" has been adequately answered?

Has contracting of law enforcement services allowed you to operate under tighter economic conditions?

Do you feel that providing contractual law enforcement services has created a major fiscal difficulty for your jurisdictions?

Has the level of service decreased in non-contract areas because personnel are being utilized in contract jurisdictions?

Are some true costs of providing contracted law enforcement services being borne by the agencies providing the service as opposed to being actually shown?

## APPENDIX B

### NOMINAL GROUP TECHNIQUE (NGT) PARTICIPANTS

- 1 Police Manager
- 1 City Public Works Director
- 1 City Finance Director
- 1 City Manager
- 3 Community Leaders

## APPENDIX C

### NOMINAL GROUP TECHNIQUE (NGT) CANDIDATE TRENDS

1. Level of revenue-sharing funds
2. Public demand for more services
3. Employee demand for increased compensation
4. High-tech innovation
5. Population level
6. Private funding
7. Tax laws
8. Initiative process
9. Cost recovery
10. Training costs
11. Demographics
12. Government administration
13. Level of budgetary constraints imposed by governing body
14. Level of crime
15. Need for specialization
16. Employment rate
17. Politics
18. Development/growth
19. Legislative-impact on law enforcement
20. Extent to which community accepts traditional values
21. Competition with private enterprise for employees
22. Competition with contract provider for police services

23. Municipal liability insurance premium
24. Public apathy
25. Service level
26. Vigilante participation
27. Formation of law enforcement districts
28. Charging for specific police services

APPENDIX D  
NOMINAL GROUP TECHNIQUES (CANDIDATE) EVENTS

1. Change in elected official
2. Sales tax increased to at least 8%
3. Major judicial rulings affecting local government expenditures
4. Salaries required for P.D. exceed revenue base
5. Laws passed demanding accountability for P.D. spending
6. Legislative mandate affecting law enforcement
7. Major legislative action affecting local government expenditures
8. Major reduction in revenue sharing
9. Department misconduct scandal
10. Spending limits repealed
11. Loss of state sales tax
12. Citizen expectation for response time exceeds ability
13. Taxpayers revolt (e.g. Prop. 13 type)
14. Expansion of geographical boundary
15. War
16. Mandatory growth controls
17. Abortion and right to die laws
18. Use fees for municipalities capped by courts
19. Illegal immigration up by 25%
20. Supreme Court stops drug enforcement
21. School board push for dramatic drug enforcement awareness
22. Employee strike

23. Federal government usurps state responsibilities
24. Major criminal activity affecting community
25. Repeal of property limitations
26. Tax returned to local agency decreased
27. Legal immigration influx
28. Change in administrative priorities
29. Major judgment against government entity
30. Population decreased by 10% by 1995
31. Resurgence in capital punishment
32. Major man-made disaster
33. Major national disaster
34. Government scandals
35. Agricultural community recession