

HOW WILL COMMUNITY GROWTH IMPACT STAFFING IN A MID-SIZE  
URBAN LAW ENFORCEMENT AGENCY BY 2009?

A project presented to  
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Peace Officer Standards and Training

By

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

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

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

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

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CHAPTER ONE  
ISSUE IDENTIFICATION

Introduction

This project examines the question, “How will community growth impact staffing in a mid-sized urban law enforcement agency by the year 2009?” It considers that there is, or at least ought to be, a relationship between growth and staffing levels in a mid-size law enforcement agency and will focus on the Indio Police Department as its model agency. It postulates that growth and staffing compete for the same resources. Therefore, the project will review resources and examine alternative strategies to impact funding.

Because there are inadequate resources for people to accomplish all they want to accomplish, scarcity exists. Even governments must compete for limited resources, and many municipalities struggle to do more with less. Citizens are expecting more service from government but are less willing to fund the additional services. Elected officials pressured by constituent demands in turn pressure professional government workers to keep them in office by the delivery of timely, efficient and cost effective services. Municipal law enforcement professionals have felt this pressure as much or more than other local government service providers. This increasing pressure has led municipal police departments to flatten their staffing structure, and in some cases eliminate entire levels of management. This was a trend in the 1990s, which many departments in the medium size range used to generate cost savings.

This leads us to the question of how sufficient funding to meet staffing needs in a rapidly growing community is the foundation for better management and delivery of better service. Explosive community growth will impact the staffing of any mid-size agency, and this issue will

be analyzed to provide future law enforcement managers and leaders with a blueprint for addressing growth and its impact on staffing.

As communities continue to grow, with rapid expansion of residential units, there is a perception within the community that new housing units will provide a sufficient level of tax revenues to pay for government services. The history of taxes and fees and their relationship with California voters and local governments has been filled with much anxiety over the years. There have been several funding mechanisms used to fund local governments and public safety. They include impact fees, community facilities districts, and special taxes. None of these fees and taxes are new ideas; some were established in the 1920s, as evidenced by the U.S. Department of Commerce's Standard Planning Enabling Act of 1922.<sup>1</sup> Impact fees were first used to manage growth and urban sprawl. Impact fees have also been used for many years in utilities and enterprise funds in the form of connection fees, system development charges, or buy-in fees.

The resurgence of impact fees is caused by several factors working in concert to generate new sources of financing to provide public facilities associated with growth. The revival of impact fees as a form of growth control has also led to increased use of the fees, according to city of Indio Planning Director Susan Williams in an interview conducted on January 24, 2004.

#### Historical Perspective

This project will be using Indio Police Department as a model. The Indio Police Department is currently policing 61,000 residents, with a projected growth of 10% per year for the next 7 years. From 1983 through 1998 the city of Indio had a growth rate of less than 1.5%. Therefore, past city planners projected a built-out population ranging from only 59,000 to 61,000

residents. They did not anticipate current projections that the population is expected to build to between 95,000 and 105,000 residents.

Many mid-size cities in California have experienced explosive growth in population; the state's population has increased 17.7% since 1992. California mid-size cities have benefited from the longest economic expansion in U.S. history.<sup>2</sup> The city of Indio has not benefited from the past economic expansion that occurred in the 1990s. Residents in the past were seeking housing that cost less than in many other regions of California, and businesses were looking for lower costs than could be found in places like Los Angeles and Orange Counties, but have not chosen Indio for relocation due to lack of housing and commercial/industrial parks.

Throughout the strong sustained economic growth of the 1990s, cities made significant gains at reversing several decades of decline. Older central areas of mid-size cities saw resurgence as crime declined and new housing opportunities increased residential populations. Enormous investments were made in the infrastructure and housing in central neighborhoods in an effort to enhance the quality of life while increasing both the value and the attractiveness of property.<sup>3</sup>

The taxpayer revolt of the 1970s, led by California's Proposition 13, has been credited with (or been responsible for, depending upon your perspective) the increase in fees charged by public agencies. On June 6, 1978, nearly two-thirds of California's voters passed Proposition 13, reducing property tax rates on homes, businesses, and farms by about 57%. The most important aspect of Proposition 13 was a requirement that all state tax rate increases be approved by a two-thirds vote of the legislature and that local tax rate increases must also be approved by a vote of the people. Proposition 13 enforced the ideal that the people's right to vote on tax increases is a key taxpayer protection.<sup>4</sup>

The decline in property taxes available for public projects has resulted in cities looking for alternative sources of revenue.<sup>5</sup>

California AB 1600, which became effective on January 1, 1989, regulates the way that impact fees are imposed on development projects. The city or agency imposing the fee must (1) identify the purpose of the fee; (2) identify the use to which the fee is to be put, including identifying the public facilities to be financed; (3) show a reasonable relationship between the public facility to be constructed and the type of development, and (4) account for and spend the fees collected only for the purposes and projects specifically used in calculating the fee.<sup>6</sup>

The dilemma that arises is that once rapid community growth begins, the vehicle for raising the fees is a complicated and drawn out process that takes about 18 months from beginning to completion. While the city begins the process of reviving development agreements for new residential and commercial developments, they enlist the cooperation of the developers. Once completed, the agreements exempt the developer from paying any of the increased development fees, which are then passed along to the purchaser. If the city ultimately begins to increase the development impact fees, the building industry will make a public appeal to the city to block increases. The public hearings portion of city council meetings is the usual venue for this appeal. This constant back and forth volley creates delays in implementing the increased impact fees, resulting in issuance of building permits based upon the old fee schedule.

Building permit fees represent the current revenue stream for staffing from community growth. The inherent problem with this mechanism as a funding source is that this money is a one-shot infusion and not ongoing. Once new construction stops, funding for the staffing of the department dries up and growth stops. Law enforcement is then tasked with the need to provide

a sufficient level of service without the ability to maintain the staffing of the department, personnel needs, and equipment requirements.

The lack of strong development impact fees, combined with the two-thirds requirement for tax increases, has the potential for becoming an obstacle to the management and staffing of the department. Law enforcement would certainly have to reduce the handling of calls for service, customer service, management and supervision, technology, and equipment needs. It would in effect result in less time expended on community issues.

Community leaders would be compelled to influence the electorate to impose taxes to ensure sustained levels of staffing, thus favorably impacting delivery of service.

In 1992 the State of California found itself in a serious deficit position. To meet its obligations to fund education at specified level under Proposition 98, the state enacted legislation that shifted partial financial responsibility for funding education to local government (cities, counties, and special districts). The state accomplished this by instructing county auditors to shift the allocation of local property tax revenues from local government to “Educational Revenue Augmentation Funds” (ERAFs), directing that specified amounts of city, county, and other local agency property taxes be deposited into this special fund to support schools.<sup>7</sup>

In fiscal year 2003-04, the annual impact of the ERAF shift results in a shortfall of some \$5.3 billion in the cities, counties, special districts, and the citizens they serve. Since its inception the ERAF shift has deprived local governments of more than \$44 billion. Counties have borne some 76 percent while cities have borne 16 percent.<sup>8</sup>

The state has provided some funding to local governments that it considers mitigation of ERAF. However, the vast majority of these funds are earmarked for particular purposes. Moreover, a relatively small portion of funds has gone to the cities. In 1992, California voters

approved Proposition 172, which provided sales tax funding for police, fire, and other public safety programs. Proposition 172 funds provide only \$2.4 billion annually to local government, leaving local citizens facing a \$2.9 billion net ERAF gap in FY 2003-04. Considering all state subventions that the Legislative Analyst defines as “ERAF mitigation,” the net ERAF impact in cities is \$616 million in the current year.<sup>9</sup>

These takeaways are the most serious threat to the mid-size law enforcement agency and its ability to deliver quality service. This obstacle, if it continues at the current pace, will significantly impact the quality of life and the attractiveness of local communities to business. City residents will experience the following consequences if the ERAF shift continues: Cuts will occur in human services, including parks, libraries and public safety; city residents will continue to see deferred maintenance on the public’s investment in its infrastructure street maintenance, sewer, and water; residents will see a reduction in reserves and greater reliance on debt rather than cash financing for capital.

All of this will come at a time when California’s population is growing rapidly and is creating demands for additional services and facilities. The city of Indio mirrors the same type of rapid growth the state has seen.

If the proposed ERAF shift continues and local funding for cities is not restored, it will cause a tremendous drain on law enforcement resources and services. Monies would not be available to continue replacing equipment and infrastructure because funds would have to be diverted from other budgets just to keep staffing and resources at a minimum. This loss of funding suggests somehow that the need for public safety to keep pace with community growth is not important and the quality of life would be jeopardized. This particular shift of ERAF

money is clearly a threat to an optimistic future as it relates to rapid community growth and staffing of the police department.

### Growth, Decline, and Crime

For at least the past thirty years, traditional policing has been challenged on a number of fronts. It would probably be an overstatement to describe the important changes now impinging on the way police managers approach their work as a revolution, but a fast-paced evolution is unmistakable.<sup>10</sup> Each step in this evolutionary process has implications for the organization and management of police departments, the performance of managerial functions, and the staffing levels of the department.

Three broad forces have shaped current thinking about management of police departments and maintaining adequate staffing levels. The most powerful is that of important changes in the environment of policing - changes that affect the tasks the police must perform and the resources available to them. Another is that significant change in managerial thought, in general, is customer service-driven. The third is the accumulation of knowledge about the strengths and limitations of current approaches to policing. This means police departments must use accurate, timely and effective tactics combined with rapid deployment.

Rapid demographic and social change continues in cities and towns throughout the United States. Managing the issues associated with growth - traffic, housing, schools, and infrastructure - consumes substantial resources in many communities. The police department competes for these resources. There is a struggle to revitalize neighborhoods, which declined as middle-class residents moved away and businesses followed suit. Many of those who remained in the inner neighborhoods were the poor, the elderly, and immigrants – population segments often requiring special services but unable to pay for them.<sup>11</sup>

These trends have contributed to fundamental changes in the nature of police work. For one thing, populations have become less dense, requiring resources to cover more geography. The workload of the police has increased tremendously, and citizens' expectations have changed as the police have assumed new responsibilities associated with community policing.<sup>12</sup> Increased workload can be translated into increased staffing.

In both large and small communities, fear is often not connected to actual criminal victimization. It is fear that motivates people to stay off the streets, buy guns, and invest in alarm systems. It is also fear that drives small businesses to abandon some neighborhoods. With those businesses go jobs for teenagers, contributions to civic groups, and rallying points for community development. Therefore, police must deal not only with crime and disorder, but also with fear and the effects of that fear.<sup>13</sup> Police departments must then decide whether or not their staffing level will allow this type of service with growth.

In addition, the police have taken on an increased responsibility for social emergencies that can result in violence if left unattended. They are asked to mediate domestic disputes, to locate youthful runaways, to force a landlord to provide heat, or to compel a tenant to live up to the terms of a lease. Indeed, much of the crime that the police handle seems to emerge from nagging disputes among people who know one another, rather than from predatory attacks by hardened offenders.<sup>14</sup>

These tasks are drawing the police more deeply into the social structure of communities. As the police become more community oriented, a debate about their structure and staffing arises. Are the calls that are prompted by fears, disputes, and minor social emergencies worth handling well, or are they distractions from the central police mission of reducing serious predatory crime? Do the police have the necessary skills and capabilities to deal effectively with

these “domestic” or “social” situations? Is it more appropriate for other agencies to handle these problems? Where should the police turn for guidance on these questions?

In the early years of the twenty-first century, with the lowest crime rates in decades, the debate continues about priorities. How much emphasis should be placed on controlling crime through the increased presence of police on the streets and how much should be placed on police partnerships with communities to deal with the root conditions that underlie the problems of fear and social disorder? These questions have important implications for the staffing and management of police departments.<sup>15</sup>

Changes in the environment of policing have been accompanied by changes in management approach in general. In the past, good management in both the public and private sectors focused on developing ever more refined internal controls. It was assumed that managers faced stable and predictable environments. To the extent that they did not, their task was to improve their ability to predict future events so that the staffing levels would be sufficient to meet whatever new challenges arose. Effective internal administration depended on well-defined operational objectives, the development of functional specialists, and the daily exercise of tight operational control. Often the path to improved organizational performance and sufficient staffing lay in the direction of increased standardization of procedures.

This line of thinking about management has been greatly undermined by four factors: (1) the economic success in the 1980s of the Japanese, who focused on engaging workers in developing methods to improve quality;<sup>16</sup> (2) research findings on the managerial practices of successful private sector organizations;<sup>17</sup> (3) the growth of the service economy at the expense of the production economy;<sup>18</sup> and (4) the colossal impact of new technology on management practices. Predictable external environment and planned change in the workplace have yielded

to more rapid changes, unpredictable competition for resources, and the need for constant innovation.<sup>19</sup>

The doctrine of tight managerial control is being supplanted by doctrines of worker participation, total quality management, and shared commitment to excellence.<sup>20</sup> The focus on efficient use of internal resources has shifted to a focus on developing close connections and relationships between the staff, its customers, and its markets.

These changes in management approach have applicability to the management of police departments. It is important for public sector police executives to think about what value their organizations have for citizens of the communities they police, and about how the police are positioned to serve the community. Indeed, some police executives relish the opportunity to ask basic questions about policing - how best to use the assets entrusted to them to make the greatest contribution to their cities and towns - and they no longer assume that their answer will be the same as that of their predecessors. More particularly, the shifting conceptions of managerial excellence suggest that it may be possible to decentralize police organizations, reduce reliance on rules and constant supervision, and increase reliance on selection, training, and the formal statement of values to create an atmosphere within the staffing structure that can properly guide officers' conduct.<sup>21</sup>

Buffeted and stimulated by broad social trends and evolving concepts of management, the field of policing has been following a logic of its own as it learns from experience and develops ideas about how best to police its communities. A predominant force in modern U.S. policing has been the "reform strategy." That strategy (1) emphasized crime as the primary, perhaps exclusive, task of the police; (2) relied primarily on the techniques of random and directed patrol, rapid response to calls for service, and retrospective criminal investigations to

achieve crime-fighting objectives; (3) sought to ensure effective discipline and control through elaborate rules and close supervision; and (4) tried to guarantee the fair and impartial enforcement of the law by insulating the police from close contact with any kind of political influence. The reform strategy helped to create more lawful, professional, and effective police departments, yet it is now understood by many to severely limit the possibilities for more effective policing in the future.<sup>22</sup>

Although the police are better and more efficient and effective than they once were, the reform strategy has not lived up to expectations for combating crime. Research in the 1970s and 1980s showed that the mainstays of random and directed patrol, rapid response, and retrospective criminal investigations are not as effective as once thought. To deal fully with problems of crime, many police departments throughout the country are developing and testing new approaches, such as working in partnership with stakeholders in the community to identify and resolve problems.<sup>23</sup> As departments do this, there is opportunity for increased funding to reorganize departments to deliver service.

As police administrators face the uncertain and rapidly changing environment within which successful policing must occur, traditional ideals and principles continue to provide an important foundation. The police must be positioned to respond effectively to calls from the community and must conduct competent criminal investigations. Yet, at the same time, the developments noted above are shaking the traditions of police organization, staffing, and management. Crime control remains the central mission of the police, but how it should be accomplished and whether it should be the exclusive focus of police is less clear.<sup>24</sup> The principal means of controlling crime continues to be law enforcement and the criminal justice system, but it is increasingly apparent that the police can bring other competencies to bear when dealing with

particular problems and emphasizing prevention as a major goal. Police executives must demand disciplined conduct from their officers, but is that best achieved by reliance on top-down methods and dependence on command-and-control systems that give the appearance of control more than the reality? Although the police should be insulated from inappropriate political interference, they must find mechanisms for being responsive to legitimate political and community expectations.

### Literature Review

There is an abundance of literature advising leaders and managers on the structure and staffing of police departments. The fact is that leaders and managers must review on a continuous basis how service is delivered and how the department will be organized for the most efficient and effective use of resources and revenue. Leaders and managers must reframe their staffing and be change agents to better serve their communities. Authors have identified four frames; they view staffing as structure, human resources, symbolic frames, and political frames.

The book *Reframing Organizations* by Bolman and Deal is an excellent example that can be used to reframe organizations to utilize staffing. The core of the book deals with reframing for funding growth and resources. This project will be examining the issue statement from the political frame, based on the book. The book is a comprehensive approach to looking at situations from more than one angle and how to be more organized and make efficient utilization of staffing.<sup>25</sup>

An additional resource for research and study is the book *Harvard Business Review on Change*. It provides resources for staffing structure change as a management tool. It will allow an organization to use some of the best practices for change while watching for pitfalls

surrounding corporate change initiatives. This provides an avenue to reconsider, reassess, or discover landmark ideas to inspire confidence for staffing changes.

### Summary

A key component to mitigating the impact of growth on staffing lies in sufficient funding. Therefore, this project will review funding and resources. If community growth and its impact on the department's ability to fund proper staffing are not addressed, the implications are far reaching. The law enforcement agency will not be able to provide adequate response and resources to social and criminal issues within the community. Once community support is lost, all partnerships will begin to diminish and the end result will be a highly ineffective law enforcement agency without any clear structure. A key component to solving the question, "How will community growth impact staffing in a mid-size urban law enforcement agency by 2009?" will be proper funding through the development of alternate strategies for funding sources.

The change that is being proposed is new revenue sources that will allow the department's staffing to grow, keeping pace with the rapid community growth. It is clear that resources for funding from the state level are being reduced, due to the state budget crisis of 2003 and 2004. As a result, there will be loss of funding over the next several years that will adversely affect the overall budget of the city of Indio. Public safety revenue streams must be created to meet the budget needs of the future. The next chapter will address the trends and events that may affect this issue.

## CHAPTER II

### FUTURES FORECASTING

#### Nominal Group Technique

A Nominal Group Technique (NGT) panel was convened to identify and measure possible trends and events. This brainstorming process uses the intuition, experience, and judgment of the participants to forecast alternative futures. The information developed by the NGT was utilized to construct a model strategic plan designed to manipulate a desirable future.

This technique involves the use of persons who are knowledgeable in a given subject area; however, they need not be experts. The group size varies, but fewer than seven limits input and more than twelve makes group management cumbersome.

Approximately one month before the NGT panel met, the panelists were provided with the issue statement: “How will community growth impact staffing in a mid-size urban law enforcement agency by 2009?” The panelists were also given information describing how the Nominal Group Technique works.

The panel met in April 2004. The NGT process was reviewed, along with the issue statement. The nominal group panel consisted of a diverse group of community members. There were ten members in the panel representing the following disciplines: Director of Jobs Program, Management Analyst, Pastor, Human Resource Director, College Professor, Youth Coordinator, Senior Center Director, Police Sergeant, Executive Assistant, and Administrative Officer (Appendix A). Each participant was asked to write down at least ten emerging trends related to the issue statement. Trends were defined as a series of incidents or events, which seem to indicate a direction in which a particular issue may be heading. They were allowed fifteen

minutes to complete the process. A round-robin procedure was used allowing members to identify their trends. At this point the discussion was limited to ensuring the trend was not directional. The panelists identified forty trends. After an extensive discussion, the participants voted to select the top ten.

### Trends

Each panelist was asked to assign a numeric value to the ten trends in relationship to the past, present, and future. A numeric value of 100 was assumed for the present. Members were tasked with rating the level of the trend five years ago (1999), five years into the future (2009) and ten years into the future (2014). In addition, they estimated the level of concern on the issue statement, one having the least and ten the most.

The data gathered from each member was tabulated using the median of the panel's scores. The results are reflected on the Trend Summary Table (Table 1).

TABLE 1

**TREND SUMMARY**

| TREND   | - 5 YRS | TODAY | + 5 YRS | + 10 YRS | Concern<br>1 - 10 |
|---|---------|-------|---------|----------|-------------------|
| T-1<br>Population<br>Growth                       | 68      | 100   | 192     | 258      | 9                 |
| T-2<br>Gap between<br>Revenue and<br>Resources    | 83      | 100   | 195     | 235      | 8                 |
| T-3<br>Gap between<br>"Haves" and<br>"Have Nots"  | 46      | 100   | 143     | 167      | 6                 |
| T-4<br>Crime Trends                               | 59      | 100   | 125     | 141      | 6                 |
| T-5<br>Staffing that<br>reflects the<br>Community | 48      | 100   | 175     | 231      | 8                 |
| T-6<br>Community Focus<br>on Youth Needs          | 58      | 100   | 166     | 185      | 7                 |
| T-7<br>Level of Public<br>School Enrollment       | 66      | 100   | 179     | 209      | 7                 |
| T-8<br>Influence of<br>Affluent<br>Communities    | 65      | 100   | 203     | 262      | 8                 |
| T-9<br>Level of Retention                         | 69      | 100   | 149     | 181      | 7                 |
| T-10<br>Traffic Congestion                        | 39      | 100   | 164     | 241      | 8                 |

\*1 indicates the least concern; 10 the most concern

The panel concluded that all ten trends showed increases since 1999 and were forecast to continue increasing. Population growth trend was seen as having the most dramatic increase, with significant impact on staffing. Trends are provided below in rank order, established by a vote of the panelists, and include commentary.

1. Population Growth - Panel members expressed a sense that population growth is a driving factor in Indio, which has changed more rapidly over time. They said population has increased from 51,000 in 1999 to 69,000 in 2004, and will almost double within the next five years. The increase includes geographical expansion and results in demographic and youth issues. They believed that uncontrolled growth would result in larger problems, i.e., smog, congestion, diminished quality of life, and issues with water and utilities. Population will determine service level needs, which in turn will determine the dollars budgeted to deliver service. Thus, population growth would have a considerable effect on the structure and staffing of the department. The panel expressed the highest level of concern over this issue because increased growth reinforces the need for increased staffing, thus the need for increased funding.
2. Gap Between Revenue and Resources - Panel members believed that “getting the job done” depends on a municipality’s ability to provide funding. The panel had concerns about the municipality maintaining current tax bases, given the shortfalls in revenues and debt service facing the state budget and its effect on the tax base. Expressing strong concerns for the budget issues, the panel believed that research and

knowledge are critical to identifying alternative funding sources, thereby providing a way to do more with minimal tax increases. For example, cooperation could be established with the Indian tribes to implement some type of tax partnership. The budget might become less challenging as the community increases its understanding of the need to support public safety. The panel projected that without increased revenues, the level of service will be reduced below the current levels. The panel estimated that the gap between revenues and resources has only widened by twenty percent during the past five years. They expect the gap to double within five years, resulting in an increased level of concern. They project the trend to remain constant during the succeeding five years.

3. Gap between “Haves and Have Nots” - The panel members believed that as the social and economic makeup of the population changes, it impacts the type of employees who are hired by police departments and how they are trained. The panel believed strongly that the social and economic diversity in a community determines how and which services will be delivered. There were also concerns about housing costs and the geographic split caused by a major interstate highway, with the majority of the new housing being built north of the interstate. The panel believes this will result in the community being split into the “haves” and “have-nots.” The panel was concerned about a split community and feels the community must integrate. The panel members consider this a social issue that will affect law enforcement within the community; however, they have rated their level of concern as nominal with regard to its impact on funding resources for staffing.

4. Crime Trends - Panelists believe that with rapidly increased growth, the department will see increased crime that will become difficult to prevent because of the rapid growth. The panel believed that with increased growth the Crime Index will rise and will result in the perception that the community is unsafe, as opposed to the sense of well being within the community prior to the accelerated growth. The panel recognizes that a higher crime rate will increase the need for stepped up police services and further strain limited resources for staffing. The panel viewed the trend as having a steady increase over the past five years and continuing to increase for the next five to ten years. The panel had above average concerns regarding the impact on funding resources.
5. Staffing that Reflects the Community - The panel believes that staffing should reflect the make-up of the community. The panelists expect that the local community college police academy will draw students from among local residents, thereby improving the recruitment and retention of personnel that reflect the makeup of the community. The panel also believes that no matter where people come from, they tend to recreate the place they came from, regardless of where they fall on the socio-economic scale. The panel believes that with the boom in new housing construction and increases in housing costs, the Hispanic population will shift to a higher education/income group, which will benefit the community. The panel is concerned that police employees should mirror the community makeup. The panel concluded that the trend toward police staff reflecting makeup of the community has more than doubled during the past five years and they expect it will continue to increase at a steady pace during the next five and ten years. The panel's high level of concern

rating reflects their opinion of the importance of the trend, as opposed to the panel's perception of the impact on funding and resources.

6. Community Focus on Youth Needs - The panel believes that the ratio of youth to adults within the population will increase and with it the need for youth programs. This will necessitate changes in required staffing of the department to work on youth related issues. The panel believes that strong youth programs and intervention lead to a healthy community. The youth of the city must have front-end programs to keep juvenile issues to a minimum. The panel believes that community focus on youth has almost doubled within the past five years and will continue to increase as the youth population increases. The panel's level of concern is moderate because the panel believes that advance planning and a proactive approach to youth crime prevention will help to mitigate the financial strain of dealing with youth issues.
7. Level of Public School Enrollment – The panel concluded that the school system would be impacted by an increase in students, which will continue into the next two decades. The panelists believe strongly that the key to a healthy community lies in its young growing families. Enrollment numbers will increase at all levels and quality education and adequate facilities are necessary to protect this valuable resource - the youth of the community. The panel believes that increases in school populations throughout the city will result in an ever-increasing need for school resource officers and other personnel equipped to deal with student related issues. Resources will be stretched to keep pace with funding needs for adequate staffing. The panel found the trend increased substantially over the past five years and projects a steady incline during the next five and ten-year periods. The panel weighed in with a strong level of

concern for the department's ability to keep pace without creating additional funding sources.

8. **Influence of Affluent Communities** – As they considered political trends, panel members believed that there is potential for the more affluent segment of the population to take control and dominate the political scene because they tend to vote more often. From the panel's point of view, the trend is strongly reflected in new home construction during the past five years, with much of the development devoted to more upscale, gated communities. As a result of this current housing construction boom, they expect the trend to continue to increase through the next five and ten-year periods. The panel projects that a more affluent constituency will have higher expectations of staffing but will not want to be taxed for it. Thus the panel reported a very high level of concern for how staff funding will be impacted.
9. **Level of Retention** – The panel believes that the department must keep the brightest employees because they will be the future of the organization, the backbone of the staffing structure, and will assist in subsequent planning. The panel believes that in an age of rapidly changing technology, the department has to keep pace by implementing advanced technology, adopting improved methods of policing, and providing essential training at all levels. The panel believes that for the department to have strong staffing levels, the City must invest in its workforce. The investment will result in a strong, stable staff. The panel felt that five years ago the department was not doing as well as it is today and believe that the next five and ten years will continue to improve in this area. Because the panel sees the department as doing a good job, the level of concern is not as high.

10. Traffic Congestion - The panel recognizes traffic congestion as a major issue in an area of rapid growth. The panel believes that traffic issues are directly related to the quality of life for residents. The panel further indicated that the department must take a proactive approach to the engineering, enforcement, and deployment of resources related to traffic flow and education of the public. The panel believed that significant resources will be needed to respond to the traffic congestion issues that growth will bring, and is concerned about the type of stress that traffic will cause the community. The panel considered congestion low five years ago, that it has gone up quite a bit today, and will likely increase two and one-half times within ten years. The panel's level of concern is rated high on this issue.

#### Events

The NGT panel used the same process to identify possible events related to the impact of community growth on staffing. An event was defined as a single occurrence significantly impacting the department's ability to maintain staffing levels and resources to keep pace with future community growth. They identified and discussed twenty possible events that could occur over the next ten years that would impact a mid-sized urban department's ability to keep pace with community growth. They examined how any one of these events could impact the department's resources for staffing. After each scenario was discussed, the panel voted on the nine events they believed to be the most significant.

Panelists were asked to individually forecast when each event could first happen, then assign a percentage (not to exceed 100) representing the probability the event would occur in five years and in ten years. Finally, the members estimated the impact the event would have on the issue statement, one having the least impact, and 10 the most. The impact was rated as

positive (favorable) or negative (detrimental) to the issue statement. Data gathered from each member were tabulated using the median of the panelists' scores. The results are reflected on the Event Summary Table (Table 2).

TABLE 2

## EVENT SUMMARY

| EVENT   | First year event could occur | Probability of event occurring by 2009 | Probability of event occurring by 2014 | IMPACT -10 to +10 |
|---|------------------------------|--|--|-------------------|
| E-1<br>CV Music & Arts Festival                           | 1                            | 97                                     | 110                                    | +3                |
| E-2<br>Magnitude 8.5+ Earthquake                          | 1                            | 82                                     | 90                                     | -6                |
| E-3<br>Economic Collapse                                  | 5                            | 31                                     | 38                                     | -8                |
| E-4<br>City Grows by 33% Geographically                   | 1                            | 59                                     | 65                                     | -4                |
| E-5<br>Terrorist Attack on Water Supply                   | 2                            | 66                                     | 68                                     | -8                |
| E-6<br>National Political Demonstration                   | 4                            | 39                                     | 51                                     | -5                |
| E-7<br>Police Officer Staffing Drops Below 1 per Thousand | 1                            | 72                                     | 78                                     | -6                |
| E-8<br>Political Coup                                     | 3                            | 60                                     | 57                                     | -1                |
| E-9<br>Police Strike                                      | 5                            | 12                                     | 19                                     | -4                |

The following is a summary of the panelists' discussion regarding the events:

1. Coachella Music & Arts Festival Becomes Week-Long Event – To expand this annual event from two days to a week-long event means that, overall, this special event will always impact the department. Special events bring revenue to the city, have a positive impact, and bring tourists. This event would produce exposure to outside interests, which will then increase the amount of special events coming to the community. This event would necessitate creation of a new division to deal with event planning and events policing would then become a style of policing for the department. The panelists projected expansion of the event to a full week could happen after one year, is 97% likely to occur within five years, and 100% likely to happen within ten years. They rate the impact at +3; the influx of people into the city for an entire week would tax staffing and resources, the revenue generated by the event would result in a net positive effect.
2. Earthquake in Excess of Magnitude 8.5 - The majority of the panel believed that if a major earthquake in excess of magnitude 8.5 occurs in Indio, it could absorb one-half of the annual police budget to cover overtime and required staffing needs. Such an earthquake is highly likely and could be well beyond our capacity to respond to and severely impact staffing levels and resources. The panel believes that it would take several months for the city to recover from this type of event. They believe the event would also cause unemployment, which would result in an increase in crime. They suggest, however, that if a well-rehearsed disaster plan were in place, the department and city would be able to recover. The panel projected that the event could occur after one year. They rate the probability of occurrence at 97% within five years and

- 100% within ten years. They assigned an impact rating of –6 because the percentages of likelihood would support personnel increases.
3. Economic Collapse - Some older panel members believed this is not likely to happen, that the federal government would not allow it to happen. Some panelists believed that Indio and surrounding areas within the Coachella Valley have a micro-economy that would be severely impacted by an economic depression. Other members felt that if a depressed economy occurs, it would result in reduced staffing and an increase in crime. Since the opinions of the panelists were varied, the combined results conclude the event could not occur before five years with probability ratings of 31% in five years, and 38% in ten years. Although probability ratings are low, the panel agreed that if the event were to occur it would have a –8 impact rating reflecting an extremely negative impact.
  4. City Grows Geographically by 33% - The panel believed that this event could first occur after one year, with large parcels annexed to the north of the city of Indio. The panel assigned a probability rating of 59% within five years and 65% within ten years. The panel believes that without offsetting revenues, major staffing problems will occur proportionate to the number of square miles annexed without consideration to staffing level resources and delivery of service so they assigned an impact rating of –4.
  5. Terrorist Attack on City Water Supply – In an age of worldwide terrorist attacks, the panel believed that an attack on the city’s water supply would have a huge negative impact on the community and would seriously impact the resources and staffing levels of the department. They indicated that the event could occur after two years

but rated the probability of its occurrence within five to ten years as moderate. They felt that such an event is more likely to happen in more strategic metropolitan areas. They believe that with proper planning and rehearsal the impact could be mitigated, hence the low-impact rating.

6. National Political Demonstration - The panel agreed that a national political unrest is likely to occur due to polarization of ideas and consequent increased tensions; however, their attention was focused on the likelihood of it accelerating to a coordinated demonstration. While a few panel members felt this event this would likely occur in 30 years time, most would not expect it to accelerate into a nationwide event or demonstration over the next five or even ten years so they assigned a relatively low probability rating. They projected that it could occur after four years. All believed that unrest will lie in conflicting belief systems and values of the populace, and that there will be a shift from terrorism to civil unrest. They rated the impact in the low to moderate range because they project that it is not likely to happen.
7. Indio Police Officer Staffing Drops Below One Per Thousand - The panel strongly believes that staffing will not be able to keep up with the growth and this event will have a strong impact on the delivery of service. With the current residential construction boom, the panel projected that this event could occur after one year and that there is a high probability of occurrence within five or ten years. The Department would then have to reduce its menu of service, which would include types of calls requiring response, types of follow-up investigations conducted, intervention and prevention programs, and task force commitments, resulting in a

- negative impact of –6. [Editorial comment: Although there are currently more accepted methods for measuring needed staffing levels, the panel agreed that a drop in the ratio of officers to population would be an important and significant event].
8. Political Coup (City Council/City Manager) - The panel believes that with the laws and systems currently in place, a political coup such as recalling the City Council and firing the City Manager would be difficult. Change is more likely to occur through the election of special interest candidates during an election. The panel does believe that change in local government leadership could occur due to the influence of the tribal gaming interests in Indio. Although they indicated that it could happen after three years, they believe that is unlikely. Because they expect change to be gradual, the panel has rated the impact of a single event political coup as –1. They believe that the city’s financial position would adjust to the gradual change so the impact upon department staffing and resources would minimal.
  9. Indio Police Strike – Because it has happened elsewhere, the panel believes that a police strike could happen in Indio but is highly unlikely. If it did occur, the city would dissolve the police department and contract for law enforcement services. The panel believes that citizens want local control of their own police department, would oppose having the police department lost due to a strike, and would pressure the city to settle the differences. The panel also considered the possibility that if police officers took this type of extreme action, city officials might not be as willing to resolve the issues if they felt they were held hostage by a strike. If this event did happen, the staffing resources would collapse and the city would have to cut back to basic services through the contracting agency. It was the consensus of the panel,

however, that city officials would submit to community pressure and find a way to settle, thereby averting a strike. The panel indicated that if it did happen it could happen in five years. Because they do not believe that it will happen, they assigned very low probability ratings. Since the panel determined a strike to be unlikely, they rated the negative impact at -4.

The panel engaged in some lively discussion about one of the proposed events. They were concerned about growth of the city without sufficient economic growth. Although it was not deemed to qualify as a single event, some of the discussion points have been included. Some panelists believed this to be a trend, but the majority believed it to be a potential problem that would cause a serious loss of services, requiring triage for each call for service. Panel members felt that the effect would be similar to Proposition 13 from 1978 in California, requiring staffing levels and resources to take a back seat until new and innovative funding sources are found to replace lost monies. This event would cause stress to employees, resulting in a drop in morale, which would continue to erode and affect staffing levels.

#### Cross Impact Analysis

Since events and trends do not operate in a vacuum, but instead interact with one another, a cross impact analysis was completed. A cross impact table, which calculates numerically the probable impact an event may have on a trend, was completed using the ten trends and ten events identified by the members of the NGT. A scale from -5 to +5 was used, -5 having the most negative impact on this issue, +5 having the most positive. A value of 0 was assigned if the impact was neutral.

A separate panel was assembled to evaluate probable impacts and assign a particular numeric value. The panel was composed of three community members and one law enforcement

officer (Appendix B). Each panelist was asked to evaluate the impact with a numerical value using the following method: If event 1 happens, how will it affect trend 1, and so forth? At the completion of the exercise, the median number was identified and placed on the Cross Impact Table.

TABLE 3

## CROSS IMPACT TABLE

|  | T-1<br>Population<br>Growth | T-2<br>Gap<br>between<br>Revenue<br>and<br>Resources | T-3<br>Gap<br>between<br>“Have” &<br>“Have<br>Nots” | T-4<br>Crime<br>Trends | T-5<br>Staffing<br>that<br>Reflects<br>the<br>Comm. | T-6<br>Comm.<br>Focus on<br>Youth<br>Needs | T-7<br>Level of<br>Public<br>School<br>Enrollment | T-8<br>Influence of<br>Affluent<br>Communities | T-9<br>Level of<br>Retention | T-10<br>Traffic<br>Congestion |
|--|-----------------------------|--|---|------------------------|---|--|---|--|------------------------------|-------------------------------|
| E-1<br>C.V.<br>Music<br>& Arts                                     | +1                          | +1   | +1  | +2                     | +2  | +1   | +3  | +1   | +1                           | +3                            |
| E-2<br>Economic<br>Collapse  | -3                          | -3   | +1  | -3                     | -3  | +2   | -2  | -3   | +1                           | +1                            |
| E-3<br>Depression  | -5                          | -5   | -4  | -4                     | -1  | -1   | -5  | -4   | -1                           | +1                            |
| E-4<br>City<br>Grows by<br>33%                                     | -4                          | -4   | -4  | -3                     | -1  | +1   | -3  | -1   | +1                           | +1                            |
| E-5<br>Terrorist<br>Attack on<br>Water<br>Supply                   | -1                          | -1   | -1  | -2                     | +2  | +2   | +1  | +1   | -2                           | -1                            |
| E-6<br>National<br>Political<br>Demon-<br>stration                 | -2                          | -1   | -1  | -1                     | +1  | -2   | -1  | +1   | -2                           | +2                            |
| E-7<br>Police<br>Officer<br>Staffing<br>Below<br>1 per<br>Thousand | -5                          | -4   | -4  | -4                     | -1  | +1   | -4  | -2   | -1                           | +1                            |
| E-8<br>Political<br>Coup   | +4                          | -3   | -3  | -2                     | +1  | +1   | -1  | +1   | -1                           | +2                            |
| E-9<br>Police<br>Strike  | -3                          | -3   | -2  | +1                     | +1  | +1   | +1  | +1   | +1                           | +2                            |

The NGT and Cross Impact Analysis process is useful in developing a strategic plan. For example, if an event had a positive impact on a trend, then it would be beneficial to attempt to cause that particular event. If the process identified a negative impact, then the reverse would be true. The strategic plan would be implemented to accomplish a favorable future.

The Cross Impact Table showed that if event 1, expansion of the Coachella Music & Arts Festival to a full week, occurred, it would positively impact every trend. Therefore, when developing a strategic plan for a positive future as it relates to community growth and sufficient staffing, efforts and plans should be made to encourage this event.

To develop a strategic plan, further examination of the cross impact table is required. Event 3, economic collapse, has the most negative impact on every trend. Those participating in the cross impact exercise reasoned that if this event occurs, chaos in government would occur. Therefore, efforts should be made to ensure that the city gets its financial house in order and prepares for short-term depression; some relief should be available so that public safety can remain somewhat stable. The panel also reasoned that a strategic planning element should be in place to deal with economic crisis.

An interesting comparison was event 7 concerning insufficient staffing levels. If population growth without staffing growth were to occur, it would negatively impact every trend except 6 and 10. The panel reasoned that community make-up would not be an issue because the community is well balanced, and that attrition would not negatively

impact the agency. This was contested during discussions; however, a consensus was built at the end.

If event 4, a 33% increase in the geographic area of the city through annexation occurred without appropriate staffing increases, the conclusion was a negative to most of the trends. The panel's belief was there would be no measurable benefit from the annexations. The panel also had concerns that this would cause severe demands in all aspects of the trends with the exception of trends 6, 9, and 10. However if the annexations involved only land without development, some issues could be mitigated for a short period of time, 1-2 years.

#### Alternative Scenarios

Three scenarios were developed forecasting alternative futures in the year 2009. These scenarios are based upon the trends and events identified during the NGT process. The first scenario is a pessimistic view that should be avoided. The second scenario depicts an optimistic future that should be encouraged. The third is a normative view that could happen under current circumstances without any interventions.

#### Pessimistic

The year is 2009. The California economy is in its third year of complete economic collapse. The 9.5 earthquake that was projected along the San Andreas Fault in the Coachella Valley occurred 18 months ago and has left the Coachella Valley a complete economic disaster. The growth that occurred in the early part of the millennium, 2004-2007, which brought an additional one million residents to Coachella Valley and increased the city of Indio from 61,000 to 300,000, has caused a virtual collapse of the public safety division of government. This is due to lack of Mello-Roos

fees, impact fees, and community facility fees. Funding for police and fire service is only sufficient to cover emergency calls for service. The police department has eliminated all middle managers within the department. This loss of middle management has caused the city to face several lawsuits, which are all based on lack of supervision, training, and accountability. The span of control is 25 to 1. The city of Indio is to become the first federally administered city in the state, effective December 31, 2009. As Indio becomes federally administered, it will only receive funding from the federal government for essential services. The city of Indio Police Department will be disbanded and will be placed under the umbrella of the Homeland Security Protection Forces, a military police unit under the direction of the federal government. All crimes are investigated by the Homeland Security Protection Force, which has broad search and seizure powers, arrest powers, and the ability to hold people for up to one year without filing charges. The city of Indio had a complete failure of government in 2008, which caused a political coup. The military police force is operating under a military command structure. The city of Indio is under the direction of a federally appointed administrator.

#### Optimistic

The year is 2009. The California economy is flourishing. The city of Indio has reached a controlled growth population of 95,000 residents and 20,000 part-time seasonal residents. The California economy has created high-end jobs and demands for housing have leveled off, creating a stabilization of the median priced home. The minimum wage for California has increased to 5% below the median state wage. This has afforded people in the Coachella Valley and Indio the opportunity to purchase homes. Unemployment is at less than 1%, and the crime rate throughout Indio and the Coachella

Valley has decreased dramatically. This is due in part to the high employment rate and good paying jobs. Local government budgets are able to keep up with growth and demands. Law enforcement can be funded staff is sufficient to meet the needs of the city, and support staff ratios are at four to one. The department has increased community policing, investigative follow-up, and community support. Technology is being updated and replaced as it meets the return on investment in a regular cycle. The city of Indio is known throughout the world for its festivals, attracting international tourists. The community's rapid economic growth has kept up with the population. The retail sales component is strong and most residents never leave Indio to shop, since all their needs are being met locally. The Fantasy Springs Indian Casino is a resort destination, and has a retail shopping experience that mirrors Rodeo Drive. The city of Indio has a strong and stable City Manager and Council. The Indio Police Department is fully staffed and is a model for other police agencies.

#### Normative

The year is 2009 and the State of California has emerged from the fiscal crisis of 2003-2005. The economy has recovered but governments at the local level are presenting barely balanced budgets. Police departments continue to prioritize the types of calls receiving service and follow-up investigations. The city of Indio has had tremendous growth and public safety operates at staffing levels that are 1/3 below the city of Indio's General Plan. The staffing level of the Indio Police is very thin, no middle management exists and the span of control is 15 to 1 for front line supervisors. The command staff deals with crisis management on a daily basis and does not have resources to complete short-range or long-range planning.

This chapter forecasted several trends and events that may potentially impact the city of Indio Police Department, whose staffing will be impacted by community growth.

There were also fictitious scenarios developed based upon these trends and events.

The next chapter will discuss a strategic plan that could lead to successfully developing revenue to increase staffing at the Indio Police Department that would also benefit other medium-sized law enforcement agencies.

CHAPTER III  
STRATEGIC PLAN

Introduction

Law enforcement officials must scan trends and events to identify those that may impact the future of the profession and develop strategic plans. The strategic plan includes forecasting futures and implementing strategies in the present day that may cause favorable events to happen in the future or may mitigate those that are not favorable.

The purpose of this chapter is to develop a strategic plan for development of new funding to support staffing needs, in response to information gathered from panel members participating in the Nominal Group Technique and the literature review.

The first strategy suggested is the development of a mission statement that includes a vision and values as they relate to rapid community growth and its impact on staffing levels, delivery of service, and type of service provided. This mission statement is a tool for the law enforcement agency providing guidance, goals for the agency within the next five years, and the principles that guide attitudes, decisions, and actions toward accomplishing these goals.

Public safety revenue streams must be created to meet the budget needs of the future. Changes will be proposed for the creation of new revenue sources that will allow for staffing growth to keep pace with the rapid population growth.

The WOTS/UP analysis will be used to assess the impact of external and internal influences on new funding alternative strategies that will lead toward an optimistic future. The analysis will include the identification of external threats and internal weaknesses preventing an optimistic future, identifying the strengths and opportunities allowing such a future.

Stakeholders and snaildarters will also be identified and their position relative to proposed new funding will be examined.

### Vision

It is the vision of the Indio Police Department to ensure an optimistic future for the organization by having alternative funding sources to ensure a properly funded and staffed police agency. To achieve this goal, strategies must be developed that will assure that every member of the organization knows the goal, the means, and the methods to attain it. These strategies must be developed specifically to the organization, because each organization, like each individual, has the characteristics that are particular to it, its culture and employees.

Specifically, the Indio Police Department desires to develop funding strategies to be approved by the city council. Furthermore, the department wishes to obtain funding that would allow resources, technology, and personnel to enhance its mission statement. Finally, the department expects to use these additional funds to assist in deployment strategies to more effectively address crime trends within the community.

### Mission Statement

Our Mission, in partnership with the community, is to safeguard and improve the quality of life in Indio by using traditional and non-traditional policing methods that promote trust and confidence in the Indio Police Department.

### External Opportunities

- Community expects to maintain high levels of service.
- The business community would support funding they do not have to pay for.
- The council would support new fees – not taxes.

### External Threats

- Community is resistant to new taxes.
- Developers do not want higher fees.
- City government is reluctant to impose fees.

### Internal Strengths

Historically, the Indio Police Department has had staffing levels far below norms for the population, area of the city, the number of calls for service, and other criteria for determining sufficiency of staffing levels. From the 1990s until about 2001, the city of Indio had a decline in revenues and staffing. The resultant staffing reductions necessitated new strategies for handling calls for service and delivery of service with less than adequate resources.

This type of policing has transcended to a staffing level that is able to work effectively and efficiently with scarce resources while still maintaining high standards. The organizational culture is one that is accustomed to crisis management and can develop strategies to combat problems within the community.

As the Indio Police Department moved into the new millennium it saw new opportunities from increased sales tax and rapid community growth.

A clear strength resulting from this staffing culture is the creation of some very cutting edge responses to community problems and the ability to solve problems quickly and move on to other issues. The culture of commitment to duty and community will go a long way in combating rapid growth and staffing issues in the future. The Indio Police Department handles all priority one calls for service quickly and efficiently with minimum complaints from the community.

### Internal Weaknesses

- Large salary increases through negotiations could result in a high salary/benefits program that could drain resources and support for new staffing.
- A new substation being built and is over budget.
- A new main facility is needed.

### Stakeholders

Stakeholders are individuals or groups who are impacted by a particular issue. These people are instrumental in the success or failure of a strategic plan. Listed below are individuals or groups that should be a part of development and implementation of the plan for alternative funding. Anticipated needs and expectations are also included:

- Local Government - The city council is responsible for ensuring that the policies of elected officials are carried out. This includes providing support, funding, and assistance with the strategic plans. Elected city council members determine policy and law relating to city policy. This level of government is also responsible for the policy-making decisions regarding community growth and staffing levels of the police department. They must be supportive of revenues and funding that is necessary to keep the staffing structure of the organization intact. This includes funding positions and equipment to handle the workload. The city council would support alternative fees but taxes have to go to a vote of the people. The city council's anticipated position is supportive because if they do not support this could stop our growth.
- Elected State Officials - State legislators control funding and can redirect funds away from local cities, adversely affecting staffing. They can introduce and support legislation related to funding issues for cities, including the increase or redirection of state funds.

- Building Industry Association Officials - These officials have the ability to influence developers and promote fair and equitable developer impact fees and community facilities district fees. As the building industry officials begin to feel the impact of rapid growth on a community, they will pressure each other to pay for their fair share of the impact. Building industry officials would support implementation of community facilities district impact fees because the fees could be passed along to the buyers in a new development.
- Planning Commission - Five members are usually appointed by the city council and have oversight of all developments in the city. The commission has the power to approve or decline to endorse plans for development. The commission is key to controlled growth, ensuring that city services maintain adequate response through sufficient staffing. It is anticipated that the planning commission will support, however, it may be split due to influences from the building community.
- Citizens of the city of Indio – Citizens can strongly influence the elected city council to ensure controlled growth and sufficient staffing levels of the police department. Their convictions on growth and proper staffing levels have a strong impact on elected officials. It is anticipated that the citizens of the city will only support the proposal if the police department can factually show the necessity of the fees.
- Chief’s Advisory Council - The council is a representation of the community make-up as it relates to residents, business owners, and concerned leaders of the community. They are empowered by the Chief of Police to provide feedback on department issues. The council would be beneficial in support of department needs, growth issues, and staffing

levels. The chief's advisory council is anticipated to be supportive after the Chief of Police demonstrates justification for the proposal.

- Indio Police Officers Association - The Indio Police Officers Association would be able provide and assist in strategic planning for growth and staffing. They have the greatest amount to gain by participation and are key stakeholders. It is anticipated that the association will be supportive because revenue sources could provide better benefits for the members.
- Anti-Tax Groups – The city must show the need for impact fees and assessments. If they are not reasonable, anti-tax groups will complain about the fees and taxes. This group is expected not to be supportive. This group would have to experience a tangible loss of service to reverse their position and become supportive.
- Homeowner Associations and Neighborhood Watch - This group is organized and would be able to provide immediate feedback for community growth and the staffing resources of the department since they are the end users. It is anticipated that homeowners associations, and especially neighborhood watch groups, would be supportive due to the direct benefits they will derive.
- Indio Chamber of Commerce - This organization is formed to help business interests and may be able to influence public policy related to growth, staffing levels, and funding of the department. It is anticipated this group would be supportive if a clear need and proper justifications are presented.
- Public Service Non-Profit Organizations - These agencies provide service to the community in areas that include recreation, work programs, domestic violence, drug abuse, homeless programs, and shelter programs. They would be able to provide

assistance in staffing and be willing to demonstrate how lack of involvement from the police department could result in more adverse social conditions and crime issues. It is anticipated they would be supportive due to the police department's ability to provide social services with this funding.

- Probation and Parole Services - They are responsible for the end result of arrests and dispositions. They have a stake in staffing levels because the police department assists with probation and parole issues as they relate to a healthy community.

### Snaildarters

Snaildarters are individuals or groups that are not expected to be a problem, but could become an obstacle to the strategic plan. Potential snaildarters are listed below:

- Residential Developers - Developers are private business owners affected by the impact fees and community facilities districts. They may view some development issues related to strategic funding as unfair and may claim that it is illegal to impose certain fees such as emergency response fees and community facilities districts.
- Environmentalists - These groups may be concerned that rapid growth will disturb the environment in undeveloped areas. Environmentalists may have objections to noise pollution, congestion, and interference with wildlife in proposed development areas.
- Anti-Tax Groups - They are generally concerned with any tax, fee, or assessment. Anti-tax groups may bring objections to transfer fees and assessments that could cause an electorate revolt.

### Strategy Development

Indio Police Department will need to evaluate their existing city or county policies related to impact fees, community facilities districts, response fees, and controlled growth. The

assessment would include a review of zoning requirements, density requirements, mitigation requirements, staffing for law enforcement, delivery of service, specializations, technology, and staff training.

Education is another key strategy. Law enforcement agencies need to educate not only their employees on complex growth issues and staffing level issues, but the community as well. The leaders in particular must have a basic understanding. A dialogue needs to be established with identified stakeholders, increasing their knowledge about different concerns.

A cost analysis system must be implemented allowing cities and counties impacted by rapid growth to pay for the increases they are likely to require. This might involve an impact fee, response fee, community facility district fee, etc., so that funds could be directed to holding accounts to pay for service and ensure adequate staffing levels.

These procedures may vary from city to city or county to county; however, the more uniform the policies, the less likely they are to be challenged. A consistent standard should be implemented throughout the state or region.

Clearly, lack of participation by stakeholders in regard to funding sources is a primary concern. The strategic plan must include formulation of and support for procedures that encourage participation. A potential weakness in the system is the planning commissions. Planning commissions may approve developments that lack strong development agreements; therefore city staff must provide clear direction in their recommendations to the planning commission and city council. The planning commissions do not have a regulatory function and are not independent of the city council.

The strategy must include the development of a trusting relationship between the development community, city, and law enforcement. Law enforcement must look upon the

development community as a political entity. The building and development needs, and the government's perception of those needs, for funding sources for growth and staffing must be identified. The strategy must include methods to improve services and relationships between the city and development entities.

Proposed revenue streams will be the creation of Community Facility Districts and the establishment of an Emergency Response Fee that would attach to all telephone subscribers in the community.

Cities experiencing rapid community growth will need to negotiate with developers for a Community Facilities District (CFD) that will have the ability to fill in the gap not covered by property taxes. Funds received from this type of mechanism will pay for public safety operations. This creates an opportunity to provide sufficient funding levels to maintain staffing that keeps pace with rapid community growth and allows for improved delivery of service, better quality of follow-up investigation, as well as meeting technology and equipment needs. It provides an avenue for new developments to pay for their fair share based on the impact of the development on the community.

Another opportunity available to the city of Indio is the ability to implement an Emergency Response Fee, which the Chief of Indio Police Department is considering proposing. This fee would be imposed on all telephone subscribers in the city of Indio. The funds would be used to pay for all communications-related expenses including operations and capital improvement projects. It would further enable the city to release up to one million dollars back into the department to support staffing growth and the demands that community growth places on the staffing of the police department. Currently, the department does not have the funding necessary to upgrade and modernize its equipment.

Community Facility District (CFD) assessments would be required of all new development that enters the city. The developer, usually the sole owner of the property, has the authority to vote for approval of the CFD. Once the assessment is passed and the property developed, the new homeowners are required to pay the fee, which is attached to the tax rolls as the homes are purchased.

An Emergency Response Fee is another vehicle for a revenue stream for increasing service to the community. The Emergency Response Fee would be attached to all telephone subscribers in the community and would generate monies specifically earmarked for the Indio Police 911 Emergency Communications Center and not available for general fund use.

The vision for the future would be that implementation of the CFD would generate sufficient revenue to pay for the additional staffing needed due to the population increase and ultimate workload increase. The CFD is to be used specifically for personnel and equipment for the benefit of the CFD.

The vision for the Emergency Response Fee would be that it will offset the cost of the communication center and divert funds previously used for the communication center back to the Police Department's budget. The redirected funds would be used to meet technology and mobile equipment needs. The monies may also be used as a revenue source for debt service for a new police facility that will have to be built. This funding source would return in excess of one million dollars back into the police department budget. This Emergency Response Fee does not require a general vote of the citizens - it may be imposed by the City Council.

The inherent weakness to each of the proposed changes could be lack of local government support. Resistance could come from several factions including the City Council and the City Manager. This could be countered by a very thorough presentation of the pros and

cons, outlining the benefits of the increased revenues based on growth and their ability to offset staffing issues.

The stakeholder with the most to gain from the proposed change is the community, which includes residents, merchants, businesses, and visitors. These groups would need to be educated on the crucial reality of what is needed to provide service to the entire community. Externally these groups are the ones that would be most opposed and, therefore, considerable time and energy would be required to obtain their full support.

The proposed change would require a strong community education and outreach program. Members of the department, including the Chief of Police, Command Staff, Police Officers Association, and city leaders would be enlisted to speak on this critical subject and the need for endorsement throughout the community. Once this is accomplished, the fees could be implemented with little fanfare. The challenge is that either of these revenue sources, once in place, could be removed at a later date, so it is imperative that the department use these revenue streams wisely in the future.

Finally, an evaluation mechanism needs to be established. The evaluation methodology will be one tool to measure revenue and funding sources to determine whether or not they will be sufficient to maintain adequate staffing for Indio Police Department deliver the level of service needed and expected by the community. This will include workload studies, time management studies, and customer service fields. The overall strategy must have a system in which law enforcement can determine if the department objectives are being met.

The chief of police and city manager would be proposing community facilities district assessments and emergency response fees. However, it would be the recommendation at this

point, due to possible litigation from telephone service providers that only the community facilities districts fee be pursued.

In the following chapter a transition management plan will be developed dealing with a strategic plan for implementation of a community facilities districts fee. It will include suggestions on how to actually implement the strategic plan and evaluate its success.

## CHAPTER IV

### TRANSITION MANAGEMENT

#### Introduction

The transition management plan is necessary to provide suggestions and direction for actually implementing the strategic plan. In Chapter III, the strategic plan addresses the likely assessment of strategies for developing new funding sources for staffing of a medium-sized law enforcement agency in the next five years. The plan identifies potential stakeholders and a few potential snaildarters. Additionally, the plan proposes broad-based strategies. This chapter is intended to equip law enforcement with ideas for activating the Community Facilities Districts.

Critical mass is the minimum number of stakeholders required to make change happen. In order to truly understand the commitment level of key the stakeholders identified as the critical mass, a commitment chart can be completed. The chart below shows the current level of commitment represented by an “X” for each individual or group, and the desired level of commitment or participation represented by an “O”. The arrow represents the direction that is desired for each commitment level to proceed.

#### Critical Mass

The following is a list of key critical mass stakeholders whose support is essential to the implementation of this strategic plan. A minimum of four is required to make the change happen:

- City Council – Local political leaders (city council) have significant influence on the policies to be carried out. They must provide the necessary funding and adopt policies that pave the way for implementation of the strategic plan.

- Planning Commission - Planning commissioners must be educated on the effects of rapid growth on a city and the impact on public safety. It is recommended that planning commissioners learn about the staffing of the local police department, funding resources available to the department, and mandates that the police department must fulfill as a result of accelerated population growth.
- Chief of Police - The chief law enforcement executive must initiate open dialogue with the city council and city manager by the establishment of presentations before the council and city manager to explain how rapid growth has impacted the staffing of the police department, its effect on delivery of service, and what should be expected in the future. The chief law enforcement executive should invite and encourage them to attend the police department's citizens' academy and/or participate in ride-alongs whenever possible.
- City Manager – The city manager, working in cooperation with the city council, must be committed to the proposed strategic plan and is key to its implementation.

TABLE 4

CRITICAL MASS

| Critical Mass Individuals/<br>Groups | Block Change | Let Change Happen | Help Change<br>Happen | Make Change<br>Happen |
|--------------------------------------|--------------|-------------------|-----------------------|-----------------------|
| Police Chief                         |              |                   | O                     | X                     |
| City Manager                         |              | X                 | O                     |                       |
| City Council                         |              | X                 |                       | O                     |
| Planning Commission                  | X            |                   |                       | O                     |
| X = Current    O = Desired Position  |              |                   |                       |                       |

## Commitment Planning

A commitment plan is a specific strategy that describes a series of action steps devised to secure the support of those subsystems necessary to the change effort.

The critical mass required for the successful implementation of the plan would be coordinated and implemented by the chief of police. It includes the city manager, city council, and planning commission. All of these key players will be required for successful coordination and implementation.

The chief of police must take the lead position in discussions with the critical mass individuals. It is incumbent on the chief of police to persuade the city manager to agree with the funding proposals so that the chief and city manager will be unified in their proposal to the city council for these alternative funding methods. Commitment will ultimately be needed from the building industry association, and telephone service providers as well. The plan is destined for failure without their commitment.

The chief of police would develop an action plan for the critical mass group that calls for the chief of police to coordinate the project, and the city attorney to provide legal interpretation and author city ordinances to grant authority to impose the requested fees. The finance department would then be responsible for collection and administration of fees in accordance with the provisions set forth in the city ordinance granting authority to collect and manage fees. Developers and telephone service providers would need to be educated about the fees, with the police department primarily responsible for providing the education. A key area of concern for the developers would be for the public to understand rates are not being increased to cover the fees being imposed.

The police department would develop a monitoring system that incorporates key timelines and target dates for implementation. A command staff officer would be responsible for moving the project forward towards implementation.

The police department would have the responsibility for executing the fees. Approval authority, including veto power, would be established at the city manager/city council level. The finance department, city attorney, and police department would dedicate resources necessary to accomplish execution of the plan. The city manager and chief of police would be informed before any action is taken.

## Responsibility Chart

To create a responsibility chart, each involved individual is listed on the chart's horizontal axis. The actions, decisions, or activities affecting that individual's relationship are placed on vertical axis. After the lists are complete, the participants chart the required behavior of each individual with regard to any action or decision, using the following classifications:

R = Responsibility for a particular action, but not necessarily authority

A = Authority to approve or reject the particular action.

S = Support the action with necessary resources, but need not agree with action

I = Informed prior to any action taken, no veto authority

- = Does not apply to this particular action.

The first step in filling in the responsibility chart is to determine where on the chart the "R" will be located. Because responsibility can only fall on one individual, only one "R" can exist for any one action. After the location of the "R" has been determined, the other boxes can be filled in, with the caveat that no box contains more than one letter.

TABLE 4

RESPONSIBILITY CHART

| Actions   | <u>Participants</u> |              |              |                     |
|---|---------------------|--------------|--------------|---------------------|
|   | Police Chief        | City Manager | City Council | Planning Commission |
| Setup Project Manager   | R                   | A            | S            | S                   |
| Define Vision   | R                   | S            | S            | S                   |
| Establish Goals   | R                   | A            | A            | S                   |
| Identify Funding Sources  | R                   | A            | A            | A                   |
| R = Responsibility S = Support A = Approval (right to vote) I = Informed - = Not/Applicable |                     |              |              |                     |

### Responsibility Chart Summary

In most cases, each participant has an involvement in each of the actions. While the involvement may vary from needing only to be informed to actually having voting rights, it is incumbent that no one is forgotten if the process is to proceed smoothly.

Police Chief - The chief has the primary responsibility for defining the vision for any change that is to occur in the organization. If the vision is not the chief's, or the chief does not accept responsibility for it, the transition plan will most likely not succeed. Once the vision has been defined, in this case setting up alternate funding sources, the chief will assume the role of approving and supporting the transition team in carrying out the implementation of the program of developing alternative funding sources.

City Manager – The city manager in the city of Indio is the final authority in any action taken by the police department. While it is possible to circumvent the city manager and take a vision directly to the city council, doing so could be political suicide for the chief of police. To ensure support, the chief should first discuss the vision with the city manager prior to taking it to the city council in a study session. If the city manager shares the vision, the transition process can begin.

City Council – The city council of the city of Indio has the final authority over any approval of prospective new funding strategies. This action requires city council approval and a city resolution to grant authority to collect the fees proposed.

Planning Commission – It is essential to include the in the city planning commission early in the planning stages of the proposed new funding sources to convince them to share the

vision. The planning commission ultimately has the authority to approve and make recommendations.

To ensure that the process stays on a strict timeline, the chief of police should take a responsibility for consistently evaluating the progress and assure that the task is completed. The chief of police will be in a position to assign additional resources as needed to prevent delays.

With this process complete, conclusions and recommendations can be made to determine the viability of using the proposed alternative funding strategies in the city of Indio by the year 2009.

### Transition Elements

Elements of transition:

- Comprehensive Unbiased Research - Law enforcement leaders must petition the city council to provide monies for continued strategic planning to conduct research into the social and economic impact of rapid community growth and its effects on the resources for staffing of the department. This must cover a minimum time period of three years. The researchers must be independent of any special interest groups.
- Education of the Community - Rapid growth in the community can and will affect quality of life. The community must be educated as to the effects of rapid community growth and the impact on the staffing of the department. Law enforcement must develop the curriculum to be delivered to the community; the unbiased research results will be a valuable tool in the dissemination of information. Law enforcement could include this and related growth issues in their citizens' academies.
- Cost Recovery Systems - Communities directly impacted by rapid growth are best able to determine how to spend the money to offset costs incurred by the rapid growth. Impact

Fees can be used to support the cost of public safety. Local politicians must be educated and then convinced to pass the legislation necessary to ensure cost recovery.

- Trust Between Citizens and Law Enforcement – The community policing philosophy and principles must be used by law enforcement agencies. Instead of law enforcement presuming to determine the funding needs of the citizens, surveys and questionnaires should be used to understand their perceptions of funding issues and growth. Law enforcement could set up community meetings with citizens, identify funding problems, and work towards solutions.
- Crime Reduction - Law enforcement must be able to demonstrate that with the proper staffing and sufficient budget, the department will be able to continue reducing the crime rate and keep pace with the rapid community growth.
- Liaison Officer - There must be a liaison officer, preferably a supervisor, who works with developers and the building industry association to identify, explain, and justify needs.
- Evaluation Procedures - With any plan there needs to be a system in place to evaluate its successes and failures. Law enforcement agencies in cities experiencing rapid growth must first identify the overall mission and objectives. In keeping with established community policing principles, a committee should be formed that incorporates department personnel, citizens from the community, and elected officials. The committee should be challenged with the task of developing the vision as it relates to community growth and the staffing of the department, and to formulate a plan for accomplishing the task. A five-year plan that incorporates annual progress evaluations is recommended. The evaluations must include a determination of whether or not the plan is generating sufficient resources as projected. Final approval rests with the elected city council since

the mission statement encompasses community growth and the staffing of the department.

A strategic and transition management plan is the first step in a five-year process of change towards an optimistic future for those medium-sized law enforcement agencies dealing with the impact of community growth on staffing. Change does not come easily and is often resisted because of its uncertainty. Developers and citizens of the community may balk if they perceive that the changes will interfere with or limit their growth or quality of life. There may be individuals or groups with their own agenda that will resist change because it is contrary to their position. The process of change and its implications will be discussed in the next chapter.

CHAPTER V  
CONCLUSIONS  
Project Summary

Managing rapid growth of a community, controlling staffing related issues, and developing revenue to provide effective policing has significant future impacts on a mid-sized law enforcement agency. This project has forecasted several alternative futures and provided a strategic and transition management plan identifying several concepts that, when implemented, may have a favorable impact on the Indio Police Department in the future.

For example, education of elected officials concerning growth issues and their impact on staffing resources is important, as is the development of new unbiased research on development impacts upon the community. A fair and equitable cost recovery system has been discussed and outlined in the plan. There is a concern that rapid growth development without a strong planning commission could allow developments that will ultimately place a strain on public safety. It is recommended that public officials avoid appointing members to the planning commission who may not understand the full impact of growth on public safety. Finally, the success of many of these ideas rests on activating and engaging the community through community-policing principles or community-government principles which will allow for establishing a relationship of trust among the citizens, elected officials, and development community.

This chapter will discuss the implications of city council decisions, budgetary considerations, recommendations, the evaluation process, and conclusions.

### Leadership Implications

Law enforcement leaders must recognize that although not every law enforcement agency has to contend with rapid growth, the ramifications of uncontrolled growth will affect regions and even extend to the entire state. Leaders must be willing to convince state and local officials that unchecked growth without adequate funding for law enforcement will create social and economic consequences that will not be fully understood until the community approaches final build-out.

The development of unbiased research into the effects of growth will provide law enforcement leaders the supporting documentation to demand a public policy for growth that allows the department to maintain a strong staffing level. Key leaders within state and local government, such as assembly members, council members, and mayors can and should be lobbied through law enforcement groups and political organizations explaining the importance of such data. Law enforcement leaders can use the same organizations to approach local leaders on the issue of implementing a fair and effective revenue stream to cities and counties responsible for policing rapid growth communities.

The ability to influence public policy with regard to revenues for growth also requires the understanding and support of appointed officials. Leaders within law enforcement must educate their appointed commissioners as well, stressing the importance of the concepts outlined in the strategic and transition management plan.

The building industry associations and leadership cannot be ignored. A trusting relationship between the police leadership and building industry associations must be established and cultivated. Such a relationship will be beneficial during cost recovery negotiations and

policy decisions. If the building industry clearly understands the concerns of law enforcement and the purpose behind the strategic initiatives, they are less likely to perceive a threat against issues associated with their costs and profits.

Clearly, law enforcement managers must take the lead in fulfilling the objectives of the strategic and transition management plan. However, the informal leaders within any law enforcement organization and labor union leaders should be consulted. Once the informal and labor leaders are persuaded to act, they can influence the local elected officials and generate results through community contacts.

The initiation of change does not operate within a vacuum. The plan will only succeed with unified, steadfast leadership within the law enforcement community.

#### Evaluation Activities

Once the strategic and transition management plan is implemented, there needs to be a process for measurement of success or failure of the action plan. An annual evaluation is recommended that will measure growth rates, housing starts, and crime statistics, along with staffing and deployment of personnel. In addition, as a part of their community policing strategy, law enforcement should survey the community to measure its perception of the impact of growth. The surveys should include the building industry community as well.

An annual cost analysis of the Indio Police budget should be conducted to determine how growth affects the city's ability to handle increased funding requirements. Examples are: the cost of manpower commitments for servicing the new growth areas, annexations, overtime related to lack of allocated manpower, and the administrative cost to process paperwork and reports generated by new growth areas. This information becomes important when trying to convince critical mass stakeholders to support local cost recovery systems. This cost analysis

would be necessary to determine if the funding strategy for fees covers growth issues. This would be completed by the finance department of Indio.

### Budgetary Implications

According to city of Indio Finance Director Jerry Carter, the median price home in Indio (\$200,000) generates only approximately \$237 per year in property tax, creating a deficit of \$803 per household in needed revenue. This shortfall creates a burden on existing city or county services.<sup>24</sup> The city of Indio residential population accounts for two-thirds of the calls for service, so the increased growth will have an adverse impact on delivery of service and staffing needs due to lack of additional available funding resources. In short, personnel would not be readily available to respond.

The lack of a clear mechanism for funding law enforcement agencies that are impacted by rapid growth creates tremendous uncertainty and an inability to efficiently and effectively plan for the future. Without legislative action that guarantees funding, law enforcement agencies have no assurance that they will receive any funds to offset the impact of growth.

The pessimistic view would have a complete collapse of local law enforcement due to funding problems, with the state having to take over law enforcement duties and providing minimum levels of service. The revenue necessary to offset the increased service demands due to growth would need to find its way to the cities and counties. The strategic and transition management plan contains a component to address this particular issue that mitigates the pessimistic position.

### Recommendations for the Future

Law enforcement jurisdictions that are experiencing rapid growth have an obligation to develop strategies for public safety funding that will increase the staffing of the department. It is

recommended that an association or coalition be formed consisting of stakeholders who will be adversely affected by rapid growth within their jurisdiction. The coalition could facilitate community initiatives for funding sources for public safety and become the organization primarily responsible for implementing the strategic and transition management plan.

The role of the building industry association is an important element in the coalition. Building industry associations have a vested interest in keeping an equitable and reasonable revenue stream to ensure public safety needs are met. It is in their interest to promote good public safety for their homes. They may be more agreeable to implementing a revenue stream that flows back to cities and counties, rather than the state, when revenues are earmarked for public safety only. Through a process of education, building industry associations must also be convinced of the need for controlled growth and the importance of remaining somewhat restrained until the economic and social effects are fully understood.

The local government needs to be kept apprised of law enforcement's concerns about rapid growth and its effect on staffing. Local lawmakers should receive regular briefings from law enforcement leaders on the effects of the growth. The local lawmakers must be informed on the issues, the future concerns, and suggested remedies. If local officials cannot be convinced or simply ignore law enforcement's issues, the state may become the next entity to make an attempt at managing growth in rapidly expanding communities. This step may be taken by the coalitions.

Additional research should be conducted on the impact of growth on the city of Indio and the police department, especially the community's economy and social consequences. Since this project is limited in time and scope, the future research must be from independent sources not associated with the building industry or anti-tax groups.

## Conclusion

Rapid community growth and its future impact on law enforcement often becomes an issue of community response. There are many residents of local communities who believe that rapid community growth erodes the quality of life and adversely affects the ability of a community to provide public safety resources and responses. The concern is valid; however, with proper cost recovery systems in place, elected officials properly educated concerning the impact, and planning commissions that impose conditions upon rapid development growth in a community, the impact on law enforcement in the future can be minimized. There are some who believe that community growth that is well planned and thought out will minimize the social and economic impacts on the community.

On the other side of the argument is the building industry and its conviction that growth must not be inhibited but allowed to move forward with very few restrictions and fees. This argument is profit-based for the building industry; therefore, they tend to be most resistant to any increased fees associated with new development that would affect their bottom line.

How will community growth impact staffing in a medium-sized urban law enforcement agency by 2009? Regardless of the research, one could intuitively reason that rapid growth will bring a larger population to the area; thus there would be an increase in crimes and calls for law enforcement service. Increased traffic, property crimes, identity theft, and overall response to calls for service would all increase. There also exists the possibility that many of these types of crimes occur in the older areas of the community with residents and business owners competing for services with funding remaining at the same level. The outcome is that the staffing of the department will be impacted and services would be reduced or eliminated. In the future, the lack of resources will affect the ability of the staffing levels to respond to the demands for service.

This project concludes that there will be an increased demand on city resources, which includes infrastructure such as roads, sewers, and hospitals, as well as law enforcement responses. Since most of the growth is located in an older city, which has increased its annexations, there will be quality of life changes as more and more residents arrive to make the community their new home. The residential population will grow stronger politically and be able to influence public policy as it relates to growth, especially in relation to its impact on the community.

The favorable future is the development of a strong cost recovery system and trusting relationships between builders and the community. This relationship becomes the basis for establishing fair and equitable fee cost recovery systems for community growth and law enforcement.

The impact upon law enforcement in the next five years will be significant. Law enforcement must be willing to become proactive rather than reactive to the impacts of community growth on staffing levels in a medium-sized urban law enforcement agency in the next five years. Law enforcement leaders should implement the recommended strategic plan to mitigate unfavorable futures and cause optimistic outcomes. Clearly, if law enforcement does not become involved in the community growth issues, other organizations and individuals will. Their concept of growth and its impact on staffing may not be favorable for law enforcement. Law enforcement must assume a leadership role in the growth issue and not leave its future in the hands of others.

## Appendix A

### Nominal Group Technique

#### Panel

Abajian, Linda  
Executive Assistant  
City of Indio  
La Quinta, California

Banasiak, Richard  
Police Sergeant  
Indio Police Department  
Indio, California

Frank, Ellie  
Director of Jobs Program  
WIN Program  
Indio, California

Hoy, Wayne  
Pastor  
Our Lady of Soledad  
Coachella, California

Householder, Sandra  
Management Analyst  
City of Indio  
Bermuda Dunes, California

Krause, Sandy  
Human Resources Manager  
City of Indio  
La Quinta, California

Mayes, Clayton  
Professor  
College of the Desert  
Rancho Mirage, California

Runyon, Patrick  
Youth Coordinator  
California Cadet Corp  
Indio, California

Schroeder, Dick  
Senior Center Director  
City of Indio  
Indio, California

## Appendix B

### Cross Impact Analysis

#### Panel

Jim Neujahr  
Police Lieutenant  
Calexico Police Department  
Calexico, California

Andres Amezquita  
Store Manager  
Big O Tires  
Indio, California

Don Campbell  
Manager  
Imperial Irrigation District  
Imperial, California

Bruce Clark  
Business Owner  
Clarks Travel Center  
Indio, California

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<sup>1</sup> Michael Coleman, *Drafting a Blueprint for Reform: Why Local Government Fiscal Relief is Needed So Urgently*, (Western City, September 1997) 48-53.

<sup>2</sup> George L. Kelling, *Police and Communities: The Quiet Revolution*, Perspectives on Policing, no. 1 (Washington D.C.: National Institute of Justice, 1988).

<sup>3</sup> James K. Stewart, *The Urban Strangler: How Crime Causes Poverty in the Inner City*, Policy Review 37 (Summer 1986): 2-6.

<sup>4</sup> Michael Coleman, *What Cities are Doing for the California Budget Dilemma*, (September 2002) (Internet) [www.californiacity.finance.com](http://www.californiacity.finance.com)

<sup>5</sup> Dennis Ross, *Impact Fees: Practical Guide for Calculation and Implementation* (September 1999) ASCE Growth Conference, September 1999. (Internet) [http://www.impact.fees.com/imp\\_fees.html](http://www.impact.fees.com/imp_fees.html)

<sup>6</sup> Joel Fox, Prop. 13 *A Look Back*, Howard Jarvis Taxpayer Association. (Internet) [http://www.hjta.org./context/an000024c\\_prop13htm](http://www.hjta.org./context/an000024c_prop13htm)

<sup>7</sup> Bruce Bartlett, *Prop. 13 "Yes I voted for it."* Howard Jarvis Taxpayer Association. (Internet) June 2003, <http://www.townhall.com/columnists/brucebartlett/bb20030603.shtml>

<sup>8</sup> Brady W. Lurz, *Let America Build*, (Builder and Remodeler, 1990) 17 & 55.

<sup>10</sup> Ibid.

<sup>11</sup> Robert Trojanowicz, *Policing and the Fear of Crime*, Perspectives on Policing, no.3 (Washington, D.C.: National Institute of Justice, 1988).

<sup>12</sup> Ibid.

<sup>13</sup> Ezra F. Vogel, *Japan as Number One: Lessons for America* (Cambridge: Harvard University Press, 1979).

<sup>14</sup> Thomas J. Peters and Robert Waterman Jr., *In Search of Excellence: Lessons from America's Best-Run Companies* (New York: Harper and Row, 1982) 43-50.

<sup>15</sup> David K. Clifford Jr., and Richard E. Cavanaugh, *The Winning Performance: How America's High Growth Midsize Companies Succeed* (New York: Bantam Books, 1985) 12-18.

<sup>16</sup> Harry P. Hatry and John M. Greiner, *Improving the Use of Quality Circles in Police Departments* (Washington D.C.: National Institute of Justice, 1986).

<sup>17</sup> Malcolm K. Sparrow, Mark H. Moore and David M. Kennedy, *Beyond 911: The New Era of Policing* (New York: Basic Books, 1990) 31-33.

<sup>18</sup> Ibid.

<sup>19</sup> Herman Goldstein, *Policing a Free Society* (Cambridge, Mass: Ballinger, 1977) 78-81.

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<sup>20</sup> Edward R. Freeman, *Strategic Management: A Stakeholders Approach* (Marshall, Mass.: Pittman, 1984), 10.

<sup>21</sup> Egon Bittner, *The Functions of the Police in Modern Society* (Washington, D.C.: U.S. Government Printing Office, 1970).

<sup>22</sup> Mark H. Moore, *Crime and Policing, Perspectives on Policing, no.2* (Washington, D.C: National Institute of Justice, 1988).

<sup>23</sup> Herman Goldstein, *Policing a Free Society* (Cambridge, Mass.: Ballinger, 1977) 23-28.

<sup>24</sup> League of California Cities Fact Sheet, Nov 25, 2002.

<sup>25</sup> Lee G. Bolman and Terrence E. Deal, Deal, *Reframing Organizations* (Jossey-Bass A Wiley Imprint).

<sup>24</sup> Interview, January 18, 2004, Jerry Carter, Finance Director, City of Indio

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