

Five-Year Plan for the West Palm Beach Police Department

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Abstract

The paper is a five-year plan developed for the West Palm Beach, Florida Police Department. The plan is based on annexation and demographics. It uses manpower projections based on a two year history of personnel availability and census data. It examines population, geography, demographics, and other factors to recommend hiring rates and schedules for 1995 through 2000.

Introduction

The most significant force affecting police in the next decade will be change. While it is certain that change will be rapid, the nature of it is uncertain. The goal of this paper is to identify the most significant forces of change and to project the need for services to be able to meet those needs proactively. This five-year plan developed using the West Palm Beach Police Department as an example is meant to serve as a weather vane, not a predictor. The very nature of rapid change makes prediction precarious. As events outrun understanding, there will be no fixed answers nor perfect solutions. We will be faced with Warren Bennis' grand paradox of management: More demands for results and accountability in a less and less controllable world (Bradley, 1994). Despite the chaotic nature of change, it is incumbent upon us, to the best of our ability, to look ahead, and prepare for the future. This document addresses only a small and obvious part of that change. It is meant to be flexible, changeable and modified as events unfold.

The city of West Palm Beach is located in South Florida and is one of the 37 municipalities in Palm Beach County. It is the seat of county government and the largest city in the county. It has a full-time population of between 68,000 and 87,000 (Table 1) which increases dramatically during the daytime. It also has a significant seasonal influx during the winter months. The only space available for annexation is to the west and this area is being annexed and developed rapidly. The city is also undergoing an ambitious redevelopment of its downtown area in an attempt to attract people back into the core city area to live, work and shop.

Methods

The first section addresses westward expansion and downtown redevelopment. Nearly all the documentation for the first section was supplied by the city's own planning, zoning and building departments. Documentation includes development maps and the Downtown Master Plan developed by architects Duany and Plater-Zyberk. Information was obtained through interviews and conversations with planning, zoning and building employees, director Rick Greene, administrator Mark Hill, and senior planner Charles Wu. Most of the developers involved in the westward expansion projects were contacted directly and information was obtained regarding targeted population, type of housing, security arraignments, etc. Much of the data collection in this section was done by police department volunteer Stan Klett.

The second section is a look at demographics and draws on available statistical data from the 1990 census, city and county records and a review of the available literature on the demographics of this area.

Findings

Westward Expansion and Downtown Redevelopment

Westward expansion: This area is roughly bounded on the north by Bee Line Highway, on the south by Okeechobee Blvd. and on the east by Haverhill Rd. The western boundary is the west property lines of the land known as the Fox property and Ibis Landing (Map 1).

Chart 1 shows the build out schedule of residential properties through the year 2004. These schedules come from the developers and are of course dependent on unforeseen variables such as economic conditions; however, a ride through this area shows development in progress. The River Walk development is already selling housing units preconstruction. The five-year schedule appears realistic and with the current upswing in the economy may develop even faster than projected.

Residential development: Although the expansion area begins at Haverhill Rd., the heaviest area of growth is west of the turnpike. Due to the absence of east-west and north-south corridors, the area divides into two major sections: five parcels along the north side of Okeechobee Blvd., and two parcels south of North Lake Blvd. Four of the five parcels along Okeechobee Blvd. are primarily residential: Lennar, Montclair, Oakton and Riverwalk. Vista is still in the annexation process. According to Charles Wu, it is realistic to expect that Vista will be annexed within 12 months. The Vista property has already undergone significant development. To show the changing nature of a project such as this we note that when research began it was certain that the Fox property would be annexed and developed as a retirement community and that SR7 would be built through to North Lake Blvd. Now it is almost certain that the Fox property will be bought by the county and preserved as wet lands and that SR7 will be extended for about one mile only and not all the way through to North Lake Blvd.

The five-year plan for the south area will add 3,825 homes or about 8,400 residents based on 2.2 people per unit (the person per household average in West Palm Beach is 2.27, according to

Table 1

Population Counts for Palm Beach County

Research and Analysis Section, Palm Beach County Planning, Zoning, and Building Dept.

- (1) U. S. Census Bureau. 1990 census count subject to correction for under/over count.
- (2) Majority of local estimates for the year 1990, 2000, and 2010 collected using data from 1990 U.S. census and the Bureau of Economic and Business Research, University of Florida.
- (3) Using figures from the U.S. Census and B.E.B.R, A (*) represents the closest year available for the years 1990, 2000, & 2010.
- (4) A (+) indicates repeated values from previous estimates due to lack of projections for the individual municipalities.
- (5) Bureau of Economic and Business Research, University of Florida, Florida Statistical Abstract, 1990.

(6) Local estimates are of year-round residents (excluding seasonal residents).

Map 1

the 1990 census (See Table 2). The north area has fewer than 400 homes presently but two developments, Ibis and Ironhorse, intend to add about 125 homes per year for the next five years or about 1400 residents. The residential population for the entire area is estimated to reach 10,272 by the year 2000.

All residential communities are gated, and all homes are wired for alarm systems. There will be some middle-priced housing but the vast majority will be above average in cost and cater to buyers from young adult to retirement. At least two, Iron Horse and Ibis, are exclusive golf course communities. Riverwalk is currently selling homes from \$114,000 to over \$250,000 preconstruction price. One homeowner who bought preconstruction said that she purchased on the first day, two hours after the sales office opened, she was the buyer number 35.

Commercial development: All significant currently planned commercial development will be in the south. There will be two shopping centers on, or near Okeechobee Blvd. of about 150,000 sq. ft. (slightly smaller than Village Commons). Land is allotted for two schools: an elementary and a middle school in the Lennar development. The Palm Beach County School Board is unable to provide a schedule for construction (information came from Mark Hill). The Vista Center will contain a 178-acre industrial park and a 600-room hotel. A 235 unit assisted care living facility, Galilea, is under construction on Haverhill Rd. and will be occupied in early 1995. There is also significant commercial development outside the city limits that will affect this area. The south side of Okeechobee Blvd. is not fully developed and commercial and residential growth is expected to continue there. There will be a high school on the south side of Okeechobee Blvd. at SR 7 and a 500,000 square foot shopping center near Jog Rd.

Physical characteristics: Total area west of the turnpike that is recently annexed or expected to be annexed within the next 18 months is approximately 17.39 square miles including Vista. About four square miles of that (refer to sections 10, 15, and 16 on Map 1) is undeveloped and the city has plans to purchase it to provide a buffer for the catchment area. From the turnpike to the western end of planned development is 5.5 miles along Okeechobee Blvd. There is no other access to this property, except possibly by helicopter. In perspective, this is roughly twice the area now covered by the five south end zones (1 through 5). All developments back up to the water catchment area that holds the city's water supply. Due to the lack of north-south roads the two sections are isolated from each other. From the entrance of Ibis Landing in the north to the entrance of Lennar in the south is about 20 miles, although the two properties are 2.5 miles apart at their closest point. Vista annexation is not complete but prospects are good that they will be within a year. There are plans to extend Roebuck Rd. from Haverhill Rd. west, through the catchment area (this would be just north of sections 15 and 16 on Map 1). Roebuck Rd. is supposed to connect to SR7 and provide an east west corridor. Plans to extend Roebuck Rd. are continuing but according to Mark Hill the complete project is as far as 10 years away. While Roebuck Rd. would provide access to SR7, it would not give access to any of the developments.

Projected need: All currently planned development east of the turnpike can be covered by the existing zone structure. The land west of the turnpike and north of Okeechobee Blvd. will need to be a separate zone by the end of 1995, or possibly before. There will be about 500 homes built and several hundred more under construction. Response time to emergency calls will be a problem due to distance and lack of east-west roadways. Providing cover to the area for alarm and emergency calls will be a concern. The optimum response time from the closest zone to the nearest point in the expansion area is estimated at six minutes. An average response

Table 2
PROJECTED BUILDING SCHEDULE - NORTH/SOUTH ENDS

YEAR 1994 THRU 2004											
YEAR	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	TOTAL
<u>DEVELOPMENTS SOUTH</u>											
LENNAR -	150	150	150	150	150	150	150	150	150	150	1500
MONTCLAIR	-	-	150	150	150	150	150	150	150	100	1150
OAKTON -	150	150	150	150	150	150	150	150	150	150	1500
FOX	-	-	-	?	?	?	?				?
RIVERWALK	200	400	400	300	100	-	-	-	-		1400
VISTA -	Commercial			-	-	-	-	-	-	-	-
ARVIDA	Commercial										
GATEWAY	TBD										
SUB TOTAL	500	850	850	750	550	450	450	450	400	500	5750
<u>DEVELOPMENTS NORTH</u>											
IBIS	316	100	100	100	100	100	100	100	100	100	1316
IRONHORSE	56	25	25	25	25	25	25	25	25	25	250
GALLILEA	325										
SUB TOTAL	342	450	125	1700							
TOTAL ALL	342	950	975	875	675	575	575	575	525	625	7667

estimate is 8-10 minutes. This was determined by driving the route on several occasions at different times of the day other than during rush hours. A 15 to 20 minute response time to an in progress call, or for cover, would be expected in a situation where the closest zone was out of service and traffic was heavy. Contact should be made with surrounding police departments and the sheriff's department to elicit assistance providing backup to our officers in this area. Mutual aid agreements are already in place but relationships with these two agencies should be reinforced. A

mutual radio channel able to work car to car with these two agencies should also be explored. The department should also be ready to supplement the zone with another officer during peak hours and in case of an outbreak in crime.

By the end of 1997, it will most likely be necessary to add a second full-time zone. Calls for service, demands for reduced response times, and the number of cover calls will be such that it will be impractical to continue a lone zone in this area. Traffic on Okeechobee Blvd. will continue to increase and several traffic lights will be added as the land is developed, both in the city and unincorporated areas. This will further reduce response time and availability of cover.

Based on calls for service alone, there will not be justification to put a zone in the north end of the expansion area. This area is now slated to become part of a new, very large zone that is to be staffed this year. Within five years this might turn out to be unacceptable as traffic increases and more people move into this area thereby creating a significant amount of calls and an ever increasing response time. A second option is to make this area a zone and accept the fact that the number of calls for service will be low. A third option is to explore contracted services. This is widely done by the various sheriffs' departments in the state with success. This agency should begin looking at this option and decide if it is a service it wants to offer. With at least four gated communities being built in the south in addition to the two in the north, the likelihood of contracted service being viable increases.

Since all the residential developments are gated, all the roads in residential areas will be private. All houses will be wired for alarms and it is assumed that most homeowners will install them. The developers are expected to hire private security during the construction phase but it is not certain that private security will continue after homeowner associations take over management of the developments.

Security will be a major concern of the homeowners. This is a major attraction of a gated community. The perception of security will be enhanced by establishing problem oriented policing in this area early in the construction process. Crime prevention, and crime prevention through environmental design (CPTED) should be implemented before the first residents move in. Having police present and giving ideas at the inception of the homeowners' associations being formed will do a great deal to foster an increased sense of security, partnership with the city and an attitude of preventing problems rather than trying to fix them later.

Security for the water catchment area will become a concern. Property lines in three major developments, and possibly a fourth if Fox is developed, will border on the catchment area. The city has taken steps to protect the water supply but the need for increased police presence there is a certainty. The helicopter will need to be up more and patrol will need to be increased. Not all growth is in the city limits. Royal Palm Beach, Palm Beach Gardens, and unincorporated areas surrounding the area are also growing. In addition, there is a museum under construction in the north of the catchment area and at least part of the area will be opened for restricted public use by January, 1995 with plans on the table to open more of the area later. Funding for police services in the water catchment area is provided by the utilities department. Since plans concerning public access and use are incomplete, manpower estimates are not inclusive of increased public access but are based only on known factors. To keep this area free from unauthorized use will require a minimum of two more officers added by

the end of FY 94-95. It may be necessary to increase patrol time in this area before then. The construction phase will be the most vulnerable time for the catchment area since there will be access roads bordering it without the benefit of habitation at night and on weekends.

There is land set aside for police/fire buildings in Oakton Lakes. Without a north-south roadway and only one east-west roadway, it would be impractical to have a fully operating substation located in this area. A mini-station or field office would be advantageous.

Manpower to serve this area can be reasonably deduced from the above. If development goes as planned, manpower should be approximately as follows, one zone in FY 95-96 and another by FY 97-98. Staffing these two zones will require 10.2 officers. This was determined by analyzing patrol manpower availability for the past 21 months. To staff one beat requires 8,760 man hours (24 hrs X 365 days= 8760). Each officer is available 2093 hours or 2080 hours in the normal work year plus 13 hours of overtime built into the current schedule. Patrol records show that patrol loses 371.74 man hours per officer per year due to all reasons other than regular days off. Therefore, each officer can be expected to be available for 1,721 hours. Required manpower is then found by dividing the number of hours required by the number of hours available: $8760/1721= 5.1$ officers per zone. Two zones then require 10.2 officers. While it is not our intention to explore shift scheduling, some explanation is in order. The West Palm Beach Police department currently uses a two shift per day schedule. Each shift is 11.5 hours long and officers work four days followed by four days off. A beat is therefore covered by four officers with coverage for days off built in. However, there must be people available to cover all other leave as well as training days and time lost to injury and light duty. The reader should understand that based on a 40 hr. work week there are 2080 man hours available per employee. The 11.5 hr. (or 12 hr) shift does not change that figure. They are simply a different way of using those hours. This schedule has proven to be a very effective way to temporally distribute manpower.

Officers do not work in isolation. The following is an estimate of support required for those 10 officers.

Supervision: Spread through the four platoons, supervision should not need to be increased. The number of lieutenants and sergeants as currently distributed in patrol seems adequate to absorb the extra work.

Civilian personnel: The department now employs one civilian for every 2.8 officers. Due to recent layoffs, this number was dramatically reduced from one civilian for each 2.3 officers. It is reasonable to conclude that there is little room to reduce this ratio farther and a good argument could be made that this ratio needs to be increased. However, maintaining the status quo will require the addition of five civilian support personnel. This does not include areas where staffing is already considered below needs.

Traffic enforcement: All residential roads will be private and Okeechobee Blvd. will not be in the city limits according to Rick Greene. Traffic enforcement will be limited to areas around commercial developments and accident investigation. There should be no need to add additional traffic enforcement personnel to service this area.

Detectives: There is very little empirical research available to determine manpower allocation for detectives. Based on the current ratio of detectives to officers, there will

need to be one additional detective added. Based on the current ratio of detectives to population however, there will need to be three detectives added by 1999. As with civilians, this estimate does not consider whether current staffing levels are adequate.

Problem Oriented Policing: Officers assigned to this area should be properly trained in problem oriented policing; however, they must be trained and assigned to the area early in its development. Properly executed, this is an excellent opportunity to implement problem oriented policing proactively. Assigning manpower to this area need not be done all at once. Assigning one officer in the early stages and then adding officers as the demand for services grows would be an efficient plan that would allow for implementation of problem oriented policing, foster increased customer satisfaction, and allow the department to address problems early to decrease future demands for service.

Summary of Westward expansion: We have projected that to service the citizens in the westward expansion area at the current level of service provided to other citizens of West Palm Beach. The police department should expect to add 14 officers and 5 civilians in the next five years (This includes providing police for the water catchment area based on currently known usage). This is a conservative estimate based on available information and is not a straight line projection based on population. It is important that these employees be hired early to accomplish the goals of proactive service and satisfied customers. Keeping in mind that the minimum time to hire and train an officer for the street is six months (this increases to ten months if they have not been to an academy) the following suggested schedule should be a minimum goal with adjustments made as needed: Six officers and two civilians at the beginning of FY 95-96, six officers and two civilians at the beginning of FY 96-97, and two officers and one civilian at the beginning of FY 97-98.

Downtown Master Plan

The downtown consists roughly of the area between Okeechobee Blvd. on the south, Palm Beach Lakes Boulevard on the north, Australian Ave. to the west and Lake Worth to the east (Map 2).

It is ironic that while the western area offers the ultimate in suburban living, its antithesis is happening in the east. The Downtown Master Plan is a model of urban living for the 90's and beyond. The goal of the Master Plan is "... a unified vision of a Downtown inspiring confidence and encouraging new development without waiting for the next real estate boom" (Master Plan, p. 4). Downtowns have become places where people drive to, conduct their business and drive away from. They are visited only out of necessity. The Master Plan is designed to encourage downtown to be a place where people work, live, shop, and play without total dependence on the automobile. Its design will encourage visitors to park once and walk to conduct all their business, and attract them to linger for shopping and recreation while they are there. "A memorable place of human interaction, safety, and commercial and cultural benefit" (Master Plan, p. 4).

The challenge for the police manager whose aim is to provide services to such a diverse city is that two plans are needed. Policing suburbanites in gated, fenced communities and alarmed houses is different from policing an urban environment, especially if an objective of the urban environment is "a place of unity, which its residents and visitors, at work or play, feel attached to and responsible for" (Master

Plan, p. 5). If this vision is to come true then the single biggest obstacle to be overcome is the perceptions of urban places also being high crime places.

A strategy to change this image in West Palm Beach has already begun. Problem oriented policing (also called community policing) is being implemented city wide and the core city area currently has 16 officers assigned, 6 of whom are involved fulltime in problem oriented policing. This is not a large number to accomplish such a lofty goal. Policing an urban area is much more manpower intensive per square mile, though not necessarily per population, than in a suburban setting such examined above. The major difference here is that in the suburban growth area, there is the opportunity to prevent a negative image and perception of crime, while in the urban area this perception must first be overcome. It is much easier and less costly to do the former.

Overcoming the perception of rampant crime in the downtown requires many approaches and commitment from all city services. For the police to do their part, a commitment must be made in advance to expend the manpower. There is evidence that this commitment has been made as there are more police officers assigned to this area now than in the recent history of the city. As the plan is implemented and momentum gathers there will need to be yet more manpower dedicated to this goal.

Map 2

The future of policing in downtown West Palm Beach is not tied to the automobile. The plan itself encourages citizens to park their automobile and opt for other means of transportation. Police also will need to abandon the automobile for several reasons; police must be where the people are to interact with the citizens; police must be mobile and the downtown will not be automobile friendly; police must be visible and approachable; it will not be practical to patrol alleys, walkways, tree lined streets and open spaces by automobile. Consider parking as an example. "The ultimate goal for parking in Downtown is a centrally managed system of strategically located multiple parking facilities **concealed behind habitable building facades** facing streets" (Master Plan, p. 11). While there will be on street parking and parking garages much of the parking will be in these "concealed" parking lots (Master Plan, pp. 66-71). Pedestrian and bicycle paths will abound and parking and building will be such as to slow traffic (Master Plan, pp. 10-13).

Patrol strategy. The downtown will be divided into neighborhoods, which are urban areas with mix of uses and activities; districts, which are areas dominated by a single activity; and corridors, which are connectors and separators of neighborhoods and districts (Master Plan, p. 6). The objective is to make use of all the patrol tactics available to the department with an eye toward ease of transition and proven efficacy. A study of the Master Plan and specifically Map 3 will suggest a simple strategy. The whole area could be covered by a patrol car as is traditionally done. But generally, districts should be patrolled on foot, corridors patrolled by motorcycles and neighborhoods by bicycle. This layering approach would take advantage of the shared interest and commonality of the various neighborhoods and districts as well as the expertise in various types of policing already available on the department. Fully set up, one motorized beat could be eliminated for the day shift and this manpower (the equivalent of 2.6 officers) used as a bicycle or walking beat.

The term patrol used here is a term synonymous with moving about an assigned area, not a philosophy of policing. Each officer, no matter how deployed, should be schooled in the philosophy of problem oriented policing. The foot officer assigned to the entertainment district, for example, would become familiar with the problems peculiar to such places. A motorcycle officer assigned to the corridors to facilitate the flow of automobile, pedestrian and foot traffic would be adept at solving problems associated with this environment. What is most important is that all officers share a common vision, an understanding of what the overall mission of the department is and what the goals and objectives of the master plan are. All officers should be trained in problem solving and be supervised by those with a clear understanding of the mission and a complete view of the mosaic. This allows the department to use special skills, training and interests without the drawbacks that specialization brings.

A glance at Map 3 immediately suggests structure as the corridors divide the area by natural boundaries. Using the general strategy of walking beats for districts, there are six districts. Not all districts will need full-time walking beats, e.g., the government hill district, and some districts need more than one, e.g., the entertainment district. Some districts are years from development. Bicycle patrols could be set up immediately to cover the neighborhood area comprising the three districts east of El Campaign Blvd. with existing personnel that are already trained in bike patrol. By using the tactic of both permanent assignments and flexible ones, such as walking beats assigned for only certain hours, it may not be necessary to devote more than four more additional full-time officers to this area in the next five years. Once the turnaround is complete and all city services and the community are involved, it may even be possible to reduce this number. When

Map 3

the redevelopment begins to succeed and people do begin to return to downtown will be the time to push harder with additional manpower in expanded hours and higher visibility. The feeling of security is a fragile thing and once lost, it is very difficult to regain. It would be a tragedy to work so hard and invest so much only to drop the ball halfway to the goal. Another potential trap is to devote so much effort to the downtown that resources are denied to the rest of the city. Western development presents a wonderful opportunity to do it right from the start. This opportunity must not be lost.

Summary of downtown redevelopment: At a minimum the department should expect to expend the resources of four additional officers full time to this area during the next five years. Training in problem oriented policing should continue and the philosophy ingrained in the organization with emphasis on the supervisory level. Patrol strategy for this area should de-emphasize automobiles and accent walking and full time aggressive bicycle patrol. Traffic enforcement should be brought into the equation, and motorcycle officers trained in problem solving should be assigned to the downtown corridors.

Demographics

The population of the city is in dispute. The 1990 census found a population of 67,643 while the city estimated one of 85,953. Although a recount is being done, the results will not be available for some time. When interviewed about this, planning and

zoning administrator Mark Hill said that the city has solid evidence through records that the census count was inaccurate. He also can identify several neighborhoods overlooked during the census count. When possible, this study will use percentages when referring to census data for West Palm Beach on the assumption that any under count would be evenly distributed throughout the demographic area thus remaining the same regardless of the actual count.

One of the most consistent predictors of crime is age. Analyzing data from the Florida Department of Law Enforcement Statistical Analysis Center, we find the following. In Florida, in 1990, young adults (18-24) accounted for 9.49% of the population yet accounted for 28.37% of arrests. The next age group (25-34) also accounted for a disproportionate percentage of arrests with 16.37% of the population and 35.20% of the arrests. While juveniles accounted for 22.29% of the population, they accounted for only 11.75% of the arrests although the arrests can be assumed to be concentrated in the upper part of that age group. A demographic analysis shows that in 1990 West Palm Beach was demographically similar to the state as a whole.

Analysis of U. S. demographics reveals a huge population boom between 1946 and 1964 commonly referred to as the baby boom. Closer analysis reveals a sharp decline in births beginning in 1971 with continued decline until bottoming out and rising again in 1976. This resulted in declines in the crime rate 18-24 years later (the early 90's). By 1977, the birth rate started to climb again and the crime rate has risen accordingly (Palm Beach Post, 1994, p. A3). An examination of the 1990 U. S. census data demonstrates the same population trends in West Palm Beach. With an increase in older juveniles and of those in the 18-24 age group, an increase in crimes can be expected and with it an increase in the crime rate since those in the high risk age group will make up a larger proportion of the population. The expected rise, however, may not be as large as the nation as a whole since those under 18 in West Palm Beach are 20.9% of the population while nationwide the number is 23.1%. The increase in the crime rate (but not the number of crimes) may be slowed by westward development as the price of the housing may attract older buyers.

The University of Florida projects that Palm Beach County will have grown 29% between 1990 and 2000. The city's own projections are for a 22.4% increase to 105,255 (Table 1). According to Mark Hill, the city did not include westward development in its projections. Adding this in brings the expected growth to 34.4%. This figure may be too ambitious but clearly growth will be significant.

Florida has long been a favorite retirement destination which results in a disproportionate percent of those in the over 65 age group. In West Palm Beach, 28.24% of the population is over 55 with 18.2% over 65. This is lower than the county and state average but still significant. This can be expected to grow, especially in the over 55 age group. In 1990, the 25-44 age group, baby boomers, made up 32.9% of the population of West Palm Beach, which is the single largest group, surpassing even that of the over 65 age group. In addition, the western expansion area is sure to attract retirees (recall the 350 apartment Galilea complex opening in early 1995).

The wild card is immigration. It is a very sensitive issue politically and while much is being said and written, almost all of it is in the realm of social issues and susceptible to hyperbole. State and local law enforcement agencies are at the mercy of Federal policy that is presently unclear. Floridians found out in the 1970's that immigration can

drastically affect the makeup of a community and alter the best laid plans. This is an issue that law enforcement should be ready to respond to spontaneously since it seems destined to be dealt with emotionally instead of rationally.

Analysis of demographics. For law enforcement's purposes, the most significant demographic changes by the year 2000 and beyond will be the increase in the 18-24 age group and the increase in those over 55 as the first baby boomers approach retirement age. The first group commits crime, the second wields power and votes.

Not only do the young commit more crimes, they are committing more violent crime. The violent crime rate is rising three times faster than the general crime rate (Palm Beach Post, 1994). According to some surveys and there is substantial anecdotal evidence that most Americans feel that violent crime is out of control. If violent crimes are rising faster than crime in general, it will affect such programs as taking reports by telephone since there will be more crimes that require an immediate or emergency response. It also means more man hours per crime, since violent crimes are more manpower intensive and more frequently require detective followup.

The most significant demography of this century is the baby boom. Because of their sheer numbers, they are in control. Collectively, baby boomers get what they want. They want security and developers are building gated communities for them to feel secure. Law enforcement can expect pressure from these gated communities to provide additional security for their tax dollar. Crimes against the elderly have become an area of concern in many parts of Florida and it can be expected to be even more important soon. West Palm Beach should consider becoming involved in or initiating a program such as triad or senior advocacy which are problem oriented approaches to attacking crime in the elderly community. The department can expect more attention being paid to crimes that target older Americans such as fraud, home repair scams, investment fraud, high pressure telephone sales, and violence against the elderly.

With crime becoming more violent and the population becoming older and more concerned about safety as a quality of life issue, law enforcement may find itself able to get much of what it wants in the way of manpower and equipment. The mood of the country seems to favor doing whatever it takes, from building more prisons to putting 100,000 more police officers on the street. Of course, law enforcement may not be able to deliver what the politicians promise.

Summary of demographics. To service the projected increase in population, it will be necessary to add several officers besides those already projected as needed for western expansion and downtown redevelopment. We have already identified the need for 17 officers and 8 civilians to service annexation and downtown redevelopment. If we were to project the additional need simply based on population, then the number would be another 28 officers. It is not that simple. The required number of officers for any police department is based on a combination of population, geography, number of calls for service, types of calls for service, and the level of service desired.

This department, like many others, is entering an era of problem oriented policing. While in theory, it will reduce the number of calls for service, in the beginning it is manpower intensive. In fact, if it works properly the calls for service may go up initially as public confidence returns. While a 22% growth in population does not necessarily mean 22% more new officers, it will mean some increase. The department should plan to hire the 17 officers and 8 civilians and at the end of every year reevaluate: 1) calls for

service; 2) demands for types and level of service; 3) growth, both geographically and demographically; 4) the effect of problem oriented policing to determine additional man power needs.

Conclusion

Change is certain and we must prepare for it as best we can. It seems that issues overwhelm us and the next one emerges without the last being resolved. In an orderly, slowly changing world we could predict what will happen based on the past. But the world is not orderly. It is chaotic and destined to become more so. What we have planned here is simple and straightforward, but dependent on the plans of others that, in turn, are dependent on the economy, social events, politics, and a host of other imponderables.

We have found that the West Palm Beach Police Department will need a minimum of 17 officers and 8 civilians, plus a few more, depending on growth, to meet known demands for the next five years. A schedule for hiring is recommended: 1) five officers and two civilians at the beginning of FY 95-96 to staff and support a new zone west of the turnpike; 2) six officers and three civilians at the beginning of FY 96-97 for a second zone in the same area; and 3) six officers and three civilians for additional manpower in the downtown redevelopment area and to complete manpower requirements for western expansion. This does not consider whether certain areas are currently understaffed, but only to meet projected growth. With the population aging we expect crimes against the elderly to become more of an issue and more support for strong law enforcement. Simultaneously, there will be an increase in the age group most prone to committing crime and this crime is likely to become more violent.

Policing is embarking on a new era and the first step is problem oriented policing. The future will require an organization that can adapt quickly, that is willing to experiment and take reasonable risks, that encourages innovation, and that is more open and receptive to change. We are in for some interesting times.

Doug Duff has a law enforcement career of over 24 years, working in every area of police work except for vice. A Lieutenant with the West Palm Beach Police Department, Doug's professional interests are in the changing relationship between police and the community, and in the professionalism of law enforcement.

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