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Command College  
Independent Study Project  
Technical Report

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ACQUISITIONS

"What impact will special assessment  
districts have on law enforcement funding for  
a mid-size agency by the year 2005?"

Captain Alan Lanning  
La Mesa Police Department  
Command College Class 20

May 1995

20-0413

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

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

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

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Section One

Introduction

and

Background

## INTRODUCTION

This independent study project focuses on special assessment districts as a means of funding for law enforcement agencies. The City of La Mesa, California is used as a model and setting for the study. Community and professional experiences in the preceding five years strongly suggest that funding will be one of the most important areas of concern for the city and its police department.

## THE FUNDING ISSUE

The economic downturn that has affected the nation for the last several years has brought significant economic adversity to California for the first time since the end of World War II.<sup>1</sup> Until the current recession California had been essentially unaffected by the short term ups and downs of the economy. National economic events however have shown that California no longer enjoys the economic independence it once did.<sup>2</sup>

In the 1980's, during the Reagan presidency, the United States embarked on one of the greatest peacetime military buildups in its history. California was a prime benefactor of this buildup, in terms of the government spending needed to produce the new military hardware. Many aerospace and high technology firms, who were deeply involved in the development and manufacturing of new military equipment, were based in California<sup>3</sup>. In the late 1980's and early 1990's, when the military boom turned to bust, California was particularly hard hit.<sup>4</sup> The shrinking of the military and the military base closure program added to an already dismal economic state.<sup>5</sup>

Consumer confidence has been shaken badly in the recession that has affected the nation for the last several years and California has experienced the effects of this just as much as other government institutions across the United States. Less consumer spending, particularly on large dollar items, has led to a decrease in state and local revenue from sales tax, one of the major sources of revenue for both city and county governments.<sup>6</sup>

Unemployment in California has been running above the national average and

this has also had a significant effect on government revenues.<sup>7</sup> As unemployment has risen the number of taxpayers has decreased. Rising unemployment has resulted in increased government costs for welfare and unemployment benefits and has also contributed to a loss of potential wage earners as people leave California for better job markets in other parts of the country.<sup>8</sup> This out-migration has caused a slow-down in the California real estate market with a resulting slow-down in property tax revenues at both the state and local level.<sup>9</sup> Local governments have been particularly hard hit by this, since property taxes, along with sales taxes, are their primary sources of revenue.<sup>10</sup> The problem posed by this revenue loss has been compounded at the local level in recent years by state actions to retain larger shares of this revenue to balance a state budget that is continually in the red.

At the local level, La Mesa has been significantly affected by the economic downturn of recent years.<sup>11</sup> La Mesa is a mid-size city of approximately 54,000 people, located on the eastern border of San Diego. The city is over 95% built-out so the opportunities for commercial development are very limited and have been restricted mainly to redevelopment projects for well over the last decade. The community as a whole is older than neighboring areas and more conservative. There has been a relatively slow rate of housing turnover so many homes are still valued and taxed at pre-1978 rates under Proposition 13.

The five council members, elected at large, have tended to reflect the conservative nature of the community and have consistently opposed increases in taxes or fees, even when shown La Mesa's relatively low rates in comparison with other cities in the county. The council appears to be strongly influenced by what it perceives as the "no new taxes" sentiment of the voters.<sup>12</sup> It is likely the council could be swayed from this position if sufficient voter demand could be demonstrated. This appears to be within the realm of possibility based on events that occurred during the preparation of the FY92-93 budget. The preliminary city budget called for cuts to the police department's staff. A "grass roots" campaign by the police officers association generated sufficient



## Independent Study Project Abstract

### Issue:

"What impact will special assessment districts have on law enforcement funding for a mid-size agency by the year 2005?"

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### Abstract

The study consists of five major sections, "Introduction", "Futures Study", "Strategic Plan", "Transition Management" and "Conclusions and Recommendations." The study identified future trends concerning funding for law enforcement agencies and the use of special assessment districts to provide added revenues. The "Transition Management" section identifies a detailed plan for community and local political participation in the identification and establishment of a special assessment district. Major findings focus on the significance of crime rates and perceived crime trends, especially violent crime, in relation to support for new taxes and fees for law enforcement, as well as the importance of research on the electorate prior to submitting a voter-approved funding measure. Portions of the study are specific to California law enforcement agencies due to state laws affecting special assessment districts.

Command College  
Independent Study Project  
A Journal Article

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## INTRODUCTION

In the late 1980's California governments, at both the state and local level, began to sustain significant reductions in revenues, brought about by economic recession. At the same time rising crime rates, increasing demands for service and new law enforcement strategies placed greater demands on government for law enforcement services.<sup>1</sup> These two opposing forces clearly defined a problem for local law enforcement agencies, that of obtaining and maintaining a continuing and substantial revenue source. This article will explore several aspects of this problem by focusing on the issue of special assessment districts as a funding source and several related sub-issues. The article will discuss these in the context of how they apply to a mid-size California city.

## ISSUE AND SUB-ISSUES

Study Issue: What impact will special assessment districts have on law enforcement funding for a mid-size agency by the year 2005?

Sub-issue: What will be the impact of crime trends and perceived crime trends on proposed and existing special assessment districts?

Sub-issue: What marketing strategies will be effective in gaining approval for special assessment districts?

Sub-issue: How will special assessment district law enforcement services be provided?

## THE FUNDING ISSUE

The economic downturn that has affected the nation for the last several years has brought significant economic adversity to California for the first time since the end of World War II. National economic events have shown that

California no longer enjoys the economic independence it once did.<sup>2</sup>

In the 1980's, during the Reagan presidency, the United States embarked on one of the greatest peacetime military buildups in its history. Many aerospace and high technology firms, who were deeply involved in the development and manufacturing of new military equipment, were based in California.<sup>3</sup> In the late 1980's and early 1990's, when the military boom turned to bust, California was particularly hard hit. The shrinking of the military and the military base closure program added to an already dismal economic state.<sup>4</sup>

Consumer confidence has been shaken badly in the recession that has affected the nation for the last several years and California has experienced the effects of this just as much as other government institutions across the United States. Less consumer spending, particularly on large dollar items, has led to a decrease in state and local revenue from sales tax, one of the major sources of revenue for both city and county governments.<sup>5</sup>

Unemployment in California has been running above the national average and this has also had a significant effect on government revenues.<sup>6</sup> As unemployment has risen the number of taxpayers has decreased. Rising unemployment has resulted in increased government costs for welfare and unemployment benefits and has also contributed to a loss of potential wage earners as people leave California for better job markets in other parts of the country.<sup>7</sup> This out-migration has caused a slow-down in the California real estate market with a resulting slow-down in property tax revenues at both the state and local level.<sup>8</sup> Local governments have been particularly hard hit by this, since property taxes, along with sales taxes, are their primary sources of revenue.<sup>9</sup> The problem posed by this revenue loss has been compounded at the local level in recent years by state actions to retain larger shares of this revenue to balance the state budget.

At the local level, La Mesa has been significantly affected by the economic downturn of recent years.<sup>10</sup> La Mesa is a mid-size city of approximately 54,000 people, located on the eastern border of San Diego. The city is over 95% built-

out so the opportunities for commercial development are very limited and have been restricted mainly to redevelopment projects for well over the last decade. There has been a relatively slow rate of housing turnover so many homes are still valued and taxed at pre-1978 rates under Proposition 13.

The five council members, elected at large, have tended to reflect the conservative nature of the community and have consistently opposed increases in taxes or fees, even when shown La Mesa's relatively low rates in comparison with other cities in the county. It is likely the council could be swayed from this position if sufficient voter demand could be demonstrated. This appears to be within the realm of possibility based on events that occurred during the preparation of the FY92-93 budget. The preliminary city budget that year called for cuts to the police department's staff. A "grass roots" campaign by the police officers association generated sufficient voter pressure to avoid these cuts and resulted in the council directing the city manager to find other ways to balance the budget.

La Mesa shares many of San Diego's crime problems and over the last several years has experienced a moderate increase in property crimes but a more significant increase in crimes of violence<sup>11</sup>. There is an increasing frequency of gang activity and gang related crime problems in the city, such as auto theft, robbery, serious assaults and graffiti. The only notable increase in police personnel came about three years ago when a traffic safety grant added three motor officers to the department.

The resources and programs of the La Mesa Police Department have been the subject of two major city studies over the course of the last four years. The first was a staffing study which sought to identify where the police department stood in relation to accepted "industry standards" for personnel. Using information obtained from the International Association of Chiefs of Police and the California Commission on Peace Officer Standards and Training, as well as work measures developed by department personnel, the study found that nine full-time positions should be added to the department, an increase of nearly 14%.<sup>12</sup>

These recommendations were never fully implemented due to budgetary constraints.

The second study sought to identify issues facing the department in the 1990's and recommend goals and programs to address those issues. Not surprisingly, increased funding for new personnel and resources was a significant finding in the study and again, those findings have been implemented to only a limited degree due to budgetary constraints.<sup>13</sup>

Over the last two years there has been increasing pressure on the department to provide staffing in specific areas to address concerns of various groups in the community. Merchants in the downtown area have been troubled by graffiti, transients and increased theft.<sup>14</sup> They have asked for more officers to work in the downtown area and for the department to establish foot and bike patrols to provide more visibility and quicker response in the immediate downtown area. Businesses along one of the city's major traffic routes have complained about prostitution activity and have asked for more officers to be assigned to vice enforcement. Residents in a number of areas have asked for a greater police presence, for a more active police role in the schools and for the establishment of police storefronts. The department has attempted to meet some of these needs by adopting a community-oriented policing philosophy but the implementation of programs to support that philosophy has been hampered by limited resources and the inability of patrol officers to devote sufficient time to community problems.

Many of the problems described lend themselves to specific types of solutions rather than simply hiring more police officers to add to existing programs. The problems existing in the downtown area could be addressed through more affordable private security officers working under contract for the city.<sup>15</sup> These problems are also typical of ones which could be effectively addressed through the use of bicycle patrols. The formation of small, special enforcement teams is another possible strategy which could be implemented at a relatively low cost.

From this perspective it is clear that in La Mesa, and in all the California cities that share La Mesa's problems, funding to support law

enforcement services is a key issue. Funding through sources such as grants and asset seizure are only a partial solution and are subject to a number of varying conditions. Given the general economic condition of California and the attitude of taxpayers as a whole, significant general tax increases seem very unlikely. The ability of local governments to generate revenues for specific services through the use of special assessment districts presents a viable opportunity to improve services through local community support and cooperation.

#### TRANSITION MANAGEMENT PLAN

This portion of the article deals with the conditions which must be present, and the steps necessary, to successfully implement a special assessment district. It will focus on the City of La Mesa as a model for application and describes the process of implementing a strategic plan for a special assessment district.

A special assessment district was selected as a strategy based on futures research that was conducted and the development of a mission statement for the La Mesa Police Department. This mission statement was designed to address a possible future state that was identified in the futures research.

In order to give the reader an appropriate framework, it is important to review the mission statement which led to the selected strategy, and the strategy itself. The mission statement reads as follows:

"The La Mesa Police Department seeks to provide a broad range of effective law enforcement services through specific funding enhancements, based upon the needs and desires of the community. It is the responsibility of the Police Department to report to the citizens regularly on the state of crime in the community and to provide assessments of how problems can be addressed and the resources that will be needed. The Police Department must utilize those resources specifically authorized by the community, for the purpose for which they were intended, and report regularly on their effectiveness."



Taking this mission statement, members of the police department's staff evaluated various suggested strategies against a set of six criteria, which are as follows:

Citizen Input: What means, and to what degree, do citizens have for input on proposed revenue measures or mechanisms? Does the measure require an electoral process, public hearings or local legislative action?

Political Impact: To what degree are local political leaders affected by enactment of the revenue measure or mechanism? Is it considered "high risk" or "low risk"?

Implementation Time/Process: What research and/or political process is required for implementation of a funding mechanism or measure and what time frame is entailed?

Continuity of Funds: Are funds limited to a particular time frame? Are they subject to variation with the local economy?

Specificity of Funds: What limits are placed on the ways in which funds can be spent?

Stakeholder Support: What is the expected overall level of support among the collective stakeholders?

#### Selected Strategy

A total of six strategies were suggested by the members of the department staff, including the selected strategy. This strategy was stated as follows:

"Identify specific law enforcement needs within defined areas of the city

and pass a number of special assessment district measures, based upon those needs."

This strategy was selected as the preferred strategy based on its evaluation against the stated criteria and its ability to achieve the mission. The process of adopting one or more special assessment districts offers voters an opportunity for direct participation in the business of government and policy making and generally carries with it the broadest range of stakeholder support. Because of this, it carries little or no risk for local political leaders. The legal requirements for the creation of a special assessment district insure both continuity and specificity of funding and does not require sacrifices to be made in other areas of government.

This strategy involves a joint effort, between citizens and government, to determine areas where additional police services are required and provide a mechanism for funding those services.

The police department and local government officials would hold public meetings throughout the city to hear the complaints and concerns of citizens in the various areas where they work and live. This process insures that problems are not overlooked, minimized or exaggerated.

Next, the police department and local government officials would identify specific problems and areas that would be suitable for a special district measure. An advisory committee for each defined area, consisting again of local government officials, police and, most importantly, citizens, would then be organized. The committee would be responsible for developing a special district plan, consisting of a statement of the problem or problems, the boundaries of the district, a strategy or strategies to address the problems, a budget for the district and performance measures to be evaluated and reported on bi-annually. This plan would then form the basis of a measure to be placed on the ballot for the next election.

The City Clerk's Office would be responsible for insuring that the legal

requirements were met for placing the measure on the ballot. The special district advisory committee would then address the task of conducting a public information campaign to generate support for the special district measure at the election. This would culminate with the election, in which the measure would either be adopted or rejected.

#### CRITICAL MASS

The successful implementation of the selected strategy requires the identification of, and support from, a "critical mass" of key individuals who have the ability to impact the implementation of the strategy. Support for the strategy need not be universal but it must be sufficient to begin implementation and sustain it through its course.

A "Commitment Chart" has been prepared to introduce the members of the critical mass for this particular issue and depict their current levels of support, indicated by an "X", and the levels of support required for successful implementation, indicated by an "O". For the purposes of this article, the members of the critical mass are fictitious characters and their positions have been defined for the purposes of illustration.

# Commitment Chart

## Level of Commitment

	Block	Let Change	Help Change	Make Change
	<u>Change</u>	<u>Happen</u>	<u>Happen</u>	<u>Happen</u>
<u>Actor</u>				
Council Member		X-----O		
Adams				
Council Member	X-----O			
Baker				
Council Member	X-----O			
Charles				
Council Member		X-----O		
Davis				
Council Member		X-----O		
Edwards				
City Manager		X-----O		
Police Chief			XO	
Police Capt.			X-----O	
POA Leaders		X-----O		
Community Leaders	(X-----X)	-----O		

The first group of people who form part of the critical mass are the members of the La Mesa City Council. The council consists of five members, elected at-large in the city, including one member who is elected as mayor by popular vote. The current and minimum levels of commitment for each council member will be described individually. The propositions used to move each council member to the minimum level of support needed will be described later, since each one applies to each member of the council, in varying degrees.

#### Council Member Adams

Council Member Adams has taken a neutral, or "let change happen" position on the proposed strategy. He is attracted by the potential uses that added revenues could be put to but leery of the idea of raising taxes in selected areas of the City. He is one of three council members who must adopt a "help change happen" position in order for the strategy to have a realistic chance of success.

#### Council Member Baker

Council Member Baker has adopted a "block change" position on the proposed strategy. He has consistently voiced anti-tax views during his years on the council and is generally critical of government bureaucracy. His position must be moved from "block change" to "let change happen".

#### Council Member Charles

Council Member Charles is also identified as a "block change" member of the Council. He is one of two council members facing re-election within the next year and is concerned about his chances for re-election. Council Member Charles must also be moved to the "let change happen" position.

#### Council Member Davis

Council Member Davis is at a "let change happen" position currently. Like Council Member Charles, he is facing re-election in the upcoming year. His concerns about an anti-tax position are countered by several vocal constituencies calling for greater local government services in their communities. He is also one of three council members who must adopt a "help change happen" position for the success of the strategy.

#### Council Member Edwards

Council Member Edwards is the third council member currently viewed at a "let change happen" position who must be moved to a "help change happen"

position. Council Member Edwards was recently re-elected to a new four year term. His greatest political asset is seen as a tangible record of achievement in areas of community concern. His record was stressed heavily during his last re-election campaign, as were promises to continue these efforts.

The successful implementation of the proposed strategy requires as much council unity as possible, in terms of the message it sends to both the electorate and to the various city entities that will be involved in implementation. One council member who adopts an active "block change" position can seriously undermine public confidence in, and acceptance of, the proposed strategy. Equally dangerous is a situation where one or two council members adopt an active "make change happen" position. This creates a situation where the proposed strategy becomes "their" political issue and can immediately polarize positions on the council. The best circumstance for successful implementation involves no active opposition by members of the council and "helping" support from a majority, in terms of participation in the implementation process. Council participation is seen as critical to the legitimacy of the process and to promoting council acceptance as implementation nears the election stage.

There are a variety of propositions to be put to the members of the council which will help bring about the consensus needed for critical mass. The first such proposition deals with one of the first steps in the implementation process, that of holding community meetings. A series of community meetings, held at the neighborhood level, offer a significant opportunity for members of the council to interact with voters, solicit their views and foster their images as active members of the community.

The next proposition centers on the general issue of law enforcement support and being "tough on crime". Promoting greater public safety is a desirable stance for politicians at any level of government. While the stated purpose of the meetings in the community is to explore the need and support for

a special assessment district, doing so in the interest of enhancing law enforcement resources and promoting greater public safety does much to mitigate "tax and spend" charges.

The "Town Hall Meeting" approach, best exemplified by President Clinton over the last two years, promotes the ideas of citizen participation and citizen empowerment. In an era where many voters feel alienated by big government, these forums offer an attractive opportunity for council members to bring government to the people that it directly affects.

The next proposition to the council members deals with their ability to participate in the forum or community meeting process without actually endorsing the concept, or actual creation, of a special assessment district. This allows council members to gauge the public mood on the issue before committing their opinion or vote. In the same vein, it makes participation in the process by council members very low risk and allows ample opportunity to distance themselves from a support position should significant opposition arise in a particular community or neighborhood.

Another proposition that can be put to the members of the council to sway them toward supporting the process is that it brings them into agreement with the La Mesa Police Officers Association, which council members generally consider favorable.

The final proposition to put to the council members to enlist their support for the project is that it allows them an opportunity to address issues which impact broad questions of quality of life in the community or neighborhood. This allows them to expand the forum's scope if they desire and enhances their ability to address the community on issues of concern.

A key player who forms part of the critical mass is the city manager. The city manager is currently at a "let change happen" position but needs to move to a "help change happen" position in order to provide the best opportunity for successful change. The city manager is needed to provide the authority for various other city department officials to attend the community meetings, act as

a liaison with members of the city council and, if necessary, lobby for their support or position movement. His support is also necessary to enlist the assistance of key city departments at later stages of the implementation process.

The propositions to be put to the city manager to move him to the desired position begin with the ultimate goal of the strategy, to provide more money for law enforcement services. Increased funding for law enforcement services is often at the top of the priority list of council members and citizens alike.

The plan itself, of creating special assessment districts, has two key features which make it more attractive to the city manager. First, the revenue increase is essentially self-imposed by the members of the district, due to the legal process by which special assessment districts are governed. Second, unlike other revenue sources that might vary with the economy or be usurped by the state, the special assessment district offers a steady and certain source of revenue.

The chief of police is another component of the critical mass. He is currently at the "help change happen" level and must remain there to insure successful implementation. His support for the project makes it a legitimate function and activity of the police department staff and demonstrates the necessary level of support to help bring about support for the program from line personnel. The support of the chief is also important to insure support and acceptance by the city government and city council, as well as key members of the community. The chief's presence at various meetings and functions, including those directly related to the project and those that are not, together with his active support, are an important component in the success of the program. Along with this, the program provides the chief and the department with a significant opportunity to help foster a community oriented policing philosophy.

The police captain is currently at the "help change happen" level but must move to the "make change happen" level to insure the implementation of the strategy. This is due to the planned management structure, which will utilize the captain as the project manager, leading a core group of individuals through



the necessary change steps.

The successful implementation of this strategy represents a significant opportunity for achievement for the captain, as well as an opportunity to work at a level in city government and community participation generally associated with the chief of police. These factors provide a significant inducement for the captain to lend all his energies to the project and work toward a successful change.

As the project manager, it is vital that he demonstrate and carry through a "make change happen" attitude, to insure the continued support of the necessary change personnel and to maintain the legitimacy of the project. A lack of enthusiasm on the part of the project manager could seriously jeopardize the success of the project through poor work or a perceived lack of commitment, which is then translated into a believed lack of commitment by the chief and city government.

The police officers association (POA) leadership is currently at the "let change happen" level of support. To ensure the successful implementation of the plan, the POA must be moved to the "help change happen" level. This is necessary because the line level of support from the police department personnel is so important to the success of the plan. The police officers ability to use new resources effectively, to solve the various problems that had been identified, will legitimize the plan and the entire concept of special assessment district funding to address community problems.

In order to move the POA leadership to the "help change happen" position it will be necessary to convince them of the benefits they can derive by supporting the plan. The primary advantage for the POA will be the ability to obtain more resources, in terms of equipment and personnel.

Their support of the plan is also to their advantage because it affords them an opportunity to participate in the management of the police department and the design of a new and significant program.

Their support of the plan is also to their advantage from the political

aspect. It creates an opportunity for the POA to work closely with members of the council, demonstrate their commitment to the goals of the city, and foster good will which may be a political asset in the future.

The final group who forms part of the critical mass is comprised of various formal and informal leaders in the communities and neighborhoods that make up the City. The current level of support for the plan from these leaders cannot be specified since it will vary from individual to individual. In order to insure the successful implementation of the plan however each of them will have to be moved to a "help change happen" position. This is based on the need for community support and action in each of the special assessment districts that are eventually identified and developed. Without strong local support for the creation of the district, it is likely that public reception and support of the plan will be insufficient to convince members of the city council to support it either.

The support of the local leaders for the plan can be enlisted by convincing them of a series of advantages in both the service and economic areas.

In terms of service, the eventual implementation of the plan offers communities and neighborhoods in the city an opportunity to obtain the specific police services they desire, to do so through a process of direct participation, and an opportunity to improve the quality of life in their community or neighborhood.

In the economic area, the plan offers them the ability to participate in the budgeting process for city services in a direct and significant manner and to directly control the costs for service in the areas where they work or live. It also carries with it the potential for direct economic benefit through enhanced property values, reduced insurance costs and local economic development.

#### MANAGEMENT STRUCTURE

The management structure chosen to implement this plan is that of a "project manager" type, appointing the police captain as the project manager.

The basis for selecting a project manager type of management structure lies in several factors. First, the implementation plan involves a lengthy timetable. In order to keep the project on track and provide the necessary continuity in actions, a project manager who is in place from beginning to end will be of tremendous value and help insure the success of the project.

Second, the project involves working with at least four different constituencies, the city council, city government, local leaders, and the police department. A single project manager is best able to manage the information being received from these various groups and process it in the most efficient way. A single project manager also helps to insure consistent communication to the various groups.

Third, the complexity of the project requires a strong central figure who is well versed in the various steps and processes of the project and is able to provide optimum coordination and the necessary drive to keep the project on track.

Fourth, the complexity and long time span of the project, as described above, make it difficult for someone such as the chief executive, to devote the necessary energy and time to the project. This creates a real danger to the success of the project and is best avoided through the use of the project manager structure.

#### TECHNOLOGIES AND METHODS

The implementation of the plan will utilize a variety of technologies and methods to perform four essential functions. These functions are establishing and maintaining effective communication links with all the groups involved, receiving information to be used in the design and administration of the special assessment districts, disseminating information to the involved groups as implementation progresses, and providing control and reinforcement feedback to those involved in the implementation of the plan.

As stated, the first requirement is to establish and maintain effective communication links with the groups involved in the implementation of the strategy. The four groups, as indicated earlier, are the city council, city government, local leaders and the community, and the police department. Particular methods of information distribution will be described later. In this segment of the article it is important to identify the forums through which effective communication with these various groups will be established and maintained.

The city council as a whole meets on a bi-monthly basis. This creates an opportunity for the project manager to address the whole council, the city manager and key city department heads on a monthly or bi-monthly basis, depending on the needs of those involved. Continued contact with this group is especially important. The briefings provided to the council on a regular basis will keep them informed on the various aspects of implementation and allow them an opportunity to raise questions or issues of concern to them.

There are a great variety of meetings and forums available through which communication can be established and maintained with local leaders and the community. These include parent-teacher association meetings, churches, business associations and the chamber of commerce, neighborhood watch meetings, and service club meetings.

Establishing and maintaining communication, for this particular issue, in the police department can be accomplished through briefings held by the chief of police and the police captain. By attending watch briefings and addressing various work groups in the department, these key police executives can provide needed information to the officers and solicit feedback that will greatly aid in implementation.

Once initial communication ties have been established, a number of other means can be utilized to maintain those contacts to provide information flow both to and from the groups.

One of the key areas of implementation will be the need to obtain

information about crime problems in the city that could be addressed through the creation of a special assessment district. While the various meeting forums described so far can aid in that process, another method is needed that will provide more objective and quantifiable data. The use of survey forms lends itself very well to this need. A variety of forms can be developed that are either generic, for city-wide use, or more specific, tailored to issues confined to a particular neighborhood or community. The survey forms can be distributed at meetings, mailed in bulk throughout the city, or distributed by officers or other city workers during the course of their daily duties.

Another technology and information source that will be used is the department's Crime Analysis Unit. Databases are available that will provide information on crime trends, calls for service, and general crime statistics. This information will be of great value in the initial stages of implementation, helping to focus the various groups on the most significant issues for their particular community or neighborhood.

A variety of means will be utilized for one way communication to the various groups already identified. This communication process will insure adequate notice regarding meetings so that participation from the various groups is as widespread and complete as possible. It will also serve as a means of distributing information on the progress of implementation. These means will include television public service announcements, newspaper articles and notices, radio announcements, fliers distributed by city workers and volunteers, and department bulletins to police department personnel.

Methods and technologies for two way communication will also be utilized in the implementation of the strategy. A fax line will be established so that survey forms can be sent directly to the Police Department along with questions or other materials that citizens would like to have addressed. A dedicated telephone line will also be established and staffed by personnel who are provided with up to date briefing material so that they can address questions and concerns of callers, or provide information on such things as meeting dates or key

personnel to contact. In addition to this electronic media, a post office box will be set up so that all members of the community have a means of access to the police department for input. The post office box will also serve as a means of receiving bulk items which are otherwise impractical to transmit.

These various communication forums and devices will accomplish two significant purposes. First, they will promote continuing and effective communication and second, they will provide ample means for people to contact the Police Department and obtain accurate information to assist in making decisions and addressing their concerns.

### CONCLUSIONS

The focus of this article has been on the actual implementation process, once a plan has been developed and approved to seek a special assessment district. This process is the most significant aspect of this study and one which is directly related to the "marketing strategies" sub-issue.

Sub-issue: What marketing strategies will be effective in gaining approval for special assessment districts?

The research into this aspect of the study clearly established that marketing and well-planned approaches to election campaigns will play a critical role in the passage of special assessment district measures.

The first strategy that will be employed in gaining approval for a special assessment district is to study the market, or the electorate, to determine the current condition of the market and its readiness for a special assessment district proposal. This strategy was articulated in an interview conducted with Connie Jenkins of the Santa Monica Unified School District, following the successful passage of a parcel tax measure sponsored by the district in the November, 1994 general election.

Ms. Jenkins related that well in advance of the election, the school

district used a professional consulting firm to survey voters and determine a number of factors. These factors included the propensity of the person to vote in a given election, their current view on additional taxes to support schools, their view following added information on the state of the schools, and the identification of key people or groups whose support of the tax measure would sway them from a "no" to a "yes" vote. This information was used to determine the content of the campaign material, identify key support and opposition groups, and decide the type of election in which the proposal would be placed on the ballot, that is general election versus primary, presidential election year versus mid-term, etc.

As mentioned in the conclusion of the first sub-issue, the consulting firm of Siegel & Nicholl have reported that generally three perceptions must exist in the mind of the electorate in order for a tax increase measure to pass.<sup>16</sup> These are:

"The need for the measure must be critical"

"There is no other source of funds, other than a tax increase"

"The revenues received will go for the purpose for which it was intended"

Establishing these perceptions, where they do not already exist, must be the focus of a successful marketing strategy.

The research conducted during the course of this study has produced significant information which can be used to answer the questions posed by the other sub-issues and the issue. That information is presented here, followed by recommendations for future action.

Sub-issue: What will be the impact of crime trends and perceived crime trends on existing and proposed special assessment districts?

The nominal group exercise conducted as part of this research paper generated four trends which deal directly with the question posed in this sub-

issue. A review of the information from those trend discussions shows an anticipated direct correlation between actual and/or perceived crime trends and the creation and continued existence of special assessment districts related to law enforcement services.

The first trend to focus on this sub-issue was "Crime Rate." There was a strong consensus among the members of the nominal group that the rise or fall of actual crime rates would have a direct and corresponding effect on public support for new special assessment districts and the continuation of existing special assessment districts. There was also strong agreement among the group members that the perception of crime could play just as significant a role as actual crime rates. In their discussion, the members of the group touched on the importance of the national media in this area and how it can affect behaviors at the local level. Typical of the scenarios discussed as examples was the situation where a story of a violent crime receives national media attention, resulting in heightened awareness and fear of victimization in the local area. This result could easily translate into support for a special assessment district to improve law enforcement services.

This discussion led into the next trend identified by the group, "Public perception of violent crime." Two significant collective opinions were expressed during the discussion of this trend, as they relate to the sub-issue question. The first was that it will be the perception of the public over the next five to ten years that violent crime will increase and second, that the perceived level of violent crime has far more significance for spending on public safety programs than actual crime rates. The implication of this is that local agencies have an opportunity to capitalize on the public's fear of violent crime in gaining support for special assessment districts.

The next trend related to this sub-issue follows the anticipated increase in the perception of violent crime. The trend, "Public perception of vulnerability", focused on the group's opinion that members of the public are more likely now to view crime as a threat to them individually and that this



trend will increase in the future. In other words, for many people crime is no longer an abstract concept but one which for them has real meaning and a need to be dealt with. This may be the result of media attention to crime, "real-life" television programs, such as "COPS", or an increasing awareness of crime caused by personal experience. Regardless of the cause, the members of the group again saw this as an opportunity for local government to take advantage of public concern to aid in the establishment or continuation of a special assessment district.

The final trend related to this sub-issue was "Crisis taxation." The group's discussions in this area followed similar themes as those in the other trends. The essence of the discussions were that dramatic increases in crime would create an atmosphere that was very conducive to the creation or continuation of special assessment districts.

The importance of perception with regard to voter reaction was discussed by the consulting firm of Siegel & Nicholl in their recent report to the Manhattan Beach Unified School District.<sup>17</sup> In the report they stated:

"We have generally found that three **perceptions** (emphasis added) must be held by the electorate for a tax measure to be passed. They are:"

The same report addresses the question of the relative importance of the purpose for which a tax increase is being sought.<sup>18</sup> It states:

"The need for the measure must be critical. ...the public must perceive the need...as critical..."

Over the past decade California has experienced a continuing increase in the rate of violent crime.<sup>19</sup> These types of crimes, which include homicide, rape, robbery and aggravated assault, typify the types of crimes which members of the nominal group focused on in their discussions as those which most concern the public. They are the types of crimes which are most likely to create in the public mind a "critical need" for action.

There is also historical evidence to show that rising crime rates will bring about increased or expanded use of special assessments. Just as the past

decade has shown an increasing number of violent crimes in California, there has been a corresponding increase in revenues collected as parcel taxes and benefit assessments.<sup>20</sup>

The futures research conducted into this aspect of the study demonstrated the significance of crime as an issue for the public and, together with the research information, showed that the creation and continuation of special assessment districts will be directly linked to crime trends and perceived crime trends.

Sub-issue: What kinds of special assessment district law enforcement services will be provided?

The research into this aspect of the study found that a wide range of law enforcement services are conducive to funding through a special assessment district. They may range from traditional services, best characterized by preventive patrol strategies, to newer, non-traditional services and programs.

One of the dominant trends in law enforcement today is the move toward community-oriented policing.<sup>21</sup> This concept has opened up a wide range of programs that individual police departments may implement to enhance their delivery of service to their community.<sup>22</sup> The funding provided by a special assessment district may be used to fund partnerships with private organizations or other government agencies.<sup>23</sup> It may also be used to create new programs within the existing structure of a police department to promote greater community awareness or to expand the variety of ways in which officers interact with the community.

Special assessment districts may also be used to fund law enforcement services which provide traditional security operations. The use of private security contractors for limited areas of a city, generally in a business district, is one method of reducing the workload of a city police department and allowing sworn officers greater opportunity to implement prevention and

community-oriented programs.<sup>24</sup>

Issue        What impact will special assessment districts have on law enforcement funding for a mid-size agency by the year 2005?

The research conducted during this study suggests that special assessment districts will represent a viable funding alternative for mid-size law enforcement agencies, as well as others, but that it is unlikely they will become a predominant funding method, due to the variety of funding mechanisms available to local government.<sup>25</sup>

In addition to traditional funding sources, local agencies in California have a number of funding options open to them. These include sales tax rate increases, utility user taxes and transient occupancy taxes.<sup>26</sup> Grants from both the state and federal level of government, as well as from private foundations and organizations are yet another option.<sup>27</sup> Each of these options has certain advantages over a special assessment district as a funding source. Sales and utility user taxes generally offer a broader base of potential taxpayers, thereby distributing the additional tax burden in what is seen as a more equitable manner. Transient occupancy taxes find favor because they tax non-residents, thereby giving residents of the political subdivision the benefit of the additional revenue without the burden of the tax. Grants, from whatever source, are attractive because a varying portion of the added revenue is provided by another entity and only a portion of the burden falls on the local government.

Special assessment districts will find favor in circumstances where there is popular support for the added tax burden based on perceived need and a desire to narrowly define what purpose the added tax revenues can be used for.<sup>28</sup> These circumstances will foster the necessary political will to set in motion the process of defining and establishing a special assessment district. This process will also determine the impact that the special assessment district has on the local law enforcement agency by defining how the revenues received can be spent.

In this setting, special assessment districts will provide revenues that positively impact funding for a law enforcement agency. This setting may take place in a mid-size law enforcement agency as well as both large and small agencies.

#### Recommendations

Law enforcement agencies seeking funding methods for added revenues should consider the variety of options available to them and select the one which is best suited to their circumstances. This will vary with the degree of need for the funds, the amount of funding required, the political climate in the community and the resources available to the law enforcement agency and local government agency seeking the funding.

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voter pressure to avoid these cuts and resulted in the council directing the city manager to find other ways to balance the budget.

La Mesa shares many of San Diego's crime problems and over the last several years has experienced a moderate increase in property crimes but a more significant increase in crimes of violence.<sup>13</sup> There is an increasing frequency of gang activity and gang related crime problems in the city, such as auto theft, robbery, serious assaults and graffiti. The only notable increase in police personnel came about three years ago when a traffic safety grant added three motor officers to the department.

The resources and programs of the La Mesa Police Department have been the subject of two major city studies over the course of the last four years. The first was a staffing study which sought to identify where the police department stood in relation to accepted "industry standards" for personnel. Using information obtained from the International Association of Chiefs of Police and the California Commission on Peace Officer Standards and Training, as well as work measures developed by department personnel, the study found that nine full-time positions should be added to the department, an increase of nearly 14%.<sup>14</sup> These recommendations were never fully implemented due to budgetary constraints.

The second study sought to identify issues facing the department in the 1990's and recommend goals and programs to address those issues. Not surprisingly, increased funding for new personnel and resources was a significant finding in the study and again, those findings have been implemented to only a limited degree due to budgetary constraints.<sup>15</sup>

Over the last two years there has been increasing pressure on the department to provide staffing in specific areas to address concerns of various groups in the community. Merchants in the downtown area have been troubled by graffiti, transients and increased theft.<sup>16</sup> They have asked for more officers to work in the downtown area and for the department to establish foot and bike patrols to provide more visibility and quicker response in the immediate downtown area. Businesses along one of the city's major traffic routes have complained



about prostitution activity and have asked for more officers to be assigned to vice enforcement.

Residents in a number of areas have asked for a greater police presence, for a more active police role in the schools and for the establishment of police storefronts. The department has attempted to meet some of these needs by adopting a community-oriented policing philosophy. This philosophy, commonly referred to as "COP", is coming into widespread use throughout the country as law enforcement organizations strive to be more effective and more responsive to their communities.<sup>17</sup> "COP" blends traditional programs and responses to crime with programs and services which are aimed at causitive factors and the environment which allows crime to flourish or continue.<sup>18</sup>

The implementation of programs to support that philosophy has been hampered by limited resources and the inability of patrol officers to devote sufficient time to community problems. This situation is not unique to La Mesa, but is a common complaint heard from many law enforcement agencies attempting to shift to community-oriented policing styles.<sup>19</sup>

Many of the problems described lend themselves to specific types of solutions rather than simply hiring more police officers to add to existing programs. The problems existing in the downtown area could be addressed through more affordable private security officers working under contract for the City.<sup>20</sup> These problems are also typical of ones which could be effectively addressed through the use of bicycle patrols. The formation of small, special enforcement teams is another possible strategy which could be implemented at a relatively low cost.

Technological solutions to problems should not be overlooked either. Improved services and more effective program delivery may be obtained through application of computer and media technologies more easily than through the addition of more officers.<sup>21</sup> Programs which check on the welfare of seniors or promote public awareness through police produced programs typify these types of solutions.<sup>22</sup>

From this perspective it is clear that in La Mesa, and in all the California cities that share La Mesa's problems, funding to support law enforcement services is a key issue. Funding through sources such as grants and asset seizure are only a partial solution and are subject to a number of varying conditions. Given the general economic condition of California and the attitude of taxpayers as a whole, significant general tax increases seem very unlikely. The ability of local governments to generate revenues for specific services through the use of special assessment districts presents a viable opportunity to improve services through local community support and cooperation.

Section Two

Futures Study

## RESEARCH METHODOLOGY

Background research was conducted by reviewing events and trends that have led to the current economic conditions in La Mesa, beginning at the national level and working down to specific local trends and events. A variety of sources were reviewed during this research. These included daily newspapers, such as the "San Diego Union-Tribune" and "Los Angeles Times", national news magazines, such as "Time", "Newsweek" and "U.S. News & World Report", law enforcement publications, such as "Law & Order", and California Forecasts, by the editors of the Kiplinger California Letter. Two studies published by the City of La Mesa were also used, "The La Mesa Police Department 1990 Staffing Study" and "The La Mesa Police Department Task Force Report on Issues and Strategies for the 1990's." Information obtained in this research was incorporated into a future "Wheel", to determine the nature and relationship of sub-issues and their aspects to the issue. The "Future Wheel" is shown in Appendix A. Based on this background research the following issue and sub-issues were developed for this study.

## ISSUE AND SUB-ISSUES

Study Issue:           What impact will special assessment districts have on law enforcement funding for a mid-size agency by the year 2005?

Sub-issues:           What will be the impact of crime trends and perceived crime trends on proposed and existing special assessment districts?

What marketing strategies will be effective in gaining approval for special assessment districts?

What kinds of special assessment district law enforcement services will be provided?

### The Nominal Group Technique

By its very nature, the future is an uncertain thing. A variety of as yet undetermined trends and events will act out and interact to bring about what will someday become our present. Research into the future tends to vary in degrees of speculativeness. Minimizing these variances can be accomplished through the use of certain research methodologies which identify possible futures and produce a consensus on their potential. One such method, which has been utilized in this paper, is the nominal group technique, or "NGT".

An NGT exercise brings together a group of people who have expertise in a particular subject matter but whose expertise or views on the particular topic have developed from a variety of perspectives. This variety of perspectives insures that all facets of a particular issue are accounted for and avoids or minimizes the potential for a predetermined outcome in the research.

### Nominal Group Technique Participants

The participants for the NGT in this paper were drawn from a variety of sources in local government, law enforcement and community organizations. The participants, and a brief description of their background, are listed here to describe the group composition and the various perspectives they brought to the process.

#### Gordon Austin - Executive Director, La Mesa Chamber of Commerce

Mr. Austin has been involved in local and state political and business affairs for the past twenty years. He has worked on a variety of committees and commissions dealing with community issues, including the Chamber of Commerce Anti-Crime Task Force and the Citizen's Budget Review Committee for the City of La Mesa's City Council.

#### Barry Jantz - Council Member, City of La Mesa

Mr. Jantz is a businessman and has been a member of the La Mesa City Council since 1990. In the latter capacity he, and the other members of

the Council, have had to deal with some of the most severe financial problems the City has ever faced.

Dennis Hackett - Director of Finance, City of La Mesa

Mr. Hackett has over twenty-five years of experience in local government. He has a Bachelor's Degree in Accounting and a Master's Degree in Public Administration. He has worked closely with police departments in the area of risk management and is also experienced in a variety of funding and finance areas.

Timothy Harrigan - Police Lieutenant, City of San Marino

Lt. Harrigan has over ten years of experience with the San Marino Police Department, in a variety of capacities. His department is one of a number throughout California that benefit from special assessment district funding.

Terry Marks - Police Sergeant, City of La Mesa

Sgt. Marks has over fifteen years of experience with the La Mesa Police Department, working as a patrol supervisor as well as directing a number of special programs. He is currently the Program Coordinator for Community Oriented Policing and Problem Solving (COPPS).

Mark Nelson - Regional Government Affairs Director for San Diego Gas & Electric

Mr. Nelson has a broad range of experience in working for and with local government. He is a past Executive Director of the San Diego County Taxpayers Association. He holds a Bachelor's Degree in Political Science and History and a Master's Degree in Public Administration.

Jim O'Grady - Assistant City Manager, City of La Mesa

Mr. O'Grady was appointed Assistant City Manager several years ago after serving as the Director of Public Works for the City of La Mesa. Since his appointment as Assistant City Manager, he has worked closely with the police department, dealing with contract negotiations and the work of a number of committees and commissions.

John Oleksow - Police Captain, City of La Mesa

Capt. Oleksow has over twenty years of experience with the La Mesa Police Department. He has served on a number of department study groups and is currently the Patrol Division Commander.

Howard Owens - Legislative Aid, Office of Assemblyman Tom Connolly

Mr. Owens joined Assemblyman Connolly's staff in 1992 after a career in journalism. His current duties include media relations, constituent services and legislative activities.

Nominal Group Technique Process and Results

Prior to the date of the NGT each of the participants had been provided with an information packet that included a brief description of the NGT process and definitions of a trend and event, as well as information on the issue and sub-issues that were the focus of the NGT. A trend was defined in the following manner:

A trend is a series of events that are related, occur over time, and can be forecast. The trend should not include a predetermined measurement. An example of a trend would be "Aircraft safety technology."

At the outset of the NGT process the "trend" concept was reviewed and the members were asked to write down a number of trends that they believed would have an impact on the issue. After providing the participants with enough time to write down their ideas on trends, their notes were collected and read aloud without identifying the author. Members of the group were encouraged to discuss the proposed trend and clarify its meaning. When all the individual lists had been read it resulted in a list of 53 items. Through a two step voting process this list was reduced to a shorter list of 10 trends deemed most important by the group. These 10 trends were:

1. Citizen activism to prevent government circumvention of Proposition 13.

2. Anti-taxation sentiment.
3. Legislation affecting special assessment districts.
4. Crime rate.
5. Public perception of violent crime.
6. Police role in the community.
7. Priority for public safety programs.
8. Unfunding of federal and state mandates.
9. Public perception of their vulnerability.
10. Crisis taxation.

Following the trend voting process a similar procedure was conducted with events. Again, the event concept was reviewed with the group after reading the event definition and citing an example. An event was defined as follows:

An event is a one-time occurrence that can have an impact on something. A one-time event that, if it happened, would certainly impact the issue and the trend. An example of an event would be "Fatal airliner crash."

The NGT participants were asked to write down their own ideas of events related to the issue and then, as with trends, the individual lists of events were read to the group, clarified and listed. A two step voting process was used to reduce the list from a beginning total of 27 events to a final list of ten. The ten final events were:

1. Law passed that all non-essential services be provided by special assessment.
2. High profile crime occurs.
3. Police officers laid off due to budget cuts.
4. Major gang incident occurs.
5. Economic crash.
6. Court ruling eliminating/restricting local revenue.



7. Court ruling binding special assessments to Proposition 13 requirements.
8. State proposition passed curtailing special districts.
9. Adoption of a utility tax.
10. State takes motor vehicle in-lieu fees.

The final task assigned to the members of the NGT group was to forecast the direction and degree of the identified trends and the projected likelihood of the identified events.

The forecasting process for the selected trends required the members of the group to determine three values for each of the ten trends. They were to assume that the present day level of the trend was "100". From that base they were asked to rate the level of the trend five years ago, five years in the future and ten years in the future.

Each of the final ten trends and events will be described individually here along with the forecasting results. For each figure shown, N=9.

#### Trend Number One

##### "Citizen activism to prevent government circumvention of Proposition 13."

Much of the group's discussion dealt with Proposition 13, both in this trend specifically and in many of the other trends and events that were generated. Proposition 13 is the 1978 reform of California's property tax system which set a fixed rate of taxation and established a requirement that increases must be approved by a "super-majority" of 2/3 of the voters.

The group consensus was that Proposition 13 seems to be held in such reverence by California voters, that it is almost on a level comparable to the Bill of Rights in the United States Constitution. The vast majority of politicians, both at the state and local level, seem to consider it untouchable and are even averse to suggesting an increase in property taxes under the provisions of Proposition 13 itself. Given the stature of Proposition 13, most politicians, according to the group consensus, have sought ways around

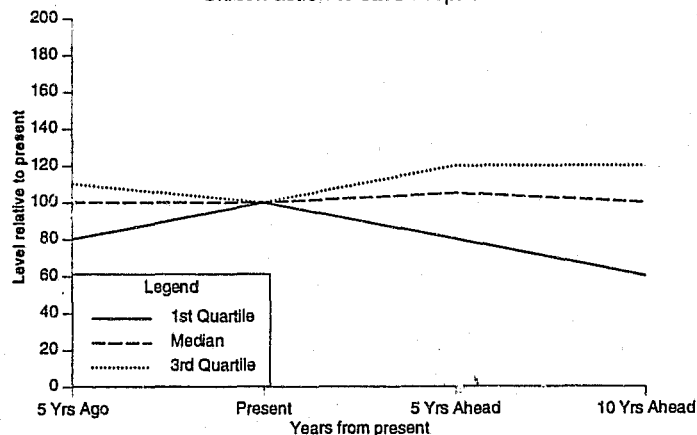
Proposition 13, in terms of raising revenues.<sup>23</sup> This may take the form of increased sales taxes, utility taxes or the creation of special assessment districts. This has been born out in data collected by the California Debt Advisory Commission.<sup>24</sup>

Public resistance to the use of other funding mechanisms was seen as a real possibility by the group. Many expressed the opinion that the public would view these other funding mechanisms as a means of continuing to raise taxes in direct opposition to the public will expressed in 1978 when Proposition 13 was passed.

While the group felt that increased citizen activism in this area could have strong consequences, the group consensus seemed to be that there would be little change in the amount of activity in this area. The median group values assigned to this trend indicate that the level of sentiment or activity has not changed in the last five years and will remain essentially unchanged over the course of the next five to ten years.

## Trend No. 1

Citizen action to save Prop. 13



## Trend Number Two

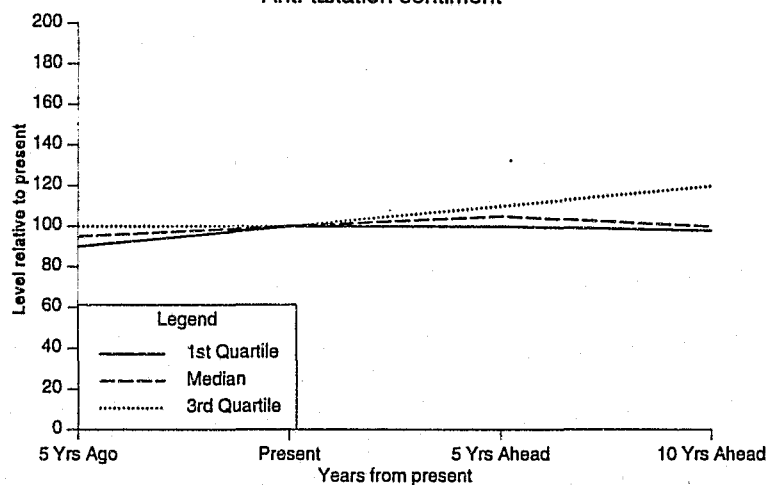
### "Anti-taxation sentiment"

Much of the discussion related to this trend was a carry over from that of the first trend. The group's discussion centered around the recent history of taxation in America, the "No New Taxes" mentality and what some saw as an awakening in the public consciousness of the need for greater government revenue to address public concerns, especially in the area of public safety. The degree and direction of this trend was felt to be of extreme importance to the issue of special assessment districts. Members of the group pointed out that a growing anti-tax sentiment could virtually eliminate the possibility of new tax revenues in any shape, no matter how worthwhile, while a diminishing sentiment and growing support for public safety funding could actually help in the adoption of new revenue sources, including special assessment districts.

The median group forecast for this trend indicated that it was slightly stronger today when compared to five years ago and that it would peak in five years, then diminish to a level comparable to today in ten years.

## Trend No. 2

### Anti-taxation sentiment



### Trend Number Three

#### "Legislation affecting special assessment districts"

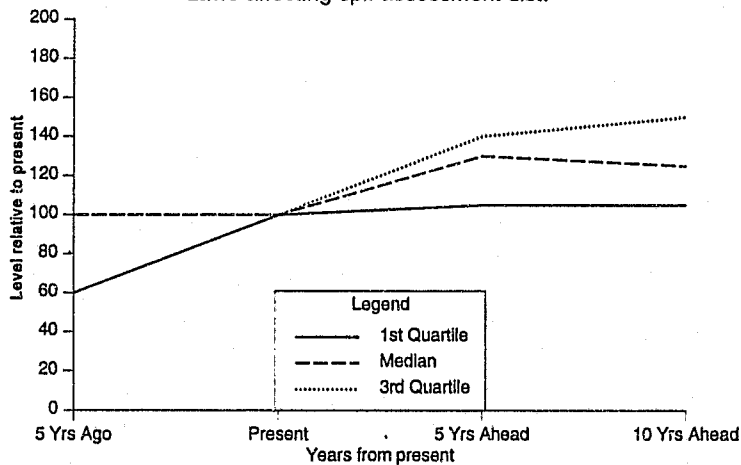
As indicated before, many of the people in the group believe that attempts to modify or eliminate Proposition 13 are bound for failure, so entrenched is "Prop 13" in the California psyche.<sup>25</sup> With that in mind, other revenue mechanisms will be pushed to the forefront for public discussion.

Special assessment districts have been utilized in a number of cities throughout California to provide funding for a variety of uses.<sup>26</sup> The increased use of these districts is likely to generate controversy and public discussion on their desirability or need.<sup>27</sup> This increased publicity could develop into a movement aimed at the ability to create or use special assessment districts. Favorable legislation would ease the ability to create special districts and liberalize their continuing use and operation. Adverse legislation could result from a voter backlash, the perception that special assessment districts are a subversion of the public will expressed in 1978 with the passage of Proposition 13.

The group saw this as one of the more volatile trends. While the consensus was that little has changed in this area in the last five years, the coming five to ten years are expected to see a great deal of activity in this area, with increases in pertinent legislation expected to rise 25% to 30%.

### Trend No. 3

Laws affecting spl. assessment dist.



### Trend Number Four

#### "Crime rate"

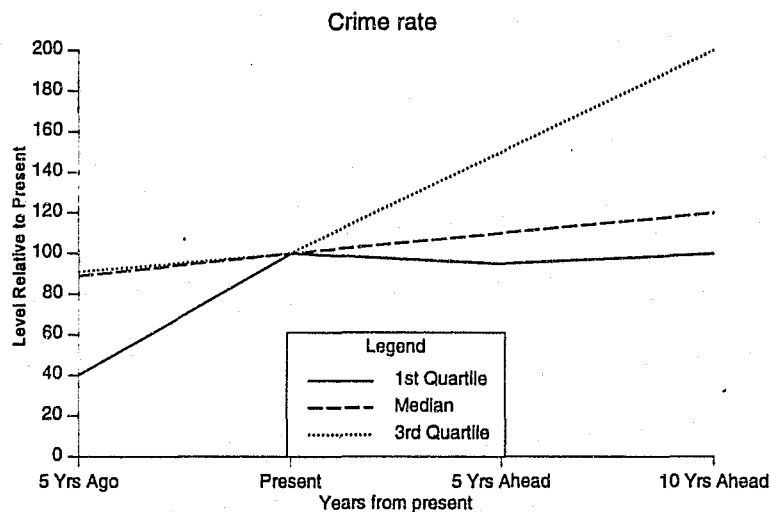
There was a strong consensus among the group members that the rise or fall of crime rates could dramatically affect the creation or continued existence of special assessment districts. Rising crime rates would bolster local government attempts to create new special assessment districts for public safety and insure the continued existence of districts already in place. Falling crime rates would very likely have the opposite effect.

Crime was viewed by the group in a somewhat universal framework. For instance, a scenario was described wherein local crime rates did not mirror a sharp rise in crime reported at the national level, yet the rising crime rate reported by network television on a nightly basis could add to demands at the

local level to increase spending on public safety. This discussion led into the discussion of the next trend, "Public perception of violent crime."

In spite of recent statistics which show decreasing crime at both the local and national level, the group's median forecast showed the crime rate being somewhat higher today than it was five years ago. The median forecast also predicted that the crime rate would be higher in five years and higher still in ten years.

## Trend No. 4



## Trend Number Five

### "Public perception of violent crime"

The group's discussion of this trend followed the discussion of actual crime rates. Many members of the group expressed the opinion that the public's perception of crime, particularly violent crime, had far more significance in terms of public safety spending than did actual crime rates. The role of the media came into play in this discussion as well when members pointed out how quickly an issue can be brought to life simply through its portrayal by the media, and especially the television media.

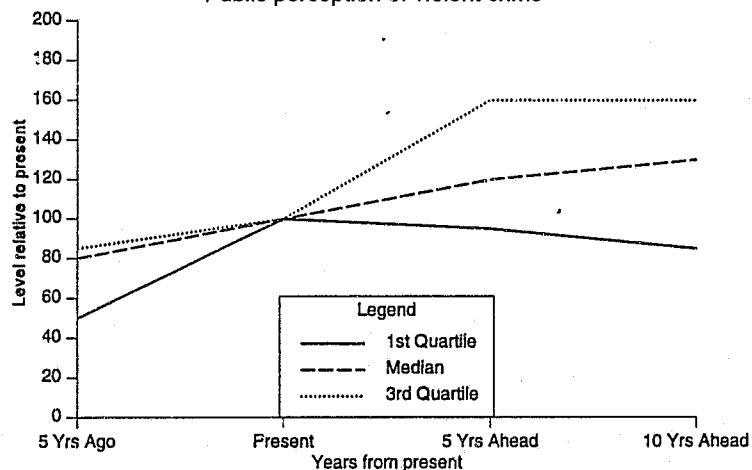
When asked to forecast this trend the group's median value showed that

public perception of violent crime has increased significantly over the last five years, by approximately 25%. Over the next five years public perception will increase by another 20% and in ten years is expected to be 30% higher than it is today.

This forecast, while consistent in direction with expected actual crime rates, shows a greater degree of increase than actual crime rates. This suggests that the public's perception of crime, particularly violent crime, will be a stronger force acting upon social issues than the true crime rates. This heightened perception of crime may be used by local governments in their efforts to create public safety special assessment districts or keep existing ones in place.

## Trend No. 5

Public perception of violent crime



## Trend Number Six

### "The police role in the community"

The line of discussion generated by this trend statement had to do with the increasing role that law enforcement plays in the typical community and how that role might affect funding needs and mechanisms.

Many communities today have various "community-oriented policing" programs in place or in the planning stages.<sup>28</sup> These programs are consistent in the activist role they create for police officers as being agents of change for the community and assuming responsibilities for tasks more traditionally assigned to other government agencies or private organizations.<sup>29</sup> In some cases these shifts of responsibility are a necessity due to cutbacks in public service programs.

The group believed that the increasing role played by law enforcement officers could promote public acceptance of the need for more funding support for public safety activities such as these. The opinion was expressed that the public would be willing to support tax increases for public safety spending if the increases were truly to be spent in that area and the public was given some assurances as to how the money would be spent. This opinion is substantiated in materials published by the professional survey and consulting firm of Siegel & Nicholl.<sup>30</sup>

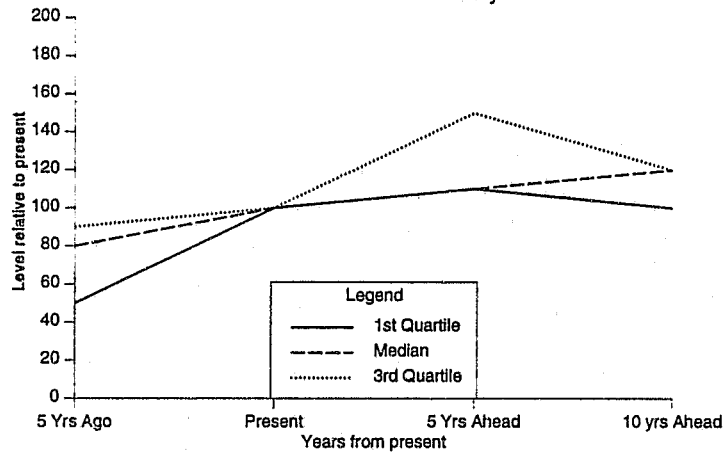
The group's median forecast of this trend revealed a belief that law enforcement agencies today have a larger role than they did five years ago and that this trend will continue, with law enforcement assuming an even larger role in the community in the next five to ten years.

An increasing role for law enforcement in the next ten years may not necessarily translate into greater government funding overall. Shifting responsibilities may be paid for simply by a shifting of resources. Local government however will likely view an expanded law enforcement role as a justification for increasing revenues through one or more funding sources. This might be one of a number of marketing strategies used by local government.



## Trend No. 6

Police role in the community



## Trend Number Seven

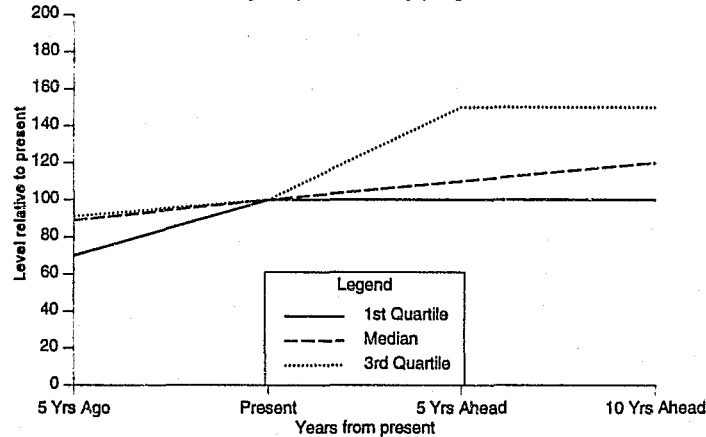
### "Priority for public safety programs"

This trend statement generated a great deal of discussion on public safety funding and touched on a number of the trend statements already reviewed. The members of the group discussed a number of ways in which the priority for public safety programs could be affected and predominantly this was in ways in which a higher priority would develop rather than a lower one.

The median forecast for this trend was nearly identical to that of the trend related to the police role in the community and the trend related to crime rates. The group consensus seemed to be that a rising crime rate and an expanded police role in the community would translate into a higher priority for public safety programs.

## Trend No. 7

Priority for public safety programs



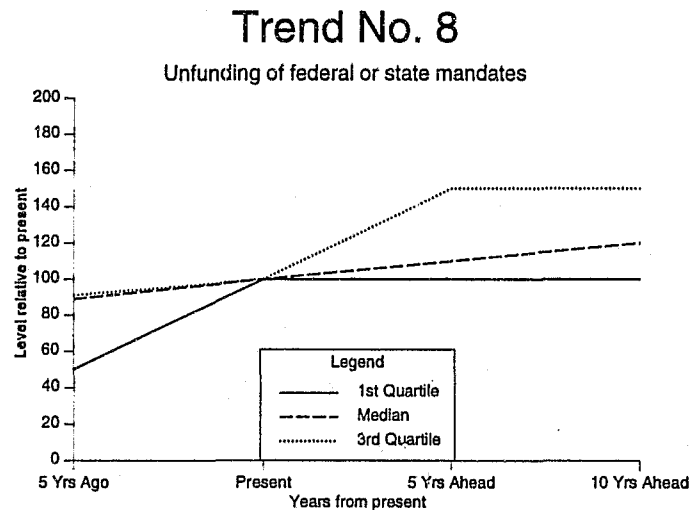
## Trend Number Eight

### "Unfunding of federal or state mandates"

One of the topics discussed by the group was the funding of state mandates for local government in California. They discussed the current state of the law, which simply put, requires the state government to reimburse local governments for any costs mandated through a state program.<sup>31</sup> As the discussion continued the group speculated about a similar law at the federal level and also what the impact would be on local government if the current state mandate were to be somehow eliminated. Many in the group saw such a possibility as one of a number of scenarios that would force local governments into a more active position in creating or maintaining special assessment districts or some other funding source.

The median forecast for this trend reflected a sense that reduced mandates were likely in the future and that this trend has been ongoing for the last five years. This forecast is indicative of the self-survival actions that are

manifested by the various layers of government today, particularly in California. Over the last several years the state government has retained a larger and larger share of revenues that previously had been shared with local governments.<sup>32</sup> The group's forecast indicates that this trend can be expected to continue.



#### Trend Number Nine

##### "Public perception of vulnerability"

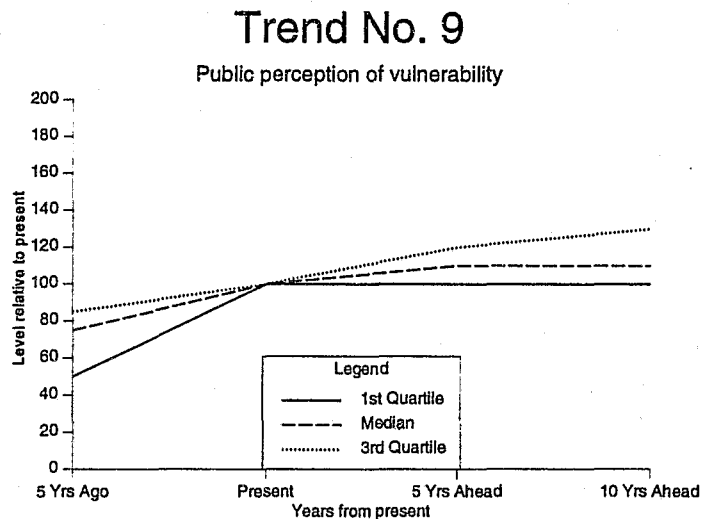
While this trend statement on the surface seems very similar to earlier trends dealing with the crime rate and the public perception of violent crime, the group's discussion here brought out another aspect of crime and its effect on the community.

The main point brought out in this discussion dealt with a perceived sense of vulnerability on an individual level. Many in the group expressed the idea that not only does the public perceive a more serious problem exists with crime today but that they also view the threat of crime as one which can directly affect them. They are less likely to view crime in the abstract, as a societal

problem, than they once were and are now much more likely to think of crime in terms of actually being victimized.

This heightened sense of vulnerability was seen by the group as another motivating factor when public safety funding was being evaluated. The group also brought out in discussion how a diminished sense of vulnerability, or a declining trend, could complicate moves to increase public safety funding.

The median forecast of this trend revealed that perceived vulnerability is much greater now than it was five years ago and that the trend will increase slightly over the next five years but then level off and remain essentially unchanged over the next ten years.



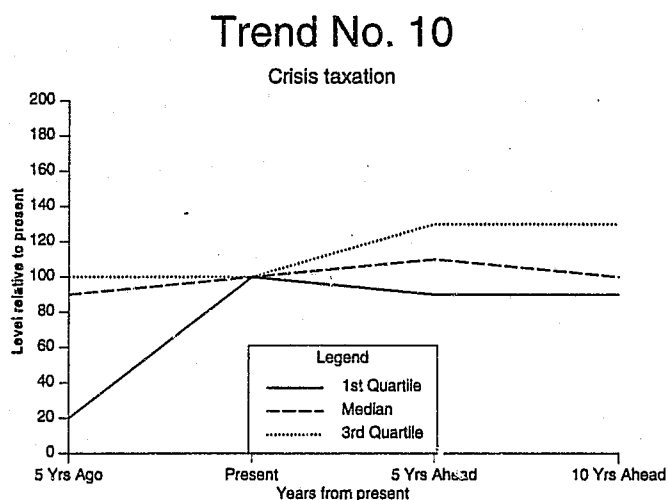
Trend Number Ten

"Crisis taxation"

This trend statement dealt with the potential reaction of a segment of the community to dramatic increases in crime or a perceived crisis that was associated with criminal behavior. Members of the group speculated that in such an event one segment of the community might move independently to address the

crisis and provide a higher level of protection for itself. The most common scenario that was discussed involved an affluent segment of the community hiring private security for increased patrols or in some way paying higher fees to local government to obtain more law enforcement services.

The forecast for this trend statement, 'at the median level, projected a minimal change in this trend. The likelihood of such an action today was seen as only slightly higher than it was five years ago and was anticipated to be only slightly higher five years from now. In ten years it is expected to be at the same level as it is today.



#### Event Forecasting

After the group had completed its forecasting of the ten final trends the members were asked to repeat the process with the ten final event statements. The event forecasting procedure was slightly different in that the members were asked to assess each event in terms of how many years it would be until the event first became possible, what the likelihood of the event occurring within the next five years would be and what the likelihood of the event occurring within the next ten years would be. After this data was compiled a "mean" forecast was

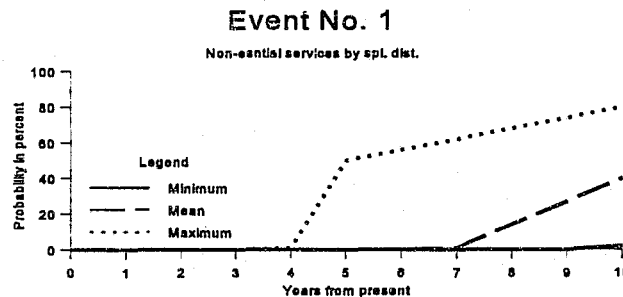
determined for each event statement.

#### Event Number One

"Law passed that all non-essential services be provided by special assessment"

Throughout many of the group's discussions during the day, the idea of public safety services being enhanced through special assessment districts or some other type of revenue enhancement was a common theme. This event statement placed the issue in an entirely different perspective. The premise that came out in discussion was that government should provide those basic services that are essential to the functioning of the community and which individuals cannot readily provide for themselves. Among the services which were deemed to meet those criteria were law enforcement, fire protection, emergency medical response and the construction and maintenance of the community infrastructure, such as roads, traffic signs and signals, and sewers. A variety of commonly provided public services were not included in those deemed essential, such as parks, recreation programs, trash recycling, public education programs, etc.

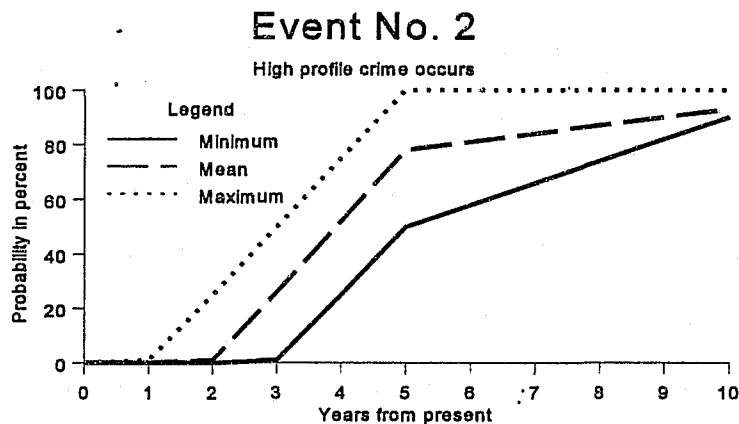
Following the discussion of what were and were not essential services, members of the group discussed the concept that taxation should address basic needs and that non-essential services or programs would be subject to voter approval by supporting or opposing higher fees, in one form or another, to support those services or programs.



## Event Number Two

### "High profile crime occurs"

This event statement involved the commission of a high profile crime in the community which focused the community's attention on the issue of crime, most likely violent crime. There was a strong consensus among the members of the group that such a crime would very likely bring out the issue of adequate law enforcement services and prompt demands for greater police protection. Several members of the group cited the Polly Klaas case, where a young girl was kidnapped from her home at night, then raped and murdered, as an example of the kind of crime that could provoke the type of response the group was discussing.



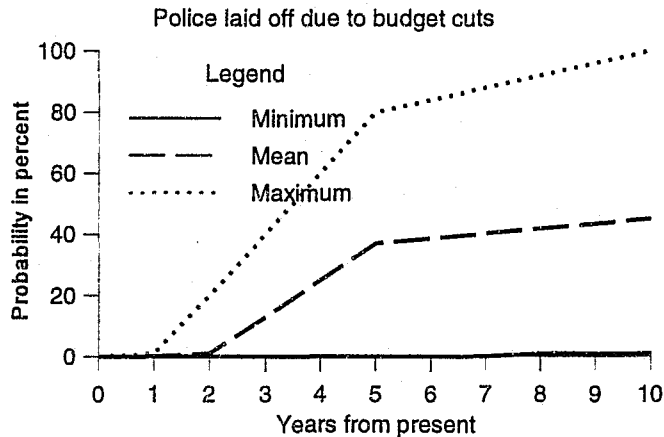
### Event Number Three

#### "Police officers laid off due to budget cuts"

Several members of the group listed an event statement along these lines during their independent generation of ideas. Such an event has already occurred in any number of cities in California and the diversity of the group insured that virtually all of them were aware of instances where this had already happened.

During the discussion of this event a common theme evolved that an event as drastic as this, from the public's point of view, would quickly and dramatically bring the issue of law enforcement funding to the forefront.

### Event No. 3

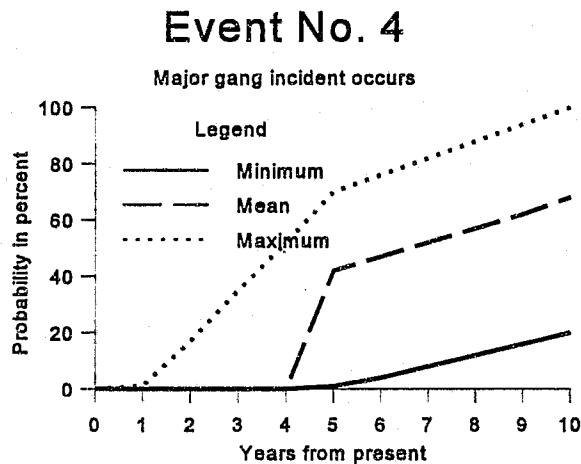




#### Event Number Four

##### "Major gang incident occurs"

This was another event statement that was listed by several members of the group during their independent generation of event statements. The rise of gangs over the last decade as a criminal force has been very dramatic. Violent crime related to gangs is frequently a feature of the nightly news or the daily newspaper. This has kept the issue in the public eye and the public mind for a significant amount of time and has very likely heightened the public's sensitivity to the issue. Members of the group felt that there was a significant likelihood of such an event happening and that a highly possible public reaction would be that "enough is enough." Such an event was seen as a potentially strong catalyst for calls for more police, leading to moves to increase funding for police resources and personnel.



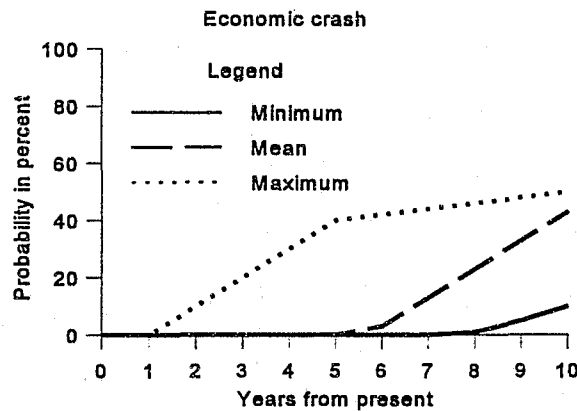
### Event Number Five

#### "Economic crash"

Members of the group had some difficulty focusing on this event statement in terms of describing the magnitude of the event required to qualify as an economic crash. There was a great deal of discussion about economic downturns of various degrees and duration but by and large these could not be described in terms of a single event. After much discussion the group reached a consensus that this would have to be an event on the order of the stock market crash of 1929, one that would bring the full attention and focus of the public and the media to the event.

The impact of such an event was felt to be very dramatic and one which would have tremendous implications for government financing, even beyond the scope of funding for law enforcement services.

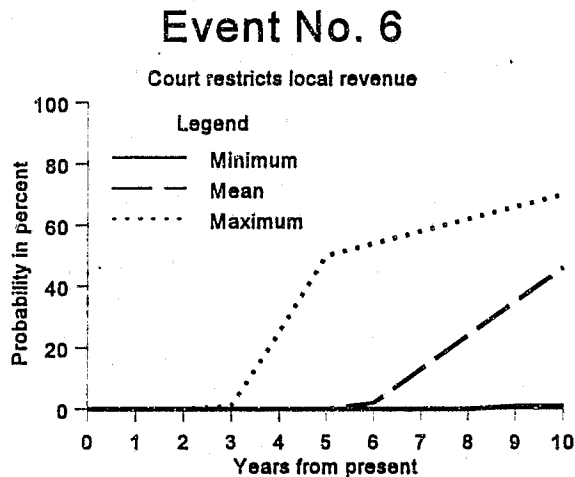
### Event No. 5



### Event Number Six

#### "Court ruling eliminating or restricting local revenue"

This event statement dealt with litigation over public funding. Proposition 13 has been the subject of a number of lawsuits, ending with a decision by the United States Supreme Court affirming the constitutionality of the measure. Members of the group believed that as public agencies try various means of increasing or maintaining their revenue bases, more and more cases will be brought to the courts to decide the legality of these various measures. The scenario that would arise from this event statement is one in which a particular revenue source is eliminated by a court or where the source is severely restricted.

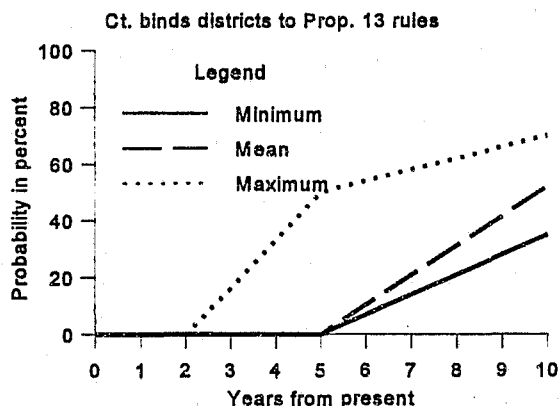


### Event Number Seven

#### "Ct. ruling binding special assessment districts to Prop. 13 requirements"

Under current law property tax increases require approval by 2/3 of the voters. In the sixteen years since the passage of Proposition 13 this has proven to be an unsurmountable obstacle. No local government in the State of California has been able to pass a property tax increase since the passage of Proposition 13. Members of the group discussed the consequences of such a requirement being made part of the approval process for a special assessment district, which in some cases requires a simple majority of the voters. The occurrence of such an event was viewed as possible due to the increased amount of litigation stemming from taxation issues in California. The use of other revenue sources, such as special assessment districts, increased sales taxes and utility taxes, has produced frustration and anger among a segment of the voters who view these measures as ways of subverting the voter's will. They view Proposition 13 as the expression of that will and promote the idea that Proposition 13 was not only a means to control property tax levels but that it was also an edict, issued to politicians throughout the state, that government spending must be controlled and government must operate within the confines of its current revenue structure.

### Event No. 7



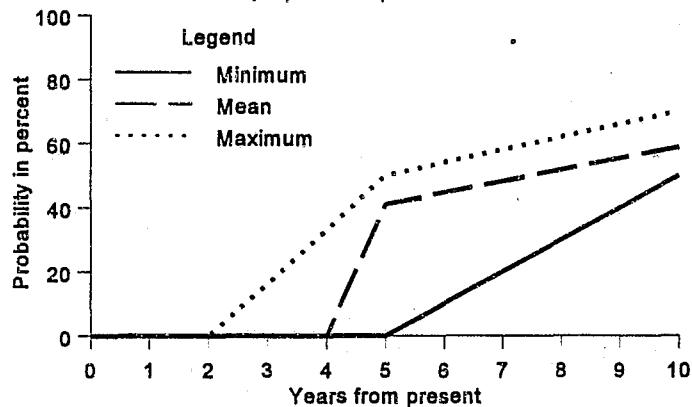
### Event Number Eight

#### "State proposition passed curtailing special assessment districts"

This event statement is very similar to Event #7, but with the voters being the active party through the ballot proposition process, which has become very popular in California. The event statement also focuses specifically on special assessment districts rather than a variety of revenue sources.

### Event No. 8

State prop. limits spl. districts

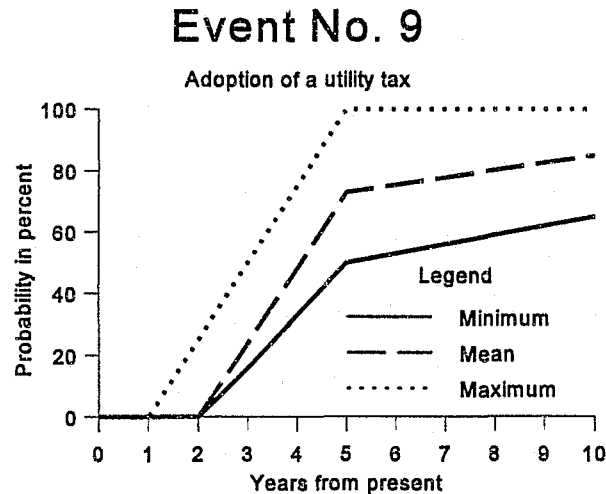


### Event Number Nine

#### "Adoption of a utility tax"

Utility taxes have become a very popular means of raising revenue for local government in California in recent years. This is essentially a sales tax on utilities, gas and electric, water, telephone service and cable service. These taxes can be enacted by the local legislative body and do not require approval by the voters at large. Over 200 cities in California have now adopted utility taxes, ranging from 1% to 11%.

The members of the group viewed this as a very viable event statement. Although a number of local politicians throughout California have incurred the wrath of voters for supporting utility taxes, many have been able to promote and pass these taxes without significant opposition. Generally this has occurred when a public information campaign has preceded the adoption of the tax and voters have been made aware of the true cost of the tax and how the revenue will be used.



### Event Number Ten

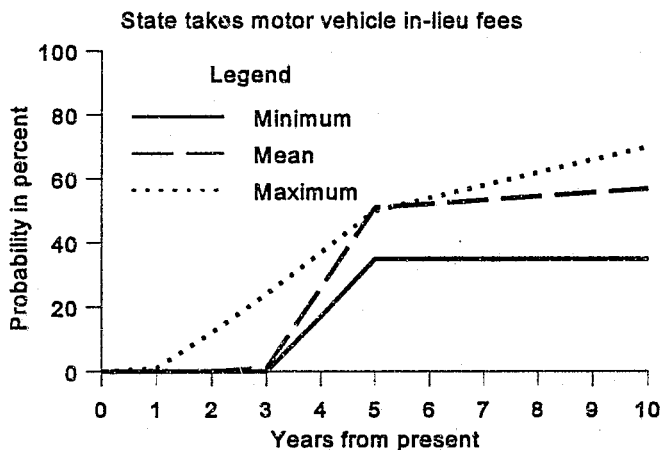
#### "State takes motor vehicle in-lieu fees"

Local governments in California receive a significant portion of their revenues through the state government. These come in the form of revenues which are shared with local government and disbursed by the state or monies given to local government through various state laws.

Motor vehicle in-lieu fees are collected by the State of California through the vehicle registration process and are then disbursed to local governments based upon the registration address of record. Over the last several years the laws regulating the collection and sharing of this revenue have been revised by the state to allow the state to keep a larger share of the monies in order to balance its budget. This has created extreme difficulties at the local government level.

This event statement raises the issue of what would happen if the state were to keep a larger share, or all, of these fees.

## Event No. 10



### Cross Impact Analysis

At the conclusion of the nominal group technique exercise each of the participants had completed forecasting information for each of the ten selected events. A method was now needed to bring this information together to determine the likely effect of the various events acting upon one another. The method selected for this process is called a cross impact analysis.

A cross impact analysis is conducted by arranging a series of events, ten in this case, into a matrix. Each of the events is listed across the page in columns and down the page in rows. The events listed across the page are the "acting" events while those listed down the page are the "reacting" events. The analysis is run on a standard spreadsheet program, which calculates the given data and produces a final probability for each event.

One of the forecasts the members of the group were asked to provide was the probability, expressed in percentage, of the event happening within a ten year time frame. This figure was used as the first piece of data for the cross impact analysis. The second piece of data used was an estimate of the effect, either positive or negative, that one event would have on another. A positive effect would mean that the acting event would increase the likelihood of the reacting event happening, while a negative effect would decrease the likelihood of the reacting event happening.

The chart on page 38 shows the events arranged in matrix form. At the top of the page is a listing of the event number, its forecasted probability in a ten year time frame, and the event statement. In the various cells of the matrix are numbers which indicate the effect of the acting event upon the reacting event. An "X" indicates the cells where the event would be acting upon itself and no value is given for that.

To better understand how the cross impact analysis works, look at the row for Event #3, "Police officers laid off due to budget cuts." The event has a forecasted probability of 45%. Scan across this row to the column for Event #2, "High profile crime occurs." The value listed is -20. This means that if a high



profile crime occurs, the likelihood of police officers being laid off due to budget cuts is reduced by 20%.

While a high profile crime will not have an immediate effect on city revenues or costs, it can be expected to have an influence on how they are brought into balance. A city council trying to cope with public outcry over a significant crime in the community is unlikely to balance the budget by laying off police officers. They will find other areas in which to make cuts or explore other ways of balancing the budget.

Scanning farther to the right, a value of 5 is found for Event #6, "Court ruling eliminating/restricting local revenue." This means that if a court ruled in some way that restricted or eliminated a local government's ability to increase or maintain revenue, it would increase the likelihood of police officer's being laid off due to budget cuts by 5%.

Local governments must operate on a balanced budget. Inflationary forces generally increase labor and supply costs but usually these increases are matched by increased revenues, which are pushed up by corresponding inflationary forces. When these increases do not match the increased costs, the budget must be reduced. Because law enforcement services is one of the more costly items in a local government budget, police layoffs must be considered as a means of balancing the budget. Any restrictions in government's ability to maintain or increase revenues then will increase the likelihood of police layoffs.

Throughout the matrix there are a number of instances where no value is listed. This indicates that the occurrence of the acting event would not have an influence on the probability of the reacting event. The most prominent example of this is Event #5, "Economic crash." Here none of the other events would have an impact on the occurrence of an economic crash. This is due to the national or international scope of the event. The occurrence of other events on a relatively small scale would not affect economic forces enough to trigger a crash.

# CROSS IMPACT ANALYSIS

## Event Information

Event	Probability	Statement
1.	40%	Law passed that all non-essential services be provided by special assessment.
2.	93%	High profile crime occurs.
3.	45%	Police officers laid off due to budget cuts.
4.	68%	Major gang incident occurs.
5.	43%	Economic crash.
6.	46%	Court ruling eliminating/restricting local revenue.
7.	53%	Court ruling binding special assessments to Proposition 13 requirements.
8.	59%	State proposition passed curtailing special districts.
9.	86%	Adoption of a utility tax.
10.	57%	State takes motor vehicle in-lieu fees.

## Acting Event

	1	2	3	4	5	6	7	8	9	10	Final
1	X	10	20	5	15	20	5	8	-20	10	71%
2		X		9							99%
3	-5	-20	X	-20	20	5	5	5	-10	10	24%
4		10	10	X							82%
5					X						43%
6	10					X	10	10	5	10	71%
7	10						X	10	5	10	73%
8	20				10	5	5	X	5	5	83%
9		10	10	10	-20	-20	6	6	X	6	99%
10					20	-5	-5	-5	5	X	62%

## Reacting Event

### Creation and Use of Scenarios

The nominal group technique and cross impact analysis produced a large amount of data dealing with the probabilities of the selected trends and events. In order to promote a comprehensive planning process it is important to visualize how these trends and events would play out in a real world setting. Such a process lends itself to a full evaluation of policies and programs and at the same time provides a means of describing the interplay of trends and events that are easily comprehended.

In the following portion of the paper three different scenarios will be described. The scenarios will draw upon all of the trends selected by the nominal group with three core trends forming the basis for each scenario.

The selection and timing of events occurring in the scenario was accomplished through the use of a scenario generating computer program called "Sigma". Data for each of the ten selected events was entered into the computer. The data consisted of the forecasted ten year probability of the event and the projected positive and negative impacts. The computer program then generated fifty different scenarios, or series of events, listing which events would occur in that particular scenario and the timing of occurrence. The complete listing of the generated scenarios is found in Appendix F.

### The Scenario Premise

The three scenarios that will be described all unfold in the City of La Mesa. La Mesa is a Southern California city with a population of 54,000 residents and a daytime population of approximately 70,000. The population is primarily white, with minorities making up about 15% of the total population.

The city is located on the eastern border of a large city, with a population in excess of 1,000,000. Crime problems generally associated with large urban areas have been relatively unknown in La Mesa but in recent years crime has been increasing.. In spite of that, the city still retains one of the lower crime rates in the county.

La Mesa's land use is dominated by single family residences and retail businesses. There are a significant number of multi-family dwellings, which serve primarily the housing needs of lower middle income families and students attending a nearby state college.

Within the city is a large shopping mall and a major hospital. The city is bisected by an interstate freeway and a light rail public transportation system passes through the center city and major retail areas before leaving the city limits.

The city's police department consists of 61 sworn officers and 40 civilian personnel. It has the lowest staffing ratio of any police department in the county. A community-oriented policing plan is in its first year of operation after being implemented by a new police chief, who was hired from outside the department.

The city has struggled financially for the last several years and the overall number of city employees has decreased by approximately 15%.

On this foundation, three primary trends will be used in each of the three scenarios. These trends were selected because they are dominant themes not only on the local level but are also prevalent at the state and national level. The three primary trends are:

"Anti-taxation sentiment"

"Public perception of violent crime"

"Police role in the community"

Three scenarios were selected from the information generated by the computer program. The scenarios that were selected represent a nearly complete use of the selected events and also represent possible futures that emphasize three different themes, economic crisis, fear of crime and declining revenues.

#### The Basic Scenario

The residents of La Mesa, like their fellow citizens throughout California

and the United States, were tired of taxes. Many believed that politicians did not get the message they felt they had sent so clearly in 1978 when they passed Proposition 13, the property tax limit initiative. In spite of pledges to the contrary, both President Clinton and Governor Wilson had raised taxes. The sagging California economy left many residents with fewer dollars to spend and they were not in the mood for politicians who talked of taking those.

Residents in La Mesa were also tired of hearing about crime. It seemed with every week they were hearing about another serious crime in nearby San Diego, or even La Mesa itself. Crimes of violence seemed more common place than ever. Gang fights, drive-by shootings and street robberies dominated the local evening newscasts. The residents were fearful of crime and they wanted it stopped before they became the next victim.

When the residents talked about crime they inevitably asked what the police were doing about it and when would they see some results. Calls to the police department and city hall, asking for help or advice with a crime problem, seemed to be constant and unending. Many residents demanded greater police action. They wanted an officer in their neighborhood at all times, one who would answer their questions, take their complaints, deal with problems at the local school and make their neighborhood safe.

#### Scenario #1 - Economic Crisis - Run Number Three

This scenario will be used as the premise for the development of a strategy to prevent this future state and for the development of a transition management plan. The scenario describes a future where events dominate and little or no action is taken to control events.

##### Trends used:

"Crime rate" (T-4)

"Public perception of violent crime" (T-5)

"Priority for public safety programs" (T-7)

"Crisis Taxation" (T-10)

Events used:

"Economic crash" (E-5 / June 1995)

"High profile crime occurs" (E-2 / December 1995)

"Court ruling binding special assessment to Proposition 13 requirements" (E-7 / June 2000)

"Police officers laid off due to budget cuts" (E-3 / August 2002)

"Major gang incident occurs" (E-4 / January 2004)

In June of 1995, nearly sixty-six years after the infamous Black Friday stock market crash of 1929, the Japanese stock market crashes with strikingly similar magnitude (E-5). The Nikkei Index plummets by over 40%, sending shock waves throughout the Pacific Rim economies. The California economy is particularly hard hit and the state government experiences a fiscal crisis reminiscent of the early part of the decade. State politicians act quickly to reduce the costs of state government and boost revenues in their efforts to maintain a balanced budget.

By December of that year the state and local governments have made short term adjustments to deal with the fiscal problems brought about by the Japanese stock market crash. Concerns run throughout government however on how long day-to-day government operations will go on in the current conditions.

Early in December residents in the east San Diego County community of La Mesa are shocked by a murder committed on a San Diego Trolley car as it passes through La Mesa (E-2). For no apparent reason, a young Hispanic male approaches a white passenger seated in the trolley car and shoots him in the head, in full view of horrified witnesses. The Hispanic male calmly sits down and leaves the trolley when it stops at the next station.

This random and senseless homicide becomes the focus of community debate and concern for the next several weeks as various government officials act to quell public concerns about the safety of the trolley and the La Mesa area. Despite these efforts, various polls show that citizens in the area believe that

crime poses a serious threat to their safety (T-5).

Early in 1996 the San Diego Association of Governments releases its annual report which confirms public concerns about violent crime. In spite of decreases in the overall rate of crime, the report shows that violent crime increased by 5% in 1995, compared to 1994 (T-4).

Over the course of the next four years California governments continue to struggle with finances. Many cities are forced to balance their budgets with a variety of one-time revenues and find their reserves dwindling. Among the revenue enhancement solutions used by cities are assessment districts structured to fall outside of the 2/3 voter approval requirement. In June of 2000 the California Supreme Court deals this scheme a fatal blow when it issues its decision in the landmark case of the California Taxpayers Association vs. City of San Marcos (E-7). The court rules that a city-wide assessment falls within the meaning and intent of special assessment district legislation and must meet the 2/3 vote requirement set forth in Proposition 13 for passage.

This court decision creates great difficulties for a number of cities throughout California, including the City of La Mesa. City planners, struggling to cope with revenue shortfalls projected in the FY2002-03 budget, cut five positions from the police department's complement of officers. In August of 2002 five officers receive their lay-off notices (E-3).

Although this action prompts heated debate throughout the city, little in the way of definite steps to address the revenue problem takes place. Police operations continue with patch-work solutions to a variety of problems.

In January, 2004, La Mesa residents are again shocked by the commission of a violent homicide in their community. The implications of this crime are far more ominous however. Rival Asian gangs, competing for protection rackets in La Mesa, chance upon each other and a two minute gun battle ensues on one of the city's main thoroughfares (E-4). Two gang members and an uninvolved citizen are left dead. The remaining gang members flee before police can arrive.

Over the course of the next several days a series of articles in the local

newspaper reveal the desperate state of law enforcement services in La Mesa. The department has been operating with insufficient personnel for a number of years and was unable to muster any type of effective response to the gang shooting earlier in the week. Public outrage soon focuses on the La Mesa City Council with demands for more police and priorities set for public safety in the city's budget (T-7).

Acting as quickly as possible, the council members direct city staff to prepare a ballot measure for the November, 2004 election which creates a city-wide special assessment district, the revenue from which will be used for law enforcement personnel and directly related support equipment. During the campaign leading up to the election there is no organized opposition to the measure, which passes by receiving 71% of the votes cast (T-10).

Scenario #2 - Fear of crime - Run Number 26

Trends used:

"Public perception of their vulnerability." (T-9)

"Crisis taxation." (T-10)

Events used:

"High profile crime occurs" (E-2 / March 1997)

"Adoption of a utility tax" (E-9 / March 1998)

"Major gang incident occurs" (E-4 / May 2000)

"Law passed that all non-essential services be provided by special assessment" (E-1 / October 2002)

On March 27, 1997, Edward R. Jamison arrived at his home in Riverford Estates, an upper middle class La Mesa suburb, following a long day at work. The setting sun provided enough light for neighbors to later describe the brutal attack on Jamison.

Mr. Jamison had stepped from his car and had walked to the end of the driveway to retrieve the evening newspaper. As he knelt to pick up the paper a



dark blue sedan stopped in the street at the driveway entrance. A passenger in the sedan called out to Jamison but neighbors could not understand what was said. Jamison appeared to wave off the vehicle, then turned back toward his house with a look of disgust on his face. Before he could finish reading the evening's headline, fire erupted from inside the sedan and Jamison fell to the ground, the back of his shirt torn from the blast of a shotgun. Two men leapt from the dark blue sedan, one white, one hispanic, both wearing what witnesses could only describe as dark clothing. They ran to Jamison's body, searched it quickly, and then ran back to the sedan, one of them carrying Jamison's wallet. The sedan, its lights off, sped away before neighbors could react or call police (E-2).

In the days and weeks following the murder of Edward Jamison, the local television and print media followed the story closely. There were daily accounts of the aftermath of the murder, Jamison's funeral and the effect of his death on his family. The police investigation into the murder was also followed closely. When no arrest had been made two weeks after the crime, a local television station began critical stories on the police department's actions. Public awareness and concern over the crime remained very high (T-9).

In May, nearly two months after the still unsolved murder, residents in Riverford Estates held a community meeting, inviting city and police department officials as well as the local media. The meeting quickly turned to criticism of the local police for failing to solve the murder. Many residents also focused their anger on city officials at the meeting, blaming them for the sparse police coverage in the neighborhood. Few residents were satisfied with police promises to strengthen patrols in the area.

A week after the meeting John Stanton, the ad hoc leader of the Riverford Estates residents, began circulating a letter and petition advocating that residents band together into a "security cooperative" and hire private security personnel to patrol their neighborhood. In the same letter he called upon the residents to begin attending each city council meeting to demand that more police be hired and to continue this tactic until the city council acted on their

demands.

By June, Stanton had received over a 75% affirmative response to his call for a security cooperative. By the end of the month 24 hour-a-day patrols by a uniformed security officer in a marked vehicle had been implemented, at a cost of just under \$100 per household per month.

Throughout 1997 and into 1998 residents kept up their pressure on the city council to hire more police. Despite strong opposition from anti-taxation groups, the city council voted to adopt a utility tax of 3%, effective March 1, 1998, with the revenues to be earmarked for the hiring of police officers (E-9) (T-10).

The effect of Edward Jamison's murder continued to be felt throughout the entire city. Following on the actions of the Riverford Estates residents, crime watch groups and citizen patrols were started in many areas of the city. Despite dropping crime rates and much more visible police patrols, public perception that a crime problem existed in La Mesa persisted.

In May, 2000, another crime occurred which served as a lightning rod for public attention on violent crime. Two rival gangs had been claiming a local shopping center as part of their turf. The dispute turned violent on a Friday night when the two gangs encountered each other in the crowded shopping mall. As bystanders watched in horror and amazement, a bloody fight erupted, leaving three gang members with serious stab wounds and a fourth dead, his throat slashed (E-4).

A police investigation quickly led to the arrest of the remaining two gang members who had been involved in the fight. The arrest, however, did little to calm the public outrage over the incident or to assure the shopping mall owners that city officials were concerned with their needs. Two weeks after the gang fight, city officials agreed to opening a long sought after police store front in the shopping center. Officers at the store front patrolled the shopping center on foot periodically, answered citizen and shop owner questions, and investigated crimes reported at the store front.

Over the course of the next year public concern about crime remained high. While many people in the community lobbied the city council to hire even more police, city officials convinced council members that such a move was impossible due to the current state of the city's finances. The issue continued to be hotly debated and became the focal point of the 2002 election campaign, in which three council members were seeking re-election.

Throughout the summer of 2002 council members discussed in private a radical proposal to reform the city budget. The proposal entailed a fundamental shift in the financing of services and the concept of what government was responsible for. At the heart of the proposal was an ordinance which divided a detailed list of city services into either essential or non-essential categories. Essential services would continue to be provided, financed by traditional revenues. Non-essential services would have to be financed through a variety of city-wide special assessment districts, creating a "pay-as-you-go" fund for services such as city recreation programs, park maintenance, etc.

The ordinance was first proposed in a public meeting of the city council in August. By October it had gained wide public support, most importantly from anti-tax forces, who viewed it as a direct control on government spending, and from law & order forces, who saw it as a way of channeling revenue into anti-crime programs. The ordinance passed on a 5-0 vote (E-1). In November the three council members facing re-election were returned to office by a landslide vote in an election that saw one of the highest voter turnouts in recent memory.

#### Scenario #3 - Declining revenues - Run Number 44

##### Trends used:

"Crime rate" (T-4)

"Priority for Public Safety Programs" (T-7)

##### Events used:

"State takes motor vehicle in-lieu fees" (E10 / March 1995)

"State proposition passed curtailing special districts" (E-8 / April

1998)

"Court ruling eliminating/restricting local revenue" (E-6 / December 2000)

"Police officers laid off due to budget cuts" (E-3 / April 2001)

"Adoption of a utility tax" (E-9 / January 2003)

In March of 1995 state legislators in California were debating various ways in which to deal with the annual budget crisis. The beginning of the 1995-1996 fiscal year was fast approaching and the state needed to move quickly to produce a balanced budget as well as close a shortfall in revenues for FY94-95. The solution to both problems lay in what had become a frequent state practice, to keep money for the state that historically had been disbursed to the cities and counties. The target this time would be motor vehicle registration fees normally sent to local governments based on the location of the registration address. By the end of the month the state had put its plan into operation (E-10). The added revenues would prevent a budget deficit in FY94-95 and balance the FY95-96 budget.

The loss of motor vehicle registration fees was a critical blow to many local governments and particularly the City of La Mesa. Tax rates in La Mesa had been among the lowest in the county when Proposition 13 went into effect in 1978. Reform in property tax laws had made it almost impossible to raise taxes and the loss of the motor vehicle registration fees strained an already tentative city budget. The loss of this revenue came at a particularly bad time. There was widespread concern in the city over crime and many residents were asking for greater police protection (T-4). The loss of the motor vehicle registration fees forced the city to abandon a plan to add police officers to the force in FY95-96.

Like many cities throughout California, La Mesa began searching for ways to boost city revenues. Faced with strong opposition to traditional tax and fee increases, the council settled on the idea of creating a city-wide special assessment district that would supplement public safety programs. The use of

special assessment districts had been endorsed by the League of California Cities and many cities throughout the state were undertaking similar programs. Not surprisingly, anti-taxation forces around the state began to mobilize against this practice.

Organized opposition to government spending and higher taxes was firmly entrenched in California, having remained an active force in state politics since its landmark triumph in 1978 with the passage of Proposition 13, the property tax reform act. To counter the burgeoning use of special assessment districts a similar tactic would be used. A state ballot proposition was drafted that would curtail the use of special assessment districts by requiring public hearings beginning one year prior to an approval vote and that mandated a term on the district of no more than four years.

The proposition qualified for the 1996 general election and passed with a solid majority of 58.3% of the vote (E-8). The effective date of the proposition had been set far in advance to allow special assessment district proposals already in progress an opportunity to comply with the proposition requirements. To send a clear message to politicians throughout the state, the proposition was drafted to take effect on April 15th, 1998, tax day.

The next budget crisis for La Mesa occurred in December, 2000 when the California State Supreme Court issued a ruling that drastically affected La Mesa's budget. La Mesa had long had a practice of paying proportionate amounts of regular employee salaries from various special fund accounts, where the employee's activities were related to the purpose of that fund. The court ruled that revenues for special funds were for the exclusive use of a particular program or programs and that the revenues could not be applied to the salary of a regular employee unless the employee's duties were substantially related to the requirements of the program (E-6). In its majority opinion the court offered a 90% figure as its standard for "substantial." La Mesa was now faced with an added burden of approximately \$100,000 for its general fund. Over the next several months there was intense debate over how to cover this new cost. In

April, 2001, the council acted, laying off two police officers. The council's rationale was that public pressure to emphasize public safety in the city budget had created a situation where other city programs had been gutted (T-10). The only place left to make cuts was in the police department's budget and two police officers would have to be eliminated to cover the budget shortfall (E-3).

The loss of two police officer positions re-kindled the debate among city and community leaders on the need for more police services and the crime problems in La Mesa. The debate carried into 2002 and culminated with a city measure on the general election ballot, calling for an advisory vote on a utility tax of 3% to supplement public safety programs. The measure passed with 64.1% of the vote. The city council adopted the utility tax at its next meeting and the measure took effect in January, 2003 (E-9).

#### Summary

The scenarios described here depict a number of different futures that could arise from the occurrence of the trends and events listed. Scenario #1, "Economic Crisis", will form the basis for the remainder of the paper, to demonstrate how future study and planning can be used to avoid an undesirable future state.

### Section Three

### Strategic Plan

## INTRODUCTION

At the conclusion of the "Futures Study" segment of this paper, a scenario had been selected which depicted a future where events were allowed to dominate funding concerns. Scenario #1, "Economic Crisis", described a future where economic and social events and trends interacted to create a crisis for local government and law enforcement.

In the following "Strategic Plan" portion of the paper, a mission statement and strategy will be developed which will allow the subject police department of this study to address the funding issue and avoid the depicted future.

## MISSION STATEMENT

The La Mesa Police Department has developed a mission statement which is very similar to the mission statements of police departments throughout the United States. Among other things, it states that the police must protect life and property, preserve the peace and should work in partnership with the community.

This can best be described as a core mission statement. It describes goals and values which are fundamental to the operation of a law enforcement organization. Mission statements of this type have value in defining the purpose of an agency, but do little to provide direction to the organization or communicate to the citizenry how the organization intends to go about its tasks. Those needs are best met by what can be characterized as an "organizational mission statement." An organizational mission statement is specific to the agency for which it is written and addresses a specific policy issue. Organizational mission statements specify an area of concern or operation and serve as a guide for the organization by defining values and the basis for strategies and decisions. For this research project the following organizational mission statement has been developed:

"The La Mesa Police Department seeks to provide a broad range of effective law enforcement services through specific funding enhancements, based upon



the needs and desires of the community. It is the responsibility of the Police Department to report to the citizens regularly on the state of crime in the community and to provide assessments of how problems can be addressed and the resources that will be needed. The Police Department must utilize those resources specifically authorized by the community for the purpose for which they were intended and report regularly on their effectiveness."

#### ENVIRONMENTAL ANALYSIS

As part of the process of developing a strategic plan, an analysis of the La Mesa Police Department's organizational environment was conducted. The purpose of this analysis was to identify threats and opportunities that would have a bearing on the potential for funding enhancements and determine what effect those threats and opportunities would have. To provide a framework for this analysis, the identified threats and opportunities were categorized within five areas consisting of Social, Technological, Economic, Environmental and Political (STEEP) concerns. In conducting the environmental analysis, relative to the mission of funding enhancements, no threats or opportunities were identified within the Technological or Environmental areas. A summary of the threats and opportunities is provided here, followed by a detailed analysis of each.

#### THREATS

##### Social

- \* Lack of Precedent
- \* Volunteerism
- \* Fire Department Consolidation

##### Economic

- \* Economic Conditions

##### Political

- \* Anti-tax Sentiment
- \* Regionalization

#### OPPORTUNITIES

##### Social

\* Public Concern About Crime

Economic

\* Low Overall Tax Rate

Political

\* Citizen Committee Report

\* Conservative Community

\* Council Support

THREATS / Social

Lack of Precedent: One of the greatest obstacles to overcome in the fulfillment of the mission is the lack of precedent in the City's history for funding enhancements related to public safety services. The community and its electorate have been long accustomed to the provision of public safety services through general tax revenues and may be difficult to convince that there is a need to pay extra for these services.

Volunteerism: Over the last several years the City of La Mesa, like many surrounding cities, has made increasing use of volunteers to perform or provide services that previously had been the job of paid city workers. Volunteerism has allowed the City to maintain, or nearly maintain, the level of service it provided to the community when city revenues were much more substantial. Many people, both in and out of government, see volunteerism as a viable and preferred alternative to higher taxes or increased fees.

Fire Department Consolidation: Throughout its history, the City has maintained its own independent fire department. Recent circumstances however have brought about a plan to consolidate the La Mesa Fire Department with a neighboring city's fire department and form a fire protection district. This consolidation will save money for both cities by reducing administrative overhead and reducing the overall need for line personnel and equipment. It has been widely accepted in both cities and used as an example of greater government efficiency through regionalization. Suggestions of a similar plan for law

enforcement services have been made and are viewed by some as a solution to funding needs, using existing resources more efficiently rather than increasing taxes or creating new fees.

#### THREATS / Economic

Economic Conditions: La Mesa and the greater San Diego area have suffered along with the rest of California through the current economic recession. While many citizens and special interest groups call for more government spending to address specific needs or problems, there is little apparent public support for significant increases in taxes or fees, or for the creation of new ones. Many people within the community, at all levels, feel that significant economic improvement or growth is a prerequisite to increased government spending.

#### THREATS / Political

Anti-Tax Sentiment: As just described, there is little public demand or support for increased government spending if higher taxes or fees are necessary to support the increases. This sentiment is found not only in the electorate, but also in prominent sectors of the community, including the Chamber of Commerce and City Council.

Regionalization: As described in connection with the Fire Department consolidation, regionalization is seen by many people as a viable prospect for local government. Many view it as the next evolutionary step for government. The regionalization of law enforcement services is viewed as a practical alternative to the current model and one which would eliminate the need for higher taxes or fees by creating a more efficient organization that better utilizes the existing resources.

#### OPPORTUNITIES / Social

Public Concern About Crime: While both national and local statistics indicate that crime rates are decreasing, the community remains very aware of,

and concerned about, crime. They generally have the perception that crime is increasing, that violent crime in particular is becoming more prevalent, and that they are personally more vulnerable to criminal attack than at any time before. These perceptions and concerns help foster the demand for more police and new anti-crime programs. This type of public sentiment greatly increases the potential for obtaining funding enhancements.

#### OPPORTUNITIES / Economic

Low Overall Tax Rate: La Mesa has traditionally maintained a low tax rate. One of the factors that has contributed to the city's current fiscal problems is the low property tax rate that was in effect at the time Proposition 13 was passed in 1978. City fees for various services have generally ranked in the lower orders when compared with the same services for other cities in the region. This factor creates an opportunity by supporting city claims that it is operating as efficiently as possible and that La Mesans receive a top value for their tax dollar.

#### OPPORTUNITIES / Political

Citizen Committee Report: In 1993 the city manager and city council created a "Citizen Committee" to review the city's current fiscal situation and make recommendations for future action. Despite the committee's fiscally conservative makeup, its members produced a final report calling for nearly a \$700,000 increase in taxes and fees. This report is a significant opportunity because of the makeup of the committee and the recognition by its members that the city was operating as efficiently as possible and new revenue sources were needed to maintain an expected level of service.

Conservative Community: La Mesa is generally considered to be a mature community, with little in the way of new development. The members of the community, as with most areas in San Diego County, are politically conservative and supportive of law enforcement. This support creates an opportunity in terms

of the potential success of ballot measures that have to do with funding law enforcement services.

Council Support: The political history of the United States over the last ten to fifteen years has demonstrated the continued viability of the "Read my lips, no new taxes" philosophy. Few politicians would risk advocating tax increases and this is as true at the council level of government as anywhere. In spite of this, many local politicians, including the members of the La Mesa City Council, recognize the need for new government revenues and may view the self-imposed or community supported funding enhancements as the ideal answer to the problem. It provides voters with an opportunity to directly voice their opinion on government funding by either supporting or opposing proposed assessments for a specific purpose.

#### ORGANIZATIONAL ANALYSIS

The next step in the development of a strategic plan involved an analysis of the weaknesses and strengths of the La Mesa Police Department as an organization. A summary of the weaknesses and strengths is provided here, followed by a detailed analysis of each.

##### WEAKNESSES

- \* Minimal Staff Resources
- \* Staff Inexperience
- \* New Crime Analysis Unit
- \* Underutilized Middle Management

##### STRENGTHS

- \* Positive Record and Public Perception
- \* Growing Community Network
- \* Established Crime Prevention Unit
- \* Crime Database
- \* Police Officers' Association
- \* Chief of Police

## WEAKNESSES

Minimal Staff Resources: Of the 61 sworn personnel making up the La Mesa Police Department, only 7 hold what are generally considered to be management positions, the rank of lieutenant and above. There are no civilian management positions and only 2 secretarial positions. These staffing levels, coupled with the day-to-day workload of the department, limit the amount of work that can be done on special projects, such as taking part in a city-wide effort to create a special assessment district. Work of that type would necessarily be very labor-intensive, requiring the preparation of presentations and frequent public contacts with community groups and citizen meetings. Such an effort would be very taxing for the small staff group in place at the police department.

Staff Inexperience: In addition to the limited staff time available to support a project such as a special assessment district proposal; the members of the staff themselves have little or no experience in such an undertaking. Their public contacts have generally been limited to small group meetings with community groups or government agencies and to local service clubs, to which several members of the staff belong.

New Crime Analysis Unit: The La Mesa Police Department was one of the last police departments in San Diego County to form a crime analysis unit. The unit has been in operation for less than a year and is staffed by a single analyst with no secretarial or clerical support. A number of software programs that would be of great benefit to the analysis functions have yet to be obtained and the current computing abilities of the unit are another limiting factor in this area. The lack of an experienced, fully equipped crime analysis unit poses a problem due to the limits it places on supporting an active campaign to adopt funding enhancements. The data and detailed analysis that the unit could provide, if operating at its full potential, would be invaluable in providing justifications for funding enhancements and defining the specific purpose(s) of the funds.

Underutilized Middle Management: As indicated before, there are a total of seven management level, sworn personnel within the police department. The seven positions are broken down into three ranks, one chief of police, two captains and four lieutenants. Three of the lieutenants work as watch commanders, assigned to the patrol division, working shifts around the clock. This work schedule limits their availability for staff projects and adds to the problems already described regarding limited staff resources.

#### STRENGTHS

Positive Record and Public Perception: Several years ago the police department conducted a study to identify crime problems in La Mesa and develop strategies to combat these problems. One of the findings of the study was that the police department enjoyed a very positive perception in the community, that it was viewed as being responsive to the community's needs and desires and was seen as being an effective law enforcement organization. These findings point to a solid foundation that the police department has established for community relations and credibility within the community. Such a foundation can be a tremendous asset for the department when it begins efforts to gain approval of a funding enhancement.

Growing Community Network: In 1993 the La Mesa Police Department joined many other police departments up and down California by adopting a "community-oriented policing" philosophy. The department has assigned a sergeant to the position of C.O.P.P.S. (Community Oriented Policing and Problem Solving) Coordinator and has initiated several new programs to strengthen its ties with the community. A Retired Senior Volunteer Program is in the recruitment stages, as is a Police Explorer Program. An officer has been assigned to the position of "High School DARE Officer & Youth Services Programs." A "Police Chaplain Corps" has been formed and a "Citizen Academy" is in the planning stages. All of these programs, coupled with the broad-based community policing philosophy adopted by the department, have worked to strengthen the police department's

support within the community. This support will be a vital component in the plan to design and implement any funding enhancement.

Established Crime Prevention Unit: Community support has already been identified as a key component in the plan to adopt a funding enhancement for law enforcement services. The department has an existing crime prevention unit, which has been in operation for many years and enjoys broad-based community support. For many years this unit has been the main source of communication between the department and various segments of the community. The support the unit has gained will be of great benefit to the department, as will the effective communication link it provides to the community.

Crime Database: San Diego County has served as an example for many years in the area of regionalized crime information. The Automated Regional Justice Information System (ARJIS) went on line in the early 1980's. All San Diego County law enforcement agencies contribute to the database, which includes records of not only reported crimes but also traffic citations, field interviews, arrests, fraudulent documents and pawned property. This database provides a large amount of raw data which can be used to provide more detailed pictures of crime in La Mesa and help in describing the city's crime problems with current statistics.

Police Officers' Association: In recent years the La Mesa Police Officers' Association has shown a greater willingness to involve itself in activities for the benefit of the police department. In 1992, when the police department was faced with the possibility of losing several positions, the police officers' association conducted a grass roots campaign which resulted in the saving of the positions. Since then the association has worked with the department to address issues such as staffing levels, providing financial support for a department awards ceremony and providing funds for the renovation of the police department's lounge and kitchen. The police officers' association can be an effective tool and valuable resource in a campaign to obtain funding enhancements. Support from the association would lend credibility to the city's position on this need and



officers, as representatives of the association, would be effective spokespersons.

Chief of Police: The current chief of police joined the department in 1992 after a long career with the Los Angeles Police Department. He is the first chief of police not chosen from the ranks of the La Mesa Police Department. Since coming to the police department, the chief has demonstrated a consistent willingness to try new programs and approaches. He is the impetus behind virtually all of the new programs at the department and was able to obtain added staffing for the department in a time of significant budget troubles. The chief's willingness try new approaches and not accept the status quo represents a significant strength for the department. As indicated before, the move for funding enhancements represents a significant change and activist approach for the department. The commitment of the chief to programs and approaches such as this in the past can prove to be a vital part in the success of this goal.

#### STAKEHOLDER ANALYSIS

The next step in the strategic planning process involved the need to identify stakeholders in the issue and the assumptions they would have. In order to accomplish this, the issue was viewed from the perspective of impact, both on the groups or individuals that would be impacted by, or care about, what was done, as well as groups or individuals who would impact what was done. A total of ten stakeholders were identified, including one stakeholder, or "snaildarter", who had been unanticipated but was identified during the environmental analysis. A list of the stakeholders is presented here, followed by a discussion of the assumptions held by each. In Appendix G an "Assumption Map" depicts the relationships of the various assumptions listed here, based on their degree of certainty and importance.

#### Stakeholders

1. The La Mesa City Council

2. The La Mesa City Manager
3. The La Mesa Police Officers' Association
4. The La Mesa Chief of Police
5. The La Mesa Chamber of Commerce
6. The Grossmont Shopping Center
7. The La Mesa Downtown Merchants' Association
8. La Mesa Citizens
9. San Diego County Cities
10. The La Mesa Fire Department (the "snaildarter")

#### The La Mesa City Council

City revenues have been a significant issue for the city council for many years. The council members often feel trapped between what they recognize as a need for greater revenue and what they perceive as an unwillingness on the part of the voters to support new taxes or fees. There are two assumptions to be made with regard to the council:

- A. Voter approved measures are the most desirable means of increasing revenue.
- B. Voter backlash is likely if the council acts to increase fees or taxes without community input or an election process.

#### The La Mesa City Manager

The city manager, more than any other single person, has been left to deal with the city's fiscal problems. He has struggled with the council's refusal to raise revenues on the one hand and their unwillingness to make significant program or expenditure cuts on the other. The assumptions made with regard to the city manager are:

- A. His support for funding enhancements may produce badly needed revenue.
- B. Advocacy of voter approved funding enhancements carries relatively

low risk for the manager and council.

The La Mesa Police Officers' Association

Police officers in La Mesa have been frustrated for years by the city's unwillingness to hire substantial numbers of new officers or provide specialized equipment. Lack of funding has always been the reason cited for these shortcomings. The police officers' association has two assumptions relative to the issue:

- A. Funding enhancements would provide more personnel and equipment for the department.
- B. The association must commit personnel and resources to make most types of funding enhancements possible.

The La Mesa Chief of Police

The chief of police, as indicated before, was successful in 1993 in obtaining new positions for the police department. These were the first positions added to the police department in several years. The chief would like to expand a number of programs to ensure the success of community-oriented policing and improve the department's clearance rates. The assumptions for the chief are:

- A. Funding enhancements would provide more personnel and equipment for the department.
- B. Obtaining any type of funding enhancement will require significant commitment of department personnel to the project.
- C. Measurable improvement in the local crime problems is necessary to receive the continued support of the council and citizens if funding enhancements are realized.

The La Mesa Chamber of Commerce

The Chamber of Commerce has faced a dilemma over the years with regard to

law enforcement services in La Mesa. On the one hand it favors more police personnel. More police, and the safer community that more police would hopefully create, are very desirable in terms of the Chamber's agenda. On the other hand the Chamber would like to see government costs in La Mesa as low as possible to provide economic incentive to businesses and residents. The Chamber of Commerce's assumptions are:

- A. Greater police services through funding enhancements will create a better reputation for La Mesa as a place to live and do business.
- B. The higher cost of government services, through funding enhancements, may discourage new businesses and potential residents.

#### The Grossmont Shopping Center

The Grossmont Shopping Center has been an area of interest to the La Mesa Police Department for a number of years. The idea of a police store front in the shopping center has been discussed a number of times but no action has been taken so far. While shoplifting occurs at various stores in the center on a regular basis, the crime problems of most concern are auto thefts and burglaries in the shopping center parking lot and robberies of banks or individuals in the nearby area. The assumptions of the shopping center management are:

- A. More police personnel paid for by various funding enhancements would make a regular police presence at the center much more likely.
- B. The importance of the shopping center to the local economy is such that local leaders would not endorse any funding enhancement that would place the shopping center at an economic disadvantage.

#### The La Mesa Downtown Merchants' Association

The La Mesa Downtown Merchants' Association has been a long time advocate of a greater police presence in the downtown area. The merchants main concerns are graffiti, shoplifting and the presence of homeless people or transients in the downtown area, who detract from the area and discourage potential shoppers.

Over the last several years the merchants have lobbied for foot patrols and/or bike patrols by officers in the downtown area. These types of patrols have been conducted on a very limited basis over the course of the last year and have been considered successful. The assumptions of the merchants are:

- A. Funding enhancements would provide for patrols that the merchants desire.
- B. The merchants cannot afford any funding enhancements that focus solely on the downtown area as the revenue source.

#### La Mesa Citizens

The citizens of La Mesa enjoy a relatively low tax rate and receive a broad range of government services. Over the years various city councils have adhered to a philosophy of limiting taxes and fees for services, providing services within the historic revenue base. There are no formal polls or other surveys to indicate the feelings of the citizens with regard to higher taxes or new fees and there have not been any general ballot measures within recent memory that might give some indication in that area. The assumptions of the citizens are:

- A. More police personnel and programs would make La Mesa a safer and better place to live.
- B. Police services in La Mesa are better than average when compared to other cities and regions in San Diego County.

#### San Diego County Cities

With few exceptions, the cities in San Diego County are suffering from fiscal problems similar to that of La Mesa. Many cities are reducing services in one form or another and reducing the size of the city workforce. Virtually all of the cities are under pressure from various groups to increase police services in response to perceived increases in violent crime. As with La Mesa, other cities are reluctant to implement significant revenue increases. The assumptions of the other cities are:

- A. Funding enhancements would provide badly needed revenue to improve law enforcement services.
- B. The successful adoption of any funding enhancement in a local city may indicate an ability to do the same in other cities in the county.

#### The La Mesa Fire Department (The "Snaildarter")

The La Mesa Fire Department has been unable to expand operations as desired over the last several years due to the city's ongoing fiscal problems. They have been unable to add personnel or make capital improvements which they feel are badly needed. In contrast, the police department has been able to make some modest gains in both of these areas during the same time period. The assumptions of the Fire Department are:

- A. The city council places a higher priority on law enforcement services than it does on fire protection.
- B. Fire protection is a public safety service which should share in any benefits derived from funding enhancements.

#### DEVELOPING ALTERNATIVE STRATEGIES

The next step in developing a strategic plan was to bring together a group of the police department's staff to discuss potential strategies and identify the one which had the best opportunity of achieving the stated mission.

A group of five members of the department's staff, ranging from the rank of sergeant to captain, was selected and provided with background information on the research that had been done to date, the mission statement, and the analyses of the environment, organization and stakeholders. The members were also provided with a set of six criteria by which the proposed strategies should be evaluated. The six criteria were as follows:

Citizen Input: What means, and to what degree, do citizens have for input

on proposed revenue measures or mechanisms? Does the measure require an electoral process, public hearings or local legislative action?

Political Impact: To what degree are local political leaders affected by enactment of the revenue measure or mechanism? Is it considered "high risk" or "low risk"?

Implementation Time/Process: What research and/or political process is required for implementation of a funding mechanism or measure and what time frame is entailed?

Continuity of Funds: Are funds limited to a particular time frame? Are they subject to variation with the local economy?

Specificity of Funds: What limits are placed on the ways in which funds can be spent?

Stakeholder Support: What is the expected overall level of support among the collective stakeholders?

Members of the group proposed various strategies and briefly described the workings of the particular strategy. Each strategy was recorded so that it could be viewed by the members of the group and compared with other strategies as they were developed. A total of six strategies were developed and consisted of the following:

1. Regionalize various law enforcement functions, such as communications, major investigations and specialized enforcement teams. This will allow for the consolidation of supervision and support functions. The resulting savings, which represent a net funding enhancement, can then be used to

expand other programs.

2. Expand the police role into traditionally private sector security functions for which subscribers pay the government entity a specific fee. This allows expansion or addition of programs to address identified needs and costs are supported through private sector funds.
3. Adopt a city-wide special assessment district to supplement the general fund with funds earmarked for specific law enforcement programs through council resolution.
4. Develop and pass a local ballot measure to raise the local property tax rate to support law enforcement services.
5. Adoption of a utility users tax by the city council with funds earmarked for specific law enforcement programs through council resolution.
6. Identify specific law enforcement needs within defined areas of the city and pass a number of special assessment district measures, based upon those needs.

Once the listed strategies were identified the members of the group were asked to evaluate each of the strategies using the criteria listed above. This evaluation process resulted in strategy #1 and strategy #6 receiving the most support from the group members, with vote totals of 110 and 108 respectively, while strategy #3 received the most divergent levels of support.

Strategy #1, limited regionalization, offered a number of advantages. The members of the group felt that potentially it would promote more efficient operations if used in areas which would truly benefit from this approach. It would promote more cohesive and effective investigative efforts at crimes which



were serial in nature and would allow a larger resource pool to be used in high profile or labor intensive efforts. In areas where it was applied, it had the potential to make more efficient use of supervisory personnel by insuring that appropriate spans of control were obtained. As an example, a small agency may have an investigative unit of only three or four officers, yet a supervisor would still be required for that group of officers. A group of eight to ten officers might still be effectively supervised by one person. This would make it possible to combine two relatively small investigative units and "save" one supervisory position, with those savings passed on to other programs, creating in effect an "enhancement." A regionalized approach might also allow personnel to specialize in an area of law enforcement on a long term basis, thus improving the expertise and capabilities of the organization overall.

On the negative side, regionalized services might raise issues on the relative cost/benefit to each individual agency and lead to concerns over the loss of fiscal and operational control.

These pros and cons create some conflict on this strategy for stakeholders such as the city council, city manager and police chief. The potential for actual cost savings makes the strategy very attractive but the true "cost", in terms of value and control, may be more than those stakeholders are willing to bear. To a lesser degree, the same concerns exist for the Chamber of Commerce, Grossmont Shopping Center, Downtown Merchants Association, and citizens. While these groups would have much less direct benefit from cost savings produced by regionalization than local government, they could be significantly impacted by reduced service levels if their problems were viewed as relatively minor within the "region." Serious crimes in adjacent areas could siphon off law enforcement resources that would have otherwise been devoted to those groups. This situation could work in reverse however, with one or more of the groups deriving a greater benefit from law enforcement services than they pay for in terms of taxes and other fees.

The police officers' association would likely view a program of this type

as a benefit, in terms of the opportunities it afforded the officers for lateral movement and specialization. One very significant factor that might adversely affect the association is that of pay and benefit differentials. The pay and benefits for La Mesa officers could stagnate or be driven down if regionalization brought in another police agency with significantly lower compensation.

Strategy #6, multiple special assessment districts, was found by the group to offer significant advantages for local government by having the potential to generate new funds with voter approval without the need to advocate revenue increases. The general thinking of the group was that council members could define any number of potential special assessment districts within the city, determine the added costs to the residents of the district and specify the services that new revenues would pay for. The council members could then adopt a neutral position on the question of the districts and simply ask the voters to make the fiscal decision on what services they desired and how much they were willing to pay for them. If the district measure failed the city would be no worse off than before but if it passed, then new revenues would be available by virtue of a significant electoral mandate and existing city revenues could continue to fund present programs.

Another significant advantage associated with this strategy was the legal requirement to spend special district revenues for specific purposes, minimizing the potential for the funds to be diverted from their intended purpose.

Finally, revenue levels could be reduced if the results justified this action, demonstrating the success of the district and government resolve to reduce costs where possible. This move is possible because current law allows a maximum amount of revenue to be collected, as specified in the district's originating measure, but does not mandate this revenue level.

The disadvantages associated with this strategy dealt with some practical matters, such as how the district boundaries would be established, whether the district population could practically support the revenues needed, and the labor intensive proposition of establishing justifications and voter support for the

proposed districts. The potential for voter backlash was also discussed, in terms of voter resentment over having to pay more for services perceived as basic. Concern was also expressed that the special assessment district process could lead to a "haves" versus "have nots" atmosphere within the city.

From the perspective of the various stakeholders the group saw this as an attractive strategy for the city council and city manager. It affords high citizen input, relatively low political risk and certainty of funds. The police officer's association and the chief of police would also view this as an attractive strategy because of the additional resources that these funds would translate into. For other reasons, the other cities in San Diego County and the La Mesa Fire Department would also see this as a positive strategy. The other cities in the county could follow on the success of La Mesa, if one or more special assessment districts were passed, by passing similar measures of their own. The fire department would see the approval of a special assessment district as a signal of voter receptiveness for higher taxes, if public safety were the goal, and could try to follow on the success of the police department's efforts.

Stakeholders such as the Chamber of Commerce, Grossmont Shopping Center and Downtown Merchants' Association would probably take a dim view of this strategy, regardless of its direct impact on them. A special district has the potential of creating a significant cost for a business while severely limiting the ability of the business, or group of businesses, to control the costs. The voters of the proposed district will determine whether or not the district is adopted and businesses within the district, with rare exceptions, have no voting ability. Therefore, even if a business is not within a proposed special district, it would likely oppose the proposition for fear of being within the boundaries of the next district proposed. The only exception to this would occur when a business, or group of businesses, felt their benefit from the district significantly outweighed their proportion of the cost.

The final stakeholder, the citizens of La Mesa, wield the ultimate power in this proposed strategy, through the exercise of their vote. Their perceptions

of the relative costs and benefits will not only affect the issue, but will be the decisive factor.

The strategy with the most divergent levels of support dealt with the adoption of a city-wide special assessment district. The low score evaluation of this strategy equalled only 60% of the high score evaluation.

The advantages of this strategy that the group members identified were the wide distribution of the revenue enhancements, the ability to adopt the strategy without an electoral process, and the ability to use the funds in a variety of ways.

The wide distribution of the revenue enhancement results from the fact that this is a city-wide measure versus one confined to a particular area. This distribution allows the "costs" of the measure to be dispersed among all the city residents rather than focused on one particular group of residents. This effectively reduces the cost per resident and makes the measure more attractive.

Because this is a city-wide revenue measure, and assuming the proceeds go to the city's general fund, current law allows for adoption of such a measure through local legislative action rather than the electoral process specified for a true special assessment district. While this can be politically risky if the appropriate citizen input is not invited, it provides for a simpler implementation process than would be involved in other types of revenue measures.

The final advantage discussed by the group centered around the flexibility with which funds from such a district could be spent. Because the funds are budgeted from the general fund rather than a specific fund, expenditures could be varied to meet problems as they arise.

The primary disadvantage of this strategy that the group identified was the high political risk it entailed. If sufficient voter input were not allowed before adoption, the political leaders of the community could expect this strategy to have a negative impact on them. In addition to this, the flexibility discussed earlier, in terms of where monies could be spent, could also pose a significant disadvantage by allowing other city departments and local political

leaders to argue for spending the funds for items other than law enforcement services.

Overall, the group felt that the various stakeholders would have an unfavorable view of this strategy, primarily because it would have the appearance of a general tax increase. This was felt to be true of the city council and city manager, as well as the various community and business groups, and citizens in general. The strategy would be viewed as a positive step by the stakeholders who had the most to gain by it, the chief of police, police officers' association and the fire department. Other San Diego County cities would likely view the strategy in a positive light, only for the reason that it would provide them with a no-risk opportunity to directly measure public sentiment on the issue of taxation.

Following these discussions the group evaluated the strategies a second time, limiting their choices to the three strategies discussed but using the same criteria for evaluation. Strategy #6, multiple special assessment districts, received the highest score out of the three strategies, by a narrow margin.

Strategy #6 was selected as the preferred strategy based on its evaluation against the stated criteria and its ability to achieve the mission. The process of adopting one or more special assessment districts offers voters an opportunity for direct participation in the business of government and policy making and generally carries with it the broadest range of stakeholder support. Because of this, it carries little or no risk for local political leaders. The legal requirements for the creation of a special district insure both continuity and specificity of funding and does not require sacrifices to be made in other areas of government.

## Section Four

### Transition Plan

### STRATEGY DESCRIPTION AND DEVELOPMENT

This segment of the study deals with the issue of transition management, the process of taking a selected strategy from a concept and transforming it into a detailed plan which leads to the implementation of the strategy.

In order to give the reader an appropriate framework, it is important to review the mission statement which led to the selected strategy, and the strategy itself. The mission statement reads as follows:

"The La Mesa Police Department seeks to provide a broad range of effective law enforcement services through specific funding enhancements, based upon the needs and desires of the community. It is the responsibility of the Police Department to report to the citizens regularly on the state of crime in the community and to provide assessments of how problems can be addressed and the resources that will be needed. The Police Department must utilize those resources specifically authorized by the community, for the purpose for which they were intended, and report regularly on their effectiveness."

A number of strategies were suggested by the members of the Department staff, including the selected strategy. This strategy was stated as follows:

"Identify specific law enforcement needs within defined areas of the City and pass a number of special assessment district measures, based upon those needs."

This strategy involves a joint effort, between citizens and government, to determine areas where additional police services are required and provide a mechanism for funding those services.

The police department and local government officials would hold public meetings throughout the city to hear the complaints and concerns of citizens in the various areas where they work and live. This process insures that problems are not overlooked, minimized or exaggerated.

Next, the police department and local government officials would identify specific problems and areas that would be suitable for a special district measure. An advisory committee for each defined area, consisting again of local government officials, police and, most importantly, citizens, would then be

organized. The committee would be responsible for developing a special district plan, consisting of a statement of the problem or problems, the boundaries of the district, a strategy or strategies to address the problems, a budget for the district and performance measures to be evaluated and reported on bi-annually. This plan would then form the basis of a measure to be placed on the ballot for the next election.

The City Clerk's Office would be responsible for insuring that the legal requirements were met for placing the measure on the ballot. The special district advisory committee would then address the task of conducting a public information campaign to generate support for the special district measure at the election. This would culminate with the election, in which the measure would either be adopted or rejected.

#### CRITICAL MASS

The successful implementation of the selected strategy requires the identification of, and support from, a "critical mass" of key individuals who have the ability to impact the implementation of the strategy. Support for the strategy need not be universal but it must be sufficient to begin implementation and sustain it through its course.

A "Commitment Chart" has been prepared on the following page to introduce the members of the critical mass and depict their current levels of support, indicated by an "X", and the levels of support required for successful implementation, indicated by an "O".



# Commitment Chart

## Level of Commitment

	Block	Let Change	Help Change	Make Change
	<u>Change</u>	<u>Happen</u>	<u>Happen</u>	<u>Happen</u>
<u>Actor</u>				
Council Member		X-----O		
Adams				
Council Member	X-----O			
Baker				
Council Member	X-----O			
Charles				
Council Member		X-----O		
Davis				
Council Member		X-----O		
Edwards				
City Manager		X-----O		
Police Chief			XO	
Police Capt.			X-----O	
POA Leaders		X-----O		
Community Leaders	(X-----X)-----O			

The first group of people who form part of the critical mass are the members of the La Mesa City Council. The council consists of five members, elected at-large in the city, including one member who is elected by mayor by popular vote. For the purposes of this paper, fictitious council members and positions have been utilized. The current and minimum levels of commitment for each council member will be described individually. The propositions used to move each council member to the minimum level of support needed will be described at the conclusion, since each one applies to each member of the council, in varying degrees.

Council Member Adams

Council Member Adams has taken a neutral, or "let change happen" position on the proposed strategy. He is attracted by the potential uses that added revenues could be put to but leery of the idea of raising taxes in selected areas of the city. He is one of three council members who must adopt a "help change happen" position in order for the strategy to have a realistic chance of success.

Council Member Baker

Council Member Baker has adopted a "block change" position on the proposed strategy. He has consistently voiced anti-tax views during his years on the council and is generally critical of government bureaucracy. His position must be moved from "block change" to "let change happen".

Council Member Charles

Council Member Charles is also identified as a "block change" member of the Council. He is one of two council members facing re-election within the next year and is concerned about his chances for re-election. Council Member Charles must also be moved to the "let change happen" position.

Council Member Davis

Council Member Davis is at a "let change happen" position currently. Like Council Member Charles, he is facing re-election in the upcoming year. His concerns about an anti-tax position are countered by several vocal constituencies calling for greater local government services in their communities. He is also one of three council members who must adopt a "help change happen" position for the success of the strategy.

Council Member Edwards

Council Member Edwards is the third council member currently viewed at a "let change happen" position who must be moved to a "help change happen"

position. Council Member Edwards was recently re-elected to a new four year term. His greatest political asset is seen as a tangible record of achievement in areas of community concern. His record was stressed heavily during his last re-election campaign, as were promises to continue these efforts.

The successful implementation of the proposed strategy requires as much council unity as possible, in terms of the message it sends to both the electorate and to the various city entities that will be involved in implementation. One council member who adopts an active "block change" position can seriously undermine public confidence in, and acceptance of, the proposed strategy. Equally dangerous is a situation where one or two council members adopt an active "make change happen" position. This creates a situation where the proposed strategy becomes "their" political issue and can immediately polarize positions on the council. There is a great likelihood that political rivalries will surface, bringing with it active opposition, should that occur. The best circumstance for successful implementation involves no active opposition by members of the council and "helping" support from a majority, in terms of participation in the implementation process. Council participation is seen as critical to the legitimacy of the process and to promoting council acceptance as implementation nears the election stage.

There are a variety of propositions to be put to the members of the council which will help bring about the consensus needed for critical mass. The first such proposition deals with one of the first steps in the implementation process, that of holding community meetings. A series of community meetings, held at the neighborhood level, offer a significant opportunity for members of the council to interact with voters, solicit their views and foster their images as active members of the community.

The next proposition centers on the general issue of law enforcement support and being "tough on crime". Promoting greater public safety is a very safe stance for politicians at any level of government. While the stated purpose of the meetings in the community is to explore the need and support for a special

assessment district, doing so in the interest of enhancing law enforcement resources and promoting greater public safety does much to counteract "tax and spend" charges.

The "Town Hall Meeting" approach, best exemplified by President Clinton over the last two years, promotes the ideas of citizen participation and citizen empowerment. In an era where many voters feel alienated by big government, these forums offer an attractive opportunity for council members to bring government to the people that it directly affects.

The next proposition to the council members deals with their ability to participate in the forum or community meeting process without actually endorsing the concept, or actual creation, of a special assessment district. This allows council members to gauge the public mood on the issue before committing their opinion or vote. In the same vein, it makes participation in the process by council members very low risk and allows ample opportunity to distance themselves from a support position should significant opposition arise in a particular community or neighborhood.

Another proposition that can be put to the members of the council to sway them toward supporting the process is that it brings them into agreement with the police officers association, which council members generally consider favorable. Members of the council often solicit the police officers association for their support on projects and endorsements for re-election.

The final proposition to put to the council members to enlist their support for the project is that it allows them an opportunity to address issues which impact broad questions of quality of life in the community or neighborhood. This allows them to expand the forum's scope if they desire and enhances their ability to address the community on issues of concern.

The next key player who forms part of the critical mass is the city manager. The city manager is currently at a "let change happen" position but needs to move to a "help change happen" position in order to provide the best opportunity for successful change. The city manager is needed to provide the

authority for various other city department officials to attend the community meetings, act as a liaison with members of the city council and, if necessary, lobby for their support or position movement. His support is also necessary to enlist the assistance of key city departments at later stages of the implementation process. These most notably include the City Finance Department and its director, and the city clerk.

The propositions to be put to the city manager to move him to the desired position begin with the ultimate goal of the strategy, to provide more money for law enforcement services. Increased funding for law enforcement services is often at the top of the priority list of council members and citizens alike. Any opportunity to achieve this is generally welcome.

The plan itself, of creating special assessment districts, has two key features which make it more attractive to the city manager. First, the revenue increase is essentially self-imposed by the members of the district, due to the legal process by which special assessment districts are governed. Second, unlike other revenue sources that might vary with the economy or be usurped by the state, the special assessment district offers a steady and certain source of revenue.

The chief of police is another component of the critical mass. He is currently at the "help change happen" level and must remain there to insure successful implementation. His support for the project makes it a legitimate function and activity of the police department staff and demonstrates the necessary level of support to help bring about support for the program from line personnel. The support of the chief is also important to insure support and acceptance by the city government and city council, as well as key members of the community. The chief's presence at various meetings and functions, including those directly related to the project and those that are not, together with his active support, are an important component in the success of the program. Along with this, the program provides the chief and the department with a significant opportunity to help foster a community oriented policing philosophy.

The police captain is currently at the "help change happen" level but must move to the "make change happen" level to insure the implementation of the strategy. This is due to the planned management structure, which will utilize the captain as the project manager, leading a core group of individuals through the necessary change steps.

The successful implementation of this strategy represents a significant opportunity for achievement for the captain, as well as an opportunity to work at a level in city government and community participation generally associated with the chief of police. These factors provide a significant inducement for the captain to lend all his energies to the project and work toward a successful change.

As the project manager, it is vital that he demonstrate and carry through a "make change happen" attitude, to insure the continued support of the necessary change personnel and to maintain the legitimacy of the project. A lack of enthusiasm on the part of the project manager could seriously jeopardize the success of the project through poor work or a perceived lack of commitment, which is then translated into a believed lack of commitment by the chief and city government.

The police officers' association (POA) leadership is currently at the "let change happen" level of support. To ensure the successful implementation of the plan, the POA must be moved to the "help change happen" level. This is necessary because the line level of support from the police department personnel is so important to the success of the plan. The police officers themselves will determine the final success or failure of the plan. They will be the recipients of the resources derived from the various special assessment districts. Their ability to use those resources effectively, to solve the various problems that had been identified, will legitimize the plan and the entire concept of special assessment district funding to address community problems.

In order to move the POA leadership to the "help change happen" position it will be necessary to convince them of the benefits they can derive by

supporting the plan. The primary advantage for the POA will be the ability to obtain more resources, in terms of equipment and personnel.

Their support of the plan is also to their advantage because it affords them an opportunity to participate in the management of the police department and the design of a new and significant program. In much the same way that the plan creates an opportunity for success on the captain's part, it offers the same opportunity for officers to demonstrate their abilities in other than traditional police fields.

Their support of the plan is also to their advantage from the political aspect. It creates an opportunity for the POA to work closely with members of the council, demonstrate their commitment to the goals of the city, and foster good will which may be a political asset in the future.

The final group who forms part of the critical mass is comprised of various formal and informal leaders in the communities and neighborhoods that make up the City. The current level of support for the plan from these leaders cannot be specified since it will vary from individual to individual. In order to insure the successful implementation of the plan however each of them will have to be moved to a "help change happen" position. This is based on the need for community support and action in each of the special assessment districts that are eventually identified and developed. Without strong local support for the creation of the district, it is likely that public reception and support of the plan will be insufficient to convince members of the city council to support it either.

The support of the local leaders for the plan can be enlisted by convincing them of a series of advantages in both the service and economic areas.

In terms of service, the eventual implementation of the plan offers communities and neighborhoods in the city an opportunity to obtain the specific police services they desire, to do so through a process of direct participation, and an opportunity to improve the quality of life in their community or neighborhood.

In the economic area, the plan offers them the ability to participate in the budgeting process for city services in a direct and significant manner and to directly control the costs for service in the areas where they work or live. It also carries with it the potential for direct economic benefit through enhanced property values, reduced insurance costs and local economic development.

#### MANAGEMENT STRUCTURE

The management structure chosen to implement this plan is that of a "project manager" type, appointing the police captain as the project manager.

The basis for selecting a project manager type of management structure lies in several factors. First, as will be shown later in this paper, the implementation plan involves a lengthy timetable. In order to keep the project on track and provide the necessary continuity in actions, a project manager who is in place from beginning to end will be of tremendous value and help insure the success of the project.

Second, the project involves working with at least four different constituencies, the city council, city government, local leaders, and the police department. A single project manager is best able to manage the information being received from these various groups and process it in the most efficient way. A single project manager also helps to insure consistent communication to the various groups.

Third, the complexity of the project requires a strong central figure who is well versed in the various steps and processes of the project and is able to provide optimum coordination and the necessary drive to keep the project on track.

Fourth, the complexity and long time span of the project, as described above, make it difficult for someone such as the chief executive to devote the necessary energy and time to the project. This creates a real danger to the success of the project and is best avoided through the use of the project manager structure.



#### TECHNOLOGIES AND METHODS

The implementation of the plan will utilize a variety of technologies and methods to perform four essential functions. These functions are establishing and maintaining effective communication links with all the groups involved, receiving information to be used in the design and administration of the special assessment districts, disseminating information to the involved groups as implementation progresses, and providing control and reinforcement feedback to those involved in the implementation of the plan.

As stated, the first requirement is to establish and maintain effective communication links with the groups involved in the implementation of the strategy. The four groups, as indicated earlier, are the city council, city government, local leaders and the community, and the police department. Particular methods of information distribution will be described later. In this segment of the paper it is important to identify the forums through which effective communication with these various groups will be established and maintained.

The city council as a whole meets on a bi-monthly basis. This creates an opportunity for the project manager to address the whole council, the city manager and key city department heads on a monthly or bi-monthly basis, depending on the needs of those involved. Continued contact with this group is especially important. The briefings provided to the council on a regular basis will keep them informed on the various aspects of implementation and allow them an opportunity to raise questions or issues of concern to them.

There are a great variety of meetings and forums available through which communication can be established and maintained with local leaders and the community. These include parent-teacher association meetings, churches, business associations and the chamber of commerce, neighborhood watch meetings, and service club meetings.

Establishing and maintaining communication in the police department, for this particular issue, can be accomplished through briefings held by the chief

of police and the police captain. By attending watch briefings and addressing various work groups in the department, these key police executives can provide needed information to the officers and solicit feedback that will greatly aid in implementation.

Once initial communication ties have been established, a number of other means can be utilized to maintain those contacts to provide information flow both to and from the groups.

One of the key areas of implementation will be the need to obtain information about crime problems in the city that could be addressed through the creation of a special assessment district. While the various meeting forums described so far can aid in that process, another method is needed that will provide more objective and quantifiable data. The use of survey forms lends itself very well to this need. A variety of forms can be developed that are either generic, for city-wide use, or more specific, tailored to issues confined to a particular neighborhood or community. The survey forms can be distributed at meetings, mailed in bulk throughout the city, or distributed by officers or other city workers during the course of their daily duties.

Another technology and information source that will be used is the department's Crime Analysis Unit. Databases are available that will provide information on crime trends, calls for service, and general crime statistics. This information will be of great value in the initial stages of implementation, helping to focus the various groups on the most significant issues for their particular community or neighborhood.

A variety of means will be utilized for one way communication to the various groups already identified. This communication process is to insure adequate notice regarding meetings so that participation from the various groups is as widespread and complete as possible. It will also serve as a means of distributing information on the progress of implementation. These means will include television public service announcements, newspaper articles and notices, radio announcements, fliers distributed by city workers and volunteers, and

department bulletins to police department personnel.

Methods and technologies for two way communication will also be utilized in the implementation of the strategy. A fax line will be established so that survey forms can be sent directly to the police department along with questions or other materials that citizens would like to have addressed. A dedicated telephone line will also be established and staffed by personnel who are provided with up to date briefing material so that they can address questions and concerns of callers, or provide information on such things as meeting dates or key personnel to contact. In addition to this electronic media, a post office box will be set up so that all members of the community have a means of access to the police department for input. The post office box will also serve as a means of receiving bulk items which are otherwise impractical to transmit.

These various communication forums and devices will accomplish two significant purposes. First, they will promote continuing and effective communication and second, they will provide ample means for people to contact the police department and obtain accurate information to assist in making decisions and addressing their concerns.

#### COMPREHENSIVE TRANSITION MANAGEMENT PLAN

The following plan is formatted in the sequences necessary to bring about the desired change. The discussion of each sequence includes a description of the necessary step, the anticipated timetable, any problems or obstacles that are anticipated, and how the plan will overcome them.

The plan is fairly detailed and requires approximately two and one half years for full implementation and evaluation. A concise summary of the plan and operations is provided in Appendix H in the form of a "Responsibility Chart." This chart depicts the key steps in the implementation of the plan and the various responsibilities assigned to the personnel or groups involved.

January - 1995

Plan Concept and Development

The chief of police, police captain, and city manager will meet to discuss the current state of funding available for police services and what alternatives exist to enhance funding. Through a series of meetings the chief and captain will convince the city manager of the feasibility of their concept to increase law enforcement funding through the use of special assessment districts. The city manager, the first obstacle to overcome in the implementation of the plan, will be moved to the necessary support position after listening to the advantages of the plan that the chief and captain describe.

The captain will be given the assignment of developing a comprehensive version of the plan for presentation to the city council. The presentation date is set for the first council meeting in April. The chief will provide the captain with the necessary time to prepare the plan.

During the course of the next several months, prior to the formal presentation of the plan to the council in April, it will be the city manager's task to brief the members of the council individually. He will explain the concept of the plan, the advantages that are envisioned for both the community and the members of the council themselves, and determine what opposition arguments the council members are likely to put forth. Once the city manager has made these determinations, he will use the propositions described in the "Critical Mass" segment to move the council members to the necessary positions of support.

During this same time period the chief of police and the captain will meet with the police officers' association leadership and solicit their support for the plan, using the propositions listed in the "Critical Mass" segment to convince them that their support is in their own best interest.

April - 1995

Formal Presentation of Plan

The police captain will present the formal plan to the city council in the form of a staff report, with a recommendation that the city council authorize the city manager and police department to proceed with the plan. The city council accepts the proposal and agrees to report on its decision at the first council meeting in May.

May - 1995

Plan Acceptance and Information Gathering

The city council reports that it has reviewed the plan and will authorize the city manager and police department to proceed.

The next step in the plan calls for the police department to distribute community survey forms and develop a database from that information as well as existing information tabulated by the crime analysis unit. This database will be used by the department to provide preliminary definitions of crime problems in the city and their distribution throughout various neighborhoods and communities. The database will also provide the department with the initial definition of the special assessment districts to be proposed.

This portion of the plan requires a great deal of labor. In order to overcome staff-time problems, the chief of police will designate the captain as the project manager and provide him with the necessary time and resources to devote to this task. This will include a staff assistant and the use of various volunteer units within the department to carry out the survey design, distribution, and collection process.

At this stage the department will also set up some of the technical support items that are necessary for the survey process. These support measures will also aid in communication and allow the department to respond to inquiries to avoid confusion and the spread of misinformation. The technical support measures include the establishment of a fax line, a staffed information telephone line,

and the rental of a post office box.

To insure adequate public knowledge and participation in the survey process, the local media will be enlisted to provide information about the survey through public service announcements and news stories.

During this step the chief of police and captain will formally introduce the plan to department personnel, explaining the ultimate goal and the processes that will be used to achieve success. This will be followed by the first in a continuing series of department bulletins that will report on this project. In addition, the department will solicit volunteers from the personnel to participate in community meetings to be held throughout the city to explain the background and purpose of the survey process, answer citizen questions and address concerns. department personnel will also be surveyed to obtain their assessment of crime problems in the city and how they can best be dealt with.

Information on this phase of implementation is important to continued support from the council and city government, who may be isolated from the project as this phase progresses. In order to avoid problems stemming from this, the project manager will conduct periodic briefings for these groups.

#### September - 1995

##### Problem Assessment and Location Report

The survey process will be complete by this date and the process of tabulating the results will begin. This will result in a report that describes the various crime problems throughout the city and gives a preliminary definition to the areas in which the various problems are found.

This report will be written by the project manager with the assistance of the crime analysis unit. The writing of the report will require dedicated time for the crime analysis unit to prepare their work and forward it to the project manager to be incorporated into the finished report.

This can be a critical time period for the project. Many people will be anxious to learn of the results and it is important to avoid the spread of rumors

and inaccurate information. The city manager and police chief will be enlisted at this point to act as buffers for the project manager from other groups, to insure that the report is presented at the appropriate time, in its entirety.

#### October - 1995

##### Presentation of Problem Assessment and Location Report

Once the report is completed it will be presented to the city council for their review and consideration. At the same time the report will be provided to the members of the police department and other departments in city government. The report will also be made available to members of the public and the local news media, to insure continuing public interest in the project.

Over the course of the next month these groups will have an opportunity to review the report and submit any questions they may have.

The project manager and members of the various groups involved will meet to discuss any questions or concerns raised and address those as needed.

#### November - 1995

##### Community Meetings and Committee Organization

The next step in the project will be to organize community meetings in various areas, as determined in the report. The participants in the meetings will include members of the city council, the project manager, members of the city government staff, community leaders and citizens, and members of the police department.

Logistics will be a significant problem to overcome at this stage. A location for each of the various meetings throughout the city will need to be identified and the meetings scheduled to maximize attendance. These problems can be overcome by working with some of the groups already identified, such as PTA's and service clubs, to arrange meeting places along with dates and times.

The first meeting will be an introductory one, with the project manager acting as the chairman. He will provide the participants with the necessary

background information and explain the goals of the meetings in the future. He will then organize the "District Advisory Committee", soliciting a member to serve as the permanent chairman and recruit a number of other citizens who will serve on the committee. This district advisory committee will then become the main component in the future meetings to be held, with members of the council, city government and the police department functioning as staff advisors and assistants to aid in performing the work of the committee.

In order to insure a continuing flow of information, summaries of the committee meetings will be made available to each of the groups involved and to the general public. Information sources such as the fax line, information line and post office box will be maintained by the police department, as before, to insure complete information is available. This is necessary to prevent problems that might arise because of inaccurate information being spread informally.

Through a series of meetings, the local community members and representatives from the city will develop a report, or "District Plan". The plan will set out the following information:

- The crime problems in the area
- The boundaries of the area
- The strategies that will be used to address the crime problems
- The measures that will be used to monitor progress in addressing the crime problems
- A budget that the district will operate under if adopted as a special assessment district

The final component of the report will be a proposed council resolution for a ballot measure which provides for the special assessment district to address the problems that have been identified.



July - 1996

District Plan Submission and Review

The district plan will be submitted to the city council for review and consideration. Questions and concerns regarding the plan will be addressed by the members of the district advisory committee and the police department at a council hearing considering the resolution. Following adoption of the resolution the council will forward the matter to the City Clerk's Office to have the measure placed on the ballot for the 1996 general election.

July - 1996

Campaign Organization and Implementation

Once the plan is accepted by council resolution and placed on the ballot, the members of the district advisory committee will meet to plan and carry out a campaign to promote the adoption of the special assessment district described in the plan.

Two major obstacles may arise at this time. The first involves active opposition by a member of the city council. To deal with this potential problem the city manager, chief of police and members of the district advisory committee will lobby the members of the council to adopt a neutral stance on the ballot measure. It will be stressed that a factual presentation of both costs and benefits will best allow voters to make an informed decision on how to vote.

The second obstacle to overcome is voter opposition to the ballot measure. Here again, members of the district advisory committee, assisted by the police officers' association, will carry out a public information campaign aimed at convincing the voters that the plan offers advantages commensurate with the identified costs.

November - 1996

Election

The special assessment district measure is passed in the general election,

to become effective January 1, 1997.

#### November - 1996

##### Operational Planning

The next step is to prepare for the implementation of the enhanced police services called for in the plan. This will entail planning for the recruitment and hiring of personnel, if applicable, and the purchase of equipment as provided for in the special district plan. This process will require the first half of 1997 so that funds can be allocated through the city's FY97-98 budget.

This phase of the plan is crucial to the continued support needed from the members of the community, the district advisory committee and the police officers' association. The civilians will very likely wish to have continued participation in the process of addressing crime problems, while police officers will feel that they are best qualified to determine the course of action to take in addressing the crime problems. Problems may arise if members of the community feel they are being cast aside while members of the police department and the police officers' association may feel their professional experience in addressing crime problems is being overlooked or minimized.

In order to address these issues, the project manager will work closely with the members of the district advisory committee and the officers working in the district area to form a consensus on operational issues.

#### July - 1997

##### Operational Implementation

The operational phase of the district plan begins at this point. Officers assigned to the various areas which are supported by special assessment districts and district plans will work with the members of those districts to monitor the progress of their efforts in dealing with the identified problems. This will be accomplished through regular meetings of the district advisory committee, supplemented by meetings with groups that are part of the district, such as

neighborhood watch groups.

Support from both staff and line personnel at the police department will be critical at this stage. Regular briefings and continuing department bulletins will provide needed feedback on the effects of the operations and how they might be improved.

January - 1998

Report, Evaluation and Revision

At the conclusion of the first six months of operation the project manager meets with the members of the district advisory committee's and develops a report on the achievements of the first six months of operation. The report provides the necessary statistics and describes what efforts will continue and what efforts will be modified for the next six month evaluation period.

Section Five

Conclusions  
and  
Recommendations

### CONCLUSIONS

The research conducted during the course of this study has produced significant information which can be used to answer the questions posed by the issue and sub-issues. The information is presented here, followed by recommendations for future action.

Sub-issue: What will be the impact of crime trends and perceived crime trends on existing and proposed special assessment districts?

The nominal group exercise conducted as part of this research paper generated four trends which deal directly with the question posed in this sub-issue. A review of the information from those trend discussions shows an anticipated direct correlation between actual and/or perceived crime trends and the creation and continued existence of special assessment districts related to law enforcement services.

The first trend to focus on this sub-issue was "Crime Rate." There was a strong consensus among the members of the nominal group that the rise or fall of actual crime rates would have a direct and corresponding effect on public support for new special assessment districts and the continuation of existing special assessment districts. There was also strong agreement among the group members that the perception of crime could play just as significant a role as actual crime rates. In their discussion, the members of the group touched on the importance of the national media in this area and how it can affect behaviors at the local level. Typical of the scenarios discussed as examples was the situation where a story of a violent crime receives national media attention, resulting in heightened awareness and fear of victimization in the local area. This result could easily translate into support for a special assessment district to improve law enforcement services.

This discussion led into the next trend identified by the group, "Public perception of violent crime." Two significant collective opinions were expressed

during the discussion of this trend, as they relate to the sub-issue question. The first was that it will be the perception of the public over the next five to ten years that violent crime will increase and second, that the perceived level of violent crime has far more significance for spending on public safety programs than actual crime rates. The implication of this is that local agencies have an opportunity to capitalize on the public's fear of violent crime in gaining support for special assessment districts.

The next trend related to this sub-issue follows the anticipated increase in the perception of violent crime. The trend, "Public perception of vulnerability", focused on the group's opinion that members of the public are more likely now to view crime as a threat to them individually and that this trend will increase in the future. In other words, for many people crime is no longer an abstract concept but one which for them has real meaning and a need to be dealt with. This may be the result of media attention to crime, "real-life" television programs, such as "COPS", or an increasing awareness of crime caused by personal experience. Regardless of the cause, the members of the group again saw this as an opportunity for local government to take advantage of public concern to aid in the establishment or continuation of a special assessment district.

The final trend related to this sub-issue was "Crisis taxation." The group's discussions in this area followed similar themes as those in the other trends. The essence of the discussions were that dramatic increases in crime would create an atmosphere that was very conducive to the creation or continuation of special assessment districts.

The importance of perception with regard to voter reaction was discussed by the consulting firm of Siegel & Nicholl in their recent report to the Manhattan Beach Unified School District.<sup>33</sup> In the report they stated:

"We have generally found that three **perceptions** (emphasis added) must be held by the electorate for a tax measure to be passed. They are:"

The same report addresses the question of the relative importance of the purpose for which a tax increase is being sought.<sup>34</sup> It states:

"The need for the measure must be critical. ...the public must perceive the need...as critical..."

Over the past decade California has experienced a continuing increase in the rate of violent crime.<sup>35</sup> These types of crimes, which include homicide, rape, robbery and aggravated assault, typify the types of crimes which members of the nominal group focused on in their discussions as those which most concern the public. They are the types of crimes which are most likely to create in the public mind a "critical need" for action.

There is also historical evidence to show that rising crime rates will bring about increased or expanded use of special assessments. Just as the past decade has shown an increasing number of violent crimes in California, there has been a corresponding increase in revenues collected as parcel taxes and benefit assessments.<sup>36</sup>

The futures research conducted into this aspect of the study demonstrated the significance of crime as an issue for the public and, together with the research information, showed that the creation and continuation of special assessment districts will be directly linked to crime trends and perceived crime trends.

Sub-issue: What marketing strategies will be effective in gaining approval for special assessment districts?

The research into this aspect of the study clearly established that marketing and well-planned approaches to election campaigns will play a critical role in the passage of special assessment district measures.

The first strategy that will be employed in gaining approval for a special assessment district is to study the market, or the electorate, to determine the

current condition of the market and its readiness for a special assessment district proposal. This strategy was articulated in an interview conducted with Connie Jenkins of the Santa Monica Unified School District, following the successful passage of a parcel tax measure sponsored by the district in the November, 1994 general election.

Ms. Jenkins related that well in advance of the election, the school district used a professional consulting firm to survey voters and determine a number of factors. These factors included the propensity of the person to vote in a given election, their current view on additional taxes to support schools, their view following added information on the state of the schools, and the identification of key people or groups whose support of the tax measure would sway them from a "no" to a "yes" vote. This information was used to determine the content of the campaign material, identify key support and opposition groups, and decide the type of election in which the proposal would be placed on the ballot, that is general election versus primary, presidential election year versus mid-term, etc.

As mentioned in the conclusion of the first sub-issue, the consulting firm of Siegel & Nicholl have reported that generally three perceptions must exist in the mind of the electorate in order for a tax increase measure to pass.<sup>37</sup> These are:

"The need for the measure must be critical"

"There is no other source of funds, other than a tax increase"

"The revenues received will go for the purpose for which it was intended"

Establishing these perceptions, where they do not already exist, must be the focus of a successful marketing strategy.

Sub-issue: What kinds of special assessment district law enforcement services will be provided?



The research into this aspect of the study found that a wide range of law enforcement services are conducive to funding through a special assessment district. They may range from traditional services, best characterized by preventive patrol strategies, to newer, non-traditional services and programs.

One of the dominant trends in law enforcement today is the move toward community-oriented policing.<sup>38</sup> This concept has opened up a wide range of programs that individual police departments may implement to enhance their delivery of service to their community.<sup>39</sup> The funding provided by a special assessment district may be used to fund partnerships with private organizations or other government agencies.<sup>40</sup> It may also be used to create new programs within the existing structure of a police department to promote greater community awareness or to expand the variety of ways in which officers interact with the community.

Special assessment districts may also be used to fund law enforcement services which provide traditional security operations. The use of private security contractors for limited areas of a city, generally in a business district, is one method of reducing the workload of a city police department and allowing sworn officers greater opportunity to implement prevention and community-oriented programs.<sup>41</sup>

Issue           What impact will special assessment districts have on law enforcement funding for a mid-size agency by the year 2005?

The research conducted during this study suggests that special assessment districts will represent a viable funding alternative for mid-size law enforcement agencies, as well as others, but that it is unlikely they will become a predominant funding method, due to the variety of funding mechanisms available to local government.<sup>42</sup>

In addition to traditional funding sources, local agencies in California have a number of funding options open to them. These include sales tax rate

increases, utility user taxes and transient occupancy taxes.<sup>43</sup> Grants from both the state and federal level of government, as well as from private foundations and organizations are yet another option.<sup>44</sup> Each of these options has certain advantages over a special assessment district as a funding source. Sales and utility user taxes generally offer a broader base of potential taxpayers, thereby distributing the additional tax burden in what is seen as a more equitable manner. Transient occupancy taxes find favor because they tax non-residents, thereby giving residents of the political subdivision the benefit of the additional revenue without the burden of the tax. Grants, from whatever source, are attractive because a varying portion of the added revenue is provided by another entity and only a portion of the burden falls on the local government.

Special assessment districts will find favor in circumstances where there is popular support for the added tax burden based on perceived need and a desire to narrowly define what purpose the added tax revenues can be used for.<sup>45</sup> These circumstances will foster the necessary political will to set in motion the process of defining and establishing a special assessment district. This process will also determine the impact that the special assessment district has on the local law enforcement agency by defining how the revenues received can be spent. In this setting, special assessment districts will provide revenues that positively impact funding for a law enforcement agency. This setting may take place in a mid-size law enforcement agency as well as both large and small agencies.

#### Recommendations

Law enforcement agencies seeking funding methods for added revenues should consider the variety of options available to them and select the one which is best suited to their circumstances. This will vary with the degree of need for the funds, the amount of funding required, the political climate in the community and the resources available to the law enforcement agency and local government agency seeking the funding.

A significant area for future study related to this issue would be an assessment of the importance given specific events and circumstances by voters in relation to their support for, or opposition to, new taxes or fees. This assessment would be conducted for a specific community with the ultimate goal of developing a scale or matrix to determine when sufficient support has developed in the community for new taxes or fees.

## Appendices

## Appendix A

### Future Wheel

Media focus on crime

Effect of loss of district

Elections

Limited district creation

What will the impact of crime trends and perceived trends on proposed and existing special assessment districts?

Prioritization of needs

Program for specific area

Council resolution

Avoid supplantation

What impact will special assessment districts have on law enforcement funding for a mid-size agency in the year 2005?

Identify special use

Supplemental money

What marketing strategies will be effective in gaining approval for special assessment districts?

Budget formula

What kinds of special assessment district law enforcement services will be provided?

Sworn personnel

Combat increased crime

New personnel

Benefit community segment

Special Units

Add equipment only

Update equipment

Improve service capabilities

## Appendix B

### Complete List of Trends Developed

1. Local government to look for additional funding outside of Proposition 13 restraints.
2. Citizen activism to prevent government circumvention of Proposition 13.
3. Litigation brought concerning taxes.
4. Law enacted on local government authority, increasing taxes.
5. Earmarked funding.
6. Property values.
7. Anti-taxation sentiment.
8. Government competition for the small dollar.
9. Legislation affecting special assessment districts.
10. Inequality of service levels.
11. Crime rate.
12. Violent crime.
13. State.
14. Local revenues
15. Used of community based policing.
16. Private sector policing.
17. Public perception of violent crime.
18. Public perception of police impact on crime.
19. Contract law enforcement services used by local government.
20. Social enhancement programs.
21. Crime prevention programs.
22. Police role in community.
23. Local revenue sources.
24. State policy concerning local revenues.
25. Priority for public safety programs.
26. Perception of government funding need by the community.

27. Regionalized law enforcement services / specific functions.
28. Community consolidation.
29. Community based government services.
30. Elderly population.
31. Diversity population.
32. Household income.
33. Taxpayer oversight.
34. Public participation - activism at the local level.
35. Influence of gangs.
36. Infra-structure condition.
37. Blight in communities.
38. Public perception of the criminal justice system.
39. Unfunding of federal and state mandates.
40. Illegal immigration.
41. Immigration quotas.
42. Public perception of vulnerability.
43. Effectiveness of citizen patrols.
44. Release of non-violent offenders into community.
45. Efficient use of resources by government.
46. Crisis taxation.
47. Cooperation of local government political activism on tax distribution.
48. Influence of media on public perception.
49. Economic influence on crime.
50. Societal well-being.
51. Drug related crime.
52. Substance abuse.
53. Sense of individuals responsibility, social and family values.



### Appendix C

#### Complete List of Events Developed

1. Law passed that all non-essential services be provided by special assessment.
2. Regional communications center established.
3. Regional investigation unit established.
4. Law requiring public vote on all assessments.
5. High profile crime occurs.
6. Police-related civil emergency.
7. Police officers laid off due to budget cuts.
8. Major gang incident occurs.
9. Economic crash.
10. Governor announces new focus on assessments.
11. Court ruling restricting/eliminating local revenue or control.
12. Court ruling binding special assessments to Proposition 13 requirements.
13. Special assessment districts outlawed.
14. State proposition passed curtailing special districts.
15. State budgets restore local funding.
16. Federal law passed requiring funding federal mandates.
17. Adoption of a city utility tax.
18. Stathan-like bill passed, splitting state.
19. Willie Brown becomes governor.
20. Government appropriates money to reimburse state and local immigration costs.
21. Proposition 13 rescinded.
22. State taxes Indian gaming revenue.
23. Magnitude 8 earthquake occurs.
24. Local funding ballot measure defeated overwhelmingly.
25. California city files bankruptcy.

26. Decriminalizing of all misdemeanors.
27. State takes motor vehicle in-lieu fees.

Appendix D

Trend Values for Graphs

	Years from present			
	5 ago Now		5 ahead	10 ahead
Trend No. 1				
1st Quartile	80	100	80	60
Median	100	100	105	100
3rd Quartile	110	100	120	120
Trend No. 2				
1st Quartile	90	100	100	98
Median	95	100	105	100
3rd Quartile	100	100	110	120
Trend No. 3				
1st Quartile	60	100	105	105
Median	100	100	130	125
3rd Quartile	100	100	140	150
Trend No. 4				
1st Quartile	40	100	95	100
Median	90	100	110	120
3rd Quartile	90	100	150	200
Trend No. 5				
1st Quartile	50	100	95	85
Median	80	100	120	130
3rd Quartile	85	100	150	160
Trend No. 6				
1st Quartile	50	100	110	100
Median	80	100	110	120
3rd Quartile	90	100	150	120

Trend No. 7

1st Quartile	70	100	100	100
Median	90	100	110	120
3rd Quartile	90	100	150	150

Trend No. 8

1st Quartile	50	100	100	100
Median	90	100	110	120
3rd Quartile	90	100	150	150

Trend No. 9

1st Quartile	50	100	100	100
Median	75	100	110	110
3rd Quartile	85	100	120	130

Trend No. 10

1st Quartile	20	100	90	90
Median	90	100	110	100
3rd Quartile	100	100	130	130

Appendix E

Event Values Chart

	1st > 0	5 Yrs Ahead	10 Yrs Ahead
Event No. 1			
Minimum	10	0	0
Mean	6.78	0	40
Maximum	4	50	80
Event No. 2			
Minimum	3	50	90
Mean	1.67	77.78	93
Maximum	1	100	100
Event No. 3			
Minimum	8	0	0
Mean	4.67	37	45
Maximum	1	80	100
Event No. 4			
Minimum	5	0	20
Mean	4	42	68
Maximum	1	70	100
Event No. 5			
Minimum	8	0	10
Mean	5.33	0	43
Maximum	1	40	5
Event No. 6			
Minimum	8	0	0
Mean	5.22	0	46
Maximum	2	50	70

Event No. 7

Minimum	5	0	35
Mean	5.125	0	52
Maximum	2	50	70

Event No. 8

Minimum	5	0	50
Mean	4.375	41	59
Maximum	2	50	70

Event No. 9

Minimum	2	50	65
Mean	2.11	73	85
Maximum	1	100	100

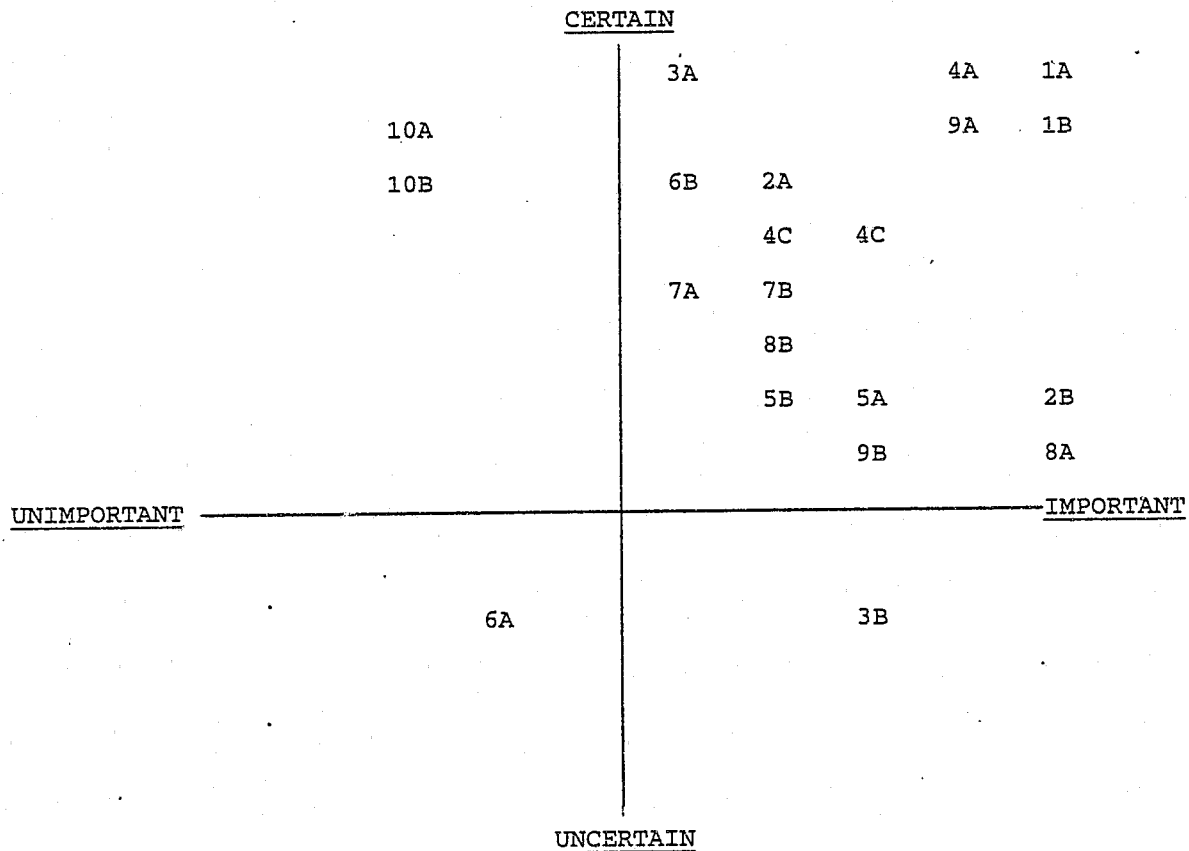
Event No. 10

Minimum	3	35	35
Mean	2.55	51	57
Maximum	1	50	70

## Appendix G

### Assumption Map

As part of the strategic planning process, stakeholder assumptions are evaluated in two categories. The first category is the relative certainty of the assumption by the stakeholder. A high rating in this category indicates that there is a high degree of certainty that the stakeholder has this assumption while a low rating indicates uncertainty that the stakeholder has this assumption. The second category deals with the importance of the assumption to the issue and each assumption is evaluated in terms of its relative importance or unimportance to the issue. The "Assumption Map" below depicts the relative standings of the twenty-one assumptions identified in this paper. A listing of the stakeholders and corresponding assumptions is provided on the following pages.



### Stakeholders and Associated Assumptions

1. **The La Mesa City Council**
  - A. Voter approved measures are the most desirable means of increasing revenue.
  - B. Voter backlash is likely if the council acts to increase fees or taxes without community input or an election process.
2. **The La Mesa City Manager**
  - A. His support for funding enhancements may produce badly needed revenue.
  - B. Advocacy of voter approved funding enhancements carries relatively low risk for the manager and council.
3. **The La Mesa Police Officers' Association**
  - A. Funding enhancements would provide more personnel and equipment for the department.
  - B. The association must commit personnel and resources to make most types of funding enhancements possible.
4. **The La Mesa Chief of Police**
  - A. Funding enhancements would provide more personnel and equipment for the department.
  - B. Obtaining any type of funding enhancement will require significant commitment of department personnel to the project.
  - C. Measurable improvement in the local crime problems is necessary to receive the continued support of the council and citizens if funding enhancements are realized.
5. **The La Mesa Chamber of Commerce**
  - A. Greater police services through funding enhancements will create a better reputation for La Mesa as a place to live and do business.
  - B. The higher cost of government services, through funding



enhancements, may discourage new businesses and potential residents.

6. **The Grossmont Shopping Center**

- A. More police personnel paid for by various funding enhancements would make a regular police presence at the center much more likely.
- B. The importance of the shopping center to the local economy is such that local leaders would not endorse any funding enhancements that would place the shopping center at an economic disadvantage.

7. **The La Mesa Downtown Merchants' Association**

- A. Funding enhancements would provide for patrols that the merchants desire.
- B. The merchants cannot afford any funding enhancement that focuses solely on the downtown area.

8. **La Mesa Citizens**

- A. More police personnel and programs would make La Mesa a safer and better place to live.
- B. Police services in La Mesa are better than average when compared to other cities and regions in San Diego County.

9. **San Diego County Cities**

- A. Funding enhancements would provide badly needed revenue to improve law enforcement services.
- B. The successful adoption of any funding enhancement in a local city may indicate an ability to do the same in other cities in the county.

10. **The La Mesa Fire Department (the "snaildarter")**

- A. The city council places a higher priority on law enforcement services than it does on fire protection.
- B. Fire protection is a public safety service which should share in any benefits derived from funding enhancements.

# Appendix H

## "RASI" Chart

<u>Step</u>	<u>Project Manager</u>	<u>City Manager</u>	<u>Chief of Police</u>	<u>City Council</u>	<u>Police Staff</u>	<u>Crime Anlyst</u>	<u>Police PIO</u>	<u>Dist. Adv. Committee</u>	<u>Police Assoc.</u>
Develop/Present Plan	R	A	A	A					
Develop Survey	A				R				
Distribute Survey	A	I	I	I	R		I		I
Tabulate Survey	A					R			
Tech. Support	R	I	S	I	I		I		I
Media Information	A	I	I	I	I		R		I
Briefings	R	S	S	I	I				I
Problem Report	R	A	A			S			
Present Report	R				I		I		I
Mtg's & Comte's	R		S		S		S	S	I
Dist. Plan Report	S	I	I	I	S	S	I	R	I
Present Plan	S	I	I	I	I		I	R	I
Campaign	S	I	I	I	I		I	R	S
Oper. Plan	R	I	A	I	S	S	I	S	I
Oper. Implementation	R	I	A	I	S		I	S	I
Report, Evaluate &	R	I	A	I	S	S	I	S	I

R - Responsibility to see that decision or actions occur.

A - Approval of actions or decisions with the right to veto.

S - Support of actions or decisions by provision of resources but with no right to veto.

I - Informed of action or decisions but with no right to veto.

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and

Endnotes

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