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The Future of Urban Sheriff's Departments by the Year 2002

by

Alan A. Johnson
COMMAND COLLEGE XV
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA
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The Future of Urban Sheriff's Departments by the Year 2002

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Abstract

This study is composed of four sections: a review of the economic, social and political trends affecting California's urban sheriff's departments; a discussion of forecasting the continuation of trends and the probability of certain events occurring which will ameliorate or exacerbate the area under study; a plan to achieve a strategic goal; and a transitional management plan. Six trends will increase over the next ten years: the level of county property tax revenue available to be utilized as local purpose revenue; the level of municipal service provided to unincorporated areas; local government's ability to pass new taxes to support public safety; selective incorporation; recall movements focused at local politicians. Six high probability events were forecasted: the state passes a law which authorizes counties to recover full pre-arraignment detention costs from cities; the state requires local funding of all public assistance programs; the citizens in the unincorporated pocket areas sue for equal protection; the cities refuse to respond to emergency calls in the unincorporated pockets; the state takes for its general fund use an additional 25% of the property tax revenue available to local government; the board of supervisors votes to separate sheriff's functions. The strategic plan incorporates policy recommendations into an action plan. The transition plan explains how to get from the present to the desired future. Texts includes charts, graphs, tables, endnotes. Bibliography.

**The Future of Urban Sheriff's Departments by the Year
2002**

by

**Alan A. Johnson
COMMAND COLLEGE HD**

**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
(POST)
SACRAMENTO, CALIFORNIA
January, 1993**

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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The Future of Urban Sheriff's Departments by the Year 2002

Introduction

This article will address research which utilizes futurist techniques to answer the research question: "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?" The exploration of the three following sub-issues is necessary and will also be discussed to enhance the study:

1. What will be the method of providing law enforcement services to unincorporated islands by the year 2002?
2. What affect will the county's ability to raise tax revenue have on the capacity of urban Sheriff's to provide law enforcement services to unincorporated areas of the counties by the year 2002?
3. How will the urban Sheriff's fulfil their constitutional mandates by the year 2002?

Responsibilities of California Counties

California's counties are creations of the state; they were created to administer functions and programs which were mandated by state law. Additionally counties are charged with the responsibility to provide municipal services to its unincorporated areas. The sheriff is a constitutional office. Which means that in addition to his constitutional responsibilities the sheriff has a number of additional responsibilities which are mandated by state law.

Most of the services which the county provides have countywide impact. The majority of the criminal justice system is funded entirely from local revenues. One of the major responsibilities of county government is to administer state-mandated welfare entitlements.

Members of the board of supervisors are either elected by district or, as is the case with the sheriff, on a countywide basis. The board of supervisors is charged with approving an annual budget which must include adequate funding to finance the programs mandated by state law. Although the county is responsible for providing services to its unincorporated areas, neither the constitution nor state law define the minimum level of service which must be provided.

In those years where revenues are not sufficient to provide adequate funding for all county programs the board must obviously reduce funding for some programs. Unlike cities, the majority of county programs are mandated by state law; thus there is very little discretion available to boards of supervisors in determining which programs should be diminished. The majority of the board's constituents live within incorporated cities. Whenever reductions are necessary the board naturally will want to make them in areas which will impact the least number of constituents. During times of program reductions, boards frequently reduce services to the county's unincorporated areas.

Those citizens who live in the unincorporated areas of urban counties constitute a very small part of the total constituency of either the sheriff and county board of supervisors. Consequently they do not have the political power to recall either their police provider or members of their "council" who are responsible for providing municipal services to their area.

With one exception, California's sheriffs are responsible for maintaining the county jails, providing bailiffs (in some counties also

marshals), transporting prisoners, serving civil process and providing law enforcement to the unincorporated areas of the county. In a number of urban counties there are "pockets" and "islands" of unincorporated areas located within the boundaries of incorporated cities. These areas, because they are not contiguous to each other, are difficult and expensive for the sheriff to provide service to. The sheriff, like the board, is very restricted in the areas in which service may be reduced. The sheriff must maintain county jails and service the courts. Unlike service to the unincorporated areas, the state and federal courts have established minimum service levels for courts (i.e. prisoners must be arraigned and make their court appointments) and for living and security conditions for prisoners confined to the jails. One major area of budget discretion is the service level provided to the unincorporated areas. The sheriff may reduce law enforcement service level without fear of consequences. Like the board of supervisors, the people who live in the unincorporated areas compose only a small percentage of the sheriff's total constituencies.

It is apparent that the consequences of a major reduction in available county general-purpose revenue may be the reduction of municipal type services to the county's unincorporated areas.

Scanning the Environment

When researching the question, "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?," understanding the environment in which these organizations exist in the present is important when attempting to imagine in what form they will exist in the future. The environment is shaped by trends and

events. Trends are defined as consisting "of several similar events which take place over a relatively short period of time." "They (trends) are the indicators of possible change." Events are defined as "single occurrences, several of which create a trend" (POST 1990) Utilizing a technique which classifies the events into five broad categories (social, technological, economic, environmental and political) over the past eighteen months the author has identified nine trends which are having a direct affect on county government and by extension urban sheriff's offices.

Jail Overcrowding

Drug arrest rates declined after decriminalization of marijuana 1976; in 1983 this trend reversed. There has been a steady increase in the drug arrest rate since 1983 which not peaked at this time.

The state has heeded the demands of the public and has "gotten tough on crime." This has been manifested by the abandonment of the philosophy of treatment in favor of punishment for criminal offenders. In 1991 the United States earned the distinction of having the highest incarceration rate in the world. The United States incarcerates 476 out of every 100,000 residents. South Africa has become second with 333 per 100,000 and the old Soviet Union is now third with an incarceration rate of 134 per 100,000. The State of California has an incarceration rate of 242 per 10,000 (Simpson 1991).

Expansion of City Police Departments

In response to the public's "get tough demand" city police department are expanding. Between 1983 and 1989 California city

police forces grew from 39,570 in 1983 to 44,161 in 1989, an increase of 2,748 sworn and 1,843 non-sworn personnel. This growth represents an overall increase of 11.6 percent, 6.94 percent in the sworn, and 4.65 percent in non-sworn employees. Each additional city officer has a direct impact on the cost of the county-financed criminal justice system. When the City of San Diego proposed the hiring of an additional 140 police officers to combat the city's growing crime problem, the county's chief administrative officers, utilizing a modeling system which can project the impact of a particular variable in the county's criminal justice system, estimated the net county cost at 9.6 million dollars if the officers were employed (Simpson 1991).

The counties experienced some relief with the passage of Senate Bill (SB) 2557, which empowered the counties to collect actual costs associated with booking of prisoners. However, booking fees represent only a small portion of the total county costs associated with processing of arrestees. A major unanticipated benefit of the collection of booking fees has been a decline in the number of bookings since the effective date of the law.

Cost of New Jail Construction

County jails are very expensive to build. "Beds" are the usual unit-of-cost measurement in jail construction. Per bed costs are dependent on the type of institution under construction. The lowest cost type of facility is the dormitory (\$15,700 per bed), followed by the 600-bed facility (\$43,600), and then the most expensive, the less than 200-bed facility (\$72,400). The citizens of California were very generous to the state's sheriff's offices during the 1980s when a

number of jail construction bond measures were passed. In the November 1991 general election the voters overwhelmingly defeated both county jail and prison bond measures. What this means for the counties is that all future jail construction may have to be funded by county general fund monies. The county jails of the 1990s are not the same types of jails that were constructed in the past to hold persons convicted of misdemeanors or persons pending trial. The construction costs of the new generation jails will be greater because their security systems must be more elaborate to hold the more violent and dangerous prisoner of today. This may prove to be a burden that the State's counties will not be able to bear. Since fiscal year 1985-86 the State's counties expenditures for capital outlay in the criminal justice system has surpass all other county capital project outlays. Table I illustrates the magnitude of these expenditures (Simpson 1991).

The ability of county government to finance its criminal justice system is in question. Public protection costs are growing faster than any other element of county government. Table II illustrates the percent change for operating expenses from fiscal year 1984-86 to 1989-90 (Simpson, 1991, p 1).

City Annexation Policies

During the same period that the cost of county-level criminal justice was escalating, the ability of counties to raise revenue was on the decline. There are many reasons for this decline. One of the most significant is the practices of cities annexing unincorporated areas. There are really two trends involved: 1) the annexation and 2) increased incidents where cities only annex those county areas with

**Table I
GROWTH IN COUNTY PLANT ACQUISITION EXPENDITURES
1984-85 to 1989-90**

| Fiscal Year | <i>Jails</i> | <i>Courts</i> | <i>Other</i> | <i>Total</i> |
|--------------|------------------------|----------------------|------------------------|------------------------|
| 1984-85 | \$62,254,588 | \$27,339,716 | \$167,665,355 | \$257,259,659 |
| 1985-86 | 151,297,558 | 44,682,139 | 149,552,794 | 345,532,491 |
| 1986-87 | 269,544,046 | 50,473,858 | 199,714,459 | 519,732,363 |
| 1987-88 | 336,477,256 | 51,803,923 | 241,661,899 | 629,943,078 |
| 1988-89 | 213,765,332 | 82,497,976 | 218,586,656 | 514,849,964 |
| 1989-90 | 156,660,735 | 94,521,863 | 297,011,332 | 548,193,930 |
| TOTAL | \$1,189,999,515 | \$351,319,475 | \$1,274,192,495 | \$2,815,511,485 |

Source: State Controller's "annual Financial Transactions of Counties Report"

high-tax bases. The latter trend creates non contiguous unincorporated "islands" which are more difficult and expensive to provide services to.

**TABLE II
GROWTH IN COUNTY PUBLIC PROTECTION EXPENDITURES
FY 1984-85 TO 1989-90**

| EXPENDITURE TYPE | <i>1984-85</i> | <i>1989-90</i> | <i>PERCENT CHANGE</i> |
|---|------------------------|------------------------|-----------------------|
| Judicial | \$1,104,665,354 | \$1,959,210,680 | 77% |
| Sheriff Detention and Corrections | 784,236,378 | 1,205,347,481 | 53% |
| Adult Detention | 443,779,034 | 935,033,032 | 110% |
| Juvenile Detention | 195,775,944 | 261,703,482 | 33% |
| Probation | 221,904,766 | 353,170,185 | 59% |
| TOTALS | \$2,750,361,476 | \$4,714,464,860 | 71% |

Source: State Controller's "annual Financial Transactions of Counties Report"

The major impact of the continuation of the annexation is the redistribution of tax revenues. Much of the tax revenues which were formally distributed countywide is retained by cities to finance

services exclusively within the city. The county must continue to provide countywide services, including services to the annexed areas. Although most county services are provided to persons living in the cities, the majority of county revenue is received from sources outside the cities (Simpson 1991). Table III illustrates the five-year growth in county general-purpose revenue. The revenue growth has not kept pace with the county criminal justice administration costs.

The Struggle to Raise County General-purpose Revenue

Counties generate revenue from a number of sources. Federal and state intergovernmental aid accounts for approximately 55 percent of county revenue. These funds are provide to the counties for specific purposes. Property tax, in spite of Proposition 13, continues to be the primary source of local-purpose revenue. Problematic to many counties is the fact that Assembly Bill (AB) 8 established a formula which allocated property tax revenue to all units of government based on their historical share (Chronicle Staff 1992). Some counties receive a much larger share of property tax than others. As indicated in Table III all sources of county revenue are experiencing a decline.

The main purpose for the existence of counties is to administer programs in which the state has an interest. The State has historically funded these programs by allocating special-purpose funds to the counties. In the past years the funding allocated by the State has not been sufficient to fund the mandated programs.

Table III
GROWTH IN COUNTY GENERAL-PURPOSE REVENUES
1984-85 TO 1989-90

| REVENUE TYPE | 1984-85 | 1989-90 | PERCENT CHANGE |
|-------------------------------------|------------------------|------------------------|-------------------|
| Property Tax | \$2,897,025,408 | \$4,772,851,028 | 64% |
| Vehicle License Fees | 643,446,244 | 1,149,021,369 | 78% |
| Use of Money & Property | 492,090,564 | 613,288,248 | 24% |
| Sales Tax | 296,724,594 | 324,983,444 | 9% |
| Fines & Forfeitures | 219,014,245 | 356,267,452 | 62% |
| All Other General-purpose Revenues* | 339,810,131 | 527,561,861 | 55% |
| Total | \$4,888,111,186 | \$7,743,973,402 | 58% |

Source: State Controller's "annual Financial Transactions of Counties Report"

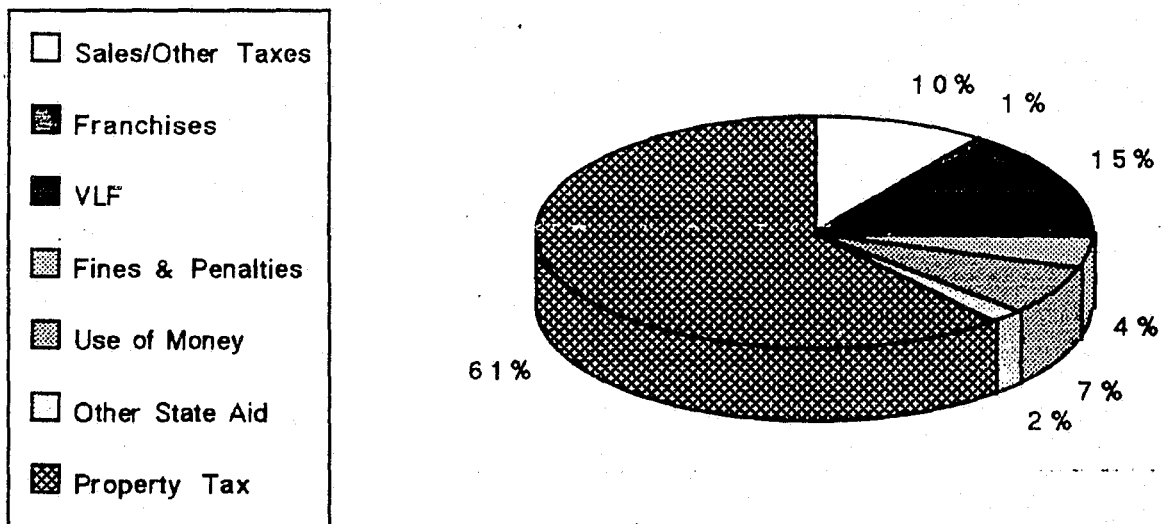
In 1990 the State authorized counties to levy business and utility taxes in the unincorporated areas in an effort to offset the funding shortage.

The Recall Movement: A New Constraint on Local Government

The newly acquired authority to levy new taxes immediately collided with the taxpayer's revolt. Californians lead the nation in the opposition to new taxes. The California Constitution requires a two-thirds voter approval to increase most taxes. The California voters have been very reluctant to pass any measure to increase general-purpose revenue (Simpson and Jung 1990). In case of the utility and sales tax, voter approval is not required. However, politicians are quickly learning about the power of a provoked anti-tax movement (Hunter 1991). Many boards and councils are facing recall movements for passing tax increases. Exacerbating the situation is that

supporters of the recall movements are running successfully in elections to fill the seats of the recently recalled officials. Once elected, members of the recall movement are usually single-issue orientated; unfortunately for local government, the single issue usually centers on ways to cut taxes (Chronicle South Bay Bureau 1991, Curtis and Larsen 1991, Hunter 1991, Tracy 1992).

CHART I
County Genal Purpose Revenue Major Components
FY-1988-89



Source: (Simpson and Jung 1990)

Taxpayers vs. Tax Receivers

The real issue may be that there are fewer taxes to collect. The worldwide recession of the early 1990s aside, it appears that California's economy is now unable to provide well-paying manufacturing jobs. There are many reasons for the decline of the economy. There are fewer new businesses opening or expanding in, or relocating to, the state. A major cost to county government is the funding of entitlement programs for both legal and undocumented

immigrants. A recent National Public Radio program (NPR) addressed the cost of providing county services to undocumented immigrants in San Diego County (NPR 1992). NPR reported that providing entitlements to San Diego County's undocumented immigrants cost \$180 million annually. This population annually returns to the local economy \$40 million resulting in a \$140 million net cost to San Diego County. But California also must deal with a large influx of legal immigrants and citizens of other states migrating to the state for various reasons. Governor Pete Wilson believes that one of the reasons for the influx of poor people into the state is their desire to receive the generous entitlements provided by the state's counties (Gunnison and Lucas 1991).

The official population (i.e., excluding illegal immigration) of California is falling. For the first time in the state's history there are more people leaving California than are legally moving into the state. Unfortunately, according to Governor Wilson, those people leaving the state tend to be in the 25-to 35-age range. Governor Wilson maintains that this age group is the most productive and that their loss will adversely affect the state's economy. The Governor's comment is verified by the fact that the state lost 750,000 jobs since May, 1990 (Lucas 1992), and UCLA's Business Forecasting Project has the current recession as the worst since the great depression of the 1930s. The most optimistic economists believe that the recession will not end until late 1993 (Reckard 1992).

A Trend Accelerated: The Fiscal 1992-93 Budget

In the preceding pages trends consisting of lowering of available county general-purpose revenue and increasing general-purpose costs have been briefly discussed. Unfortunately for California's counties, the state has radically accelerated these trends with the adoption of the fiscal 1992-93 budget. By means of the state budget the very purpose of counties may have been redefined. The state budget "dealt a cruel blow to county government and to the residents of the unincorporated areas of the State who depend on special districts for their municipal police, fire, lighting, drainage and road services" (Mauriello, 1992, p 3). The State, in an effort to fund public education, has permanently transferred to the State General Fund property tax revenue which had formally been used to fund general-purpose activities by cities, counties and special districts. Ironically the Governor specially chose to take a larger percentage of property tax revenue from the counties and special districts than from the cities based on his belief that the cities would require these revenues to fund police and fire services. Counties and special districts carried 82% of the local government burden associated with the permanent transfer of local property tax to the state general fund. Table III addresses the allocation by category.

Forecasting

The preceding nine trends have been identified as components of the environment in which the urban sheriff's department exists. The focus of this study is the future. Will these trends continue? Are they

important? Will events occur in the future which will either ameliorate or exacerbate the affect of the trend?

The study of the future, contrary to some misconceptions, is not an attempt to predict the future. That is best left to the fortune tellers on the Boardwalk. Futures research is a methodology that seeks to identify and evaluate alternative secnarios of the future. The scenarios describes several types of futures; 1) nominal ("what is

Table IV
Distribution of the Permanent Property Tax Shift
Among Local Governments

| <i>Item</i> | <i>Prop. Tax Transf</i> | <i>%</i> | <i>Basis</i> |
|--|-------------------------|-------------|--|
| Cities | \$200,000,000 | 18% | 9% of Property Tax |
| County General Funds | \$525,000,000 | 48% | Allocated Based on Bailout Funds Received |
| Unicorp. Area Municipal Services (Special Districts) | \$375,000,000 | 34% | 10% of Total Budget or 35% of Property Tax |
| Total | \$1,100,000,000 | 100% | |

Source: Santa Cruz County Administrative Office

likely to be"), 2) normative, ("desirable and attainable") and 3) hypothetical, ("what if...").

Two expert panels were utilized to assist in the research as there is ample evidence to support the theory that the amalgamated judgment of a group is usually superior to the judgment of individual members of the group (POST 1992). The first panel, utilizing an evaluation technique of brainstorming, compiled a rank order list of candidate trends and events. The highest ranking trends and events

were then presented to the second panel for forecasting. The second expert group utilized the Modified Conventional Delphi technique to make informed forecasts of the trends and events and, in the case of events, how the event may impact the area under study.

The first expert panel assembled a listing of over thirty trends and events. Through a round-robin technique group consensus identified and place in rank order the ten trends and events which the group indicated would be the most important to forecast the probability or their continuance (trends) or occurrence (events).

This listing of trends and events was furnished to members of the Modified Conventional Delphi group whose task it was to independently forecast the probability of the continuation of selected trends and the occurrence of events. Panel members also forecasted the earliest they believed an event could occur and estimated whether the event would have a positive, a negative, or both a positive and negative effect on the study question. The Modified Conventional Delphi process requires two rounds of forecasting. After the first round of forecasting, the group members are advised of group's median, high and low score and are given the opportunity to change their forecast in light of this information.

At the conclusion of the second round of the Modified Conventional Delphi process, the following six trends (T) and events (E) were identified as having a high enough probability of occurrence to be useful for planning purposes:

T-1 Level of County Property Tax Revenue Available to be Utilized as Local Purpose Revenue

The amount of revenue available to fund local programs after state-required mandates are met.

T-2 County Responsibility to Fund Entitlements

The responsibility of county governments to fund entitlement programs.

T-3 Level of Municipal Service Provided to Unincorporated Areas

The level of municipal type (e.g. police, fire, public works) services that counties either provide directly, or indirectly through special districts, to unincorporated areas of the county.

T-4 Local Government's Ability to Pass New Taxes to Support Public Safety

The ability of local government to increase revenue for the specific purpose of funding law enforcement through either the passing of bond measures or special assessments.

T-5 Selective Incorporation

The policy of cities incorporating high tax-base areas and not incorporating areas with low tax bases with a high demand for public services.

T-6 Recall Movements Focused at Local Politicians

Recall elections which are the result of single-issue groups protesting the actions of members of a Council or Board.

E-1 State passes law which authorizes counties to recover full pre-arraignment detention costs from cities.

Based on the success of the booking fee experience, the State passes enabling legislature which allows counties to collect from cities the entire cost of housing city prisoners prior to their arraignment

E-2 State Requires Local Funding of all Public Assistance Programs

The state mandates that all entitlements must be funded by county general-purpose revenue.

E-3 Citizens in the Unincorporated Pocket Areas Sue for Equal Protection

Citizens groups in unincorporated areas of the county successfully sue to force the county to provide a base level of police service. Base level is defined as the average level provided by the municipal police departments located in the area adjacent to the unincorporated area.

E-4 Cities Refuse to Respond to Emergency Calls in the Unincorporated Pockets

Because of budget constraints, and civil exposure, cities refuse to respond to calls in the unincorporated areas except in life-threatening situations.

E-5 State Takes for its General Fund Use an Additional 25% of the Property Tax Revenue Available to Local Government

In the fiscal year 1992-93 the State took for its own General Fund use a large percentage of the property tax revenue which had historically funded local government. The state took a larger share from counties and special districts than it took from cities. Event 5 is where the State returns to take an additional 25% of property tax revenue.

E-6 Board of Supervisors Votes to Separate Sheriff's Functions

The Board of Supervisors of the fictional urban County used in this study, votes to separate the Sheriff's functions and establish a county department of corrections.

Policy Alternatives Analysis

Analysis of the information provided by the Modified Conventional Delphi panel indicates that trends forecasting a

reduction in the availability of general-purpose county revenue will continue. There are a number of events which have a better than 50% probability of occurrence which will exacerbate this situation within five to seven years. A focus group was convened to study possible policy alternatives which would either reduce the cost of county sheriff's operation or produce off-setting revenue. A mandatory component of any strategy was that the strategy must support the sheriff's constitutional and legal responsibilities and desire of the sheriff to provide adequate law enforcement to all persons living in the unincorporated areas of the county. Five policy candidate areas (PC) were identified.

- PC-1** Policies which result in the creation of new sources of general-purpose revenue
- PC-2** Policies which result in a reduction of overhead costs and allow funds to be transferred to law enforcement functions
- PC-3** Policies which down size the organization by abandoning some traditional responsibilities
- PC-4** Policies which down size the organization by shifting some traditional responsibilities to other lower cost providers
- PC-5** Policies which involve cost-sharing of overhead by providing police services on a contractual basis to cities

Utilizing a policy cross impact matrix to determine impact (positive and negative) each policy candidate would have on the previously identified important trends and events, the group selected PC-4 as the policy which would have the desired effect of ameliorating negative aspects of the forecasted trends and events.

Model Policy

Policy candidate 4 was identified by the group as the policy to be utilized as the basis for future planning. This policy manifested itself in a strategy which contracted with cities to provide patrol services to the unincorporated pockets within their sphere of influence. The positive aspects of this strategy were identified:

- cities, because their patrol beats are contiguous can provide patrol services more efficiently and effectively than can the sheriff's department
- many of the individual contracts can be lent on a competitive basis among a number of cities
- the contracts will be funded by reducing the number of deputy sheriff's assigned to patrol. The cities will be able to patrol the areas at a lower cost that what is currently costing the sheriff's office. The difference between the number of positions which must be eliminated to fund the contract, and the number of positions currently assigned to patrol these areas will be re-assigned to patrol other unincorporated areas.
- the sheriff's office will continue to provide detective services to the areas patrolled by the cities. The sheriff's office will continue to enjoy an economy of scale for investigation services provided to other areas serviced by the sheriff's department

The downsizing of department is the major negative aspect of this strategy. There will be an a number of deputy sheriff positions eliminated.

Implementing the Strategy

For this strategy to be implemented successfully, a careful strategic plan must be developed by the sheriff. The plan must have a component which addresses acceptance by the members of the department. An important first step is the development of a micro-mission statement which expressly directs the department to contract with other agencies in those cases where other agencies can deliver services more efficiently than can the department itself. The plan must also contain provisions to ensure that the county receives the level of service for which it pays, and the city receives payment for services rendered.

Most important the strategic plan must contain components which identify persons who can play key roles in the plan's implementation. These persons are often referred to as "stakeholders," person who have a stake in the area to be impacted by the strategy. Basic assumptions can be made for each stakeholder, and individual customized strategies must be developed to either gain the stakeholder's support or at least neutralize his/her opposition.

Conclusion

The study question "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?" has been answered by suggesting that the future of the urban sheriff will be largely defined by the current sheriffs. All indicators suggest that the role of county government will be redefined over the next five years. The state is mandating that counties do more with less. Sheriffs who

take a laissez-faire approach may find that factors outside their sphere of influence may reduce their role significantly. With adequate strategic planning sheriff's may maximize the efficiency of their department by downsizing and by the redeployment of resources. This strategy will enable the sheriff's department to maintain its traditional major role in the county's law enforcement community and enable the sheriff to achieve a future which he/she has determined as the most appropriate. Three sub-issues were addressed in turn:

1. What will be the method of providing law enforcement services to unincorporated islands by the year 2002?

Based on the information developed in this research project the most efficient manner to deliver law enforcement services to the unincorporated islands will be to contract with nearby cities to provide patrol services. The sheriff's department will retain the responsibility to provide investigative services to all the unincorporated areas. This scheme will provide both efficient patrol and investigation services to these areas. By eliminating the expensive burden of providing patrol service to the isolated and non-contiguous unincorporated islands, the sheriff will be able to redeploy his resources to strengthen his law enforcement role and thus ensure his ability to carry out his constitutional responsibilities.

2. What effect will the county's ability to raise tax revenue have on the capacity of urban sheriff's to provide law enforcement services to unincorporated areas of the counties by the year 2002?

Reduction of general-purpose revenues, without careful planning by the urban sheriffs, will have a disastrous effect on the sheriff's ability to provide patrol and other law enforcement services to the unincorporated areas of the county. If the trends previously identified continue as forecasted and without policy intervention, many urban sheriff's will be unable to provide other than a very minimum level of service to these areas.

3. How will the urban Sheriffs fulfill their constitutional mandates by the year 2002?

Without careful planning the California's urban sheriffs may have difficulty fulfilling their constitutional mandates by the year 2002. In counties where the sheriff's departments are unable to field an adequate patrol force, the sheriff will be unable to fulfill many mandates other than those which are administrative in nature. The sheriff's office will not, for example, be able to support local law enforcement with either patrols or investigative services.

With careful planning, downsizing and redeployment the sheriff's offices will maintain a very high law enforcement profile. The departments will enjoy the resources necessary to adequately fulfill the multitude of responsibilities that are constitutionally and legally placed upon the office of sheriff.

Need for Further Research

Many California sheriff's departments have experience in contracting with cities for the sheriff to provide the city with law enforcement services. There has been little research in the area of

sheriffs contracting with cities to provide service to the unincorporated areas. Areas which need to be explored are:

- **attitudes of the people who live in the unincorporated areas**
- **attitudes of important stakeholders, such as board of supervisors, city managers, police chiefs and city councils.**

Many of the same conditions which are affecting urban sheriff's departments are also affecting cities. There is a need to study the economics of consolidation of police service on either a regional or county basis.

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**The Future of Urban Sheriff's Departments by the Year
2002**

by

**Alan A. Johnson
COMMAND COLLEGE HV**

**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
(POST)
SACRAMENTO, CALIFORNIA
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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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The Future of Urban Sheriff's Departments by the Year 2002

SECTION I

Introduction

The sheriff is an official who runs for election county wide; his responsibilities include both law enforcement, corrections, court security and many other duties. His primary law enforcement responsibilities are restricted to the county's unincorporated areas and those cities which contract for police services. In the case of urban counties, typically the unincorporated areas include rural areas and "islands" surrounded by incorporated cities. Those citizens who live in the unincorporated areas of urban counties constitute a very small part of the total constituency of the sheriffs and the county Board of Supervisors.

County government is primarily responsible for providing county-wide services. California's counties are a political subdivision of the state. The counties are charged with administering programs required by state law. The bulk of these services involves health, welfare and criminal justice.

Scanning the Environment

The definition of "Urban Sheriff's offices," for the purposes of this study, is any County sheriff's department whose jurisdiction includes:

- **large and medium metropolitan cities which are policed by their own police departments (Medium is defined as cities with population of 25,00 but less than 75,000 and Large is defined as cities with populations that exceed 75,000.)**
- **responsibility for providing direct law enforcement service to a population that equals less than ten percent of the total population of the county**

When researching the question "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?", understanding the historical context is important in interpreting the environment in which these organizations exist in the present and will exist in the future. The environment is defined by trends and events. An "event" is defined as a particular happening at a specific time and date. "Trends" are a series of events which chart a pathway the events tend to follow. Utilizing the STEEP scanning process (Social, technological, economic, environmental and political) events and trends have been identified and studied over the past eighteen months. This study has clearly indicated that the law enforcement capability of the urban sheriff is restrained by an environment over which he and the people he serves has little control. Factors external to the sheriff and the county government in the next ten years will influence the type of services that will be provided by urban sheriff's offices in the future. There have been a number of trends over the past ten years which will have a direct effect on the ability of County government to service its constituents.

County Jail Overcrowding

There has been steady public pressure "to get tough on criminals." State politicians have responded to this public outcry by increasing sentences and making incarceration mandatory for a number of crimes. One of the consequences of this get-tough attitude is that it creates a never ending demand for additional jail space.

Expansion of City Police Departments

Municipal level politicians have responded to the public's "get-tough" demand by hiring more police officers. Municipal police officers have a direct impact on county level criminal justice expenditures. For example the City of San Diego proposed the hiring of an additional 140 police officers to combat the city's growing crime problem. The county's chief administrative officers, utilizing a modeling system which can project the impact of a particular variable in the county's criminal justice system, estimated a net county cost of \$9.6 million if the officers were employed (Simpson 1991). The City of San Diego did not include provisions in its budget to provide funding to offset county costs. On a statewide level the state Controller reports that city law enforcement budgets grew from slightly "under \$2 billion in fiscal year 1983-84 to \$3.4 billion in 1989-90, a 58 percent increase" (Simpson 1991, p 6). In terms of growth in personnel, California city police forces grew from 39,570 in 1983 to 44,161 in 1989, an increase of 2,748 sworn and 1,843 non-sworn personnel. This growth represents an overall increase of 11.6 percent, 6.94 percent in the sworn, and 4.65 percent in non-sworn employees.

The counties experienced some relief with the passage of Senate Bill (SB) 2557, which empowered the counties to collect costs associated with booking of prisoners. However, booking fees represent only a small portion of the total county costs associated with processing of arrestees. A major unanticipated benefit of the collection of booking fees has been a decline in the number of bookings since the effective date of the law. This decline may indicate the reversal of a trend, which began in 1983, of the gross number of booking increasing each year. It appears that the collection of a modest fee has influenced some municipal police departments to explore alternatives other than booking for many of the persons they contact (Simpson, 1991, p 9).

Although the imposition of booking fees has resulted in a slight decline in booking volume statewide, the impact is not of the magnitude to relieve the overcrowding in the state's county jails. There are too many other pressures to increase the rate of incarceration. The United States, and especially the State of California, has adopted as public policy incarceration instead of treatment.

Cost of New Jail Construction

County jails are expensive to build. "Beds" are the usual unit-of-cost measure in jail construction. Per bed costs are dependent on the type of institution under construction. The lowest cost type of facility is the dormitory (\$15,700 per bed); followed by the 600-bed (\$43,600) facility; and then the most expensive, the less than 200-bed (\$72,400) facility. The citizens of California were very generous to

the state's sheriff's offices during the 1980s when a number of jail construction bond measures were passed. In the November 1991 general election the voters overwhelming defeated both county jail and prison bond measures. What this means for the counties is that all future jail construction may have to be funded by county general-fund monies. The new generation of jails are expensive to construct because of the need for enhanced security systems necessary to hold the more violent and dangerous prisoner of today. This may prove to be a burden that the state's counties will not be able to bear. Since fiscal year 1985-86 the state's counties expenditures for capital outlay in the criminal justice system has surpassed all other county capital project outlay.

The ability of county government to finance its criminal justice system is in question. Public protection costs are growing faster than any other element of county government. Table I illustrates the percent change for operating expenses from fiscal year 1984-86 to 1989-90 (Simpson 1991, p1).

Table II illustrates that compared to other public protection expenditures jail operations were the fastest growth component within the criminal justice system for the fiscal years 1984-85 to 1989-90.

**Table I
GROWTH IN COUNTY PLANT ACQUISITION EXPENDITURES
1984-85 to 1989-90**

| <i>Fiscal Year</i> | <i>Jails</i> | <i>Courts</i> | <i>Other</i> | <i>Total</i> |
|--------------------|------------------------|----------------------|------------------------|------------------------|
| 1984-85 | \$62,254,588 | \$27,339,716 | \$167,665,355 | \$257,259,659 |
| 1985-86 | 151,297,558 | 44,682,139 | 149,552,794 | 345,532,491 |
| 1986-87 | 269,544,046 | 50,473,858 | 199,714,459 | 519,732,363 |
| 1987-88 | 336,477,256 | 51,803,923 | 241,661,899 | 629,943,078 |
| 1988-89 | 213,765,332 | 82,497,976 | 218,586,656 | 514,849,964 |
| 1989-90 | 156,660,735 | 94,521,863 | 297,011,332 | 548,193,930 |
| TOTAL | \$1,189,999,515 | \$351,319,475 | \$1,274,192,495 | \$2,815,511,485 |

Source: State Controller's "annual Financial Transactions of Counties Report"

**TABLE II
GROWTH IN COUNTY PUBLIC PROTECTION EXPENDITURES
FY 1984-85 TO 1989-90**

| EXPENDITURE TYPE | <i>1984-85</i> | <i>1989-90</i> | <i>PERCENT CHANGE</i> |
|---|------------------------|------------------------|-----------------------|
| Judicial | \$1,104,665,354 | \$1,959,210,680 | 77% |
| Sheriff Detention and Corrections | 784,236,378 | 1,205,347,481 | 53% |
| Adult Detention | 443,779,034 | 935,033,032 | 110% |
| Juvenile Detention | 195,775,944 | 261,703,482 | 33% |
| Probation | 221,904,766 | 353,170,185 | 59% |
| TOTALS | \$2,750,361,476 | \$4,714,464,860 | 71% |

Source: State Controller's "annual Financial Transactions of Counties Report"

City Annexation Policies

During the same period that the cost of county-level criminal justice was escalating, the ability of counties to raise revenue was on the decline. There are many reasons for this decline. One of the most

significant was the practice of cities annexing unincorporated areas. There are really two trends involved: 1) the annexation and 2) increased incidents where cities only annex those county areas with high tax bases. The latter trend creates unincorporated "islands." Because the islands are not contiguous, they are more difficult and expensive to service.

The major impact of the continuation of the annexation is the redistribution of tax revenues. Tax revenue which was formally distributed countywide is retained by cities to finance services exclusively within the city. Although most county services are provided to persons living in the cities, the majority of county revenue is received from sources outside the cities (Simpson 1991). Table III illustrates the five-year growth in county general-purpose revenue. The revenue growth has not kept pace with the county criminal justice administration costs.

The Struggle to Raise County General-Purpose Revenue

Counties generate revenue from a number of sources. Federal and state intergovernmental aid accounts for approximately 55 percent of county revenue. These funds are provided to the counties for specific purposes. Property tax, in spite of Proposition 13, continues to be the primary source of local purpose revenue. Problematic to many counties is the fact that Assembly Bill 8 established a formula allocating property tax revenue to all units of government based on their historical share (Reports 1992). Some counties receive a much larger share of property tax than others. As indicated in Table III, all sources of county revenue are experiencing

slower growth than the rate of growth of criminal justice system costs.

**Table III
GROWTH IN COUNTY GENERAL-PURPOSE REVENUES
FY1984-85 TO 1989-90**

| REVENUE TYPE | 1984-85 | 1989-90 | PERCENT CHANGE |
|-------------------------------------|------------------------|------------------------|-------------------|
| Property Tax | \$2,897,025,408 | \$4,772,851,028 | 64% |
| Vehicle License Fees | 643,446,244 | 1,149,021,369 | 78% |
| Use of Money & Property | 492,090,564 | 613,288,248 | 24% |
| Sales Tax | 296,724,594 | 324,983,444 | 9% |
| Fines & Forfeitures | 219,014,245 | 356,267,452 | 62% |
| All Other General-purpose Revenues* | 339,810,131 | 527,561,861 | 55% |
| Total | \$4,888,111,186 | \$7,743,973,402 | 58% |

Source: State Controller's Annual Financial Transactions of Counties Report

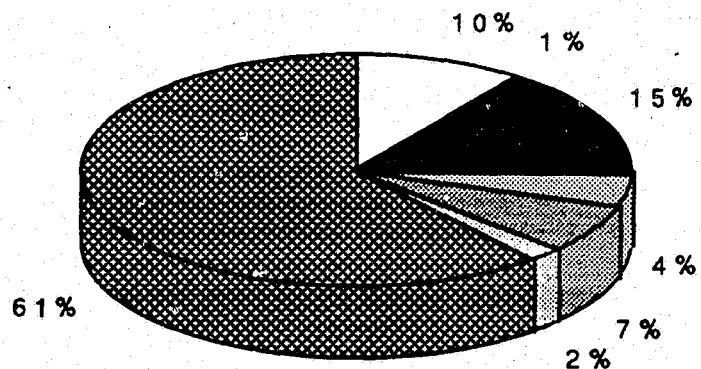
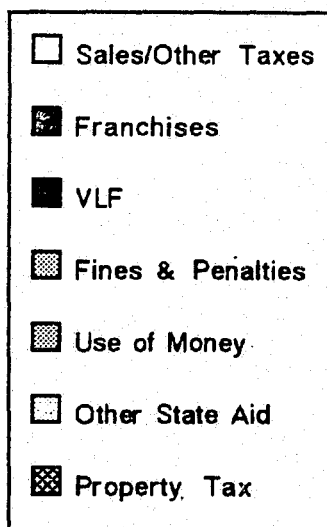
The main purpose for the existence of counties is to administer programs in which the state has an interest. The state has historically funded these programs by allocating special purpose funds to the counties. The past years funding allocated by the state has not been sufficient to fund the mandated programs at the 100 percent level. In 1990 the state authorized counties to levy business and utility taxes in the unincorporated areas in an effort to offset the funding shortage.

The Recall Movement: A New Constraint on Local Government

The newly acquired authority to levy new taxes immediately collided with the taxpayers revolt. Californians lead the nation in the opposition to new taxes. The California voters have been very

reluctant to pass any measure to increase general-purpose revenue (Simpson and Jung 1990). In case of the utility and sales tax, voter approval is not required. However, politicians are quickly learning about the power of a provoked anti-tax movement (Hunter 1991). Many boards and councils are facing recall movements for passing tax increases. Exacerbating the situation is that supporters of these recall campaigns are running successfully to fill the seats vacated by the recall. Once elected, members of the recall movement are usually single-issue focused; unfortunately, for local government the single issue is to cut taxes (Bureau 1991, Curtis and Larsen 1991, Hunter 1991, Tracy 1992).

CHART I
County Genal Purpose Revenue Major Components
FY-1988-89



Source: (Simpson and Jung 1990)

Taxpayers vs. Tax Receivers

The real issue may be that there are fewer taxes to collect. The worldwide recession of the early 1990s aside, it appears that

California's economy is now unable to provide well-paying manufacturing jobs. There are many reasons for the decline of the economy. There are fewer new businesses opening or expanding in, or relocating to, the state. A major cost to county government is the funding of entitlement programs for both legal and undocumented immigrants. A recent National Public Radio program (NPR) addressed the cost of providing county services to undocumented immigrants in San Diego County (NPR 1992). NPR reported that providing entitlements to San Diego County's undocumented immigrants cost \$180 million annually. This population annually returns to the local economy \$40 million resulting in a \$140 million net cost to San Diego County. But California also must deal with a large influx of legal immigrants and citizens of other states migrating to the state for various reasons. Governor Pete Wilson believes that one of the reasons for the influx of poor people into the state is their desire to receive the generous entitlements provided by the state's counties (Gunnison and Lucas 1991).

The official population (i.e., excluding illegal immigration) of California is falling. For the first time in the state's history there are more people leaving California than are legally moving into the state. Unfortunately, according to Governor Wilson, those people leaving the state tend to be in the 25-to 35-age range. Governor Wilson maintains that this age group is the most productive and that their loss will adversely affect the state's economy. The Governor's comment is verified by the fact that the state lost 750,000 jobs since May, 1990 (Lucas 1992), and UCLA's Business Forecasting Project has the current recession as the worst since the great depression of the 1930s. The

most optimistic economists believe that the recession will not end until late 1993 (Reckard 1992).

A Trend Accelerated: The Fiscal 1992-93 Budget

In the preceding pages trends pertaining to the lowering of available county general-purpose revenue and increase general-purpose costs have been discussed briefly. Unfortunately for California's counties, the state has radically accelerated these trends with the adoption of the fiscal 1992-93 budget. By means of the state budget, the very purpose of counties may have been redefined. The state budget "dealt a cruel blow to county government and to the residents of the unincorporated areas of the state who depend on counties or special districts for their municipal police, fire, lighting, drainage and road services" (Mauriello, 1992, p 3). The state, in an effort to fund public education, has permanently transferred to the state general fund property tax revenue which had formerly been used to fund general-purpose activities by cities, counties and special districts. Ironically Governor Wilson specifically chose to take a larger percentage of property tax revenue from the counties and special districts than from the cities based on his belief that the cities would require these revenues to fund police and fire services. Counties and special districts carried 82 percent of the local government burden associated with the permanent transfer of local property tax to the state general fund. Table IV addresses the allocation by category.

Table IV
Distribution of the Permanent Property Tax Shift
Among Local Governments

| Item | <i>Prop. Tax Transf</i> | <i>%</i> | <i>Basis</i> |
|---|-------------------------|-------------|---|
| Cities | \$200,000,000 | 18% | 9% of Property Tax |
| County General Funds | \$525,000,000 | 48% | Allocated Based on Bailout Funds Received |
| Unicorp. Area Municipal Services (Special Districts) | \$375,000,000 | 34% | 10% of Total Budget or 35% of Property Tax |
| Total | \$1,100,000,000 | 100% | |

Source: Santa Cruz County Administrative Office

SECTION II - FORECASTING

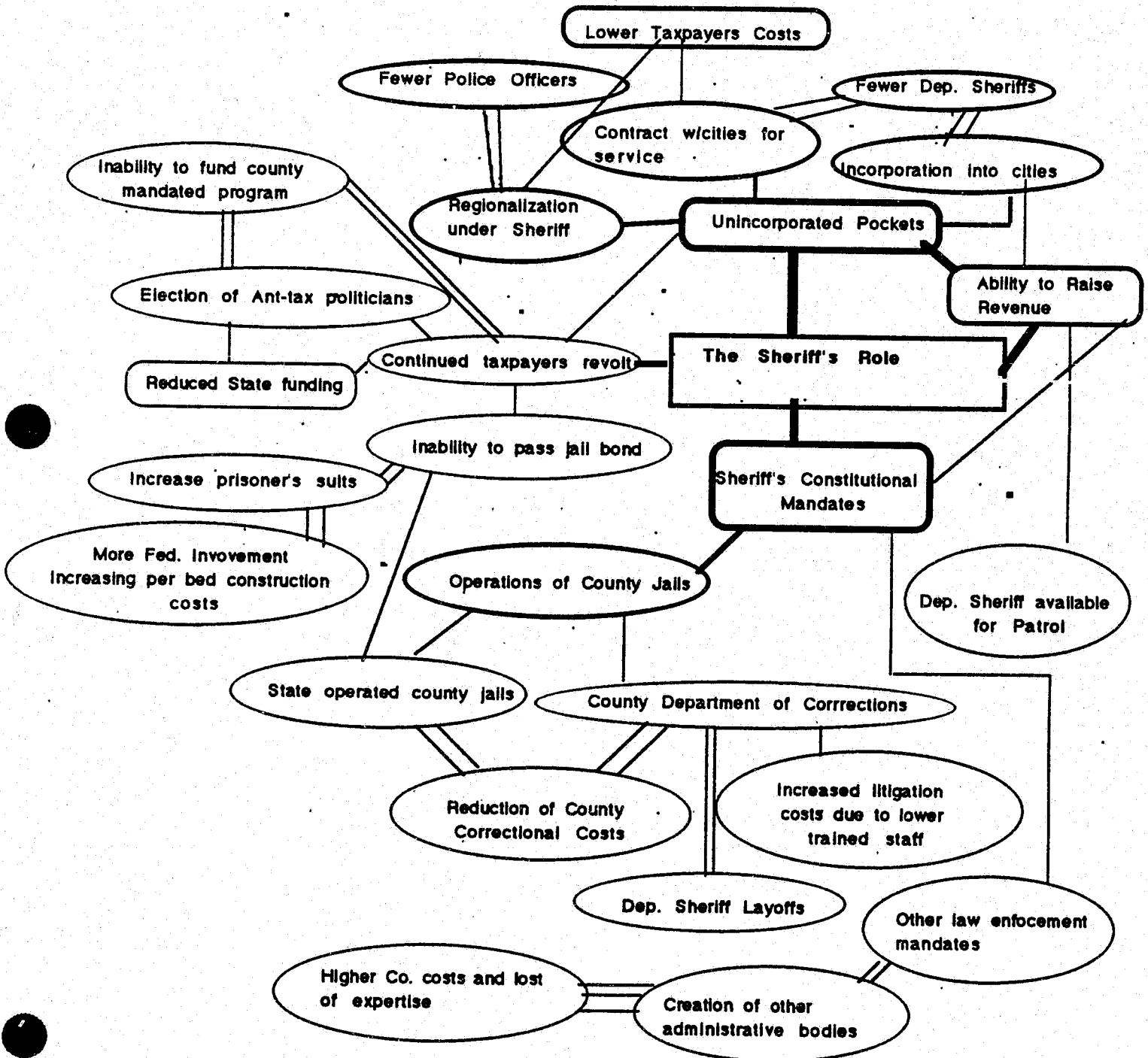
Study Issue and Sub-Issues

With an abbreviated STEEP review of the environment and a literature review, the importance of the study issue "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?" is apparent. The exploration of the three following sub-issues are necessary to enhance the study.

1. What will be the method of providing law enforcement services to unincorporated islands by the year 2002?
2. How will county's ability to raise tax revenue affect the capacity of urban sheriff's to provide law enforcement services to unincorporated areas of the counties by the year 2002?
3. How will the urban sheriff's fulfill their constitutional mandates by the year 2002?

To assist in understanding the impact environmental factors may have on the future of California's urban sheriff's departments the future wheel technique is utilized. The impact wheel provides a visual depiction of the relationship between the study issue and sub-issues.

FUTURES WHEEL



Forecasting

Futures research is a methodology that seeks to identify and evaluate alternative scenarios of the future. The scenarios involves identifying three types of futures; 1) nominal ("what is likely to be"), 2) normative, ("desirable and attainable") and 3) hypothetical, ("what if...").

The first step in the process is the identification of the trends and events which will influence the future of the research question. Trends are defined as consisting "of several similar events which take place over a relatively short period of time." "They (trends) are the indicators of possible change." Events are defined as "single occurrences, several of which create a trend." (POST, 1990).

The study of the environment has identified a number of trends and events which may have an impact on the issue. An expert panel was convened to assist in the identification of trends and events which are the most important for forecasting. The panel was furnished with a list of candidates prepared by the researcher. Based on its expert opinion the group added (these are designated with a "*" in the following lists) to the list of trends and events furnished by the researcher. Then the trends and events were placed into rank order by the panel for presentation to the Modified Conventional Delphi group. Expertise in the study area was utilized as the criteria for membership in the panel. Table U lists the members of the expert panel, their positions, and backgrounds.

Trends and Events Expert Panel

Participants Position and Experience

| | |
|---------------|---|
| Bud Frank | Executive Director, Santa Cruz County Criminal Justice Council, Criminal Justice Consultant, Harvard Fellow |
| Ronald Brooks | Commander, Santa Cruz County Narcotics Enforcement Team, 20 Years Law Enforcement Experience (Municipal, County and State level) |
| Clo Hampton | Chairperson, Accounting Department, West Valley Community College |

Trends Definitions

The expert panel began with 30 potential trends. Each trend was examined to ensure that the trend statement was non-directional. The panel met as a group and through the use of a round-robin technique reduced the number of candidates to 21. A description of each of the candidate trends follows:

T-1 Level of County Property Tax Revenue Available to be Utilized as Local Purpose Revenue

The amount of revenue available to fund local programs after state-required mandates are met.

T-2 County Responsibility to Fund Entitlements

The responsibility of county governments to fund entitlement programs.

T-3 Level of Municipal Services Provided to Unincorporated Areas

The level of municipal type services (e.g. police, fire, public works) that counties either provide directly, or indirectly through special districts, to unincorporated areas of the county.

T-4* Local Government's Ability to Pass New Taxes to Support Public Safety

The ability of local government to increase revenue for the specific purpose of funding law enforcement through either the passing of bond measures or special assessments.

T-5 Selective Incorporation

The policy of cities incorporating high tax-base areas and not incorporating areas with low tax bases and a high demand for public services.

T-6 Recall Movements Focused at Local Politicians

Recall elections which are the result of single-issue groups protesting the actions of members of a Council or Board.

T-7 Election of Anti-Tax Politicians

The election or re-election of persons who are committed to maintaining or reducing the gross tax collected by government.

T-8 Cities Contracting with Sheriff's Offices for Law Enforcement Service

The number and types of cities contracting with the county sheriff's office for law enforcement services.

T-9 Taxpayers revolt

Large organized groups which are able to gain grass-root support for the sole purpose of passing legislation or initiatives which reduce the ability of local governments to maintain the current level of tax collection.

T-10* Demographics of Residents of Unincorporated Islands

The socioeconomic/educational composition of the population of citizens living in the unincorporated areas of the county.

T-11 Immigration and Migration into California

The number of people who are entering California both legally and illegally.

T-12 Number of Jobs Available in California

The difference between the number of jobs created and the number of jobs lost in California.

T-13 Cost of Jail Beds

The cost of construction of the various types of county-correctional facilities on a per bed basis.

T-14 County Incarceration Level

The number of persons incarcerated per 100,000 population.

T-15 State Mental Health Policies

The policies of the state of California regarding the housing of mentally-ill persons.

T-16* Law Enforcement Recruitment Pool

The volume and suitability of the pool of potential persons interested in a law enforcement career.

T-17 Funding Available for County Level Law Enforcement

The specific purpose funds available for countywide law enforcement purposes. This trend does not refer to general-purpose funds, but specific purpose funding such as grants, etc.

T-18* POST Training Requirements for Peace Officers

The number of hours POST requires for the issuance of the basic peace officer certification.

T-19 Prisoner Civil Rights Law Suits Regarding Jail Conditions

Prisoners, or those acting in their behalf, suing counties regarding jail conditions.

T-20* User Fees for County Services Other than Law Enforcement

County policies relating to the charging of user fees for what had previously been no cost county services.

T-21* Special Interest Groups Other than Law Enforcement Lobby for Special Tax to Fund Specific Projects

Political movements whose purpose is to pass special tax issues for the purpose of funding specific projects other than law enforcement.

The panel then evaluated each trend on a value scale ranging from priceless to worthless and placed the listing in rank order. The aggregate ranking of the panel is represented in the "Trend Screening Form" which follows.

TREND SCREENING FORM

| FOR THE PURPOSE OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND | | | | | |
|---|-----------|--------------|---------|------------------|-----------|
| CANDIDATE TREND | PRICELESS | VERY HELPFUL | HELPFUL | NOT VERY HELPFUL | WORTHLESS |
| Level of Co. Prop. Tax available to be utilized as local purpose revenue | X | | | | |
| County's responsibility to fund entitlements | X | | | | |
| Level of municipal services provided to unincorporated areas | X | | | | |
| Local Government's ability to pass new taxes to support public safety | X | | | | |
| Selective Incorporation | IX | | | | |
| Recall movements focused at local politicians | X | | | | |
| Election of anti-tax-politicians | X | | | | |
| Cities contracting with sheriff's offices for law enforcement services | X | | | | |
| Taxpayers revolt | | X | | | |
| Demographics of residents of the unincorporated islands | | X | | | |
| Immigration and migration into California | | | X | | |
| Number of jobs available in California | | | X | | |
| Cost of jail beds | | | X | | |
| County incarceration level | | | X | | |
| State mental health policies | | | X | | |
| Law enforcement recruitment pool | | | | X | |
| Funding available for county level law enforcement | | | | X | |
| POST training requirements for peace officer | | | | X | |
| Prisoner civil rights law suits regarding jail conditions | | | | X | |
| User fees for county services other than law enforcement | | | | X | |
| Special interest groups lobby for special tax to fund specific projects | | | | X | |

Event Definitions

The panel then developed a list of seventeen candidate events which the panel estimated would have a profound affect on the area under study if they were to occur. A listing of the potential events and their definitions follow:

E-1. State Passes Law Which Authorizes Counties to Recover Full Pre-Arrestment Detention Costs From Cities.

Based on the success of the booking fees experience, the State passes enabling legislature which allows counties to collect from cities the entire cost of housing city prisoners prior to their arraignment

E-2 State Requires Local Funding of All Public Assistance Programs

The state mandates that all entitlements must be funded by county general-purpose revenue.

E-3 Citizens in the Unincorporated Island Areas Sue for Equal Protection

Citizens groups in unincorporated areas of the county successfully sue to force the county to provide a base level of police service. Base level is defined as the average level provided by the municipal police departments located in the area adjacent to the unincorporated area.

E-4 Cities Refuse to Respond to Calls in the Unincorporated Islands

Because of budget constraints and civil exposure, cities refuse to respond to calls in the unincorporated areas except in life-threatening situations.

E-5 State Takes for its General Fund Use an Additional 25% of the Property Tax Revenue Available to Local Government

In the fiscal year 1992-93 the State took for its own General Fund use a large percentage of the property tax revenue which had historically funded local government. The state took a larger share from counties and special districts than it took from cities. Event 5 is where the State returns to take an additional 25% of property tax revenue.

E-6 Board of Supervisors Vote to Separate Sheriff's Functions

The Board of Supervisors of the fictional urban County used in this study, votes to separate the sheriff's functions and establish a county department of corrections.

E-7 Federal Courts Rule that all UnSentenced Felony Prisoners Must be Housed in Single Cells.

American Civil Liberty Union files a successful suit which requires all unsentenced felony prisoners confined in county jails to be housed in single cells.

E-8* Personal Use of Narcotics and Dangerous Drugs Decriminalized

Any amount of narcotics or dangerous drugs possessed for personal use is not subject to penal sanctions.

E-9 Unemployment Reaches 15%

The statewide unemployment rate, adjusted for student and farm workers, reaches 15%.

E-10 Federal Court Mandates Full Health Care for All County Jail Inmates

The Federal Courts mandate full health care for all county jail inmates, including follow-up care after their release from custody.

E-11 County Hospitals Close

County hospital close due to a lack of funds. The county has not made provisions for caring for the indigent.

E-12 Mandatory Six-Month Jail Sentence for All Persons Convicted of Possession of Narcotics

All persons arrested for narcotics offenses receive a mandatory six-month jail sentence. This is regardless of past criminal history and is inclusive of all drug offenses.

E-13 Two-Thirds Vote Required for Annexation and All Annexations Must be Approved by the Board of Supervisors

All annexation requests must be approved by a two-thirds vote of the people living in the area to be annexed and the Board of Supervisors must give final approval before the annexation can be effected.

E-14* State Adopts Law that All Counties Over 600,000 Must Study Consolidation of Law Enforcement Agencies

State enacts legislation that all counties over 600,000 must study the feasibility of consolidation of all law enforcement agencies within the county.

E-15 Two-Tiered Tax System Instituted, Taxing Business at a Greater Rate than Residential Property

California adopts a two-tiered taxing system: one rate for residential property and a much higher rate for commercial use property.

E-16* POST Increases Basic Academy to 26 Weeks

In an effort to professionalize law enforcement, POST increases the length of the basic academy to a minimum of six months.

E-17* POST Increases Peace Officer Annual Training Requirement to 80 Hours

In an effort to professionalize law enforcement, POST increases the mandatory training requirement to 80 hours.

The panel, utilizing the same technique as with trends, evaluated each event on a value scale ranging from priceless to worthless and placed the listing in rank order. The aggregate ranking of the panel is represented in the "Event Screening Form" which follows.

| EVENT SCREENING FORM | | | | | |
|--|---|--------------|---------|------------------|-----------|
| | FOR THE PURPOSE OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE EVENT | | | | |
| CANDIDATE EVENT | PRICELESS | VERY HELPFUL | HELPFUL | NOT VERY HELPFUL | WORTHLESS |
| Full recovery of pre — arraignment detention costs from the cities | X | | | | |
| All unsentenced felony prisoners must be housed in single cells | X | | | | |
| Citizens in the unincorporated island areas sue for equal protection | X | | | | |
| Cities refuse to respond to emergency calls in the unincorporated pockets | X | | | | |
| State takes for its General Fund use an additional 25% of the property tax revenue available to local government | X | | | | |
| Board of Supervisors votes to separate the sheriff's functions | X | | | | |

| | | | | | |
|--|---|---|---|---|---|
| State requires local funding of all public-assistance programs | ⌘ | | | | |
| Personal use of narcotics and dangerous drugs decriminalized | | ⌘ | | | |
| Unemployment reaches 15% | | ⌘ | | | |
| Federal Court mandates full health care for all county jail inmates | | ⌘ | | | |
| County hospitals close | | ⌘ | | | |
| Mandatory six month jail sentence for all persons convicted of possession of narcotics | | ⌘ | | | |
| 2/3 vote required for annexation and all annexations must be approved by Board | | | ⌘ | | |
| State adopts law that all counties over 600,000 must study consolidation of LE | | | | ⌘ | |
| Two-tiered tax system instituted, taxing business greater than residential prop. | | | | ⌘ | |
| POST increases basic academy to 26 weeks | | | | ⌘ | |
| POST increases peace officer annual training requirement to 80 hours | | | | | ⌘ |

After being placed in rank order by the panel, ten out of twenty-one trend candidates and ten out of seventeen event candidates were selected for presentation to the Modified Conventional Delphi group for forecasting.

Modified Conventional Delphi

The Delphi technique relies on the collective judgment of a panel of experts who have been called upon to examine an issue. There are some basic assumptions concerning the Delphi process (POST 1992b):

- **experts can formulate judgments based on less than complete information**
- **The amalgamated judgment of a group is usually superior to the judgment of individual members of the group**
- **The group's intra-communications can be organized to enhance the quality of the group's output**

The Modified Conventional Delphi process does not require that members of the panel to meet as a group. Communication is by mail (either postal or electronic). The panel is composed of fourteen participants who are selected based on their knowledge of the research area. There are two rounds of communication involved: in the first round the panel members make their individual best forecasts; in the second round the panel members are furnished with the group's median forecast and they are asked if they would like to change their forecast in light of the group's response. Members are not required, nor are they encouraged, to allow the group's consensus to influence their judgements; however, members may change their forecast if they believe it to be appropriate.

Table VI provides the name and position of the members of the Modified Conventional Delphi Panel utilized in this study. To gain a balanced perspective, the panel is composed of people both in and out of law enforcement.

| Table VI | | |
|--|-------------------|--|
| Modified Conventional Delphi Panel Membership | | |
| | Name | Position |
| 1 | Clo Hampton | College Instructor, Accounting Department, Resides in Unincorporated Area |
| 2 | Ronald Brooks | Commander, Santa Cruz County Narcotics Task Force |
| 3 | Merle Frank | Executive Director, Santa Cruz County Criminal Justice Council |
| 4 | Donald Horsley | Lieutenant, San Mateo County Sheriff's Department, Candidate for Sheriff |
| 5 | Joseph Hernald | Inspector, Santa Cruz County District Attorney's Office, Candidate for Sheriff |
| 6 | William Buchalter | Sergeant, San Mateo County Sheriff's Office |
| 7 | Alec Christoff | Executive Director, San Mateo County Criminal Justice Council |
| 8 | Wayne Walker | Chief Deputy, Santa Cruz County Sheriff's Office, Candidate for Sheriff |
| 9 | Donette Dake | Construction Company President, College Instructor, Resides in Unincorporated Area |
| 10 | Robert Cancillia | Lieutenant, San Mateo County Sheriff's Department, Publication Chairman, CPOA |
| 11 | Dave Dennis | Lieutenant, Placer County Sheriff's Department |
| 12 | Terry Medina | Chief of Police, Watsonville |
| 13 | Linda Gibbons | Detective, Training Division, San Mateo County Sheriff's Department |
| 14 | Randy Costello | Certified Public Accountant |

Each member was provided with a cover letter (Appendix A) and a detailed explanation of the issue, sub-issues and the Modified Conventional Delphi process. Part of the explanation included a listing of the definitions of the trends and events. The panel was purposely not advised that the list had been placed in rank order by an expert

panel. This was done to not influence the Modified Conventional Delphi panel members forecast.

Fourteen panel members responded with their forecasts. The panel members were furnished with the panel's median scores by letter (Appendix B) which was transmitted by FAH to each of the panel members.

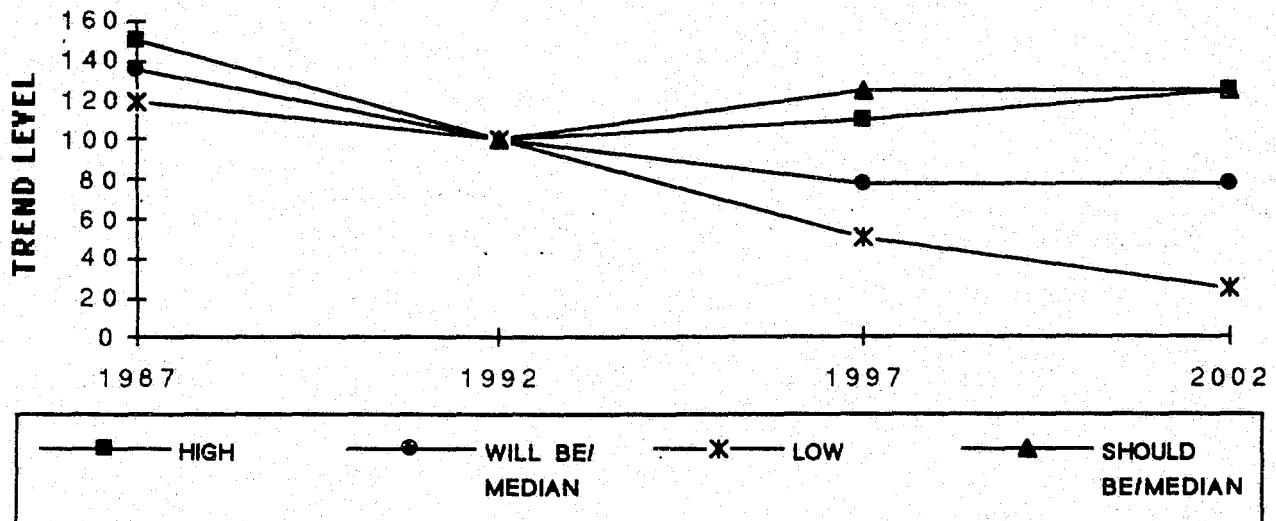
Analysis of Data

All fourteen panel members responded to the second round of the Modified Conventional Delphi process. Utilizing the forecast made in both rounds of the Modified Conventional Delphi process, each trend and event was converted to a line graph for further analysis. Ten events and trends were presented for forecasting. These trends and events were retained on the basis of their importance and their implication for future policy consideration. It was the author's intent to utilize the first six as the basis for further study provided that they were viewed as probable and/or significant by the Modified Conventional Delphi panel. Analysis of the returned data indicated that the first six trends and five of the first six events did pass testing and were retained. One event, E-2, did not pass testing and was replaced with a lower ranked event, E-7.

Trend Analysis

The trends and events which were utilized for further research are graphically illustrated and discussed each in turn as follows (N=14 for all graphs):

**T-1 LEVEL OF PROP. TAX AVAILABLE TO BE UTILIZED
AS LOCAL PURPOSE REVENUE**

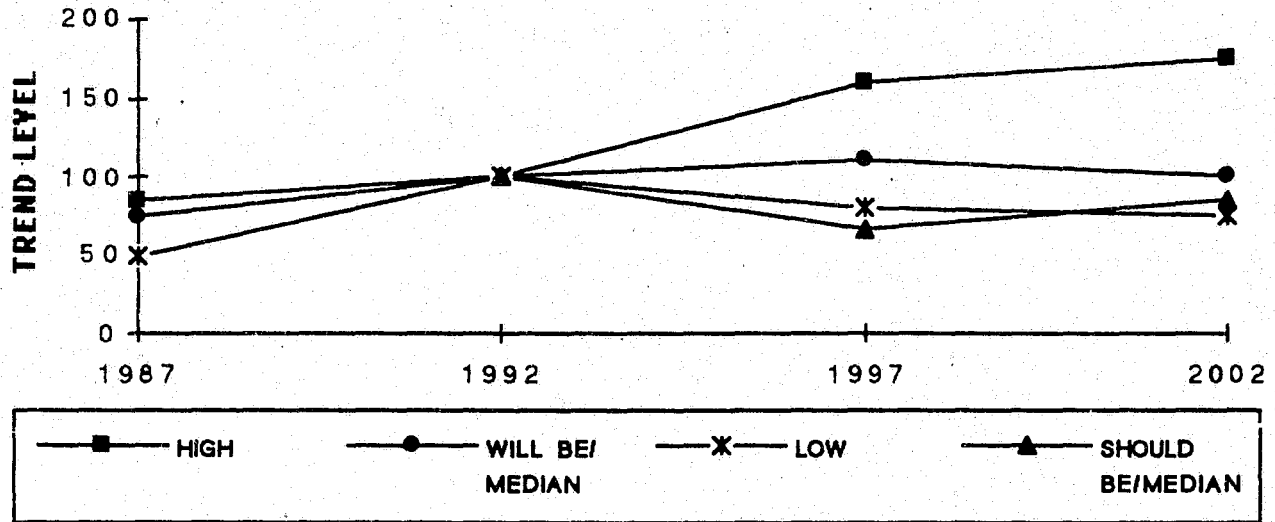


Trend one is one of the most significant forecasted. Historically California's Counties have financed their activities almost exclusively from property tax revenue. This trends addresses the amount of property tax revenue which will be available to the counties to fund local purpose activities. These are governmental activities other than those activities that counties are mandated to perform by either the state or federal governments. The panel's forecasts indicate that the level of available general-purpose revenue is less today than it was five years ago by approximately 35 percent. The panel's forecasts indicate that county government can expect 23 percent decline in general-purpose revenue over the next five years which will stabilize at that rate until the year 2002.

Significantly the panel believed that general-purpose revenue available from this source "should" increase to the 1987 level over the course of the next ten years. The implication of the "should"

forecast is that it may be somewhat questionable if County Government as we know it can survive the type of reduction suggested by the median will/be forecast.

T-2 COUNTY'S RESPONSIBILITY TO FUND ENTITLEMENTS

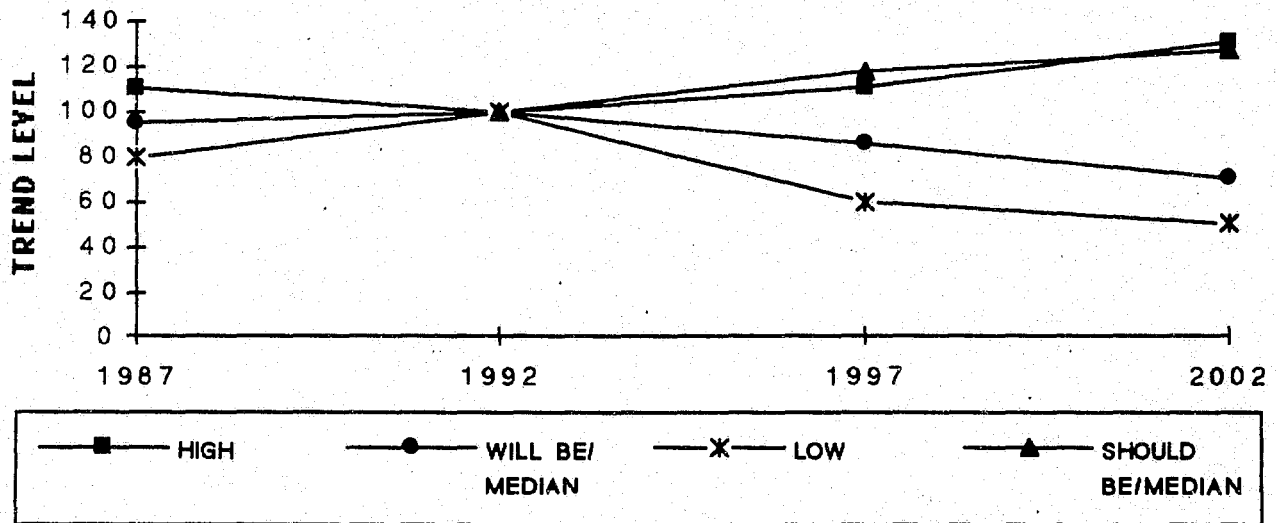


Trend two addresses the responsibility of county government to fund entitlement programs. In this case entitlements include not only those mandated by the state but entitlement programs addressing an at-risk population which has been either overlooked or not adequately funded by state and federal governments. From the perspective of non-mandated county services this is an extremely important trend. Any entitlement program funded by county government must be funded out of general-purpose funds—the same funds which are utilized to fund public safety programs.

The panel forecasts that county government is funding at a greater level today than five years ago. This trend will continue to escalate markedly for the next five years at which point the

escalation will be continued at a more modest rate until the year 2002.

T-3 LEVEL OF MUNICIPAL SERVICES PROVIDED TO UNINCORPORATED AREAS

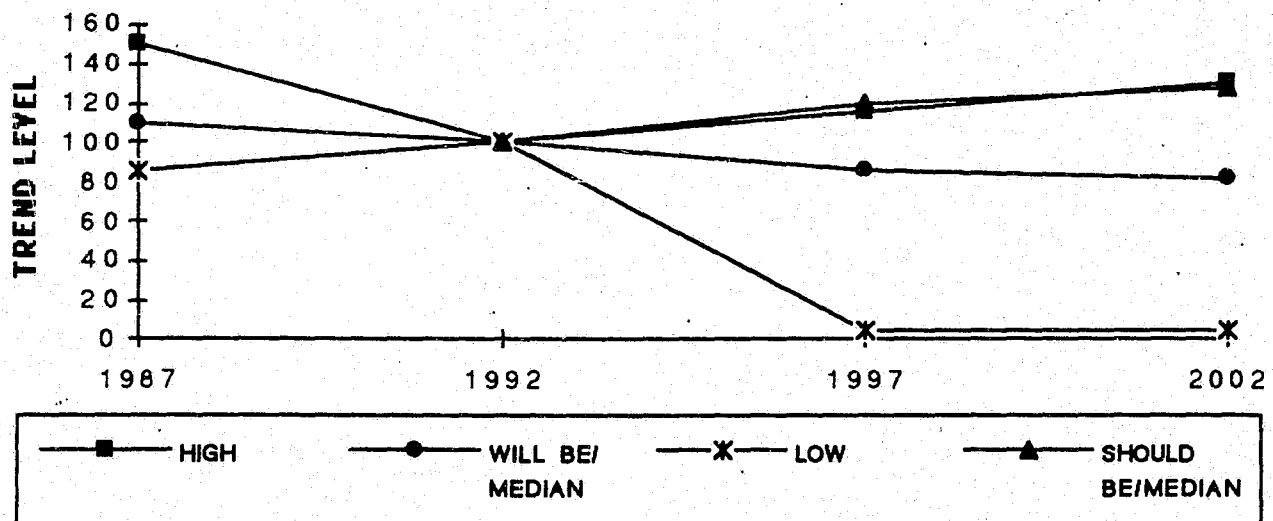


Trend three examines the level of municipal type services (e.g. police, fire, public works, etc.) which are provided to citizens living in the unincorporated areas of the counties. The level of service provided is important as quality and quantity of service directly correlates to level of satisfaction and confidence citizens have in their service provider. Although it is not explicitly indicated, the forecasters are aware of the perception, if not the fact, that unincorporated areas do not enjoy the same level of service as provided to incorporated cities.

The Will Be/Median forecast indicates that the service level provided today is slightly lower than it was five years ago; however, the median indicates that the level will continue to fall at a steady rate over the next ten years where it will reach approximately 80

percent of today's level. Significant are the extreme forecasts. The most optimistic forecast, which coincides with the "should be" forecast, indicates slow growth over the next five years, and then a slightly higher growth for the next five, culminating at 122 percent of today's level of service. The low forecast indicates that the decline in the service level will accelerate over the next five years, and then slow but continue to drop for the last five of the forecast.

T-4 LOCAL GOV'T ABILITY TO PASS NEW TAXES TO SUPPORT PUBLIC SAFETY



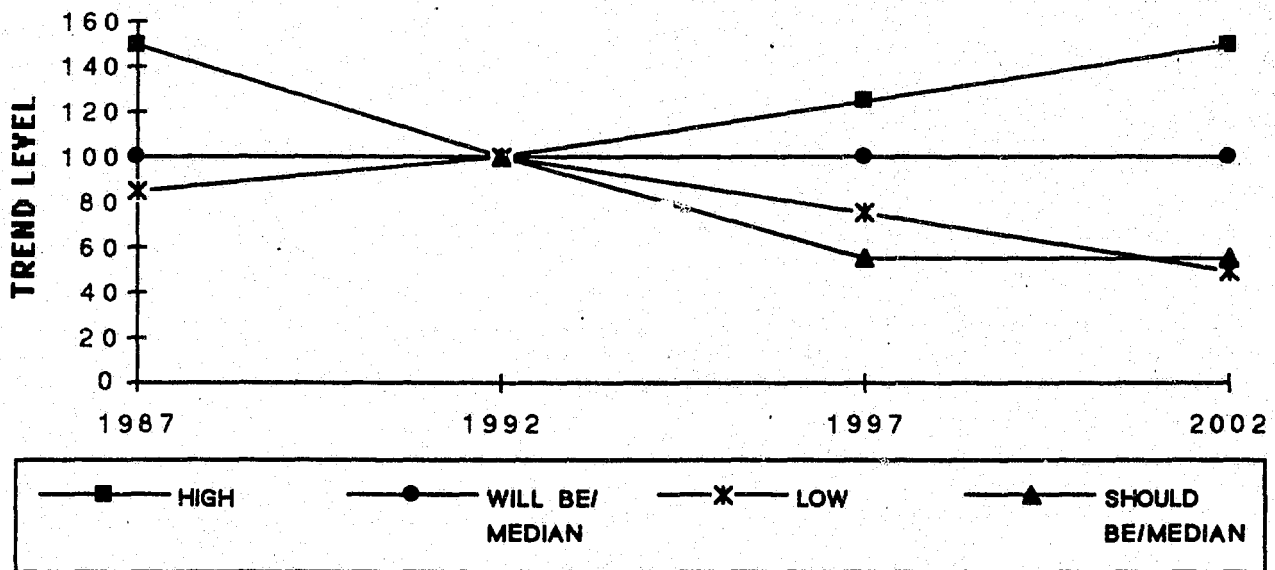
Trend four addresses the ability of local government to pass local tax increases for the specific purpose of enhancing local police services. This is a very significant trend, as it illustrates a reversal in the direction of public sentiment. During the 1980s the public was willing to pass tax increases or bond acts to supplement law enforcement and build correctional facilities. The panel's Will/Be Median forecast indicates that the trend since 1987 has been less public support for passing law enforcement specific-tax increase

measures. This trend is expected to continue until 2002 when it will reach 76 percent of today's level.

Significantly, the low forecast indicates that there will be an almost zero probability that local government will be able to pass any new tax to support law enforcement. Two panel members with backgrounds in finance shared this extreme position.

The High and Should/Be Median forecasts were almost identical at approximately 120 percent of today's level. This is an indication that the optimum support level might be 20 percent higher than today's. Unfortunately, the median forecast indicates that the support level will be over 40 percent lower than the optimum support point.

T-5 SELECTIVE INCORPORATION

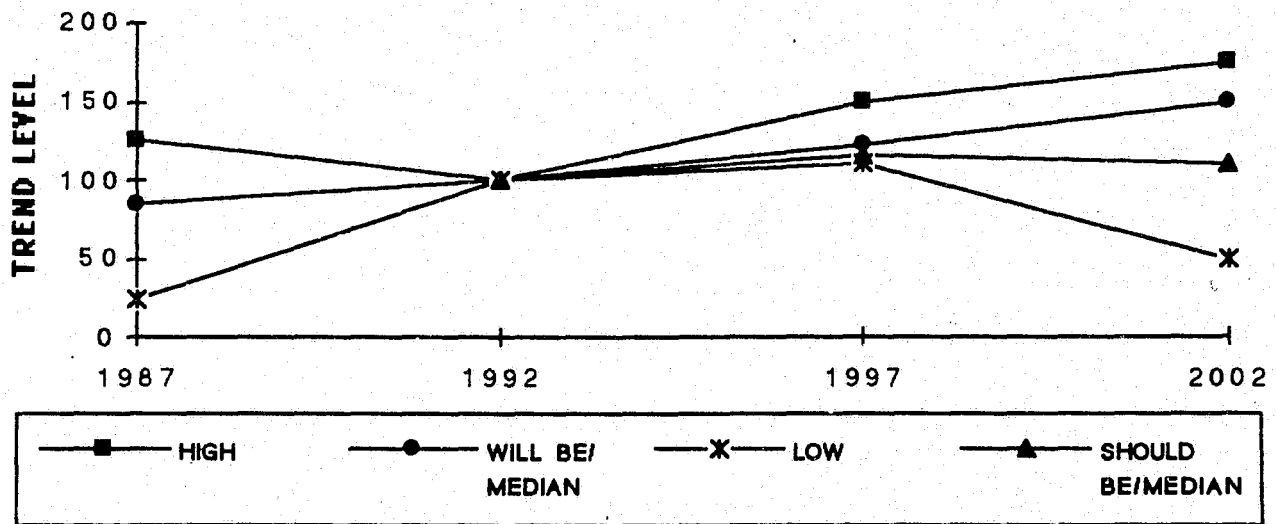


Trend five describes the trend in which cities are selective in the area which they target for incorporation/annexation is important for two reasons: 1) annexation and incorporation of high-tax areas

reduces the tax base which the counties depend upon for general-purpose revenue and 2) such a policy creates unincorporated islands which are expensive and difficult for the county to service.

The median forecasts indicates that this trend will continue at the same rate for the next ten years. Additionally, the group's median impact score was a -8.

T-6 RECALL MOVEMENT FOCUSED AT LOCAL POLITICIANS



Trend six addresses the volume of recall campaigns directed at local level politicians by single interest groups. In the past five years these special interest groups have not been specifically supportive of law enforcement and generally have been anti-tax and anti-government.

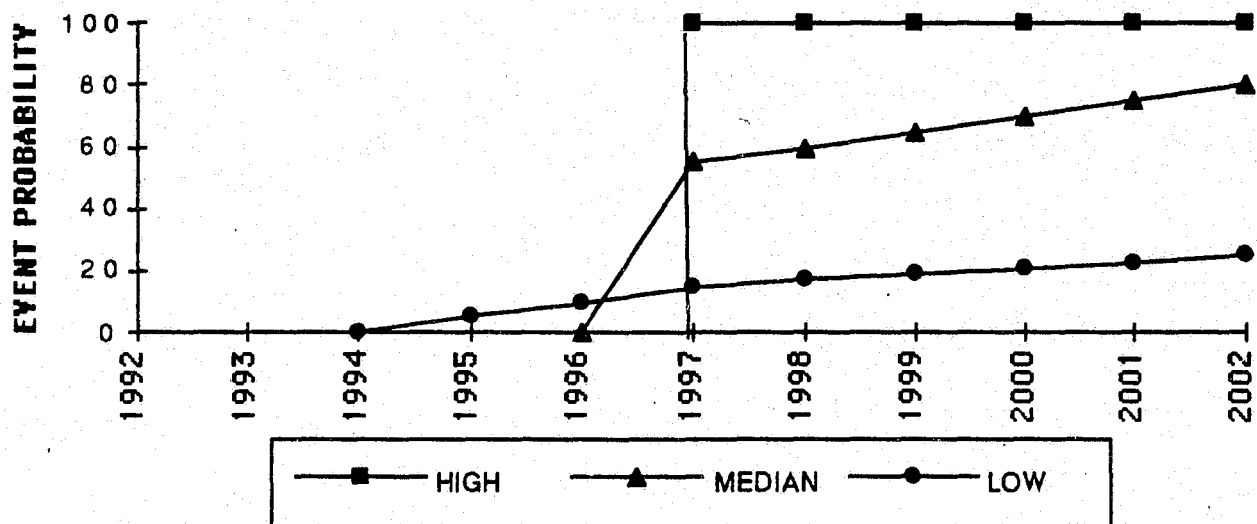
This trend is important to law enforcement as one of the methods that could be utilized to raise local general-purpose revenue is the enactment of local taxes (e.g. utility taxes) which do not require a direct public vote.

The Will/Be Median forecast indicates this trend will continue to escalate for the next ten years where it will reach culmination at 125 percent of today's level. This is significant as it virtually guarantees the recall of any politician who votes a tax increase. Interestingly, the panel's Should Be forecast indicated that the trend level should increase over the next five years and then decelerate to approximately 90 percent of today's level.

Event Analysis

The Modified Conventional Delphi panel was given ten events to forecast. The author has retained for further study six of the ten which were selected on a criteria that there was at least a 40 percent probability that the event would occur. The probability of each of the selected events is graphically illustrated and discussed in the following paragraphs. (N=14 for all graphs)

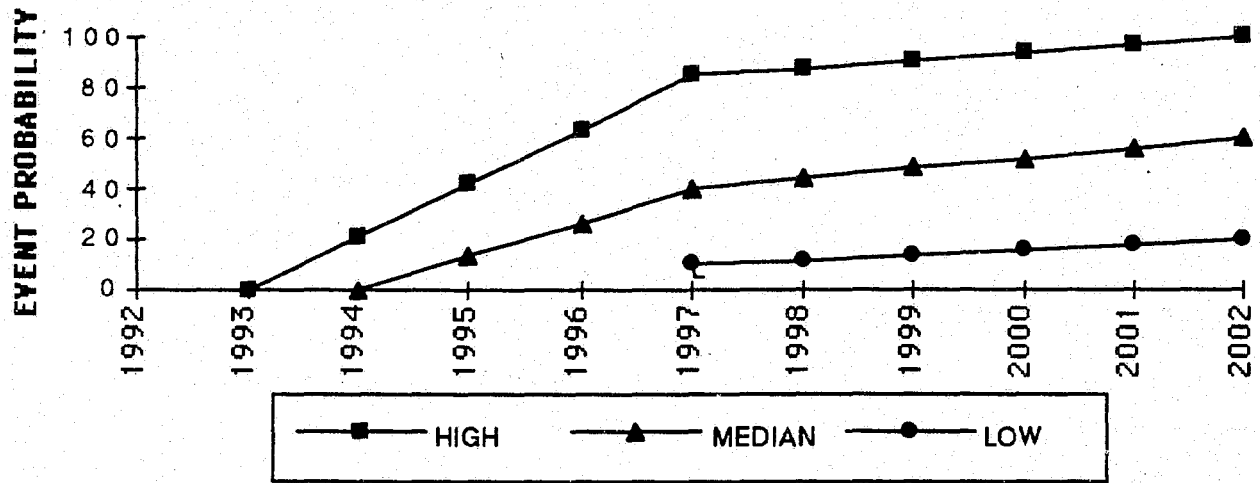
E-1 FULL RECOVERY OF PRE-ARRAIGNMENT COSTS FROM CITIES



The median forecast for event one is that it could not occur before 1996; however, there was a 58 percent chance that it would occur in 1997 and an 80 percent chance that it would occur by 2002. There were some extreme forecasts for this event. The high forecast indicated that the event could not happen until 1997 but then there was a 100 percent chance of occurrence. The low forecast indicates that the event could not occur until 1994 with the probability being 15 percent 1997 and 25 percent probability in 2002.

If this event were to occur the panel's median estimation of impact on the study area was a positive 8 and negative 2. The forecast of this event recognizes a polarization of thought. The high positive forecast recognized that if this event were to occur it would have a very positive effect on county government and by extension the county sheriff's office. The low negative forecast recognized that if this event were to occur it would be positive for county government, but it would have a very negative impact on the cities.

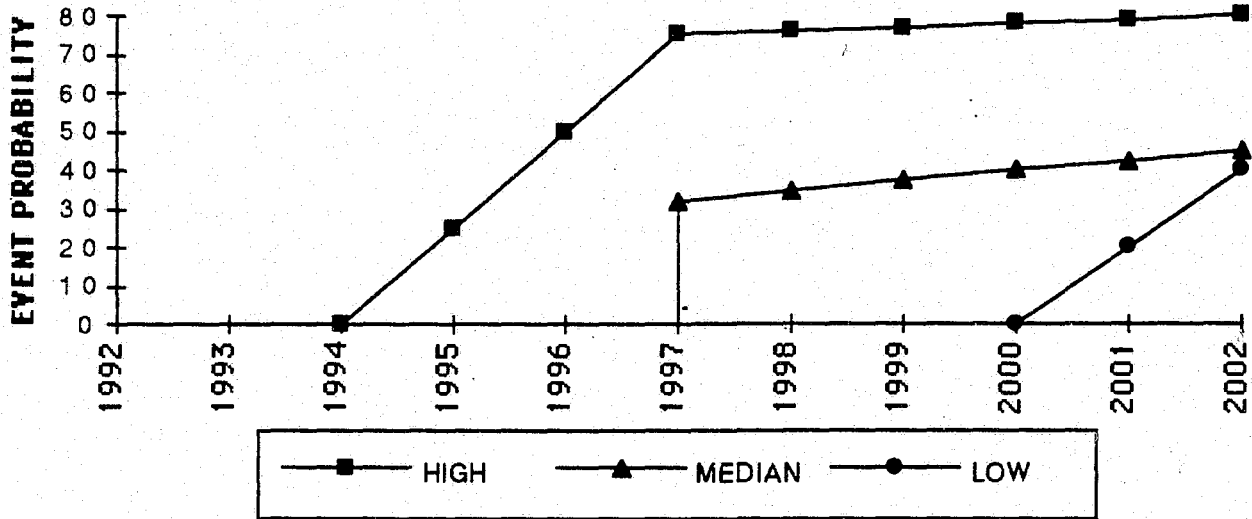
E-2 STATE REQUIRES LOCAL FUNDING OF ALL PUBLIC-ASSISTANCE PROGRAMS



Event two forecasts the probability that the State will require that county government fund all public assistance programs from its own revenue sources. The median forecast indicates that the probability of this event exceeds zero in 1994 and reaches 43 percent by 1997 and escalates to 58 percent by 2002.

The impact of this event would be that there would be less local general-purpose funds available to fund other programs. The panel's median impact score for this event was a positive 8 and negative 9.

**E-3 Citizens in the Unincorporated Pocket Areas
Successfully Sue for Equal Protection**

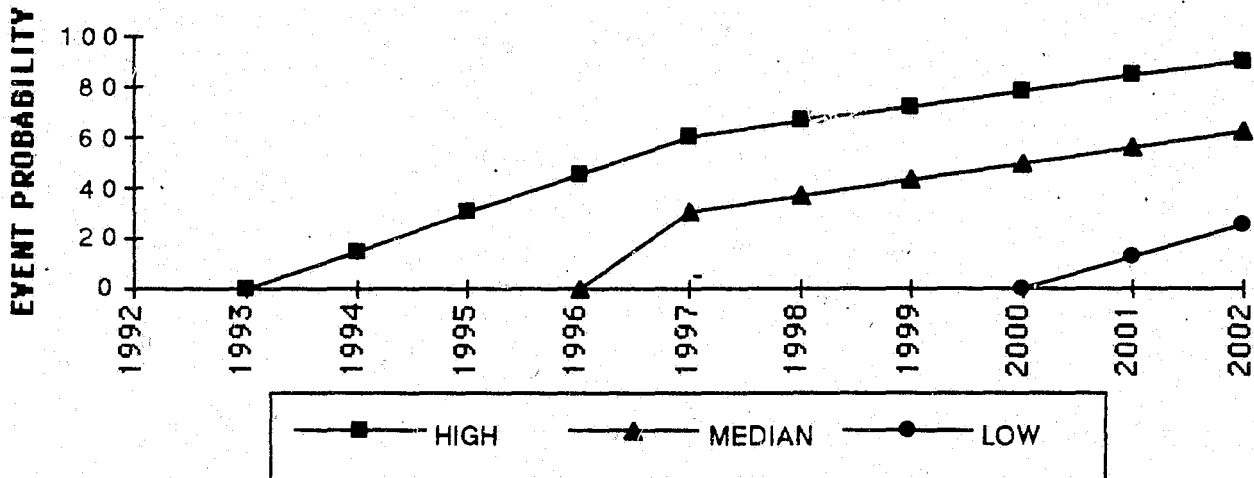


Event three would occur if citizens in the unincorporated areas of the county were to successfully sue to force the county to provide the same level of police service as enjoyed by citizens residing in adjoining cities. The panel's median forecast indicates that the probability of this event will not exceed 8 until 1997; however, in 1997 there will be a 30 percent probability that the event will occur. This probability will escalate to 78 percent by the year 2002.

For this event to occur there are a number of dependent variables which would also have to occur: 1) the public satisfaction with the police service level would have to decline dramatically, 2) the people who live in the unincorporated areas would have to become organized, 3) a judge would have to be convinced that there is a constitutional right to a certain level of police protection.

The panel's median impact score for this event was a positive 5 and negative 3.

E-4 CITIES REFUSE TO RESPOND TO EMERGENCY CALLS IN THE UNINCORPORATED POCKETS



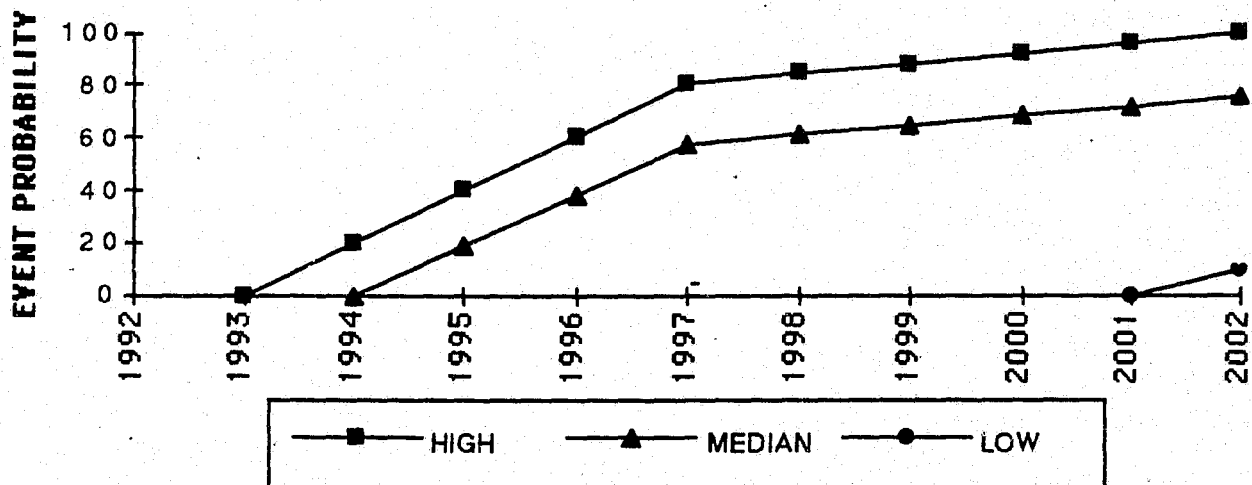
Event four addresses the possibility that cities would decide not to respond to calls for service in the unincorporated areas unless there is a bona fide life-threatening situation. The panel's forecast was that the probability of this event could not exceed zero until 1996, with the probability in 1997 of 30 percent and escalating to 60 percent in the year 2002. The lowest forecast suggests that the event could not happen until the year 2000; however, this forecaster believes that the event will have a 25 percent probability by 2002.

Event-4 would be a very significant occurrence for urban sheriff's offices. As discussed earlier in this paper, unincorporated islands are very difficult and expensive to service. Historically the closest police unit, regardless of agency, is normally dispatched to emergency field calls. In the case of unincorporated islands, city police units normally will respond and stabilize the situation pending the arrival of the sheriff's unit. If event four were to occur, sheriff's

offices would have to increase their field deployment to ensure timely response to emergency calls in these isolated islands.

The panel's median impact score for this event was a positive 8 and negative 8.

**E-5 STATE TAKES FOR ITS GENERAL FUND USE AND
ADDITIONAL 25% OF THE PROPERTY TAX REVENUE
AVAILABLE TO LOCAL GOVERNMENT**

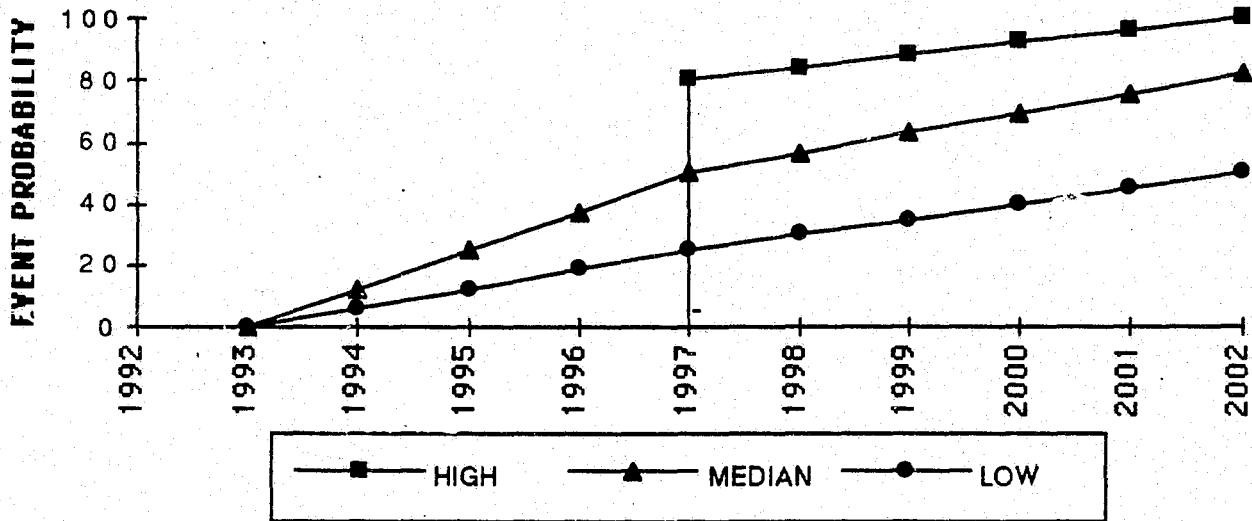


Event five would occur if the state were to take for its own use an additional 25 percent of the property tax which is now reserved for use as county general-purpose revenue. This is in addition to the percentage already taken by the state to balance the FY 1992-93 budget.

The panel's median score indicates that the probability of this occurrence will exceed zero in 1994 with a 58 percent probability by 1997 and a 78 percent probability by 2002.

The panel could find nothing positive if this event were to occur. The panel's median impact score for this event was a positive 8 and negative 8.5.

E-6 BOARD OF SUPERVISORS VOTES TO SEPARATE THE SHERIFF'S FUNCTIONS



Event six would occur if the Board of Supervisors decided to organize the various functions of the sheriff's department into separate departments. Typically the county would form a department of corrections and the Sheriff would continue to be responsible for providing law enforcement services to the unincorporated areas of the county.

This event would have a significant impact on the operation capabilities of urban sheriff's departments. The sheriff's office would shrink in size, as the majority of its personnel would be assigned to the newly formed department of corrections. This would increase sheriff's costs as the organization would no longer be able to benefit from economy of scale. However, if the event were to occur the level

of service provided might improve as the organization would enjoy the benefits associated with specialization.

The panel's median score indicates that the probability of this occurrence will exceed zero in 1993 escalating to a 50 percent probability in 1997 and to a 80 percent probability by 2002.

The panel's median impact score for this event was a positive 3 and negative 6.

Cross-Impact Analysis

The next step in the process of future studies is to identify "actor" events and "reactor" events and trends. Actor events are important as they are the events which will cause the greatest amount of change in future. These are the events which will be the primary target of policy intervention. Reactor trends and events are those trends and events which are highly impacted by the actor events.

A cross-impact analysis will be utilized to assist in identification of the actors and reactors. The analysis utilizes a simple matrix which lists the events in the left-hand column and the events and trends across the top. At each grid intersection the question "If the Event E-1 actually occurred, how would the probability of Event E-2 be affected at the moment of greatest impact"? In those cases where the event has no impact, the relationship is classified as "uncoupled." In those incidents where there is an impact, or coupling, an estimate is made of the percentage increase in the probability of the subject event towards 100, or its decrease towards zero. With events-to-trends relationships the question asked at each

intersection is: "If event E-1 actually occurred, what percentage change, if any, would it cause in the projection of Trend T-1 at the point of greatest impact"? The impact may be either a positive or negative percentage (POST 1992a).

The cross impact analysis was completed by the author with the assistance of one member of the expert panel (Clo Hampton). E-1, full recovery of pre-arraignment detention costs from cities, will be the major actor event. E-1 will impact all of the trends and events in some manner. Pre-detention is a major local custodial cost. If E-1 becomes a reality, the effect on the reactor trends and events will center on the intra-governmental transference of funds. The reactors will be impacted either because revenue is being transferred from the cities, which will cause the cities to retaliate (E-4), or because, with this new revenue, there is a greater amount of county general-purpose revenue available to fund mandated and discretionary county programs. E-1 would have a positive effect on E-2, E-3 and T-1 as there would be greater county general-purpose revenue available to fund public assistance programs and to provide a heightened level of law enforcement services in the unincorporated areas.

| MATRIX | | | | | | | Maximum Impact (% change + or -) Years to Maximum Impact | | | | | | |
|-------------------|------------|-----------|-----------|-----------|------------|-----------|--|-----------|-----------|-----------|-----------|-----------|---------------|
| | E-1 | E-2 | E-3 | E-4 | E-5 | E-6 | T-1 | T-2 | T-3 | T-4 | T-5 | T-6 | IMPACT TOTALS |
| E-1 | | +25/ 6 | -20/ 5 | +90/ 5 | 00/ 00 | -20/ 5 | +50/ 5 | +25/ 5 | +50/ 5 | -15/ 6 | +25/ 5 | +25/ 6 | 10 |
| E-2 | +100/ 5 | | +50/ 6 | +20/ 6 | -45/ 6 | +75/ 7 | -40/ 5 | -30/ 5 | -75/ 6 | +25/ 7 | 00/ 00 | 00/ 00 | 9 |
| E-3 | 00/ 00 | 00/ 00 | | +15/ 4 | +00/ 00 | +45/ 5 | -10/ 6 | 00/ 00 | +55/ 6 | +10/ 6 | +10/ 7 | -10/ 6 | 7 |
| E-4 | +20/ 4 | 00/ 00 | +50/ 6 | | 00/ 00 | +45/ 5 | 00/ 00 | 00/ 00 | -30/ 5 | +25/ 6 | +35/ 6 | 00/ 00 | 6 |
| E-5 | 00/ 00 | +40/ 5 | -35/ 6 | 00/ 00 | | +25/ 6 | -60/ 5 | 00/ 00 | -50/ 6 | 00/ 00 | -15/ 6 | 00/ 00 | 6 |
| E-6 | 00/ 00 | 00/ 00 | -25/ 6 | -15/ 6 | 00/ 00 | | 00/ 00 | 00/ 00 | +35/ 7 | +15/ 7 | -20/ 6 | 00/ 00 | 5 |
| 'IMPACTED' TOTALS | | | | | | | | | | | | | |
| | E-1 | E-2 | E-3 | E-4 | E-5 | E-6 | T-1 | T-2 | T-3 | T-4 | T-5 | T-6 | |
| | 2 | 2 | 5 | 4 | 1 | 5 | 4 | 2 | 6 | 5 | 5 | 2 | |

Legend

| | EVENTS | | TRENDS |
|----|---|----|--|
| E1 | Full Recovery of Pre-Arrestment Detention Costs From Cities | T1 | Level of Co. Prop. Tax Available to be Utilized as Local Purpose Revenue |
| E2 | State Requires Local Funding of All Public-Assistance Programs | T2 | County's Responsibility to Fund Entitlements |
| E3 | Citizens in the Unincorporated Areas Sue for Equal Protection | T3 | Level of Municipal Services Provided to Uncinc. Areas |
| E4 | Cities Refuse to Respond to Emergency Calls in the Uninc. Areas | T4 | Local Gov't Ability to Pass New Taxes to Support Public Safety |
| E5 | States Takes an Additional 25% of Property Tax From Counties | T5 | Selective Incorporations |
| E6 | Board of Supervisors Votes to Separate the Sheriff's Functions | T6 | Recall Movements Focused at Local Politicians |

Event E-2 may also be classified as an actor event. E-2 will have the effect of reducing the amount of local purpose revenue available to county government. E-2 will have, for example, a +100 effect on E-1 as there will be great pressure to develop new revenue sources.

Because of the reduction in general-purpose revenue, the level of service in the unincorporated areas will drop (T-3) which will result in the unincorporated population demanding higher levels of service (T-3).

Event E-3 is also an actor, as it will directly impact seven other trends and events. E-3 will have a major impact (+45) on E-6 as the Board of Supervisors will attempt to contain costs by organizing the Sheriff's Department into at least two separate departments. E-3 will also impact T-3 (+55) as the successful suit will affect the level of service provided to the unincorporated areas.

Event E-6 is the primary reactor event. Five other events will have an impact on this event. Primarily the E-6 will be affected by those events which have an impact on the availability of general-purpose revenue. E-6 also is an actor as it will impact five other trends and events. E-6 primarily addresses police services provided to the unincorporated county areas. The panel's analysis indicates that if E-6 was to occur, it would have a moderate positive affect on the unincorporated service level as it would reduce the probability of E-3 (-25, Citizens in the Unincorporated Areas Suing for Equal Protection), E-4 (-15, Cities Refusing to Respond to Emergency Calls in the Unincorporated Areas) and T-5 (-20, Selective Incorporations). At the same time E-3 would increase the probability of continuance of T-3 (+35, Level of Municipal Services Provided to Unincorporated Areas) and of T-4 (+15, Local Government's Ability to Pass New Taxes to Support Public Safety).

Scenarios

Scenarios are powerful planning tools utilized to examine, or imagine, possible futures based on the trends and events identified by the forecasting group. Conceptualizing of possible futures is an important component of strategic planning. Three types of imaging will be developed involving the scenarios based on three types of futures: 1) Exploratory ("what is likely to be"), 2) normative, ("desirable and attainable") and 3) hypothetical, ("what if. . ."). Each of the scenarios will include trends and events identified and forecasted by the Modified Conventional Delphi group. Each of the scenarios will be a "slice-of-time," in which the then, current, situation is described by stakeholders explaining how they think and behave in the environment.

The setting for the scenarios is "Urban County," a fictional composite of five northern California San Francisco Bay Area Counties. The majority of the population of Urban County lives within incorporated cities. The Sheriff's Office provides direct police services to less than ten percent of the population. Although there are large rural unincorporated areas within the County, the majority of the people who live in the "County Area" live in unincorporated islands surrounded by highly-urbanized incorporated cities.

The exploratory scenarios is referred to as the most likely as it implies that there will be no attempt at policy intervention. This implies a laissez-faire approach with the sheriff's office reacting to events as they occur. New events are not introduced unless they

would not be a surprise to people connected with the project. Events are played out to the most logical conclusion.

The normative future is the one where a particular "desirable and attainable" future is sought through the application of strategic planning and policies based on an analysis of the trends and events which may impact the future.

The hypothetical or "what if" describes a future based on an impartial manipulation of the collected data. In this case the "worst case" future will be described.

Exploratory ("Most Likely") Scenario

Board Votes For New County Department of Corrections. San Francisco Examiner, July 1, 1999

Welfare Payments Now a County Responsibility Says New State Law. Palo Alto Times Tribune, May 5, 1999

Cities Cry Foul As County Charges For Pre-Arrest Costs Associated With Housing City Prisoners. San Francisco Chronicle, May 1, 1999

"Well they went and did it" exclaimed Sheriff Hayes as he slapped the top of his desk. The board of supervisor earlier in the day voted five to zero to form a special department of corrections, removing from the Sheriff the responsibility to operate the correctional facilities. "I guess we should have seen it coming." The Sheriff said to Undersheriff Buck Rogers, "This has been building up for a long time." The Sheriff then left his office to explain to his deputies what the new changes held in store for them and the department.

In addition to his many duties Undersheriff Rogers is also the department's historian. Rogers turned to her computer and opened the file to review the department's history for the past five years to

try to put into historic perspective the events of the day. Urban County has been on the brink of bankruptcy since the budget crisis of 1992. In that year the state chose to increase its share of the property tax collected. This hit Urban County especially hard, as the state had also required the counties to fund out of their general fund a larger share of local welfare costs.

The Urban County chief administrative officer had attempted to convince the board and the elected department heads that the very purpose of county government needed to be defined in light of the new relationship which then existed between the state, counties and cities. The board and elected department heads believed that the crisis of 1992 would pass and there would again be adequate funding for all county endeavors. The board reacted to the crisis by cutting each department's budget by a set percentage. Unfortunately for the sheriff's office, most of the department's budget was devoted to maintaining county's correctional facilities. The Sheriff was adamant that the police services would not be reduced in the unincorporated area. He had fought the issue with the board, and the board had agreed to allow him to make his budget cuts where ever he deemed appropriate. The Sheriff had reduced his correctional budget and attempted to cut costs by reducing his support services. The saving from the support service reduction had not been great and eventually had actually cost more money as the department later found that reduced screening of new recruits had resulted in the hiring of people who would have been screened out of the hiring pool. These people took longer to train and there had been some other problems. The cutting of the correctional budget had been a disaster.

The inmate union had filed and won a Federal Court suit. The Federal Court had taken charge of the correctional division and was spending money like it wasn't theirs. The Sheriff, faced now with an even larger budget deficit, pressured the board to pass on to the cities the full pre-arraignment costs of housing their prisoners. This gave the county a short reprieve. The consequences of this measure were soon felt. People in the county area had been threatening a suit to ensure that they receive adequate police protection. Through an informal agreement the police departments and the sheriff's office had historically handled calls in each other's areas if they were the closest unit. In practice the police departments covered more sheriff's calls than reverse.

In 1995 the major Urban County police department formally advised the Sheriff that they would not longer routinely cover calls in the unincorporated pockets and islands in and near their cities. This required the sheriff's office to basically transfer all his patrol deputies from the rural areas to urban areas to service the islands. Even with this transfer the citizens in the unincorporated areas were still not satisfied. Even the citizens in the rural areas were now complaining about slow response time.

Undersheriff Rogers reflected that at the time she didn't think things could get worse, but they did. In 1995 the state returned to take another 25% of the county's property tax money for its own use. The pre-arraignment funds were utilized by the board to fund entitlements and to cover the additional correctional charges created by the federal overseer. Because of these events the Sheriff had no choice but to drastically reduce services to the unincorporated areas.

The sheriff department had become a political liability and the board wanted to separate it from the rest of county government. The board felt that an "outside expert" would be able to run the correctional facilities more efficiently than the Sheriff.

Undersheriff Rodgers closed the history file and opened the one marked "resume" while at the same time the Sheriff finished explaining to his assembled deputies that 80 percent of them would be transferred to the new department of corrections.

Normative ("Desirable and Attainable") Scenario

Welfare Payments Now a County Responsibility Says New State Law. Palo Alto Times Tribune, July 14, 1998

State Takes More Property Tax Money - County Calls Foul. Oakland Tribune, May 1, 1998.

County Citizens Sue For More Police Services. San Mateo Times, June 1, 1996.

The headlines blared from the newsstand that new cuts were expected for all county departments. John Brown, chief financial officer for Urban County Sheriff's Office, handed the clerk two quarters for the latest edition of the newspaper, then sat down and opened the paper to the local news.

Brown thought that things looked bad for all the county departments. He thought back to early 1993 when he was brought on board by John Hancock, the newly elected Sheriff. Hancock had formerly served as the chief of police of the largest police department in the county.

Brown thought back to 1992 when the state had taken for its own use a very large portion of the county property tax. What was

especially disturbing was that the state took less from the cities than from the counties for the specific reason that the state did now want the cuts to affect police and fire services. "I wonder what they thought the 10 percent of the population of this county who relied on the sheriff's office would do for police protection" Brown thought at the time. The sheriff's office budget was cut 10 percent that year. There were difficult decisions to make as these cuts were on top of cuts that were made the previous year.

Sheriff Hancock studied the situation and decided that things could and probably would get a lot worse. Although the Board of Supervisors proposed charging the cities for pre-arraignments costs for their prisoners, the Sheriff had advised against the proposal. The Sheriff felt that this was a public safety issue as he knew from his experience as a police chief the pressure that the cities were also under. He also knew that if the ordinance were to pass the cities might retaliate by not cooperating with the sheriff's office and covering calls in the many unincorporated pockets in and near their cities.

Upon taking office Sheriff Hancock began to develop a strategic plan which would ensure that he could meet all of his non-law enforcement constitutional responsibilities while still ensuring that all of the people in the county were adequately protected. Sheriff Hancock viewed himself as the Sheriff for the entire county and not just for those citizens who lived in the unincorporated areas.

The strategic goal was to provide police service in the most efficient and economical manner. The cornerstone of the plan was to contract with others to provide some of the service historically

provided by the sheriff's office. The deciding factor in awarding contracts was whether the contractor could deliver at least the same level of service, at the same or lower cost, than the sheriff's office could provide itself. Each of the unincorporated islands were studied to determine if the surrounding police departments could provide police service. Most of the contracts were lent on the basis of competitive bidding among a number of police departments. The contracting scheme had saved the county considerable amounts of money and defused an important controversy. Some residents of the county's unincorporated areas were planning to file a federal suit to ensure that they received adequate police protection.

In fact the Sheriff had actually supported the taxpayer's suit. An enforceable minimum service determination ensured that the Board of Supervisors could not further reduce the department's budget by further cutting services to the unincorporated areas. The Sheriff found that he was able to transfer the savings derived from contracting to other areas of the county. Because of this transfer, the remaining unincorporated area actually experienced an increase in police service as beat deputies were not continually being diverted to calls in the isolated and geographically separated islands.

Hypothetical ("What if) Scenario

What if events occurred when they reached a 30% probability as forecasted by the modified conventional delphi panel.

Board Votes For New County Department of Corrections. San Francisco Examiner, June 1, 1995

County Citizens Sue For More Police Services. San Mateo Times, June 1, 1995.

State Takes More Property Tax Money - County Calls Foul. Oakland Tribune, June 1, 1995.

Welfare Payments Now a County Responsibility Says New State Law. Palo Alto Times Tribune, May 1, 1996.

Cities Cry Foul As County Charges For Pre-Arrest Costs Associated With Housing City Prisoners. San Francisco Chronicle, May 5, 1996.

Urban City Refuses to Respond to Calls In County Area - Chief Cites Liability and Booking Fees As Reason. San Jose Mercury, June 1, 1997.

Sheriff Smith pulled on his cigarette and then discarded it half smoked into the federal court house planter. How did he get into this mess he asked himself over and over. As he had a few minutes before he was summoned back into court where he was a personal defendant in a civil rights suit brought by the citizens who lived in the unincorporated areas of the county based on the theory that he had not provided them adequate police protection because they were mostly poor and minority. "How could it be his fault that the cities annexed all the high tax base areas leaving his department with isolated pockets to police," he thought as he walked up the stairs. "I hope the jury understands that it takes more resources to provide to patrol areas that are not contiguous to each other," he thought to himself as he walked up the stairs.

Sheriff Smith waved to his codefendant the County Fire Chief, who was also being sued. Both the Sheriff and the Fire Chief had a great deal of confidence in their 25-year old deputy county counsel who was now practicing his closing statement before the mirror in the men's room. "Ladies and gentlemen" he began. "How can the Sheriff be responsible for failure to redefine the role of county

government in 1992. He is, after all, not in a position to allocate monies; that is the constitutional function of the Board of Supervisors. He can only spend what they allocate to him." The young attorney thought over the positive steps the Sheriff had taken to generate more money for the department. He had supported collecting pre-arraignment costs from the cities; how was he know that the collected funds would be required to pay for entitlements which were now a county's responsibility. Of course, some people unfairly held the Sheriff responsible for some of the things that he did not foresee. The pre-arraignment costs forced a reduction in some police department's budgets which prevented the police departments from responding to covering calls in the unincorporated pockets and accelerated what had been a slow trend of cities annexing the high tax-base areas. County revenues continued to drop and more and more obligations were placed on the counties by the state. The Sheriff had cut overhead costs, reduced jail expenditures as much as the special federal master would allow. The only thing left for him to do was to reduce patrol staff. At the present time there are only two deputies on patrol where there use to be fifteen. The attorney repeated into the mirror "He could only spend what they gave him." Satisfied, he ran the comb through his hair and quietly thought to himself what he would do if he were the opposing counsel. He knew what he would say. "When they gave him the money they expected him to have a plan for spending it wisely."

Section III - Strategic Plan

At this junction in the study, some of the trends and events which may impact California's urban sheriff's departments over the next ten years have been identified. Of those identified, an expert panel has selected the six trends and events most likely to occur and be significant. Through the use of a cross-impact matrix their impact upon each other has been estimated. Some policy candidates have been identified and also subject to cross-impact analysis. Three scenarios have been developed which describe possible futures. All three of the preceding scenarios depict a possible future which an urban sheriff's departments may face in the future. For development of the strategic plan the "normative scenario" has been chosen for exploration. The future described in the normative scenario is attainable and is the most desirable. Based on the information developed thus far, it is apparent that urban sheriff's departments will have to restructure their method of service delivery. In this section a viable strategic plan will be developed which will identify the changes, both culturally and organizationally, that the department must accomplish to achieve the desired future and newly defined mission of the department.

The strategy will be developed for the "Urban" County Sheriff's Department. In the real world there would be a number of police departments involved in the implementation of this type of strategy. For the purpose of this study, only the fictitious city of "San Juan" will be involved. San Juan is a city having a number of islands within

its jurisdiction. The combined population of these islands is approximately 20,000 people.

Development of a New Mission Statement

One of the first steps involved in strategic planning is the development of an organizational statement of mission. The mission statement is made on two levels, macro and micro.

The macro mission statement is a short concise statement which identifies the organization's goals and values. The micro statement addresses the area to be impacted by the strategy. For the statements to be meaningful, the statement's contents must be integrated into the culture of the organization. To ensure assimilation, ways must be found to incorporate the statement in the everyday routine of the organization. In the Urban Sheriff's Office, deputies are routinely asked to explain the Mission Statement during rollcalls and must demonstrate an understanding of the Mission Statements during promotional examinations.

Macro Mission Statement

The Mission of the Urban Sheriff's Office is to ensure the safety of all citizens of the County by providing the highest level of professional law enforcement service. We strive to be approachable, compassionate and caring to the public we serve. We explicitly recognize that citizens penally entrusted to our care are deserving of the same compassion and care that is extended to all citizens.

We hold the view that our function is more than enforcing laws and ordinances. We believe that our

mission can be accomplished only by the appropriate utilization of our resources.

We believe our fiduciary responsibility is a trust and we are committed to the proper management of public funds to maximize the return for each dollar spent.

Micro Mission Statement

The Urban Sheriff's Office is dedicated to providing a high level of law enforcement to all citizens of Urban County regardless of whether the citizen resides in an unincorporated area or within an incorporated city. If it makes economical sense, the Urban Sheriff's Office will contract with others to provide services which historically had been directly delivered by the Sheriff's Office.

Situational Analysis

To further the strategic planning process an examination of the future environment of the Urban County Sheriff's Office must be undertaken. To accomplish this end an assessment of the current situation must be made. This is helpful for the planning process because it identifies the beginning point for the transition management process and the environment in which the plan must be implemented.

Wots-Up Analysis

Two techniques are utilized to make the situational assessment: 1) WOTS-UP Analysis (Weaknesses, Opportunities, Threats, Strengths-Underlying Planning, and 2) Strategic Assumption Surfacing Technique (SAST).

Environment

The environment contains both an external (threats and opportunities) and an internal (strengths and weaknesses) dimension. Strengths are resources which can be helpful and weaknesses are conditions which will tend to limit the organization's ability to achieve the desired future. Threats are unfavorable and opportunities favorable conditions external to the organization which affect its ability to achieve the desired future.

The WOTS-UP Analysis was performed by a group composed of people who are familiar with the working of an urban sheriff's office or had a background in finance. The group utilized the techniques of brain storming and round robin. The group's membership follows:

Clo Hampton, West Valley College

Ronald Brooks, Santa Cruz County Narcotics Task Force

William Buchalter, San Mateo County Sheriff's Department

Joseph Franzoia, Santa Cruz County District Attorney's Office

Because of the earlier assistance rendered in this research project, the group members were familiar with the topic area.

Threats

County government is in a state of financial decline. The state will continue to expect the counties to carry more of the burden for the funding of entitlement programs. Although the Board of Supervisors realizes that reexamination and ordering of priorities is necessary, the Board will still feel the need to fund nonessential programs such as parks and libraries from local general-purpose revenue.

Although the Sheriff may be able to employ some cost-cutting techniques such as reducing administrative overhead, eventually the Sheriff will have to reduce expenditures in the areas such as patrol where he has some discretion.

The Urban County Sheriff's Department does not have a history of being cooperative with local police departments. The Chief of Police for the City of San Juan is unconcerned with the current fiscal condition of the county. The Chief recognizes the situation as an opportunity to seize some of the perceived power of the sheriff's department. This of course may also be viewed as an opportunity, as the city may be anxious to accept police service contracts from the county.

The socioeconomic composition of the population in the rural unincorporated areas is changing as agricultural lands are converted to housing. These new citizens are used to city-level service and are unsatisfied with the level of law enforcement which is commonplace in rural areas. This population is politically active and is effective in dealing with government.

The Urban County Board of Supervisors and the County Administrative Officer view law enforcement as a monster with a never-ending appetite for tax dollars. The board does realize that the population in the unincorporated is less than 10 percent of the county's population.

The sheriff's office operates out of a central facility and a few substations which are geographically distant from most of the islands located within the City of San Juan.

Opportunities

California's cities are also feeling the financial downturn. The state also took for its own use property tax revenue which previously had been utilized by the cities as general-purpose funds. The state exacerbated the situation when it empowered the counties to charge cities for services which the counties historically had provided without cost. These additional costs forced cities to either spend reserves or reduce services. The City of San Juan is no exception. This is a strength because the city may look upon accepting a contract as beneficial for four reasons: 1) the city may be able to satisfy the contract without additional staffing, 2) the city is sure to experience an economy of size savings with its own overhead costs, 3) the city will be in a better position to annex the profitable areas into itself, 4) the city may make a profit on the contract.

People who live in the unincorporated areas are not concerned with which agency delivers their police service, only that it gets delivered in a professional manner at no extra cost to themselves. These populations will be supportive of contracting with the City of San Juan if contracting results in a higher level of service. Their desire for a high level of police service is recognized as a opportunity.

Strengths

Because of the variety of assignments available within the departments, the Urban Sheriff's Office has been able to recruit experienced officers laterally from the county's smaller city police departments. The acceptance of experienced lateral officers has reduced training and other costs which are associated with the

training of recruits. This experience level reduces the civil liability exposure of the department. Also, due to its size, the department has been able to develop executives and managers who are familiar with modern management techniques and dealing with large budgets. The command staff, experienced in both the areas of law enforcement and management, has the capacity to develop comprehensive contracts which will divide the benefits between the contractor and client.

The department also enjoys a well-deserved reputation among its rank and file members of generally being a very compassionate and "good employer." The promotional process is viewed by the deputies as fair and impartial; and the supervisors are regarded as competent and mature. The leadership enjoys a high degree of loyalty from the rank and file which is reflected in the high morale of the department.

Weaknesses

The major weakness of the Urban Sheriff's Office is the desire of the membership for law enforcement (e.g., patrol and investigation) to be the department's primary mission. The department views itself as "the" major law enforcement agency in the county. The rank and file members of the department believe that the most efficient method to achieve the department's mission is the consolidation of all of the county's police departments into one agency under the administration of the Sheriff's Department. All of the department's mid-managers who have achieved master's degrees have addressed consolidation in this manner in their theses. Both mid-management

and rank and file members of the department will resist any measure which they believe will result in the diminishment of the sheriff's law enforcement role.

The department provides a variety of mandated services to many different county departments. These varied responsibilities provide salary negotiating leverage for the employee labor organization. Job actions (i.e., strike) by deputy sheriff's leave the jails unmanned as well as making the courts unable to function. Unlike striking police departments there is no other agency with the capabilities to supplant a striking sheriff's department. These factors confer a great deal of political power upon the deputy sheriff's association (The deputy sheriff's union is known as the DSA.) The DSA supports political candidates through financial contributions, endorsements and providing campaign workers. Coupled with the strike potential, and its political clout, the DSA can influence individual members of the county Board of Supervisors as well as some city councils.

Internal Capability Analysis

The panel which performed the WOTS-UP analysis was also utilized to perform an analysis of the internal capabilities of the Urban Sheriff's Office. (The panel utilized a composite of various San Francisco Bay Area sheriff's departments.) The panel's input was utilized to complete "Strategic Needs" and "Receptiveness to Change Analysis" which follows.

RECEPTIVENESS TO CHANGE ANALYSIS

CATEGORY

Top Managers:

| | I | II | III | IV | V |
|-----------------------|---|----|-----|----|---|
| Mentality/Personality | | | | X | |
| Skills/Talents | | | X | | |
| Knowledge/Education | | | X | | |

Organization Climate:

| | I | II | III | IV | V |
|--------------------|---|----|-----|----|---|
| Culture/Norms | | X | | | |
| Rewards/Incentives | | | X | | |
| Power Structure | | | X | | |

Organization Competence:

| | I | II | III | IV | V |
|---------------------|---|----|-----|----|---|
| Culture/Norms | | X | | | |
| Skills/Talents | | | X | | |
| Knowledge/Education | | | | X | |

Legend

- I Custodial - Rejects Change
- II Production - Adapts to Minor Change
- III Marketing - Seeks Related Change
- IV Strategic - Seeks Change
- V Flexible - Seeks Novel Change

Internal Capability Analysis

Strategic Needs Capability

Strategic need area: The ability of the department to accept the potential downsizing of the agency's law enforcement mission.

| Category | Superior | Better | Average | Improve | Crisis |
|------------------------------|----------|--------|---------|---------|--------|
| Manpower | | H | | | |
| Technology | | | H | | |
| Org/Structure | | H | | | |
| Money | | | | | H |
| Workload | | | H | | |
| Supplies | | | H | | |
| Sworn/Non-Sworn Ratio | | | | H | |
| Turn-over | | H | | | |
| Management Skills | | | | | |
| "People Skills" | | H | | | |
| Specialty Training | | | H | | |
| Management Trg | | H | | | |
| Pub Image of Agency | | | H | | |
| Community Support | | | H | | |

Legend

Superior: Better than anyone else. Beyond present need.
Better: Better than average. Suitable performance. No Problems.
Average: Acceptable. Equal to other agencies. Not good, not bad.
Improve: Not as good as it should be. Deteriorating. Must be improved.
Crisis: Real cause for concern. Situation bad; action must be taken at once

The Urban County Sheriff's department is a well managed organization with a clearly defined mission. The top managers have

been brought into the department over the past five years with the election of an "outsider" as sheriff. The Sheriff selected these people specifically to be change agents. Middle management is well trained and shares the sheriff's "vision" for the department and actively seeks change to improve the efficiency of the agency. Both middle and top management have well developed interpersonal skills and are accepted by the rank and file of the organization.

The rank and file of the organization identifies with the past and has an overly optimistic future. Sergeants and deputies are not supportive of change which might reduce the department's law enforcement role. The department does have a history of accepting incremental changes which may be utilized as a basis for gaining acceptance of the strategic plan.

At this point the department is not ready to accept the change required by the implementation of this strategy. The Sheriff has developed and implemented a reward/incentive program to encourage rank and file support for change.

To achieve successful implementation the benefits as well as the costs of the strategy must be presented to the rank and file membership. Every member of the department is aware that the lack of funding is reaching a crisis stage; however, the department still enjoys an average level of availability of supplies and other resources.

Strategic Assumption Surfacing Technique (SAST)

A "stakeholder" is a person, group or constituencies who may be directly or indirectly impacted by the proposed strategic plan. The

SAST is a technique utilized to identify stakeholders and their positions on the subject by a process which identifies the assumptions which they will likely hold regarding the subject under study.

There are a large number of stakeholders involved in determining the role which the Urban Sheriff's Office will fulfill by the year 2002. Eleven important stakeholders have been identified by an expert panel (WOTS-UP panel utilized for this function) as critical. Not surprisingly, they have different views and assumptions. Each of the eleven stakeholders and their respective assumptions will be discussed in turn.

County Board of Supervisors

The Urban County Board of Supervisors will support any measure which promotes good government, as long as the measure does not reduce its own political power base. The Board takes its responsibility seriously and will reduce municipal services in the unincorporated areas in order to fund mandated programs. The Board is concerned with the high cost of the criminal justice system and will support any program which will reduce costs while maintaining public safety.

Deputy Sheriff's Labor Organization

The membership of the Deputy Sheriff's Association (DSA) is composed of both sergeants and deputies. The DSA is concerned with any reduction of the Sheriff's law enforcement mission. The DSA will be unwilling to support any program which will result in the reduction of deputy sheriff positions. The DSA will resort to legal or political

actions if the concerns of the organization are not adequately addressed.

Sheriff

The Sheriff is primarily concerned with fulfilling his legal and constitutional mandates. He will support contracting with cities if he is convinced that this is the only method to deliver adequate law enforcement services to his unincorporated "island" constituents. The Sheriff will want to transfer any savings achieved as a result of contracting to provide a higher level of service to the remaining unincorporated areas. He will also not compromise on issues of sharing what he views as his exclusive power domain and will want a short-termed contract and the ability to renegotiate at least annually.

California Highway Patrol

Will actively resist any strategy which infringes on the responsibilities mandated by state law to the organization.

County Chief Administrative Officer

The Chief Administrative Officer (CAO) will be supportive on any strategy which gives her greater influence in the area of managing law enforcement costs. The CAO will be supportive of any program which reduces county civil exposure and costs. For long-term planning purposes the CAO will desire a long-term contract.

City Managers of San Juan

The City Manager of San Juan is primarily interested in cost containment. For this reason his focus will be on "the bottom line." He will require that a system be developed with will ensure that his

city is receiving payment for all of the services it provides. To ensure flexibility the City Manager will want a short-termed contract and the ability to renegotiate at least annually.

San Juan City Council

The City Council will be concerned with their constituents' perception that the city's police department is servicing other areas at the expense of a lower service level for themselves. The City Council is supportive of good government, but will not support measures which benefit others at the expense of their city. The Council will require that the contract cover all costs and will demand assurances that the citizens of San Juan will not experience a reduction of their service level.

Citizen Good Government Groups

The "Good Government" groups are concerned with governmental efficiency. They will support any measure which increases government's efficiency. They will not be concerned with political boundaries and will encourage inter-governmental cooperation.

San Juan Police Officer's Association

The San Juan Police Officer's Association (POA) is focused on traditional labor concerns of jobs and working conditions. The POA will support expanding the police department's jurisdiction only if additional officers are hired to service those areas. If deputy sheriff's are absorbed into the San Juan Police Department, the association will demand that they enter the Department at police

officer rank regardless of the rank they may have formerly held in the Sheriff's Office.

Community Leaders in Unincorporated "Island" Areas

Community leaders in the unincorporated islands will be focused on the delivery of police services to their neighborhoods. For this reason they will insist that the community be consulted and have input into any plan which will affect the level of police services their communities will receive. These leaders will also be concerned that their influence with the Sheriff may diminish if the Sheriff is perceived as abandoning the law enforcement function.

Chief of Police of San Juan

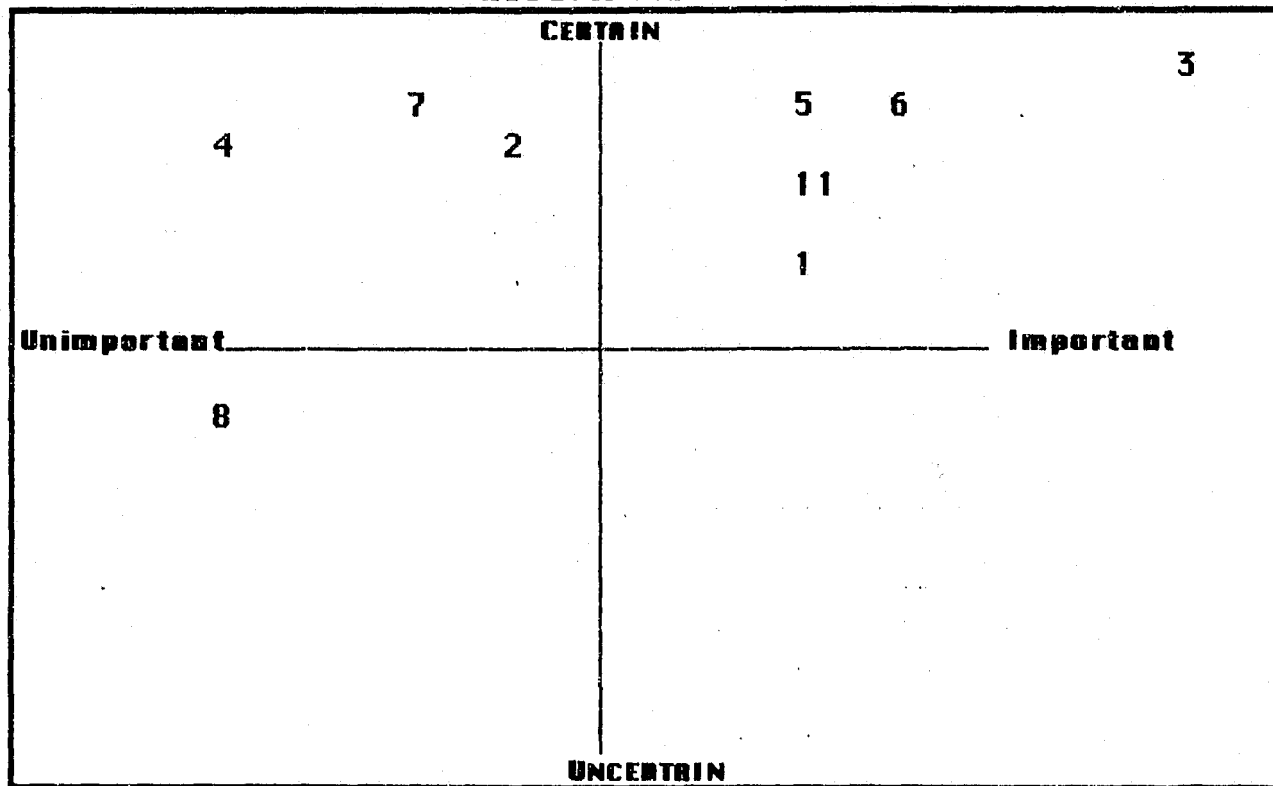
The Chief of Police will be supportive of the expansion of the department's jurisdiction. Like the City Manager, the Chief will focus on economics. To gain the Chief's support will need assurances that there is sufficient off-setting revenue to cover his costs. The Chief will be concerned with hidden costs and therefore will insist on a short-term contract. The Chief will also be concerned with maintaining minimum staffing levels within the city as well as in new areas which may come under his jurisdiction.

Assumption Mapping

An assumption map is utilized to aid in understanding the relationship and the relative importance of each of the assumptions. The map is divided into quadrants. The higher on the map the more certain the appraiser is of the assumption; lower is less certain. Movement to the right reflects the appraiser's belief of the importance of the assumption; movement to the left indicates an

appraisal of less importance. The Assumption Map was completed by the author.

ASSUMPTION MAP



| LEGEND | | | |
|--------|-------------------------------------|----|---------------------------------------|
| 1 | County Board of Supervisors | 7 | San Juan City Council |
| 2 | Deputy Sheriff's Labor Organization | 8 | Citizen Good Government Groups |
| 3 | Sheriff | 9 | San Juan Police Officer's Association |
| 4 | California Highway Patrol | 10 | Leaders in Unincorporated Areas |
| 5 | County Chief Administrative Officer | 11 | Chief of Police of San Juan |
| 6 | City Manager of San Juan | | |

Policy Considerations

The Cross-Impact Matrix discussed earlier identified important areas for policy consideration. There are a number of policy considerations which, if enacted, may ameliorate the negative and/or encourage the positive continuation of certain trends, or address certain events if they were to occur. The policy which will have the

greatest chance of success must be selected from a field of candidates each of which possess varying degrees of potential for addressing the issues. Based on the information developed in the Cross-Impact analysis, there are a number of policy areas to be considered in the process of the selection of the policy most likely to be successful in impacting the study area. Five policy candidate areas (PC) have been identified.

- PC-1 Policies which result in the creation of new sources of general-purpose revenue
- PC-2 Policies which result in a reduction of overhead costs and allow funds to be transferred to law-enforcement functions
- PC-3 Policies which downsize the organization by abandoning some traditional responsibilities
- PC-4 Policies which downsize the organization by shifting some traditional responsibilities to other lower-cost providers
- PC-5 Policies which involve cost sharing of overhead by providing police services on a contractual basis to cities

Because the implementation of a policy is an "event," its impact can be analyzed by the use of Cross-Impact Analysis Matrix. The policy candidates are listed in the left-hand column with the previously identified trends and events listed across the top. The effect of the impact of each policy, either positive or negative, is estimated for each trend and event.

| MATRIX | | | | | | | Maximum Impact (% change + or -) Years to Maximum Impact | | | | | | |
|-------------------|-----------|----------|-----------|-----------|-----|-----------|--|----------|-----------|----------|-----------|-----------|------------------|
| | E-1 | E-2 | E-3 | E-4 | E-5 | E-6 | T-1 | T-2 | T-3 | T-4 | T-5 | T-6 | IMPACT TOTALS |
| PC-1 | +100 1 | +25 3 | +50 3 | +150 2 | 0 | +30 5 | +100 2 | +10 3 | +100 2 | -50 3 | +100 3 | +100 4 | 11 |
| PC-2 | 0 | +25 3 | +40 3 | -10 3 | 0 | -10 3 | 0 | 0 | +50 3 | +10 3 | +15 5 | +15 3 | 8 |
| PC-3 | -25 3 | 0 | +125 3 | +150 3 | 0 | +130 4 | +15 3 | 0 | -100 1 | +15 2 | +45 3 | +90 2 | 9 |
| PC-4 | +25 2 | 0 | -75 | -200 | 0 | -50 | +25 | 0 | +125 | +15 | +25 | -50 | 9 |
| PC-5 | +25 1 | 0 | 0 | +25 1 | 0 | -25 2 | -15 1 | 0 | -10 1 | 0 | 0 | 0 | 4 |
| 'IMPACTED' TOTALS | | | | | | | | | | | | | |
| | E-1 | E-2 | E-3 | E-4 | E-5 | E-6 | T-1 | T-2 | T-3 | T-4 | T-5 | T-6 | |
| | 4 | 2 | 4 | 5 | 0 | 5 | 4 | 1 | 5 | 4 | 4 | 4 | |

A "Policy to Policy Matrix" is also utilized to examine the impact that each policy, if enacted, will have on the other. Because of the different approaches taken some policies will have the effect of neutralizing the effect of another. In other cases the policy will enhance the impact or success of another. Like the cross-impact matrix the policy to policy matrix does include an estimate of years to maximum impact. It is assumed that the policy will begin to have effect when implemented. The implementation stage for each of the policy candidates will be approximately four years.

| POLICY TO POLICY MATRIX | | | | | | Maximum Impact (% change + or -) | | | | | | | | | | | |
|-------------------------|---|------|------|------|------|-----------------------------------|--|--|--|--|--|--|--|--|--|--|---------------|
| | PC-1 | PC-2 | PC-3 | PC-4 | PC-5 | | | | | | | | | | | | IMPACT TOTALS |
| PC-1 | | +10 | +50 | +75 | +75 | | | | | | | | | | | | 4 |
| PC-2 | +15 | | 0 | +40 | -50 | | | | | | | | | | | | 3 |
| PC-3 | +25 | +30 | | +40 | -10 | | | | | | | | | | | | 4 |
| PC-4 | 0 | +25 | +50 | | -100 | | | | | | | | | | | | 3 |
| PC-5 | 0 | 0 | 0 | -100 | | | | | | | | | | | | | 1 |
| 'IMPACTED' TOTALS | | | | | | | | | | | | | | | | | |
| | PC-1 | PC-2 | PC-3 | PC-4 | PC-5 | | | | | | | | | | | | |
| | 2 | 3 | 2 | 4 | 4 | | | | | | | | | | | | |
| Legend | | | | | | | | | | | | | | | | | |
| PC-1 | Policies which result in the creation of new sources of general purpose revenue | | | | | | | | | | | | | | | | |
| PC-2 | Policies which result in a reduction of overhead costs and allow funds to be transferred to law enforcement functions | | | | | | | | | | | | | | | | |
| PC-3 | Policies which downsize the organization by abandoning some traditional responsibilities | | | | | | | | | | | | | | | | |
| PC-4 | Policies which downsize the organization by shifting some traditional responsibilities to other lower cost providers | | | | | | | | | | | | | | | | |
| PC-5 | Policies which involve cost-sharing of overhead by providing police services on a contractual basis to cities | | | | | | | | | | | | | | | | |

Policy Considerations

Analysis of the Policy Cross-Impact Matrix indicates that all five of the policy candidates would have significant impact on each other and the majority of the trends and events. However, careful analysis indicates that one or more of the policy candidates would have a disruptive effect on the criminal justice system.

Policy Candidate 1

If PC-1 were to be adopted as a policy, it will be manifested in the county pursuing a policy of charging cities for the full costs of any

service provided by the county. The most expensive service provided by Sheriff's Offices to cities is the housing of pre-arraignment prisoners arrested by city police departments. If PC-1 were to become policy it will have a +100 percent impact on E-1 (Full Recovery of Pre-Arraignment Detention Costs from Cities). Full recovery of these costs will successfully increase the amount of general-purpose revenue; however, the matrix indicates the policy will also increase the likelihood of E-4 by 150 percent as the cities will attempt to recover their pre-arraignment costs by refusing to respond to anything less than bona fided than life threatening calls in the unincorporated areas. The level of municipal services provided to the unincorporated areas will also increase (+100), however, this increase might be short lived as the cities will increase their selective annexation programs (+100); and, with the support of municipal-level politicians, the recall movement directed at county level politicians will also increase by +100 percent. Importantly PC-1 will impact T-4, (Local Government's Ability to Pass New Taxes to Support Public Safety), by -50 percent. This impact will be directly related to the perception of many members of the public that monies being raised to fund law enforcement will be spent policing the unincorporated islands and not their community and that taxes raised will be used to supplant and not supplement the law enforcement efforts. The latter is recognized in the +25 percent impact on E-2.

Policy Candidate 2

If PC-2 were to become policy, it will be manifested by the reduction of as much of the Sheriff's Department's operational

support services as possible. As it will be difficult, if not impossible, to reduce the funding level of the Corrections Divisions, all the reductions will have to occur within either the Administration or Operations Divisions. This restructuring might entail a reduction in the number of detectives, a reduction in training opportunities, and an increase in spans of control. Analysis of the Cross-Impact Matrix indicates that PC-2 will have a +40 impact on E-3 as there will be a marked deterioration of the service level over a period of time. Cities might be called upon to provide detective services but much less patrol services to unincorporated pockets which decrease the likelihood of E-3 by 10 percent. PC-2 will increase T-3 by +50 percent as in the short run the quantity of service might increase but over time the lack of support will result in a qualitative reduction. PC-2 will also increase T-4 and T-5. Because of the qualitative reduction, unincorporated areas will be more inclined to support annexation. Likewise, citizen satisfaction, as indicated in E-3, will manifest itself with an increase in the level of dissatisfaction with local politicians.

Policy Candidate 3

If PC-3 were to become policy, it will be manifested by the Sheriff's Department entirely abandoning many traditional roles. The Sheriff's Office would only attempt to provide base-level services to those areas which are difficult and expensive to police. The level of preventive patrol and community-based policing activities provided to the geographically isolated and small unincorporated islands would be drastically reduced or eliminated. Analysis of the Policy Cross-Impact Matrix indicates that this policy will impact eight trends or events.

Significantly E-1 will be impacted by -25 percent. This is based on the realization that the cities will be required to assist the sheriff's office with providing supplemental service to the unincorporated islands. In spite of this tactical decision, not to pursue E-1, this policy will increase the likelihood of E-4 by 150 percent as the cities will be called upon to allocate a higher level of their resources to cover service calls in the unincorporated islands. The lower service level will result in an increase of E-3 by 125 percent reflecting citizen dissatisfaction. The pressure applied by both the cities and the public will result in higher support for recall movements focused at county-level politicians (T-6, +90) A logical response by the political Board of Supervisors will be to separate the Sheriff's Department (E-6, +150) into two departments. This separation will be an attempt to distance the Sheriff and his/her department from the rest of county government.

Policy Candidate 4

If PC-4 were to become policy, it would be manifested by the Sheriff's Department downsizing the operational divisions of the department by shifting the delivery of some services to other providers. The Sheriff will still be responsible for providing service; however, he/she would contract with the municipal police departments whenever the police departments could provide service more economically or efficiently than could the Sheriff's Department. The areas most suitable to contracting will be the unincorporated islands.

The Policy Cross-Impact Analysis indicates that PC-4 will impact nine trends and events. Most notable will be the impact on E-3, E-4 and T-3. Because service delivery will be more efficient (T-3), the citizen satisfaction will increase, which will lessen the probability of a successful suit for equal police protection (E-3). E-4 will be impacted by 200 percent, as most of the isolated islands will be policed by the cities themselves. Because PC-4 will ameliorate the concerns of both the cities and the citizens in the unincorporated areas (It follows that if the Sheriff did not have to police the difficult and expensive islands, the service level to the remaining unincorporated areas will increase), there will be less likelihood of E-6 (-50 percent) as well as T-6 (-50 percent).

Policy Candidate 5

PC-5 will involve the sheriff's office actively seeking to be a provider of law enforcement services to cities on a contractual basis. The savings will be generated by the economy of size as the overhead costs will be spread over a large base. (This assumes that the Sheriff's Office will have to expand to service the contracts.) PC-5 will impact four events or trends. The impact will be of a relatively minor nature and the manner that those trends and events will be impacted will not necessarily be a positive force for the Urban Sheriff's Office. Cities will only contract with the Sheriff's Office if they can be assured of receiving either a higher level of law enforcement at the same cost as maintaining the city police department, or the same level of service provided by the city police department at less money. The advantage in contracting with the

county for law enforcement services is usually in favor of the city as the county agrees to assume much of the overhead costs without charge to the cities. Under no circumstances will the county "make money" on a police contract. PC-5 will have a +25 percent impact on E-1 as the county will be inclined to attempt to recover costs from cities which are not contracting for police services. PC-5 will have a +25 percent impact on E-4 as cities which do not contract with the Sheriff's Office are going to be more inclined to be non-cooperative with the Sheriff's Office which they now may view as a threat to their own survival. E-5 will also have a -25 percent impact on E-6 because as a condition of acceptance of contracting policy, the Board of Supervisors will have to express their confidence in the continuation of the Sheriff's Office in its present form to achieve the efficiency of size savings. T-1 will be impacted (-15 percent) as booking fees may not be collected from the contract cities resulting in less general-purpose revenue collected. T-3 will be slightly impacted (-10 percent) as personnel will be occasionally pulled from the unincorporated areas to cover emergencies within the contract cities.

Discussion of PC-5

None of the policy candidates impacted actor E-5, (State Takes an Additional 25 percent of Property Tax From Counties). In the Cross-Impact Analysis E-5 impacted three events and three trends. As discussed, the future of the Urban Sheriff's Department will be shaped by trends and events over which the Sheriff's Department can exert little control. E-5 is an example of such an event. No policy promulgated by local government can prevent the state from such

unilateral action as depicted in E-5; however, what the local government officials can do is develop strategic plans to minimize the impact of these types of events if they should occur.

Developing Alternative Strategies

Four alternative strategies were developed utilizing a Modified Policy Delphi technique. The technique involves a panel consideration of the issue, the situational analysis, and policy alternatives, designed to impact the future in a desired method. The Modified Policy Delphi panel members were drawn from the membership of the Modified Conventional Delphi panel and others who have a first-hand knowledge of the study area. The panel membership was as follows:

| | |
|----------------------------|--|
| Mr. Merle Frank | Director, San Cruz County Criminal Justice Council |
| Mr. Martin Krauel | Inspector, Santa Cruz County District Attorney's Office (22 years municipal law enforcement) |
| Mr. Ronald Brooks | Commander, Santa Cruz County Narcotics Task Force |
| Mr. Joseph Hernald | Inspector, Santa Cruz County District Attorney's Office |
| Mr. Joseph Franzoia | Inspector, Santa Cruz County District Attorney's Office, Retired police officer (27 years law enforcement experience, county and municipal level) |

The group was provided with the written instructions before the meeting (Appendix C). The panel utilized a round-robin technique to discuss the various strategies which the group members had developed independently. Utilizing a numerical scoring scheme four

strategies were identified as those which had the greatest potential for achieving the future described earlier in the normative scenario. A pro-con analysis and stakeholder perception was then developed for each strategy. Each of the four selected strategies will be described.

Proposed Strategy A: Effective July 1, 1994 the county will charge cities for pre-arraignment housing cost for holding city prisoners.

Strategy A involves collection of an enhanced fee (two to three times the amount of the current booking fees from cities for pre-arraignment housing of their prisoners). The purpose of the collection of the fee, in addition to generating much-needed county general-purpose revenue, will be to make the City of San Juan anxious to find a way to offset this new additional charge. The measure will not take effect until the beginning of fiscal year 1994/95. Collecting these funds will be for the specific purpose of enhancing sheriff's patrols in other unincorporated areas of the county and enhancing countywide sheriff's services (e.g. countywide narcotics and investigations units). Excess revenue collected will be used to finance criminal justice endeavors. The City will be offered the option of providing service to the unincorporated islands in lieu of paying the new fee.

There are several arguments in favor of this strategy. Since the measure will not take effect until the beginning of the fiscal year in 1994, there will be sufficient time for city/county negotiations to ameliorate the negative impact of the strategy. In order to reduce additional charges to the City, the Chief of Police will be anxious to develop a plan to mitigate the new cost. Should the City opt for

paying the additional fees instead of patrolling the unincorporated areas without charge, then the additional fees can be used to mitigate the costs of providing patrol to the unincorporated areas. Strategy A has the potential of either developing a new source of revenue or providing a method of shifting the responsibility to the city to perform functions that had previously been performed by the county.

In order for Strategy A to be implemented, the Sheriff will have to gain the support of the Board of Supervisors and possibly the state legislature, to enact the necessary enabling ordinance or law. The concerns that will be voiced against the strategy will come chiefly from the City of San Juan. The City will view the strategy as "blackmail" and may attempt to retaliate by abruptly refusing to cover calls in the unincorporated area. The City will also perceive the enhanced fees as the county attempting to take unfair advantage and, if approached with a contract proposal, will retaliate by charging a higher rate.

Stakeholder Perception: There will be a city/county partisan division among most of the stakeholders. The Board of Supervisors and the Chief Administrative Officers will be very supportive of the implementation of this strategy. Their support might not be overt, preferring to allow the Sheriff, a powerful political actor in his own right, to take the overt lead role in implementing a strategy which will either reduce county costs or generate new revenue. City/county relations are never good, and Strategy A offers these stakeholders the opportunity to have the Sheriff spearhead the raid on the city treasury.

The San Juan Chief of Police, City Manager and City Council will view this measure as a well-orchestrated raid on the city coffers. They will resist the implementation based on their legitimate belief that the cost of housing inmates is a county and not city expense. The option of providing service in lieu of paying the housing fee will somewhat ameliorate the opposition to the measure. The Chief of Police will recognize this as an opportunity to expand his jurisdiction. The City council and manager will recognize this as an opportunity to enhance the city's reputation in its sphere of influence. They recognize that this will be helpful in future efforts to annex any high valuation areas which have high assessments into the city.

The labor of both the police and sheriff's departments will oppose this measure. The PORA opposition will center on the increased workload if the offsetting option is activated. If the option is not adopted, the PORA will be concerned with the impact on the police budget. The DSA, although supporting the enhanced housing fees, will oppose the measure as DSA will recognize the dual thrust of the measure. The DSA will be concerned with the loss of jobs.

The citizens of San Juan and the unincorporated islands will be very anxious concerning the potential for a diminishment of the level of police protection that they receive.

Good government groups will support the concept of the city providing service to the unincorporated islands as they will view the measure as an efficient service delivery scheme. They will oppose the enhanced housing fees and they will view the measure as providing an inefficient bureaucracy with more discretionary tax money.

Proposed Strategy B: Contracting with the City of San Juan to provide patrol services to the unincorporated islands located within the City's sphere of influence.

This strategy involves the quantitative and qualitative analysis of 1) the level of service provided to the unincorporated islands located within the city's sphere of influence to establish current service level and 2) the sheriff's costs for the providing of law enforcement services. In addition, a cost analysis will be made to determine the county cost, excluding administrative overhead, of delivering law enforcement services to the areas.

This information will be provided to the City of San Juan and the surrounding cities and they will be asked to submit a competitive bid to furnish the same level of service to the "islands." The contract will be awarded to the lowest bidder. (For the purposes of this study, it is assumed that the City of San Juan submitted the lowest bid.) Because of the uncertainty involved in estimating investigative costs, the Sheriff's Office will continue to provide investigative followup for crimes committed in the unincorporated areas patrolled under contract by the City of San Juan. The Sheriff's Office will establish strict performance requirements with escape clauses for both parties.

It is anticipated that the city can provide the same level of service to these areas at significantly lower cost than the current Sheriff's costs. The cost of the contract will be absorbed by the Sheriff's Office from personnel savings derived from diminished staffing requirements. The reduction in staffing will be only at a level sufficient to generate the savings necessary to satisfy the contract costs. Because of the high staffing requirements necessary for the

Sheriff to provide service to these areas, some deputies, will be available for assignment to patrol the other unincorporated areas of the county.

The most compelling argument in favor of this strategy will be the involvement of those citizens who will be most affected. In order to provide a forum for citizens to express their views and be a part of the process, a qualitative analysis will be performed which will involve surveying the people who live in the affected areas. The analysis will establish how much, or little, service the Sheriff is providing to the unincorporated areas. This analysis will give San Juan Police Department the opportunity to develop an accurate estimate of what city costs will be to provide the desired service level to unincorporated islands. The implementation of Strategy B will demonstrate the Sheriff's commitment to the micro mission statement.

There may be several negative aspects of Strategy B. Citizens living in the unincorporated areas will realize that they are receiving an inferior level of police service when compared with the level provided to city residents. The San Juan Police Department may utilize the opportunity to overestimate the associated costs of delivery of law enforcement services. Because a number of deputy sheriff positions will be eliminated, the department's morale may be adversely affected. Some very highly-qualified deputies may leave the department seeking employment elsewhere.

Stakeholders perception: The good government groups will be very supportive since they will perceive the measure as an opportunity to enhance the efficiency of governmental service.

Citizens living in the unincorporated areas will view this as an opportunity to exert pressure on the county to ensure that they receive adequate police service.

City government of San Juan may use this as an opportunity to inflate their cost of delivering service to the unincorporated islands. Contracting will put the city in a better position to annex the profitable unincorporated areas into the city. The city manager may also believe that the city may make a profit on the contract.

The Chief of Police will be supportive as one of the foreseen effects will be a lateral transfer of some qualified deputy sheriffs to the San Juan Police Department. He will also see this as an opportunity to increase the size of the department. The increased size of the department may result in the city experiencing an economy of scale savings and a reduction in the department's overhead costs.

The police labor organizations will perceive this measure differently. The PORA will see this as an opportunity to demonstrate the efficiency of their organization and to increase the size of their department. The DSA will be concerned with the loss of deputy sheriff jobs and also with the establishment of a precedent that could lead to the contracting with cities to provide law enforcement services to all of the sheriff's patrol areas. The DSA's will view the consequences of the strategy as not only reducing the number of deputy sheriffs but also reducing the law enforcement role of the department. In the DSA view, the diminishment of the law enforcement role will have at least two serious consequences. The most obvious is that most deputy sheriffs view themselves as peace officers and not correctional

officers. Maintaining this self image is very important to many. A diminished law enforcement role may also adversely affect the DSA future salary negotiations with the county.

The DSA will perceive the analysis as inadequate. Their position will be that by its narrow focus on the delivery of patrol services the analysis will not take into account the many services that the Sheriff's office provides more efficiently than the city police. The DSA will point to the greater efficiency of the sheriff's investigations and narcotics bureaus, services that cities rely upon to supplement their own efforts. The DSA may utilize the analysis period as an opportunity to directly lobby with the public to maintain the status quo. The DSA, a very powerful actor on the local political level, may choose to use its considerable political clout to counter the implementation by encouraging both the Board of Supervisors and the citizens living in the unincorporated areas to oppose the implementation of the strategy.

The Sheriff will be concerned that the results of the qualitative analysis will reflect negatively on his department. This concern will be offset by the fact that the purpose of the analysis is to improve efficiency and service. He will also be concerned with the adverse effect on the department's morale.

The citizens of the City of San Juan will view this strategy with some degree of suspicion. They will be concerned with the fact that their service level may be decreased as city officers are diverted to handle calls in the unincorporated areas.

CHP management will be supportive of the proposal as long as their obligation to provide traffic enforcement is not affected.

Proposed Strategy C: Cities provide service to unincorporated islands without charge. The Sheriff redeploys deputies who had formerly been assigned to patrol these areas to countywide units (i.e., narcotics/major crimes task forces)

Investigation of narcotics/major crimes requires highly-trained and well-equipped units. Major investigations frequently cross jurisdictional boundaries. None of the Urban County's cities are large enough to establish credible narcotics/major crimes units. There has been an effort for the past few years to establish a countywide narcotics task force. Funding has been problematic. Under Strategy C, the City of San Juan will determine the minimum service level and provide, without cost, that level of service to the unincorporated pockets located within its sphere of influence. The supplanted deputy sheriffs will be assigned to countywide narcotics/major crimes task forces.

Several improvements will result from the implementation of Strategy C. The strategy will increase the number of deputies assigned to investigations. All of the county's citizens will benefit by the creation of narcotics/major crimes units. Because there will be a trading of services, there will not be the necessity of an inter-governmental transfer of funds.

Possible negative effects may result from the implementation of Strategy C. First, there will be no way of knowing if the exchange of service responsibility was equitable. Additionally, the Sheriff will still be responsible for follow-up investigations of any crimes committed in the areas once patrolled by the Sheriff's Department. Further, neither the city nor the Sheriff's Department will have an enforceable

contract to ensure a minimum return. If the Sheriff was unhappy with the quantity or quality of the service provided by the police department, it would be politically difficult to terminate the agreement as it would also result in the termination of the narcotics/major crimes task forces.

Stakeholder Perception: The county Board of Supervisors will be supportive as the creation of a narcotics task force will serve all of the board's constituencies.

San Juan's city government will be very supportive of this strategy. The performance requirements pertaining to patrol service level will be very nebulous. The city's own police department's narcotics effort will be supplanted by the county's task force. The county will accept all of the liability involved in operating a task force.

The Chief of Police will be supportive of this strategy as his department will only be required to deliver a minimum level of service to the unincorporated pockets. This minimum service may be accomplished without the necessity of additional staff. In addition the police department is relieved of the responsibility of maintaining a narcotics unit.

The Sheriff will not be supportive since his department will be taking on new responsibilities without additional funding. The unincorporated islands will still be his responsibility; however, with this strategy he will not be able to direct the level of service provided.

The PORA will not support this strategy as they will believe that the department will be required to cover the additional jurisdiction

without additional staff. The POA will also be concerned with disbanding of the police department's narcotics unit.

The DSA will be concerned with the establishment of a precedent that could lead to the contracting with cities to provide law enforcement services to all of the sheriff's patrol areas. The DSA will be in favor of the creation of a countywide narcotics task force—however, not at the cost of deputy sheriff patrol positions.

The CHP will be neutral, believing that their agency will not be affected by the implementation of this strategy.

The citizens of San Juan will be concerned that their service level will be diminished. If the police department campaigns for acceptance, stressing the minimal service to be provided and the benefit of the creation of the narcotics task force, the citizens may support the strategy.

The citizens in the unincorporated pockets will not support this strategy. They will view the strategy as imposed upon them without consultation. They will believe that their service level will be diminished. They will be concerned with accountability.

The good government groups will be in favor of this strategy as it appears to be a more efficient utilization of public resources.

Proposed Strategy D: Sheriff utilizes his political clout to urge the state legislature to enact a state law forcing cities to provide law enforcement services to their unincorporated spheres of influence.

Sheriffs are frequently one of the most powerful county-level politicians. This strategy involves the Sheriff utilizing his political power to pass a state law requiring cities to provide law enforcement services to their spheres of influence.

The obvious argument in favor of Strategy D will be that cities will be forced to provide service to their spheres of influence without cost to the county.

Unfortunately, many cities will resist the strategy because of the additional costs involved. Additionally, the sheriff will lose a great deal of discretion if he gives up part of his area of influence.

Stakeholder Perception: There will be very few stakeholders who will support this strategy. Cities will feel that they are being forced to provide service. Neither the county CAO or the City Manager will support the strategy because the state will become a party to the negotiations. Many of the other sheriffs will become "snaildarter" stakeholders opposing the law because it will adversely affect their operation. The Sheriff may also oppose the law in its final form if it infringes on what he believes is his exclusive power domain.

Selection of the Strategy for Strategic Plan Purposes

The selection of the strategy for strategic planning involves the analysis of the pros and cons of each of the proposed strategies and an assessment of the degree of support that the strategy will receive from each of the stakeholders. An important consideration is the forecast of trends and events developed during the Modified Conventional Delphi.

The Sheriff as an elected official is concerned with servicing all of his constituents. Providing law enforcement services to the unincorporated islands is only one of his many responsibilities. The Sheriff will not want to alienate the San Juan civil leaders because of the political dimensions and also importantly the Sheriff needs the

cooperation of the city on a number of other important issues. For these reasons the Sheriff will not want to actively campaign to increase city fees. The sheriff will likely reject proposed Strategy A for these reasons.

Proposed Strategies C and D must also be rejected. These strategies will force the Sheriff to abandon his responsibility to establish and maintain the level of law enforcement service in the unincorporated islands. The Assumption Map indicates that the Sheriff will not be willing to compromise on issues of sharing what he views as his exclusive power domains. Strategy C also will leave an important constituency angry with the Sheriff for not involving them in decisions which directly affect their community.

Proposed Strategy B is the strategy which has been selected as the basis for further strategic planning. Strategy B is an honest, straight forward approach to the problem. The strategy is probably more difficult to implement because, for it to be successful it requires a high level of cooperation among stakeholders. Although the required level of cooperation is a threat ,it is also an opportunity. Strategy B offers an opportunity to bring together all of the stakeholders and gain their insight and input into the planning process. Strategy B offers government an opportunity to redefine its purpose by stepping away from its traditional parochial posture and adopting a philosophy which includes serving the broader public good as the cornerstone. For a successful implementation, local government will need to allow citizens living outside their political boundaries to have the same influence as those citizens living within the city. The cornerstone of the strategy is cooperation among all

parties. To achieve cooperation, all stakeholders will have to have the opportunity to have input into the final form that the strategy will take. The approach to each stakeholder will be constructed to maximize the stakeholder's return.

Implementation Plan

The Sheriff is proposing a contract with the City of San Juan to provide patrol service to the unincorporated islands as a component of a strategic plan developed by the Sheriff's Office to ensure the Sheriff's ability to satisfy his constitutional responsibility to provide law enforcement service to the unincorporated areas of the county. It must be stressed that the Sheriff is not abdicating his responsibilities in favor of the cities. The implementation of the contract strategy will enhance the Sheriff's ability to fulfill his other constitutional responsibilities.

Successful implementation of the contract strategy requires: 1) a program within the Sheriff's Office to ensure the support of the strategy by DSA, 2) the establishment within the Sheriff's Office of a contracting unit which has the responsibility to perform the cost analysis, establish contract performance measures and oversee contract compliance, 3) the establishment of a city/county task force composed of the Sheriff, Chief of Police, Mayor, Chairman of the Board of Supervisors, County CAO and City Manager, 4) the establishment of a law enforcement working committee composed of staff-rank police and sheriff's officials, 5) the establishment of a task force composed of citizens living within the City's sphere of influence, 6) the establishment of a legal unit within the county counsel and city

attorney's office to draft the actual contract and later enforce performance criteria.

Action Plan and Time Lines

The strategic plan requires the five implementation components be successfully addressed in sequential order within an established time line.

Ensuring the Support of the DSA

Time: Begins immediately and has a duration of one year

Steps: To achieve the successful implementation of the strategic plan the support of the men and women of the department must be gained. This stakeholder group, represented by the DSA, is arguably the most important of all of the stakeholder groups. It is this group which will most adversely affected by the contracting strategy.

The micro-mission statement of the department expressly directs the department to contract with other agencies in those cases where other agencies can deliver service more efficiently than can the department itself. Contracting with others to provide service that the department has "historically provided" could result in personnel reductions. This is an obvious concern of the DSA. The implementation of the micro-mission statement may result in the downsizing of the department. Downsizing, if not handled correctly, can have a disastrous affect on a department.

Members of the organization must be brought together and collectively educated to the point where the majority will agree that striving for the future described in the nominal scenario is the most desirable future for the department.

The opportunities created by implementation of the micro-mission statement must be stressed. Delegating the responsibility to provide service to the unincorporated islands to the cities will free up sheriff's resources which can be reassigned to improve services elsewhere. Assuming that there will be relatively few deputies who cannot accept the micro-mission statement, then those deputies must be encouraged to laterally transfer to other departments including the San Juan Police Department where they will be able to accept the department's mission.

The Sheriff and members of the command staff will meet with DSA leadership and develop a joint approach to gain acceptance of the micro-mission statement by the rank and file. Outside consultants will be brought in to conduct team building workshops on all levels of the organization.

Establishing a Contract Unit

Time: Begins in six months and has a duration of one year

Steps: The Sheriff will direct the formation of a contract unit. The unit will be headed by the Undersheriff, who will have the responsibility of staffing the unit with sworn and non-sworn personnel. The unit's personnel must philosophically support the concept and possess expertise in program evaluation. The unit's mission will be to:

- Establish the current level of service provided by the sheriff's office.
- Establish the level of citizen satisfaction with the level of service provided by the Sheriff's Department.

- Establish the actual cost for the Sheriff Department to provide the current level of service.
- Develop a cost estimate for the city to provide the same level of service for negotiation purposes.
- Develop performance measures for inclusion in the formal contract with the city.
- Identify the minimum number of patrol positions that will have to be eliminated to generate sufficient savings to fund the contract.
- Develop a redeployment plan to optimize the deployment of the deputy sheriff positions formerly assigned to patrol the "islands" and not eliminated to fund the contract

Establishing a City/County Task Force

Time: Begins in nine months and lasts until the strategic plan is successfully implemented

Steps: The Sheriff must take the lead role. He must communicate to both county and city executives (both appointed and elected) the details of the proposed strategy. The task force is composed of elected and appointed high-level decision makers. The task force will identify the concerns of the actors involved. Issues that cannot be resolved by the task force will be referred to the Sheriff's contract unit or the city staff for research and report. The task force goal is to ensure broad-based support for the strategy. Obviously, if the support of the city cannot be gained, the strategy cannot be implemented.

Establishing a Staff-Level Working Committee

Time: 12 Months to 18 months.

Steps: The staff-level working committee will be responsible to ensure a smooth transition from the Sheriff's patrols to city's patrols of the area. The committee will:

- Establish reporting guidelines.
- Establish procedures for forwarding reports to the sheriff's investigations unit.
- Establish formal grievance resolution procedures.
- Once the contract has been approved by all parties the committee will have the responsibility of overseeing the execution of the contract.

Establishing a Community Task Force

Time: Begins immediately and continues until the community is satisfied that their concerns have been addressed

Steps: For the plan to be successful, the support of the persons living in the unincorporated islands must be gained. The citizens must feel involved with the implementation of the plan. The Sheriff's Department must sponsor community forums to explain to the citizenry the purpose of the strategy and assure them that the Sheriff is committed to ensuring their neighborhoods receive adequate law enforcement service. These forums will present an opportunity for the contract unit to establish the level of satisfaction with the service currently provided by the Sheriff. Staff level representation of the police department will be included in the forums to explain the relationship between the city and islands.

Establishing a Legal Unit

Time: Nine months

Steps: Establish within the county counsel office and the city attorney's office a unit responsible for drafting the contract and later enforcing its provisions.

Fixing Responsibility

To insure the implementation of the contract strategy, important tasks must be identified and the responsibility to carry the tasks out must be fixed. The RASI (Responsibility-Approval-Support-Inform) technique is utilized to ensure that all concerned parties are appropriately notified of each task. Only the critical actors are included in the chart. An actor has either responsibility for action, the authority to approve/veto action, support an action without veto authority or must be informed of an action without veto authority.

Negotiating Acceptance of the Strategy

This strategy was developed by the Sheriff to enable the department to satisfy the constitutional requirements placed upon the elected county sheriffs. For the strategy to be successful there are certain components which are non-negotiable:

- The Sheriff will not be willing to negotiate issues which he views as his exclusive power domain.
- The police department must provide the service at its actual costs. Administrative overhead costs must be held to a minimum.

RESPONSIBILITY (RASI) CHART

ACTORS

| Decision or Acts | Sheriff | CAO | Project Manager | DSA | Chief of Police | Chair Board of Sups | Mayor | City Manager |
|--------------------|---------|-----|-----------------|-----|-----------------|---------------------|-------|--------------|
| Develop Strategy | A | I | R | S | | I | | |
| DSA Support | R | | R | A | | | | |
| Est' Contract Unit | A | S | R | | | I | | |
| Est' City/Co TF | A | S | R | | A | S | S | A |
| Est' Staff Level | A | I | R | I | A | S | S | A |
| Comm't | | | | | | | | |
| Est' Community TF | A | I | R | I | I | I | | |
| Est' Legal Unit | A | A | R | | A | S | S | A |
| Approve Contract | R | A | | | I | A | A | A |

Legend

R = RESPONSIBILITY for action (but not necessarily authority)
A = APPROVAL (must approve; has power to veto the action)
S = SUPPORT (must provide resources, but does not have to agree to the action)
I = INFORM (must be informed before action, but cannot veto)
BLANK = Irrelevant to that particular action

- **The service level must meet or exceed the level currently provided by the Sheriff's Office.**
- **The method utilized by the city to determine costs must be available for analysis by the Sheriff's contract unit.**

- Any savings generated by the strategy be applied to enhance patrol services for the remaining unincorporated areas.

The Sheriff will allow negotiation flexibility in the following areas:

- Types of units assigned to provide service (e.g., The Sheriff's Office does not have community service officers. The Sheriff will allow the use of CSO to take the same type of reports they currently take for the police department.)
- Inclusion of the unincorporated islands in community programs sponsored by the police department.

Stakeholder Positions

To successfully negotiate the acceptance of the strategy an assessment of the stakeholder's perceived positions on the strategy must be made. The perceived position of ten stakeholders has been identified.

County Board of Supervisors

The Board of Supervisors will require that all mandated services be fully funded. The Board will also insist that the cost of the contract be funded out of the Sheriff's budget. The Board can also be expected to act in the political self-interest of the individual members.

The Board will be willing to allow the Sheriff to apply any savings to other patrol areas. The Board will also be willing to allow the Sheriff to increase his political power if they believe that it will serve the public good.

Deputy Sheriff's Association (DSA)

The DSA will insist that the County commit to continued employment of all members of the Organization and that Sheriff make a commitment that the Sheriff's Office is not abandoning its law enforcement role.

The DSA will be willing to accept the loss of a minimal number of positions if the positions are eliminated through attrition.

California Highway Patrol (CHP)

The CHP will insist on maintaining original jurisdiction on all traffic matters in all unincorporated areas. However, the CHP will be willing to accept the city police providing the same enforcement level as provided to the city residents.

County Administrative Officer (CAO)

The CAO will insist on enforcing the terms of the contract with the city. She will require documentation of all charges to ensure that the costs do not exceed the costs of the Sheriff providing same service. The CAO will also insist on the development of performance standards and documentation that the standards have been met by the contractor.

The CAO will be flexible in determining if the savings generated by the implementation of the strategy can be utilized by the Sheriff to enhance patrol services elsewhere.

City Manager of San Juan

The City Manager will insist that the cost of providing services does not exceed the revenue generated by the contract. He will also require the contract either allow the city to establish the minimum

staffing level or have the county execute a hold-harmless agreement providing the city indemnification for any taxpayer suits pertaining to service levels. The Manager will also require the contract be short term with an escape clause.

The Manager will allow the Chief of Police to determine the service delivery method as long as the cost of the method does not exceed the revenue generated by the contract.

San Juan City Council

The City Council will insist that the police services provided to the citizens of San Juan are not reduced and that the contract cover all city cost. The Council will also insist that the City share in the political rewards for enhancing the service to the city's sphere of influence.

The Council will be willing to accept only a very marginal reduction of response time under some circumstances.

Good Government Groups

The Good Government Groups will insist that the contract improve over-all government efficiency. These groups will focus on cost, however, they will accept higher cost if the result is greater efficiency.

San Juan Police Officers Association (POA)

The POA will insist that the city recognize that the police department is accepting new responsibilities. The POA will require a study to determine if additional staffing is required to service the additional areas. If the study indicates that additional officers are necessary, the POA will insist that the city commit to hiring additional

staff. If deputy sheriffs are accepted into the police department the PORA will insist that they must enter the department at the police officer rank regardless of the position held in the Sheriff's Department.

The PORA will be anxious to expand the department's jurisdiction and therefore will not insist on increasing the staffing level if an increase is not justified by the study.

Community Leaders in Unincorporated "Island" Areas

Leaders representing the residents of the unincorporated islands will insist that they be consulted on all matters which affect their communities. They will demand that service provided to these areas not be reduced as a result of the contract. However, these leaders will support the proposition as long as their interests are maintained as a priority by the Sheriff's Department.

San Juan Chief of Police

As his department is assuming responsibility for patrolling the areas within the city's sphere of influence, the Chief will insist on the authority to establish minimum staffing levels and determine how the service is to be provided. The Chief will also insist that the police department's budget be enhanced to offset any additional costs. In addition, the Chief will require that the contract include performance measures for the Sheriff's investigations unit which will be providing follow-up investigation for crimes committed within the unincorporated islands. The Chief will insist that the contract include an escape clause for both sides and that the police department be

involved as an equal partner in the team responsible for the transition.

The Chief will not insist that all of the revenue generated by the contract be applied to the police budget. He will also not oppose allowing the CHP to retain traffic enforcement responsibility in the unincorporated areas patrolled by the police department. Although the Chief will insist on establishing minimum staffing levels, he will consent to allowing a lower level of service in the unincorporated areas than provided in the city, as long as the Sheriff takes responsibility for establishing the lower level.

The Transition

Earlier in this report certain events were forecast which will have a profound effect on Urban Sheriff's Department over the next ten years. Analysis of the forecasts indicate that the effects of the most negative events will be felt within five years. Therefore for the contract strategy to provide the relief, it is necessary for the strategy to be in place and working by 1997. The development and implementation of the plan is expected to take at least 18 months.

For the selected strategy to be successful a multi-pronged "Transition Management Plan" for implementation of the "contract strategy" must be developed. The plan will address: 1) identification of key players or "critical mass" and their current level of commitment; 2) description of management structure which must be maintained to ensure success of the plan; and 3) listing and describing the technologies and methods that will be employed to support implementation.

Critical Mass & Commitment Planning

This strategy confronts the status quo and forces various public officials to recognize that the way law enforcement service is provided to the unincorporated islands located within the City of San Juan's sphere of influence is not the most effective or economical. If this strategy is implemented there will be a shifting of influence from the county to the city. The Sheriff will accept a caretaker's role for the unincorporated islands pending their ultimate annexation into the City of San Juan.

Community groups which feel that they have influence with the elected sheriff will fear that they will not enjoy the same level of influence with the municipal police department. Most of the stakeholders will have initial opposition to this strategy.

The successful implementation of the contract plan will require various levels of support by those stakeholders absolutely necessary for the strategy to be successful. These individual stakeholders constitute the "critical mass." The critical mass is defined as the minimum number of individuals whose commitment is necessary for the plan implementation to be successful.

The individuals identified as members of the critical mass are as follows:

- Sheriff**
- Mayor of the City of San Juan**
- County Chief Administrative Officer (CAO)**
- City Manager of the City of San Juan**

- Police Chief of the City of San Juan
- Deputy Sheriff's Association (DSA)
- Urban County Board of Supervisor's Chairperson
- Undersheriff, Administration

Levels of Commitment by Critical Mass

For various reasons many members of the critical mass will be actively opposed, and others will be ambivalent to the successful implementation of the contract plan. A commitment chart which maps each member of the critical masses present level of commitment and minimum commitment level necessary to ensure success of the plan, is graphically depicted in Table VI.

**TABLE IV
COMMITMENT CHART**

| KEY PLAYER | NO COMMITMENT | BLOCK | LET IT HAPPEN | MAKE IT HAPPEN |
|-----------------------------|---------------|--------|---------------|----------------|
| SHERIFF | | | | XO |
| COUNTY CAO | | X..... | | O |
| CITY MANAGER | X..... | | O | |
| POLICE CHIEF | | X..... | | O |
| BOFS CHIARMAN | | X..... | O | |
| DEPUTY SHERIFF A SSOC. | | X..... | O | |
| MAYOR OF SAN JUAN | X..... | | O | |
| UNDERSHERIFF ADMINISTRATION | | | X..... | O |

H = Current Commitment

O= Commitment Needed

Following is a short description of each member of the critical mass, an assessment of his/her importance to the success of the plan and in those cases where the actors are not supportive, a description of the strategy to be used to gain their level of support.

County Sheriff

The Sheriff is finishing his second term. Prior to being elected sheriff, he was the Chief of Police of San Juan. The Sheriff enjoys a statewide reputation as a creative and efficient administrator. When he ran for sheriff he enjoyed the unanimous support of the City Manager, Mayor and every member of the City Council. In his first term as Sheriff he earned the respect and support of the Board of Supervisors and the County CAO.

The Sheriff views his constituency as the entire population of the county. He directed the creation of the department's mission statement; he believes the first duty of government is to serve the public in the most efficient and economical manner possible. The POA, when he was chief of police, and now the DSA trust the Sheriff and believe him to be a person who will always act in their best interest.

The sheriff is in the "make it happen" category. The strategy cannot legally be implemented without the consent of the Sheriff. For this reason alone the Sheriff must remain in the "make it happen" category. The sheriff could move to the "block" category if the police department was to overcharge for the contract or if the CAO or the Board was to refuse to allow the transfer of any savings to the other unincorporated areas.

County CAO

The CAO is viewed by many as one of the most "up-and-coming" public managers in California. He is a former deputy county manager (for a larger, adjacent county) and city manager for a city with a population of 75,000. Since coming to the county he has developed a statement of beliefs that stresses public service and the delivery of services at the lowest possible costs. He stresses his belief that the public manager must become entrepreneurial to serve the public interest. The only programs which gain his support are those which generate revenue and improve the level of service provided to the public.

Negotiation Strategy: The CAO's initial position will be to block any program which has the potential to increase County costs. His first priority will always be to ensure that there are sufficient funds available to fund mandated programs. For this project to be successful the CAO's position must be shifted to "make it happen." This can be accomplished if the Sheriff and his financial staff can convince the CAO that by contracting with the City of San Juan, the entire county will benefit. The CAO must be convinced with hard data that the city Police Department can deliver the same level of service at a lower county cost than can be furnished by the Sheriff's Department. The Manager must also be convinced that the public interests will be protected by a concise contract which includes performance measures.

The CAO's shift will be accelerated by convincing him that the service level in the remaining unincorporated areas will be enhanced

by utilization of the savings generated by the implementation of the contract strategy. With a commitment shift to "make it happen" the CAO can be counted on to bring along the chairperson of the county Board of Supervisors.

City Manager

The City Manager is a contemporary of the county CAO. This is her first appointment as a city manager. Prior to her appointment she held a number of deputy city manager positions. With each job change she received progressively greater responsibility as the size of the cities grew. She shares the same beliefs as the County Manager, viz a viz, that she is committed to provide high levels of service at low cost. Since her arrival at the city, she has demonstrated that she is willing to break with tradition if the result is greater efficiency. She recently contracted some duties to private enterprise that had historically be performed by city employees.

Negotiation Strategy: The City Manager's position will be initially "no commitment." Although the manager respects the CAO's integrity, she can be relied upon to protect the interests of her city. She will be concerned with cost overruns; she will want assurances from the CAO that the county will stand behind the contract and deal with the city in a favorable and ethical manner. Her position can be shifted to "let it happen" if the CAO can convince her with hard data that adoption of this project will be in the best interests of the city. If she is convinced, she will use her influence with the city police chief to gain his support for the program.

San Juan Police Chief

The Police Chief has been employed by the Police Department for twenty-five years. He became chief when the former chief was elected sheriff. The Chief is well respected by the city leaders and the members of the department. The good of the city has always been the first priority of the Chief; his second priority is ensuring the welfare of the members of the department. The Chief and the City Manager have a good working relationship which was enhanced when the City Manager supported the police department in the last budget hearings.

The Police Chief's initial position will be to attempt to block the project unless he can be convinced that the project will benefit both the City and the Police Department. The Chief enjoys a good reputation within the City's political circles. If the Chief were to oppose the project, he could probably convince the city council to veto the project.

Negotiation Strategy: The Chief must be moved to "make it happen." This can be accomplished somewhat by the City Manager convincing the Chief that acceptance of the project will be in the best interests of the City.

The Chief is a good friend of the Sheriff; however, the Chief realizes that his first responsibility is to the city. The Chief can be influenced by the Sheriff, if the Sheriff will personally commit to the Chief that the county will stand behind the contract. The Chief will also be concerned about unforeseen extraordinary occurrences (i.e., riots) which might occur in the unincorporated pockets. The Sheriff

will have to convince the Chief that the Sheriff's Office will provide support when necessary and that the Sheriff's Department will not interfere with the Chief's choice of delivery methods as long as the contract obligations are met. With the combination of the City Manager and the Sheriff, the Chief can be moved from the "block" to the "make it happen" category.

Deputy Sheriff's Association (DSA)

The DSA has a great deal of political clout. The organization actively supports local political candidates with both campaign donations and manpower. The DSA probably has the political power to block the implementation of the plan. This could be accomplished by either putting pressure on the individual Board of Supervisors members or by campaigning against the Sheriff who is running for re-election. The DSA could also campaign in the unincorporated areas attempting to persuade citizens to reject the plan.

Negotiation Strategy: The DSA has a vested interest in maintaining the status quo. The DSA can be moved from "Block" to "Let It Happen" if the Sheriff and the Undersheriff can convince the membership that this alternative is the best strategy for preserving both the Sheriff's law enforcement responsibilities and the maximum number of deputy sheriff positions.

The support of the President and the Union is critical. All staff Officers will have to continue to be role models for acceptance of the project. Management must be open and responsive to questions posed by members of the union.

Undersheriff—Administration

The Undersheriff is a twenty-one year veteran of the Department. The Undersheriff is responsible for the Administration Division. His division is responsible for all budgeting and contracts entered into by the department. Throughout the years he has developed leadership and operational skills. Having been in this position for the past five years, the Undersheriff has developed a good working relationship with the CAO. The CAO respects the Undersheriff's abilities and integrity. In the last few years the CAO has relied upon the Undersheriff to be his source for information pertaining to all law enforcement matters.

Negotiation Strategy: The Sheriff has designated the Undersheriff as the transition manager. Although the Undersheriff was in the "let it happen" position, this appointment has instilled a sense of ownership for the project. The Undersheriff realizes that for the project to be successful he must shift his position to "make it happen."

Urban County Board of Supervisors Chairperson

The Chairperson has been a member of the Board of Supervisors for ten years. As the board operates under term limits, the chairperson only has two years remaining in office. The Chairperson is a conservative politician who believes that cities are not paying their fair share for maintenance of the criminal justice system. The Chairperson represents a district which is almost entirely unincorporated. Prior to running for the Board, the Chairperson managed a family-owned cattle ranch. The chairperson is concerned

with the reduction of sheriff's patrol in her district where incidents of cattle rustling and vandalism are on the increase. The chairperson's is now in the "block" category.

Negotiation Strategy: The Chairperson must be moved to the "Let It Happen" category. Only the Board of Supervisors has the authority to enter into a contract on behalf of the county. If the Chairperson can be moved to the "Let It Happen" category, she will utilize her influence on the other board members to support the program. The approach with the Chairperson must be one of mutual gain. The Sheriff and CAO must convince the Chairperson that providing service to the unincorporated islands will save the county money. The savings can be utilized to increase the level of patrol service to remaining unincorporated areas. If the Chairperson is convinced, her position will move to the "Let It Happen" category. This shift will be very helpful as it will support the Sheriff's non-negotiable position of ensuring that any savings generated be reallocated to increase Sheriff's patrol services elsewhere.

Mayor of San Juan

The Mayor has been on the city council for the past five years. He was elected on the "good government" ticket. He believes that all levels of government are wasteful with public funds. He maintains he is a supporter of cost cutting. In the last budget hearing he was an outspoken critic of both the Police Department and the Sheriff's Office. His criticism of the sheriff's department focused on the lack of patrol services provided to the unincorporated islands located within San Juan's sphere of influence.

The Sheriff and other politicians believe that the criticism was unwarranted and the mayor's real purpose was to gain public support for the annexation of some of the islands into the city.

Negotiation Strategy: The Mayor has not made a commitment regarding the strategy. His position can be easily moved to the "Let It Happen" category if the City Manager can convince him that there will be at most an occasional reduction in service for the city residences and that the contract will cover all city costs. The Mayor will shift his position as it is consistent with his basic good-government orientation and it will enhance the city's image in the unincorporated areas which the city desires to annex.

Description of Management Structure

The adoption of the contract strategy will have profound effects on both County and City government. Therefore, to be successful the change must be managed simultaneously on two levels: the inter-relationship between the County and City Management and within the Sheriff's Office .

Because of his skill and proven leadership qualities, the Undersheriff-Administration has been appointed as the project manager. It will be the Undersheriff's responsibility to head the transition team. The Team will be a diagonal slice of the Sheriff's Office and the Police Department. The membership will be composed of the Chief of Police, representatives from both the DSA, staff officers, supervisors, an assistant CAO and a representative of the City Manager. The representatives of the CAO and Manager's Office will be responsible for development of the budgets. The Union

representative will have the responsibilities of representing the interests of the rank and file and keeping their membership informed.

The transition team will be responsible for developing the interface between the departments and planning for the orderly absorption of the Sheriff's patrol areas (islands) into the police department's jurisdiction. The project manager will be responsible for keeping the Sheriff and other members of the critical mass informed and involved. The manager will also have the responsibility of conducting annual evaluations of the success of the strategy.

Staff level officers will be responsible for developing plans to minimize the effect that the reduction of staffing will have on the department's morale. Also the staff will be responsible for developing a redeployment plan to shift any excess personnel to other sheriff's patrol areas.

Implementation Technologies

Change is difficult under even the best of circumstances. Unfortunately, this is not the best of times for government. With the exception of the Sheriff, all members of the critical mass will be more comfortable with the status quo than embarking upon this new uncharted journey. The decisions by both the City and County CAO are primarily an examination of the bottom line. If the project manager can supply data which supports the contention that contracting is a more economical and efficient method of delivering law enforcement service than can be provided by the Sheriff's Department, the support of these actors will be forthcoming.

The change for all the members of the Sheriff's Office will be profound. Although the department has experienced loss of area to annexation before, this will be the first time that the department has actually sought to reduce patrol areas. Many members of the department will question the Sheriff's loyalty and believe that the Sheriff "sold the office out" for the benefit of his previous department. To manage these changes the following technologies have been identified as the most appropriate for addressing the needs of the affected personnel.

Command Staff Team Building Workshop (TBW)

The management (e.g. Sheriff, Undersheriff, Captains and Lieutenants) staff of the sheriff's office will be brought together for an intensive TBW. At the TBW the project manager will introduce the plan and implementation timeline to the department's management. The Sheriff will share his vision and explain to all present what can be expected. During this TBW problems will be identified and an agenda established.

Departmental Line Staff Team Building Workshop

At the conclusion of the command staff TBW, the command staff will conduct TBW within the department. Because line officers view themselves "as the ones with the most to lose," the line staff TBW are important for the success of the project. The Sheriff needs to meet with staff, answer questions and share his "vision." The project manager can use this opportunity to query line officers for information and address any concerns they may have.

Role Modeling

During this time of transition there will be a heightened level of anxiety among the line officers. The surest method to reduce or eliminate this anxiety is for the command staff of the Sheriff's Office to incorporate support for the change into their personal behavior. This will lead to a change in the department's culture.

Reward System

For the change to be institutionalized, the reward system must be modified to recognize those employees who actively support the change. Deputies can demonstrate their support for the strategy by renewing their effort to "live" the mission statement.

Management Meeting with the CAO/City Managers

The managers focus on the bottom line and the quality of service provided. The project manager must continue to maintain dialog with both sets of managers. Accounting systems must be developed which ensure that the county receives the level of service for which it pays and the city receives payment for services rendered. The Sheriff must continue to strive to maintain a relationship with both managers that is based on mutual trust and respect. The support of both managers will be critical when dealing with Board of Supervisors and the City Council.

Open Door Policy - Managing the Neutral Zone

During the time of transition and for some time afterwards, there will be a high degree of anxiety among members of both departments. The Chief and the Sheriff must maintain an approachable posture during this period. If the anxiety levels

becomes too high, a TBW might be scheduled to get the organizations "back on track."

City/County Task Force

The task force must continue in operation. The task force mission is to identify problems and their solutions. To accomplish this goal the task force must meet on a regular basis and must be required to make formal written reports to both the county and city.

The task force will also conduct public meetings where citizens residing in the unincorporated islands will have the opportunity to make their concerns known.

Evaluation Component

An evaluation unit housed within the Sheriff's contract unit will be established with the responsibility to report directly to the Sheriff the on-going performance of the contract strategy. The evaluation unit will be responsible to make periodical assessments of the performance of the City of San Juan's administration of the contract. The unit will utilize surveys and other devices to determine the satisfaction level of the citizens living in the contract areas.

Internally, supervisors will be utilized to make a continuous assessments of the level of acceptance by of the strategy by members of the organization. Formal and informal reports will be made directly to the Sheriff. If there are indications that strategy is not being accepted by the staff, the appropriate technologies will appropriate will be employed to achieve acceptance.

Conclusion

The purpose of this study was to address the issue question "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?" and three sub-issues.

1. What will be the method of providing law enforcement services to unincorporated islands by the year 2002?
2. What effect will the county's ability to raise tax revenue have on the capacity of urban Sheriff's to provide law enforcement services to unincorporated areas of the counties by the year 2002?
3. How will the urban Sheriffs fulfill their constitutional mandates by the year 2002?

Based on the information developed in this study it is apparent that the role of the urban California Sheriff will change over the next years. The question which I have attempted to answer is, "How can the urban sheriff achieve a future which will enable him/her to maintain the organization's law enforcement role?" Urban sheriffs in the future will have to operate in an environment of declining funding. One response to declining funding will be to reduce the cost of patrol operations by contracting with cities to provide patrol services to their sphere of influence. The savings generated by this economy technique will provide funding for the Sheriff to increase the department's law enforcement service level elsewhere. Without the adoption of this strategy, it is doubtful if the county will be able to finance continued adequate patrols within the unincorporated islands.

By eliminating the expensive burden of providing patrol service to the isolated and non-contiguous unincorporated islands, the Sheriff

will be able to redeploy his resources to strengthen his law enforcement role, and ensure his ability to carry out his constitutional responsibilities.

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APPENDIX A

Star Route 2, Box 150
La Honda, CA 94020
September 24, 1992

Dear Panel Member:

Thank you for agreeing to participate as a member in my Modified Conventional Delphi Panel. The forecasts made by the panel will be utilized in my Command College paper addressing the issue "What Will be the Role of the Urban California Sheriff's Departments by the Year 2002." I also have identified three of the sub-issues for study:

1. What will be the method of providing law enforcement services to unincorporated "islands" by the year 2002?
2. How will the county's ability to raise tax revenue affect the urban Sheriff's capacity to provide law enforcement services to unincorporated areas of the counties by the year 2002?
3. How will the urban Sheriffs fulfill their constitutional mandates by the year 2002?

For the purposes of this study, an "Urban Sheriff's Office," is defined as any County Sheriff's Department whose jurisdiction includes:

- large (population exceeding 75,000) and medium (populations greater than 25,000 but less than 75,000) metropolitan cities which are policed by their own police departments
- responsibility for providing direct law enforcement services to a population that equals less than ten percent of the total population of the county

I have included a listing of trends and events that will influence or impact the issue or sub-issues. The list was compiled during my literature review and interviews with other experts in the field.

I have attempted to select only those trends and events which will directly impact the ability of the Urban Sheriff to provide law

enforcement services or affect the ability of the Sheriff to satisfy his/her constitutional mandates.

The Process:

The Commission of Peace Officers Standards and Training, Center for Leadership Development, has provided this description and historical perspective on the Delphi technique:

Delphi is a method for structuring a group communication process to allow a group to deal effectively with a complex problem. The Delphi technique relies on the informed judgment of a knowledgeable panel of persons concerning a topic or issue for which reliable objective data is difficult or impossible to obtain. The process is implemented in an anonymous fashion to ensure each panel member has equal input and to negate the undesirable aspect of group interactions such as inappropriate dominance by forceful individuals in a face-to-face confrontation and includes the use of controlled feedback to produce a more carefully considered group response and to hasten consensus.

Trend Evaluation Instructions:

Trends are defined "as consisting of several similar events which take place over a relatively short period of time." "They (trends) are the indicators of possible change." Events are defined as "single occurrences, several of which create a trend." An example of a event would be the bombing of Pearl Harbor; the campaign of "island hopping" in the Pacific Theater would be a trend.

Trends are described in a non-directional manner; that is to say, the description does not indicate the trend is increasing or decreasing. The enclosed trend form asks for you to make an estimate of each trend. The estimate asks you to use 100% as today's base. The estimate then asks you to estimate what the trend was five years ago, and five-years and ten-years into the future relative to today. The five and ten year spaces are divided by a diagonal line. The upper area is for you to record what the trend will be, the lower half is for you to indicate what the trend should be, or what you would like it to be.

| | Trend | Five Years Ago | Today | Five Years From Now | Ten Years From Now |
|---|------------------------------|----------------|-------|---------------------|--------------------|
| 1 | Public Official Compensation | 80 | 100 | 115 / 125 | 130 / 150 |

In this example public official compensation is the trend which is being forecast. Utilizing today as the base, this forecaster estimates that five years ago the salary was 80% of today's compensation. The forecaster believes that in five years the compensation will be 15% higher, or 115% of today's salary; the forecaster believes that in ten years the compensation will be 130% of today's. The lower area is used to record what the forecaster believes the trends should be. In this case the forecaster believes that public official's compensation should be 125% in five years and 150% in ten.

EVENT EVALUATION

For the second forecast you are asked to make addresses events. Remember an event occurs at a specific time or place. For this reason you are asked for an estimate of the number of years (or fractions of years) that the probability of the event first exceeds zero. Another way of asking this question is "When do think is the earliest that this event could occur?"

You are then asked to give your estimate, expressed as a percentage, of the probability that the event will occur five years from now and then ten years from now. An estimate of 50% means that the event is as likely not to occur as it is to occur. Ninety percent means that there is a very good chance it will occur and 10% means that the event probably will not occur.

Probability can only increase with years. For example an event cannot have a 50% probability in five years and a 10% probability in ten years. The estimate is cumulative.

The last estimate concerns the impact on the issue of "What Will Be the Role of the Urban California's Sheriff's Departments by the Year 2002?" The forecaster is asked to make an estimate based on a scale of 8 to 10. Zero is the least impact and ten is the greatest. Positive and negative impact may or may not be linked. It is possible for an event to have both a positive and negative impact on the issue area.

| EVENT FORECASTING | | | | | |
|---|--|------------------------------|-----------------------------|---|-----------------------|
| EVENT STATEMENT | YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO | PROBABILITY | | IMPACT ON THE ISSUE ARE IF THE EVENT OCCURRED | |
| | | FIVE YEARS FROM NOW (0-100%) | TEN YEARS FROM NOW (0-100%) | POSITIVE (0-10 SCALE) | NEGATIVE (0-10 SCALE) |
| Gasoline powered vehicles ban from public highways in L.A. County | 6 | 0 | 25 | 8 | - 3 |

In the example cited above, the issue is air quality in the L.A. Basin. The event is the banning of gasoline-powered vehicles from the public roadway. This Forecaster does not believe that this can happen for at least six years, and even at ten years he/she only believes that there is a 25% chance that the event will occur. He/she believes that if the event does occur it will have a positive score of eight on the issue; however, for some reason, the forecaster believes that it will also have a negative impact of a -3.

Thank you for assisting me with this project. I will appreciate it if you could either mail or FAX your response to me as soon as possible. Please call me upon receipt if you have any questions. My office number (Voice) is 408-425-2929 and our FAX number is 408-425-2427

Attached is a listing of the trends and events, their definitions and an evaluation form.

Sincerely

Alan Johnson

(Author's Note: In addition to the evaluation forms, which follow, the forecasters were furnished with the first ten of the afore-listed trends and events definitions.)

TREND EVALUATION SHEET

| | Trend | Five Years Ago | Today | Five Years From Now | Ten Years From Now |
|----|--|----------------|-------|---------------------|--------------------|
| 1 | Level of Co. Prop. Tax available to be utilized as local purpose revenue | | 100 | | |
| 2 | County's responsibility to fund entitlements | | 100 | | |
| 3 | Level of municipal services provided to unincorporated areas | | 100 | | |
| 4 | Local Government's ability to pass new taxes to support public safety | | 100 | | |
| 5 | Selective Incorporation | | 100 | | |
| 6 | Recall movements focused at local politicians | | 100 | | |
| 7 | Election of anti-tax-politicians | | 100 | | |
| 8 | Cities contracting with sheriff's offices for law enforcement services | | 100 | | |
| 9 | Taxpayer's revolt | | 100 | | |
| 10 | Demographics of residents of the unincorporated islands | | 100 | | |

EVENT EVALUATION SHEET

EVENT FORECASTING

| | EVENT STATEMENT | YEARS UNTIL PROBABILITY | PROBABILITY | | IMPACT ON THE AREA IF THE OCCURR | |
|----|--|-------------------------|--------------------|------------------------------|----------------------------------|-----------------------|
| | | | FIRST EXCEEDS ZERO | FIVE YEARS FROM NOW (0-100%) | TEN YEARS FROM NOW (0-100%) | POSITIVE (0-10 SCALE) |
| 1 | Full recovery of pre-arraignment detention costs from cities | | | | | |
| 2 | All unsentenced felony prisoners must be housed in single cells | | | | | |
| 3 | Citizens in the unincorporated islands areas sue for equal protection | | | | | |
| 4 | Cities refuse to respond to emergency calls in the unincorporated pockets | | | | | |
| 5 | State takes for its General Fund use an additional 25% of the property tax revenue available to local government | | | | | |
| 6 | Board of Supervisors votes to separate the sheriff's functions | | | | | |
| 7 | State requires local funding of all public assistance programs | | | | | |
| 8 | Personal use of narcotics and dangerous drugs decriminalized | | | | | |
| 9 | Unemployments reaches 15% | | | | | |
| 10 | Federal Court mandates full health care for all county jail inmates | | | | | |

APPENDIX B

October 10, 1992

Dear Panel Member,

First, I want to thank you for assisting me with this project. Because of your help, I think that the final product will be of significant value to the California law enforcement community. In answer to some panel member's inquiries, the final project will be submitted to POST in December. I suspect the project will be well over 100 pages, so if you would like a copy of the completed project, please order a copy directly from POST. Copies may be ordered from POST early next year. If you would like to discuss the subject, please give me a call either at home or the office.

The attached charts illustrate three scores: the highest and lowest forecast, the panel's median forecast. I have also attached your score sheet and blank evaluation instruments. Please review the charts and if, after consideration of the group's forecast you desire to change your score, please do so. You are not required to change your score. Please only change your forecast if you think that your original forecast was in error based on your fresh evaluation.

Again, thank you for assisting me with this project. I would appreciate it if you could either mail or FAX your response to me as soon as possible. Please call me upon receipt if you have any questions. My office number (Voice) is 408-425-2929 and our FAX number is 408-425-2427

Sincerely,

Alan A. Johnson

Event Scores

| | | FIRST EXCEEDS ZERO | FIVE YEARS FROM NOW | TEN YEARS FROM NOW | POSITIVE MEDIAN | NEGATIVE MEDIAN |
|----------|--------|--------------------|---------------------|--------------------|-----------------|-----------------|
| EVENT-1 | HIGH | 5 | 100 | 100 | 8 | 2 |
| | MEDIAN | 3.5 | 55 | 80 | | |
| | LOW | 2 | 15 | 25 | | |
| EVENT-2 | HIGH | 6 | 30 | 50 | 2 | 2 |
| | MEDIAN | 5 | 10 | 22.5 | | |
| | LOW | 0 | 0 | 30 | | |
| EVENT-3 | HIGH | 2 | 75 | 80 | 7 | 3 |
| | MEDIAN | 5 | 37.5 | 72.5 | | |
| | LOW | 8 | 0 | 40 | | |
| EVENT-4 | HIGH | 8 | 60 | 90 | 5 | 5 |
| | MEDIAN | 3 | 32 | 65 | | |
| | LOW | 1 | 10 | 25 | | |
| EVENT-5 | HIGH | 8 | 60 | 90 | 2 | 8 |
| | MEDIAN | 3 | 32 | 65 | | |
| | LOW | 1 | 10 | 25 | | |
| EVENT-6 | HIGH | 10 | 80 | 100 | 0 | 1 |
| | MEDIAN | 3 | 60 | 75 | | |
| | LOW | 1 | 0 | 10 | | |
| EVENT-7 | HIGH | 5 | 80 | 100 | 0 | 8 |
| | MEDIAN | 2 | 50 | 85 | | |
| | LOW | 2 | 25 | 50 | | |
| EVENT 8 | HIGH | 6 | 30 | 50 | 4 | 2 |
| | MEDIAN | 5 | 10 | 23 | | |
| | LOW | 0 | 0 | 0 | | |
| EVENT-9 | HIGH | 5 | 70 | 80 | 2 | 5 |
| | MEDIAN | 4 | 32.5 | 57 | | |
| | LOW | 1 | 10 | 10 | | |
| EVENT-10 | HIGH | 8 | 25 | 50 | 7 | 3 |
| | MEDIAN | 5 | 10 | 32.5 | | |
| | LOW | 3 | 0 | 10 | | |

Appendix B

Star Route 2, Box 150
La Honda, CA 94020
November 6, 1992,

Dear Panel Member:

As I have discussed with you I am now in the final stages of my Command College project. The setting for my scenario is "Urban County," a fictional county located in the San Francisco Bay area. The Urban County Sheriff's Department provides direct law enforcement services (i.e., patrol and investigation) to less than ten percent of the county's population.

The technique which we will utilize is called a "Modified Conventional Policy Delphi." This technique involves a panel consideration of the issue, situational analysis, and policy alternatives, to impact the future in a desired method. Our goal will be to achieve a high degree of group consensus.

Scenario

Based on an analysis of the situation, the Sheriff of Urban County has decided that the best way to improve service to his constituents in the unincorporated "islands" is by contracting with cities to provide law enforcement services to the unincorporated islands within their sphere's of influence. This is the desired future for the Urban County Sheriff's Department.

What I am asking of you as a panel member is to help develop strategies which will assist in achieving the identified desired future. An example of this process follows:

Strategy

The Sheriff's Department refuse to respond to anything but in-progress felony calls within the unincorporated islands.

PRO

- **Citizens living in these area will be very anxious and will support any effort to provide law enforcement by contracting with the surrounding cities.**
- **City councils may feel an obligation to provide service to those areas within their sphere of influence.**

CON

- **The Sheriff will be perceived as abandoning his responsibilities.**
- **The morale of the Sheriff's Department will suffer as citizen dissatisfaction increases.**

Please develop as many strategies as you can before our panel meets. At the group meeting, the panel will score each strategy from a low (1) to high (3).

The meeting will be held at noon on November 9, 1992, in my office at the District Attorney's Office. I have made arrangements to conduct the panel discussions at an off-site location. Thank you in advance for your assistance.

Sincerely,

/S/ RJ

Alan A. Johnson

Trend Scores

| | | Five Years Ago | Today | Five Years From Now | Ten Years From Now |
|----------|------------------|----------------------|-------|---------------------------|-----------------------|
| Trend-1 | HIGH | 150 | 100 | 110 | 125 |
| | WILL BE/ MEDIAN | 135 | 100 | 77.5 | 77.5 |
| | LOW | 120 | 100 | 50 | 25 |
| | SHOULD BE/MEDIAN | | 100 | 125 | 125 |
| Trend-2 | HIGH | 85 | 100 | 160 | 175 |
| | WILL BE/ MEDIAN | 75 | 100 | 110 | 100 |
| | LOW | 50 | 100 | 80 | 75 |
| | SHOULD BE/MEDIAN | | 100 | 67 | 85 |
| Trend-3 | HIGH | 110 | 100 | 110 | 130 |
| | WILL BE/ MEDIAN | 95 | 100 | 85 | 70 |
| | LOW | 80 | 100 | 60 | 50 |
| | SHOULD BE/MEDIAN | | 100 | 117 | 127 |
| Trend-4 | HIGH | 150 | 100 | 125 | 150 |
| | WILL BE/ MEDIAN | 100 | 100 | 100 | 100 |
| | LOW | 85 | 100 | 75 | 50 |
| | SHOULD BE/MEDIAN | | 100 | 55 | 55 |
| Trend-5 | HIGH | 150 | 100 | 122 | 145 |
| | WILL BE/ MEDIAN | 100 | 100 | 100 | 100 |
| | LOW | 82 | 100 | 70 | 40 |
| | SHOULD BE/MEDIAN | | 100 | 65 | 42 |
| Trend-6 | HIGH | 125 | 100 | 150 | 175 |
| | WILL BE/ MEDIAN | 85 | 100 | 122 | 150 |
| | LOW | 25 | 100 | 110 | 50 |
| | SHOULD BE/MEDIAN | | 100 | 115 | 110 |
| Trend-7 | HIGH | 100 | 100 | 150 | 175 |
| | WILL BE/ MEDIAN | 80 | 100 | 120 | 140 |
| | LOW | 75 | 100 | 90 | 90 |
| | SHOULD BE/MEDIAN | | 100 | 107.5 | 105 |
| Trend-8 | HIGH | 100 | 100 | 150 | 175 |
| | WILL BE/ MEDIAN | 80 | 100 | 140 | 142 |
| | LOW | 75 | 100 | 90 | 90 |
| | SHOULD BE/MEDIAN | | 100 | 107.5 | 105 |
| Trend-9 | HIGH | 100 | 100 | 150 | 200 |
| | WILL BE/ MEDIAN | 77.5 | 100 | 125 | 132.5 |
| | LOW | 25 | 100 | 101 | 102 |
| | SHOULD BE/MEDIAN | | 100 | 117.5 | 120 |
| Trend-10 | HIGH | 90 | 100 | 150 | 195 |
| | WILL BE/ MEDIAN | 80 | 100 | 127 | 150 |
| | LOW | 60 | 100 | 120 | 120 |
| | SHOULD BE/MEDIAN | | 100 | 125 | 145 |