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**HOW WILL MEDIUM SIZE LAW ENFORCEMENT  
AGENCIES BE FUNDED IN CALIFORNIA BY THE YEAR  
2000?**

**TECHNICAL REPORT**

**BY**

**DEL HANSON**

**COMMAND COLLEGE CLASS 19  
COMMISSION ON PEACE OFFICER  
STANDARDS AND TRAINING  
(POST)**

**SACRAMENTO, CALIFORNIA**

**JANUARY, 1995**

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

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

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

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

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How Will Medium Size Law Enforcement Agencies Be Funded in California By the Year 2000.

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The future of funding California medium size law enforcement agencies is examined to determine what the funding structure for public safety will be by the year 2000. The study encompasses a futures study of the alternative funding mechanisms available to law enforcement and significant trends and events are analyzed and forecasted to determine their impact on the central issue. The study findings include suggestions to change budgeting practices away from the general fund concept to a separate public safety fund for law enforcement. Scenarios are profiled to determine the impacts of change on the central issue or the repercussions for law enforcement if change does not occur. A model strategic plan is presented for change to a more flexible system of budgeting. A transition management plan concludes the study which offers a model for an orderly change to the desired future state. Appendixes of non-extrapolative forecasting results, references, and a bibliography are included.

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A Journal Article

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Commission on Peace Officer Standards and Training  
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## INTRODUCTION

Government officials have consistently been criticized for management practices that waste the taxpayer dollar. Consequently public administrators have been stung by statements like the following:

"If I ran my business like they run government, I'd be in  
Chapter 11 by the weekend."<sup>1</sup>

Today's taxpayer just doesn't have faith in government spending, and as a consequence law enforcement funding suffers.<sup>2</sup> Citizens expect government to be managed professionally like successful private businesses, and are dismayed when wasteful practices continue at all levels of the bureaucracy. From the 1930's through the 1960's, government designed large, top-down, centralized bureaucracies in which tasks were broken down into simple parts, each the responsibility of a different layer of employees, each defined by specific rules and regulations.<sup>3</sup> With their rigid preoccupation with standard operating procedure, their vertical chains of command and their standardized services, these bureaucracies were steady - but slow and cumbersome.<sup>4</sup> In today's world of rapid change, lightning quick information technologies, tough global competition, and demanding customers (citizens), large top-down bureaucracies - public and private - do not work very well.<sup>5</sup> The budget systems for government (and law enforcement), numerous separate accounts with line items, was designed by reformers during the Progressive Era to control the Boss Tweed types and their cronies. This budget system provided accountability to control the 5% that were dishonest, but has now become a cumbersome time consuming process in an age where quick information is vital to an

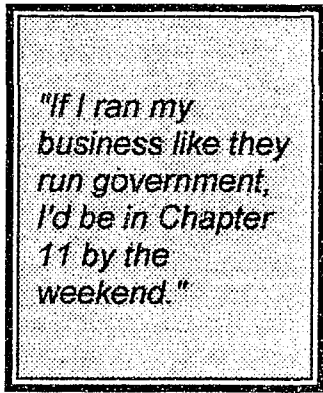
organization.<sup>6</sup> Staff members spend months at justifying expenditures, many times over budgeting, anticipating the annual 5% across the board cut from the overall budget. Wasteful practices of spending every nickel in an account is also popular. The manager who does not spend the money faces a reduction in his/her accounts the following year. This budget system sets up an incentive to spend the taxpayer dollar rather than save it, and experienced managers have long since mastered the many ways of evading the accounting controls anyway. In fact, mastering the budget system and designing evasion techniques are often the reason the manager made it to management.<sup>7</sup>

In 1978, the California populace spoke and Proposition 13, the Jarvis-Gann Initiative, was born. The following year Proposition 4, another successful tax relief and spending limitation measure, was voted in. The message from the taxpayer was very clear, a complete lack of trust and faith in the fiscal management practices of government. At a stroke, California property tax bills were slashed by an average of 57%, a total of \$6.6 billion the first year.<sup>8</sup> A major affect of this initiative shifted power for local spending from city councils and county boards to state government in Sacramento. Without the necessary revenues to operate their cities and counties, local officials have been forced to beg for help from the State legislature.<sup>9</sup> Once residents realized local officials didn't have the resources to improve their schools and provide police protection, those who could afford it placed their children in private schools and hired their own neighborhood security forces.<sup>10</sup>

In recent years, California has realized a decline in fiscal resources. The State had a major investment in defense and aerospace and had hundreds of thousands who were

either employed by the federal government or who were military personnel assigned to one of the many installations in this State. This setting made California particularly vulnerable to both the recession and federal government cutbacks in defense spending. Base closures, cancellations with defense contractors and aerospace cutbacks set the State in a financial tailspin. The Legislative Analyst's Office has stated that California has generally received about 20% of the national defense spending and derived around 7% of its income from military bases.<sup>11</sup>

California's current recession has cost the State 750,000 jobs since 1990 - more than 400,000 in Los Angeles County alone.<sup>12</sup> According to studies conducted in 1992 by the State's five largest utility companies, over 1000 manufacturing firms have left the State since 1980.<sup>13</sup> United Van Lines reported in 1992 that 55% or more of all the firm's California shipments are outbound rather than inbound. Moreover, U-Haul reports a generally similar exodus from California.<sup>14</sup>



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Even with large numbers of residents leaving the state, California's total population is booming, largely due to the record levels of both legal and illegal immigration. Including their American born children, immigration has accounted for 85-90 percent of the State's population growth in 1992.<sup>15</sup> Immigration, however, takes a tremendous toll on state services like health care and public schools. Undocumented aliens cost State and local governments \$3 billion a year; Governor Wilson's office estimated the immigration population costs State government \$5 billion a year more than



it pays in taxes.<sup>16</sup> In 1993, California residents were hoping for some sign of recovery from this massive recession, though a report from the UCLA Business Forecasting Department predicted the State had not yet hit bottom.<sup>17</sup>

As State funding decreases and more and more local taxes are shifted to the State budget, local law enforcement scrambles to try and make up deficits to provide quality services. Adding to this dilemma is the problem of working with outdated budgeting systems which do not provide the necessary flexibility for a law enforcement executive to be creative with his/her resources. As a result, law enforcement administrators have looked at a variety of funding sources outside of their traditional revenue base to offset budget shortfalls. Private foundations,<sup>18</sup> asset forfeiture and the creation of revenue by providing private law enforcement services,<sup>19</sup> are just three examples of alternative funding sources which have been introduced as a result of budget shortfalls at the local level.

The subject of law enforcement generating revenue is not without controversy. Many believe the asset forfeiture laws in California were too liberal and allowed police and prosecutors to seize the property of civilians without the necessary safeguards. In January of 1994, the State legislature declined to pass a bill which would have continued the asset forfeiture law as written and instead allowed it to expire. Complaints of abuse of the system were well chronicled. News media sources were quoted as saying suspicion and hearsay has resulted in the confiscation of tens of thousands of civilian properties, including automobiles, cash and real estate.<sup>20</sup> In his investigative report Gary Webb states;

" The asset forfeiture law was intended to compensate for the post-Prop 13 fiscal restraints which have reduced local law enforcement's abilities to deal with narcotics trafficking. At the time the law was passed, then Governor Brown's legal advisors worried whether "local law enforcement should profit from enforcing the law."<sup>21</sup>

Moreover, allegations of government misconduct has surfaced in Sacramento where private ambulance services are being replaced by fire department personnel. Charges of low-ball estimates to transfer the services to the public sector have been alleged after fire personnel asked for 131% increase in fees just one year after the competitive bidding process was eliminated.<sup>22</sup> This kind of public sector "bait and switch" creates additional frustrations for citizens who expect local government to operate in a fiscally responsible manner.

These same philosophical, political and legal concerns are present today when law enforcement begins to generate revenue in the course of enforcing laws. Does law enforcement have sufficient safeguards in place that can minimize the abuse, or the perception of abuse, of a revenue generating system for law enforcement? This is a question that is presently being posed in many circles today.

As previously indicated, government copied the budgeting methods of business from the early 1930's using the model of the Taylorism years. Multiple accounts with numerous line items and rigid controls over the movement of funds were commonly used. With the current economic factors known, and forecasts that indicate little change for

California in the future, several questions face the leadership of California's law enforcement. How will medium size law enforcement agencies be funded in California by the year 2000 and how will this funding be structured? What type of controls will be necessary to provide accountability over potential funding structures and can services be delivered equally within the community.

In an effort to provide answers to these questions, the author conducted an in-depth study of this problem as an independent study project for the California Commission on Peace Officer Standards and Training (POST) Command College. As part of the project, a futures study was conducted to develop potential trends and events that could impact this issue by the year 2000. This study was later used in the project as the basis for development of a strategic plan.

The futures study identified several important trends that focused on citizen expectations and deserve further discussion within this paper.

Today's taxpayers expect government to operate more efficiently, and adopt successful practices established in the business community. Many people however recognize that government must survive in a much different environment than business, and that frequently government is driven by external forces unrelated to its mission, such as politics. However, citizens expect efficiency and have an expectation that government can operate within some of the same fiscal practices as private business.

The research also indicated a strong citizen interest in adequate public safety funding. With the media chronicling violent episodes on the nightly news, many citizens fear being victimized by crime. This fear has driven their desire to maintain and/or

increase funding levels for law enforcement. Additionally, community residents have an interest in setting funding priorities within specific government departments of interest. This trend indicates a public that is willing to increase funding to obtain adequate resources for what they perceive as community priorities.

The research also provided the study with several potential events that could drive the issue of funding law enforcement by the year 2000. One such forecasted event has already impacted local governments. The research indicated there was potential for the State legislature to set minimum funding levels for local government. This event has occurred and was driven by local government's practices of shifting money from a half-cent sales tax initiative earmarked for public safety in 1993. This revenue was to be used to supplement law enforcement funding at the local level. However, many cities and counties used the money to supplement general fund revenues and continued to cut the budgets of law enforcement, which was not the intent of the legislation. Under a bill initiated in the spring of 1994 and signed into law in September of the same year, cities and counties would be prohibited from cutting the budgets of law enforcement agencies below the levels budgeted during the fiscal year 1992/1993.<sup>23</sup>

One interesting event indicated an 80% chance that a local election, driven by a ballot initiative, would affect local law enforcement funding by the year 2000. This forecast indicates the potential for a citizen initiative to supplement public safety funding within the next five years.

During the study, there were significant signs of an intolerant public where tax increases were concerned. Although there were strong indicators that citizens were willing

to pay more for prioritized services, there was a definite chance for a backlash from the voters for anything perceived as a wasteful practice of tax and spend. Local officials have sensed this anger and some have shied away from such tax increase endorsements. Such was the experience of Sacramento County Sheriff Glen Craig, when a initiative was placed on the ballot for the November 8, 1994 election. The sales tax initiative, if passed, would have provided more deputies to increase the level of public safety for county residents. The Sacramento County Board of Supervisors were so fearful of endorsing another tax increase, that they left the campaigning for the measure up to Sheriff Craig alone, and the initiative failed. The ballot measure needed a two-thirds majority vote to be dedicated to law enforcement. If the measure had passed by simple majority, the tax revenues would have gone directly into the general fund and distributed at the discretion of the supervisors.<sup>24</sup> Another potential "bait and switch" on the taxpaying public.

The research found that an angry and distrustful public had to be convinced that some credibility had returned to funding local government and in particular law enforcement. Therefore, it is imperative the law enforcement administrator develop a system of budgeting that; brings back the credibility of local government spending, that fosters incentives for saving money rather than spending every nickel before the fiscal year ended, and one that allows more autonomy for law enforcement leadership. This system should also decentralize the financial process, and push down financial responsibility and accountability.

The selected strategy called for a bold move to establish an efficient and credible system of law enforcement budgeting. The strategic plan called for the creation of a new

public safety fund and the removal of the police department from the traditional general fund concept. This fund would allow the police department to "roll over" savings from the previous year, and by ordinance, accept public donations directly into the public safety fund. Additionally, revenues received as a result of the entrepreneurial ideas of the leadership would also be placed directly into the fund. For example, charging a monitoring fee to residents and businesses who have their alarm systems connected to the 911 dispatch center, or contracting with the local shopping mall for security services with police officers.

California cities are organized under one of two concepts; a charter city or a general law city. A charter is a written document approved by the electorate which operates as a "constitution" for the adopting city.<sup>25</sup> An amendment or repeal to a charter may be imposed by the governing body (city council) or by initiative; the governing body's consent is not required in the case of an initiative.<sup>26</sup> Cities organized under laws of the state (general law) are subject to the constraints imposed by general law.<sup>27</sup>

Funding structural changes may require city council action and the acceptance of donations could best be handled through an ordinance to remove the appearance of impropriety.

Initial funding for the police department would be realized from general fund dollars and revenue generated by the police department, including donations, would be used to off-set further reliance on the general fund. Revenues realized as a result of taxing districts, dedicated for public safety would also be deposited into the public safety fund.

The budget justification and approval process with the city manager and the city council would not change.

Concept Advantages:

- ☐ The fund would be specifically dedicated to public safety and removed from the practices of the general fund.
- ☐ The fund concept would be an advantage for long range planning purposes.
- ☐ The fund would provide incentives for the organization to save money, instead of incentives to spend every dollar in the budget.
- ☐ The change would provide a funding mechanism with the most flexibility.
- ☐ The fund would increase the public's confidence when benefit assessment district's were formed to fund public safety.

Concept Disadvantages:

- ☐ Politicians may not accept the concept based on a perception of a loss of control.
- ☐ The process may reduce general fund revenues.
- ☐ The concept may not be supported by the other city departments and may be viewed as a threat to their budgets because of the loss of the police department's revenues.

This concept offers the best possible alternative for long range fiscal management and the most flexible policy to meet the challenges of the forecasted trends and events previously discussed. Moreover, the process will have the confidence of the public should additional assessments be necessary to fund public safety.

## IMPLEMENTATION PLAN

The initial step in implementation of a plan to offer a new budgeting process, the public safety fund, will begin within the police department. (In the following paragraphs the implementation plan focuses on a municipal agency, however, the concept could be used with many other appropriate governmental entities.) A skilled analyst should be instructed to conduct an analysis of the concept and determine the amount of revenue that will be available on a yearly basis for the fund. Additionally, the potential revenues realized as a result of department savings and income received from marketing the department's assets should also be explored. It may be necessary to change reward systems for managers, supervisors and employees to emphasize the priority in saving money. This fund should enable the police department to maximize its fiscal efficiency by rolling over savings realized as a result of employee actions. Recurring revenue sources should become part of the study, and include the potential for donations made to the department from private businesses and citizens. The analysis should include and forecast the department's reliance on the general fund, while considering the amount of other revenues generated. And finally, any hidden cost in implementation should be identified. Although cost at this point appears minimal an analysis would not be complete without cost assessments.

This study should include how the department will be funded over the next 5 to 10 years, and include the traditional funding sources (property and retail sales taxes) as well as the non-traditional approaches mentioned above. The analysis should provide information available from private business on the potential growth of the city and county



and the probabilities that a benefit assessment district will be needed to insure on-going funding for the department. A recommendation for a long range plan, that details the amount and number of on-going funding mechanisms that can take the police department into the new millennium, should also be included.

With this information law enforcement leadership can make a recommendation and justify to the city manager based on quantifiable data, that a public safety fund be used as a funding mechanism.

The police chief should recommend a small task force of city staff be assembled to determine the potential impacts of the police department removing revenues from the general fund and into its own public safety fund. The task force should include the city attorney, who can advise the group on what legal steps need to be taken to achieve the separation and to prepare an ordinance so the police department can accept donations from the community. During the task force meetings, three potential obstacles to implementation need to be addressed to insure a smooth transition into the new concept. First, it will be important to make the necessary arrangements to insure that other city departments are not adversely affected by the police department forming its own fund. Moreover, safeguards need to be placed into the plan to insure oversight over the new budget is still available to the city council and city manager. Finally, informational meetings regarding the new concept should be discussed and presentations prepared for labor units representing city employees who may be affected or who have a perception that they will be affected. These same meetings could be held with those in the community who have an interest and with members of the city council as a group or individually.

These settings will be designed as an informational source to reduce rumors and inaccuracies.

Once the task force report is concluded, the city manger will review the report and either approve the contents or return the document for additional information. The police chief will be responsible for preparing a communication to the city council recommending the change in budgeting process.

Positions of affected stakeholders should be constantly monitored during the first year for any change that could either jeopardize the project, or provide support for the concept.

Finally, with city council approval, the public safety fund process should begin with planning for its inception.

During the following years, the new concept should be monitored to determine if change is necessary in order to receive the desired results, and representatives from each city department should meet on a yearly basis and evaluate the concept. Recommendations for change will be made to the city manager in the form of an annual report.

### **CONCLUSION AND SUMMARY**

This article began by asking the question: How will medium sized law enforcement agencies be funded in California by the year 2000?" The article suggested evidence that mechanisms used to fund law enforcement agencies will change. Specifically, a public safety fund was proposed based on the following data:

- ☐ Forecasted trends indicate citizens will continue to make public safety a funding priority.
- ☐ Revenue shortfalls have forced local leaders to set funding priorities.
- ☐ Citizens expect government to budget and operate more efficiently and adapt new models of funding structures similar to private business.
- ☐ A separate public safety fund offers greater accountability that will insure mandated funding is actually received by law enforcement and allows leadership the flexibility necessary to take advantage of funding sources outside of the traditional models.

In looking at the original sub-issues, the research indicates the following changes will likely occur:

- ☐ How will law enforcement funding be structured?

The leadership involved in bringing law enforcement into the new millennium, will be enterprising managers who think of their assets as revenue generators. This leadership will survive by thinking of methods to enhance their funding by creating revenues outside of the traditional sources, and not relying entirely on public funding. This study recommends a separate fund be designed for public safety, so the enterprising manager can take full advantage of his/her creativity, while remaining within the appropriate legal and ethical boundaries. For example, this fund will be flexible and allow for a "roll over" of savings from year to year and will provide employee performance incentives to save money rather than providing artificial incentives to spend money.

Additionally, the fund will allow the community to donate money to the public safety fund and mandated funding from special districts will be deposited directly into the account.

- ☐ What type of legislation or policies will be required to establish controls over funding mechanisms?

The public safety fund may require a new city ordinance be drafted to allow for public donations into the fund without which an appearance of impropriety would prevail. The current policy of city manager and city council approval of the budget process will not change. However, if the administration or the council elects to shift or transfer revenues generated by the agency into other accounts, a backlash and loss of credibility could occur in the new process. Therefore, internal policies should be formed that set minimum funding levels for the public safety agency.

- ☐ How will law enforcement managers insure services will be delivered equally to all segments of the community?

The Chief of Police sets current level of service standards now. With a more consistent revenue source, these standards can be adjusted to reflect the community's desires. Community involvement in setting these standards would help achieve commitment and "buy-in" to the process of determining minimum levels.

Changing traditional methods for funding public agencies provides a challenge to the law enforcement administrator of the future. This study has recommended just one alternative to assist leadership in developing ways to survive in a changing global economy. However painful this change may be, the successful leader will take full advantage of creating his/her own revenues, to ensure traditional funding sources are

supplanted and then using creative budgeting structures that provide the necessary flexibility to achieve success in the next decade. This challenge, while significant, must be met in order for law enforcement to achieve the level of efficiency the public demands.

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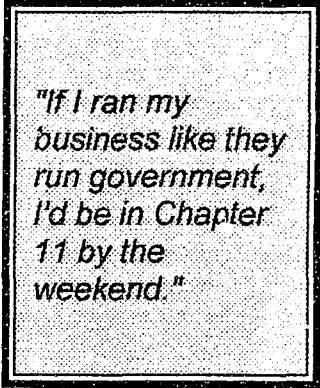
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11 by the  
weekend."*

Even with large numbers of residents leaving the state, California's total population is booming, largely due to the record levels of both legal and illegal immigration. Including their American born children, immigration has accounted for 85-90 percent of the State's population growth in 1992.<sup>13</sup> Immigration, however, takes a tremendous toll on state services like health care and public schools. Undocumented aliens cost State and local governments \$3 billion a year, and Governor Wilson's office estimated the immigration population costs State government \$5 billion a year more than it pays in taxes.<sup>14</sup> In 1993, California residents were hoping for some sign of recovery from this massive recession; however, a report from the UCLA Business Forecasting Department predicted the State had not yet hit bottom.<sup>15</sup>

As State funding decreases and more and more local taxes are shifted to the State budget, local law enforcement must scramble to try and make up deficits to provide quality

services. Adding to this dilemma is the problem of working with outdated budgeting systems which do not provide the necessary flexibility for a law enforcement executive to be creative with his/her resources. As a result, law enforcement administrators have looked at a variety of funding sources outside of their traditional revenue base to offset budget shortfalls. Private foundations,<sup>16</sup> asset forfeiture and the creation of revenue by providing private law enforcement services,<sup>17</sup> are just three examples of alternative funding sources which have been introduced as a result of budget shortfalls at the local level.

The subject of law enforcement generating revenue is not without controversy. Many believe the asset forfeiture laws in California were too liberal and allowed police and prosecutors to seize the property of civilians without the necessary safeguards. In January of 1994, the State legislature declined to pass a bill which would have continued the asset forfeiture law as written, and instead, allowed it to expire. Complaints of abuse of the system were well chronicled. News media sources were quoted as saying suspicion and hearsay had resulted in the confiscation of tens of thousands of civilian properties, including automobiles, cash and real estate.<sup>18</sup> In his investigative report Gary Webb states:

" The asset forfeiture law was intended to compensate for the post-Prop 13 fiscal restraints which have reduced local law enforcement's abilities to deal with narcotics trafficking. At the time the law was passed, then Governor Brown's legal advisors worried whether "local law enforcement should profit from enforcing the law."<sup>19</sup>

Moreover, allegations of government misconduct has surfaced in Sacramento where private ambulance services are being replaced by fire department personnel. Charges of low-ball estimates to transfer the services to the public sector have been alleged after fire personnel asked for 131% increase in fees just one year after the competitive bidding process was eliminated.<sup>20</sup> This kind of public sector "bait and switch" creates additional frustrations for citizens who expect local government to operate in a fiscally responsible manner.

These same philosophical, political and legal concerns are present today when law enforcement begins to generate revenue in the course of enforcing laws. Does law enforcement have sufficient safeguards in place that can minimize the abuse, or the perception of abuse, of a revenue generating system for law enforcement? This is a question that is presently being posed in many circles today.

As previously indicated, government copied the budgeting methods of business from the early 1930's using the model of the Taylorism years. Multiple accounts with numerous line items and rigid controls over the movement of funds were commonly used. With the current economic factors known, and forecasts that indicate little change for California in the future, the question of how to be more efficient with fiscal resources certainly needs research.

This study will research possible alternative methods for funding a medium sized law enforcement agency in California. This will be accomplished by researching the answer for the issue: **How will medium size law enforcement agencies be funded in California by the Year 2000?**

While exploring the above question, the researcher identified potential sub-issues that were not only important to the issue but had the potential to impact the organization, or the decision maker. The following sub-issues were identified and included in this research paper:

- ▶ How will law enforcement funding be structured?
- ▶ What type of legislation, or policies will be required to establish controls over funding mechanisms?
- ▶ How will law enforcement managers insure services will be delivered equally to all segments of the community?

These questions will provide a basis to conduct a futures study to determine if there are alternative funding methods that can be adapted by government, that will provide a more effective tool to assist the law enforcement executive in meeting the challenges he or she will face by the year 2000.

## FUTURES STUDY

In the analysis of the issue question: **How will medium sized law enforcement agencies be funded in California by the year 2000**, a futures study was conducted to develop relevant trends and events that may have some influence or impact on the central question, and because this issue is being driven by the economy at an intense pace the time frames for the study were set for years 1994 to 2000.

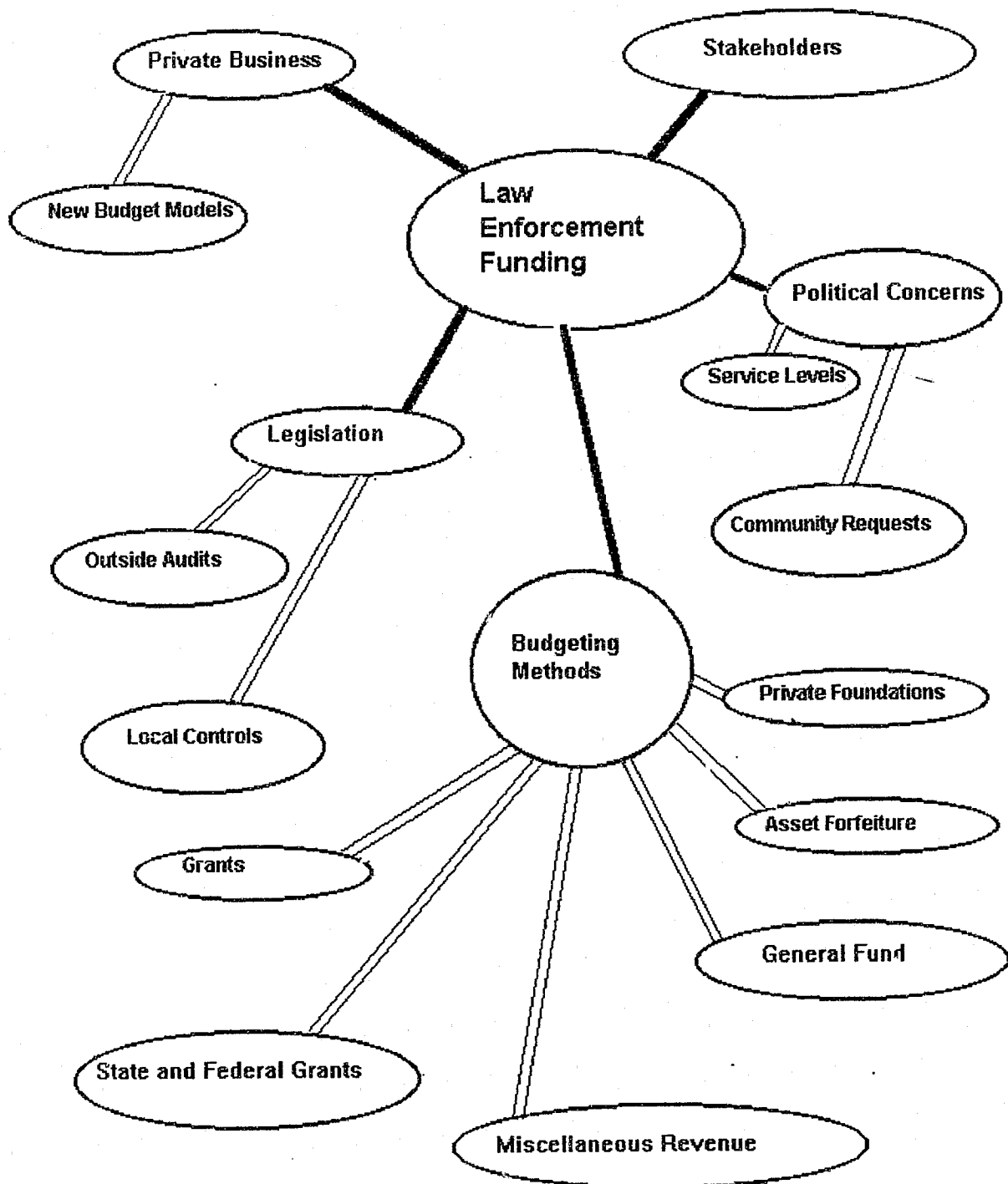
### Futures Wheel

In order to assist in the analysis of the issue question the author developed and utilized a futures wheel. A futures wheel is a simple brainstorming technique that not only helps to identify issues and sub-issues but also provides some structure to the analysis. The futures wheel is presented on page 8 (Illustration 1) to provide the reader with a visual perception of the relevance of the sub-issues to the main issue. For purposes of clarification, the reader should note the center of the wheel is the issue question and the surrounding circles are sub-level issues related to the control question. The first level sub-issues in turn generate their own secondary sub-issues. This process generated the following sub-issues.

1. How will law enforcement funding be structured?
2. What type of legislation, or policies will be required to establish controls over funding mechanisms?
3. How will law enforcement managers insure services will be delivered equally to all segments of the community?

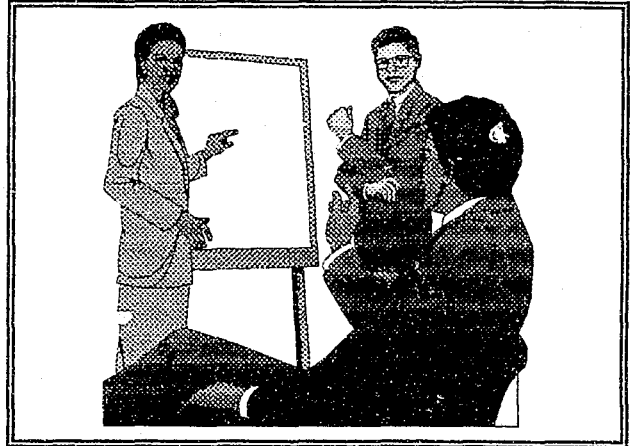


ILLUSTRATION 1  
Future Wheel



### Trend and Event Selection Process

The selection of emerging trends and events for this study was accomplished by using the Nominal Group Technique (NGT) process. The NGT is a small-group technique for achieving agreement on the answer to a single usually complex, question by a process that alternates private work and open discussion.<sup>21</sup>



A panel of nine professionals was selected to participate in an NGT process and to help identify emerging trends and events that had the potential to influence the main issue. These panel members were hand picked, many as a result of their background knowledge in the field of public and/or private finance. Personal contact was made with each panel member to explain the process and provide them with the main issue of discussion. Prior to the meeting, each panel member received a copy of the introduction to this study in order to give them some background information on the main issue and sub-issues. The NGT panel members were:

► Douglas Bera, Administrative Sergeant, Woodland Police Department

Sergeant Bera is assigned to the Administrative Services Division of the Woodland Police Department. One of his many responsibilities include research and planning functions for the Department. This responsibility requires him to search for funding for a variety of programs deemed a priority by the administration. As a result, Bera

has a unique insight into the fiscal problems surrounding long range planning for a municipal police department.

► Dr. Clark Lane, Director of Pupil Services, Woodland Joint Unified School District

Dr. Lane has a broad background in education including program development for assisting at-risk youth who are potential drop-outs. Dr. Lane functioned as a liaison between the School District and the Woodland Police Department and assisted in the development of the Police Department's Youth Services Program. He was also the project manager for the Attendance Recovery Program, a joint project between the School District and the Police Department aimed at reducing truancy.

► Mr. Dean Gualco, Management Analyst, Woodland Police Department

Mr. Gualco's responsibilities include the development and analysis of the Police Department's budget. He has been successful in analyzing several service contracts with outside vendors, which has resulted in a net budget savings for the organization. He has also served as project manager for the City of Woodland's new telephone system, a computerized criminal warrant repository, and a staff workload study.

► Mr. Mel Losoya, Assistant Chief, Yolo County Probation Department

Mr. Losoya is the number two administrator for the Probation Department. Recently, he has had to reduce staffing and service levels as a result of the shift in local tax revenues from County government to the State.

- ▶ Ms. Kristine O'Toole, Assistant City Manager, City of Woodland, CA

Ms. O'Toole has a background in personnel administration and has an expertise in the administration of municipal personnel departments. Her additional responsibilities include acting as City Manager in his absence.

- ▶ Mr. Ken Walker, Sheriff's Financial Officer, Yolo County Sheriff's Department

Ken Walker has a significant responsibility, in that he is primarily responsible for developing and administering the budget for the Yolo County Sheriff's Department. He came to the panel after being highly recommended for the NGT process by the Yolo County Sheriff, Bob Martinez.

- ▶ Mr. Pete Woodruff, Finance Director, City of Woodland, CA

Mr. Woodruff brought to the panel many years of experience in municipal finance administration. Prior to his appointment in Woodland, he was the Finance Director in Rio Vista, California.

- ▶ Matt Powers, Captain, Sacramento Police Department

Captain Powers has a wide variety of experience in police administration. Additionally, he has previous experience in the NGT process and developing important trends and events during past exercises.

- ▶ Mr. Charles Kinnison, Smart Money Financial Services, Vacaville, California

Mr. Kinnison is a self-employed businessman who has significant experience in financial planning. He is on the faculty of Saint Mary's College in Moraga, California, and has worked closely with the author on previous projects.

The author acted as facilitator for the panel, and two members of the Sacramento Police Department assisted the process as scribes.

During the morning orientation for the NGT, each panel member was given the issue question in a previously prepared packet which also contained supplies needed for the process. The NGT process was then reviewed and defined for the group.

The panel members were then asked to silently generate a list of candidate trends that had the potential to impact the main issue and sub-issues. A trend is defined as a series of events that are related, occur over time, and can be forecasted.<sup>22</sup> After about 10 minutes, each member was asked to provide the group with a trend generated from the silent process. A round robin technique was used to provide each member with the opportunity to participate, and the ideas were then written down on flip charts by the two scribes.

#### Trend Selection

Initially the group identified 33 candidate trends (Appendix A). The panel then voted silently to identify the top ten trends that would have the most influence on the issue question. The votes were recorded and the following trends were carried forward for forecasting:

**T-1    Movement toward government operating like a business with a focus on customer service**

This trend is defined as citizen's overall dissatisfaction with the government's propensity to spend money rather than looking for ways to conserve fiscal resources.

**T-2 Level of new taxes, based on impacts to traditional tax bases**

Trend two indicates the potential for a change in taxes as a result of property tax shifts from local jurisdictions to state government.

**T-3 Level of population from legal and illegal immigration**

The panel defined this trend in terms of the cost to state and local governments in providing mandated services to the increasing numbers of immigrants to the State of California.

**T-4 Change in the source and structure of local funding**

The panel felt a trend would emerge in funding resources much different than today's model which relies heavily on property and sales taxes for revenues. Additionally, they felt the structure or budgeting process would change to afford more flexibility in responding to the new funding sources.

**T-5 Level of local property taxes transferred to the state for redistribution**

The panel felt this trend would continue as long as the state was not forced to look at increasing revenues on it's own.

**T-6 Level of citizen interest in public safety funding**

This trend represents what many in the group felt would be a change in citizen interest in public safety funding.

**T-7 Change in the amount of non-emergency services provided**

The group felt strongly that service levels would change as local funding was affected by the recession as well as the loss in local government's tax base.

**T-8 Level of citizen intolerance for tax increases**

Tax increases at any level of government have frequently been controversial; as a result, this trend indicates the potential for a strong reaction from citizens as a result of new taxes or a tax increase.

**T-9 Level of citizen interest in community based policing**

The panel members felt community interest in creating a partnership with local police departments would be strong.

**T-10 Level of citizen interest in funding specific government departments**

This trend is defined as citizen interest in having some voice in the prioritization of public funding for certain functions. In this exercise it was felt that public safety would be a high priority.

Event Selection

Once the top ten candidate trends were identified and carried forward, the same round robin participation technique was used to identify potential events that could impact the main issue. An event is defined as, a one time occurrence that can have an impact on the issue.<sup>23</sup> The group recorded a total of 38 candidate trends (Appendix B) and were asked again to consider the issue question while narrowing the list. The panel identified the following ten events as being the most important to forecast for this study:

**E-1 Violent event drives citizen initiative to assess local properties to increase law enforcement services**

This event was defined as some horrendous crime or series of crimes that tended to shock the conscious of the citizenry, which resulted in a

community coalition sponsored drive to increase public safety through a ballot box initiative.

**E-2 Revenue shortfalls require local governments to set funding priorities**

This event relates to the current and forecasted budget shortfalls that have limited local government's effectiveness in responding to citizen service demands. Therefore, it was felt that local governments would reduce funding to some non-essential service providers (parks and recreation), in order to maintain staffing levels or service levels with public safety.

**E-3 State government makes legislative decision on local funding levels**

The panel felt that pressure on state government would be applied by local governments and citizens to stabilize the redistribution of taxes at the local level.

**E-4 Local election affects local law enforcement funding levels**

This event is defined as a city-wide or county-wide initiative to help fund public safety.

**E-5 Closure of major local military base**

The closure of a military base on the local economy would have a significant impact on the tax base of local governments.

**E-6 Violent act causes upper middle class flight from California**

The panel felt that violent crime and the daily media coverage of violent episodes, would lead to a middle class flight from California, which would be detrimental to the State's tax base. They felt that even though this appeared



to be a trend rather than an event, one catastrophic criminal episode could trigger the flight from the State.

**E-7 State and local law enforcement regionalizes**

As economics has driven many changes in California law enforcement, regionalization could be one alternative to becoming more efficient.

**E-8 Local service fees create a public/business backlash**

With the potential for new taxes to offset budget shortfalls, the potential always exists for public intolerance for such costs. This event is defined as the public becoming intolerant of the consistent fees for every act that previously was provided as a routine public service. It was anticipated that the public would take some initiative to abate either the fees or the new tax that triggered the action.

**E-9 Elimination of county government through regionalization**

In another move to improve efficiency and eliminate a layer of government, it was felt there was a possibility that county governments would be eliminated through regionalization, with cities or other counties.

**E-10 Local government service fees declared unconstitutional**

Again, through the efforts of a taxpayer group, the possibility exists that service fees as we now know them could be challenged in the courts successfully, which would result in the loss of a revenue source to the entity.

### Trend Forecasting

A trend evaluation form was provided to each NGT panel member. The form was used by each member of the now forecasting panel to estimate the level of each trend five years ago (1989) and what each trend will be three years and six years from the present day (1994). The level used for today (1994) was set at 100. The purpose of this exercise is to eventually help determine the potential impact on the main issue and sub-issue questions. The NGT panel's evaluations were used to determine the high, median and low deviations. The use of the upper and lower mean deviation from the median value softens the possibility of a single individual or small group from skewing the data. This process was used on all the graphs even though there may have been a close consensus on the issue. The significance of each is explained through the discussion below each graph. Each trend is charted on individual graphs which illustrate the three estimates for the reader. Illustration 2 (page 17) is a table which identifies the estimates for all ten trends selected by the NGT panel.

The trend level estimates will be useful later in this study for the purpose of developing a strategic plan.

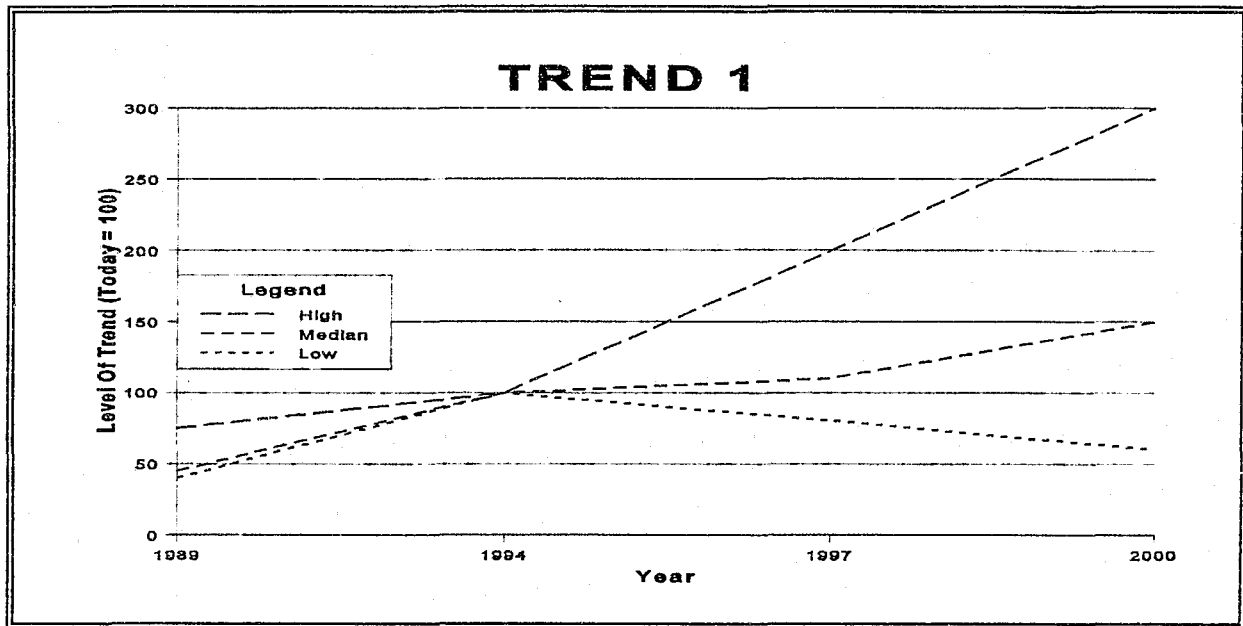
N=9

## ILLUSTRATION 2 TREND EVALUATION ANALYSIS

TREND STATEMENT			LEVEL OF TREND (TODAY = 100)		
H= High M= Median L= Low		5 Years Ago (1989)	Today (1994)	3 Years From Today (1997)	6 Years From Today (2000)
T-1 Movement toward government operating more like a business with cust. serv. focus	H	75	100	200	300
	M	45		110	150
	L	40		80	60
T-2 Level of new taxes, based on impacts to traditional tax bases	H	95	100	175	350
	M	90		105	110
	L	40		90	95
T-3 Level of population from legal and illegal immigration	H	100	100	200	300
	M	80		120	140
	L	20		115	90
T-4 Change in the source and structure of local funding	H	90	100	150	200
	M	75		120	90
	L	50		110	85
T-5 Level of local property taxes transferred to the state for redistribution	H	75	100	135	150
	M	15		120	120
	L	10		60	80
T-6 Level of citizen interest in public safety funding	H	80	100	150	200
	M	25		120	150
	L	20		100	100
T-7 Change in the amount of non-emergency services provided	H	80	100	125	155
	M	25		120	130
	L	10		80	70
T-8 Level of citizen intolerance for tax increases	H	65	100	140	200
	M	20		120	90
	L	15		20	40
T-9 Level of citizen interest in community based policing	H	90	100	120	150
	M	80		120	140
	L	75		100	90
T-10 Level of citizen interest in funding specific government departments	H	40	100	120	150
	M	20		110	130
	L	10		40	50

The following pages provide illustrations of the individual trends and their forecasted estimates established by the NGT panel. The high and low deviations, along with the median are provided in the tables and illustrated in the individual graphs.

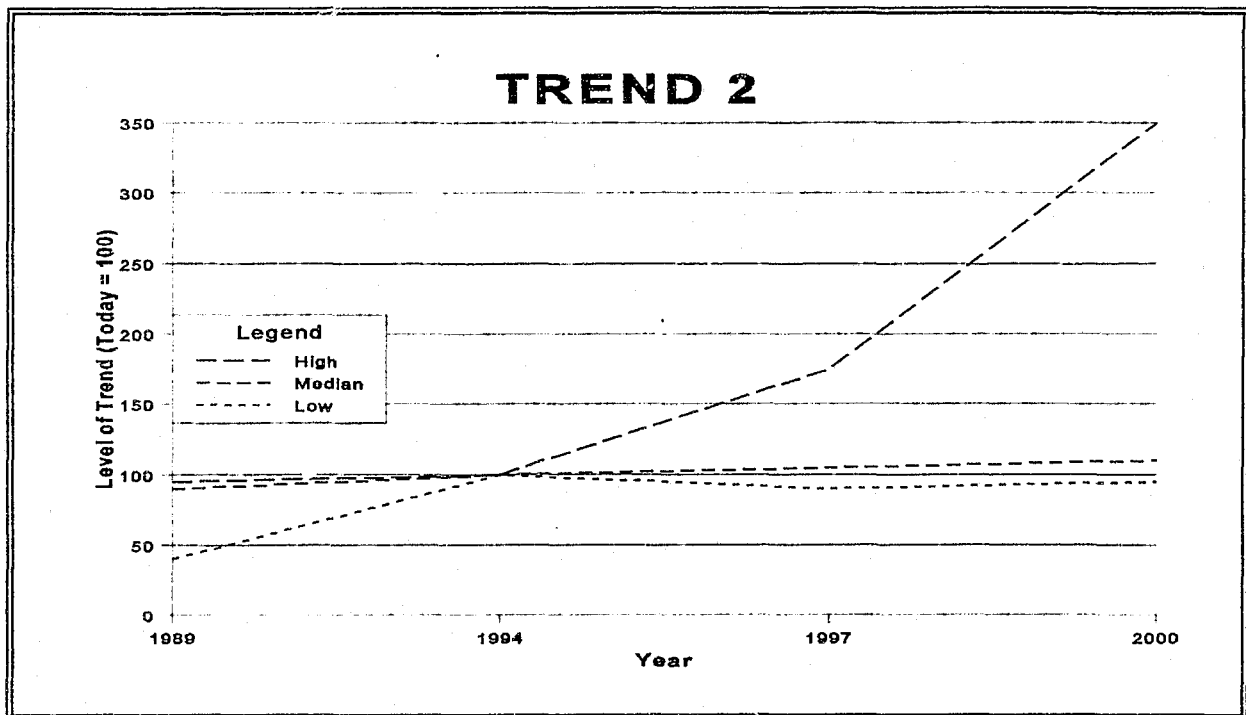
### ILLUSTRATION 3 Government Operated More Like Private Business



5 Years Ago	Today	3 Years From Today	6 Years From Today
75	100	200	300
45		110	150
40		80	60

The panel discussed current government finance policies and budgeting. The group felt there was a strong trend driven by the taxpayer that government should adopt some of the practices of private business, especially in the area of budgeting and purchasing. The forecast for this trend would suggest citizen interest in this change will increase over the next 6 years, possibly driving a change in funding structures.

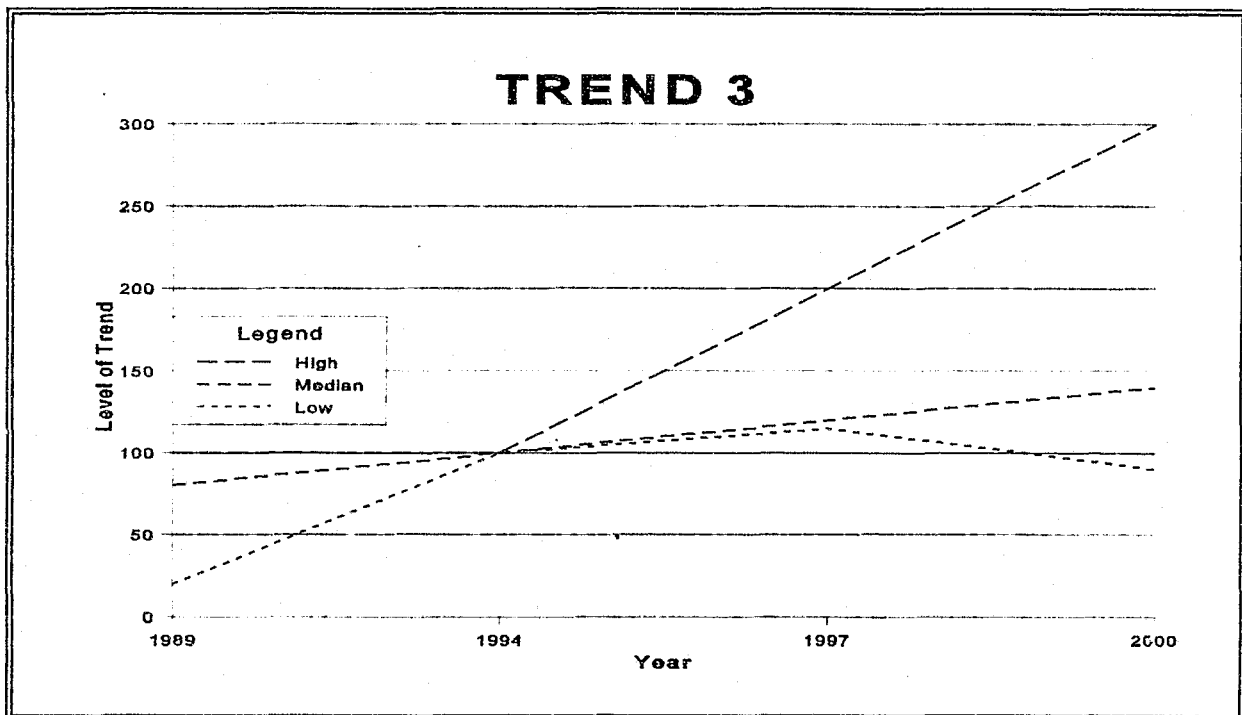
# **ILLUSTRATION 4** **Level of New Taxes Based on Impacts to Traditional Revenue Sources**



5 Years Ago	Today	3 Years From Today	6 Years From Today
95	100	175	350
90		105	110
40		90	95

The panel felt that economic conditions in California would force a change in the level of new taxes based on the lack of revenue from traditional revenue sources. The forecast for this trend indicates the level of new taxes will not increase significantly over the next 6 years. This could have a major impact on how law enforcement agencies will be funded and force the department head to look for non-traditional funding sources to help offset costs related to service demands. Additionally, this trend could also force a change in the methods of structuring funding for law enforcement agencies.

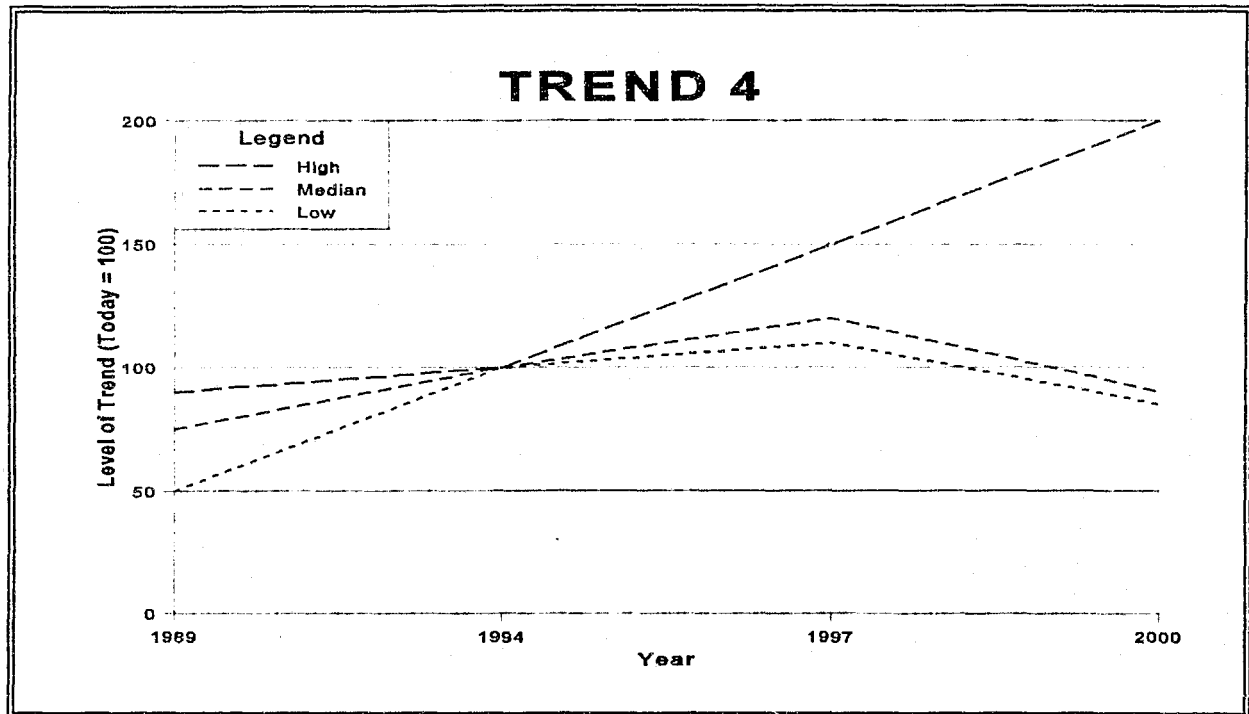
**ILLUSTRATION 5**  
**Level of Population From Legal and Illegal Immigration**



5 Years Ago	Today	3 Years From Today	6 Years From Today
100	100	200	300
80		120	140
20		115	90

This trend addresses the potential for both legal and illegal immigration to be an issue in California. The median forecasts this issue to have relatively the same impact by the year 2000 as it does today. California immigration policies have had a serious impact on state resources. However, policy changes could force local law enforcement to play a more active role in assisting the federal government with the illegal immigration problem, which could further drain resources at the local level. A system to reimburse local law enforcement for their efforts would help in minimizing the impact.

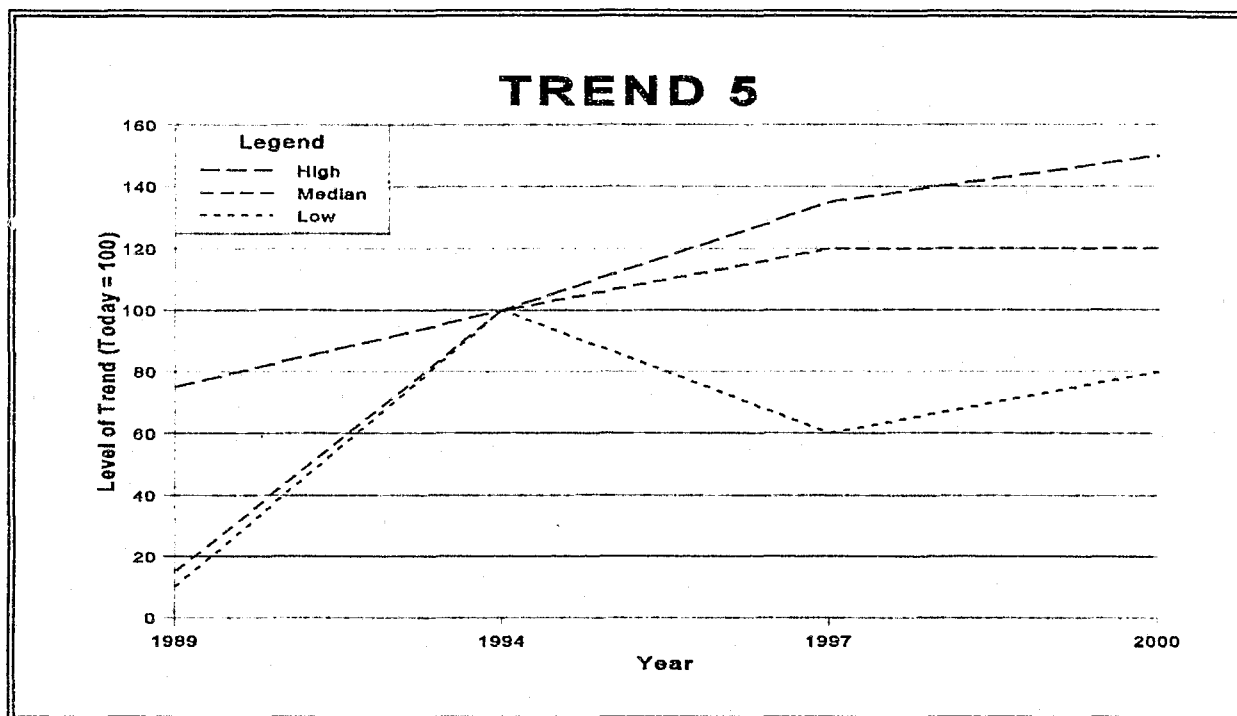
# **ILLUSTRATION 6** **Change in the Source and Structure of Local Funding**



5 Years Ago	Today	3 Years From Today	6 Years From Today
90	100	150	200
75		120	90
50		110	85

The panel felt the real challenge for government finance is to restructure the financial process in an effort to change from the radically cyclical methods currently used. This trend was forecasted and indicated a level change for the next three years, which may drive law enforcement to look for a more stabilized method of funding for services. The group felt by the year 2000 a change would have occurred and this issue would not be as prominent. As the chart indicates, after 1997, the potential for change will have diminished to below the levels realized today.

# **ILLUSTRATION 7** **Level of Local Property Taxes Transferred to the State for Redistribution**

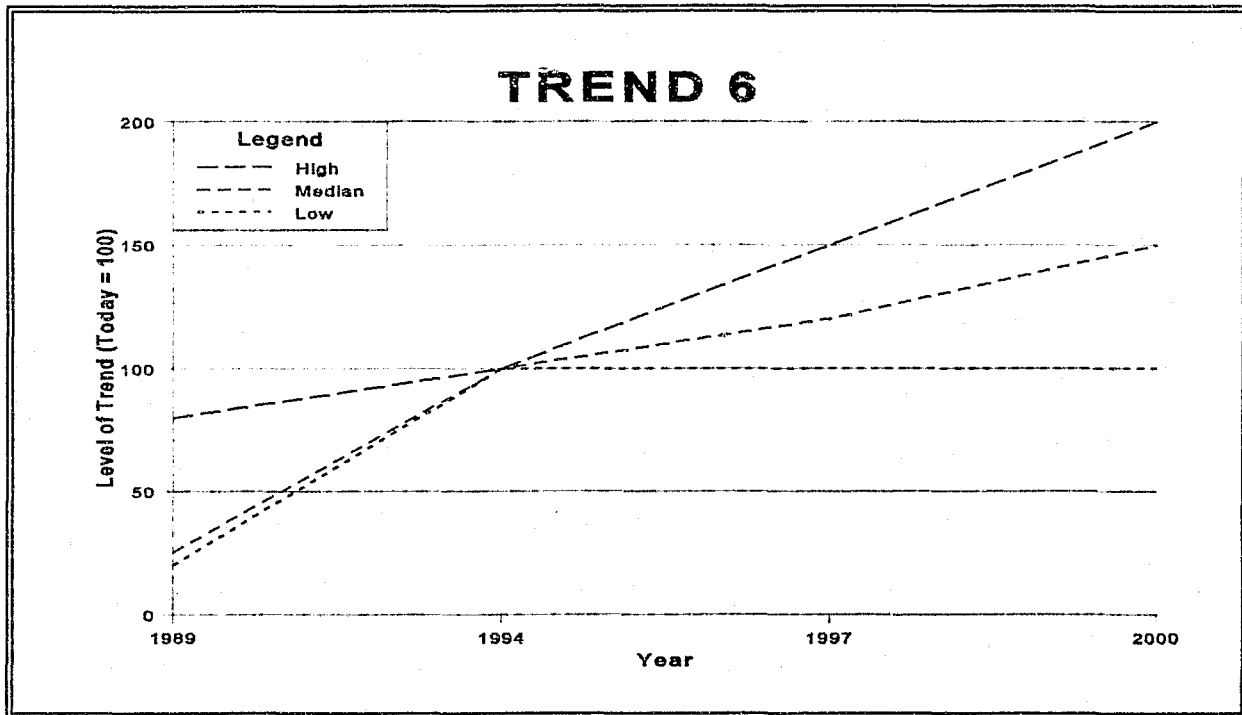


5 Years Ago	Today	3 Years From Today	6 Years From Today
75	100	135	150
15		120	120
10		60	80

This trend focuses on the current policy of property tax distribution throughout the state. In the 1993/1994 fiscal year, the state shifted \$2.6 billion from local governments to the state treasury to help offset deficits.<sup>24</sup> The chart indicates how this trend was viewed by the group and the dramatic divergence of opinions regarding this issue from 1989 through the year 2000. The median forecasts this trend to increase by 20 points by 1997, and then level off through the year 2000. This could signal a potential for a more stabilized funding source at the local level.



# **ILLUSTRATION 8** **Level of Citizen Interest in Public Safety Funding**

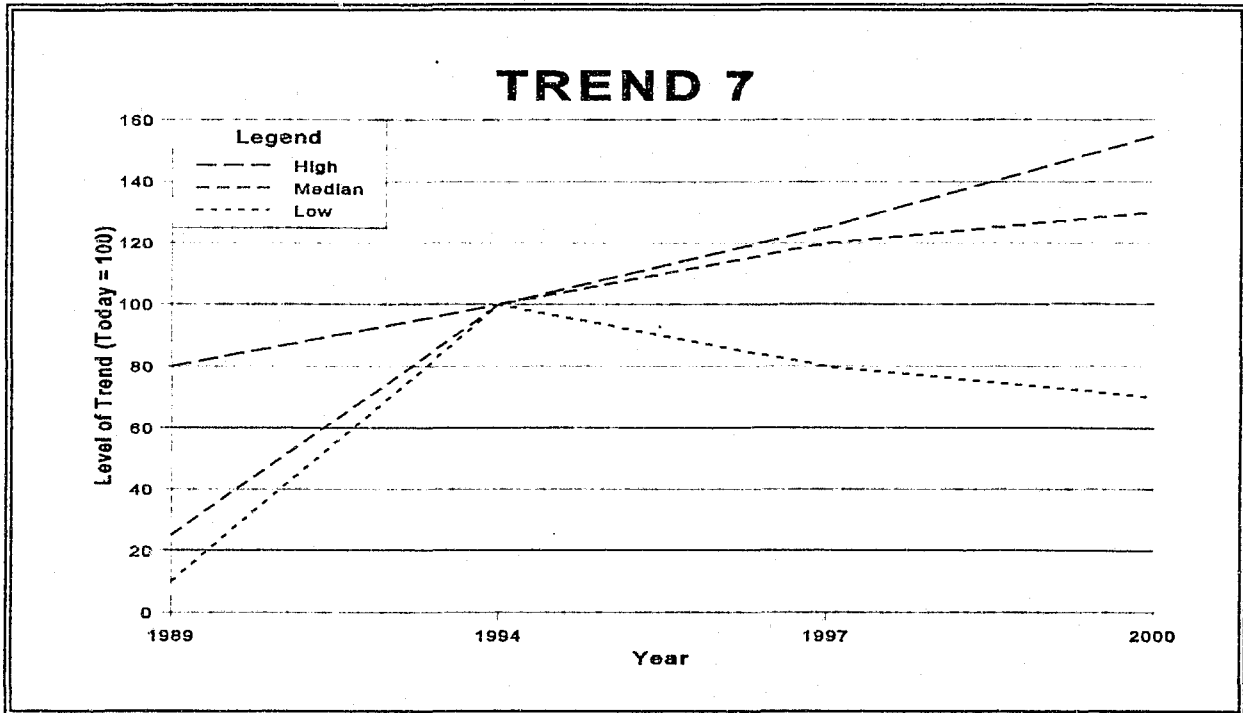


5 Years Ago	Today	3 Years From Today	7 Years From Today
80	100	150	200
25		120	150
20		100	100

The trend on citizen's interest in public safety funding was discussed and how this issue was apparently driven by widespread media coverage of public safety reductions in staff as well as services. The group discussed how private security companies could increase their contracts into residential areas as a result of the cutbacks in law enforcement services. Political action groups could also form within a community to demand that public safety be maintained. The median line indicates that interest in this trend will increase by 50% by the year 2000.

# ILLUSTRATION 9

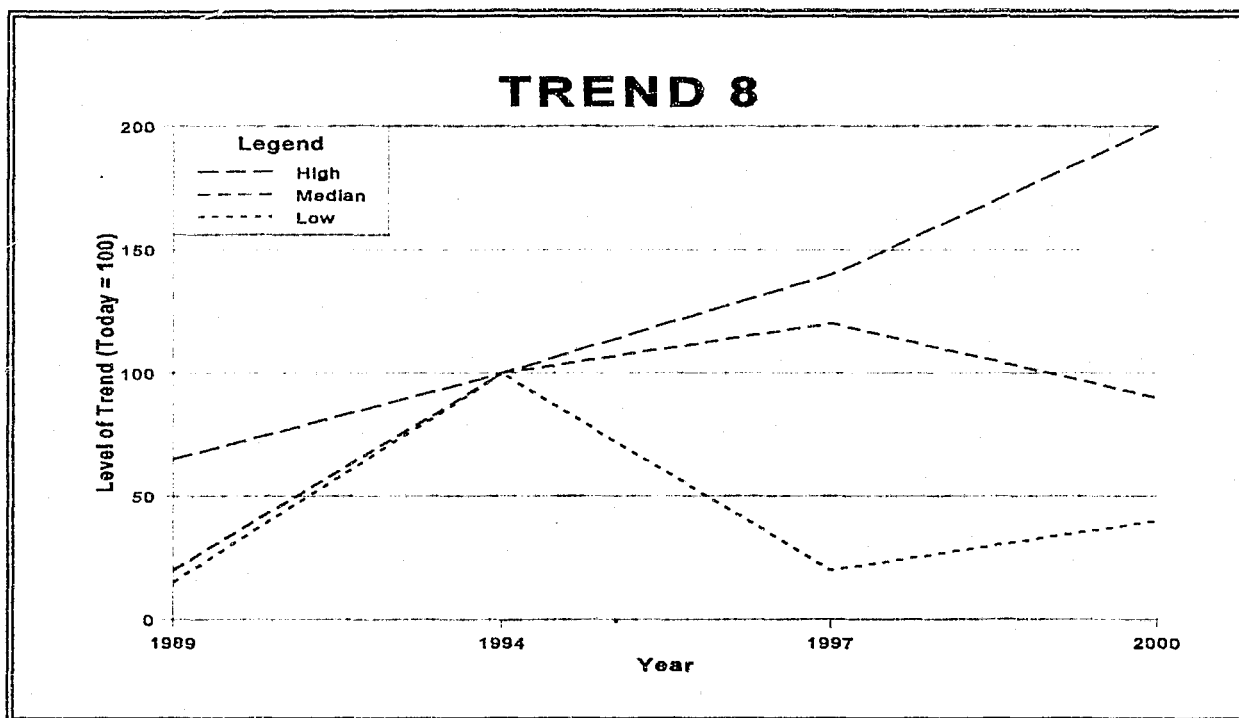
## Change in the Amount of Non-emergency Services Provided



5 Years Ago	Today	3 Years From Today	6 Years From Today
80	100	125	155
25		120	130
10		80	70

This trend involved the current practice of reducing non-essential services on police response in order to allow staffing levels which provide the ability to respond to emergency calls for service. As the chart indicates, law enforcement can expect an increase in this trend **to reduce** service levels by the year 2000 and discussions again surrounded the reduced resources at the state and local level forcing the service level cutbacks. There was a majority consensus on this issue that reflected the group's opinion with the median running very close to the high deviation until 1997.

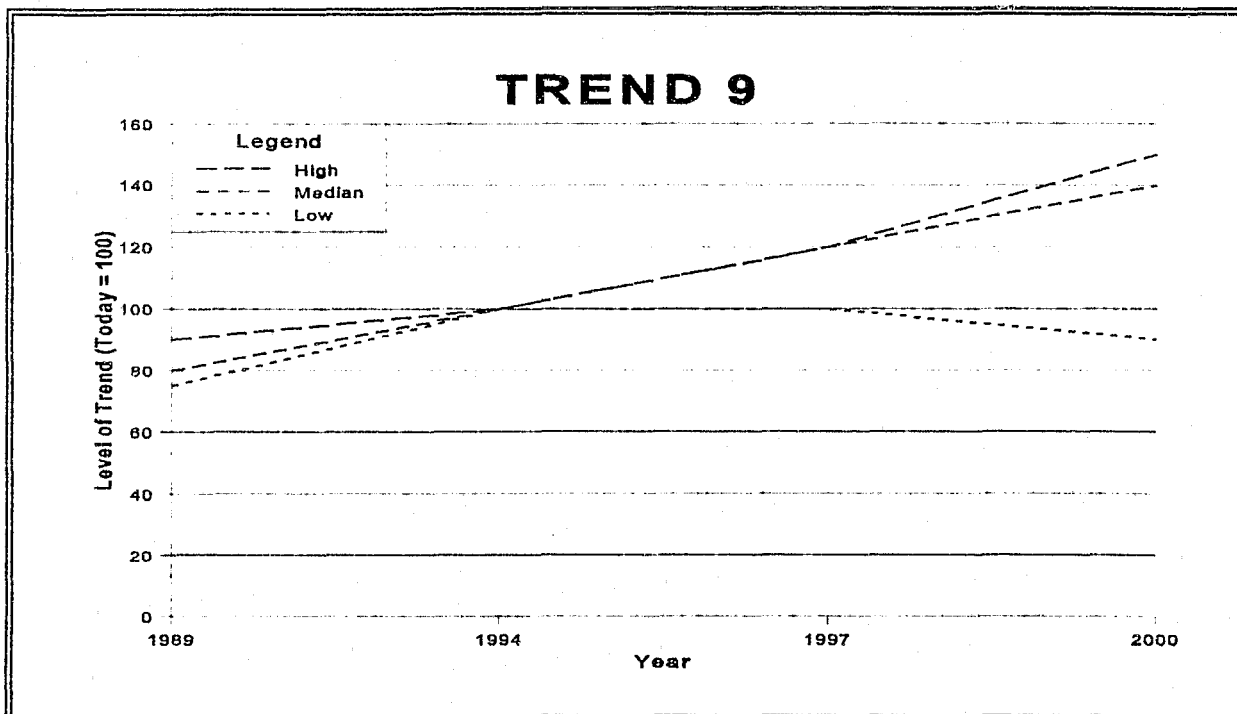
**ILLUSTRATION 10**  
**Level of Citizen Intolerance For Tax Increases**



5 Years Ago	Today	3 Years From Today	6 Years From Today
65	100	140	200
20		120	90
15		20	40

Since Proposition 13, practically every branch of state government has adopted the practice of charging service fees, to offset revenue shortfalls. Government has also raised other taxes, recently enacting a half-cent sales tax statewide for public safety. The group was critical of this action and labeled it as a short-term quick fix response. By 1997, the group forecasted that citizen's tolerance of what many view as subverting the intent of Proposition 13, could result in a taxpayer revolt. Local government may not be able to rely on traditional funding mechanisms and new revenue opportunities will need to be explored.

# **ILLUSTRATION 11** **Level of Citizen Interest in Community Based Policing**

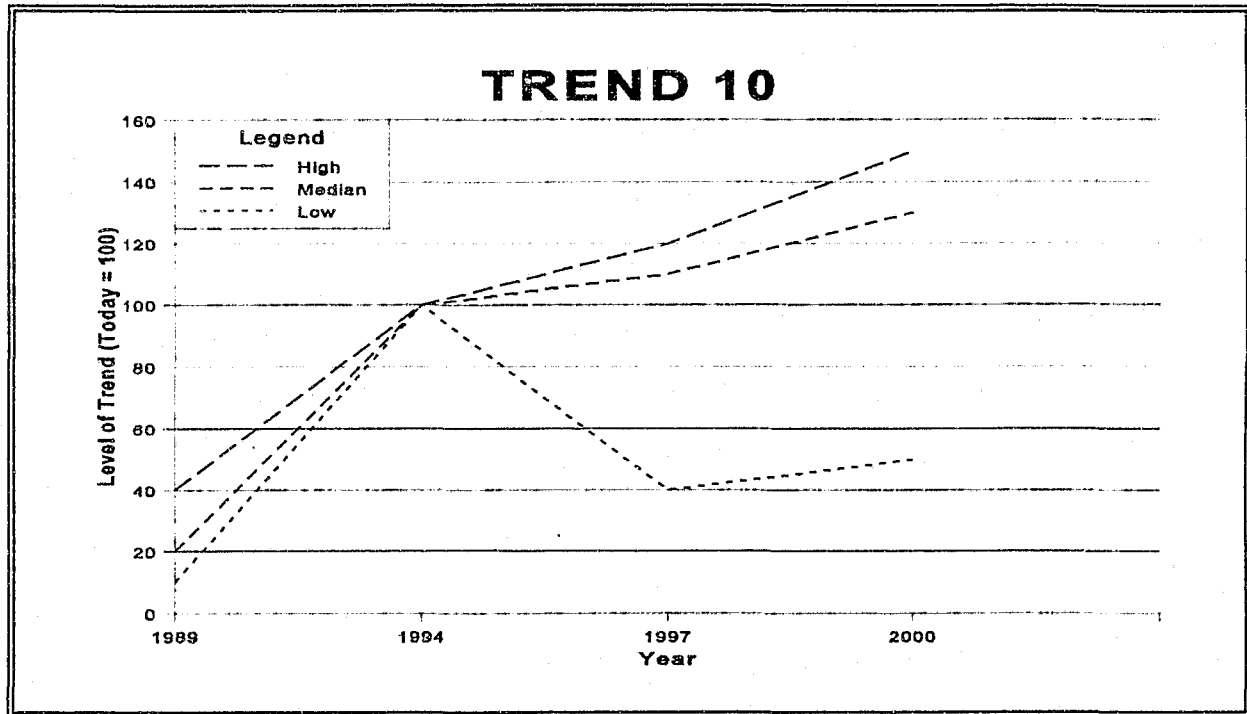


5 Years Ago	Today	3 Years From Today	6 Years From Today
90	100	120	150
80		120	140
75		100	90

One of the most interesting trends forecasted during the NGT was the issue of the level of citizen interest in community based policing. The concept of community based policing methods has been widely covered in the media. This was viewed as an important trend, because the general view in law enforcement circles is that in order for this concept to be successful, there is a critical need for resources to be maintained and personnel levels increased when appropriate. Therefore, citizens may support increased funding levels for law enforcement (new taxes - or fees), when this method of policing is utilized.

# ILLUSTRATION 12

## Level of Citizen Interest in Funding Specific Government Departments



5 Years Ago	Today	3 Years From Today	6 Years From Today
40		120	150
20	100	110	130
10		40	50

This issue indicates the trend of citizen's preference for funding specific departments. As the group discussed, a tax increase may be accepted depending upon the department or service the tax increase is targeted for. In 1993, the passage of Proposition 172 (half-cent sales tax increase for public safety), reflected the voter interest in such measures to maintain public safety service levels. The forecasting indicates an increase in citizen interest through the year 2000. Law enforcement could interpret this as an opportunity to stabilize funding levels with voter support.

### Event Forecasting

After the top ten events were identified and selected for forecasting, the panel was provided with an event evaluation form. The form asked the panel to forecast the level of probability by using a scale from 1-100, (with 100 being the highest degree of probability) to determine when the event might occur. As previously stated, the time frames were fixed at three years from 1994 and six years from 1994.

The panel was also asked to forecast the number of years until the probability of the event occurring exceeded zero. Finally, on a scale of 1-10, the panel was asked to determine, should the event occur, if the event would have a positive or negative impact on the main issue.

The event forecasting provided valuable information which assisted the researcher in the development of a strategic plan, described later in this study.

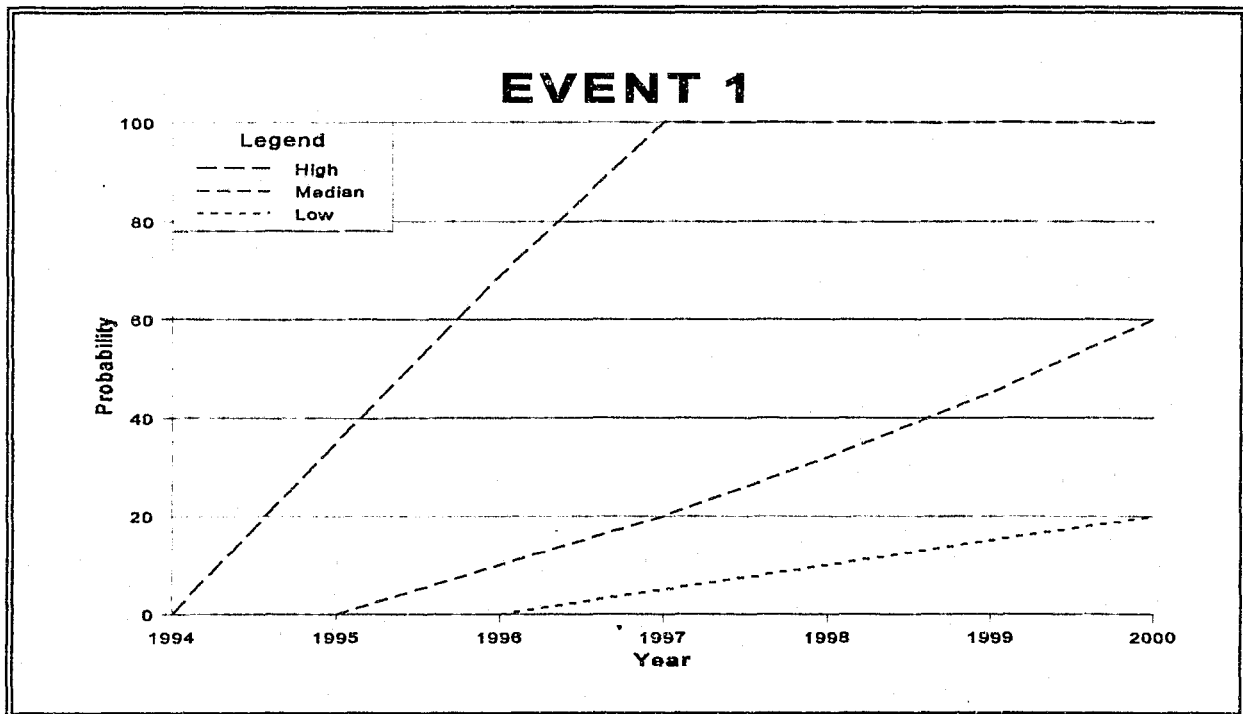
The event forecasts are illustrated on the following pages. Illustration 13, (on page 30) is a table which provides the reader with all ten events, their forecasted probabilities and what decision the panel reached regarding the positive or negative implications on the issue question. Once again the use of the upper and lower mean deviations from the median value softens the possibility of a single individual or small group from skewing the data.

### ILLUSTRATION 13 EVENT EVALUATION ANALYSIS

N=9

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO		PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED
			3 Years From 1994	6 Years From 1994	Positive/Negative
E-1 Violent event drives citizens Initiative to assess local properties to increase law enforcement services	High	0	100	100	-5
	Median	1	20	60	
	Low	2	5	20	
E-2 Revenue shortfalls require local governments to set funding priorities	High	0	100	100	+10
	Median	1	50	100	
	Low	2	30	90	
E-3 State government makes legislative decision on local funding levels	High	0	100	100	-6
	Median	1	90	95	
	Low	2	40	50	
E-4 Local election affects local law enforcement funding levels	High	0	100	100	-2
	Median	1	70	80	
	Low	2	10	50	
E-5 Closure of major local military base	High	0	90	100	-10
	Median	1	70	95	
	Low	2	30	30	
E-6 Violent act causes upper middle class flight from California	High	0	80	95	-7
	Median	2	40	80	
	Low	3	20	40	
E-7 State and local law enforcement regionalizes	High	1	80	90	+7
	Median	2	15	80	
	Low	3	3	10	
E-8 Local service fees create public/business backlash	High	0	100	100	-6
	Median	1	50	80	
	Low	2	30	50	
E-9 Elimination of county government through regionalization	High	1	60	70	+6
	Median	2	10	40	
	Low	3	5	20	
E-10 Local government service fees declared unconstitutional	High	1	80	100	-8
	Median	2	20	70	
	Low	3	15	40	

**ILLUSTRATION 14**  
**Citizens Force Initiative to Assess Local Properties to Increase Law Enforcement**



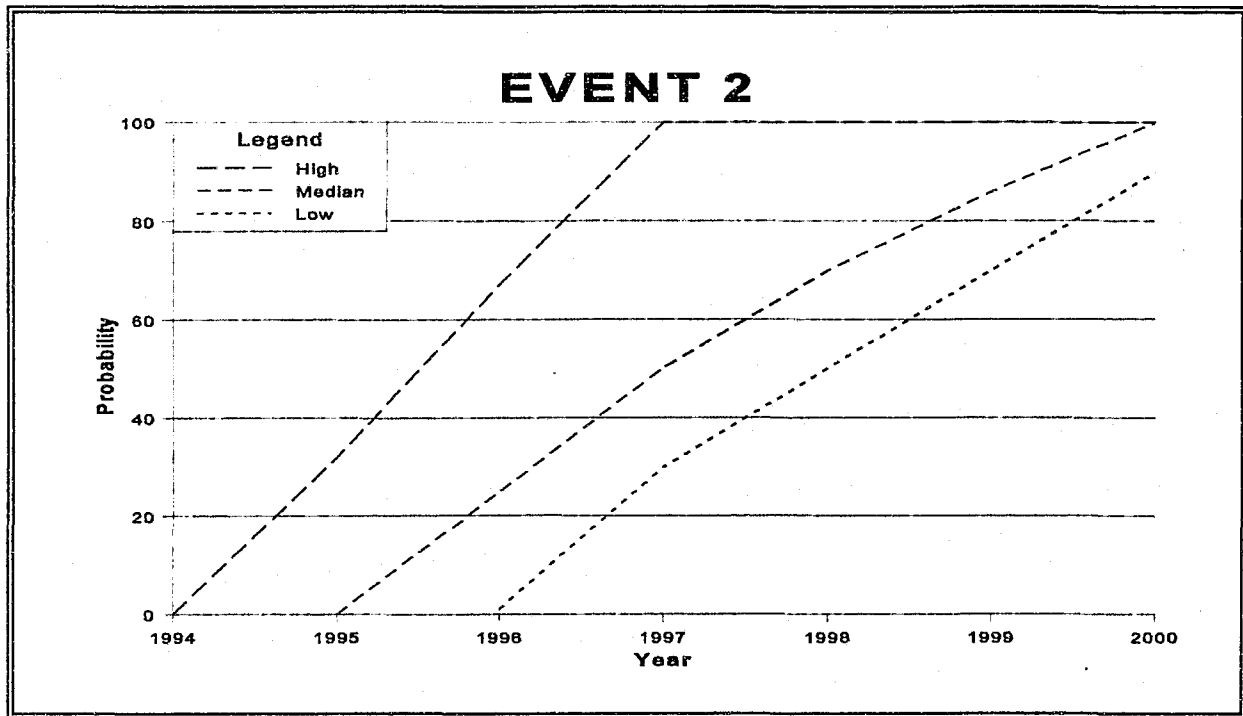
Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	100	100	-5
1	20	60	
2	5	20	

The panel discussed the probability that a single violent event within the community would trigger an initiative for property owners to assess themselves additional taxes to increase law enforcement services. The initiative discussed by the panel referred to specific segments of the community and not the jurisdiction as a whole. The panel felt this event would have a negative effect on the central issue. Initiatives that add services



to one area and not another, sets up a perception of preferential treatment based on the ability to pay, which could create animosity within the community.

**ILLUSTRATION 15**  
**Revenue Shortfall Requires Local Government to Set Funding Priorities**



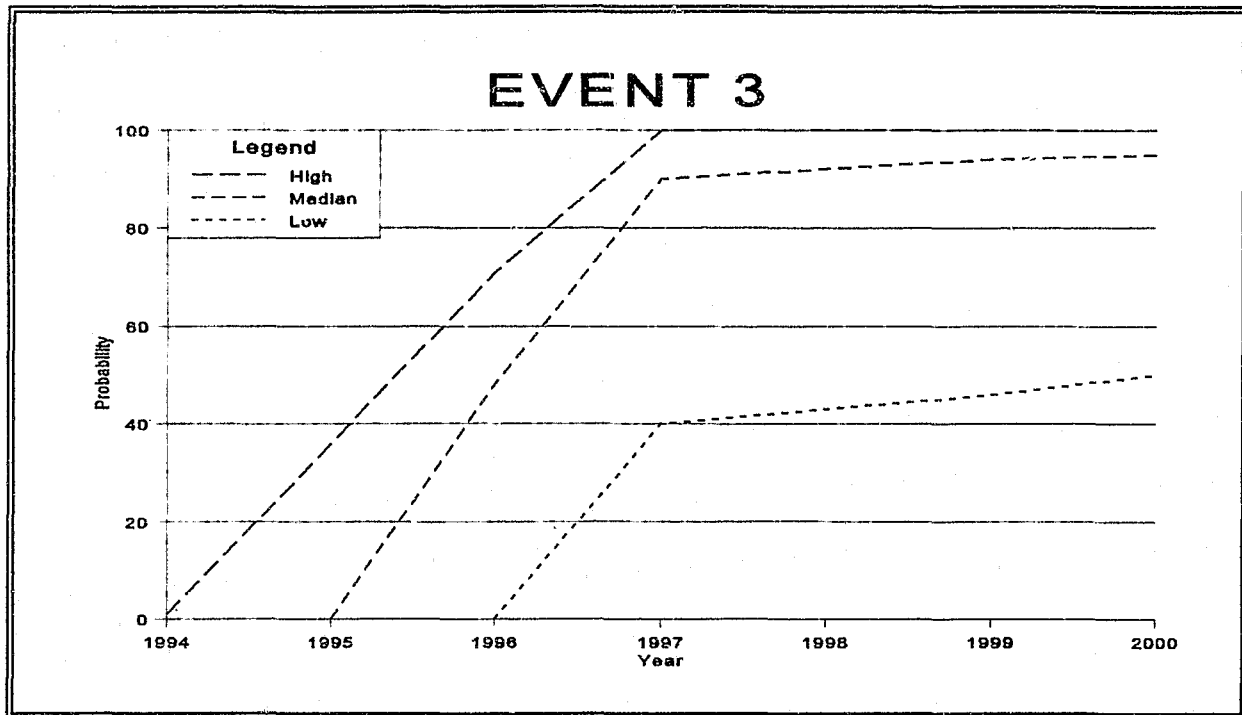
Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	100	100	+10
1	50	100	
2	30	90	

This event focused on the decisions at the local level on competing interests where different municipal departments are concerned. Typically, during previous shortfalls, departments are asked to take an equal percentage in cuts. With the current recession in California into the fourth year, this procedure is no longer practical. Political leaders

may have to determine if some departments will be funded at all. Some California communities have in fact closed library services for lack of funds.

The panel reached a close consensus on the probability for this event occurring by the year 2000, as indicated by the mean and the high deviation lines meeting in that year. The group also felt the event would have a positive impact on the central issue, in that it could be a vehicle to force local leaders to look beyond short-term quick fix solutions.

# **ILLUSTRATION 16** **State Government Makes Legislative Decision on Local Funding Levels**

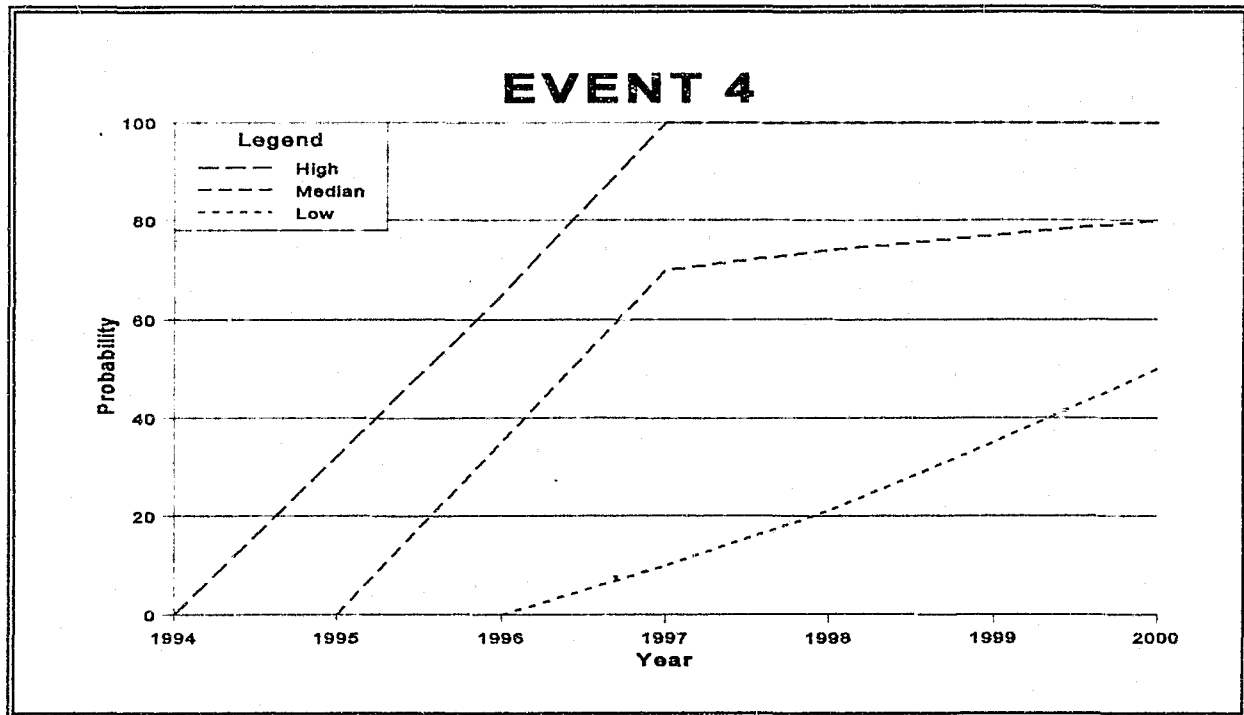


Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Within Six Months	100	100	-6
1	90	95	
2	40	50	

This event involved a discussion by panel members regarding the past practice of state government to transfer property taxes from the local level to the state for redistribution. This practice, as stated earlier in the evaluation of significant trends, creates a significant problem at the local level, because there is never any consistency in funding levels. The panel felt there was a strong probability that by 1995, the legislature would be forced to set funding levels for local governments and discontinue the practice

of funding shortfalls at the state level with local property taxes. As the chart indicates, panel members were in general consensus on the probabilities of this event, but also felt there was a possibility that state government would set the standards too low, causing additional funding losses at the local level. Therefore, the impact on the issue question was generally felt to be negative.

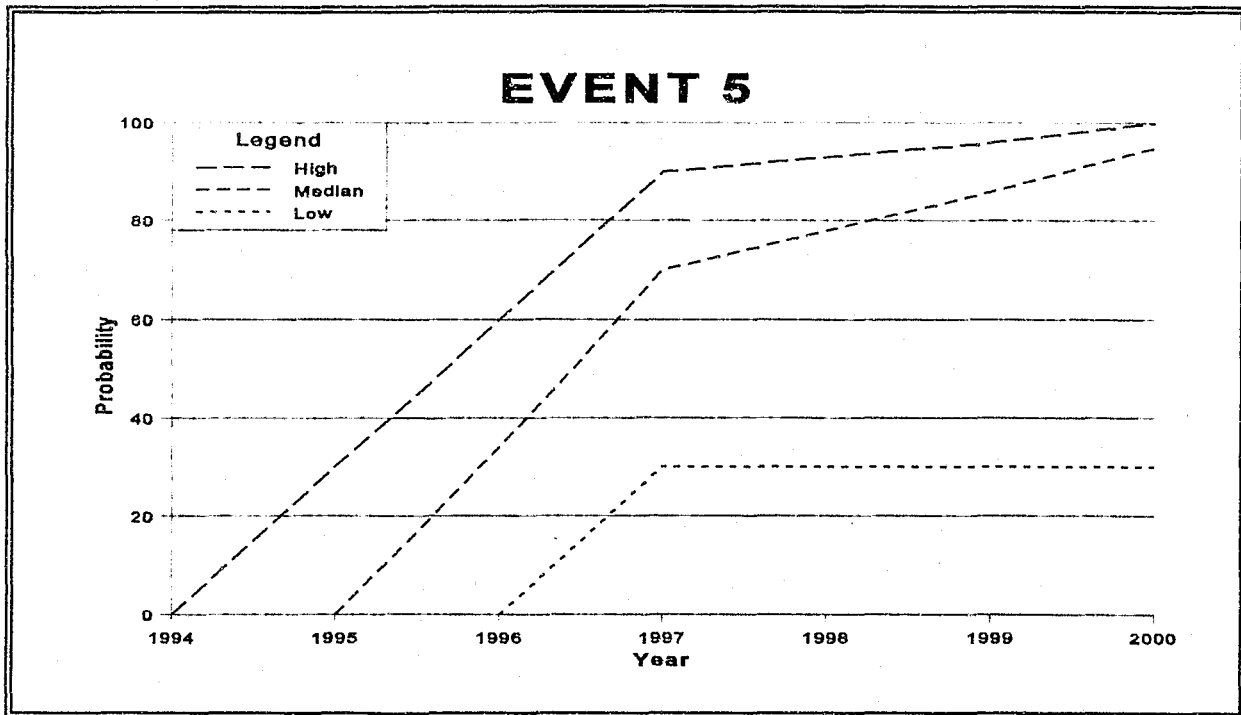
**ILLUSTRATION 17**  
**Local Election Affects Local Law Enforcement Funding Levels**



Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	100	100	-2
1	70	80	
2	10	50	

Discussion by panel members regarding this event involved the potential for local citizen concern for public safety. With California communities experiencing service level reductions from law enforcement, the panel felt there was a strong probability that a bond issue or similar initiative could be placed on the local ballot to insure police service levels were maintained.

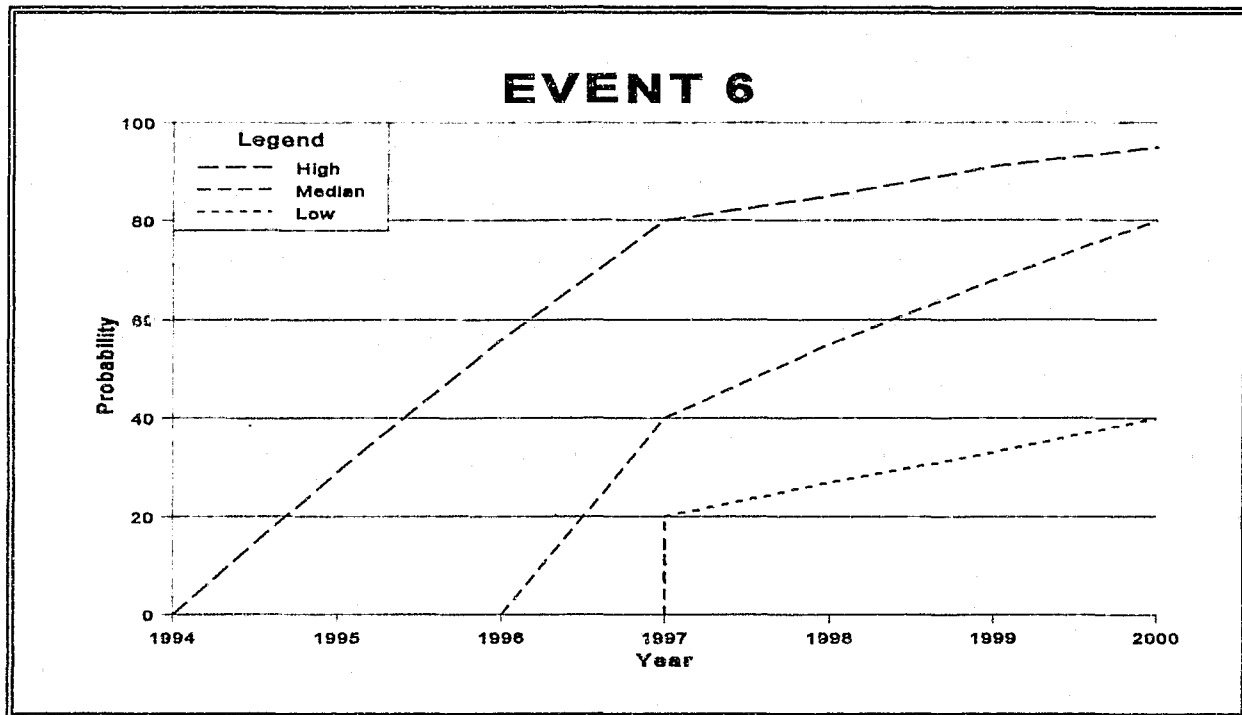
# ILLUSTRATION 18 Closure of Major Local Military Base



Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	90	100	-10
1	70	95	
2	30	30	

The panel members discussed the potential for the economy to be affected by the closure of a local military base, which is a major employer for the area. Clearly, this event would have a significant impact on local revenues, and therefore, on the ability of the local economy to fund law enforcement services. As the chart indicates, the median and the high deviation are close in proximity near the year 2000, indicating a general consensus by the group that the event will occur within 6 years.

**ILLUSTRATION 19**  
**Violent Act Causes Upper Middle Class Flight From State**

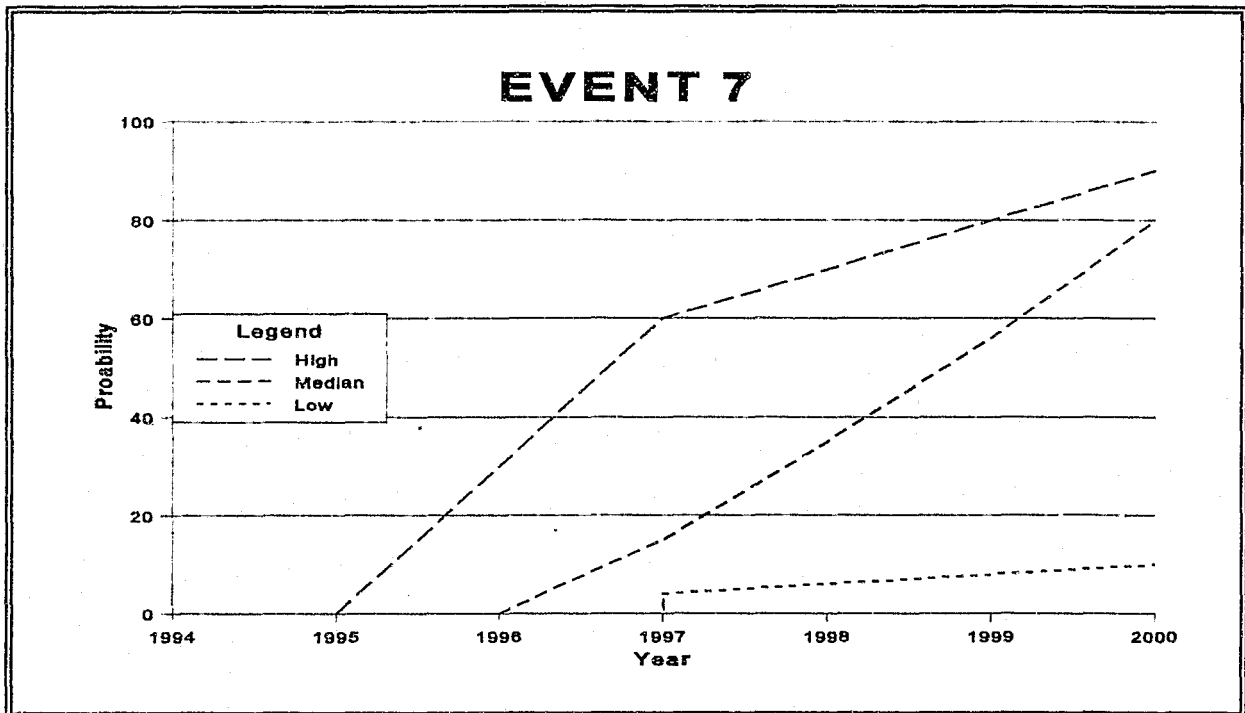


Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	80	95	-7
2	40	80	
3	20	40	

Event 6 was discussed as a possible trend, however most within the NGT group felt a single event such as a riot could trigger such an action. The impact of this event on the issue question would be clearly negative. Flight of a large tax base from the area would be a significant blow to the economy. The low deviation suggests the first year the probability exceeds zero is 1997, then a 20% probability factor is suggested.

## ILLUSTRATION 20

### Regionalization of State and Local Law Enforcement Services



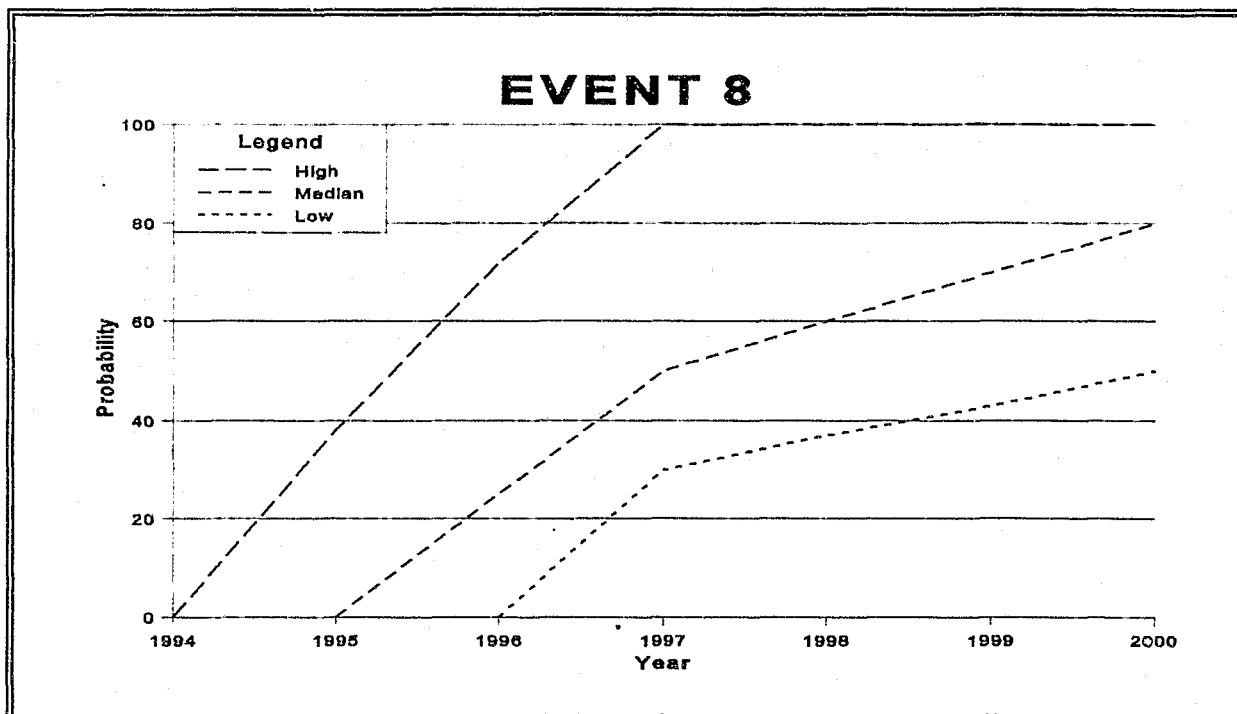
Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
1	80	90	+7
2	15	80	
3	3	10	

Opinions on this event varied widely as evidenced by the graph. Some within the group felt this event may not occur for ten years, others were more confident with time estimates in the near future. Regionalization of law enforcement services would be a bold step to take for state and local government. Local governments have been reluctant to release control over essential services to outside influences and many within the group felt economics would have to drive this event in order for it to occur within the time frames.



The median and low deviation closely followed the group's feelings on this event and the high deviation may have pushed the voting up. The probability of this event occurring more closely follows the lower deviations. The event's occurrence would have a positive impact on the central issue. There are definite benefits to sharing resources to cut costs and regionalization provides an opportunity for savings.

**ILLUSTRATION 21**  
**Local Services Fees Create a Business/Public Voter Revolt**

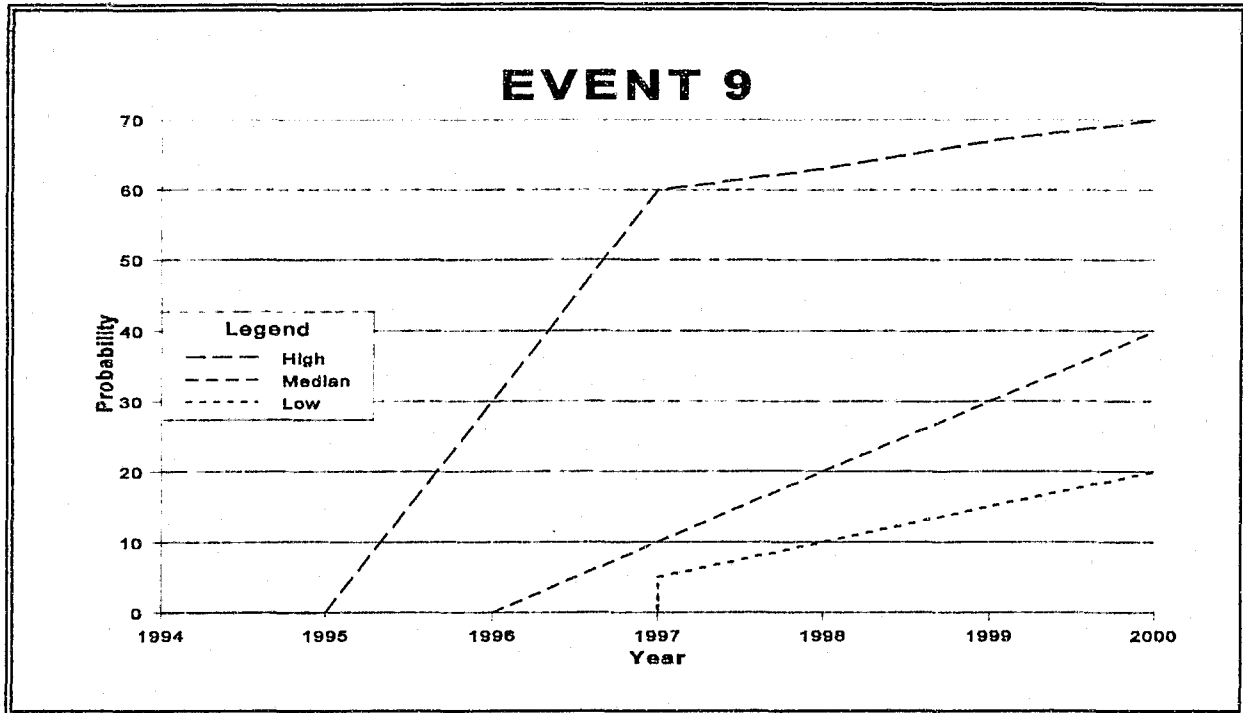


Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
Less Than One Year	100	100	-6
1	50	80	
2	30	50	

The panel discussed the public dissatisfaction with the constant barrage of service fees imposed as a result of revenue shortfalls from Proposition 13. This event involves the probability that the citizen/voter will resist this government practice. The panel felt this would clearly be a negative influence on the main issue, considering that voter trust will be needed to provide additional funding for public safety services in the future.

## ILLUSTRATION 22

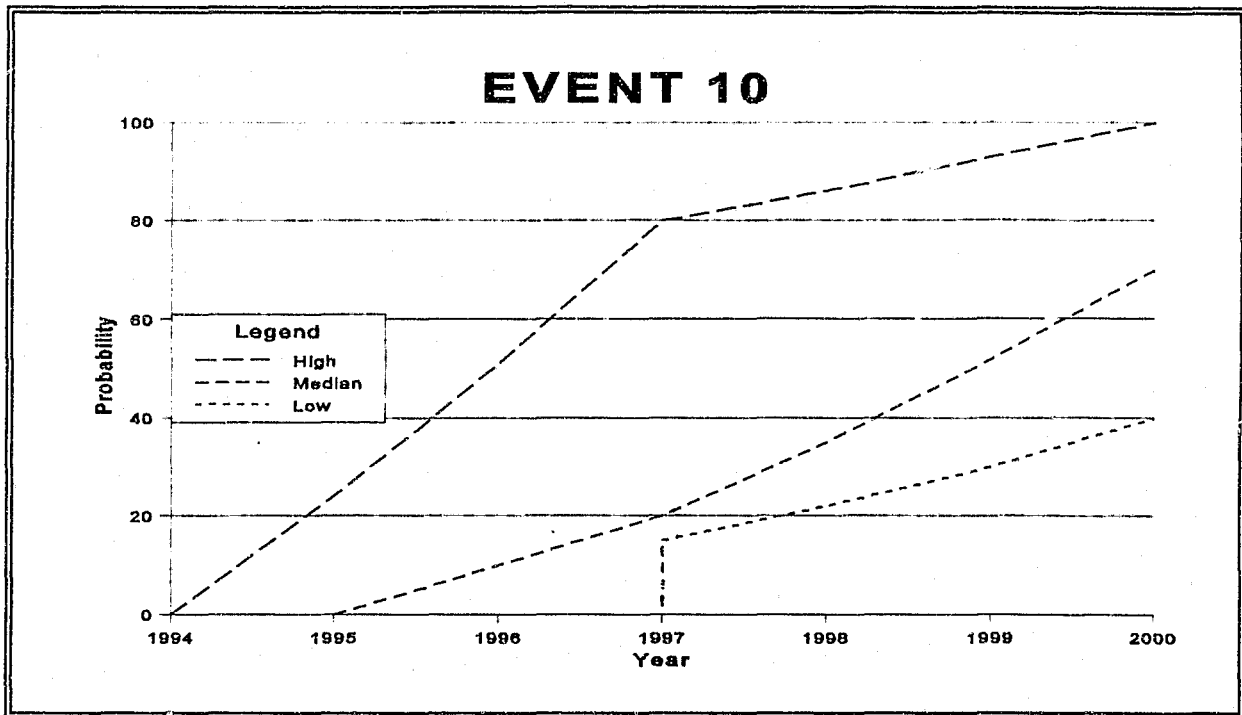
### Elimination of County Government Through Regionalization



Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
1	60	70	+6
2	10	40	
3	5	20	

The panel discussed this event at length and there were minority opinions that suggested it would not occur, if at all, for 8 to 10 years from today. It was suggested by group members that the public may insist on less layers of government to improve efficiency, which could drive this event. The median closely follows the general feelings of the group, indicating a very low probability of the event occurring. The low deviation follows the minority view that Event 9 would not occur within the next 6 years.

**ILLUSTRATION 23**  
**Local Government Service Fees Declared Unconstitutional**



Years Until Probability First Exceeds Zero	Probability		Impact on The Issue Area if the Event Occurred
	Three Years From Now 0-100	Six Years From Now 0-100	Positive/Negative
1	80	100	-8
2	20	70	
3	15	40	

The NGT group discussed the probability of occurrence for this event and related their concerns based on the potential for aggressiveness in local cost recovery programs. Many within the group felt the more aggressive the local government policy was, the higher the probability the cost recovery would be challenged. Further discussion followed on how the California recession has created the additional need for cost recovery programs. The median range provides an accurate picture of the general feelings of the panel.

## Trend and Event Evaluation

### Trend Evaluation

At this point it is important to review the forecasting data from the NGT panel for future analysis. According to the panel's median estimates Trend 1 (T-1), (the desire for government to operate more like a business), takes a dramatic upward swing from its position of five years ago (1989) and increases 50% from today's figure of 100. The panel also felt the level of population from legal and illegal immigration (T-3), will continue to impact California and estimated this increase (impact) will be approximately 40% above the 1994 level. Trend 6, (the level of citizen interest in public safety funding), is expected to increase by 50% over the next 6 years and 125% from the level of interest in 1989. Additionally, and in conjunction with T-6, T-10, (the level of citizen interest in funding specific government departments), shows an increase of 30% over the next 6 years. Trend 9, (The level of citizen interest in community based policing), indicates an increase of 40% from today (1994).

These trends indicate a strong desire by the community for government to operate more efficiently, and a strong citizen interest in public safety funding as well as an interest in providing additional funding if necessary to achieve a desirable service level in specific government departments.

### Event Evaluation

The event forecasting indicated high probabilities that at least three, and possibly 6 events would occur by the year 2000. Event 2, suggests revenue shortfalls will force

local government to set funding priorities, possibly forcing decisions to not fund certain departments deemed to be a non-essential service. The panel felt there would be a strong probability that Event 3 would occur and the state legislature would make a decision that would change the current revenue sharing practice and set minimum funding levels for local government. This event would have a major impact on the main issue. The closure of a local military base Event 5, was also given a high probability of occurrence. This event would have a major negative impact on the main issue. The following events also deserve close consideration for planning purposes as they were given an 80% chance of occurring by the year 2000:

- |  |   |                 |
|--|---|-----------------|
| E-4 - Local election affects local police funding                | - | negative impact |
| E-6 - Violent crime causes upper middle class to flee California | - | negative impact |
| E-7 - State and local police regionalize services                | - | positive impact |
| E-8 - Local service fees create public/business voter revolt     | - | negative impact |

### **Cross-Impact Analysis**

Sergeant Douglas Bera, an NGT panel member, assisted the author in conducting the cross-impact analysis of event to event.

Sergeant Bera and the author projected the maximum impact each forecasted event would have on each other forecasted event. The results of this process are outlined in Illustration 22 (Page 46). The information was then entered into a computer program, which using a systematic analysis projected the final probabilities of the events occurring.<sup>25</sup>

The events having the most impact on one another were Event 7, (State and local police services regionalized) and Event 4 (Local election affects local police funding). Should regionalization take place for police services then there would be little need for additional funding for police services. The occurrence of Event 10, (Local government fees declared unconstitutional), would impact Event 2 (Revenue shortfalls force local government to set funding priorities). Obviously, the loss of fees would create additional shortfalls and force new cuts or revenue increases.

**ILLUSTRATION 24**  
**Cross-Impact Evaluation Table**

INITIAL PROBABILITY		E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	FINAL PROBABILITY	
		60	99	95	80	95	80	80	80	40	70		
E1	60	X	-3	-40	-50	10	12	-50	30	12	25	E1	4
E2	99	20	X	30	30	-25	-10	25	-50	-10	-70	E2	59
E3	95	30	-20	X	10	-30	-20	-20	10	-20	20	E3	55
E4	80	10	-10	10	X	-5	-5	-80	0	25	-20	E4	9
E5	95	0	0	25	10	X	-15	-5	-10	10	-30	E5	86
E6	80	10	10	-10	-20	10	X	-20	-20	10	15	E6	62
E7	80	10	-10	5	0	-10	-20	X	-10	15	-20	E7	39
E8	80	-20	15	-20	-10	15	10	-20	X	-15	-60	E8	14
E9	40	5	5	-10	-10	5	5	20	5	X	10	E9	66
E10	70	10	5	-35	10	5	10	-20	55	-30	X	E10	84

E-1 Citizens increase property tax to stem violent events

E-3 State legislative decisions affect local police funding

E-5 Closure of local military base

E-7 State & local police regional services

E-9 Elim. of county govt. through regionalization

E-2 Revenue Shortfall Forces Govt. to prioritize

E-4 Local election affects local police funding

E-6 Violent crime causes residents to flee

E-8 Local fees create business/voter revolt

E-10 Local govt. fees declared unconstitutional

In analyzing the significant trends to the events which received the highest probability of occurrence, in some cases an interesting future can be forecasted. For example, Trend 6, (the level of citizen interest in public safety funding), is expected to increase by 50% by the year 2000. This coincides with an 62% chance (final probability) that there will be an upper middle class flight from California by the year 2000 due to violent crime (Event 6). Additionally, the NGT group forecasted a 95% chance the state legislature would make a decision that will in affect, increase funding at the local level for police services (Event 3). In late 1994, the state legislature mandated funding levels for local law enforcement be fixed at levels that were in affect in the fiscal year 1992/1993.<sup>24</sup> This action was taken after city and county governments were shifting funding within their general fund to other departments and offsetting the transfers with the half-cent sales tax revenue mandated by the state. This was not the intent of the state legislation. The half-cent sales tax was intended to supplement law enforcement funding.

The computer program concluded through the analysis that several probability changes would occur. For example, Event 4 (Local election affects local police funding), was given an initial probability of 80%. At the conclusion of the computer analysis, the final probability dropped 71%. Indicating a a less likely chance that this event would occur by the year 2000. Other significant changes are noted in illustration 23 on page 48.



### ILLUSTRATION 23 Probability Analysis

Event	Initial Probability	Final Probability	% Change
E-1	60	4	-0.56
E-2	99	59	-0.4
E-3	95	55	-0.4
E-4	80	9	-0.71
E-7	80	39	-0.41
E-8	80	14	-0.66

E-1 Citizens increase property tax to stem violent events

E-4 Local election affects local police funding

E-2 Revenue Shortfall Forces Govt. to prioritize

E-7 State & local police regional services

E-3 State legislative decisions affect local police funding

E-8 Local fees create business/voter revolt

Although the final probabilities dropped significantly on three of the events in illustration 23, Events 2,3 and 7 remain significant because of their final probability percentages.

A computer program was utilized to obtain alternative futures based upon the forecasted events.<sup>27</sup> The final probabilities from the event to event cross-impact evaluation table were fed into the computer program to determine the alternative futures. Additionally, the median forecasts from the trend evaluation table (Illustration 3) were included in the author's determination of potential future scenarios.

### FUTURE SCENARIOS

This section of the future study provides the reader with three scenarios that depict possible futures using the concepts outlined below. The author utilized the information obtained from the NGT panel's trend and event evaluations along with the cross-impact

were developed with the (NGT) forecasts and from the computer generated material which came from entering the final probabilities of the event to event cross-impact analysis. The program complied and correlated the input data and generated 42 iterations or alternative futures. Two iterations were then selected from the 42, to be developed into scenarios to compliment the "most likely" scenario developed in the NGT. The two iterations were selected for their unique and interesting futures. The three scenarios are defined as follows:

- ▶ Exploratory Scenario or Nominal - Describes a "Most Likely" future or an extension of the past.
- ▶ Normative Scenario - A future that is "Desirable and Attainable" if managed properly.
- ▶ Hypothetical Scenario - A future where trends and events actually occur that were previously forecasted with low probabilities.

For the purpose of the following scenarios, the community described is the city of Woodbridge, an incorporated city of 40,000 people which is a bedroom community for a large urban northern California community of 300,000.

#### Exploratory or Nominal Scenario

In the year 2000, people all over the country are celebrating the new millennium but not in the City of Woodbridge. Facing another deficit year the citizens have tired of a lack of services (T-7) and the high cost of service fees (E-8). Crime has increased and the general fund in the City's budget just does not have the ability to fund for the additional personnel and equipment to meet the challenges of the 21st. century (E-2). Woodbridge

has experienced some economic growth, but mostly in the housing industry and the State has continued to shift property taxes to the state level to offset deficits there (T-5). The community has suffered and industry has moved based on the lack of quality services and safe environments for their employees (E-6).

Seven years ago Vice President Al Gore talked about re-inventing government at all levels and many within federal, state and local governments changed their practices to streamline budget systems for the new information age (T-1). Many communities adopted a practice of rewarding those in government who saved money by allowing them to roll the savings over and spend the money on technology that would provide a higher or at least an equal level of service to the community for less cost (T-4). There were warning signs everywhere that change was needed in order to maintain service levels at less cost. Police departments across the state left the traditional general fund and established a public safety fund. Citizens accepted this new system and in many communities, assessment districts to increase property taxes were passed to provide additional funds for police and fire to maintain and/or increase service levels (E-1,T-6,T-10,E-4).

Woodbridge tried to maintain service levels by initiating a utility tax which was passed by the City Council by a small margin (T-2). But traditional methods were used to distribute the money equally throughout all the municipal departments and when the State took more property taxes (T-5,E-3), the effects of the utility tax were minimal. City Hall felt like it was in touch and knew what the community wanted even without asking them specifically. Town hall meetings were not considered when funding priorities were set (E-2) and assumptions were made that the community was satisfied.

Finally, when the City tried to increase service fees there was a voter revolt (E-8, T-8) and the City Council was recalled. Recently, anti-tax groups have formed a coalition and challenged the constitutionality of service fees, (E-10) and their challenge was upheld. The California League of Cities has initiated an appeal of the ruling. The court decision just compounded the current hardship, and to add insult to injury, a local military base closed (E-5) which had a major affect on the economy in nearby Summertime, population 300,000. The inevitable ripple affect was felt immediately by Woodbridge.

Although the community has desired a change in the police department's philosophy from a traditional reactive response to the more desirable community oriented policing concept (T-9), the change has not taken place. The Chief has indicated a desire to change but recently had to cut services (T-7) again due to a lack of funding and the ability to change the organization now would require thousands of dollars to fund additional personnel.

During the last few years proposals have been initiated to consolidate governments and services into a regional approach. One such idea, the elimination of county governments through regionalization (E-9), has not transpired. However, the regionalization of law enforcement services (E-7) seems to have attracted the attention of public safety administrators and local politicians. This idea has gained popularity based on the potential to eliminate a duplication of services and cut costs.

## Normative Scenario

The following table illustrates the results of the computer iteration for this scenario. The reader will note that Events 7, 9 and 10 did not happen during the time frames 1994 through the year 2000.

**ILLUSTRATION 26**  
**Normative Scenario Computer Iteration**

Events	1994	1995	1996	1997	1998	1999	2000
E-1	0	0	0	0	0	X	0
E-2	0	0	X	0	0	0	0
E-3	X	0	0	0	0	0	0
E-4	0	0	0	0	X	0	0
E-5	0	0	0	0	0	X	0
E-6	0	0	0	0	X	0	0
E-7	0	0	0	0	0	0	0
E-8	0	0	X	0	0	0	0
E-9	0	0	0	0	0	0	0
E-10	0	0	0	0	0	0	0

E-1 Citizens increase property tax to stem violent events  
E-3 State legislative decisions affect local police funding  
E-5 Closure of local military base  
E-7 State & local police regional services  
E-9 Elim. of county govt. through regionalization

E-2 Revenue Shortfall Forces Govt. to prioritize  
E-4 Local election affects local police funding  
E-6 Violent crime causes residents to flee  
E-8 Local fees create business/voter revolt  
E-10 Local govt. fees declared unconstitutional

The year 1999 is coming to a close and another successful year for the City of Woodbridge has been realized. Even though the California economy is still in transition, the city has prospered during the last 6 years basically because of good strategic planning founded upon the forecasting of potential trends and events.

The city long ago changed its financial practices and applied a budgeting concept which was more flexible and provided individual funds for the different departments within City government. The Woodbridge Police Department established a public safety fund

and has been able to maintain service levels through a combination of principles centered on savings and revenues.

These changes were not something that came about without some frustration. In March of 1994, The State of California set local funding levels. This legislation was initiated after local governments shifted mandated funds dedicated for public safety to other service providers for the City. The State felt funding redistributed back to local governments was not being earmarked for its intended purpose.

In 1996, the citizens of Woodbridge openly and aggressively opposed new service fees imposed by City government. A recall election was held and several Council members were recalled. As a result the local fee schedule was revised but revenue shortfalls were still prevalent. The Chief of Police reduced services to the community and the City Council was forced to set funding priorities with public safety given the highest priority. The local library hours were reduced and city employees who provided some non-essential services experienced lay-offs.

Violent crime continued to escalate and caused many to leave California. In 1998, a local election was held and law enforcement funding was affected. A city-wide initiative was approved to fund public safety and general fund revenues previously dedicated to public safety were used to once again fund non-essential services. The library hours were reinstated and employees who were laid-off were brought back to full time status. Many within the community felt the City-wide assessment district was successful based upon the public safety fund being separate from the general fund and therefore more accountable.

Although the assessment district was one approach to maintain public safety, many

within the more affluent neighborhoods assessed themselves at an even higher rate to increase patrols within their districts. The Chief of Police developed a system of service levels and provided a police "Hire Back" program for those districts who wanted additional police services. Basically, officers were deployed during their off-duty hours at a rate of time and one-half their usual hourly rate of pay to provide the necessary staffing.

Although a local military base closed, just last year, the community was minimally affected. The closure had been anticipated and the community managed to off-set the revenue losses with retail sales taxes as a result of a vigorous program aimed at providing incentives to private business to relocate in Woodbridge.

The entrepreneurial approach of generating revenues based on services along with managing finances through business concepts has also worked well. The police department recently established a private foundation to help fund special equipment and projects. The foundation concept involves a non-profit corporation established to provide citizens and private business the ability to donate funds to the police department and receive a tax write-off as a result. Recently the department funded an additional K-9 unit with funds donated by the foundation. While planning for the non-profit corporation, a city ordinance was passed which provided the foundation with the ability to fund police projects (directly into the public safety fund) without the appearance of impropriety. This fund has allowed the police department to reduce certain fees previously required.

Woodbridge has experienced significant growth during these past years even though overall statewide growth has been modest at best. The state has continued to

transfer property taxes from cities and counties to the state but the practice has not affected this community as others have suffered.

Even though the State has been impacted by a continuous flow of legal and illegal immigration, Woodbridge has continued to diversify its workforce to meet the changing demographics.

Talk in the state capitol recently has centered around a reorganization in government. One concept of eliminating county government has been proposed. This idea was forecasted by a committee charged with making a city-wide strategic plan, so the potential impacts on Woodbridge are in the strategic plan. There also is a challenge before the state supreme court on the ability of local government to charge some service fees. Woodbridge anticipated this challenge based on the aggressive behavior of other communities and has not relied on these fees as a revenue source that is crucial to funding services.



## Hypothetical Scenario

The following table illustrates the computer iteration chosen for the Hypothetical Scenario. The reader should note that Event 7, State and local police services regionalized does not occur during these time frames.

**ILLUSTRATION 27**  
**Hypothetical Scenario Iteration**

Events	1994	1995	1996	1997	1998	1999	2000
E-1	0	0	0	0	0	X	0
E-2	0	0	0	0	X	0	0
E-3	0	X	0	0	0	0	0
E-4	0	0	0	0	0	X	0
E-5	0	0	0	0	0	X	0
E-6	0	0	X	0	0	0	0
E-7	0	0	0	0	0	0	0
E-8	0	0	0	X	0	0	0
E-9	0	X	0	0	0	0	0
E-10	0	0	X	0	0	0	0

E-1 Citizens increase property tax to stem violent events  
E-3 State legislative decisions affect local police funding  
E-5 Closure of local military base  
E-7 State & local police regionalize services  
E-9 Elim. of county govt. through regionalization

E-2 Revenue Shortfall Forces Govt. to prioritize  
E-4 Local election affects local police funding  
E-6 Violent crime causes residents to flee  
E-8 Local fees create business/voter revolt  
E-10 Local govt. fees declared unconstitutional

The City of Woodbridge has been described recently as the hard luck capitol of California. Who would have thought the City could have been impacted as it has by various isolated events. Back in 1994, a team of City department heads put together a strategic plan thought to be one of the most in-depth guides for the future the City had ever undertaken. But a series of incidents hurt the community.

In 1995, the State set local funding levels based on local government's habits of shifting mandated law enforcement funding to other services. That same year voters

elected to eliminate county government through regionalization. This action forced State and local governments to fund previously mandated county programs. Although already experiencing record deficits, local municipalities attempted to spread their existing revenues to meet these new demands.

The following year, 1996, a devastating decision came from the California Supreme Court, which stated that indeed local service fees were unconstitutional. This action set the entire State reeling and forced communities to refund previously collected fees retroactively back to the provider for the past ten years. Dozens of municipalities begged for protection as they were unable to meet current payrolls without the fees and were in no position to refund the previously collected fees.

The Woodbridge Police Department was forced to lay-off most non-sworn employees and staffing was reduced to the point where officers were dispatched to in-progress felonies only. As a result of budget shortfalls and staff reductions, violent events began to increase and were causing many to flee California. Businesses also began to relocate to neighboring states.

Just as many in Woodbridge thought the worst was over, a local military base closed. The effect was significant on the local economy. The base was a major employer in the area and the closure had a domino effect on surrounding businesses. It seemed as though everything that could possibly happen at once was occurring to the once docile community of Woodbridge.

Out of a genuine fear of anarchy, the citizens voted to increase their property taxes to help fund public safety in the community. However, the State continued to transfer local

property taxes back to Summertime to help balance the State's budget. So the effect on the local budget was minimal and local residents became more frustrated. As local revenue shortfalls continued to plague the community, additional problems surfaced with the public safety communications system.

Through a joint powers authority, the City entered into a regional emergency communications system back in 1987-1988. Four governmental entities joined Woodbridge in taking control of the communications center previously owned and operated by the County of Bolo. Through the tough economic times of the late 1980's and early 1990's, ongoing maintenance and upgrades of the (CAD) computer aided dispatch system were delayed for financial reasons. Years later as the regional members began realizing an economic recovery, upgrading the communications system was again delayed while other priorities were addressed. The lack of maintenance finally caught up to the members in late 1999 as the system completely failed, leaving the four jurisdictions without emergency communications. A temporary arrangement was made with the City and County of Summertime to provide services to the members but the upgrading of the old equipment will cost millions over what the original upgrades would have cost had the maintenance been performed in a timely manner. Now the equipment will have to be completely overhauled and time is important as the contract with the City and County of Summertime is expensive. With the current economic conditions that exist among the JPA members, everyone is scratching their head trying to determine how the communications system can be funded.

In previous years, Woodbridge made an excellent attempt at planning for the future,

putting together a Nominal Group panel to forecast trends and events that could impact the community in the next ten years. As a result of the panel's recommendations, the City restructured its financial systems using a mission driven type budget with separate accounts for its most crucial public safety departments. Citizens and corporations openly contributed to the public safety fund to help maintain services during the economic recovery of the early 1990's. The (NGT) panel accurately forecasted that citizens would be interested in providing additional funding for public safety, if they knew the extra revenue would be used for such services.

It seemed as though Woodbridge had done everything right but, who would have anticipated a series of obscure possibilities, that would alter all of the good things the community leaders had accomplished through proper planning. No one thought to ask "what if."

### **POLICY CONSIDERATIONS**

The normative scenario was chosen over the others for the purpose of presenting potential policy considerations that would assist in bringing about the necessary change to a desired future.

P-1 The Chief of Police along with other City department heads support the budgetary change to a method or methods that achieve the most efficient process of governmental finance. The method should allow for flexibility to reward those employees who save taxpayer dollars and at the same time achieve departmental goals. This method should also allow for citizen, corporation or foundation donations through a city ordinance to a public safety fund.

- P-2 The police department should review an entrepreneurial approach to management and market those functions where revenue could be generated to offset recurring costs.
- P-3 Internal policies should be developed that establish controls over budgetary issues such as spending.
- P-4 A level of service plan should be developed that sets minimum service standards for the entire community, to insure that everyone receives a standard level of service. Community involvement in developing a service level plan would help achieve commitment to the process and acceptance of the plan.

If these policies were implemented, Trends 1, 4, 6 9 and 10 would be addressed (see page 18 for Trend definitions) as well as Events 1, and 4. These policies also may prevent Event 8, (local fees create public/business voter revolt), from occurring. Also if Event 3, (State legislative decisions affect local law enforcement funding) occurs, the City will have a public safety fund established which will provide greater accountability and show how funds were distributed.

## STRATEGIC PLANNING

The previous section focused on developing a futures study that identified significant trends and events which could impact the issue question. The study also contained scenarios or visions of the future, which can equip the police executive with what the future may look like under a variety of conditions, and which provide the ability to make decisions to change an organization's course of action and avoid potential problems.

A strategic plan is designed to minimize chaos and achieve order while providing a mechanism for change. Strategic planning has been defined as:

"A structured approach, sometimes rational and other times not, of bringing anticipations of an unknown future environment to bear on today's decisions."<sup>28</sup>

The future study issue explored was, "How will medium size law enforcement agencies be funded in California by the year 2000?" Forecasted trends indicate citizen interest in funding public safety will remain high, though community members want government to operate more efficiently. These trends indicate a need to change current methods of funding local government.

This section will establish a strategic plan that will give the Woodbridge Police Department the ability to operate more efficiently through a more flexible method of funding public safety. The scenario brought forward for use in this plan is the normative future scenario. This scenario is "desirable" and with proper planning, the Woodbridge Police Department can minimize the effects of State property tax shifts as well as the requirements of Proposition 13.

The City of Woodbridge is a culturally diverse community of 40,000 located approximately 15 miles from the large metropolis of Summertime, population 300,000. The economic base has relied heavily on agricultural interests, however, recently the industrial area of the community has

grown and provided some added incentives to the tax base. The City government consists of a mayor and four city council members. The city manager is responsible for the day-to-day operations of the municipality. The Woodbridge Police Department has a total compliment of 77 employees, with 51 members being sworn police officers. As the community has grown and expanded, police staffing has not increased to meet the demands of an expanding population. Although the City's General Plan has established service levels at 2.0 police personal per thousand residents, the current ratio has declined to 1.76 police employees per thousand population. Additionally, the City has realized a reduction in their property tax redistribution totaling 25% of what was received before the State made structural changes in its system of financing local government services.<sup>29</sup>

### **MISSION STATEMENT**

The following mission statement was designed for use in this research project and specifically for achieving the desired result in this strategic plan. The statement was developed by the author with feedback provided by members who participated in the modified delphi process (See page 74 for a list of the participating members.)

"The Woodbridge Police Department's primary mission is to provide quality law enforcement services which meet the needs of our culturally diverse populace. We will continue to promote the necessary programs that are designed to maintain the quality of life in our growing community, with an overall goal of achieving the highest standards in public service."

To achieve our mission, members of the Woodbridge Police Department will develop a strategic plan which will:

1. Provide the community with a planned approach to public safety services which utilize the best available methods of forecasting public safety issues, and provide strategies to impact these problems.
2. Design fiscal strategies that reflect the most responsible methods of financial management. These policies must provide for maximum efficiency and meet the demands of our basic mission.
3. Ensure through policy that all segments of the community receive equal service.

### **SITUATIONAL ANALYSIS**

A situational or WOTS-UP analysis provides an opportunity to examine the internal and external conditions which may impact the Woodbridge Police Department, and specifically the basic mission and issue question. Opportunities and threats to the organization and issue question were identified and their relationship to the future state are discussed below. Trends and events that had the potential to provide the organization with opportunities for achievement or, were a potential threat to the basic mission, were brought forward from the future study. The STEEP model (social, technological, economic, environmental and political) was utilized in the WOTS-UP analysis. Additionally, an internal analysis of the Woodbridge Police Department was conducted to determine the strengths and weaknesses of the organization. A discussion follows on how the organization can take advantage of the agency's strengths and some possible strategies to off-set the Department's weaknesses.

#### Environmental Opportunities

1. The California economy and years of recession have made conditions right for change in methods municipalities utilize to fund local government and law enforcement. Changing such historic methods of funding would normally be next to impossible, but with the current economic



forecasts of continued revenue shortfalls, even the most conservative should admit that a change to a more efficient system is vital to local government survival (Economic/Political).

2. The future study identified a trend in the public's attitude, of a desire that government be managed and operated more like a private business (Trend 1). This trend provides government with the opportunity to change funding concepts and initiate fiscal policies that are more flexible and yet maintain accountability. With the private sector downsizing and achieving new standards of efficiency, people are less tolerate of government's wasteful practices and duplication of services (Economic/Political).

3. Where internal savings can be demonstrated without significant organizational disruptions, the City Council and the community would clearly be supportive. With the potential for lay-offs a very real possibility, any change that can assist in conserving resources would be welcomed (Political/Economic).

4. The study also forecasted an emerging trend which indicated the public had an interest in changing the source and structure of local funding (Trend 4). This could signal an opportunity for local government to restructure the way public safety is funded, from the traditional general fund concept to the more flexible methods of funding (Economic/Political).

5. Citizen interest in funding public safety is expected to increase (Trend 6). This trend would appear to indicate public support for tax or fee increases in order to meet the demand for public safety services (Economic/Social).

6. Another opportunity that exists is the emerging trend of citizen interest in funding specific local government departments (Trend 10). As stated above, community members appear to be ready to prioritize their funding in a manner that supports public safety.

This is an opportunity again to put policies in place that achieve this desire and provide accountability so the public's confidence can be maintained (Economic).

7. The future study indicated violent acts may cause certain segments of the population to leave California (Event 6). News accounts have recently indicated that this is actually occurring now. Since the Northridge Earthquake, the moving industry reports that for every three moving trucks leaving the state, one comes in.<sup>30</sup> Many feel that violence, coupled with the natural disasters have forced a percentage of the population to leave the state (Social).

8. Panel members from the study also forecasted citizens forcing an initiative to assess local properties to increase law enforcement (Event 1). This type of action was proposed in San Diego in October of 1993, where an ordinance was drafted which would allow citizens to assess themselves to increase public services.<sup>31</sup> Similar tax assessments are also being proposed by citizen groups in the City of Sacramento<sup>32</sup> (Economic/Social).

9. The level of citizen interest in community base policing is also expected to rise sharply (Trend 9). The Woodbridge Police Department currently functions in the traditional philosophy of reacting to calls for service. When/if a change occurs to a new philosophy of community based policing, new resources may be needed to achieve objectives within the new system of providing services. This trend appears to indicate the community would support spending on resources to achieve goals related to community based policing (Social).

#### Environmental Threats

1. The level of citizen intolerance for tax increases is projected to increase for the next three years (Trend 8). Taxpayer groups are forming resistance to benefit assessment districts, which they describe as an assault on Proposition 13. The Citizens Against Oppressive Taxes or COAT has recently persuaded 30,000 citizens to sign a ballot initiative that would repeal a benefit

assessment district in Oakland.<sup>33</sup> In Sacramento, similar resistance has been threatened by the Howard Jarvis Taxpayers Association.<sup>34</sup> A series of town hall type meetings to discuss the need for the assessment district might be one strategy to offset this resistance (Economic/Political).

2. The future study also forecasted an increasing dissatisfaction with local service fees, including the potential for a legal challenge to determine if these fees violated the Constitution of the State (Events 8&10). The service fee process was born from the very concept of Proposition 13, that those who predominately use services over and above the norm should pay additional service fees. Municipalities around the State as well as county governments rely on service fees as a significant part of their budget. Eliminating these fees would be a major impact on local government (Economic/Political).

3. The concept of a more flexible funding process than the general fund provides could be threatening to local politicians, who may see the move as a loss of control. The concept, even though initially adapted, could also be changed by newly elected officials who are reluctant to delegate such responsibilities to department heads or the city manager (Political).

4. Other municipal departments may react to the process by requesting they too be allowed more autonomy in funding and revenue decisions. This could be viewed as a threat to overall control and remove the possibility of change (Political).

5. A more flexible funding process may be viewed as a threat to the strength of the general fund. Revenues previously deposited into the fund from police services could be lost if allowed to roll over in the police budget. The loss in revenue could damage the general fund's ability to adequate fund other departments (Economic/Political).

6. Legal challenges could surface against public and business donations to the police department.

Additionally, there could be a fear of police corruption and the feeling that police services are available if you can afford to pay for them (Social).

7. The potential exists for employee groups to feel the change is a threat and oppose the change in budgeting concepts, especially those whose funding will depend upon the solvency of the general fund.

Survey forms were distributed to the panel members assigned to participate in the modified delphi process. These members were asked to complete the survey as if they were assessing their own organization. The survey was then used as an assessment of the imaginary organization, the Woodbridge Police Department. This process identified the department's strengths and weaknesses and how these characteristics would relate to the environmental opportunities and threats, along with the issue and sub-issues. The panel's assessment of the organization's abilities are outlined below:

#### Organizational Strengths

1. Police Department Image: The Woodbridge Police Department enjoys an excellent reputation within the community. Citizens have confidence in the police department and trust the men and women of the organization to faithfully carry out their responsibilities in a lawful and impartial manner. Community confidence will be important in achieving our mission and maintaining the Department's reputation of being fiscally responsible.
2. City Council/City Manager Support: The Woodbridge Police Department has the support of city government. Based on the Department's overall community support, the City Council has consistently supported the Department in achieving its' objectives. This support will be important in proposing changes to the City's funding mechanisms.

3. Department Employees: Police Department employees are recognized as having above average skills, both at the line level and within the supervisory ranks. Employees enjoy quality training programs and realize an excellent employee benefits package. The employee turnover rate is favorable in comparison with other law enforcement agencies in the area and morale within the Department is good. Employee satisfaction is a critical element in maintaining the confidence of the community and City government.
4. Management Skills: The Woodbridge Police Department's managers have average to above average skills. Superior management skills are desirable within any organization, especially one where significant change will be taking place.

#### Organizational Weaknesses

1. Experience as change makers: The Police Department does not have experience in carrying out significant change within its own organization or City government. This could present a significant problem for the leadership of the Department in achieving its basic mission and addressing the issue and sub-issues.
2. Department Facility: The Police Department currently operates in a facility constructed in the mid-1970's. The Department has outgrown the structure, and one unit operates out of a portable office. Working in a facility with a lack of space has the potential to effect employee morale and therefore interfere with the organization's ability to accomplish its' mission.
3. Staffing: The Woodbridge Police Department has lost three full-time positions over the last two years as a result of budget shortfalls. The Department currently is understaffed when compared with population ratios enjoyed by other municipalities. As mentioned previously, the City's General Plan calls for 2.0 police personnel per thousand

residents. The department's current staffing remains at 1.76 personnel per thousand population. Approximately 10 new employees would be needed to meet the General Plan standard. City revenue shortfalls prohibit the ability to hire new personnel. In order to maintain service levels to the community and minimize the perception of a "pay as you go" service provider the City must address the staffing shortages .

4. New Technology: The Department has not taken advantage of technological advances that could save the City money in the long term. Without seed money to lease state-of-the-art products the Department has not been able to realize the advantages of such practices. Unfortunately, this policy has just contributed to the feeling of being short personnel, as many times technology can ease the burdens of boring labor intensive processes. For example, as mentioned above, the Department is working under crowded conditions yet funding has been denied to purchase an optical disk system which would provide space currently used to store volumes of records. The Department will need to explore alternative financing for products that can cut costs. This will be important if the organization is to achieve the goals outlined in the mission statement.

### **STAKEHOLDER ANALYSIS**

A strategic plan is not complete and has the potential to fail without an analysis of the various stakeholders who could affect the outcomes. A stakeholder is defined as individuals or groups who: impact what you do, are impacted by what you do, or care about what you do.<sup>35</sup> A Snaildarter can also affect a plan. A Snaildarter is defined as an unanticipated stakeholder who can radically impact strategy.<sup>36</sup> Stakeholder assumptions vary depending upon their perceptions, values, and their position within an organization or their interest from an external viewpoint.

The purpose of this section is to identify and determine the position of the various

stakeholders, both inside and outside the Woodbridge Police Department who have the potential to impact the issue question and mission statement. As the individual stakeholders are identified, strategies can be implemented that impact their potential to oppose the plan, or encourage those stakeholders who would support the Department's objectives.

The following list of stakeholders and their perceived assumptions was developed by members of the modified delphi panel and represent those individuals, groups or organizations, who have the potential to have the most impact, either positive or negative, on the issue.

1. Police Chief:

- A. The Chief of Police will support the idea of a change in funding for public safety, but will want to be sure that other city department heads also support the plan.
- B. Will want a legal process for accepting community donations to avoid the perception that services are for sale.
- C. Would want to insure that all segments of the community receive the same level of services..

2. City Council

- A. Council members may fear a loss of control over the fiscal practices of the Police Department.
- B. The City Council will be intimidated if large numbers of community members and businesses contribute resources to the Department, reinforcing their fears of a loss of control.
- C. The council will support a change if they see the savings potential through the improved purchasing and the built-in incentives for the Department to save money.

- D. The Council will also want a legal process in place for those wishing to donate funds to the Department to avoid the appearance of impropriety.

3. Other City Department Heads:

- A. These individuals may want to be included in the change if it provides greater autonomy.
- B. They will also could be a fear of the loss of revenue from the general fund, as a result of any change, which could jeopardize their own funding. Departments without any revenue generating capability; i.e., personnel may be particularly vulnerable and therefore apprehensive about supporting any change.
- C. Department heads may be supportive if it can be shown that the change will provide the police with greater autonomy and will stabilize their own budgets and remove the year-to-year threat of more funding loss as a result of the City's priority to fund public safety first.

4. Fire Chief:

- A. The fire chief may want to be included, and since his Department is not generally a revenue generator, he/she will want some assurance of ongoing funding via the general fund or other assessments.
- B. He/she will support the concept if the Fire Department's interests are met.

5. Police Officer's Association (POA):

- A. The POA will be supportive, especially if they see any new concept as an answer to the problem of a lack of funding for salary increases.
- B. They will feel that staffing issues could be better addressed through a more flexible type of funding mechanism.



6. Community:

- A. Community members will want assurance that there is at least equal oversight over any new funding process, as was realized with the general fund.
- B. When assessment districts are formed for public safety, the community will want to see their funds actually going to the designated public safety agency.

7. Chamber of Commerce:

- A. The Chamber of Commerce will want assurances any new funding process has oversight and they will support the concept that provides for ongoing funding for public safety.
- B. The perception of citizen safety is vital for business and they will lobby for maintaining a safe environment for retailers.

8. Local Developers:

- A. Will resist any attempts at assessing property for public safety services.
- B. They will view the any new process as just another tax and may form a coalition with anti-tax groups.

9. School District: (Snaildarter)

- A. The school district may see this funding change as an opportunity to pass costs on to City government. For example, crossing guard funding recently transferred from the City to the school district, would be one program the City/Police Department should anticipate that school officials will attempt to transfer back to the City's responsibility.
- B. The school district will be indifferent to any new City funding change alone.

10. Anti-Tax Groups:

- A. Coalitions within the area have been already formed to block Sacramento's public safety benefit assessment district.
- B. A new coalition could form with the building industry, as previously mentioned, to resist any attempts at increasing or forming benefit assessment districts. However, resistance may not be present for any internal budgeting change.

11. Finance Director

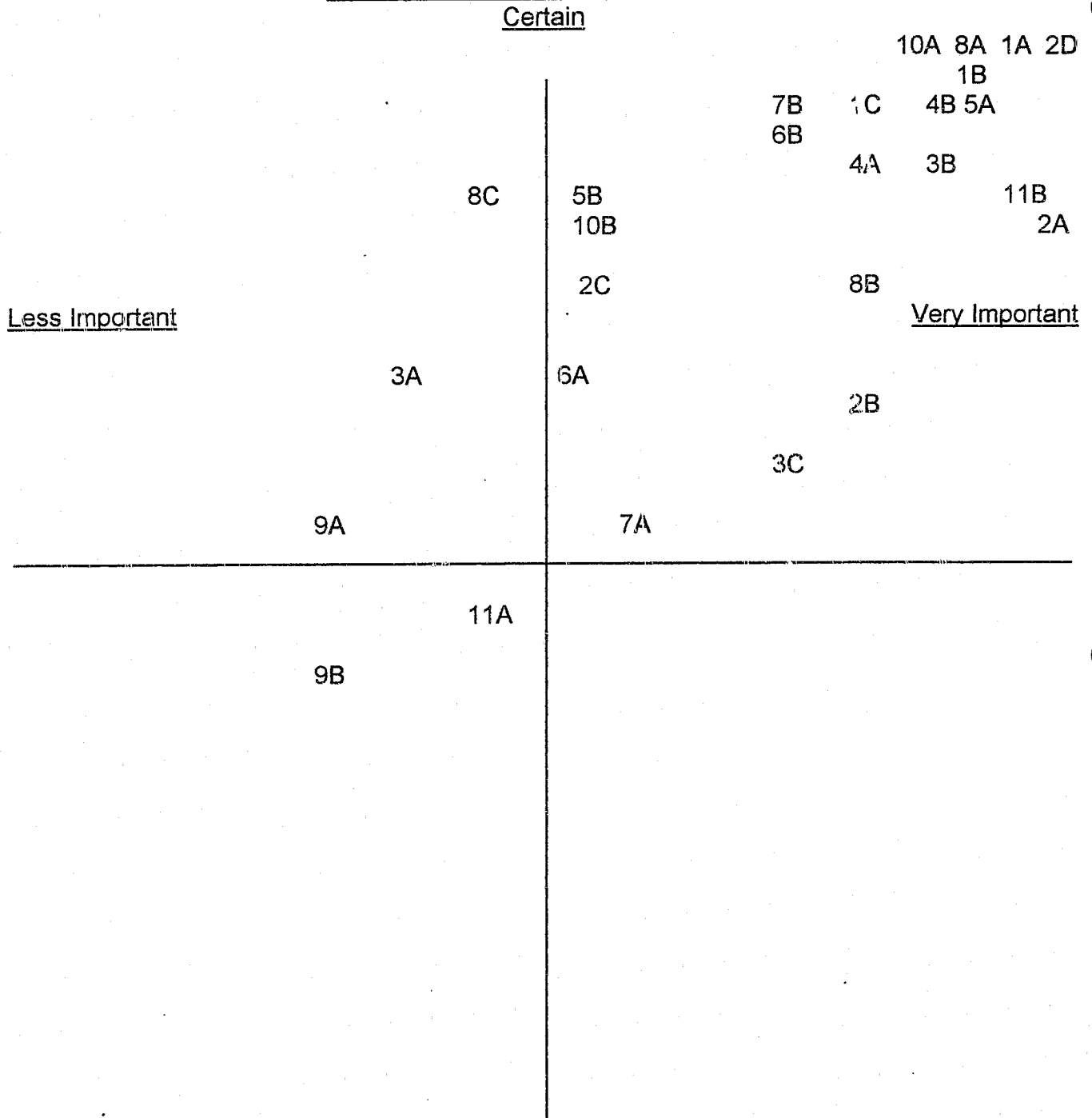
- A. May view the new process as a threat to his/her overall control over the City's fiscal resources.
- B. He/she would want assurance the general fund would not be adversely affected.

Stakeholder Assumptions

An assumption is defined as, " basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world."<sup>37</sup> In order to analyze the assumptions of the eleven stakeholders previously described, a Stakeholder Assumption Map was used. Two measures were utilized in the mapping analysis, the importance the stakeholder placed on the assumption and the degree of certainty the assumption was correct.

Strategies that have the potential to impact or influence a stakeholder's position are important. A Stakeholder Assumption Map, provides the strategic planner with a graphic tool to utilize in planning these strategies, especially for those in the Certain and Very Important quadrant. Those stakeholders in this quadrant obviously feel the issue is very important to them individually, or their organization. The Assumption Map appears on the following page 73.

# ILLUSTRATION 28 STAKEHOLDER ASSUMPTION MAP



- |                           |                                 |                      |
|---------------------------|---------------------------------|----------------------|
| 1. Police Chief           | 5. Police Officer's Association | 9. School District   |
| 2. City Council           | 6. Community                    | 10. Anti-Tax Groups  |
| 3. Other Department Heads | 7. Chamber of Commerce          | 11. Finance Director |
| 4. Fire Chief             | 8. Local Developer              |                      |

## DEVELOPING ALTERNATIVE STRATEGIES

An important step in the strategic planning process is to examine alternative strategies an organization can implement to achieve the basic mission. Here, a modified delphi policy process was utilized to identify and then analyze significant alternative strategies, that could be employed to bring about the desired future. The panel members consisted of seven individuals acting as representatives of the Woodbridge Police Department. The modified policy delphi is designed to generate strategic alternative approaches to the policy issue, analyze the feasibility and desirability of each alternative, and reduce the number of alternatives to a manageable number for more complete strategic analysis.<sup>36</sup> The panel members were asked to nominate, select and evaluate budgeting systems, or funding mechanisms, that could help the Woodbridge Police Department achieve a more efficient process of managing finances. The following personnel from the Woodland, California Police Department participated as panel members on the modified delphi panel.

Russ Smith - Chief of Police, Woodland Police Department

Lieutenant Charles Wilts - Patrol Commander, Woodland Police Department

Lieutenant Terry Brown - Detective Commander, Woodland Police Department

Sergeant Richard Lansburgh - Detective Sergeant, Woodland Police Department

Sergeant Doug Bera - Administrative Sergeant, Woodland Police Department

Marge Rosasco - Support Services Manager, Woodland Police Department

Dean Gualco - Management Analyst, Woodland Police Department

A round robin method was utilized. The process resulted in the generation of eleven policy alternatives.

The following policy alternatives were identified by the panel:

- ▶ Establish a new fund for public safety and remove the police department from the general fund concept.
- ▶ Remain in the general fund and increase the fund's revenues by a combination of fees and assessments.
- ▶ Establish a city-wide public safety assessment district for police services. An assessment district would increase the property taxes without approval from the voters.
- ▶ Eliminate the Woodbridge Police Department and contract for law enforcement services.
- ▶ Leave the funding mechanism as it is (general fund concept) and wait for the state and local economy to improve.
- ▶ Increase revenues by using more of a service fee concept. Service fee increases for towing automobiles, and fees for more than one response to a loud party, etc.
- ▶ Establish assessment districts for new development only and stay within the general fund concept.
- ▶ Approve a city-wide assessment district for all city services.
- ▶ Reduce expenditures by hiring more civilian staff for non-hazardous functions, and remain with the existing funding mechanism.
- ▶ Regionalize some services with the sheriff, and increase service fees.
- ▶ Establish a private foundation to supplement law enforcement funding for the city.

The panel then evaluated the strategies using a rating system prepared by the author. The strategies were rated based on the following criteria:

Organizational Flexibility: - This is defined as a funding mechanism that creates more autonomy for the Department in spending practices. For example, savings realized in a line item for utilities, could be used for equipment purchases for the patrol division.

Feasibility: - Is the strategy realistic and cost effective?

Community Confidence - Does the process provide for simple analysis by the general public?

If an assessment district is generated for the purposes of funding public safety, does the fund

allow the average citizen to inspect and determine if the assessment district funds are actually going for public safety services?

Desirability Long Term: - Will the change provide an opportunity to achieve the Department's goals and remain effective for the long-term?

Stakeholder Support: - Generally, will the stakeholders accept this strategy?

Accountability: - Does the process provide enough checks and balances to insure accountability?

After the rating was completed the two highest rated strategies based on the rating criteria described above were selected for further analysis. A third strategy was selected based on the concept's diversity of support. The three selected strategies were then analyzed for their advantages and disadvantages in achieving the mission. Finally, each strategy was assessed for how the process would be perceived by the stakeholders previously listed. The following paragraphs outline the three strategies selected for further analysis.

**Strategy 1: The city would establish a new fund for public safety and remove the police department from the general fund. Additionally, donations to the police department and tax dollars dedicated for public safety would be placed directly into the public safety fund.**

This change would require action by the City Council including passage of a new ordinance to allow the police department to accept donations from the public directly into the fund. The City Manager may explore with the other department heads the feasibility of adopting the budgeting concept on a city-wide basis. The Police Chief should anticipate this suggestion and be ready to support the concept. However, for the purposes of this study we will focus on the Police Department being removed and the other City departments remaining in the general fund. Initial funding for the Police Department would be realized from the current City general fund.

Initial reliance on the general fund should be calculated through a formula, perhaps on a per employee basis. These calculations could be made based on the Department's budget of the previous year. But the public safety fund is really about changing behaviors and providing incentives to create revenue sources, not just spending. The overwhelming majority of costs within most governmental entities, including police departments, is personnel costs. Therefore, a goal could be established for the Police Department to generate revenues to offset costs other than personnel costs for the following fiscal year. For example, years ago many police departments stopped monitoring false alarms boards within their dispatch center as a result of service level cutbacks. Enterprising alarm companies began charging customers to do what police departments were previously doing for free, thus creating a revenue source. If alarm monitoring returned to the City of Woodbridge, \$180,000 in revenue could be generated back into the public safety fund! This concept is about enterprising not spending. Many police departments operate pistol ranges. What if these facilities were opened to the public to help offset recurring costs? As revenue sources are realized by the City of Woodbridge Police Department, less dependency on the general fund will occur. However, policy statements and agreements with the City Manager need to be established that ensure incentives are in place to maintain the enterprising concept. Recurring revenues for the Police Department must be placed in the public safety fund, not returned to the general fund. Returning the money to the general fund will only destroy the incentive to save and seek revenues, and instill the old behavior of spending.

Revenue generated by the Police Department, including donations, could be used to offset further reliance on the general fund. Revenues within the public safety fund would "roll over" year after year to take advantage of savings and to reduce the dependency on other City

resources. Income realized as a result of taxing districts, dedicated for public safety, would be deposited into the public safety fund. The budget justification process with the City Manager and the City Council would not change.

Strategy number 1 is not about immediate, absolute change. Therefore, the process will need to evolve from the current general fund concept. However, the concept will only work with creative and persistent managers who look for methods to save money and generate revenues.

Concept Advantages:

- ▶ The fund would be specifically dedicated to public safety and removed from the practices of the general fund.
- ▶ The fund concept would be an advantage for long range planning purposes, up to and beyond the 6 year perimeters set at the beginning of this study, or until the State eventually restructures its funding redistribution policies.
- ▶ The fund would provide incentives for the organization to save money, instead of incentives to spend every dollar in the budget.
- ▶ The change would provide a funding mechanism with the most flexibility.
- ▶ Public complaints about "shell games" being utilized to shift their tax dollars when assessment districts are formed (for public safety) would be minimized.

Concept Disadvantages:

- ▶ Politicians may not accept the concept based on a perception of a loss of control.
- ▶ The process may reduce general fund revenues.



## Stakeholder Support - Strategy 1

**Strategy 1 - Stakeholder Assumption Chart**

<u>Police Chief</u>	<u>City Council</u>	<u>Dept. Heads</u>	<u>Fire Chief</u>	<u>POA</u>	<u>Citizens</u>	<u>C. of Comm.</u>	<u>Local Devel.</u>	<u>School District</u>	<u>Anti-Tax Groups</u>	<u>Finance Director</u>
S	S	S	S	S	S	S	I	I	S	S

Legend S=Support O=Oppose I=Indifferent

This strategy would have the support from the majority of the stakeholders. The City Council will support the plan if control over the budget is maintained. The other city departments may show some resistance however, if the project is successful, there is no reason to believe the concept could not be initiated on a City-wide basis. The community would be supportive considering the savings potential in rolling over resources to the following year. Tax-groups would be supportive, especially when tax dollar savings are realized as a result of the change.

**Strategy 2: The Police Department would remain in the General Fund and increase the fund's revenues by a combination of fees and assessments, thereby increasing the City's capability to fund public safety services.**

This action would require very little change in the way the city does business today, but it would employ new accounting methods to achieve adequate funding. For example, public donations earmarked for public safety would have to be separated from the general fund expenditures in order to maintain credibility.

### Concept Advantages:

- ▶ Very little administrative change required.
- ▶ The funds are currently available.
- ▶ The general fund process is an accepted method for government financing.

### Concept Disadvantages:

- ▶ The funding concept is vulnerable to the general economy.

- ▶ Lacks credibility with the community especially when new assessments are approved to maintain services.
- ▶ Impedes the process of long range planning based on the police department's inability to achieve a stabilized funding source.
- ▶ The funds are not earmarked for public safety.
- ▶ Funds are affected by special interests and other City departments.

### Stakeholder Support - Strategy 2

**Strategy 2 - Stakeholder Assumption Chart**

<u>Police Chief</u>	<u>City Council</u>	<u>Dept. Heads</u>	<u>Fire Chief</u>	<u>POA</u>	<u>Citizens</u>	<u>Ch. of Comm.</u>	<u>Local Devel.</u>	<u>School District</u>	<u>Anti-Tax Groups</u>	<u>Finance Director</u>
I	S	S	I	S	O	O	O	I	O	S

Legend S=Support O=Oppose I=Indifferent

This concept would have general support from City Hall as it represents business as usual and there is no threat of change. Community members will resist tax increases for public safety when their dollars are deposited into the general fund and subject to being dispersed to a number of different priorities. Additionally, anti-tax groups will oppose any additional assessments as will developers.

**Strategy 3    Establish a city-wide public safety assessment district for police services and contract with an outside agency for law enforcement, eliminating the Woodbridge Police Department as it is known today.**

The City Council would vote on the elimination of the current police department and enter into a contract with an outside agency for police services. A City-wide assessment district would be formed specifically to fund for contract services. Service level forums would be conducted in a series of town hall meetings to determine the level of service required by the community.

### Concept Advantages:

- ▶ Potential for a higher quality of service.
- ▶ Competitive bid process will drive the costs down.
- ▶ The contract agency could provide the latest technology in police services.
- ▶ No budgetary problems.

### Concept Disadvantages:

- ▶ A perception of a loss of control over the police department.
- ▶ The potential exists for a "low bid syndrome" where quality suffers as a result of a low bid contract.
- ▶ City administrators would be required to manage the contract to insure accountability.
- ▶ May not be accepted by the community and returning to the City's own police department could be very costly.

### Stakeholder Support - Strategy 3

**Strategy 3 Stakeholder Assumption Chart**

<u>Police Chief</u>	<u>City Council</u>	<u>Dept. Heads</u>	<u>Fire Chief</u>	<u>POA</u>	<u>Citizens</u>	<u>Ch. of Comm.</u>	<u>Local Devel.</u>	<u>School District</u>	<u>Anti-Tax Groups</u>	<u>Finance Director</u>
O	O	I	O	O	O	O	I	I	O	I

Legend S=Support O=Oppose I=Indifferent

The City Council will see this change as a general loss of control over law enforcement services and may resist the concept based on a desire to maintain their own police department. The community may also resist this change for the same reasons. The Police Officer's Association will openly resist this action and will criticize the move as an attempt to break up the union. Anti-Tax Groups will oppose the process based on new assessments.

### Recommended Strategy

The three strategies were discussed for their feasibility and desirability, and the group

once again rated the top three strategies. The number 1 strategy was selected. This concept offers the best possible alternative for long range fiscal management and the most flexible policy to meet the challenges of the forecasted trends and events previously discussed. Moreover, the process will have the confidence of the public should additional assessments be necessary to fund public safety and the analysis reveals strong support from identified stakeholders. Reliance on the general fund will exist for a period of time until behaviors change to an enterprising organization rather than just another public entity that taxes more and spends more.

### **IMPLEMENTATION PLAN**

In order to determine if this strategy could be legally implemented within the community of the fictitious City of Woodbridge, the author interviewed the Mr. Robert Murphy, City Attorney for the City of Woodland, California.<sup>39</sup> California cities may be organized either under a charter or under general law.<sup>40</sup> A charter is a written document approved by the electorate which operates as a "constitution" for the adopting city.<sup>41</sup> An amendment or repeal to a charter may be imposed by the governing body (city council) or by initiative; the governing body's consent is not needed in the case of an initiative. Cities organized under the laws of the state (general law) are subject to constraints imposed by general law.<sup>42</sup>

The fictitious community of Woodbridge has been organized as a general law city and therefore this budgeting concept would be permissible under general law.

The initial step in implementation of a plan to offer a new budgeting process, the public safety fund, will begin within the Woodbridge Police Department. The Department's Management Analyst will be instructed to do an analysis of the concept and determine the amount of revenue that will be available on a yearly basis for the fund. Additionally, the potential revenues realized as a result of Department savings and income received as a result of marketing the Department's

assets should also be explored. Management and employee incentive pay would be one way of helping to change behaviors to a more enterprising approach of business. Management incentives could be measured by the amount of money saved within division budgets as a result of sound spending practices. Employee incentives could be encouraged through ideas submitted on how the Department could explore a new revenue source. For example, charging the 17 other agencies that currently use the Department's pistol range would be one entrepreneurial approach to generating revenue. Recurring revenue sources should become part of the study, to include the potential for donations made to the Department from private businesses and citizens. A formula should be established that outlines the general fund dollars the Department will need, on a yearly basis until new revenues are identified. And finally, any hidden cost in implementation should be identified. Although cost at this point appears minimal for implementing a new funding practice, an analysis would not be complete without cost assessments.

This study will forecast how the Department will be funded over the next 6 years, to include the traditional funding sources (property and retail sales taxes) as well as the non-traditional approaches mentioned above. The study will include information available from private business on the potential growth of the City and county and the probabilities that a benefit assessment district will be needed to insure on-going funding for the Department. The analysis should be completed within 60 days and make a recommendation for a long range plan of on-going funding mechanisms that can take the police department into the new millennium.

With this information the Chief can make a recommendation and justify to the City Manager based on quantifiable data that a public safety fund be used as a funding mechanism for the police department. The fund should enable the police department to maximize its fiscal efficiency by rolling over savings realized as a result of conscientious employees. Moreover, the Chief

should recommend a small task force of City staff be assembled to determine the potential impacts of the Police Department removing revenues from the general fund, into its own public safety fund. The task force should include the City Attorney who can advise the group on what legal steps need to be taken to achieve the separation and to prepare an ordinance so the Police Department can accept donations from the community. The findings of this task force will be returned to the City Manager within 90 days, from the date of their first meeting.

The Police Captain will represent the Police Department and be responsible for overall implementation.

Once the task force report is concluded, the City Manger will review the report and either approve the contents or return the document for additional information. The Police Chief will be responsible for preparing a communication to the City Council recommending the change in budgeting process.

During the task force meetings, three potential obstacles to implementation need to be addressed to insure a smooth transition into the new concept. First, it will be important to make the necessary arrangements to ensure that other City departments are not adversely affected by the Police Department forming its own fund. Moreover, safeguards need to be placed into the plan to ensure oversight over the new budget is still available to the City Council and City Manager. Finally, informational meetings regarding the new concept should be held for labor units representing City employees who may be affected or who have a perception that they will be affected. These same meetings could be held with those in the community who have an interest and with members of the City Council as a group or individually. These settings will be designed as an informational source to reduce rumors and inaccuracies.

Stakeholder positions will be constantly monitored during the first year for any change that could either jeopardize the project, or, provide support for the concept.

Finally, with City Council approval, the public safety fund process should begin with planning for its inception. Beginning with the fiscal year 1995/1996, the budgeting mechanism will change to reflect the strategic plan. Thereafter, City staff will make arrangements for a smooth transition into the process.

During the following years the new concept should be monitored to determine if change is necessary in order to receive the desired results. To ensure that an effective evaluation process is conducted, representatives from each city department will meet on a yearly basis and evaluate the concept. Recommendations for change will be made to the City Manager in the form of an annual report.

### **SUMMARY**

The strategic planning process provides a map to guide an organization through a variety of challenges, from a single project to long range plans for the future. Without a set of strategies to achieve organizational objectives, the opportunities to effect change and be successful are diminished. With this plan in place the Woodbridge Police Department can now begin the process to effect change in their funding mechanisms.

This strategic plan is now complete and ready for the next phase, the Transition Management Plan. Although no one can guarantee success, through planning, obstacles can be removed to allow the organization the opportunity to achieve the Department's missions and goal of providing a solution to the issue question, "How will medium size law enforcement agencies be funded in California by the year 2000?"

## TRANSITION MANAGEMENT PLAN

This section will describe, a transition management plan that will give the Woodbridge Police Department the ability to operate more efficiently through a new budget process utilizing a public safety fund. In the previous section, the strategic plan recommended the following strategy: **"The City of Woodbridge establish a public safety fund and remove the police department from the general fund. Donations to the police department and tax dollars dedicated for public safety would be placed directly into the public safety fund.**

Initial funding for the police department would be realized from general fund dollars. A formula will be established which sets general fund revenues, (transferred to the public safety fund) to the number of employees within the police department. This will establish on-going fiscal year base funding for the department. Revenues generated by the police department, including donations, would be used to off-set further reliance on the general fund. Revenues within the public safety fund would "roll over" year after year to take advantage of savings and, to reduce the dependency on other City resources. Revenues realized as a result of taxing districts dedicated for public safety would be deposited into the fund.

The budget justification process with the City Manager and the City Council would not change. This strategy would require action by the city council and the passage of a new ordinance to allow the police department to accept donations from the public directly into the fund.



This portion of the study will describe the methodology used in implementing a smooth transition from the current state to the future state. A commitment plan will be utilized, which identifies the "critical mass" and their levels of commitment studied. Intervention strategies will be explained when critical mass members must be moved from their current position on the issue to a desired level of commitment. A management structure will be established to manage the transition accordingly and a description of the technologies and methods that will be used to support the implementation process will be discussed. Finally, an outline of the plan appears which will provide a timetable and a sequencing of activities and critical events.

### **Critical Mass**

The "critical mass" is defined as, the minimum number of groups or individuals, who if supportive can achieve a successful transition, or, if opposed could cause the desired change to fail.<sup>43</sup> In order to achieve a successful transition the critical mass will need to be identified and their commitment on the issue anticipated.

As in the other sections of this future study, the fictional community of Woodbridge was used as a model. The following individuals from the Woodland, California Police Department assisted the author with identifying the critical mass, determining their current position on the issue, and determining the minimum level of commitment needed to insure success:

- |                            |                                      |
|----------------------------|--------------------------------------|
| 1. Police Chief Russ Smith | 3. Administrative Sergeant Doug Bera |
| 2. Lieutenant Terry Brown  | 4. Management Analyst Dean Gualco    |

The following individuals or groups were identified as the critical mass:

- |                                 |                                |
|---------------------------------|--------------------------------|
| 1. Woodbridge Finance Director  | 2. Woodbridge City Council     |
| 3. Woodbridge City Manager      | 4. Police Chief                |
| 5. Police Officer's Association | 6. Other City Department Heads |
| 7. Fire Chief                   | 8. Transition Manager          |

### **Commitment Planning**

A commitment plan is a strategy, described in a series of action steps, devised to secure support of those subsystems which are vital to the change effort.<sup>44</sup> Four steps are required in developing a commitment plan.<sup>45</sup>

1. Identify target individuals or groups whose commitment is needed.
2. Define the critical mass needed to ensure the effectiveness of the change.
3. Develop a plan for getting the needed commitment of the critical mass.
4. Create a monitoring system to assess the progress.

### **Commitment Charting**

Commitment charting is a method of assessing the position of the critical mass, and determining the minimal movement that will be necessary in order to achieve a smooth transition. Transition managers can then develop strategies for each member of the critical mass that will assure movement for success.

Illustration 26, on page 89, identifies the critical mass and their current commitment (X). These commitments were based on assumptions from the strategic plan and feedback from the team who helped identify critical mass actors. The designation (0) indicates the

commitment necessary to achieve the desired state. In order to insure a smooth transition, critical mass members must not be allowed to remain in or transition into the "block change" area.

**ILLUSTRATION 29**  
**Commitment Chart**

<b>Critical Mass Actors</b>	<b>Block Change</b>	<b>Let Change Happen</b>	<b>Help Change Happen</b>	<b>Make Change Happen</b>
Finance Director	X-->	-->O		
City Council	X-->		-->O	
City Manager		X-->	-->O	
Police Chief		X-->		-->O
POA			O<--	<--X
Other Dept. Heads	X-->	-->O		
Fire Chief		XO		
Transition Manager				XO

**X = Current State**

**O = Desired State**

The following paragraphs describe the critical mass "actors" current commitment and potential intervention strategies which will be useful in moving each critical mass actor to the required level of commitment.

**Woodbridge Finance Director**

The Woodbridge Finance Director's current position is to block the change. This department head has historically capitalized budget savings from the various departments, within the general fund, and will be reluctant to give up control of the current budget.

The transition manager and the Police Chief will need to provide the Finance Director with an analysis of the over-all savings realized as a result of "rolling over" the public safety budget and the city-wide benefit of encouraging savings within the public safety programs. Budgeted dollars saved as a result of employee incentives can be used to purchase needed equipment during the current fiscal year, rather than the current concept of spending every budgeted dollar and then requesting equipment monies in the new fiscal year. The new practice will provide the Finance Director with more flexibility and future planning for city revenues.

#### Woodbridge City Council

The current economic climate in California has the City Council concerned about any change in fiscal practices. The economic forecasts for the State and local governments has provided these decision makers with reason for that concern. The Council has historically controlled the Police Department budget, as well as the budgets of other City departments, and the proposed fund would reduce this control. The Council's current position would be to block the change.

In order to move the City Council from its current position, the transition manager and the City Manager must provide the Council with the assurance that expenditure approval and the budget review process will not change. The Council should also be informed of the potential for public support of the new concept where benefit assessment districts are concerned. As tax assessments are levied for public safety the taxpayer will see his/her dollars at work within the public safety fund and reduce the perception of a government "shell game." The Chief of Police may be able to assist the process by

meeting individually with all of the Council members to explain the fund concepts and the benefits of the change.

#### City Manager

The City Manager's current commitment will be to let change happen. The community has identified public safety as a spending priority, and he will support programs that have the potential to ease the burden on the other departments while maintaining the community's priority. He will want assurance that control over the budget will still be available through his office, as well as the City Council. He will also want assurance that controls are in place to prevent the perception of impropriety in public donations. He will be concerned that if other City department heads are uncomfortable with the new concept.

The transition manager must supply the City Manager with the above assurances in order to move him into the Help Change Happen category. The City Manager's support will be needed to help move the City Council and to keep the Finance Director assured that flexibility will not be lost as a result of the Police Department "rolling over" their budget.

#### Police Chief

The Police Chief is currently in the Let Change Happen category. The Transition Manager must move the Chief into the Make Change Happen area. The Chief will play a strong role in the implementation process and his communication skills will be required to convince the City Council and the City Manager that the new budgeting process has merit. It will be necessary for the Chief to demonstrate both within the organization and community that the Department is committed to making the change work.

The Chief's skills will be needed in the community to assure those who may be required to pay additional taxes to fund public safety their dollars will go directly into the public safety fund and not into the general fund.

#### Woodbridge Police Officer's Association

The POA's enthusiasm for this new process is evident by their initial position of Making Change Happen. This position must change and their commitment pushed back to the Help Change Happen category. The community may view their enthusiasm suspiciously, and determine the union has a personal interest in the process. This could impede the project and hurt support from outside the organization.

The transition manager's communication skills will be an important asset in dealing with the POA. He/she must encourage the group to damper their efforts in lobbying political figures to approve the new budget process. At the same time they must publicly support the concept. This effort must meet a critical balance between moderate support and an over-enthusiastic political campaign.

#### Woodbridge City Department Heads

The transition manager, the Police Chief and the City Manager must meet with this group and assure them their budgets will not be adversely affected by the public safety fund. Currently they are in the Block Change category, as there is nothing for them to gain by supporting the concept, and they may have a perception of their budget being at risk as a result of police department revenues being removed from the general fund.

One strategy with this group is to remind the decision makers the community has made public safety funding a priority, through their elected officials. Therefore, if the

police department remained in the general fund there is a risk, as revenues decline, that general fund deficits will be made up out of their budgets. Obviously, it is in their interest to support the new concept and the police department's entrepreneurial approach to revenues. This group must be moved in to the Let Change Happen category. The City Manager can also help be encouraging this group to work with the transition manger to achieve success. He/she should also emphasize the priority which is attached to this project

#### Fire Chief

The support of the fire chief is a critical element to the new budget concept. As part of the public safety family the fire chief must recognize the value in separating public safety for the advantage of flexibility. His commitment must remain minimally in the Let Change Happen category. As the program moves into the second fiscal year, the fire chief can be approached to join the public safety fund. With the anticipated success of the project, the fire chief will have an advantage in convincing stakeholders of the potential for the fire department to join the police department in the budgeting concept.

#### Transition Manager

The commitment of this person must be in the Make Change Happen category. He/she will have excellent communication skills and have the ability to reach consensus with groups on critical issues to implementation. He/she must be committed to the success of the project and have the credibility both inside and outside the organization and facilitate the movement from the current state to the future state.

This project will require a Transition Manager that is knowledgeable in public

finance and has the background in budgeting to recognize the potential pitfalls that can occur during the transition.

### **Transition Management Structure**

Implementing change of the City's budgeting process will require a separate management structure to be employed. Here the author has selected a group of people or task force of *representatives of constituencies* as the best model for a successful transition. Representatives of constituencies, is a group that represents the major constituencies involved in the change.<sup>46</sup> In this case, key members from the different city departments; police fire, finance, public works, parks and recreation, public library, planning department the city attorney's office and the City Manager's office will assemble as a task force with a project manager selected to lead the group. This involvement will help build commitment as the more representatives of potentially affected departments involved in the planning of the project, the more buy-in from these groups to the new concept. Involvement by various members of city government can assure a smooth transition to the desired future state.

The City of Woodbridge selected the following personnel as their Transition Management Structure:

Police Captain - Project manager/transition manager, chosen for his strong interpersonal and management skills to assist in handling the various conflicts that can threaten the change to the desired future state.

Finance Department, mid-manager - This person would not only have the technical expertise but also the interpersonal skills to help mold the team.



Fire Department, mid-manager - This person must have good communications skills in order to keep his Department informed and have a good relationship with the firefighter union.

Department of Parks and Recreation, mid-manager - This person should be aware and have an insight into the budget for the Parks and Recreation Department and be a team player.

Public Library, mid-manager - Since the library has suffered cutbacks in the past, the representative from this group should also have good communications skills in order to keep the library staff informed and reduce the potential for rumors.

Department of Public Works, mid-manager - Again, a representative with good communication skills and high enough status within his/her organization to have decision making authority.

City Attorney's Office, attorney - This person must be familiar with the Government Code and the expertise necessary to give the task force legal advice on group decisions and direction.

Planning Department (Community Development) mid-manager - Representative should have some background on assessment districts and financing services through new development.

City Manager's Office - A representative that has easy access to the city manager and can provide quick feedback on preliminary decision making.

At the initial meeting of the group it will be important for the city manager to emphasize how important the project is and what effect the desired outcome will have on

the city. The task force primary role will be to commitment to the plan and assist in the smooth implementation of change through communication back to their individual work groups.

The project will require the appointment of a qualified transition manager. This person must be a skilled planner and have the ability to set timelines and meet established goals within the timelines. He/she will have the ability to mediate and negotiate with critical mass members and achieve the desired commitment from them. He/she must be a trustworthy person who can communicate with all levels of city government including the bargaining units of other city departments.

The transition manager must be willing to listen, be flexible and make the necessary changes in the implementation plan to achieve the desired future state. For this project the City of Woodbridge Police Department has chosen the Administrative Lieutenant as the Transition Manager.

### **Implementation Techniques and Methodologies**

The transition manager's role as a facilitator of change is critical to the successful implementation of this change. Anxious department heads and politicians can provide resistance to the change and impede progress. Communication of the plan to all those affected is important.

The following technologies should be employed to help facilitate the change and minimize potential "roadblocks" to the desired future state.

### Communication of the Plan/Vision

A clear understanding of where the project will lead the municipality is critical to success. Stakeholders and critical mass members must have definitive information for the rationale for the move and who will be affected. The transition manager must be able to effectively communicate the benefits of the change to the various city departments. Objectives and timelines should be available for all to review periodically, and if changes occur in the timetables, updated information should be available.

### Team Building

In order to build commitment and pull the constituencies together, it will be necessary for the transition manager to build this unit into a team with a goal of achieving the desired future state. It may or may not be necessary to bring in a facilitator to put together team building exercises that have the potential to build strong communication links within the group.

### Problem Finding

Problem finding is a neutral mechanism, by which those concerned with change get together to identify and clarify all aspects of the problem. Problem finding allows players to change their minds without having to say so.<sup>47</sup> This method could be employed with the finance director and the other city department heads. The transition manager could explain the process and the need for separating the police department from the general fund and the positive aspects of the change.

### Educational Intervention

This method could be used with the members of the City Council to offer the background on the need for this transition and provide them with the tools to respond to public concerns. This forum could be used to provide marketing strategies and allow for an open exchange of information and concerns. The educational activities for managing organizational change can help people understand a change problem and offer needed commitment.<sup>48</sup> This process could also be utilized with the POA to provide them with the transition manager's concerns regarding their appearance in the community of being over-zealous.

### Changing Rewards

The Woodbridge Police Department employees will need to change their purchasing habits as a result of the new budget concept. Incentives will be offered to save money and division commanders should be allowed the flexibility to purchase items that will help them achieve department goals. By changing the department's reward system in conjunction with this budgeting change, the department will stay consistent with its desire to be more efficient and effective with finances.

### Responsibility (RASI) Charting

Responsibility charting is a mechanism which aims at clarifying role relationships as a means of reducing ambiguity, wasted energy and adverse emotional reactions.<sup>49</sup> Responsibility charting can be conducted as part of the task force or group project to help minimize the anxiety of change. The chart information is obtained by individual group members identifying the "actors" who may have some behavioral role concerning the

action or decision, and list these actors on a form.<sup>50</sup> Then four classifications are used to clarify roles for the task force members on who has responsibility to see that tasks occur; who has to give approval for decisions, or veto if necessary; whose support is needed for resources and who must be informed of decisions but has no right to veto the action.

The following chart depicts the responsibility chart for this project:

**ILLUSTRATION 30**  
**Responsibility Chart**

Decision	Police Chief	City Manager	City Attorney	City Council	Finance Director	Fire Chief	Other Dept. Heads	Project Manager
Define Concept	A	A	A	~	I	I	I	R
Funding Structure	I	I	A	~	R	I	I	A
Fund Transfer	A	A	I	A	R	I	I	A
Program Evaluation	A	I	I	A	I	I	I	R

**R = Responsibility (not necessarily authority)**

**A = Approval (right to veto)**

**I = Inform (to be consulted)**

**~ = Irrelevant to this item**

### **Evaluation Mechanism**

In order to insure the project reaches the desired future state it will be important to monitor the progress of the budgeting project and determine if the organization's expectations regarding the selected scenario are being met. The project manager will make quarterly evaluations on the project and report to the Chief of Police his/her findings. This will provide a system to determine if adjustments need to be made in the project. The evaluations will be made available to the members of the task force and other department heads to reduce anxiety and fear which develops from a lack of communication.

The author has provided a timetable outline to illustrate the sequencing of events necessary to achieve the selected strategy. Potential obstacles could be encountered throughout the plan, however, the transition manager should monitor closely item C on the timetable. In this area reward systems will be changed and incentives offered to bring about the change. This could present potential problems for the project from those unwilling to change current systems. Close monitoring and flexibility will be the key to bringing about the desired strategy: "The City of Woodbridge establish a public safety fund which removes the police department from the general fund. Donations to the police department and tax dollars dedicated for public safety would be placed directly into the public safety fund."

**TRANSITION PLAN**  
**Outline of Major Events and Timelines**

- A. Decision To Proceed With Change in Budgeting Concept
  - 1. Define the future state (Budgeting Concept) (1st. month 2nd week )
  - 2. Announce transition structure (representatives of constituencies) and project manager. (1st. month 2nd week)
  - 3. Justify the change and describe who will be affected. (1st. month 2nd. week)
- B. Hold Initial Organizational Meetings for Task Force of Constituencies. (2nd. month 1st week)
  - 1. Define roles
  - 2. Define the Project
  - 3. Design transition plan (By the 3rd. month 3rd. week)

4. Set Timetables (3rd. month 3rd. week)
- C. Evaluate Current Organization Systems (4th month 1st. week)
  1. Change reward systems were necessary (4th. month 1st. week)
  2. Provide incentives for the change (4th month 1st. week)
  3. Provide Training where necessary (5th month 1st. week)
- D. Communication Strategy
  1. Announce the implementation date of the new budget strategy (6th month)
  2. Set-up the evaluation process (6th month 2nd. week)
- E. Implement Change (7th month)
  1. Monitor progress
  2. Evaluate transition (End of the 1st. year)
  3. Make appropriate adjustment in strategy (13th month)

### **CONCLUSION AND SUMMARY**

This research project began with the question: How will medium sized law enforcement agencies be funded in California by the year 2000?" The study provided evidence that mechanisms used to fund law enforcement agencies will change. Specifically a public safety fund was proposed in this study based on the following data:

- ▶ Forecasted trends indicate citizens have set public safety as a funding priority.
- ▶ Revenue shortfalls have forced local leaders to set funding priorities.
- ▶ Citizens expect government to budget and operate more efficiently.

- ▶ A separate public safety fund offers the public a sense of greater accountability that will insure mandated funding is actually received by law enforcement.

In looking at the original sub-issues, the research indicates the following changes will likely occur:

- ▶ How will law enforcement funding be structured?

The study indicates a separate fund should be designed for public safety, specifically for law enforcement. This fund will be flexible and allow for a "roll over" of savings from year to year and will encourage the employee to save money rather than providing artificial incentives to spend money. Additionally, the fund will allow the community to donate money to the public safety fund and mandated funding from special districts will be deposited directly into the account. This fund will also ensure the public, that public safety funding is spent on public safety. Issues involving funding for major catastrophes can still be handled through contingency requests with the City Council, or State and federal reimbursements.

- ▶ What type of legislation or policies will be required to establish controls over funding mechanisms?

The public safety fund will require a new city ordinance be drafted to allow for public donations into the fund without which an appearance of impropriety would prevail. The current policy of city manager and city council approval of the budget process will not change. However, if the administration or the council elects to move funds saved by the police department or transfer revenues generated by the agency, a backlash and loss of



credibility could occur in the new process. Therefore internal policies should be formed that sets minimum funding levels for the public safety agency.

- ▶ How will law enforcement managers insure services will be delivered equally to all segments of the community?

The Chief of Police sets current level of service standards now. With a more consistent revenue source, these standards can be adjusted to reflect the community's desires. As stated during the study, community involvement in setting these standards would help achieve commitment and "buy-in" to the process of determining minimum levels.

Changing traditional methods for funding public agencies provides a challenge to the law enforcement administrator of the future. This challenge, while significant, must be met in order for law enforcement to achieve the level of efficiency the public demands.

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## APPENDIX A

- T-1 Desire for government operating like a business with a focus on customer service
- T-2 Level of new taxes, based on impacts to traditional tax bases
- T-3 Level of population from legal and illegal immigration
- T-4 Change in the source and structure of local funding
- T-5 Level of local property taxes transferred to the state for redistribution
- T-6 Level of citizen interest in public safety funding
- T-7 Change in the amount of non-emergency services provided
- T-8 Level of citizen intolerance for tax increases
- T-9 Level of citizen interest in community based policing
- T-10 Level of citizen interest in funding specific government departments
- T-11 Movement toward multi-disciplinary public private partnerships
- T-12 Level of criminal activity in suburbia
- T-13 Level of impact on the welfare system by immigration
- T-14 Redefining the needs of the law enforcement organization in terms of education
- T-15 Level of federal, state and local governmental agency partnerships
- T-16 Change in the level of non-sworn professionals in law enforcement
- T-17 Courts ignore law enforcement sentencing requests based on fiscal restraints
- T-18 Change in local government fee structure encourages businesses to move out of state

**Appendix A (continued)**

- T-19 Level of enforcement of certain crimes has the effect of sanctioning some behavior
- T-20 Level of citizen confidence in law enforcement
- T-21 Level of short term political solutions to long term financing needs
- T-22 Change in support for prevention programs
- T-23 Change in the level of support for social institutions (changing mores)
- T-24 Level of personnel costs in government
- T-25 Level of media influence on the public's decision making
- T-26 Law enforcement's lack of use of sophisticated technology
- T-27 Level of inefficiency in state and federal government
- T-28 Construction of more prisons as an answer to crime
- T-29 The widening gap between middle and lower classes
- T-30 Level of economic trends, local, state, national and global
- T-31 Level of cost recovery programs for police services
- T-32 Change in the public's perception or definition of police services
- T-33 Level of deficit in state funding



## APPENDIX B

- E-1 Violent event drives citizen initiative to assess local properties to increase law enforcement services
- E-2 Revenue shortfalls requires local governments to set funding priorities
- E-3 State government makes legislative decision on local funding levels
- E-4 Local election affects local law enforcement funding levels
- E-5 Closure of local military base
- E-6 Violent act causes upper middle class flight from California
- E-7 State and local law enforcement regionalize services
- E-8 Local service fees create a public/business voter revolt
- E-9 Elimination of county government through regionalization
- E-10 Local government service fees declared unconstitutional
- E-11 State economic base change from military and defense to other economic sources
- E-12 Illegal drugs legalized
- E-13 Citizens demand longer prison sentences
- E-14 US role as a world leader weakens federal state and local economy
- E-15 Cross the board tax increase shared by the size of the community
- E-16 Chinese reclaim of Hong Kong creates massive Asian immigration putting strain on California economy and law enforcement.
- E-17 Corporate funding of local police offered
- E-18 Predisposition asset forfeiture laws declared unconstitutional
- E-19 Political term limits creates policy changes

## **Appendix B (Continued)**

- E-20 Tax rate increase created by national debt
- E-21 Citizen voucher system for law enforcement is proposed
- E-22 New national health care system emerges
- E-23 School voucher system passes, causes questions regarding who is responsible for security at a private school
- E-24 Local communication system fails for lack of timely maintenance
- E-25 Court decision mandates larger violator restitution
- E-26 Borders open through the passing of NAFTA
- E-27 California Highway Patrol offers municipal governments traffic enforcement at a significant cost reduction compared to reoccurring personnel costs realized by the entity
- E-28 Medium sized cities build a coalition for political lobbying purposes
- E-29 Medium sized cities adopt mission driven budgets
- E-30 Creation of new statewide agencies through the elimination of local agencies
- E-31 Special funding (non-reoccurring fees) creates a false sense of security
- E-32 Regionalization of funding resources
- E-33 NAFTA increases local revenue base
- E-34 Vigilante groups form as a result of crime
- E-35 Decision to no longer provide select services
- E-36 Drug cartels are eliminated
- E-37 Major disaster impacts local economy

E-38 Train derailment in midtown creates hazardous waste spill

## APPENDIX C

### **Nominal Group Technique Agenda**

- 8:00am - Introduction of panel members
- Opening statement
- 8:15am - Silent generation of trends
- 8:25am - Round-robin recording of trends
- 9:00am - Reading and clarification of recorded trends
- 9:05am - Independent voting of top ten trends
- 9:20am - Independent voting of rank order of trends
- Break**
- 9:50am - Complete the trend evaluation form
- 10:15am - Silent generation of events
- 10:30am - Round-robin recording of events
- 11:00am - Reading and clarification of events
- 11:10am - Independent voting of top ten events
- 11:25am - Independent voting of rank order of top ten events
- 11:40am - Complete the event evaluation form
- 12:00 noon Lunch

**APPENDIX D**  
**DEFINITION OF TERMS**

**ASSETS.**

Resources owned or held by a government which have a monetary value.<sup>1</sup>

**BUDGET.**

A government's plan of financial operations for a given period including proposed expenditures and a proposed means of financing them.<sup>2</sup>

**EXPENDITURES.**

Decreases in net financial resources. Expenditures include current operating expenses which require the current use of net current assets.<sup>3</sup>

**FISCAL PERIOD.**

Any period at the end of which a government determines its financial position and the results of its operations. This is normally a 12 month period.<sup>4</sup>

**FUND.**

A fiscal and accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and changes in these assets and liabilities.<sup>5</sup>

**GENERAL FUND.**

The chief operating fund of a state or local government. Used to account for all financial resources except those required to be accounted for in another fund.<sup>6</sup>

## **LINE-ITEM.**

Usually a detailed government management description of an item to be purchased.

Line-item budget systems are superb for three things: detailed management information, absolute expenditure control by the controlling accountants, and absolute expenditure by the using agency.<sup>7</sup>

## **PUBLIC SAFETY FUND.**

An operating fund with its own assets, designed to account for all financial resources of the public safety agency.

## **REVENUES.**

Increases in governmental fund type net current assets from other than expenditure refunds and residual equity transfers.<sup>8</sup>

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