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THESIS

**WORKING TOWARDS A COMMON GOAL:
BUILDING AN EFFECTIVE HOMELAND SECURITY
RESPONSE THROUGH A SHARED RESOURCE MODEL**

by

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September 2023

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BUILDING AN EFFECTIVE HOMELAND SECURITY
RESPONSE THROUGH A SHARED RESOURCE MODEL**

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ABSTRACT

Collaboration between law enforcement agencies can improve community service by increasing efficiency and effectiveness. Law enforcement collaboration often involves partnerships and other methods to increase productivity. Despite the benefit, the outcomes of functional partnerships need additional study. How might a shared resource model be more efficient and effective than consolidations in concurrent jurisdictions? This thesis evaluated the law enforcement collaboration models of complete and functional consolidation and a shared resource model to determine the more productive law enforcement and homeland security response. Jurisdictions currently follow complete or functional consolidation, as New York City did in 1995 when the city merged three independent police agencies into one department. This thesis evaluated consolidations throughout the country to determine whether the method selected improved outcomes. Although law enforcement consolidation is a popular concept, it often fails to produce the expected results. A shared resource model achieves the benefits expected through other methods without consolidating police agencies. These benefits happen without experiencing the disadvantages outlined in this thesis. Before law enforcement agencies contemplate complete or functional consolidations, they should conduct a comprehensive evaluation to determine whether a shared resource model might realize the benefits expected from law enforcement agency consolidation.

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LIST OF ACRONYMS AND ABBREVIATIONS

AHTP	Anti-Heroin Task Force
CAMP	COPS Anti-Methamphetamine Program
CHP	COPS Hiring Program
COPS	Community Oriented Policing Services
CPD	Community Policing Development
CTAS	Coordinated Tribal Assistance Solicitation
GAO	Government Accountability Office
IACP	International Association Chiefs of Police
LEC	Law Enforcement Council
LEMHWA	Law Enforcement Mental Health and Wellness Act
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
PASS	Preparing for Active Shooter Situations
SEMLEC	Southeastern Massachusetts Law Enforcement Council
SRT	Special Response Team
SVPP	School Violence Prevention Program
TSGP	Transit Security Grant Program

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EXECUTIVE SUMMARY

This thesis focuses on effective and efficient law enforcement collaboration in areas where multiple agencies share policing authority and the responsibility to protect their communities from threats. A common method of law enforcement collaboration is through agency consolidation.¹ The study explores the benefits and drawbacks of law enforcement consolidation to improve the service provided to the entire jurisdiction. It evaluates three consolidation methods and finds that a shared resource model achieves the same benefits as the other methods discussed with fewer drawbacks and costs.

Researchers often evaluate law enforcement effectiveness and efficiency by their need for improvement.² Efficiency and effectiveness are fundamental indicators for optimizing the use of limited resources while enhancing effectiveness to fulfill their mission of protecting the nation and its citizens.³ Measuring law enforcement effectiveness and efficiency adapts different business models to determine which processes most improved both outcomes. Collaboration emerged as a vital component in organizing and directing resources and personnel during crises or emergencies, leading to well-organized and efficient law enforcement and homeland security responses.⁴ This thesis found that collaboration improves communication, strengthens community engagement, and builds public trust, resulting in a more resilient and united law enforcement and homeland security response.

The study aimed to determine the most proficient method of attaining law enforcement collaboration without reducing effectiveness and efficiency. It involved evaluating case studies of several law enforcement agency consolidations to understand the

¹ International Association of Chiefs of Police, *Consolidating Police Services: An IACP Planning Approach* (Washington, DC, 2003), 1, http://it.ojp.gov/documents/IACP_Consolidating_Police_Services.pdf.

² Julie Schnobrich-Davis, "Regionalization of Selected Police Services through a Law Enforcement Council: Is It Worth the Cost" (Ph.D. diss., State University of New York at Albany, 2010), 5, <http://www.proquest.com/docview/823700810/abstract/45B79306FDF9439APQ/1>.

³ Jennie M Temple, "Enhancing Regional Collaboration – Taking the Next Step" (master's thesis, Naval Postgraduate School, 2007), 28, <http://hdl.handle.net/10945/3614>.

⁴ Schnobrich-Davis, "Regionalization of Selected Police Services," 30.

benefits and drawbacks of this approach. Although mergers offer various advantages, such as cost-savings and improved police services, the case studies revealed that the disadvantages often outweighed any benefits. In two small communities in southern New Jersey, the Woodlynne and Collingswood Police Departments elected to merge into one unified police agency. However, the services offered by the new agency were less effective and efficient than the two independent entities.⁵ This outcome led to the merger's collapse and additional spending to reestablish the original departments. The thesis examines this failure and those that occurred in Kentucky, New York, California, Texas, and Indiana to determine the drawbacks that reduced effectiveness and efficiency.

The shared resource model represents a promising alternative to consolidation in law enforcement and homeland security response. By fostering collaboration and resource sharing among agencies within the same or adjoining jurisdictions, this model enhances effectiveness and efficiency while preserving the autonomy of participating entities. Under the shared resource model, agencies identify shareable resources, including funding sources, equipment, personnel, services, and facilities. The model's advantages include improved intelligence sharing, standardized response procedures, and enhanced incident management.

Implementing a shared resources model entails challenges, such as convincing leadership of the benefits of law enforcement collaboration and methods to obtain them. Other challenges identified include overcoming interagency differences and promoting a common goal, crucial elements for successfully implementing the shared resource model. Suggestions for using this model followed the International Association of Chiefs of Police's (IACP) model for police agency consolidation. The IACP further recommends that law enforcement agencies consider the shared resource model before pursuing complete or functional mergers. By doing so, agencies can achieve greater efficiency, effectiveness, and public safety while maintaining local control and customized policing.

⁵ Amber L. Ciccanti, "Exploring the Failed Police Consolidation Efforts of Four Police Departments in New Jersey" (Ph.D. diss., Northcentral University, 2012), 124–33, <https://www.proquest.com/docview/1197632461/abstract/3F76E6C917624B67PQ/1>.

The evaluation mechanisms proposed in the thesis will address deficiencies and ensure the success of the shared resource model.

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I. INTRODUCTION

Emergency first responders work together on any given day to maintain safety throughout the United States. In many cities, multiple police agencies work in the same geographic area; that is to say, they have concurrent jurisdictions. This term refers to a situation where two or more law enforcement agencies share the authority to conduct investigations or take other actions within the same geographical area.¹ On the one hand, agencies in a concurrent jurisdiction must operate independently to focus on the issues and missions specific to each agency, even when collaborating with others in the concurrent jurisdiction. Matters of primary jurisdiction for public housing, universities, transit, or city police departments are unique to each agency.

On the other hand, issues that cross over agencies' primary jurisdiction—for example, the vulnerable populations of the homeless—demand collaboration. This collaboration can lead to a more organized approach to problem-solving. Without cooperation between agencies, such interventions can become counterproductive and lead to one agency solving a problem and creating one for another. Using the example of the homeless issues that plague major metropolitan areas throughout the country, one agency directing the matter to the primary jurisdiction of another agency does not solve the problem. Through collaboration, personnel can refer homeless individuals to social services and shelters.

When evaluating the effectiveness and efficiency of the police service provided to a community, leaders must establish what is to be measured and how. Departments assess the quality of police service through various criteria, all aimed at enhancing the service provided. The International Association of the Chiefs of Police (IACP) states that the goal is to “produce greater efficiency and flexibility in response to crime and provide greater opportunities for advancement for sworn and civilian personnel” while maintaining

¹ Honolulu Police Department, “Concurrent Jurisdiction,” Honolulu Police Department, 2023, <https://www.honolulupd.org/policy/policy-concurrent-jurisdiction/>.

relationships with their constituents.² Thus, collaboration becomes even more important with many cities facing budgetary and first responder recruitment shortfalls.

Law enforcement partnerships enable collaboration and result from agencies coming together to achieve common goals and provide a more efficient and effective police service for a community. The standard approach to strengthening law enforcement partnerships has led concurrent jurisdictions to consolidate agencies, typically merging agencies or functions from one geographic area into a new entity. An example of this type of consolidation is metropolitan consolidation. The IACP defines metropolitan consolidations as when two or more agencies serving concurrent jurisdictions combine to become one agency serving an entire metro area.³ Consolidation advocates argue that such measures produce the stated criteria. Although consolidations meet some of the goals of a law enforcement partnership, they risk losing autonomy and eroding relationships between the community and the police.⁴ In Berks County, Pennsylvania, discussions of consolidating law enforcement agencies aroused officials' fear of a weakened relationship with the public, some areas receiving attention at the expense of other municipalities, and issues over cost sharing.⁵ Law enforcement partnerships foster collaboration to achieve common goals and enhance police service efficiency; however, consolidations, particularly metropolitan ones combining agencies from concurrent jurisdictions, may meet specific objectives but result in diminished autonomy, strained community relationships, and concerns over resource distribution. The goal of law enforcement leaders is to determine how to achieve the benefits of consolidation without reducing the agency's effectiveness and efficiency.

Another approach—shared services—offers a less comprehensive option with some of the same benefits. Shared services, or functional consolidation, exist when “two or more agencies combine certain functional units, such as emergency communications,

² International Association of Chiefs of Police, *Consolidating Police Services*, 2.

³ International Association of Chiefs of Police, 1.

⁴ Kyle Steenland, “Police Fragmentation: A Discussion on Consolidation,” *Juris Magazine*, December 2018, <https://sites.law.duq.edu/juris/2018/12/30/police-fragmentation-a-discussion-on-consolidation/>.

⁵ Mary Young, “Pros, Cons Presented for Study on Consolidating Berks County Police Departments,” *Reading Eagle*, March 11, 2009, <http://www2.readingeagle.com/article.aspx?id=129081>.

dispatch, or records.”⁶ A shared resources model may offer the same benefits as consolidation while allowing an agency to maintain autonomy and specialized police service. In a shared resources model, interagency collaboration promotes sharing of resources and ideas. PowerDMS, a company specializing in improving law enforcement efficiency and coordination, explains that collaboration is joint activities between two or more organizations that produce a more significant benefit than if the agencies were to act alone.⁷ Shared services offer another law enforcement collaboration method, but leaders must still determine how these mergers affect the agency and its stakeholders.

As law enforcement agencies strive to improve effectiveness, governments must operate efficiently and judiciously to manage the community’s tax dollars. Inefficiency creates waste and a disincentive to fund future programs. On the other hand, law enforcement ineffectiveness can mean the difference between saving a life or preventing a catastrophe. The methods of law enforcement collaboration can achieve effectiveness and efficiency by improving how agencies operate while fulfilling the demand for fiscal responsibility. In the past, the practices of law enforcement collaboration have often not improved agency effectiveness or efficiency. When such methods have improved one of the two, the other suffers greatly. If efficiency improves, it often sacrifices agency autonomy. If effectiveness improves, commonly, expenditures outpace anticipated budgets. Before forming partnerships or consolidations, IACP suggests establishing goals and criteria.⁸ Leaders must identify how collaboration and sharing affect other facets of the law enforcement operation.

The IACP established criteria to meet collaboration goals and expectations of an effective law enforcement partnership. This expectation includes, among other things, a higher level of law enforcement service. Examining crime statistics, response times, operating costs, and community surveys can help measure police service. The current trend is for jurisdictions to attempt complete or functional consolidation, as New York City did

⁶ International Association of Chiefs of Police, *Consolidating Police Services*, 1.

⁷ “Interagency Collaboration in Law Enforcement,” PowerDMS, December 22, 2020, <https://www.powerdms.com/policy-learning-center/interagency-collaboration-in-law-enforcement>.

⁸ International Association of Chiefs of Police, *Consolidating Police Services*, 4.

in 1995 when the city merged three independent police agencies into one department. The New York City merger intended to improve the city's law enforcement effectiveness by providing a higher level of service and creating more efficient collaboration. This thesis evaluates consolidations in Kentucky, New Jersey, New York, California, Texas, and Indiana to determine whether the method selected improved efficiency and effectiveness.

A. RESEARCH QUESTION

How might a shared resources model be more effective than shared services and consolidations in concurrent jurisdictions?

B. LITERATURE REVIEW

This literature review discusses the academic debates on building a more efficient and effective homeland security response focusing on collaboration and interagency cooperation. Jardine points to collaboration as a cultural shift that followed 9/11 and Hurricane Katrina and “a growing national awareness that large-scale incidents, such as these, are complex, wide-reaching, and require response across jurisdictional boundaries.”⁹ Collaboration, as defined by the United States Congress, is “any joint activity intended to produce more public value than could be produced when the organizations act alone.”¹⁰ Collaboration and interagency cooperation directly affect the outcome of any critical incident response. An after-action report for the Pulse Nightclub mass shooting recommended further relationship-building between first-response agencies to increase the overall efficiency of those responsible for the survival of patients transported to the hospital in future events.¹¹ The Boston Marathon Bombing response study cited the collaboration of EMS and hospital personnel at the scene as key to the lack of mortality among those

⁹ Sheryl Jardine, “The Impact of Incentives and Requirements on Group Collaboration” (master's thesis, Naval Postgraduate School, 2010), 1, <http://hdl.handle.net/10945/5206>.

¹⁰ Government Accountability Office, *Results-Oriented Government Practices That Can Help Enhance and Sustain Collaboration among Federal Agencies*, GAO-06-15 (Washington, DC: Government Accountability Office, 2005), 6.

¹¹ Thomas Simons, “Two Teams, One Mission: A Study Using EMS Units in Hospital Triage during Active-Shooter and Other Mass-Casualty Events” (master's thesis, Naval Postgraduate School, 2020), 4, <https://www.wmpllc.org/ojs/index.php/ajdm/article/view/2785>.

transported.¹² These events show how emergency agencies collaborate during a critical incident, why collaboration is essential, and how it can affect a response outcome.

1. Goals of Collaboration

It is essential to comprehensively understand and assess collaboration goals before agencies engage in any form of agreement. Two or more organizations form partnerships or alliances to achieve collaboration.¹³ Jansen et al. define collaborative capacity as “the capability of organizations to enter into, develop, and sustain inter-organizational systems in pursuit of collective outcomes.”¹⁴ The United States Government Accountability Office (GAO) further lists the following eight practices to enhance agency collaboration:

- Define and articulate an expected outcome.
- Establish mutually reinforcing or joint strategies.
- Identify and address needs by leveraging resources.
- Agree on roles and responsibilities.
- Establish compatible policies, procedures, and other means to operate across agency boundaries.
- Develop mechanisms to monitor, evaluate, and report on results.
- Reinforce agency accountability for collaborative efforts through agency plans and reports.
- And reinforce individual accountability for collaborative efforts through performance management systems.¹⁵

¹² Simons, 5.

¹³ Erik Jansen et al., *Interorganizational Collaborative Capacity: Development of a Database to Refine Instrumentation and Explore Patterns* (Monterey, CA: Naval Postgraduate School, 2008), 1, <https://calhoun.nps.edu/handle/10945/33360>.

¹⁴ Jansen et al., 1.

¹⁵ Government Accountability Office, *Results-Oriented Government*, 10–11.

2. Advantages of Collaboration

Academics agree on clear benefits to agencies collaborating to build a more efficient homeland security response. Jansen et al. start by stating the benefits of collaboration between agencies, including “reduced litigation, cost savings through the transfer of smart practices, better decision making as a result of advice and shared information, enhanced capacity for dispersed units to collaborate, and innovation resulting from the cross-pollination of ideas and recombination of scarce resources.”¹⁶ Abbott lists the benefit of collaboration as identifying problems and solutions before crisis response.¹⁷ Another advantage, according to Abbott, is that the “collaborative processes offer organizations a methodology to address challenges that are larger than an individual organization can manage.” Temple cites the State of Kansas in his literature citing benefits as “a safer and better-prepared system to protect from, respond to, recover from, and mitigate the effects of a natural and man-made hazard and maximize resources through sharing.”¹⁸ Collaboration brings evident advantages, fostering the development of a more robust homeland security response. Effective planning for significant events begins by engaging agencies and organizations in partnership. Yet, motivating these entities to collaborate without a defined event and uncertain benefits remains a persistent challenge.

3. Disadvantages of Collaboration

Although collaboration has fewer drawbacks, discernible barriers hinder complete cooperation among agencies. The GAO points out some of these barriers, beginning with conflicting missions.¹⁹ The first practice to enhance agency collaboration is defining an expected outcome. If agencies share common goals, fostering cooperation is easier. Another barrier to collaboration is the individual agency’s urge to protect its resources and

¹⁶ Jansen et al., *Interorganizational Collaborative*, 1–2.

¹⁷ W. Thomas Abbott, “The Benefits of Collaborative Processes for Establishing All Hazard Incident Management Teams in Urban Area Security Initiative Regions” (master’s thesis, Naval Postgraduate School, 2013), 27, <https://calhoun.nps.edu/handle/10945/37576>.

¹⁸ Abbott, 28.

¹⁹ Government Accountability Office, *Results-Oriented Government*, 2.

independent missions.²⁰ Policies, procedures, and equipment differences are the last significant barrier to agency collaboration.²¹ Jansen et al. suggest a “theoretical need that exists for understanding the factors that account for successful versus unsuccessful collaboration, and for understanding the capacities or capabilities of organizational collaboration.”²² The major drawback of collaboration is the loss of independence. The benefits can be numerous if an individual agency’s autonomy remains intact and it retains the ability to reach specific goals while collaborating with other agencies.

4. Means of Law Enforcement Collaboration

Scholars document the advantages and disadvantages of agency collaboration. For example, Ciccanti points out that the overwhelming objective for stakeholders is cutting costs during economic uncertainty and obtaining scarce resources within law enforcement agencies.²³ Ciccanti’s research shows that most consolidation efforts arise from the dissent of stakeholders or the community.²⁴ The selling point for these consolidations is a reduction in the workforce that will lead to a cost-benefit. Instead, research shows that the financial gain is minimal, while the drops are substantial. In Whitestown, NY, the consolidation would “reduce the current staffing levels by half and only provide savings of 3.6% to taxpayers.”²⁵ The study suggests that the staffing levels would be adequate for maintaining current police services, but taxpayers did not believe it was possible.²⁶ The consolidation needs to consider not only if it can keep current police services but whether the stakeholders believe that the move will improve the product. Claims made by law enforcement leaders and academics do not match the results of studies. Honest efforts by law enforcement leaders to improve efficiency and effectiveness miss the mark. In another study, after a law enforcement consolidation, data shows that residents of Louisville, KY

²⁰ Government Accountability Office, 2.

²¹ Government Accountability Office, 2.

²² Jansen et al., *Interorganizational Collaborative*, 2.

²³ Ciccanti, “Exploring the Failed,” 29.

²⁴ Ciccanti, 26.

²⁵ Ciccanti, 57.

²⁶ Ciccanti, 58.

feel 18% less safe at night; 24% believe in crime increases in their neighborhoods, and 56% recommend more officers on the streets.²⁷ Ciccanti calls the IACP's list touted benefits of producing a higher volume of police services, lower response times, reduced overtime, duplication of effort, and lower overall operating costs into question.²⁸ She argues that consolidations improve neither the efficiency nor effectiveness of law enforcement agencies.

Another less radical means of collaboration is shared services. The IACP refers to shared services as functional consolidation.²⁹ This consolidation allows "two or more agencies [to] combine certain functional units, such as emergency communications, dispatch, or records."³⁰ No matter the form of consolidation, the IACP and Ciccanti agree on its drawbacks as "[the] loss of community independence, reduced oversight and supervision, personal nature of policing in their community will be lost, that response times may not be lowered, and that costs to the smaller community may increase."³¹ The overall need to provide fiscally responsible, effective, and efficient law enforcement services remains an interest to all jurisdictions.

C. RESEARCH DESIGN

Government executives often see consolidation as an innovative way to accomplish effectiveness and efficiency within law enforcement jurisdictions. This thesis uses a publication from the IACP—"Consolidating Police Services: An IACP Planning Approach"—as a framework for law enforcement consolidation's perceived benefits. I used the criteria presented by the IACP to measure the success of complete and functional consolidations by examining jurisdictions participating in these law enforcement partnerships. These criteria include cost benefits and the effect on police services

²⁷ Ciccanti, 61.

²⁸ International Association of Chiefs of Police, *Consolidating Police Services*, 1.

²⁹ International Association of Chiefs of Police, 1.

³⁰ International Association of Chiefs of Police, 1.

³¹ International Association of Chiefs of Police, 1.

concerning crime, response time, consistent policies and procedures, and leadership.³² This thesis evaluated previous law enforcement consolidations to determine whether they met the stated criteria and whether they achieved other benefits. Further, I compared this analysis with the drawbacks of the consolidations, for example, loss of agency autonomy, less effective police service, higher costs, higher crime, and community dissatisfaction.

This thesis explored alternatives to consolidations to accomplish law enforcement collaboration. Existing studies focus on complete and functional mergers. Few, if any, test the concept of sharing resources rather than consolidating them. It further examined law enforcement consolidation to determine the purpose and goals of the merger. The thesis compiled the common goals set forth by these agencies to achieve collaboration and then ascertained whether a shared resource model would have delivered a more beneficial result.

D. CONCLUSION

An effective law enforcement partnership allows individual agencies to maintain stakeholder relationships while providing specialized police service. The partnership should strengthen the service provided to the entire jurisdiction while improving and building a robust homeland security response component. In major metropolitan areas where multiple law enforcement agencies share policing authority and the responsibility to protect the homeland from threats, collaboration is essential. Jurisdictions often consolidate law enforcement agencies to meet partnership goals, but benefits and drawbacks accompany such mergers. More work is necessary to provide financial relief and improve law enforcement services while continuing to serve the needs of the individual agency stakeholder.

³² International Association of Chiefs of Police, 1.

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II. MEASURING THE EFFICIENCY AND EFFECTIVENESS OF LAW ENFORCEMENT AND HOMELAND SECURITY RESPONSE

Efficiency and effectiveness are connected and work together to strengthen one another.³³ Achieving successful outcomes requires both; law enforcement agencies focusing on improving efficiency and effectiveness can maximize community impact, resource utilization, and goal attainment. Striking the right balance between the two is crucial for sustained success and continuous improvement.³⁴ However, a department can achieve efficiency without effectiveness. Although efficiency focuses on optimizing processes, effectiveness achieves desired outcomes and goals. Prioritizing efficiency over effectiveness can lead to an inefficient law enforcement and homeland security response that costs lives.

The Uvalde, Texas, active-shooter response demonstrated the failure of efficiency and effectiveness. On May 24, 2022, its active-shooter incident brought numerous law enforcement agencies and hundreds of police officers to the scene.³⁵ Within the city of Uvalde, five police agencies had some form of jurisdiction, Uvalde Consolidated Independent School District, Uvalde Police Department, Uvalde County Sheriff's Office, Uvalde County Constables, and Texas Department of Public Safety. These five agencies amassed 139 officers and expended countless other resources.³⁶ The incident became a colossal failure on many levels. The Texas Tribune later wrote, "A force larger than the garrison that defended the Alamo descended upon the school in a chaotic, uncoordinated scene that lasted more than an hour. The group lacked clear leadership, basic

³³ "Effectiveness vs. Efficiency: What You Need to Achieve Both," Smartsheet, accessed January 26, 2023, <https://www.smartsheet.com/content-center/best-practices/productivity/effectiveness-vs-efficiency-what-you-need-achieve-both>.

³⁴ Smartsheet.

³⁵ Dustin Burrows, Joe Moody, and Eva Guzman, *House Investigative Committee on the Robb Elementary Shooting: Texas House of Representatives Interim Report 2022* (Austin, Tx: Texas House of Representatives, 2022), 8.

³⁶ Burrows, Moody, and Guzman, 65.

communications, and sufficient urgency to take down the gunman.”³⁷ It resulted in an ineffective, inefficient response that cost 21 people their lives.³⁸ Better collaboration between these agencies would likely have netted a different, more successful outcome. Uvalde and other incidents throughout this country raise the question of how law enforcement agencies should collaborate to improve response effectiveness and efficiency.

The rapidly evolving landscape of homeland security and law enforcement increasingly needs to build a more efficient and effective response system. This chapter delves into the fundamental aspects of efficiency and effectiveness, exploring their measurement and crucial role in safeguarding our nation. It begins by examining the concept of efficiency, unraveling its essence, and discussing the various metrics used to measure it. Then, it explores effectiveness, illustrating the definition and key indicators to gauge success. The chapter concludes with a discussion of the vital importance of collaboration in achieving efficiency and effectiveness, highlighting the significance of partnerships, coordination, and cooperation in enhancing homeland security response capabilities. Exploring these essential aspects aims to improve understanding of the critical factors contributing to a stronger and more resilient national security apparatus.

In July 2022, the Texas House of Representatives authored a preliminary report highlighting law enforcement's ineffectiveness and inefficiency at the Uvalde active shooter incident. The report attributed this ineffectiveness and inefficiency to poor communications and a lack of command and control.³⁹ The report stated, “The entirety of law enforcement and its training, preparation, and response shares systemic responsibility for many missed opportunities on that tragic day.”⁴⁰ Uvalde is one of several examples demonstrating the tragic results of concurrent jurisdictions’ failure to collaborate.

³⁷ Zach Despart, “‘Systemic Failures’ in Uvalde Shooting Went Far beyond Local Police, Texas House Report Details,” *The Texas Tribune*, July 2022, <https://www.texastribune.org/2022/07/17/law-enforcement-failure-ualde-shooting-investigation/>.

³⁸ Burrows, Moody, and Guzman, *House Investigative Committee*, 5.

³⁹ Burrows, Moody, and Guzman, 75.

⁴⁰ Burrows, Moody, and Guzman, 9.

A. EFFICIENCY

Efficiency means accomplishing a task with the least waste or resources.⁴¹ Efficiency generally measures how well a system or process uses available resources. Promptly addressing and resolving incidents with minimal use of resources and disruptions to the community describes law enforcement and homeland security response efficiency. An efficient law enforcement response coordinates and plans with all agencies with stakes in a particular outcome.⁴² It should involve all agencies and organizations addressing the threat or incident.⁴³ It should also involve clear communication, accurate information sharing, and effective use of resources.⁴⁴ In 2015, Pope Francis visited three American metropolitan cities in “one of the largest lifts in the nation’s history for national security events.”⁴⁵ The then assistant director in charge of the FBI’s New York Field Office stated that “Preparations for events such as this are a cooperative effort, and that no one federal, state, or local agency alone can carry out the measures necessary to secure the event.”⁴⁶ The planning involved numerous agencies to ensure safety and security at the event such that in advance of the operation, agencies trained and conducted tabletop exercises through all three cities.⁴⁷ To ensure intelligence and information flowed freely, the FBI embedded liaison officers with local police at their operations centers.⁴⁸ This thorough preparation and planning facilitated the efficient management of the event. Although the significant Papal visit in 2015 included federal, state, and local agencies, agencies may scale planning to fit any law enforcement operation. The operation showed the benefits of preparation and planning and how it can improve law enforcement efficiency during responses.

⁴¹ Caroline Banton, “Efficiency: What It Means in Economics, the Formula To Measure It,” Investopedia, June 2, 2022, <https://www.investopedia.com/terms/e/efficiency.asp>.

⁴² Temple, “Enhancing Regional Collaboration,” 18.

⁴³ Temple, 18.

⁴⁴ Temple, 28.

⁴⁵ Federal Bureau of Investigation, “Preparing for the Pope,” Federal Bureau of Investigation, accessed May 16, 2023, <https://www.fbi.gov/news/stories/preparing-for-the-pope>.

⁴⁶ Federal Bureau of Investigation.

⁴⁷ Federal Bureau of Investigation.

⁴⁸ Federal Bureau of Investigation.

Because of the heavy focus on cost benefits when discussing law enforcement consolidations, measuring law enforcement efficiency using economic models and definitions makes sense. An economic model provides a structured and quantitative approach to assess resource allocation's effectiveness, identify areas of improvement, and make informed decisions about distributing limited resources.⁴⁹ An economic model becomes useful when conducting a cost-effectiveness analysis, determining resource optimization, selecting performance metrics, determining return on investment, and completing a comparative analysis. Overall, employing an economic model provides a systematic framework for assessing law enforcement efficiency, guiding resource allocation decisions, and promoting evidence-based practices within the field.⁵⁰ The consolidation cost will ultimately determine whether agencies decide to proceed or seek other methods of improving effectiveness and efficiency.

Scholars looked at individual components to understand the selection of this economic model to measure law enforcement efficiency. Economics divides efficiency into three types: productive, allocative, and dynamic.⁵¹ First, productive efficiency refers to producing a service or product at its lowest possible cost or maximizing the outputs from a given set of inputs.⁵² In contrast, allocative efficiency ensures allocating and using resources to maximize the community's welfare.⁵³ The last type, dynamic efficiency, describes how a service improves allocative and productive efficiency as time progresses.⁵⁴ Dynamic efficiency goes beyond these two terms by developing new products or better processes. Law enforcement and homeland security should adopt all three types of efficiency.

⁴⁹ L. Drake and R. Simper, *The Economics Modelling of Policing and the Measurement of Efficiency* (Loughborough, UK: Loughborough University, 2001), 9, Semantic Scholar.

⁵⁰ Drake and Simper, 9.

⁵¹ Robert Dolamore, "Dynamic Efficiency – the Key to Lifting Australia's Productivity Performance," *Parliament of Australia* (blog). March 27, 2014, https://www.aph.gov.au/About_Parliament/Parliamentary_Departments/Parliamentary_Library/FlagPost/2014/March/Dynamic-Efficiency.

⁵² Dolamore.

⁵³ Dolamore.

⁵⁴ Dolamore.

In law enforcement, productive efficiency may entail accomplishing a task or mission using the fewest assets. When responding to or managing an incident, minimizing disruption to the agency's capabilities and the community achieves productive efficiency. Allocative efficiency pertains to law enforcement's need to maintain many distinct resources for everyday activities and critical incidents. Ensuring efficiency requires allocating these resources to make them readily available when needed. Law enforcement is consistently dynamic, whether in societal changes or response procedures. Law enforcement leaders must adapt to changes when planning for the future.⁵⁵ Figure 1 shows how these three components are related and some examples of metrics for measurement. Ultimately, the most significant measure of law enforcement efficiency is the operation's success or failure. These metrics measure the lives saved, injuries prevented, and damage and disruption limited. However, law enforcement agencies can efficiently respond to incidents by deploying resources promptly but not reaching a successful conclusion. The website Smartsheet states, "Instead of efficiency for efficiency's sake, increasing effectiveness requires taking a more focused and strategic approach."⁵⁶ Law enforcement's pursuit of efficiency encompasses using minimal resources, managing incidents without disrupting agency capabilities and community well-being, and judiciously allocating resources for varied operational needs.

⁵⁵ Dolamore.

⁵⁶ Smartsheet, "Effectiveness vs. Efficiency: What You Need to Achieve Both."

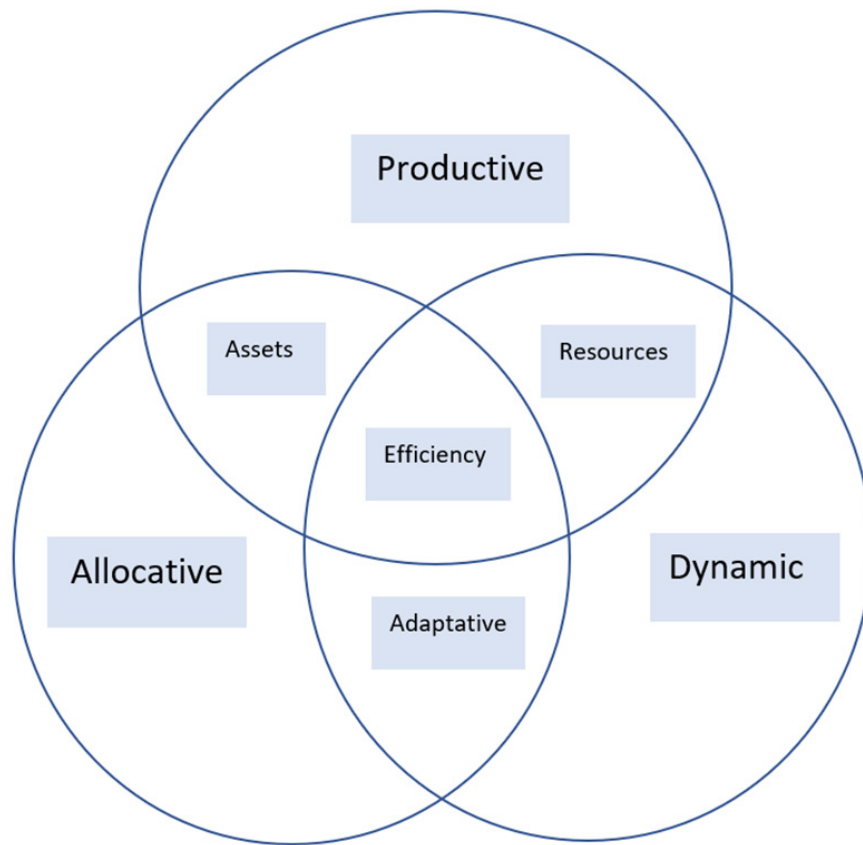


Figure 1. Measuring Law Enforcement Efficiency

B. EFFECTIVENESS

Efficiency and effectiveness play distinct yet interrelated roles in law enforcement, with efficiency reflecting the alignment between input and output and effectiveness indicating the degree of goal attainment and mission fulfillment. When discussing efficiency, the output of law enforcement response or resource utilization should align with the input provided.⁵⁷ The degree of alignment is a measure of resource utilization. Conversely, effectiveness refers to the degree of goal attainment.⁵⁸ And it measures how well something achieves its intended purpose. The “Father of Modern Management,” Peter Drucker, famously said, “Efficiency is doing things right; effectiveness is doing the right

⁵⁷ Banton, “Efficiency: What It Means in Economics, the Formula To Measure It.”

⁵⁸ Smartsheet, “Effectiveness vs. Efficiency: What You Need to Achieve Both.”

things.”⁵⁹ Although being efficient is essential, being effective involves a more focused strategic approach.⁶⁰ In law enforcement and homeland security, a targeted and strategic response yields an organized approach to emergency incidents, resulting in a successful resolution.

Effectiveness in complex events requires various components to collaborate. This first collaboration should begin with the agencies involved. These agencies comprise a response organization with the goal of a successful outcome. Adams and Anderson’s six systems to achieve organizational effectiveness describe the importance of leadership in a response organization’s operations and effectiveness. They further argue that without effective leadership, all other systems degrade.⁶¹ Their framework aptly measures law enforcement effectiveness because it details integrating other elements into the design. Adams breaks these systems into Leadership, Communication, Accountability, Delivery, Performance, and Measurement.⁶² By adhering to established methods outlined by Adams and Anderson, the collaboration between law enforcement and homeland security agencies enhances the likelihood of effectively responding to emergencies.

C. MEASURING LAW ENFORCEMENT EFFECTIVENESS

Like the focus on efficiency, creating mechanisms for measuring law enforcement effectiveness is imperative. Adams and Anderson propose a comprehensive system of metrics for evaluating and quantifying law enforcement's effectiveness. In Figure 2, Adams and Anderson logically start with leadership: “The Leadership System is placed in the center of the Six Systems graphic because it is responsible for the effectiveness of all the other systems.”⁶³ According to Adams,

The Leadership System is the central organizing system for ensuring the organization thrives. To achieve high performance and sustain those results,

⁵⁹ Smartsheet.

⁶⁰ Smartsheet.

⁶¹ William A. Adams and Robert J. Anderson, *Mastering Leadership: An Integrated Framework for Breakthrough Performance and Extraordinary Business Results* (Hoboken, NJ: John Wiley & Sons, Incorporated, 2015), 127.

⁶² Adams and Anderson, 126.

⁶³ Adams and Anderson, 127.

leaders must focus on each of the six systems. Each system cuts across all organizational boundaries, processes, and departments. The Leadership System ensures the effective functioning of the other systems.⁶⁴

Leadership during critical incidents is similar to what Adams suggests. Adapting it to homeland security response, Adams states that the leader must provide a strategy that supports the vision for achieving sustainable results.⁶⁵ The leader in any incident must be able to coordinate resources to complete the mission. In Uvalde, leadership failed to accomplish effectiveness using this system. As Adams suggests, the leader sets the agenda for effectiveness and cultivates it.



Figure 2. Adams and Anderson's Six Systems to Achieve Organizational Effectiveness⁶⁶

⁶⁴ Adams and Anderson, 126.

⁶⁵ Adams and Anderson, 127.

⁶⁶ Source: Adams and Anderson, *Mastering Leadership*.

The second system of organizational effectiveness is communication. Adams advises, “Strategic communication ensures that the impact of your message is consistent with your intention and results in understanding. Effective communication creates organizational meaning. Organizational meaning produces the context in which the entire organization operates.”⁶⁷ In a response organization, communication is essential. Communication issues plagued the response in Parkland, Florida, at the scene of another active shooter incident. On February 14, 2018, a shooter killed 17 people at the Marjory Stoneman Douglas High School and wounded 17 others were wounded when he opened fire on students and staff.⁶⁸ The *Marjory Stoneman Douglas High School Public Safety Commission Report* found problems with the 911 system and a lack of computer-aided dispatch and radio interoperability.⁶⁹ The report said, “Different law enforcement agencies using different CAD systems within the same county created information silos and barriers to sharing emergency information as well as delaying responses to emergency calls.”⁷⁰ Communication issues hampered the effectiveness of the response. In Uvalde, communication was also an issue, preventing an effective response. According to the Texas House Committee report, “Uvalde CISD police officers commonly carried two radios: one for the school district, and another “police radio” that transmitted communications from various local law enforcement agencies. Although the school district radios tended to work reliably, the police radios worked more intermittently depending on where they were used.”⁷¹ Communication can take many forms within law enforcement. The flow of information through effective communication is essential, and the failures in Parkland and Uvalde demonstrate its importance.

The following system of organizational effectiveness is accountability. Adams explains, “Leaders translate vision and strategic direction into goals and objectives, actions

⁶⁷ Adams and Anderson, 128.

⁶⁸ Marjory Stoneman Douglas High School Public Safety Commission, *Marjory Stoneman Douglas High School Public Safety Commission Initial Report* (Parkland FL: Marjory Stoneman Douglas High School Public Safety Commission, 2019), 7.

⁶⁹ Marjory Stoneman Douglas High School Public Safety Commission, 229.

⁷⁰ Marjory Stoneman Douglas High School Public Safety Commission, 225.

⁷¹ Burrows, Moody, and Guzman, *House Investigative Committee*, 14.

and accountabilities.”⁷² During critical incidents, agencies must work toward the same goals and objectives.⁷³ Coordination requires that leaders convey the response vision and provide direction to the entire response organization. Respondents must fulfill the mission, and the individual agency in concurrent jurisdictions must create an effective response organization. Although the first responders received training in response to an active shooter in Uvalde, the lack of on-scene leadership led to no strategic direction. According to the Texas House Committee investigation, “Uvalde CISD and its police department failed to implement their active shooter plan and exercise command and control of law enforcement responding to the tragedy. But these local officials were not the only ones expected to supply the leadership needed during this tragedy. Hundreds of responders from numerous law enforcement agencies—many of whom were better trained and better equipped than the school district police—arrived quickly. Those other responders, who also had received training on active shooter response and the interrelation of law enforcement agencies, could have helped to address the unfolding chaos.”⁷⁴ The lack of a strategic plan and accountability for goals and objectives partly explains the chaos in Uvalde. This lack of accountability doomed the response and led to tragic results.

The fourth system of organizational effectiveness is delivery. Adams smartly states that the organization, or the law enforcement jurisdiction, “develop simple processes that are internally efficient, locally responsive, and globally adaptable.”⁷⁵ Concurrent jurisdictions need efficiency, as previously stated. Adams concludes that the processes need to be locally responsive. In this context, plans and operations should account for each agency’s primary responsibilities and stakeholders. For a response organization, local responsiveness could mean developing operational plans that respect the needs of each agency. These plans can be responsive to the law enforcement agency and the community it serves. Adams continues with the delivery system by stating that the organization must

⁷² Adams and Anderson, *Mastering Leadership*, 128.

⁷³ Marjory Stoneman Douglas High School Public Safety Commission, *Marjory Stoneman Douglas*, 83.

⁷⁴ Burrows, Moody, and Guzman, *House Investigative Committee*.

⁷⁵ Adams and Anderson, *Mastering Leadership*.

be globally adaptable.⁷⁶ A response organization requires adapting to changing conditions and environments. Maintaining an effective response organization entails adaptation. The effectiveness of a response organization depends on the communication between agencies and the assurance that they remain responsive.

The fifth system of organizational effectiveness is performance. Response organizations are no different from any other organization. Effectiveness requires evaluating and measuring performance.⁷⁷ Adams mentions the point of performance and how organizations should help people develop their skills, talents, and knowledge.⁷⁸ Performance in a response organization has a direct link to effectiveness. Each agency in the concurrent jurisdiction should focus on its personnel's training and skill development. Ensuring that the training and skill development is consistent and universal makes an effective response organization.⁷⁹ The responders within the organization should follow the same set of values, directives, and procedures.⁸⁰ Within this framework, the organization can better evaluate performance and identify shortcomings.

The last of Adams's Six Systems of Organizational Effectiveness is measurement. Clearly defining points of evaluation should precede the analysis of a response organization's effectiveness.⁸¹ Adams adds that leaders should "track progress against strategy and planning, review status on operational results through clear key metrics, update the strategy regularly, and ensure action is driven by insight based on relevant, current information focused on achieving the vision."⁸² The accurate measure of the effectiveness is the success or failure of the response. What occurs after the reaction will determine whether a response organization is and can remain effective or needs changes. Adams finishes by saying, "A system of metrics, reviews, and course corrections keeps the

⁷⁶ Adams and Anderson.

⁷⁷ Adams and Anderson, 128.

⁷⁸ Adams and Anderson, 128.

⁷⁹ Temple, "Enhancing Regional Collaboration," 6–7.

⁸⁰ Temple, 8.

⁸¹ Adams and Anderson, *Mastering Leadership*, 128.

⁸² Adams and Anderson, 128.

business on track.”⁸³ The effectiveness of any organization depends on the effort expended in measuring and evaluating the service provided.

D. IMPROVING EFFECTIVENESS AND EFFICIENCY THROUGH COLLABORATION

After identifying the components of an effective and efficient law enforcement response, leaders must determine methods for improvement. One way of improving the effectiveness and efficiency of a law enforcement response organization is through collaboration.⁸⁴ Law enforcement response organizations can often collaborate to achieve a common goal more effectively than alone. Agencies that share a jurisdiction have long found the benefits of collaboration of effort for responses where multiple agencies are vested in a successful outcome.⁸⁵ These benefits include pooling resources, expertise, and intelligence. Cooperation can also lead to more efficient use of resources, as agencies can share equipment, personnel, and other resources. Collaboration can improve communication between agencies, leading to better coordination, faster response times, and greater information sharing.⁸⁶ Through information and intelligence sharing, agencies can build a complete picture of response procedures and suspicious activities, which can help them identify and target criminal organizations more effectively. One overlooked benefit of collaboration is that it can help build trust between agencies and law enforcement, and the communities served. During critical incidents, familiarity between responders and each other’s capabilities can maximize effectiveness.⁸⁷ In Uvalde, the responding law enforcement agencies did not collaborate on the scene. The lack of collaboration led to confusion and “chaos,” described in the Texas House of Representatives Robb Elementary School report.⁸⁸ If the agencies in Uvalde had

⁸³ Adams and Anderson, 128.

⁸⁴ Schnobrich-Davis, “Regionalization of Selected Police Services,” 5.

⁸⁵ Schnobrich-Davis, 30.

⁸⁶ Schnobrich-Davis, 47.

⁸⁷ Jonathan George, “Standardization of Specialization: Regional Task Force Swat Team Response to Critical Incidents” (master’s thesis, Naval Postgraduate School, 2020), 1, <https://www.hsdl.org/c/view?docid=850291>.

⁸⁸ Burrows, Moody, and Guzman, *House Investigative Committee*, 8.

collaborated before and during the Robb Elementary School shooting, the outcome could have been much different.

Collaboration enables agencies to enhance public safety by improving service quality for communities within their jurisdiction while managing resources. A partnership allows agencies to respond more effectively to changing circumstances and emerging threats while allocating resources to where they are needed most.⁸⁹ Law enforcement agencies can benefit from sharing resources and more efficiently using personnel. The goal is public safety, and through the benefits stated above, a response organization can improve the service provided to its stakeholders.

Collaboration is about problem-solving, which could mean many things in homeland security, from decision-making on critical incidents to planning. Straus writes that problem-solving is heuristic, meaning there is no one way to solve a problem.⁹⁰ He continues, “Likewise, there is no right way to collaborate. At best, collaborative problem solving is an educated trial-and-error process.”⁹¹ Leaders in concurrent jurisdictions can evaluate different means of collaboration to improve the effectiveness and efficiency of the response organization.⁹² Collaborating with other agencies expands the leader’s knowledge base to make tactical decisions.

The overall goal is to form a partnership that can solve problems. In Uvalde, the Consolidated Independent School District Police penned an Active Shooter Plan that specifically addressed partnerships with local law enforcement.⁹³ The plan states, “Local law enforcement agencies are invited to come to any of our campuses while they are on patrol. UCISD provides free breakfast or lunch to law enforcement personnel visiting our campuses.”⁹⁴ Even though the plan invited other agencies within Uvalde’s concurrent

⁸⁹ Abbott, “The Benefits Of,” 25.

⁹⁰ David A. Straus and Thomas C. Layton, *How to Make Collaboration Work: Powerful Ways to Build Consensus, Solve Problems, and Make Decisions* (Oakland, CA: Berrett-Koehler Publishers, Incorporated, 2002), 34, ProQuest.

⁹¹ Straus and Layton, 34.

⁹² Adams and Anderson, *Mastering Leadership*, 93.

⁹³ Burrows, Moody, and Guzman, *House Investigative Committee*, 14.

⁹⁴ Burrows, Moody, and Guzman, 15.

jurisdiction to tour and visit their campuses, no evidence of organized training exists. The report highlights that “law enforcement and its training, preparation, and response shares systemic responsibility for many missed opportunities on that tragic day.”⁹⁵ Without coordination and cooperation, no collaboration can take place. The lack of on-scene coordination costs lives when the partnership fails to materialize.

E. CONCLUSION

This chapter demonstrates that efficiency and effectiveness are fundamental to a robust homeland security response. By measuring and improving efficiency, agencies can ensure the optimal use of limited resources and fulfill their mission to protect the nation and its citizens. Agencies can leverage strengths, share knowledge, and collectively address homeland security's complex and evolving challenges through collaboration.

Collaboration in a response organization can lead to organizing and directing resources and personnel to effectively respond to and manage a crisis or emergency. Collaboration can further improve response and incident management by coordinating communication between different agencies and organizations, the deployment of such resources as emergency personnel and equipment, and evacuation and other emergency response procedures. Collaboration can ensure that a law enforcement or homeland security response is well-organized, practical, and efficient. By promoting collaboration, agencies can achieve greater efficiency and effectiveness by leveraging shared resources, expertise, and intelligence. Collaboration improves threat detection, rapid response, and effective prevention and mitigation strategies within a response organization. The partnership enhances communication, strengthens community engagement, and builds public trust, creating a more resilient and united homeland security response.

⁹⁵ Burrows, Moody, and Guzman, 9.

III. COLLABORATION THROUGH CONSOLIDATION

This chapter explores consolidation to promote collaboration among law enforcement entities to improve effectiveness and efficiency. Specifically, it discusses consolidation methods, including complete and functional consolidation, providing an understanding of their implementation. Furthermore, it examines the benefits of merging, including cost-savings through reduced operating costs and overtime, improved police services with better products, consistent policies and procedures, unified leadership, lower crime rates, and reduced response times. Additionally, consolidation eliminates duplication of efforts, optimizing resource allocation. The present analysis discusses consolidation's drawbacks—for example, lost autonomy—and instances where promised benefits are not realized, including higher costs, lower police services, and increased crime rates. Within the examined law enforcement consolidations, this chapter uncovers that the drawbacks exceeded the benefits.

When evaluating critical incidents, successes and failures are the response measures. The success or failure of a critical incident, which necessitates multi-agency responses, relies heavily on the levels of collaboration among the involved parties.⁹⁶ The Department of Homeland Security recognized the need for collaboration in the National Preparedness Goal published in 2015. As an operational coordination goal, the report set forth to “establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.”⁹⁷ Although the report requires establishing operational structures and processes, it does not provide a framework for how law enforcement agencies should institute these practices.

⁹⁶ Jardine, “The Impact of Incentives,” 9.

⁹⁷ Department of Homeland Security, *National Preparedness Goal, Second Edition* (Washington, DC: United States. Department of Homeland Security, 2015), 6, <https://www.hsdl.org/c/view?docid=787774>.

A. METHODS OF CONSOLIDATION

The IACP identifies two primary forms of law enforcement consolidation, complete and functional. Complete consolidation, which involves merging two or more law enforcement entities into one joint agency, is the most comprehensive form of this practice.⁹⁸ New York City provides a notable example of complete consolidation, where three independent police agencies merged to form a single, more efficient law enforcement entity. Similarly, at the state level, on July 12, 1995, the California State Police merged with the California Highway Patrol, streamlining operations and reducing costs. Beyond local and state levels, even the federal government employed consolidation following the 9/11 terrorist attacks, merging 22 agencies to create the Department of Homeland Security. Although complete consolidation is a powerful approach, functional consolidation has also gained popularity. The latter involves integrating specific functions of multiple police departments into centralized units, leading to increased efficiency and improved community services. This chapter will explore law enforcement consolidation's various aspects and benefits, examining both complete and functional consolidation. This chapter will evaluate examples of law enforcement consolidations to help determine the impact of these approaches on law enforcement agencies.

1. Full Consolidation

Full consolidation is a complete form of merging law enforcement agencies in which two or more agencies form one joint law enforcement agency. As referenced earlier, New York City merged three independent police agencies into one law enforcement entity. According to [nyc.gov](https://www.nyc.gov), this move “consolidated functions and established a more efficient and better-coordinated police agency.”⁹⁹ The merger brought together the 4500-officer Transit Police and the 2500-officer Housing Police, with the city police force numbering

⁹⁸ International Association of Chiefs of Police, *Consolidating Police Services*, 1–2.

⁹⁹ New York City Police Department, “Transit, Housing & Transportation - NYPD,” New York City Police Department, accessed February 9, 2023, <https://www.nyc.gov/site/nypd/bureaus/transit-housing/transit-housing-landing.page>.

31,000.¹⁰⁰ The newly formed department was responsible for all policing in the city, including the subways and housing projects, and its goal was to improve law enforcement effectiveness and efficiency in New York City.¹⁰¹ This merger had a direct impact on the way policing was offered to specific stakeholders throughout the city.

On the state level, a complete law enforcement agency consolidation occurred around the same time as in New York City. In 1995, the California legislature approved the merger of the California State Police with the California Highway Patrol.¹⁰² At the time, the California State Police employed 269 police officers compared to the Highway Patrols' 5713 officers.¹⁰³ The merger did not increase the number of officers of the California Highway Patrol but increased its responsibility by assuming the patrol duties of the State Police. Cal.gov said the merger would decrease governmental expenditures and operations' efficiency.¹⁰⁴ After being shelved numerous times, "the reductions in state fiscal resources and a focused effort to streamline government agencies and operations prompted a revival of the CSP/CHP consolidation concept."¹⁰⁵ This example of a cost savings consolidation lowered the overall police service provided to a specific stakeholder.

These examples demonstrate that law enforcement consolidation occurs at the local, state, and federal levels. In 2002, after the terrorist attacks of 9/11, the United States federal government merged 22 agencies to create the Department of Homeland Security. According to the Department of Homeland Security, its mission was to "further coordinate

¹⁰⁰ "New York City Fiscal History-Police Department," New York City Independent Budget Office, accessed February 24, 2023, <https://ibo.nyc.ny.us/RevenueSpending/nypd.html>.

¹⁰¹ *Investigations, and the Resolution of Failed Financial Institutions: Testimony before the Subcommittee on General Oversight*, 103rd Cong. 2 (1994) (statement of Rudolph Guiliani Mayor New York City Police Department). 72.

¹⁰² "Merger of the Highway Patrol and the State Police," Cal.gov, accessed February 10, 2023, <https://www.chp.ca.gov/home/about-us/the-history-of-the-california-highway-patrol/milestones-in-time/merger-of-the-highway-patrol-and-the-state-police>.

¹⁰³ Cal.gov.

¹⁰⁴ Cal.gov.

¹⁰⁵ Cal.gov.

and unify national homeland security efforts, opening its doors on March 1, 2003.”¹⁰⁶ The example shows a consolidation that occurred on a federal level and touted the unification of homeland security efforts but may still lower services provided to specific stakeholders.

2. Functional Consolidation

Functional consolidation of police departments involves the integration of specific functions or operations of two or more police departments—for example, dispatch or crime lab services—into a single, centralized unit.¹⁰⁷ This approach also aims to increase efficiency, reduce costs, and improve services provided to the community. It differs from a complete consolidation that merges entire departments into one organization, keeping departments more or less distinct and separate otherwise. Agencies and their stakeholders often favor functional consolidation because it is less disruptive to the community.

Many police departments have functionally consolidated operations. In 1991, League City, Texas, partnered with the nearby cities of Pearland and Alvin to form a multi-agency response team to handle high-risk tactical incidents. CART, or Combined Agency Response Team, comprises police officers from all three departments trained and equipped to respond to barricaded persons, civil disturbances, high-risk warrants, hostage incidents, and suicidal persons. League City Police Department states that the functional consolidation of multiple agencies “allows for the operation costs to be offset, eliminating cities bearing the burden of costs alone.”¹⁰⁸ Functional consolidation may offer operational cost savings without lowering the police service provided to specific communities.

B. SUCCESSES OF LAW ENFORCEMENT CONSOLIDATION

Federal, state, and local governments should judiciously use taxpayers’ dollars. Although creating efficiency in government is essential, it should hamper effectiveness.

¹⁰⁶ U.S. Department of Homeland Security, “Creation of the Department of Homeland Security | Homeland Security,” U.S. Department of Homeland Security, accessed May 19, 2023, <https://www.dhs.gov/creation-department-homeland-security>.

¹⁰⁷ International Association of Chiefs of Police, *Consolidating Police Services*, 1.

¹⁰⁸ “SWAT & Combined Agency Response Team (CART) | The League City Official Website!,” League City Police Department, accessed February 14, 2023, <https://www.leaguecitytx.gov/620/SWAT-Combined-Agency-Response-Team-CART>.

No matter the size of the jurisdiction, leaders throughout the country evaluate how they can provide services to their residents more efficiently and effectively. They must audit the delivery of these services to increase efficiency without reducing effectiveness. All levels of government look for ways of consolidating services beyond law enforcement. Communities share resources and services to improve trash pick-up and snow removal efficiently and effectively. Agencies should weigh the advantages and disadvantages of such agreements and measure results to determine whether consolidation might improve the service provided. While researching what can be shared, agencies agree on objectives and present them to the community to show that the benefits outweigh the drawbacks. Some of the more commonly identified benefits are cost savings, improved police services, unified leadership, lower crime, and reduced duplication of effort. In the 1995 merger of police departments in New York City, Mayor Giuliani stated that the consolidation plan would “better city policing and make it more efficient.”¹⁰⁹ The city administrators agreed, arguing that consolidating smaller departments into a much larger city police force would lower policing costs and improve services.¹¹⁰ The city administrators may not have considered the impact the merger may have on the agencies that were losing their dedicated police service.

The most significant benefit touted by leaders or consultants hired to evaluate the consolidation of police services is lowering costs and creating a more efficient police agency. Ciccanti cited consultants involved in law enforcement consolidations that it would deliver a more efficient police service.¹¹¹ This benefit is enticing and, on the surface, is a no-brainer. The main reason for consolidation remains financial, and promises that consolidating services will result in lower operating costs and reduced labor costs. Lowering labor costs often means fewer personnel to perform tasks in the community, leading to fewer services available.

¹⁰⁹ Alan Finder, “Giuliani’s Plan to Unite Police Approved by Transit Agency: Agreement Reached on Merging Police Forces,” *New York Times*, January 28, 1995, ProQuest.

¹¹⁰ Finder.

¹¹¹ Ciccanti, “Exploring the Failed,” 2.

Often, labor and operating cost reductions account for these savings. Smaller police departments usually become targets for mergers with their neighboring, larger departments. In New York City, the city government pressured the Transit Police to agree to the merger by threatening to withhold \$320 million in funding.¹¹² By eliminating the smaller department, the municipality can shed such operating expenses as police vehicles, facilities, maintenance, and equipment. Further savings come from labor costs. Depending on the plan, eliminating positions leads to additional savings in payroll, overtime, pensions, and other fringe benefits. These savings give the appearance of efficiency by reducing budgets to offer an improved service.

In 2009, two jurisdictions in southern New Jersey explored the consolidation of police services.¹¹³ The plan was to consolidate the Medford Township Police Department with the Medford Lakes Police Department into one entity. The stated purpose of the consolidation study was “to determine if the sharing of police services between the two municipalities would save taxpayer dollars while providing more efficient and effective service.”¹¹⁴ In the first year, the study presented a projected savings of \$662,379 to Medford Lakes. This number represented savings of \$426.24 based on an average home assessment of \$148,000.¹¹⁵ To achieve this result, the report recommended eliminating the Medford Lakes Police Department and transferring all police services to the Medford Township Police Department. The plan states that the merger would not require additional police officers to maintain adequate police protection of Medford Lakes, resulting in no additional tax burden to the residents of Medford Township. In the end, the departments decided not to consolidate. The jurisdictions cited financial obligations on the citizens of Medford Lakes and a decrease in the quality of service.¹¹⁶ The one example cited in Ciccanti’s work was the personal services provided by the smaller agency, Medford Lakes,

¹¹² Finder, “Giuliani’s Plan.”

¹¹³ Ciccanti, “Exploring the Failed,” 73–75.

¹¹⁴ Salmon Ventures Limited, *Feasibility Study for Shared Police Services* (Medford Township, NJ: Medford Township, NJ, 2009), 44.

¹¹⁵ Salmon Ventures Limited, 44.

¹¹⁶ Ciccanti, “Exploring the Failed,” 137.

for example, carrying an older person's trash to the curb.¹¹⁷ The fear of losing these services contributed to the decision not to consolidate.

Cost savings are enticing, especially during uncertain economic times. However, the cost saving must support maintaining, if not improving, police services provided to the community.¹¹⁸ Departments must determine whether the cost savings produces a more effective and efficient police department. On paper, studies point to building a better policing product by merging several services and creating a consistent approach. A uniform system of policing includes marrying policies and procedures between the consolidating agencies. In the Medford/Medford Lakes example, the consolidation improved police services by providing Medford Lakes access to such specialized units as the detective bureau, K9 unit, and Special Response Team (SRT).¹¹⁹ The fact that Medford Lakes would now have access to equipment and services that it did not before the merger should have led to improved effectiveness.

Another means of improving police services through consolidation is unifying police leadership. By combining leadership, the new police department can draw from both sets of experiences and methods of policing. Cited during the New York City merger hearings, NYPD benefitted from the expertise the Housing Police brought in such areas as vertical patrols, named for the housing police's method of patrolling down busy stairwells and long hallways of high-rise city housing projects.¹²⁰ The Housing Police also had long experience in bicycle patrols and had developed first-rate domestic violence and anti-graffiti programs.¹²¹ The new leadership team had to forge a mission to provide improved police services to all municipalities involved in the consolidation.

¹¹⁷ Ciccanti, 159.

¹¹⁸ Ciccanti, 5.

¹¹⁹ Ciccanti, 74.

¹²⁰ Fritz Umbach, *The Last Neighborhood Cops: The Rise and Fall of Community Policing in New York Public Housing* (New Jersey: Rutgers University Press, 2011), 45, <http://ebookcentral.proquest.com/lib/ebook-nps/detail.action?docID=862759>.

¹²¹ *Investigations, and the Resolution of Failed Financial Institutions: Testimony before the Subcommittee on General Oversight*, 103rd Cong. 2 (1994) (statement of William Bratton, Commissioner New York City Police Department), 114.

Stakeholders, including the community's residents, will also assess and gauge the effectiveness of a police consolidation, ultimately measuring its success based on improved service, often using the crime rate as a key indicator. Reductions in crime dominate police departments' claims of success and are the most readily available outcome measure.¹²² Consolidations face scrutiny over whether they lowered crime.¹²³ The benefits mentioned will gain public acceptance only if there is no significant increase in the crime rate. The studies recommending consolidation must show that it will reduce crime and costs.¹²⁴ Ultimately, this measure is what the stakeholders will view when evaluating the efficiency or effectiveness of a consolidated police service.

Another benefit cited in the consolidation study is faster response times, often associated with reducing the overall crime rate. Convincing a resident or stakeholder that a consolidated police force could be more efficient when response times are slower than before the consolidation would be nearly impossible. Response time determines how many minutes and seconds it takes for an officer to arrive at an emergency after 911 receives the call. Nationally, police departments arrived on the scene of an emergency within 5 minutes of the call just 26.6% of the time.¹²⁵ The Salmon Ventures study of the two southern New Jersey municipalities noted that in 2006, Medford Lakes Police Department arrived at emergency calls within 5 minutes 98.1% of the time. Medford Township performed considerably lower at 68.2%.¹²⁶ When using response times as a measure of law enforcement efficiency, both municipalities must maintain or improve their response times to claim a more efficient and effective law enforcement agency.¹²⁷ Higher response times of responding units can result in several drawbacks, including reduced criminal

¹²² Malcolm Sparrow, "Measuring Performance in a Modern Police Organization - New Perspectives in Policing," *Harvard Kennedy School Program in Criminal Justice Policy and Management*, March 2015, 2, <https://www.ojp.gov/pdffiles1/nij/248476.pdf>.

¹²³ International Association of Chiefs of Police, *Consolidating Police Services*, 9.

¹²⁴ International Association of Chiefs of Police, 13.

¹²⁵ Salmon Ventures Limited, *Feasibility Study for Shared Police Services*, 20.

¹²⁶ Salmon Ventures Limited, 20.

¹²⁷ Salmon Ventures Limited, 36.

apprehensions and prolonged wait times for critical assistance during emergencies within the community.

As previously noted in this thesis, the motivation for police consolidation is often rooted in cost-saving measures, emphasizing the importance of a comprehensive examination of all available methods. Related to cost savings is reducing duplication of effort, another often-cited benefit of consolidation by police leaders with the IACP, which is easily explained to stakeholders when discussing possible mergers.¹²⁸ Duplication of action in law enforcement refers to a situation where two or more agencies work on the same task independently without coordinating their efforts or sharing information. This overlap can result in a waste of time, resources, and energy, as well as clarity and consistency in the outcome. For example, agencies often staff and supply numerous special units. These units can include SWAT, K9, Criminal Investigations, and records management. Each one of these agencies spends money and resources to perform tasks independently. Consolidating these units can benefit agencies by improving information sharing, lowering personnel and material costs, and allowing officers to perform other tasks. Duplication of effort can be costly and counterproductive. Law enforcement agencies need to communicate effectively to avoid such duplication of effort. This communication can prevent overlapping investigations through intelligence sharing and provide a cost-benefit by coordinating resource procurement called Group Purchasing Organizations. A GPO “leverages the collective buying power of its members to secure discounted prices from suppliers and retailers.”¹²⁹ Collaboration allows agencies to implement systems and processes that promote coordination and information sharing.

C. FAILURES OF LAW ENFORCEMENT CONSOLIDATIONS

Although law enforcement often pursues consolidation to improve efficiency and effectiveness, drawbacks associated with such endeavors can result in reduced efficiency and effectiveness. This section explores the potential disadvantages of mergers in the law

¹²⁸ International Association of Chiefs of Police, *Consolidating Police Services*, 1.

¹²⁹ “What Is a GPO? | Group Purchasing Organizations Explained,” Una, accessed May 19, 2023, <https://whatisagpo.com/>.

enforcement context and how they reduce efficiency and effectiveness. Two key concerns include lost autonomy and the failure to realize promised benefits, including higher costs, lower police services, and potentially higher crime rates. Understanding these disadvantages is crucial for policymakers and stakeholders involved in decision-making processes regarding law enforcement consolidations, as it allows for a more comprehensive evaluation of the potential impacts and trade-offs involved in such initiatives. By considering both the advantages and disadvantages, policymakers can make more informed decisions that strike a balance between the goals of efficiency and maintaining effective law enforcement services.

The most enticing and commonly cited benefit is that consolidation will save the municipalities money. Unfortunately, initial costs and labor contract obligations may make these savings happen. Complete consolidation of police agencies requires an initial outlay of funds. The amount of funds needed varies depending on what is necessary to make the new department uniform. For example, suppose the consolidation calls for an entirely new agency. In that case, the agency must buy new badges, uniforms, and patches and add the new department name on all marked police vehicles. Other significant outlays may include radios, firearms, training, and facility upgrades. As Wolverton points out, “It doesn't take a CPA to realize that for the one-time cost of new branding, new uniforms, new vehicles, new training manuals, etc., a town could pay for its police force for years.”¹³⁰ Advocates for police consolidations often underestimate the initial costs needed to complete a merger and how long it will take to show a cost-saving benefit.

In 2000, Louisville, Kentucky, leaders examined the benefits of a merger with other police departments within Jefferson County, leading to a complete consolidation of the two entities on January 1, 2003. As with many other proposed police department mergers, the city administrators touted vast cost savings.¹³¹ After reassigning responsibilities and

¹³⁰ Joe Wolverton, “Police Consolidation: The End of Local Law Enforcement,” *The New American*, October 8, 2012, 28, ProQuest.

¹³¹ Cyndy Hogan, “Louisville, Jefferson County Vote To Merge Governments.,” *National Cities Weekly*, November 2000, <https://www.thefreelibrary.com/Louisville%2C+Jefferson+County+Vote+To+Merge+Governments.-a067832429>.

reassessing needs, the new consolidated police department reduced the number of patrol divisions. In another attempt to save on costs, civilian employees took over some police positions.¹³² According to Steve Conrad, former assistant chief of police in Louisville, “the savings they were promised never materialized.”¹³³ Conrad said the merger was a budgetary disaster and cost over \$100 million; he blamed the increase on the cost of new communication equipment, new healthcare plans, and other benefits. Although cost savings may eventually occur, as shown in this example, waiting to see those savings may take considerable time.

In 1995, two villages in Wisconsin merged to form the Fox Valley Metro Police Department. A third village, Combined Locks, in 2011, joined the villages of Kimberly and Little Chute. The population served by the newly consolidated police force was approximately 20,000 residents. Cost savings were the main driver for the consolidation, with initial estimates showing that the merger would generate roughly \$100,000 annually.¹³⁴ However, the merged entity never realized the projected cost savings. According to Maher, in a study published in *Public Administration Quarterly*, not only did the consolidation not generate funding, but it also increased annual costs for the village residents. Maher’s analysis showed that “Little Chute’s annual average real police protection operating expenditures rose from \$121 per capita (years 1987–1994) to \$247 per capita (years 1995–2009). Average annual operating costs also rose for Kimberly from \$139 per capita (1987–2004) to \$169 per capita (1995–2009).”¹³⁵ The raise in per capita spending for police protection in both communities shows another instance where police consolidation has increased costs rather than the intended reduction.

As previously discussed in the context of law enforcement mergers, in 1995, Mayor Rudolph Giuliani successfully merged three separate police departments to create the nation’s largest police force. The merger combined the Transit and Housing Police with

¹³² Wolverton, “Police Consolidations,” 27.

¹³³ Wolverton, 27.

¹³⁴ Craig S. Maher, “A Longitudinal Analysis of the Effects of Service Consolidation on Local Government Expenditures,” *Public Administration Quarterly* 39, no. 3 (2015): 402, <https://link.gale.com/apps/doc/A438371875/AONE?u=googlescholar&sid=googleScholar&xid=02dd4d84>.

¹³⁵ Maher, 403.

the New York City Police Department. In 1994, Congressional hearings reviewed Mayor Giuliani's plan to merge the police forces. In the hearing, Giuliani testified,

I must also emphasize the cost efficiency of merging. Right now taxpayers are paying for a whole host of redundant functions at the New York City Police Department and the Housing Police. We are paying for two public information officers. We are paying for two payroll officers. We are paying for two personnel officers. We are paying for two support services divisions. We are paying for two legal staff. By combining the departments, officers assigned to these redundant tasks can be reassigned to enforcement positions.¹³⁶

New York City Housing Police Chief Joseph Lake later testified in support of the mayor's plan, pointing out the duplication of efforts leading to inefficiencies that cause a less cost-effective method of providing police services.¹³⁷ The goal of the Giuliani administration was to build a more efficient and effective law enforcement agency by merging three separate police departments.

To evaluate the New York City police consolidation, we examined several factors to ascertain whether the merger improved the service provided to the community. According to the New York Independent Budget Office, in 1994, the staffing of the three police agencies was 38,571 sworn police officers. After the merger, the staffing numbers dropped to 36,429.¹³⁸ The budget for the newly consolidated police force rose by \$200 million from 1994 to 1995 while seeing a decrease of nearly 2000 sworn police officers.¹³⁹ The duplication of effort mentioned by both Chief Lake and Mayor Giuliani focused mainly on civilian staff, which dropped by approximately 400 after the merger. In 2021, the New York City Police budget swelled from \$1.8 billion, pre-merger, to \$5.3 billion.¹⁴⁰ This spike occurred while staffing dropped to 34,858 sworn officers, marking a nearly 4000

¹³⁶ *Investigations, and the Resolution of Failed Financial Institutions: Testimony before the Subcommittee on General Oversight*, 103rd Cong. 2 (1994) (statement of Rudolph Giuliani Mayor New York City Police Department). 9.

¹³⁷ *Investigations, and the Resolution of Failed Financial Institutions: Testimony before the Subcommittee on General Oversight*, 103rd Cong. 2 (1994) (statement of Joseph Lake, Chief New York City Housing Police Department). 90.

¹³⁸ New York City Independent Budget Office, "New York City Fiscal History-Police Department."

¹³⁹ New York City Independent Budget Office.

¹⁴⁰ New York City Independent Budget Office.

officer decrease from pre-merger. Surprisingly, the civilian staff to make up the most significant savings grew from 6611 personnel in 1995 to over 14,000 in 2021.¹⁴¹ The data shows that the actions taken by Mayor Giuliani to improve efficiency in the New York City Police Department failed and led to a higher budget, fewer officers, and more civilian staff.

Despite examples of police department consolidations that netted a financial and budgetary windfall, research demonstrates a majority fail. Municipalities and other authorities responsible for providing safety and security advertise cost savings. Administrations often sell law enforcement consolidations to stakeholders as being fiscally responsible while improving or maintaining the level of service offered. Usually, after approving the consolidation, costs quickly balloon to satisfy labor contract obligations and establish interoperability between consolidating agencies. Studies show that agencies often take years to realize a minor, if any, financial benefit. If the leaders of municipalities do not thoroughly investigate and prepare for consolidating police services, its biggest drawback may be the most significant proposed benefit.

A merger can also affect police performance. After the Louisville Police Department consolidated with the Jefferson County Police Department to form the Louisville Metro Police Department in 2003, homicides increased by 157% by 2017.¹⁴² In 2007, the Indianapolis Police Department unified with the Marion County Sheriff's Department. Leaders from both agencies sought savings to improve the efficiency and effectiveness of policing in Indianapolis. According to a local news investigation, a report showed cost savings never materialized seven years later. The report stated that the expected consolidation to "combine the patrol and investigative responsibilities of IPD and MCSO into the new Indianapolis Metropolitan Police Department, would save \$300,000 through better management, \$1.3 million in reduced facilities and fleet costs, \$1.5 million in support services, \$1.4 million in budget efficiencies and \$4.3 million in personnel

¹⁴¹ New York City Independent Budget Office.

¹⁴² "Historical Homicide Data 1960 – 2017," Louisville Metro Police Department, 2017, <https://www.louisville-police.org/ArchiveCenter/ViewFile/Item/105>.

costs.”¹⁴³ Not only did the consolidation not save money, but the merger also increased spending and resulted in 100 fewer officers than pre-consolidation. The data for the police consolidation in Louisville show that it failed on multiple fronts, leading to higher crime, increased costs, and fewer officers.

Traditionally, established strategies exist to enhance the quality of service delivered by a police agency. Again, to measure effectiveness, the consolidation should have improved or maintained the level of the police service provided to the community.¹⁴⁴ The police service relates to the safety of the community and its crime rate. The standard model of policing includes such measures as an increased number of officers, randomized patrols, rapid response to incidents, follow-up investigations of crimes, and arresting criminals.¹⁴⁵ More recently, focused deterrence, intelligence-led policing, and hot-spot policing have reduced crime. Police consolidations can assess these established strategies to ascertain whether they can enhance or more effectively implement these theories to improve police service.

As seen in Louisville, the police consolidation in Indianapolis also did not lower crime. In 2006, the year before the police consolidation, the number of violent crimes recorded in Indianapolis was 960. Twelve years later, in 2018, the city experienced 1273 violent crimes. During the same period, from 2006 to 2018, the homicide rate in Indianapolis climbed from 17.48 to 18.46. Indianapolis is another example of a police consolidation that did not save the taxpayers money or lower crime. As seen in Louisville, the police consolidation in Indianapolis did not produce a more efficient or effective law enforcement agency.

The drawbacks to law enforcement consolidations appear to refute the benefits often advertised by government leaders. These drawbacks suggest more research on the actual costs and effects of the merger on a community. One seemingly overlooked

¹⁴³ Russ McQuaid, “Study of 2007 IMPD Merger Shows No Money Was Saved,” Fox 59, July 16, 2014, <https://fox59.com/news/only-on-fox59-study-of-2007-impd-merger-shows-no-money-saved/>.

¹⁴⁴ Salmon Ventures Limited, *Feasibility Study for Shared Police Services*, 1.

¹⁴⁵ Rachel Santos, *Crime Analysis with Crime Mapping* (Newbury Park, California: SAGE Publications, Inc, 2022), 41, https://www.sagepub.com/sites/default/files/upm-binaries/46974_CH_3.pdf.

drawback of law enforcement consolidation is the loss of autonomy. Realistically, a police consolidation may result in an underserved community. Before a consolidation, an entity focuses primarily on the concerns of a community. As consolidation occurs and depending on the size and scope of the mergers, an area will lose resources. The newly consolidated police department will deploy assets to where they are most needed, leaving lower crime and less needy locations with fewer police services. The result of police consolidation is that some stakeholders in the community experience a lower level of police service.

The loss of autonomy affects specialized police agencies more. Law enforcement agencies responsible for policing such jurisdictions as mass transit, colleges, universities, public housing, school districts, government installations, and others lose the ability to focus on the priorities of that organization. A newly consolidated police agency will set new priorities to provide a safe community for a given population. The level of police service rarely increases for smaller jurisdictions. The lower-level crimes and quality of life issues once managed by a smaller, more focused police force now get overshadowed by more pressing criminal activity.

Ciccanti examined the impact of law enforcement consolidations on smaller agencies in a study of why police consolidations fail. One of his case studies was two towns in New Jersey, Collingswood and Woodlynne. Woodlynne was the smaller of the two jurisdictions. Soon after the consolidation, Collingswood officials began receiving “continued complaints from officials from Woodlynne that there was a lack of visibility of Collingswood officers patrolling certain parts of Woodlynne. In addition, police officials received other complaints that Collingswood officers were not providing equal attention to Woodlynne.”¹⁴⁶ In return, Collingswood officials made numerous complaints that “the Collingswood officers were being forced to concentrate too much of their manpower in Woodlynne and it was causing the residents of Collingswood to suffer.”¹⁴⁷ The two municipalities battled further when Collingswood complained that providing police services to Woodlynne was draining financial resources. This example shows that the

¹⁴⁶ Ciccanti, “Exploring the Failed,” 129.

¹⁴⁷ Ciccanti, 130.

police services offered to Collingswood were reduced due to the added responsibility of policing Woodlynne.

Law enforcement consolidations have apparent successes and failures. Initially, New York City obtained victories by merging funding of all three police agencies and streamlining leadership. Other mergers lowered costs by reducing the personnel and resources needed to provide police services. Over time, the drawbacks emerged, resulting in failures. In the consolidations evaluated, measures of police effectiveness and efficiency began to show weaknesses that led to losses. The departments eventually abandoned the merger in Collingswood and Woodlynne, N.J., forcing Woodlynne to reestablish its police department. The consolidations showed that the initial gains eventually led to lower agency effectiveness and efficiency. Table 1 shows the successes and failures of law enforcement consolidation.

Table 1. Successes and Failures of Law Enforcement Consolidation

<u>Advantages of Consolidation</u>	<u>Disadvantages of Consolidation</u>
Cost-savings	Lost Autonomy
- Reduced Operating Costs	- Smaller agencies suffer
- Reduced Overtime	- Shift in policing priorities
Improved Police Services	Unintended Consequences
- Better product	- Higher costs
- Consistent policies and procedures	- Lower Police Services
- Unified leadership	- Higher Crime
- Lower Crime	
- Lower response times	
Reduced Duplication of Effort	

D. CONCLUSION

In conclusion, this chapter delves into consolidation to enhance collaboration among law enforcement entities to improve efficiency and effectiveness. While various consolidation methods are explored, including complete and functional consolidation, the benefits and drawbacks of such approaches are scrutinized. The chapter underscores that consolidation often fails to deliver the anticipated benefits, with cost savings frequently falling short and promised improvements in police services not materializing. Moreover, the loss of autonomy and potential negative impacts on specialized agencies highlight consolidation challenges. Consequently, the findings suggest that alternative methods of fostering collaboration within response jurisdictions may yield more successful outcomes. The examples and case studies presented emphasize the significance of

meticulous planning, effective change management, and transparent communication in achieving successful collaboration.

IV. AN ALTERNATIVE TO CONSOLIDATION

In law enforcement and homeland security response, collaboration, and resource sharing have emerged as powerful strategies to enhance the effectiveness and efficiency of agencies. The shared resources model, designed to promote cooperation among law enforcement agencies within the same or adjoining jurisdictions, offers consolidation benefits while preserving participating agencies' autonomy. This model facilitates the exchange of such resources as funding, equipment, personnel, services, and facilities among law enforcement entities, leading to savings, improved response protocols, and better coordination. By fostering flexibility and customization, the shared resources model can accommodate traditional and specialized law enforcement agencies, allowing them to optimize their operations while collectively building an efficient and effective response to law enforcement and homeland security challenges.

This chapter introduces and evaluates the shared resources model to determine its advantages while exploring sharable resources and examining the challenges and opportunities for implementing collaborative law enforcement efforts. Additionally, it discusses the Southeastern Massachusetts Law Enforcement Council (SEMLEC), exemplifying the benefits and success of a shared resources model. The objective is to gain valuable insights into how law enforcement agencies can work in harmony to ensure the safety and security of the communities they serve.

A. WHAT CAN BE SHARED?

Leaders who support law enforcement consolidations generally do so to cut costs and save money. Sharing such funding sources as grants and forfeitures and streamlining budgets can also achieve this benefit. Federal grants are available for all types of law enforcement agencies. In 2023, the Department of Justice offered numerous opportunities to receive additional funding to supplement law enforcement budgets. Just one, the Community Oriented Policing Services (COPS) grant provides funding for the COPS Hiring Program (CHP), Community Policing Development (CPD), Community Policing Development (CPD) Microgrants, Implementing Crisis Intervention Teams, Accreditation,

the School Violence Prevention Program (SVPP), the Anti-Heroin Task Force (AHTF), the COPS Anti-Methamphetamine Program (CAMP), the Law Enforcement Mental Health and Wellness Act (LEMHWA) Program, Preparing for Active Shooter Situations (PASS) Program and Coordinated Tribal Assistance Solicitation (CTAS).¹⁴⁸ Grants for law enforcement agencies that police mass transit, public housing, universities, ports, and other critical infrastructure are also available. For instance, the Federal Emergency Management Agency (FEMA) offers several emergency preparedness grants, including the Transit Security Grant Program (TSGP). According to FEMA, the TSGP “provides funding to eligible public transportation systems (which include intra-city bus, ferries and all forms of passenger rail) to protect critical transportation infrastructure and the traveling public from terrorism and to increase transportation infrastructure resilience.”¹⁴⁹ Although this funding is discrete, its use can benefit the entire response organization. Assets seized in forfeitures and other budgetary allocations are other sharable funding streams. Through alternate funding streams such as grants, agencies can coordinate funding that they would typically not have access to. If properly managed, this additional funding can benefit the entire response organization to fill budget gaps and increase operational capabilities.

Managing funding within the entire response organization prevents duplicate purchases and maximizes all funding sources. Each agency within the response organization can contribute funds for such budget-line items as equipment, personnel, services, and facilities. Certain types of equipment are essential for specialized tasks within law enforcement and homeland security responses. The shared resources model evaluates equipment needs to determine whether sharing items might lower costs because equipment duplication between agencies is wasteful. Agencies can use cost savings to purchase other needed equipment or divert it to another expense. This approach will maximize all revenue streams available to all agencies within the concurrent jurisdiction.

¹⁴⁸ “Department of Justice Grants Program Plan,” U.S. Department of Justice, accessed March 24, 2023, <https://www.justice.gov/dojgrantsprogramplan>.

¹⁴⁹ “Transit Security Grant Program,” FEMA, accessed March 24, 2023, <https://www.fema.gov/grants/preparedness/transit-security>.

The most extensive and expensive resource within the response organization is personnel. Sharing this resource effectively and efficiently is crucial to any homeland security or law enforcement response. In a shared resources model, personnel sharing between jurisdictions allows communities to keep their people and retain police protection. Using the Collingswood, N.J. example, independent police departments already shared limited resources and personnel before the merger. But using the shared resource model might have been preferable. By managing the resources and personnel better, both municipalities could have had the opportunity to increase their effectiveness while maintaining autonomy to address issues specific to that community.

Another shareable resource pertains to departmental functions and services. Sharing police services differs from the IACP definition of a shared services consolidation, in which law enforcement agencies consolidate police functions. In a shared resource model, departments retain their autonomy and continue to serve their specific stakeholder. A shared resource model combines shared equipment and personnel to benefit all agencies involved. Shareable services include computer software (maintenance), laboratory services, expertise, and other training to assist in investigations and other processes.

Along with services, facilities are another shareable resource between agencies to induce cost savings. Throughout the country, police agencies share detention facilities and provide prisoner housing to many jurisdictions. Following this model, other facilities, for example, shooting ranges, training areas, impound yards, evidence rooms, and storage areas, are all shareable, and doing so would reduce budgetary expenditures. Table 2 shows what can be shared by law enforcement agencies.

Table 2. What Can Be Shared

<u>What Can Be Shared</u>	<u>Examples</u>
Funding	- Grants
	- Forfeitures
	- Budgets
Equipment	- Vehicles
	- Communication systems
	- Collective Purchasing Groups
Personnel	- Officers
	- Investigators
	- Forensic experts
Services	- Specialized units (SWAT, K9, etc.)
	- Crime analysis
	- Training programs
Facilities	- Police stations
	- Forensic labs
	- Detention centers
	- Evidence storage facilities
	- Communication centers
	- Training facilities

B. ADVANTAGES OF A SHARED RESOURCE MODEL

The purpose of any consolidation or shared agreement is to encourage collaboration between agencies that often work side by side. The shared resource model generates the benefits of law enforcement consolidations and integrates them into a law enforcement and

homeland security response without losing dedicated police service for stakeholders. Law enforcement collaboration has several operational benefits, including intelligence sharing, interagency training, consistent response procedures and policies, and event planning and readiness.¹⁵⁰ Good collaboration leads to effective planning and efficient response and involves every level of the organization.¹⁵¹ Sharing resources is a force multiplier of experience and expertise, leading to a more effective and efficient organization.

Information is a vital component of collaboration. The information must pass freely between agencies so each organization can plan for and contribute to an event's response.¹⁵² In a shared resource model, information, data, and intelligence sharing are the building blocks determining what each agency can offer others. Intelligence sharing allows agencies to provide previously unknown information, contribute to an investigation or operation, and prevent conflicting operations. Lee stated, "Opening the doors to agency data sharing will automatically lead to interagency collaboration. Data sharing accelerates law enforcement investigations by allowing agencies to search information outside their agency reliably, helping catch criminals and reduce crime."¹⁵³ The sharing of information is essential to all aspects of law enforcement operations. Collaboration facilitates the exchange of information, paving the way for further sharing of resources.

Intelligence sharing does not just pertain to data and investigative leads but also serves as a conduit for sharing knowledge, experience, and jurisdictional expertise. When the three law enforcement agencies merged in New York City, officers and leadership needed to rely on one another for institutional knowledge of the other's primary jurisdiction. During the 1994 Congressional hearing, a community member testified against the police merger, citing a letter authored by Commissioner Bratton a few years earlier. In the letter, Bratton opposed merging the Transit Police with the City Police. Bratton pointed out the uniqueness of transit policing, saying, "A takeover is a bad idea

¹⁵⁰ PowerDMS, "Interagency Collaboration in Law Enforcement."

¹⁵¹ PowerDMS.

¹⁵² PowerDMS.

¹⁵³ Joshua Lee, "How Data Sharing between Agencies Can Reduce Crime," Police1, April 29, 2019, <https://www.police1.com/police-products/investigation/investigative-software/articles/how-data-sharing-between-agencies-can-reduce-crime-FydUnLIGCBWGFEd/>.

because the key to making the subway safe is what he called transit-specific tactics, and the tactics should draw upon the knowledge and the capabilities of a high-quality police force with vast subway policing experience.”¹⁵⁴ The Housing Police expressed the same concerns. Specific tactics used in policing public housing—for example, special “vertical patrols” and community policing—could end, making the force less, not more effective.

A productive law enforcement response organization requires that its components understand their roles and responsibilities. The department will have a critical need for institutional knowledge and experts when a system is more complicated. The benefit of a shared resource model is allowing these components to become experts in their jurisdictions, mastering the unique tactics needed to respond to critical incidents.

The shared resource model recognizes and exploits the need for expertise in a specific area of policing. Building relationships is the cornerstone of the shared resource model that produces collaboration. When agencies in the response organization possess jurisdictional knowledge, other components must seek them out for guidance. This guidance takes the form of interagency training. In this way, the shared resource model offers an advantage over consolidations and mergers by establishing subject matter experts with a stake in the jurisdictions served. Interagency training allows partner agencies to share knowledge and build crucial relationships during emergencies. Knowing the experts improves incident management by identifying everyone’s roles in a unified command structure. Jonathan George refers to this as familiarity.¹⁵⁵ George notes that “the arrival on the scene of advanced tacticians who are familiar with each other and understand roles and responsibilities is paramount to the success of a region’s law enforcement response model.”¹⁵⁶ The shared resource model promotes the sharing of institutional knowledge and expertise that expands the capability of the entire response organization. Knowing where

¹⁵⁴ *Investigations, and the Resolution of Failed Financial Institutions: Testimony before the Subcommittee on General Oversight*, 103rd Cong. 2 (1994) (statement of William Bratton, Commissioner New York City Police Department).

¹⁵⁵ George, “Standardization of Specialization,” 38–39.

¹⁵⁶ George, xv.

to go for tactical expertise when operating in an unfamiliar environment is crucial to a successful outcome of an emergency incident.

Through training, policies and procedures can be shared and standardized. Often in these particular police jurisdictions, personnel need to understand hazards, rules, and other systems to respond to an incident effectively and efficiently. All responding agencies must consider these hazards and regulations when establishing emergency response plans and procedures. More importantly, maintaining a coordinated response demands uniform policies. George advises, “Tactics, governing law, and procedures that have been learned over many years will need to be adjusted to a system that allows for a consistent, predictable response from every participant.”¹⁵⁷ Uniform policies and institutional knowledge improve the response organization's chances to mitigate a critical incident successfully.

Often special events require the coordination of regional and concurrent jurisdictions. The shared resource model benefits agencies in several ways regarding event planning. Shared resource models, for example, Law Enforcement Councils (LEC), “provide a means for coordinating activities among multiple law enforcement agencies that can assist in damaging events that exceed the capabilities and resources of any one agency, thereby delivering a regional resource for area police departments.”¹⁵⁸ Recognizing special events’ impact on all law enforcement agencies in a region or concurrent jurisdiction is essential. A shared resource model offers the benefit of an organized plan coordinating equipment, personnel, and other resources.

Coordination is a by-product of a shared resource model. Coordination prevents confusion during incident responses by determining leadership roles, tasks during deployments, and interoperability of teams and equipment. A shared resource model should include a mechanism for determining a response incident's leadership and command structure. The model assists in making this determination by building working relationships and establishing subject matter experts for specific responses. The agencies that participate

¹⁵⁷ George, 77.

¹⁵⁸ Schnobrich-Davis, “Regionalization of Selected Police Services,” 3.

in the response organization defer to the subject matter expert making the command structure more efficiently organized. Failures during the Uvalde active shooting incident showed that command and control suffer without coordination.

The shared resource model also boosts routine law enforcement and homeland security deployments. Sharing resources can allow better coordination of typical law enforcement activities such as narcotics operations, criminal investigations, quality of life enforcement, and traffic control. Coordinating efforts in various deployments ensure proper staffing and safety measures while planning an operation. Deconfliction activities can guard against investigations interfering with existing processes. Nyhus explains, “Everyone who participates in the investigative effort would benefit from eliminating information silos. For law enforcement to be successful, agencies must work together and share information; while deconfliction systems help keep officers safe, they also bring agencies together.”¹⁵⁹ Coordinating law enforcement activities not only improves the overall police service provided but eliminates dangerous situations of law enforcement confusion.

Interoperability is one of the more critical coordination elements of the shared resource model. It can take many forms, including response equipment and communication components. In a shared resource model, every agency can use the equipment or service purchased in the response organization. Although often associated with communication, interoperability should encompass equipment as well. As Rando put it,

The concept and definition of interoperability are not limited to communications but needs to be applicable to our public safety/emergency services/first response agencies and their personnel. The collaborative and interoperable first responder community is an essential commodity when responding to an asymmetric, high-threat event such as a hybrid tactical violence or coordinated attack situation.¹⁶⁰

¹⁵⁹ Brian Nyhus, “Danger Close: The Need for a Nationwide Deconfliction and Notification System for All Law Enforcement Agencies” (master’s thesis, Naval Postgraduate School, 2020), xvii, <https://www.hsaj.org/articles/16859>.

¹⁶⁰ Frank Rando, “Integrated Public Safety/Rescue Task Force Approach Needed for Tactical Ultraviolence, Hybrid and Coordinated Attacks - HS Today,” Homeland Security Today, September 2022, <https://www.hstoday.us/subject-matter-areas/law-enforcement-and-public-safety/integrated-public-safety-rescue-task-force-approach-needed-for-tactical-ultraviolence-hybrid-and-coordinated-attacks/>.

This coordination can serve another purpose by forming regional purchasing groups to gain a cost-benefit buying in bulk. No matter its form, interoperability within a response organization allows different agencies to communicate effectively and exchange equipment as needed.

Communication is one of the trickiest elements of law enforcement coordination. As shown in New York City, it did not deliver a reliable communication system until twenty years after the police merger, costing upwards of \$100 million.¹⁶¹ Although underground communications make New York City a particular case, all agencies within the response organization need to communicate with each other. Less expensive methods exist, for example, operating on the same radio frequency or distributing radios to agencies within the network. After clearing this hurdle, the department has limitless opportunities to coordinate and share resources.

What makes a shared resource model distinctive, and its most critical asset, is allowing agencies to maintain their autonomy. The cases in this thesis demonstrate the downsides of consolidating police agencies and how, too often, doing so leads to one or more agencies losing the ability to customize a police service for a specific need. Autonomy grants an agency, whether a specialized police force or a smaller community, the opportunity to police and enforce issues within its jurisdiction. The merger in New York City eventually led to fewer Transit Police officers enforcing transit-specific crime. Such crimes as fare evasion are less serious in a major city like New York, but it causes the Transit Authority to lose \$500 million.¹⁶² To combat the problem, the Transit Authority began to employ security guards to deter fare evasion. The Transit Authority maintains an autonomous force in Philadelphia, focusing on fare evasion and other quality-of-life crimes that plague particular police jurisdictions. The benefits of maintaining an independent police force while participating in a shared resource model are evident.

¹⁶¹ Ashley Southall, "Radio Upgrade to Link New York Officers in Subway and on Street," *The New York Times*, March 3, 2016, <https://www.nytimes.com/2016/03/03/nyregion/radio-upgrade-to-link-new-york-officers-in-subway-and-on-street.html>.

¹⁶² Clayton Guse, "MTA, NYPD Struggle to Rein in Rising Fare Evasion on NYC Buses, Subways," *Police1*, September 10, 2022, <https://www.police1.com/transit-police/articles/mta-nypd-struggle-to-rein-in-rising-fare-evasion-on-nyc-buses-subways-JuKcScLkr42Ml6jo/>.

The last benefit is the ease of implementation. A shared resource model comprises formal and informal agreements between agencies. An informal arrangement between agencies may suffice, depending on the scope of the shared resources. These agreements are typically limited to training sessions, work groups, and taskforces and involve little to no expenditure. Informal arrangements can be easier to enter and can act as a starting point for building relationships and entering into more formal agreements. Once the agencies begin to work together and share resources, signing more formal contracts may become necessary.

Formal agreements take shape as a memorandum of understanding (MOU) and a memorandum of agreement (MOA). Each participating agency signs these documents that describe the shareable service, equipment, or personnel, the terms for sharing, and the staff involved. After determining the need for a more formal agreement, the broader, less specific of the two is in the memorandum of understanding or MOU. The MOU lays out the general concepts of mutual understanding. It will define the goals, plans, and resources the agencies share.¹⁶³ In contrast, a memorandum of agreement or MOA describes in detail the responsibilities of each agency and what each party expects. These agreements will become necessary as the deals become more involved, and the agency's governmental bodies may even require them. Table 3 shows the advantages of a shared resource model.

¹⁶³ Will Kenton, "Memorandum of Understanding (MOU) Defined, What's In It, Pros/Cons, MOU vs MOA," Investopedia, March 18, 2023, <https://www.investopedia.com/terms/m/mou.asp>.

Table 3. Advantages of a Shared Resource Model

<u>Benefits</u>	<u>Examples</u>
Collaboration	- Intelligence sharing
	- Interagency training
	- Harmonized policies and procedures
	- Collaborative event planning
Coordination	- Coordinated incident response
	- Unified leadership
	- Strategic resource deployments
	- Interoperability of systems
Autonomy	- Maintaining individual control of AOR
	- Individual agencies still able to customize service
Economic	- Cost savings
	- Resource optimization
	- Enhanced efficiency

C. CHALLENGES OF IMPLEMENTING A SHARED RESOURCE MODEL

Although implementing some shared resource model concepts is easy, some challenges exist. Edmonson illustrates the impacts of jurisdictions on police thinking, “Law enforcement agencies have been segregated by jurisdiction and, in many cases, attitudes. The unfortunate reality that existed in the police culture was a mindset of city limits versus

county or parish limits versus state lines versus the role of federal law enforcement.”¹⁶⁴ The goal is collaboration, which is readily understood. People and organizations work together to accomplish a common goal. Comiskey writes that these people or organizations “sense or know that they can achieve more together than they can alone.”¹⁶⁵ Comiskey points to two characteristics that hinder interagency collaboration: “Organizations like individuals naturally focus on their self-interests and sometimes to their detriment.”¹⁶⁶ The second hindrance, according to Comiskey, is that “while stakeholders may have common goals and understand the need to collaborate with others to achieve their goals, they are likely to have different ideas about how the goals and objectives should be achieved.”¹⁶⁷ The biggest challenge is convincing leadership of the need to share resources.

One of the benefits of sharing resources to improve interagency collaboration, as opposed to consolidation, is that police agency leadership, especially in smaller agencies, can manage plans and resources without a significant disruption in operations. Mergers, however, usually come from recommendations and even mandates from governmental bodies. The IACP notes that these recommendations typically result from “spending thousands of dollars to hire consultants to conduct a study and recommend for or against consolidation.”¹⁶⁸ To help maintain departmental autonomy and ensure that an agency can customize service to its specific jurisdiction, a shared resource model leads to far less disruption than any other method studied to achieve law enforcement collaboration.

The challenge will remain to gain support and demonstrate the benefits of one agency sharing resources with another. The IACP uses a framework to judge interest in consolidation that can help determine whether agencies want to share resources. These goals include,

¹⁶⁴ Mike Edmonson, “Law Enforcement Partnerships: Now the Norm, Not the Exception,” *Police Chief Magazine*, August 1, 2013, <https://www.policchiefmagazine.org/law-enforcement-partnerships-now-the-norm-not-the-exception/>.

¹⁶⁵ John Comiskey, “Interagency Collaboration,” in *Theoretical Foundations of Homeland Security*, ed. James Ramsay and Keith Cozine (New York: Routledge, 2020), 100.

¹⁶⁶ Comiskey, 100.

¹⁶⁷ Comiskey, 100.

¹⁶⁸ International Association of Chiefs of Police, *Consolidating Police Services*, 4.

- Inform participants of preliminary information on sharing resources to allow them to decide whether sufficient reason supports the dialogue and continued study and evaluation of the shared resource option.
- Identify the issues to resolve before making an informed decision about sharing resources.
- Identify the necessary steps before planning and implementing a shared resource model.¹⁶⁹

Ascertaining interest and demonstrating the benefits of participating in a shared resources agreement will help ascertain interest in moving forward. Agency buy-in will ultimately decide the fate of any consolidation or shared resource model, but interagency dependency is real. The shared resource model formalizes the process and can determine other benefits that can be achieved. Interagency dependence breeds cooperation and collaboration as the method becomes formalized and agreements are made.

D. EXAMPLE OF A SHARED RESOURCE MODEL

One example of a shared resource model is New England’s Law Enforcement Council. It comprises a “consortium of law enforcement agencies operating in partnership within a region to promote and enhance public safety.”¹⁷⁰ A law enforcement council delivers a “specialized service to support member agencies while maintaining local control, with the goals of increasing member agencies’ ability to respond effectively to long- and short-term incidents and enhance the performance, skills, and ability of agency personnel.”¹⁷¹ The New England Law Enforcement Council shows how sharing resources can be successful and a viable alternative to consolidation and mergers of police agencies.

Likewise, the Southeastern Massachusetts Law Enforcement Council (SEMLEC). SEMLEC describes itself on its website as a “mutual aid consortium comprised of resources from the police departments of 30 cities and towns. Each member commits a portion of resources from its agency to SEMLEC, available to member police departments to increase and improve their capabilities and capacities.”¹⁷² SEMLEC comprises many

¹⁶⁹ International Association of Chiefs of Police, 5.

¹⁷⁰ “SEMLEC,” SEMLEC, accessed April 21, 2023, <https://semlec.com/>.

¹⁷¹ SEMLEC.

¹⁷² SEMLEC.

units of a participating agency. Deployments of SEMLEC include emergency response, special events, ceremonies, or other events as needed. These units include SWAT, Motorcycle Unit, Critical Incident Stress Management, Search and Rescue, Anti-Crime, K9, and a marine unit. The benefits of a law enforcement council are comparable to consolidation.

In Southeastern Massachusetts, law enforcement agencies realize consolidation benefits without losing autonomy. SEMLEC claims the following benefits,

- **Local Control** – As the accountable authority in a community, police chiefs and their personnel often must respond to emergencies and critical events. These police officials know their jurisdiction and can best set up command-and-control law enforcement operations in their communities. A law enforcement council makes available resources, knowledge, and personnel that supplement existing jurisdictional resources while ensuring the local police chief remains in command of police operations.
- **Personnel Reserve** – SEMLEC agencies can multiply their sworn police personnel almost immediately. Operational units are available to all member chiefs; protocols are in place to summon personnel for special needs.
- **Resource Expansion** – SEMLEC offers police departments more significant access to resources like technology, the purchase of which is often cost-prohibitive for one agency that may have a critical but limited use. Equipment purchased by SEMLEC is available for use by any department that needs it.
- **Knowledge Multiplier** – Law enforcement councils offer many opportunities to share knowledge with partner agencies. SEMLEC delivers training at low or no cost in crucial topics as desired by members, and the opportunities for chiefs and their personnel to participate in SEMLEC units and programs increase their experience and knowledge and, subsequently, bring that knowledge back to their agency.
- **Collective Purchasing** – The collective size of SEMLEC positions the organization to negotiate for goods and services at more competitive prices, often resulting in discounts and savings for member agencies.
- **Specialization** – There are over 18,000 law enforcement agencies in the United States. Approximately 85 percent have fewer than 24 sworn police officers. Agencies must efficiently manage the limited resources they have to police their communities. Most, if not all, focus on the basics of policing: patrol, 911 response, and criminal investigation of such “traditional” crimes as assault, rape, larceny, auto theft, burglary, etc. Specialized skills are limited, as there is little time to make

personnel available for training and other requirements to maintain those skills.

- **Officer Retention** – Police officers with expanded opportunities and challenges will likely remain with their agencies. Law enforcement councils provide local officers with options typically only available in larger city agencies.
- **Networking and Mentoring for Police Leaders** – Police chiefs in the region can meet regularly, discuss community issues, exchange ideas and knowledge, and learn from each other.¹⁷³

E. CONCLUSION

Collaboration between law enforcement agencies that share jurisdictional responsibilities has clear advantages. Law enforcement collaboration aims to build a more effective and efficient response to emergency incidents. This chapter introduced a comprehensive method of attaining the association's stated goals, achieving the benefits of law enforcement consolidation. A Resource Sharing model in Massachusetts, a law enforcement council, offers jurisdictions a cost-benefit, a more effective police service to a larger area, better-trained personnel, and the added benefit of officer retention. All the collaborations demonstrated in the Massachusetts example are achievable while allowing municipalities to retain local control.

The shared resources model offers a promising alternative to consolidation in law enforcement and homeland security response. By fostering collaboration and resource sharing among agencies within the same or adjoining jurisdictions, this framework enhances effectiveness and efficiency while preserving the autonomy of participating entities. This chapter explored shareable resources under the shared resources model, including funding sources, equipment, personnel, services, and facilities. By efficiently managing funding and sharing equipment, agencies can save costs while optimizing their operations. Personnel sharing allows for the effective deployment of law enforcement resources without compromising community safety. Moreover, sharing departmental functions, services, and facilities streamlines operations and reduces budgetary expenditures.

¹⁷³ SEMLEC.

The advantages of the shared resource model deliver operational benefits. Intelligence sharing, interagency training, standardized response procedures, and event planning and readiness all contribute to a more coordinated and effective response to law enforcement and homeland security challenges. The model promotes familiarity and expertise within specific jurisdictions, enabling agencies to become experts in their areas of policing, leading to more effective incident management. This model addresses individual communities' needs by allowing agencies to maintain autonomy while fostering regional collaboration.

Convincing leadership of the need to share resources and collaborate can be complex and is the chief challenge to implementation. Agencies may focus on their self-interests, but overcoming interagency differences and promoting a common goal may overcome these issues. The shared resources model remains viable for enhancing law enforcement and homeland security response. By fostering collaboration, resource sharing, and maintaining agency autonomy, this model can lead to more efficient and effective responses to ensure the safety and security of the communities served. As law enforcement agencies face new challenges, the shared resources model offers an adaptable and cooperative approach to meet these demands and build a safer future for all.

V. CONCLUSION

This thesis examined the fundamental pillars of efficiency and effectiveness in homeland security and law enforcement response organizations. It highlighted the significance of measuring and improving efficiency to optimize the use of limited resources and measuring and enhancing effectiveness to protect the nation and its citizens. Collaboration is crucial in organizing and directing resources and personnel during crises or emergencies, leading to well-organized and efficient law enforcement and homeland security responses.

The thesis explored consolidation as a means of collaboration among law enforcement agencies, presenting complete and functional consolidation as methods with anticipated advantages such as cost-savings, improved services, standardized policies and procedures, unified leadership, and reduced crime rates. However, it also acknowledged the challenges and disadvantages associated with consolidation. Real-world examples and case studies provided valuable insights into the application and impact of consolidation as a collaboration method, emphasizing the importance of careful planning, effective change management, and clear communication to address challenges and maximize benefits. The studies provided in this thesis determined that police consolidations can lead to additional financial burdens, such as the police radio upgrades needed in New York City to allow all officers to be able to communicate. Other studies showed that the police consolidations had the opposite effect than intended and lower the police service provided. A study conducted in New Jersey revealed that complete abandonment of police consolidation was necessary to ensure effective and efficient policing for the community. The analysis consistently underscores the significance of police collaboration in ensuring efficient law enforcement services. It highlights the vital need to pinpoint a collaboration approach that minimizes its effect on the community and introduces the shared resource model.

The thesis introduced the shared resource model as an alternative to consolidation, allowing collaboration while maintaining local control and customized policing. The outcomes highlight the model's effectiveness, weighing stakeholder interests and holding open discussions to ensure agency participation. The thesis identified critical topics for

discussion on how to share resources. It proposed the establishment of a memorandum of understanding and a memorandum of agreement as necessary steps to a formal partnership. Coverage emphasized evaluation mechanisms to address deficiencies and ensure the success of the shared resource model.

This chapter outlined the advantages of the shared resource model, including cost savings, collaboration, consistent policies, and improved response capabilities. The thesis recommends that law enforcement agencies consider this model before pursuing complete or functional consolidations because it mitigates autonomy-related concerns and inconsistent results. Further research must explore community partnerships, business and commercial partnerships, and the impact of law enforcement collaboration on leadership decision-making, enhancing understanding of effective collaboration in the field.

In summary, this thesis underscores the importance of efficiency and effectiveness through the collaboration of homeland security and law enforcement response organizations. By embracing collaboration, then evaluating the most appropriate methods of reaching common goals, agencies can strive for greater efficiency, effectiveness, and public safety while optimizing resource utilization. The findings of this thesis provide valuable insights for policymakers and practitioners seeking to enhance the effectiveness and efficiency of law enforcement and homeland security response efforts.

A. RECOMMENDATIONS

Leadership in law enforcement agencies has a duty to their stakeholders to evaluate performance to determine the need for improvement, such as increasing effectiveness while becoming more efficient. While assessing the agency, leaders should consider improving effectiveness and efficiency through collaborations and partnerships with agencies in concurrent jurisdictions. This thesis addressed methods of strengthening law enforcement collaboration. Before law enforcement agencies undertake complete or functional consolidations, they ought to thoroughly evaluate whether a shared resources model can realize the benefits assumed by agency consolidations.

Initial Evaluation should first determine the effectiveness and efficiency of their organizations and their typical response to emergency incidents. The agency should create

criteria to measure efficacy and efficiency. Evaluators should identify deficiencies to investigate and determine areas for improvement and how to do so. Options should include improvements the agency can make in reducing costs, services provided to stakeholders, and to overall police effectiveness that are available through collaboration with another law enforcement agency.

Engagement and collaboration with other law enforcement agencies is a general practice nationwide. This thesis focused on the level of collaboration and how to finetune that collaboration to improve response capabilities. All collaboration begins with engaging with other organizations to determine what each can offer the other. Deficiencies and issues should be shared, followed by an open and transparent dialog. Since law enforcement agencies are not the only entities with a stake in these discussions, other community and government organizations must have a voice. Meeting with these organizations can open additional avenues of collaboration.

The benefits of law enforcement collaboration are evident, and the jurisdiction determines its method and level. This thesis concludes that consolidation is not the most effective approach to law enforcement collaboration, as merging entities with the aim of reducing costs and enhancing services has often resulted in increased costs and diminished service quality. Increased costs and the reduction of the quality of service provided occurs through the elimination of the agency's capacity to specialize in the services provided. This thesis strongly recommends exploring the benefits of a shared resource model to determine whether it might achieve benefits without consolidation. Surveying other models, notably a shared resource model, before committing to a more disruptive and complete reorganization such as consolidation might save many headaches, money, and time.

B. IMPLEMENTATION

This thesis searches for methods to effect law enforcement collaboration. The methods discussed range from consolidation and mergers to sharing resources, as shown in the law enforcement council example. This thesis aims to identify the benefits of law enforcement collaboration and determine the best way to reach those goals while limiting negative consequences. The shared resource model proved to be the most effective method

of achieving the benefits of collaboration while maintaining local control. This local control allows customized policing and agencies to focus on specific issues unique to their jurisdiction. Maintaining local control while improving a jurisdiction's overall effectiveness and efficiency only counts when law enforcement agencies can adequately implement a model and begin sharing resources.

The first step toward implementing a shared resource model is to gauge interest and begin a conversation. Unlike other collaboration methods, such as consolidation, informal discussions do not require the expensive studies consultants often perform. The IACP notes that the most missed step is evaluating existing agency support when inspecting law enforcement collaboration.¹⁷⁴ The IACP added, "Jurisdictions must first gauge if law enforcement personnel, local and county officials, and citizens want to proceed and if such a step is feasible politically and financially."¹⁷⁵ The inclusion of stakeholders can initiate constructive discussions and the initiation of collaboration methods, all without requiring any financial commitment from stakeholders or entities.

The IACP cautions against using consultants in the earliest steps of the planning and discussion process. The IACP explains that using outside consultants makes police agencies and other stakeholders feel that others want to proceed without prior or further internal discussions.¹⁷⁶ These early discussions aim to create an open forum where agencies think they have a say in the process. Determining a list of stakeholders and officials included in any discussions regarding implementation is an essential step.¹⁷⁷ These stakeholders must develop a set of questions and challenges that any shared resource agreement may encounter. At this point, the IACP recommends establishing goals for the meeting. These goals should include,

- Inform participants of preliminary information on a shared resource model to allow them to decide whether sufficient reason supports continuing the dialogue and study to evaluate the option.

¹⁷⁴ International Association of Chiefs of Police, *Consolidating Police Services*, 4.

¹⁷⁵ International Association of Chiefs of Police, 4.

¹⁷⁶ International Association of Chiefs of Police, 4.

¹⁷⁷ International Association of Chiefs of Police, *Consolidating Police Services*.

- Identify the issues that need resolution to make an informed decision about sharing resources.
- Identify the necessary steps for planning and implementing a shared resource model.¹⁷⁸

As Chapter IV demonstrated, a list of topics to discuss and address when attempting to implement a shared resources model includes:

What is shareable?

- Equipment
- Personnel
- Facilities
- Functions
- Costs

How does this improve the service provided?

- Interoperability
- Cross-training of officers
- Shared expertise
- Consistent policies
- Improved relations between officers

How does this improve response capabilities?

- Access to specialized equipment
- Consistent procedures

¹⁷⁸ International Association of Chiefs of Police, 5.

- Familiarization
- Better command and control

These topics are a framework for developing how the shared resource model will function. The IACP submits various interrelated concerns to implementing a shared resources model when discussing law enforcement consolidation.¹⁷⁹ Concerns from stakeholders are inevitable. IACP states that different stakeholders and disciplines generate various problems, including,

1. General Concerns

- How would a cost-benefit analysis be carried out? How does a shared resource model compare to consolidations, and which one fared better in such studies?
- Would the collaboration cause a move in a new direction philosophically? Should it?
- Would the collaboration affect any other element of the criminal justice system? How?
- How would a shared resource model respond to the growth of the city, county, and region?
- What would happen to the individual agencies as they knew them?

2. Political Concerns

- Who would make the critical decisions about the collaboration process?
- How could the process be designed to ensure stakeholders have a role in decision-making?

3. Operational Concerns

- Would the quality of service provided to residents rise or fall?
- How would the sharing of resources eliminate duplication of services?

4. Administrative Concerns

- How will law enforcement leadership roles be established?
- How would the shared resource model create an equitable management plan for the new agency?

¹⁷⁹ International Association of Chiefs of Police, 7.

5. Financial Concerns

- Would sharing resources cause taxpayer costs to increase or decrease?
- Are there hidden costs that make the collaboration more expensive than expected?
- Which is considered the better taxpayer option, consolidation or a shared resource model?
- How could stakeholders manage funds to balance public safety and spending concerns?

6. Personnel Concerns

- How would job assignments of officers and civilian employees be changed?
- Will a shared resources model affect recruitment and retention?

7. Legal Concerns

- What contractual issues would arise when agencies collaborate and share resources?
- What other legal issues would arise?¹⁸⁰

If the group reaches a consensus and recognizes the benefits of sharing resources, the process can further determine the agencies that wish to participate. If need be, at this point, agencies can undertake feasibility studies to ascertain shareable resources.¹⁸¹ This study will further prove the cost-benefit and improvement of service and response capability by entering into a shared resource model.¹⁸² Regardless of whether a commissioned investigation or not, the group must begin composing an outline of broad understanding. A memorandum of understanding or MOU should start to answer the above questions and outline the agreement and collaboration.¹⁸³ Opening the discussion and recognizing the opportunity to share resources begins a collaboration.

In the MOU, agencies can begin to agree on shareable resources. This agreement should cover equipment, personnel, facilities, functions, and any cost of sharing these

¹⁸⁰ International Association of Chiefs of Police, 7–8.

¹⁸¹ International Association of Chiefs of Police, 8.

¹⁸² International Association of Chiefs of Police, 8.

¹⁸³ Kenton, “Memorandum of Understanding (MOU) Defined, What’s In It, Pros/Cons, MOU vs MOA.”

resources. Determining the expertise of each participating agency is essential for determining where each agency can be most effective. The MOU should assess which policies and procedures demand evaluation and modification. Informational sessions might select the type of cross-training needed to enhance the service provided by each agency. Shared functions need to be understood.

After creating an agreed-upon MOU, the next step is to draft a more specific memorandum of agreement. The MOA will expound on the shared resources and who in the group will participate. This agreement must be more expansive to examine all the necessary considerations. The MOA should have a mechanism to evaluate the effectiveness of the shared resource group. This evaluation ensures the discovery of deficiencies and addresses administrative and operational issues. With an MOA in place and agreed upon by all participants, it remains essential to evaluate the model to find new processes to share continually. The most important aspect of this evaluation is to discover whether the shared resource model is working as intended. Is the jurisdiction operating more efficiently, effectively, administratively, and operationally by sharing resources? If the answer is no, administrations should reassess processes. If agencies cannot make improvements, agencies might consider dissolving the partnership.

The final advantage of a shared resource model is the less complicated dissolution process. In the case of a consolidation, leaders may stay in a less effective model because of the financial commitment in instituting the merger. New York City, the police service provided to its residents was more effective with three autonomous law enforcement agencies. At the cost of millions of dollars to consolidate, taxpayers may hesitate to agree to reestablish shuttered police agencies at additional charges. In a shared resource model, few costs accompany creating the partnership.

C. ADDITIONAL RESEARCH

As noted, the extent of law enforcement sharing and collaboration is infinite. Agencies that deploy a shared resource model should research other avenues of cooperation and the unintended consequences of the model. Additional research includes,

- **Community Partnerships:** Additional research might identify the most effective strategies for promoting collaboration and building trust between law enforcement agencies and the communities they serve. By working together, law enforcement agencies and community members can identify and address crime and safety issues more effectively, ultimately making communities safer and more secure. In a shared resource model, the partnership should research what the public and law enforcement can appropriately share to improve a response organization's effectiveness and efficiency.
- **Business and Commercial Partnerships:** Effective collaboration between law enforcement agencies and businesses depends on ensuring all stakeholders have the knowledge and skills to work together effectively. Additional research is needed to identify how to cultivate these partnerships and the benefits to each party.
- **Improved Leadership:** Agencies should research whether law enforcement collaboration improves leadership decision-making.

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