



SECTION 1

**STRATEGIC PLANNING,
IMPLEMENTATION AND EVALUATION
DECISION-MAKING PROCESS**



Well at Smith's Ranch

STRATEGIC PLANNING, IMPLEMENTATION AND EVALUATION DECISION-MAKING PROCESS

The FY2012 Twentynine Palms budget is prepared within the broad context of the City's Strategic Planning, Implementation and Evaluation Decision-Making Process. This decision-making process provides a framework for planning, implementing and evaluating City operations, budgets, programs, service levels and capital improvements. This decision-making process is designed to:

1. Bring the City Council, community leaders, residents and special interest groups together to work toward the same objectives consistent with the community's values and vision.
2. Involve the community in actively planning for the future and build support for programs, policies, revenue-raising measures, cost-cutting strategies and capital projects. By involving community leaders, residents and special interest groups, the Strategic Planning, Implementation and Evaluation Decision-Making Process helps the City communicate with its constituents.
3. Assist the City Council, staff and City committees to allocate time more efficiently. When priorities are clear, it is easier to allocate time to the most important things.
4. Provide a framework for resource allocation during the annual budget process. If the City knows what programs, issues and action plans have the highest priority, then staff will have a better idea of how to allocate funds when preparing the annual budget. The City Council will have a better idea on where to make adjustments when approving the final annual budget.
5. Enhance communication between the City Council, City Manager and staff. Without clearly defined directions, the City Manager and staff may have difficulty establishing priorities among requests from the City Council, special interest groups and residents.
6. Provide an evaluation tool for City activities. Carefully crafted community values, community vision, mission statement, Strategic Plan, City Council legislation, Five-Year Capital Improvements Plan and annual budget are a standard against which to measure employee and organizational performance.

Strategic Planning Phase.

The strategic planning phase consists of the following components: community values, community vision, City mission statement, and Twentynine Palms Strategic Plan.

Community Values. Community values are the non-negotiable core principles or standards that the community's citizens wish to maintain. They must be acknowledged, honored and constantly defended to ensure that change and development occur in accordance with these core principles and standards. The community values held by the residents, community leaders and elected officials determine the City's character, urban design features and ultimately shape the development of the City. Community values guide the community's vision, mission, Strategic Plan as well as its goals, objectives, activities, capital projects, budgets and service levels. The following represents an overview of the community's core values that form the basis for the community's vision.

TWENTYNINE PALMS STRATEGIC PLANNING, IMPLEMENTATION AND EVALUATION DECISION MAKING PROCESS

COMMUNITY VALUES

COMMUNITY VISION

MISSION STATEMENT

STRATEGIC PLAN

COUNCIL LEGISLATIVE ACTION

ORGANIZATION STRUCTURE

FIVE-YEAR CAPITAL IMPROVEMENTS PLAN

ANNUAL BUDGET

EVALUATION

COMMUNITY VALUES
Community values are the non-negotiable core principles or standards that the community's citizens wish to maintain. They must be acknowledged, honored and constantly defended to ensure that change and development occur in accordance with these core principles and standards. The community values held by the residents, community leaders and elected officials determine the City's character, urban design features and ultimately shape the development of the City. Community values guide the community's vision, mission, Strategic Plan as well as its goals, objectives activities, capital projects, budgets and service levels.

COMMUNITY VISION
The community vision articulates the type of City that Twentynine Palms will become as it changes and grows over the next several decades. This vision ultimately influences and shapes the goals, objectives, strategies, action plans and priorities of the Strategic Plan. It will also influence the development of City ordinances, regulations, policies, procedures and urban design standards. The community vision guides the preparation of the City's Five-Year Capital Improvements Plan and annual budget.

MISSION STATEMENT
ADOPTED AUGUST 28, 2007
The mission of the City of Twentynine Palms is to maintain and improve the quality of life of those who live, work or visit Twentynine Palms by providing a safe, well-planned family atmosphere that is rich and diverse in cultural and natural resources and promotes economic and educational opportunities.

STRATEGIC PLAN COMPONENTS

<p>1. General Plan Land Use Element Traffic Circulation Element Open Space Element Noise Element Community Design Element Conservation Element Safety Element Housing Element</p> <p>2. Specific Plans Parks & Recreation Master Plan Traffic/Circulation Master Plan Downtown Specific Plan Redevelopment Agency Plans</p>	<p>3. Strategic Plan Components Current Situation Needs Assessment Policy Determination Strategy Areas Goal Determination Action Plans Action Plan Priority</p>
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CITY COUNCIL LEGISLATIVE ACTIONS

<p>1. Ordinances 2. Resolutions 3. Regulations 4. Directives</p>	<p>5. Urban Design Features 6. Development Standards 7. Engineering Standards 8. Contracts</p>
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Ordinances, resolutions, regulations, directives, urban design features, development standards, engineering standards, contracts and other City Council legislative actions are taken to achieve the goals of the Strategic Plan and implement its policies and action plans.

ORGANIZATION STRUCTURE
The City Council and City Manager create an organizational structure to achieve the goals of the Strategic Plan, and to implement its policies and action plans within each of its Strategy areas. This might include: (1) the creation of citizen committees, offices or positions within the City government or (2) changing job descriptions or (3) making specific assignments for specific programs and projects.

FIVE-YEAR CAPITAL IMPROVEMENTS PLAN
The Twentynine Palms Five-Year Capital Improvements Plan is a multi-year guide to the construction and maintenance of community improvements such as roads, bridges, gutters, sidewalks, water system improvements, storm water system improvements, park facilities and other capital facilities needed to deliver municipal services. It is through this process that the long-range plans for the orderly maintenance and improvement of Twentynine Palms' physical assets can be accomplished. The document is intended to serve as a planning tool and is structured to present a meaningful perspective to the community's long range capital improvements goals.

ANNUAL BUDGET
The annual budget is the primary financial mechanism for achieving the community vision through achieving the goals of the Strategic Plan and implementing its policies and executing its action plans. The budget document is a (1) operations guide, (2) policy document, (3) financial plan, and (4) communication device. It shall contain:

1. Executive summary and budget message.
2. Summary of accounting, investment, fixed asset, financial, capital improvement and budget policies.
3. Description of accounting system.
4. Description of department programs, activities and service levels.
5. Presentation of department & accounting fund mission statements.
6. Goals and objectives for each department. These annual goals and objectives shall implement the action plans as outlined in the Strategic Plan.
7. Performance measures for each department.
8. Budget summaries.
9. Line-item budget for each fund and department.
10. Statistical section.

TWENTYNINE PALMS EVALUATION
Strategic Plan Evaluation.
Goals and Objectives Evaluation.
Action Plan Evaluation.
Five-Year Capital Improvements Plan Evaluation.
Budgeting, Financing and Resource Evaluation.

TWENTYNINE PALMS COMMUNITY VALUES STATEMENTS
Twentynine Palms is a community that:

1. Recognizes that it is in the midst of one of earth's great natural treasures. Its unique, spectacular, and fragile environment is worthy of preservation and careful stewardship.
2. Promotes the development of a wholesome and attractive City, resulting in orderly development and preservation of its natural beauty.
3. Provides a clear, clean and open visual image of the community that reflects the highest standard of design for the public and private commercial, residential, institutional and industrial development.
4. Fosters retail commercial, office and light industrial enterprises that will preserve the City's natural environment, capitalize on the City's natural beauty, provide tax revenues to fund City services and be conducive to the City's desire to be a rural, desert, open and uncrowded community.
5. Promotes the development of buildings and public infrastructure that are practical, aesthetically pleasing and in harmony with the environment and surrounding landscape.
6. Provides an atmosphere in which people can live in good health, move safely about the community (even at night) and feel confident that they and their property are protected from criminal harm, flood, and natural hazards.
7. Fosters a feeling of community spirit, community identity and promotes a sense of full citizen participation, guaranteeing an opportunity for everyone to share in the activities, duties, responsibilities and benefits of the City.
8. Promotes efficient and effective municipal services and makes adequate provisions in the community's planning for police, fire, emergency, medical, roads, water, sewer, natural gas, storm water, schools, libraries, parks, and other public facilities and services. Community facilities are sensitively and successfully integrated into the natural environment.
9. Provides a municipal government that is honest, dependable, inventive, creative, economical and ethical.
10. Provides cultural, recreational and contemplative opportunities for the residents and visitors to Twentynine Palms.

TWENTYNINE PALMS COMMUNITY VISION
ADOPTED AUGUST 28, 2007
The City of Twentynine Palms will be a distinctive desert community that encourages the involvement of responsible citizens. The City is committed to the experience of a clean, attractive, and safe City; to the maintenance of a unique desert environment; to the provision of excellent City services, facilities and infrastructure; to the creation of a prosperous local economy; and to a responsive, open and transparent City government.

1. **Responsible Citizens.** Our citizens will have educational opportunities to become part of a talented and creative workforce; be able to be involved in the community and demonstrate a high degree of volunteerism; take pride in the large military presence in the community; partner with the City to share responsibility for the health, safety and welfare of the community; be informed and be civil in interactions with each other and City officials and employees.
2. **Clean Attractive and Safe City.** Our City will be a safe and secure environment for all who live, work and visit; will be clean and attractive with public art and amenities; will have structurally sound and well-maintained homes, businesses, and public buildings; will have a special identity of which the community can be proud.
3. **Unique Desert Environment.** Our community will preserve and maintain its desert vistas, clean air, night sky and open space; will be the gateway to the desert experience of Joshua Tree National Park, Mojave Desert and the California outback.
4. **Excellent City Services, Facilities and Infrastructure.** Our City will provide economic and efficient City services; will be sensitive to customer satisfaction; will have exceptional parks, trails, and outdoor cultural facilities; will provide safe and convenient access within the City; will have flood control facilities, sewer, water and power systems built to protect property and public health; will provide necessary space for the operation of City business and for community cultural opportunities through City and other civic buildings; will reflect sensitivity to resource conservation, minimum impact on and respect for the desert environment through community infrastructure and facilities.
5. **Prosperous Local Economy.** Our City will offer a local economy vibrant in shopping experiences and business opportunities; will offer revitalized residential, commercial, and industrial areas; will be a visitor destination and a retirement community, offering attractive housing opportunities and recreational opportunities; will offer high quality employment opportunities within the community.
6. **Competent and Responsive City Government.** The City government will be competent, responsive, open, trustworthy, and transparent, and will maximize citizen participation in community decisions; will minimize bureaucracy, emphasize efficiency and be accessible to all citizens; will be fiscally responsible and financially stable; will promote long-term goals of the City while addressing immediate needs and desires; will operate in an ethical, customer-friendly, cost-conscious, collaborative and technologically advanced manner; will create a challenging and supportive environment which treats employees fairly, promotes teamwork, and provides employee career development opportunities.

Community Values Statements. Twentynine Palms is a community that:

1. Recognizes that it is in the midst of one of earth's great natural treasures and its unique, spectacular, and fragile environment is worthy of preservation and careful stewardship.
2. Promotes the development of a wholesome, serviceable and attractive City resulting from orderly development and preservation of its natural beauty.



3. Provides a clear, clean and open visual image of the community that reflects the highest standards of design quality for public and private commercial, residential, institutional and industrial development.
4. Fosters retail commercial, office and light industrial enterprises that will preserve the City's natural environment, capitalize on the City's natural beauty, provide tax revenues to fund City services and be conducive to the City's desire to be a rural, desert, open and uncrowded community.
5. Promotes buildings and public infrastructure development that are practical, aesthetically pleasing and in harmony with the environment and surrounding landscape.
6. Provides an atmosphere in which people can live in good health, move safely about the community (even at night) and feel confident that they and their property are protected from criminal harm, natural hazards and man-made disasters.
7. Fosters a feeling of community spirit, community identity and promotes a sense of full citizen participation, guaranteeing an opportunity for everyone to share in the activities, duties, responsibilities and benefits of the City.
8. Welcomes and accommodates the needs and desires of current residents, future residents and visitors, and lives with the spirit of volunteerism where neighbors work together for the common good to build a strong and vibrant community.
9. Promotes efficient and effective municipal services and makes adequate provision in community planning for police, fire, emergency medical, roads, water, sewer, natural gas, storm water, schools, libraries, parks and other public facilities and services.
10. Provides a municipal government that is honest, dependable, inventive, creative, economical and ethical.
11. Provides cultural, recreational and contemplative opportunities for the residents and visitors to Twentynine Palms.
12. Shoulders the full share of the community's county, regional and state responsibilities, acknowledging that the City is part of a larger community and that the provision of services and the solution to certain problems must be the result of intergovernmental cooperation.

Community Vision. The community vision articulates the type of city Twentynine Palms will become as it changes and grows over the next several decades. This vision ultimately influences and shapes the goals, objectives, strategies, action plans and priorities of the Strategic Plan. It will also influence the development of City ordinances, regulations, policies, procedures and urban design

standards. The community vision guides the preparation of the city's Five-Year Capital Improvements Plan and annual budget.

General Vision Statement: **On August 28, 2007, the Twentynine Palms City Council adopted community vision statements.** It states: The City of Twentynine Palms is a distinctive desert community that encourages the involvement of responsible citizens. The City is committed to a clean, attractive, and safe community; to the preservation of its unique desert environment; to excellent City services, facilities and infrastructure; to a prosperous local economy; and to a responsive and open and transparent City government.

Vision Statements: The vision of Twentynine Palms is:

1. Responsible Citizens. Our citizens will have educational opportunities to become part of a talented and creative workforce; be able to be involved in the community and demonstrate a high degree of volunteerism; take pride in the large military presence in the community; partner with the City to share responsibility for the health, safety and welfare of the community; be informed and be civil in interactions with each other and City officials and employees.

2. Clean Attractive and Safe City. Our City will be a safe and secure environment for all who live, work and visit; will be clean and attractive with public art and amenities; will have structurally sound and well-maintained homes, businesses, and public buildings; will have a special identity of which the community can be proud.

3. Unique Desert Environment. Our community will preserve and maintain its desert vistas, clean air, night sky and open space; will be the gateway to the desert experience of Joshua Tree National Park, Mojave Desert and the California outback.

4. Excellent City Services, Facilities and Infrastructure. Our City will provide economic and efficient City services; will be sensitive to customer satisfaction; will have exceptional parks, trails, and outdoor cultural facilities; will provide safe and convenient access within the City; will have flood control facilities, sewer, water and power systems built to protect property and public health; will provide necessary space for the operation of City business and for community cultural opportunities through City and other civic buildings; will reflect sensitivity to resource conservation, minimum impact on and respect for the desert environment through community infrastructure and facilities.



5. Prosperous Local Economy. Our City will offer a local economy vibrant in shopping experiences and business opportunities; will offer revitalized residential, commercial, and industrial areas; will be a visitor destination and a retirement community, offering attractive housing opportunities and recreational opportunities; will offer high quality employment opportunities within the community.

6. Competent and Responsive City Government. The City government will be competent, responsive, open, trustworthy, transparent, and will maximize citizen participation in community decisions; will minimize bureaucracy, emphasize efficiency, be accessible to all citizens will be fiscally responsible and financially stable; will promote long-term goals of the City while

addressing immediate needs and desires; will operate in an ethical, customer-friendly, cost conscious, collaborative and technologically advanced manner; will create a challenging and supportive environment which treats employees fairly, promotes teamwork, and provides employee career development opportunities.

Mission Statement. The mission of the City of Twentynine Palms is to maintain and improve the quality of life of those who live, work or visit Twentynine Palms by providing a safe, well-planned family atmosphere that is rich and diverse in cultural and natural resources and promotes economic and educational opportunities.

Strategic Plan. The City Council adopts a Strategic Plan to carry out the mission of the City in accordance with Twentynine Palms' community values and the community vision statements.

1. Strategic Plan Components: The Strategic Plan consists of three components. They are:

A. General Plan. The General Plan contains a Land Use Element, Circulation Element, Housing Element, Safety Element, Conservation and Open Space Element, and Noise Element.

B. Specific Area Plans. More detailed area plans, called “specific plans,” may be adopted to further outline in more detail the development of a designated area in the City. The City has a specific plan for the downtown area.

C. Utility Master Plans. The City insures the development of a Water Master Plan by the Twentynine Palms Water District, as well as a Storm Drain Master Plan by the City to guide the construction of future utility infrastructure. The utility master plans also become the basis for the adoption of development impact fees and the Five-Year Capital Improvements Plan.

2. Strategic Plan Components. Each component of the Strategic Plan will contain the following components.

- A. Description of the current situation.
- B. Needs Assessment.
- C. Development of Strategy Areas.
- D. Determination of Goals.
- E. Determination of Policies.
- F. Development of Action Plans.
- G. Priority of Action Plans.



3. Strategic Plan Development Sources. The City of Twentynine Palms uses citizen advisory committees, interviews with community leaders, input from special interest groups, public hearings, facilitators and consultants, City staff and community workshops or charettes to develop its Strategic Plan.

A. Citizen Advisory Committees. Twentynine Palms gives citizen input more weight and power by formally involving individual citizens in the Strategic Planning process through citizen advisory committees. Citizens serve on advisory boards because they have strong opinions and concerns about their community. They represent an important source of information and are removed from day-to-day administration, providing the elected officials with a fresh point of view on community issues. The participation of citizens in the strategic planning process gets them involved and develops advocates for changes that must be made.

B. Interviews with Community Leaders. Business, religious and civic leaders will have valuable insights in helping to develop the community's Strategic Plan. They are also crucial in shaping public opinion and developing consensus for City goals, objectives, strategies, action plans, activities, ordinances, policies and capital improvements that will carry out the community's vision.

C. Input from Special Interest Groups. Special interest groups will have strong opinions about specific policy areas. If they are involved in the strategic planning process they can represent a very powerful tool for gaining support for City goals, strategies, action plans, activities, ordinances, policies and capital projects that will implement the community vision.

D. Public Hearings. The public hearing is the simplest approach to letting citizens be involved in the development of the City's Strategic Plan.

E. Facilitators and Consultants. The City may retain facilitators and consultants with expertise in specific areas to generate policy options, assist with the development of the City's Strategic Plan components, help develop goals and objectives, identify alternative approaches to community issues and provide options for action plans and ordinances.

F. City Staff. City employee participation is an essential component of a strategic planning process. Employees understand the community issues and know the workings of the City government. They will be responsible for implementing action plans and administering budgets to accomplish community goals. City staff involvement improves morale, encourages employee cooperation, makes them owners of the overall objectives of the City government and improves communication throughout the governmental structure.

G. Community Workshops or Charettes. Community workshops or charettes are an effective way to bring together community leaders, City employees, special interest group representatives and interested residents to "brain storm" and develop alternative solutions to community issues in an intensive work setting.

Implementation Phase

The implementation phase of the Strategic Planning, Implementation and Evaluation Decision-Making Process consists of the following components: City Council legislation, organization development, Five-Year Capital Improvements Plan and annual budget.

City Council Legislation. Ordinances, resolutions, regulations, directives, development standards, urban design features, engineering standards and contracts consistent with the community vision are drafted to

achieve the goals and objectives, and implement the strategies and action plans of the Strategic Plan. For example, the City adopts a zoning ordinance to carry out the Land Use Element of the General Plan. The adoption of an impact fee ordinance and subsequent development impact fees by the City Council to fund the development of the City's sewer, storm drainage, fire facilities, and parks facilities are other examples where ordinances are used to implement the City's Utility Master Plan component of the Strategic Plan.

Organization Structure. The City Council and the City Manager create an organizational structure to achieve the goals of the Strategic Plan and implement the policies and action plans within each of its strategy areas. This might include: (1) creation of citizen committees, and offices or positions within the City government or (2) changing job descriptions or making specific assignments for specific programs or projects.

Five-Year Capital Improvements Plan. The City of Twentynine Palms Five-Year Capital Improvements Plan is a multi-year guide to the construction of community improvements such as roads, bridges, storm drains, curb, gutters, sidewalks, sewer facilities, storm drainage facilities and parks and recreation facilities. It is through this process that the long-range plan for the orderly maintenance and improvement of Twentynine Palms' physical assets can be accomplished. This document is intended to serve as a planning tool and is structured to present a meaningful long-range perspective of the community's long-range capital needs and goals.

Annual Budget. The annual budget conforms to the Strategic Plan and is the primary mechanism for achieving the community vision through achieving the goals of the Strategic Plan, implementing its policies and executing its action plans. The annual budget is a (1) policy document, (2) operations guide, (3) financial plan and (4) a communications device. It shall contain:

1. Executive Summary and Budget Message.
2. Summary of City accounting, financial, investment, capital improvement, fixed asset and budget policies.
3. Description of the City accounting system.
4. Presentation of the City organizational structure.
5. Description of department programs, activities and service levels.
6. Presentation of Accounting Fund and City department mission statements.
7. Presentation of Accounting Fund and City department descriptions.
8. Presentation of Goals for each Fund and department. These goals shall conform to the Strategic Plan and the Five-Year Capital Improvements Plan adopted by the City Council.
9. Performance measures for each Accounting Fund and City department.
10. Line item budget for each Accounting Fund and City department.
11. Estimated changes in fund balance for Governmental Funds, Special Revenue Funds, Debt Service Funds or cash and investment balances for Enterprise Funds.

Evaluation Phase

The evaluation phase of the strategic planning, implementation and evaluation decision-making process is concerned with the efficiency and effectiveness that the community vision is being achieved through the City's Strategic Plan.

The department heads, City Manager and City Council evaluate their activities at least once a year. This includes a Strategic Plan Evaluation, goals and objectives evaluation, action plans evaluation, Five-Year Capital Improvement Plan Evaluation, budgeting and financial resource evaluation and employee performance evaluations. Some of the following questions should be considered as department heads, City Manager, Mayor and City Council evaluate the activities of the City's departments.

1. Questions Relating to Goals.

- A. Does the Strategic Plan have goals and strategies that will achieve the community vision?
- B. What are the goals of the City? Is there agreement from all groups on the goals of the Strategic Plan, Five-Year Capital Improvements Plan and the annual budget?
- C. Do the action plans contribute to the achievement of the goals of the Strategic Plan?
- D. Are the action plans of the Strategic Plan correctly prioritized?
- E. Is there steady progress toward the attainment of the goals of the Strategic Plan and achieving the community vision?
- F. What goals need to be modified or new goals established to reflect changes in the community values, community vision or Strategic Plan?
- G. Did City department activities lead to goal achievement?

2. Questions Relating to the Organization.

- A. How effective is the department in executing the action plans and achieving the goals of the Strategic Plan?
- B. Is the organization structured to meet the goals of the Strategic Plan, Five-Year Capital Improvements Plan and annual budget?
- C. Are responsibilities clearly defined and are mechanisms in place to ensure accountability of managers, supervisors and employees?
- D. Are reporting procedures and organizational relationships clearly defined?
- E. Is the staff using its time effectively in carrying out department activities and delivering municipal services?
- F. How effective is the organization in resolving citizen complaints and finding solutions to complex problems?

G. What is the nature and frequency of complaints received by elected officials regarding employees, department activities, capital improvement projects or City services?

H. What individuals or groups have been opposed to or been critical of certain City policies and activities in the past and why? Are their concerns legitimate?

I. Are performance measures adequately measuring what is really taking place in City departments?

J. What are the activities and service areas where the organization excels?

K. What activities and service areas should the organization improve its performance?

3. Questions relating to budgeting, financing and resource allocation.

A. How are time, money and personnel being allocated?

B. What does staff perceive it needs? What problems are they experiencing?

C. What are the financing sources for each City activity?

D. What kinds of equipment could be purchased to make municipal services more cost-efficient?

E. What types of revenue-raising or cost-cutting activities can be or should be implemented?



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