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COMMUNITY REDEVELOPMENT AND LAW ENFORCEMENT
THE IMPACT OF CHANGE

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

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

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

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

COMMUNITY REDEVELOPMENT AND LAW ENFORCEMENT
THE IMPACT OF CHANGE

A study of the potential impact of a plan to enable law enforcement to provide input into community redevelopment planning and to obtain required additional financing during and after urban renewal when the tax base has been reduced through removal of residences and business buildings.

By

DAVID SOLARO

COMMAND COLLEGE CLASS X
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA

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COMMUNITY REDEVELOPMENT AND LAW ENFORCEMENT
THE IMPACT OF CHANGE

By
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COMMAND COLLEGE - CLASS X
PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA

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ABSTRACT

This study is designed to explore a model plan which will enable law enforcement to maintain effectiveness during and after an urban redevelopment project. The plan is focused on three issues: first, maintaining the financial base of a police department in a small California city when the tax base has been reduced by the removal of residential and business buildings from the tax base during the initial phases of renewal; second, maintaining the financial base during post-renewal when the tax base is still reduced; third, the provision of police input into the planning phase of urban renewal to reduce crime, increase traffic flow and provide adequate crowd control.

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EXECUTIVE SUMMARY

This futures study addresses the issue of maintaining law enforcement effectiveness during urban redevelopment. The chief issues involved are the following: First, both in the initial phases of urban renewal and after the project has been completed, police finances tend to be reduced either because of a reduction in the tax base or because funds are used to pay off redevelopment bonds. Second, if police effectiveness is to be maintained after renewal is complete, law enforcement must have input into renewal planning to reduce crime opportunities, to guarantee adequate traffic flow and to provide good crowd control.

Recommended strategies included the following proactive activity on the part of the police department: police chief holding financial conferences with municipal and renewal executives, the formation and training of a police task force to confer with urban renewal planners, and the use of that task force to join with urban renewal environmental and architectural planners in the early phases of redevelopment.

Community Redevelopment and Law Enforcement

The Impact of Change

This Command College Independent Study Project is a FUTURES study of an issue of increasing importance to California law enforcement since urban redevelopment is on the increase as populations shift to suburbs, leaving pockets of deserted and rundown buildings in central city areas. In addition, many resort communities, with urban shopping centers were built many years ago and are today in serious need of renewal.

The issue of urban redevelopment is a one serious because, many buildings are removed from the tax base so that law enforcement funds from the general fund are automatically cut when additional law enforcement is required either to police "attractive nuisances" created by the redevelopment process or to police the newly developed areas.

The views and conclusions expressed in the Command College Futures 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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TABLE OF CONTENTS

TABLE OF CONTENTS	i
ILLUSTRATIONS.....	iii
PROJECT BACKGROUND.....	1
Introduction.....	1
Community Redevelopment Defined.....	3
Key Concept Definitions.....	4
Urban Redevelopment-Case Study.....	4
OBJECTIVE I: FORECASTING THE FUTURE.....	8
General Issue.....	9
The Scanning Process.....	11
The Forecasting Process.....	15
Trend Selection.....	17
Trend Forecasting.....	17
Event Selection.....	25
Event Evaluation.....	25
Cross-Impact Analysis.....	34
Scenarios.....	38
Normative "Feared but Possible".....	40
Normative "Desired and Obtainable".....	44
Hypothetical "What If?".....	47
OBJECTIVE II: STRATEGIC PLAN.....	50
Statement.....	51
Methods: Identification.....	51
Methods: Implementation.....	52
Mission Statement.....	53
Situational Analysis.....	55
Capability Analysis.....	58
Strategic Asumption Surfacing Technique.....	62
Stakeholder Analysis.....	62
Modified Policy Delphi.....	68
Policy Options.....	69
Implementation Strategies.....	70
Program Objectives.....	72
Program Methods.....	73

OBJECTIVE III: TRANSITION MANAGEMENT PLAN.....	74
Statement.....	75
Identification.....	75
Critical Mass.....	76
Commitment Planning.....	78
Recommended Strategy.....	81
Responsibility Charting (RASI).....	81
Readiness/Capability.....	83
Summation.....	86
SUMMARY, CONCLUSIONS AND IMPLICATIONS.....	88
Summary.....	89
Conclusions.....	90
Implications.....	92
APPENDIXES	
Appendix A-Trends.....	94
Appendix B-Events.....	95
Appendix C-Nominal Group Technique Panel.....	96
Appendix D-Modified Policy Delphi Group.....	97
END NOTES.....	98
BIBLIOGRAPHY.....	99

ILLUSTRATIONS

FIGURES

1.	The Futures Wheel.....	10
2.	Police Calls for Service.....	20
3.	Traffic Congestion.....	21
4.	Tourism.....	22
5.	Changing Demographics.....	23
6.	Affordable Housing.....	24
7.	Natural Disaster.....	28
8.	Redevelopment Agency Bankrupt.....	29
9.	Mass Transit Developed.....	30
10.	National Depression.....	31
11.	Fossil Fuel Crisis.....	32

CHARTS

1.	Trend Evaluation.....	18
2.	Event Evaluation.....	27
3.	Cross-Impact Analysis.....	37
4.	Capabilities and Resources.....	60
5.	Capability for Change.....	61
6.	Strategic Assumption Surfacing Technique.....	67
7.	Commitment Planning.....	78
8.	Responsibility Chart (RASI).....	82
9.	Readiness Capability.....	83

PROJECT BACKGROUND

INTRODUCTION

This study is an exercise in proactive planning. In general terms, the problem involves major failure in planning during urban renewal and redevelopment. More specifically, the issue has to do with police financing and city redevelopment administration failure to provide adequate planning to ensure law enforcement effectiveness during and after renewal is complete.

Redevelopment is a state-sanctioned method of urban renewal designed to rejuvenate either a business or residential portion of a city. Urban redevelopment is an issue that has faced cities large and small for decades in California. According to the California State Controller's Office, 344 redevelopment agencies filed financial reports with the state in 1989 (1).

Most of the existing agencies were formed after the passage of Proposition 13 in 1978. Proposition 13 forbade increases in property taxes in California. Since property taxes are the source of much local budgeting, this ceiling on taxes placed a severe restriction on city and county government spending which is in effect today. City and county budgets are severely limited by this measure, which means that additional funds are seldom available for additional law enforcement activity should it become necessary.

Community redevelopment is normally restricted to an area designated by governmental agencies and community study groups as

economically depressed. These areas are generally marked by decayed residential and commercial buildings, a high incidence of crime. In many cases, these areas have the potential to be revenue-producing because of their location (e.g. a warehouse and dock area in a major port) but are not currently producing revenue because of their rundown condition.

Areas designated for redevelopment by a city or a community are eligible for both incentives encouraging private investment in the area and redevelopment tax laws.

All too often a city forms a redevelopment agency and begins the private/public partnership to develop the designated area without adequate planning involving the local law enforcement agency. Urban redevelopment normally involves strategic planning covering areas such as environmental design, air and water quality, open space, and affordable housing and business centers. Law enforcement agencies are specially concerned with these areas of redevelopment. Police Department input is essential in order to plan for the future impact of these changes. The entire issue of strategic planning is key to a law enforcement agency's future success.

Environmental design has the potential for creating additional police concerns. Pedestrian traffic through dark walkways, shrubbery-hidden bike paths, parking garages and parks can create potential crime problems. New traffic patterns, traffic flow, and signalization have the potential for developing both traffic congestion and traffic accidents if law enforcement does not have input.

Police patrol patterns can be greatly affected. There may be a great need for additional walking patrol beats or another specialized patrol such as horse or bicycle. This can create a significant impact on a department's fiscal and personnel resources since specialized patrols are more expensive and require a significant increase in police personnel.

Response time can also be affected, either positively or negatively, depending upon urban renewal design. There may be such a need for additional police that it would require the opening of a store front sub-station which would certainly have budget impact.

COMMUNITY REDEVELOPMENT DEFINED

The issue of community redevelopment is a complex issue especially in the area of finance. It is important the reader has a basic understanding of the financing of redevelopment and how it can have a negative impact on a police agency budget.

Municipal police agencies are normally funded from the city's general fund, which derives its revenue from property taxes, utility taxes, sales taxes, federal taxes and other special taxes that may be imposed in a city.

Redevelopment, on the other hand, is financed through the sale of bonds, state and federal grants, tax increment financing, and private funding. Typically the bonds are sold, and the revenue received is used to buy up existing property and buildings. By removing commercial buildings, motels and other businesses, taxes that were generated from these businesses are no longer being received by a city's general fund, thereby creating a negative impact on the city budget.

Once new motels, businesses, housing, etc. are built, the new taxes go into the redevelopment agency budget to repay the original bonds. It is not uncommon for the new taxes to apply only to the interest on the bonds for ten years before any payments are applied toward the principal.

While the new businesses prosper and the area is more pleasing to the eye, a police budget can be negatively impacted from fewer taxes being available for the general fund. This can create serious problems if the redevelopment process, and if the new facilities create additional need for law enforcement activity and the police department has not shared in the planning process.

KEY CONCEPT DEFINITIONS

General Fund. The money funding account of a city which funds all services including law enforcement.

Transient Occupancy Tax (TOT). The tax percent that is charged on top of a hotel or motel rental rate.

Redevelopment Agency. The agency (often the city council) which oversees all community redevelopment.

Tax Increment Financing. State of California sanctioned mechanism which funnels property tax from redevelopment back into the redevelopment area.

Redevelopment Bonds: Bonds which are sold by the redevelopment agency to finance redevelopment.

Urban Redevelopment - A Case Study

This project is intended as a futures study that can be modified for most small police agencies facing future urban

redevelopment so that they can be involved in all areas which could effect their ability to deliver services to the community. Although this project focuses on one police department as a model, the results can be generally applied to any small city, especially a resort city. For background purposes, a brief background of one such city is described so that the reader will have a better understanding of what led to redevelopment.

The City of South Lake Tahoe is a community of 25,000 full-time residents, situated on the south shore of Lake Tahoe in the Sierra Nevada Mountains. The primary industry is tourism, which has a great impact on the community when visitors increase the population to over 100,000 persons. While a resort community is being described, it is important to note that the same concept will apply to a redevelopment area that builds a, shopping mall, a large recreation area, or a theme park. Resort areas are no longer limited to specific seasons for their increase in population due to the popularity of year round sports and the general trend towards more leisure time.

Incorporation of the city took place in 1965 and a planned and organized construction development policy was implemented. However, prior to incorporation, there was no formal county plan and businesses and residents were free to build basically any structure that they desired and use any materials they wished for their buildings. Because no planning agencies existed, many substandard buildings were built, buildings that are now both unsightly and unsafe. As a result, the core area of the city, especially along U.S. Highway 50, has deteriorated to the point

that it is both an eyesore and a hazard to public safety.

Many of the structures have been abandoned or turned into low-income housing. Some of the low-priced motel rooms and apartments are now used as basic sleeping quarters for 25-30 people who sleep in shifts. This overcrowding has created an environment in which cleanliness and adequate sanitation cannot be maintained. These buildings have become both a health and a fire hazard. During the past six months, for example, two motels have burned to the ground because of electrical overloads arising from overcrowding.

This situation has created serious health and crime problems for the city. Besides reduction in revenues, there has been an increase in narcotics sales and use, in prostitution, in theft, in burglary, and in panhandling. There has been a significant increase in domestic violence and in child abuse and neglect cases. Law enforcement and the county child protective services have taken many children into protective custody because they were living in motels and apartments that are unsanitary and overcrowded.

In addition, the city has also experienced a decline in revenue in the affected area. This is due to the fact that the primary source of revenue for the city is the tax collected from the rental income of motels and apartments. As these properties have declined in value, so has the rental income. Many of the properties that had originally been rented on a nightly basis are often now rented on a weekly basis for the same income that had been collected nightly.

The various types of living conditions that currently exist

have created a dramatic increase in calls for service from law enforcement at the precise time that city revenues are declining, thus precluding an increase in law enforcement personnel. Since the city has not been able to increase the size of the police department, the increase in calls has forced a decrease in proper coverage in other areas of the city. This situation appears to confirm futurist Alvin Toffler's statement that "Failure to prepare in advance for the Turbulent '90s could produce a grave breakdown in public security" (2).

Law enforcement administrators, community planners, and others from the private and public sector may find this research project useful in future community redevelopment planning, especially in identifying future trends and events that may impact law enforcement service and developing a strategic plan that is satisfactory to all participants.

OBJECTIVE I

FORECASTING THE FUTURE

FORECASTING THE FUTURE

The primary objective of this futures research study is to analyze the general issue of urban redevelopment and the impact upon law enforcement by using various futures research methodologies to develop a strategic plan and policy to implement future community redevelopment plans.

GENERAL ISSUE: HOW CAN LAW ENFORCEMENT MAINTAIN EFFECTIVENESS DURING REDEVELOPMENT OF A SMALL CALIFORNIA CITY BY THE YEAR 2000?

Within the general issue stated above, the following sub-issues will be addressed in this study:

1. What can be done to reduce the short and long term budget impact community redevelopment has on law enforcement?
2. What steps can be taken to maintain law enforcement effectiveness during the redevelopment phase?
3. What steps can be taken to maintain law enforcement effectiveness after the redevelopment projects are complete?

The Futures Wheel (Figure 1) on the following page illustrates the scope of the study. Using the central issue of redevelopment, associated issues were identified and plotted to two sub-levels. Issues to be addressed in the study will involve the following clusters: financing, taxes, general fund and police budget; traffic patterns, automobile and pedestrian traffic; calls for service involving both response time and available manpower; environmental design including lighting and building security (as examples); schools, affordable housing, transportation, and mass transit.

THE FUTURES WHEEL

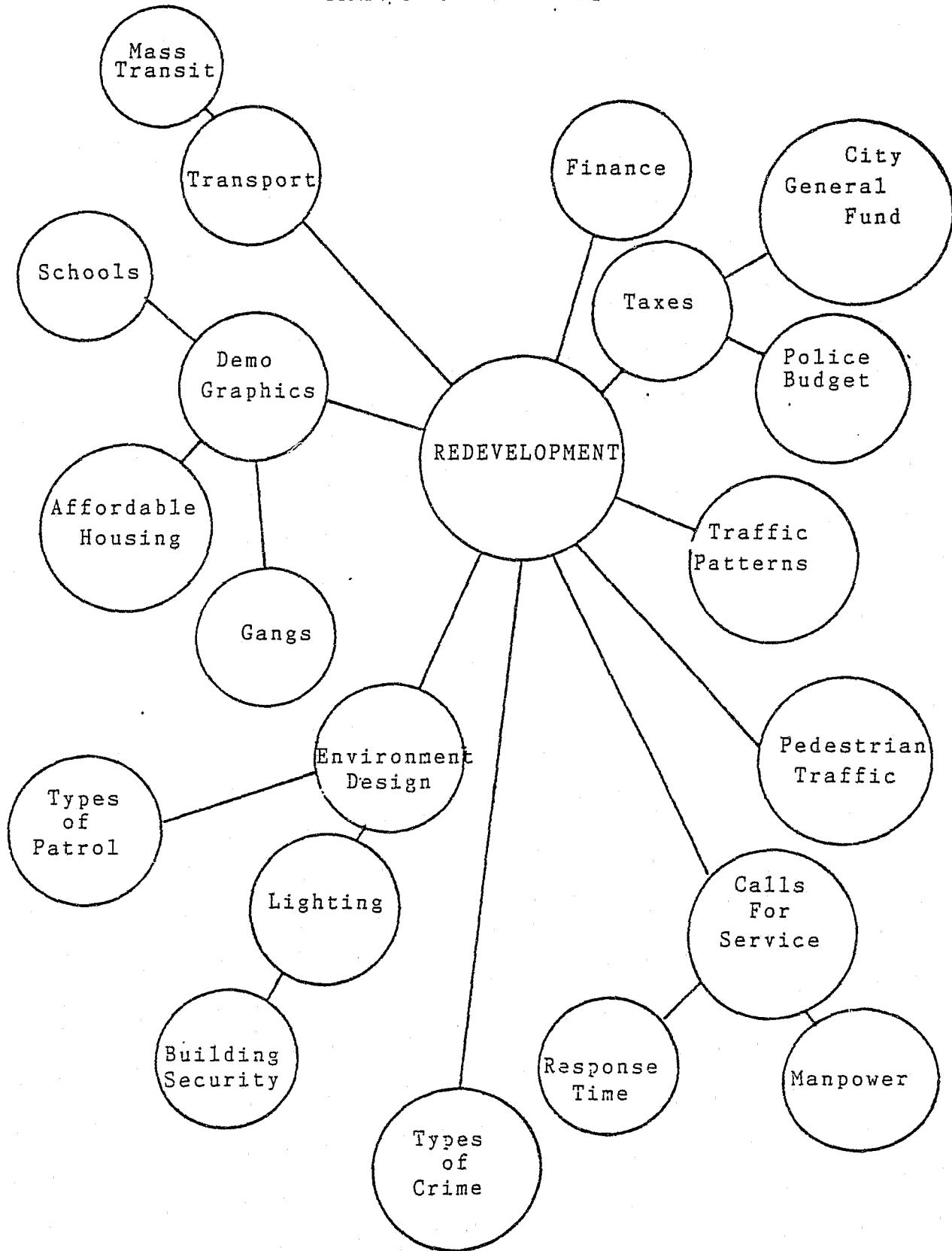


FIGURE 1

THE SCANNING PROCESS

In order to obtain as much information as possible regarding the redevelopment issue, several methods of obtaining information were used. Available literature was scanned and the author found that very little literature was available on this issue. Interviews with various experts on the issue proved to be a much more valuable source of information. An interview schedule was developed and used during the interviews so that the questions were standardized and responses kept within the scope of the research. In order to obtain different points of view on the problem, a number of different specialists were questioned. The interview group included present and former city managers, and former city managers, a police chief, and a city finance officer. One common statement given in almost every interview was that the police departments should be involved in the planning from the onset.

In his POST Command College paper studying community growth, Wayne Harp stated, "It is essential that law enforcement upgrade its commitment to involvement in the planning process. This is a key component of the strategic plan. There are really few costs associated with it, and it will ultimately pay large dividends" (3).

A private consultant and former city manager stated, for example, "Early on, during conceptual planning for a redevelopment agency, the law enforcement personnel should be meeting with top management to determine the kinds of development

expected by the redevelopment agency and determine to what extent these developments will require routine or special law enforcement efforts."

An assistant city manager suggested that the variety of services required by law enforcement can vary at different stages of redevelopment. He believes that the key to success is to continue to evaluate the role of law enforcement throughout the process, especially as it involves the relocation of people and the construction stage. Very often, part of the redevelopment process involves condemnation of existing structures so that new ones can be built. In these cases, residents of those buildings must be relocated, a difficult task if affordable housing in the area is limited. This can create additional law enforcement problems since it can result in overcrowding in existing homes or, in extreme cases, an increase in the numbers of the indigent homeless.

While all the possible problems cannot be identified in advance, law enforcement involvement in each step of the redevelopment process can reduce the negative effect on the community. One of the purposes of the trend and event evaluation aspect of this paper will be to aid in the identification of potential problems and the provision of guidelines for their solution.

A police chief who had gone through the redevelopment process expressed concern over matters of traffic management. Often, he said, during the planning stage of redevelopment, engineers make decisions either regarding traffic patterns or

creating changes in existing patterns inadvertently without involving law enforcement practitioners who possess the requisite knowledge gained through practical experience. This concern was also brought forward by former California Highway Patrol Commissioner, James E. Smith, when he stated, "What has often been overlooked is the wealth of unique expertise that traffic law enforcement professionals have to offer in transportation planning" (4).

A city finance officer focused on the issue of future funding of law enforcement services. The city finance officer pointed out that redevelopment will often times deplete an existing tax base by demolition of businesses and residences that provide the tax base. While new construction will eventually return a tax base to the community, it will normally be many years before this happens because the initial amount of taxes raised through redevelopment and the future business taxes will be used to pay off the redevelopment bonds instead of going into the city general fund and used partially for law enforcement services. This points out a major issue facing law enforcement: there may be a requirement for more services but less public tax money available to pay for it.

Community redevelopment's impact on law enforcement services will cover many areas often not taken into consideration by planners. Areas that can impact law enforcement services may include traffic patterns and congestion, lack of affordable housing, changes in numbers and types of calls for services, and a shifting of the property tax base.

Based upon the scanning, it appears imperative that top law

enforcement managers become involved in all future planning when the issue of redevelopment is first brought to their attention.

THE FORECASTING PROCESS

Methodology

The research methods used for this study included a review of available literature on the subject and interviews with a number of specialists in the fields of law enforcement and city management. A nominal group technique was used to identify trends and events and data was collected on their relevance and importance to the subject of the study. Three scenarios based on the literature review, the results of the interviews, the information collected from the nominal group, and the experience of the research were written. These scenarios were designed to provide three alternative possible futures for the chosen imaginary city. One of the three scenarios was selected for further study and for developing the strategic plan and transition management sections of this paper.

Scanning

A review of available literature in the field of community redevelopment and its relation to law enforcement was conducted; however, very little was available, a fact which provided the author with more incentive to study the selected subject.

Nominal Group Technique

A panel of ten persons was convened to brainstorm a list of trends and events. The panel was made up of experts who, through their experience, could add valuable input into the futures research.

The panel consisted of a builder, a redevelopment project director, a chamber of commerce president, a private government

consultant, a civil engineer, an assistant city manager, two police chiefs, and a city planning director. (Appendix A) The NGT panel evaluated the lists of trends and events and distilled them to the five most significant ones which would have the greatest impact on a law enforcement agency facing a redevelopment issue.

TREND SELECTION

A total of 30 trends were identified through the scanning, interview, and Nominal Group Technique (NGT) processes. Using an interactive trend-screening process, the Nominal Group discussed each of the 30 trends, ranked them several times on a scale of importance to the issue and finally reduced the number to five. The original 30 trends are listed, in the order ranked by the panel, in Appendix A. The five selected trends are shown below.

1. Calls for police service, both the number and type of calls and the public's expectation of police service.
2. Level of traffic congestion created by changes in the community infra-structure, and the ability of law enforcement to adapt to those changes.
3. Changes in the level of tourism created by changes in the community arising from redevelopment.
4. Changes in community demographics during redevelopment as it affects the need for police services.
5. The level of affordable housing in the community during and after redevelopment.

TREND FORECASTING

The nominal group technique (NGT) panel evaluated the five selected trends in relationship to their impact on the issue. They were asked to rate the importance of the trends five years ago, five years from now and ten years from now. The group was given "100" as the level of importance in the present and to

TREND EVALUATION
MEDIAN SCORES

TREND STATEMENT	Number	LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
CALLS FOR POLICE SERVICE	1	90	100	120	140
TRAFFIC CONGESTION	2	75	100	115	155
TOURISM	3	90	100	135	170
DEMOGRAPHIC CHANGES	4	90	100	140	180
AFFORDABLE HOUSING	5	100	100	110	130

CHART 1

rate the trends in comparison to that figure. In the charts that follow, the median values of the panel views are reported. Chart 1 shows the rank ordering of the trends selected by the panel as well as the median levels of importance provided by the panel for 5 years ago, 5 years and 10 years in the future. Figures 2-6 show these data graphically. They are broken out to show the lowest value assigned by any team member, the highest value assigned by a team member, and the median value assigned by the team for the time periods described immediately above.

TREND ONE

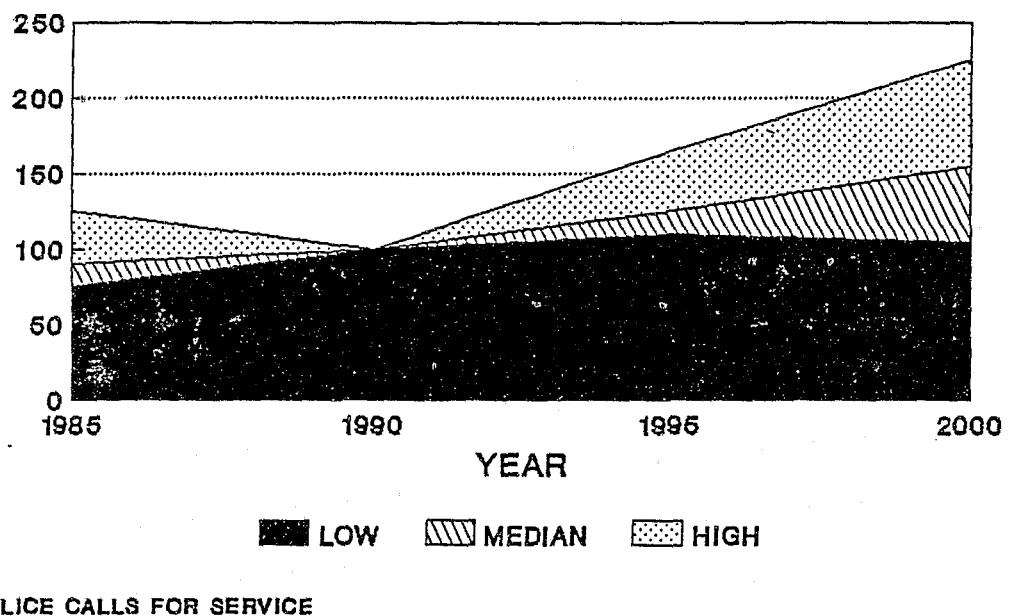


FIGURE 2

Trend Statement 1. Calls for police service; the number and type of calls received and the public's expectation of police service.

ANALYSIS

The NGT panel felt that any significant change in a community would have a change in the number of calls for service received by a police department. The members of the group felt that redevelopment could possibly eliminate some types of calls for police service due to removal of old structures and hazards and possible creation of relocation housing. Ultimately however, the community would require increased service.

In addition to attracting more citizens into a redeveloped area, it was felt that redevelopment would create an expectation of not only more service but a higher level of service in order to keep the rebuilt area from deteriorating. It was also felt that a community would be more willing to pay for increased service so that the quality level would not suffer.

The panel warned, however, that this demand for increase in amount and quality of service might cause financial problems since the supporting tax base would have to support the payments on the redevelopment bonds in addition to the expanded demands on the general fund.

TREND TWO

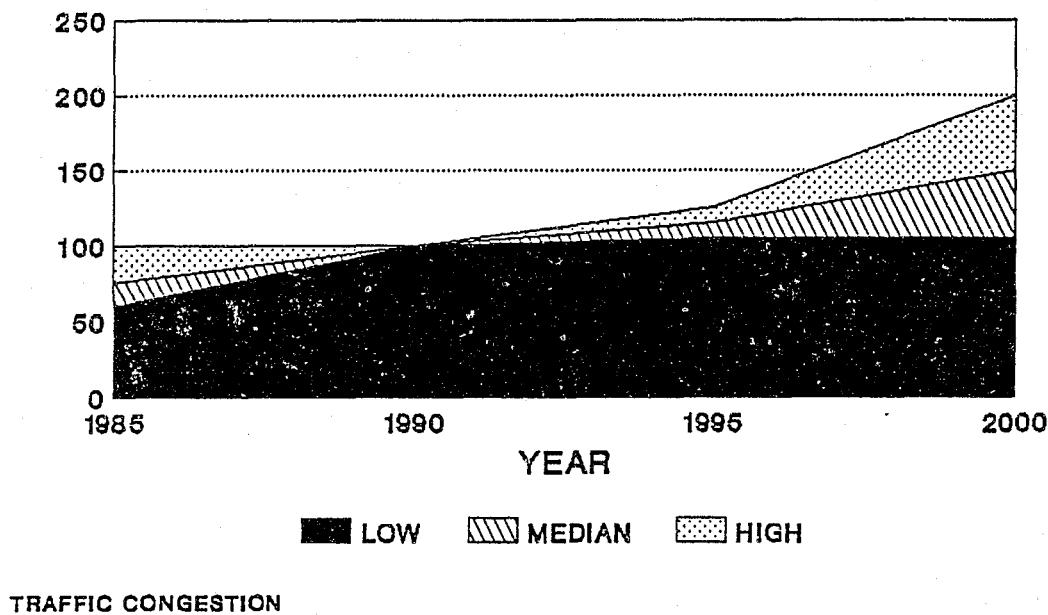


FIGURE 3

Trend Statement 2. The level of traffic congestion created by changes in the intra-structure and the ability of law enforcement to adapt to the changes.

ANALYSIS

Traffic congestion is foremost on the minds of the panel as it is on the minds of most Californians. The traffic congestion throughout the State has increased at an unprecedented rate, placing revenue strain on police departments.

Redevelopment of a community has the potential either to increase or decrease traffic above and beyond the immediate difficulties caused by the associated rebuilding activities. In essence, urban renewal can create a change in traffic patterns within the community as well as creating new problems by increasing the number of visitors to the area. For this reason, the entire community must be involved in the planning, not merely that portion of the community under redevelopment.

The panel felt that during the first five years the redevelopment effort would create only a minor increase in congestion. In following ten years, however, these patterns would be overshadowed by increased use of local freeways as the number of visitors increased. This increase they felt, would create significant congestion in the renewed area unless mass transit systems were developed faster than is being done at present.

TREND THREE

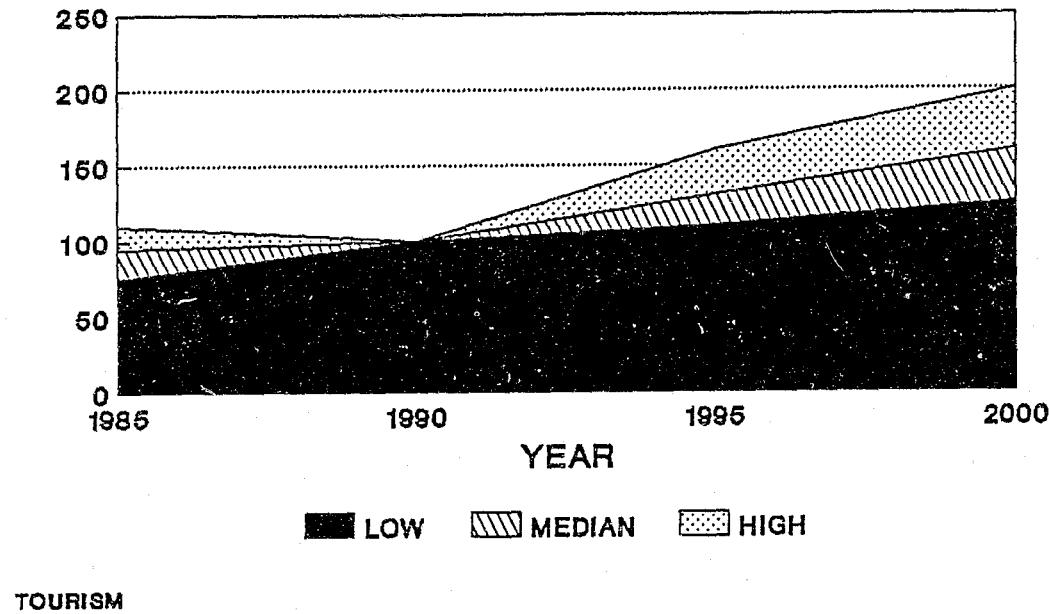


FIGURE 4

Trend Statement 3. The level of tourism will change due to changes in the community plan caused by redevelopment.

ANALYSIS

Tourism is one of the largest sources of revenue for many cities throughout the state. Throughout California, numerous communities have experienced a change in tourism created by new community plans which have attracted more visitors. This has occurred in cities of all sizes, for example, San Diego, Sacramento, and Monterey. An increase or decrease in tourism can have a dramatic effect on the local economy and the amount of tax dollars available for police services. The transient occupancy tax is often used to offset the cost of police services in a tourist community. If, however, a significant amount of new transient lodging is not built in the developed area, there will be a loss of revenues and increased tourism will have a negative effect on police resources since the tourists will use local facilities by day and lodge elsewhere.

It was felt by the panel that redevelopment would have a immediate effect on the amount of tourists who would want to visit a revitalized area. This trend would continue to grow as the area was marketed and word of mouth from previous visitors brought new visitors. The effect would only be positive however, if the transient occupancy tax increase was proportioned to the increase in tourists.

TREND FOUR

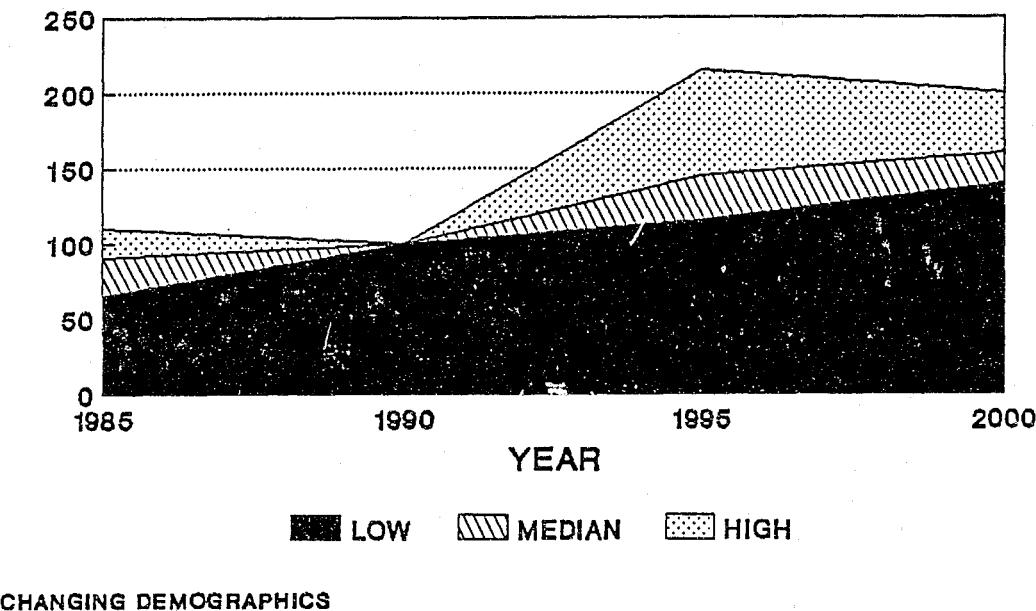


FIGURE 5

Trend Statement 4. The community's changing demographics will have some type of effect upon the level of police service.

ANALYSIS

The type of redevelopment in a community can create a significant difference in the demographics. The extent that they could change in a community that redevelops an industrial area and replaces it with high rise apartments, for example, will certainly both increase the population to be served and change its demographics. The type of apartments, whether they are family-oriented or for the elderly, will also make a difference as to the types of calls for service.

Within the context explored by the NGT panel, however, the focus was on demographics relating to redevelopment as it would increase tourism. Since tourism is basically related to service, it was felt by all that the focus of police planning should be on the service worker. Historically, the majority of the service workers attracted to an area are younger, less educated and often non-English speaking. This type of demographic change can have a significant effect on law enforcement, not so much at the workplace but at the home. Calls for police service often result in situations where the citizen is in need of assistance but cannot communicate with the police due to language barriers and cultural differences where often police are suspect or feared. It will be necessary to expand resources substantially immediately, but the panel felt this trend would level off once the service workers were assimilated into the community.

TREND FIVE

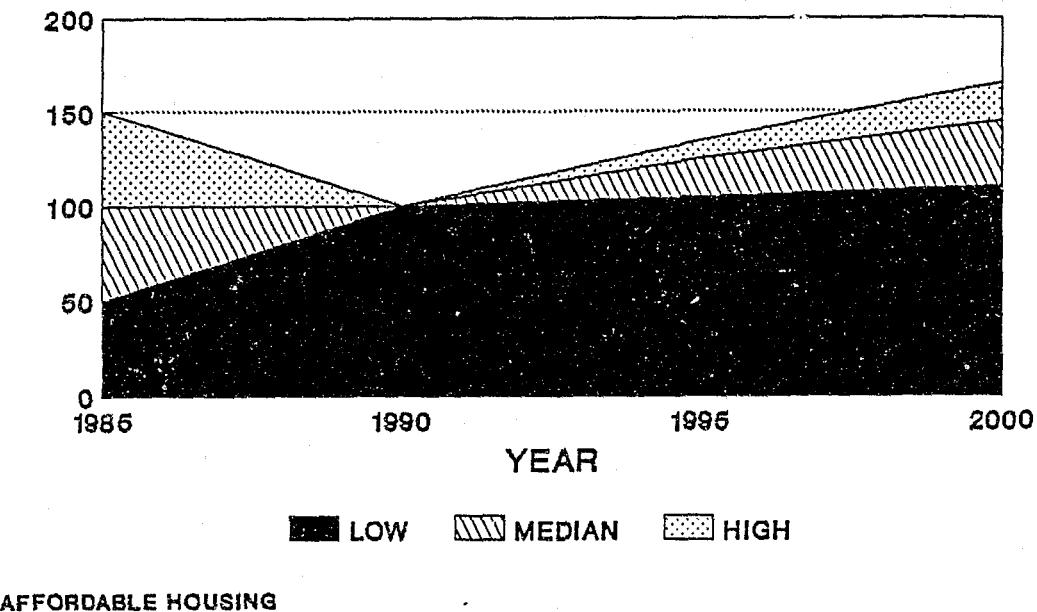


FIGURE 6

Trend Statement 5. The level of affordable housing available in the community.

ANALYSIS

Community redevelopment, as part of its process, often reduces available housing, especially affordable housing. If the redevelopment is directed towards new housing it often balances the need between removal of substandard housing and the building of new affordable housing. In a tourist environment, however, often times substandard housing is removed and no affordable housing is built. The primary type of housing usually built is transient lodging such as hotels and motels. This displaces community workers who will work in the redeveloped area but no longer can afford to live in the area. The NGT panel felt that this type of development would increase the need for police services in a number of ways. If little local housing was available, the existing housing would become overcrowded, creating fire hazards and the violence that often accompanies overcrowding. In addition, traffic could become more congested because of the need for workers to commute from out of the area. The belief was that there is currently a need for affordable housing, as there has been, and this need will continue to increase over the next ten years.

EVENT SELECTION

A list of 23 candidate events was developed and evaluated by the NGT panel. While some of the events did not appear as likely to occur as others might, all were reviewed by the panel and the five most significant events was developed based upon the likelihood that they might occur, and if they did occur, what their significance would be upon police services. The group was also asked to indicate the positive and negative impact, if the event were to occur, on a scale of 0-10.

The five selected events are:

1. Natural Disaster
2. Redevelopment Agency Bankrupt
3. Mass Transit Developed
4. Depression
5. Fossil Fuel Crisis

EVENTS EVALUATION

The following page contains an "Events Evaluation Form." On this form, panel members were asked to perform four tasks with regard to events. They were asked to select the first year that the probability of the event first exceeded zero and then to indicate the probability of the event five and ten years from now. Finally, they were asked to evaluate the negative and positive impacts of the event on a scale from zero to 10.

Chart 2 shows the five events in the order of importance selected by the panel and the median values assigned to each with respect to the year that the probability first exceeded zero, the

probability 5 years and 10 years in the future, and the positive or negative effect of that event.

Figures 7-11 show the probabilities graphically. As with the Trend charts, the chart shows the lowest and highest values reported as well as the median of the panel's ratings. These values are shown for the years 1990, 1995, and 2000.

EVENT EVALUATION

MEDIAN RESULTS

27

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
NATURAL DISASTER	90	15	30	1	8
BANKRUPTCY OF REDEVELOPMENT AGENCY	91	40	40	0	5
DEVELOPMENT OF MASS TRANSIT	95	20	80	6	1
NATIONAL DEPRESSION	92	10	10	1	8
FOSSIL FUEL CRISIS	91	20	30	2	6

CHART 2

EVENT ONE

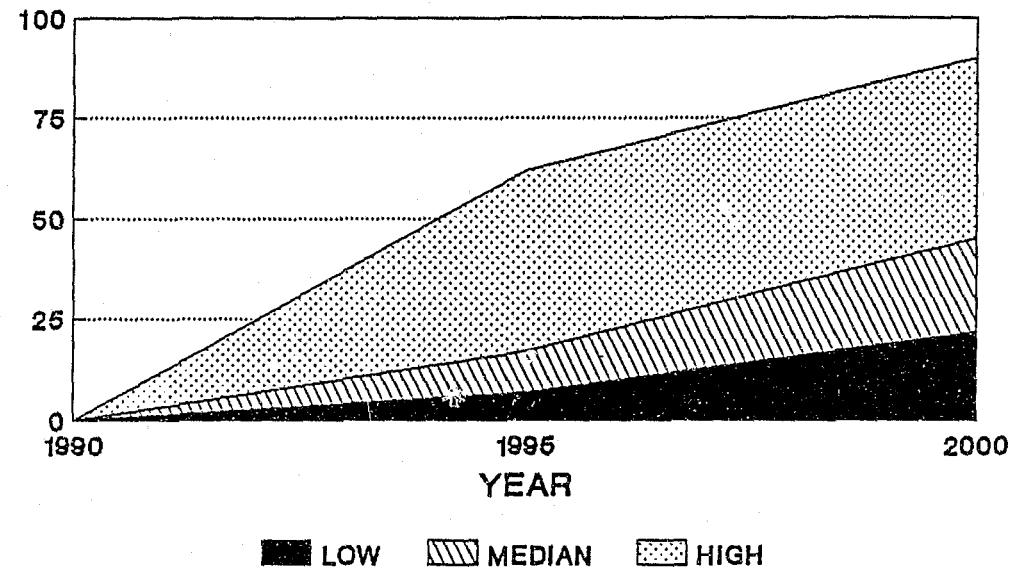


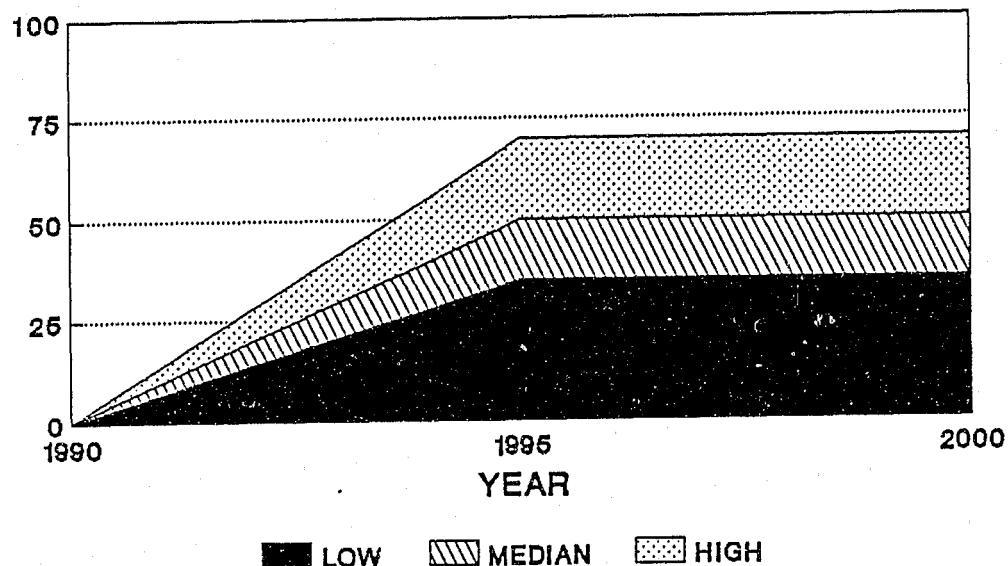
FIGURE 7

E-1 Natural Disaster

A natural disaster could take the form of a earthquake, flood or major forest fire. In the event that any of these occurred, it would be devastating upon the community as a whole, but more specifically, police services which would be extended beyond their capabilities. All three disasters have the potential for destroying an entire community and also isolating it from other communities and rescue services. On the positive side, a major disaster would be a boom to the construction industry and create numerous jobs to help the economy recover.

A natural disaster would initially have a significant impact on a police budget. There would be significant overtime expended for the period of time necessary to provide search and rescue and retain order. In the long run, a department's budget could suffer greatly due to lack of revenue produced by businesses. Lack of visitors, either to a resort area or a shopping area, could reduce the need for police services, thereby causing a reduction in police personnel.

EVENT TWO



REDEVELOPMENT AGENCY BANKRUPT

FIGURE 8

E-2. Redevelopment Agency Bankrupt. The probability of the redevelopment agency going bankrupt by 1995 was given a factor of 40. The NGT panel Group felt that the cost of redevelopment had the potential to exceed the bonds sold. They also believed that if the agency did not go bankrupt within the first five years, bankruptcy probably would not occur since the agency's financial commitment should be up after five years.

Bankruptcy of the redevelopment agency would have a significant impact on police services since it would cause many projects to be abandoned and create additional police patrol problems. In addition, significant revenue to support police services would be lost due to lack of tax base available on incomplete projects.

Police budgets could suffer significantly due to loss of revenue to a city. A major concern is that a city may not be able to repay its redevelopment bond obligation which would bankrupt the city and cause the police department to disband.

EVENT THREE

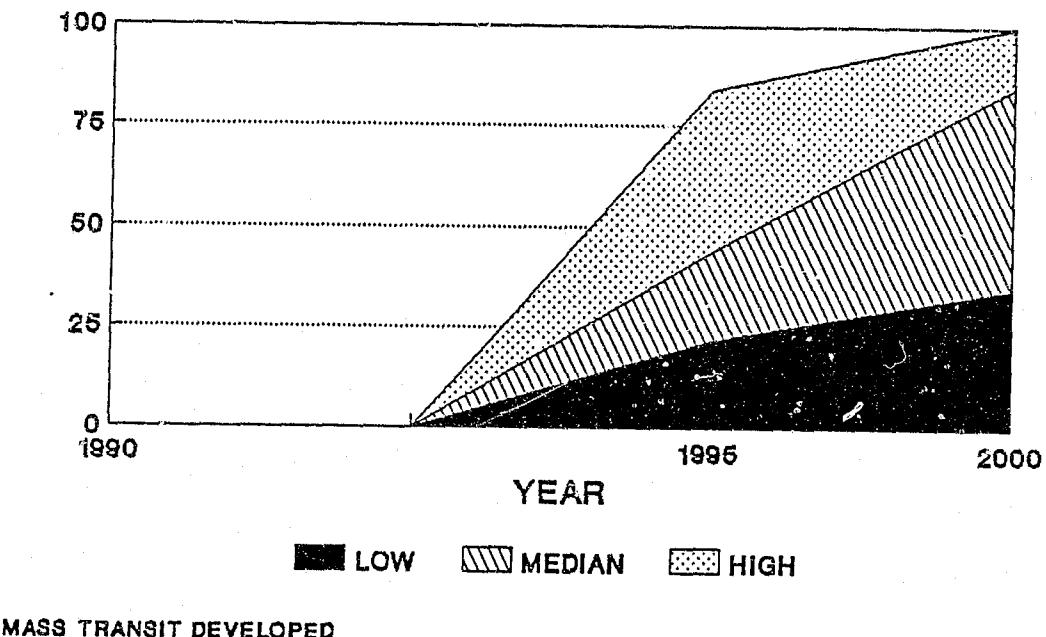


FIGURE 9

E-3. Mass Transit Developed.s In any urban area the need for a efficient mass transit system is a basic necessity Californians are beginning to appreciate. During the planning stages of redevelopment or development, serious consideration must be given to a mass transit system. The NGT panel felt that any type of redevelopment planning would suffer greatly until such time as mass transit entered the picture.

This event would have a significant effect on other trends and events, especially with respect to the areas of traffic congestion, potential fuel crisis and efficient movement of people. The panel felt that, if adequate mass transit was included in the redevelopment plan, it might ease pressures on law enforcement by reducing traffic congestion. The panel expressed concern, however, that it might be difficult to persuade residents to give up the flexibility of automobile transportation and shift to the rigid schedule required in mass transit.

EVENT FOUR

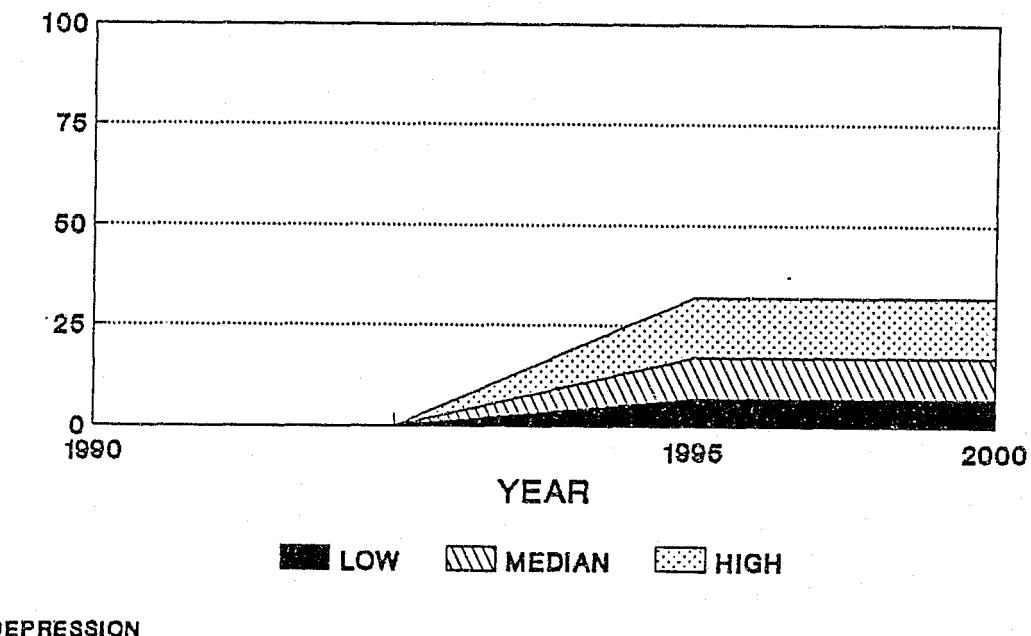


FIGURE 10

E-4. Depression. While a mild recession would have a temporary negative effect on a resort community's redevelopment, the panel felt that a depression would have a disaster-type impact upon it. A national depression would effect a community redevelopment and would have a significant effect upon a police department. Tax revenue which supports police budgets would be reduced and crimes of theft and fraud could add additional workload on police, while at the same time a reduction in personnel would be taking place. During times when family finances are tight, the first luxury to be cut is normally the expensive vacation. In a community dependent upon tourism for its existence, the redevelopment projects would virtually grind to a halt. It was the belief that the chances of this even occurring were slim, but the potential was there throughout the next ten years. This is another of those events that the local community has no control over but most respond to it if it were to occur. Other negative aspects considered were the loss of jobs by many residents which would cause them to move from the area. A positive side would be that more housing would become available, and there would be a decline in school enrollment and fewer citizens requiring police services.

EVENT FIVE

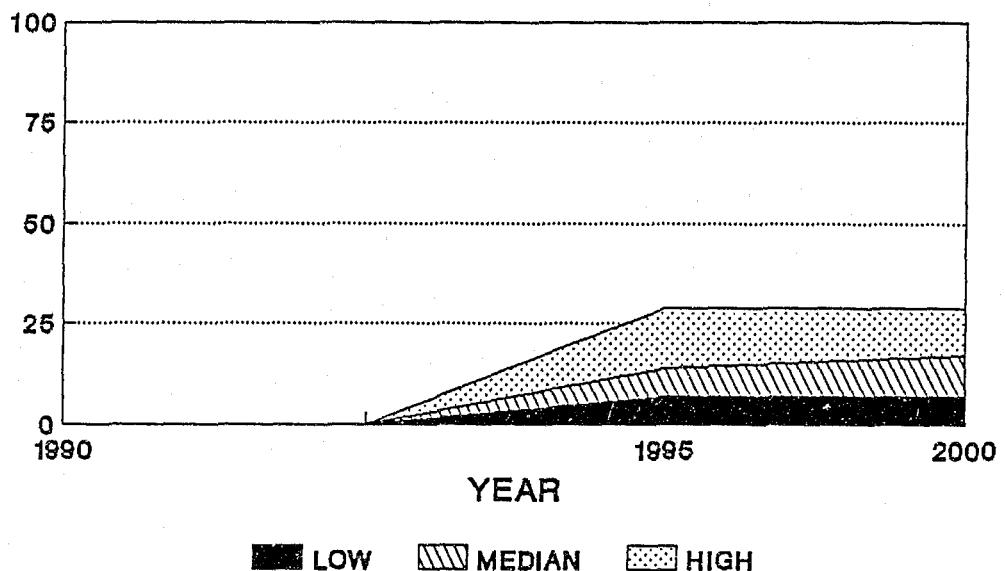


FIGURE 11

E-5. Fossil Fuel Crisis. This event appears to have the potential for occurring the soonest because recent events in the Middle East make it obvious that the United States may be facing a repetition of the events of 1973. At this writing, it appears that oil prices are likely to increase, an issue that can have far-reaching consequences both in terms of gasoline prices and in terms of the national economy.

The panel was prescient in identifying the risks of possible war in the Middle East. This has in fact happened since these ratings were made, and as a result gasoline prices have increased as much as 25% and may go higher. The recently-passed 5-cent a gallon tax on gasoline will exacerbate this problem and lead people to reduce automobile use, especially use that involves the luxury of travel.

These events are likely to impact tourism by reducing the amount of driving California (and out-of-state) residents are willing to do. In turn, this will create hardship for local residents, especially the younger, less educated who are employed by travel industries such as motels, bars, restaurants, and resort services such as the recreational skiing industry. Domino-like, these developments are likely to cause increased need for law enforcement services since some of these personnel are likely to turn to illegal methods of maintaining their income (e.g. burglary, dope dealing).

This series of events would impact law enforcement in two ways. First, the tax base dependent on transient bed taxes and other local services would be reduced, making it more difficult to finance law enforcement. Second, the local recession might force a halt in community redevelopment projects, creating the need for both police protection of unfinished projects. Third, the unemployed tourism service workers and unemployed construction workers might well turn to unlawful means of making money, thereby increasing the need for community police protection. Armed robbery, burglary, fuel theft, and blackmarket fuel sales would undoubtedly increase, as might drug traffic.

The effect on mass transit would probably be minimal outside of the potential of an increase in fares arising from higher gas prices. Law enforcement would feel the same pinch, complicated by the need for greater funds on a probably reduced departmental budget. The only positive aspect would be a reduction of air pollution and traffic congestion.

In retrospect, it appears that perhaps the panel's choices of events may not have been of the best since only in the case of the mass transit issue did the median value surpass 50% by the year 2000. This is particularly evident in the cases of Events 4 and 5 (Charts 10 and 11), though perhaps events that have taken place since the ratings were made tend to validate the choice, if not the ratings. Middle East events have pushed prices up more than 25% for many grades of gasoline, inflation appears to be on the horizon, and economists are expressing concern about a serious recession if not something worse. It is therefore quite possible the ratings made several months ago are now out of date.

CROSS IMPACT ANALYSIS

A cross-impact analysis was completed by the NGT panel to determine the relationship between the trends and events that had previously been identified. This was done through the use of a cross-impact analysis chart. (Chart 3) The trends and events were plotted on the chart, and the panel was asked to review each event and to determine what impact it would have on other events and trends if it were to actually occur. The actor events are described below.

Event 1. If a natural disaster were to occur, it would have the greatest impact of all the events. The panel felt that a natural disaster would create such an economic cost to a community that financial resources would be diverted from other projects such as mass transit development. The potential destruction would greatly reduce tourism which, in turn, would be a significant loss of revenue to repay redevelopment bonds. On the positive side, the group believed that following the initial impact of a natural disaster, police calls for service would be reduced as would traffic congestion due to less tourists. A positive trend would be the availability of more affordable housing due to many service workers leaving the community due to lack of employment.

Event 2. The bankruptcy of a redevelopment agency would have little effect on other events other than a 10% less chance that mass transit in a community would be completed due to the potential of less ridership. It would have a impact on police

services because abandoned buildings would become attractive nuisances, which would create new crime problems as havens for the persons originally displaced by redevelopment.

Event 3. The NGT panel felt that the development of a mass transit system in a community could be negatively affected if the redevelopment agency went bankrupt due to potential loss of funding and riders. A fossil fuel crisis may also have an effect due to higher costs of operation; however, on the other side, more commuters might abandon their love for the automobile and opt for mass transit. As far as its impact on identified trends, the group felt there could be a increase in crimes against the person on mass transit and an increase of property crimes in the mass transit parking lots. Bringing additional tourists into the area also has the potential for increasing police calls for service. Traffic congestion would be reduced in the service area which would also have the side effect of reducing air polution.

Event 4. A nation-wide depression would have a significant impact on two other events: redevelopment agency bankruptcy and mass transit development. Funding would dry up as well as visitors would not be able to afford to spend money to visit new areas. Three trends would actually be reduced if this event were to occur: there would be less traffic congestion, less tourists, and, therefore, fewer calls for police service.

Event 5. A fossil fuel crisis would affect many aspects of the states economy due to the higher cost of fuel and the possible lack of its availability. It would most likely force commutors and tourists to use mass transit and possibly require local and state governments to make mass transit a high priority.

Two trends would decrease due to lack of fuel. They would obviously be traffic congestion and tourism. While these two reductions may reduce police calls for service, the NGT panel felt this reduction would be balanced by a increase in fuel related theft crimes, which would put a additional demand on police service.

CROSS-IMPACT EVALUATION

Suppose that this event
actually occurred

..... How would the probability of the events
shown below be affected?

How would the level of these
trends be affected?

	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1		+60	+50			-10	-20	-50		+20	6
E-2			-10			+10		-20		-20	4
E-3		-20			-10	+ 5	-25	+20			5
E-4		+50	+20			-15	-20	-40			5
E-5		+10	-10	+20			-40	-30			5
	0	4	4	1	1						

- E-1 Natural Disaster
- E-2 Redevelopment Bankrupt
- E-3 Mass Transit Developed
- E-4 Depression
- E-5 Fossil Fuel Crisis

- T-1 Police Calls for Service
- T-2 Traffic Congestion
- T-3 Tourism
- T-4 Changing Demographics
- T-5 Affordable Housing

CHART 3

SCENARIOS

Scenarios are narratives which are used to describe a possible future based upon identified trends and events. They bring together both hard and soft projections in order to predict a possible future. They provide a way of examining forecasts if they actually occurred and allow for future planning by thus envisioning the future. One can therefore develop a strategic plan to make a selected scenario become a reality less likely to contain surprises.

These scenarios were written using as a model a medium-sized municipal police department in a mountain community, where the primary industry is tourism. The same concepts, however, can apply in any medium-size city undergoing community redevelopment in California.

The first scenario is written in the normative mode and is "feared but possible." It assumes that the outcome is undesirable but possible if city administration and the police manager do not develop a strategic plan.

The second scenario is also written in the normative mode but assumes that the police manager has had the vision to plan for the future and the outcome is "desired and attainable." This scenario is also based upon the trends and events that were developed in Part I of this study.

The third scenario is written in the hypothetical mode and provides for an alternative path of development by using assumptions that the professional police manager will use all data to develop a future-oriented approach to the law enforcement

strategic plan that is part of the overall community redevelopment plan. Information from this scenario will be used as the basis for the strategic plan and transition management plan portions of this study. It was selected because it provided a future that maximized future planning by the chief of the department. The central focus of the scenario is on the fact that the chief used all data available to him to plan effectively for the future.

POLICE SUFFER FROM LOW MORALE

SCENARIO NO. ONE Normative

(Feared but Possible)

Chief Chrisjon grimaced as he looked at the calendar on his desk. It was Friday May 28th, 1995, the beginning of the heaviest tourist season in the Sierra community of Bear Creek. The population swells from 25,000 to 150,000 during the summer months.

Over the past five years the population, the calls for service, and the crime rate had soared. Had he known the problems he would inherit when he took the job five years ago, he would not have accepted the position. Rundown hotels, motels, and single family residences have been torn down and new multi-story structures erected in their place. Careful attention was given to aesthetics over the past five years of re-development, but none to the changing needs of law enforcement or the effects of redevelopment on law enforcement budgets.

The city council, which doubled as the re-development agency, took great pains to see that all structures were built in a similar architectural style, used the same basic materials and color schemes. Unfortunately, no input was either solicited or accepted from the police department. This was not the case elsewhere, as Chief Chrisjon had learned to his chagrin at a recent county-wide conference of police chiefs and county sheriff department officials. The coast community, San Christobal, had

undergone a similar redevelopment in the same period of time and law enforcement officials had played a major part in the planning process. The San Christobal Police Department was among the first city agencies to receive copies of architectural plans for the proposed development. The department was able to comment on security lighting, traffic flow, safety hardware for structures, the impact on the general fund the proposal would have, what new additions to public safety units this proposal would necessitate, and a variety of other pertinent issues. The result was that traffic had remained manageable during the reconstruction phase and afterwards, crime had remained at pre-construction levels and criminal investigation had been adapted to fit the requirements of the new population brought in by the project.

As Chief Chrisjon rose from his desk and glanced out his window, which faced the main highway through town, he wondered how different the view he was now seeing might be if only the city fathers had had the insight to consult with the police department before enacting their grand schemes. He wondered if the felony crime rate, which has risen 57 percent in just five years, would be different. He wondered if the traffic, which was so dense that it moved at a snails pace even in off peak times, would be more manageable if the mass transit to and from major points of interest had been put into practice. He wondered too if there was anything that could have been done to make policing a town made up of transient victims, transient witnesses, and transient suspects any more manageable.

The frustration which the Chief felt was underscored by the

dismissal of a recent case involving a cat-burglar named Jason Prindle. Prindle had been victimizing tourists for over two years, mostly by breaking and entering their hotel rooms and taking whatever valuables were readily available. On one occasion he entered the hotel room of Martha Donnelly and her husband, both in their late 70's, from Sun City, Arizona. Prindle had thought the room to be vacant but discovered Mrs. Donnelly asleep on the bed when he entered the room. Mr. Donnelly was downstairs in the coffee shop. When he returned he was shocked to find that his wife of 47 years was badly battered and all their valuables stolen. Because the Donnellys were visitors to their community, this act had a strong impact on the tourist trade. When Prindle was later apprehended trying to pawn a watch belonging to Mr. Donnelly, the community breathed a collective sigh of relief. Because Mrs. Donnelly was afraid to return to the resort community and therefore did not appear for a scheduled "line-up" of subjects which included Prindle, the case was dismissed. If the Donnellys had been permanent residents, then Prindle would be on his way to prison instead of prowling the streets looking for new victims.

From a law enforcement standpoint, the failure to involve the police department in the redevelopment planning process had had devastating effects on policing the community. Aside from the fact that it is difficult at best to recontact victims, witnesses and suspects in a predominantly transient community, it is also very difficult to foster a feeling of allegiance among the officers towards the community. The inability to identify with the community is strained even more by the constant reminder of

the council and chamber of commerce that the police officer's job is directly related to the tourist trade and that they are to take extraordinary steps to insure that tourists are treated "nicely." Many tourists know this policy and take advantage of it by giving the police officers unwarranted abuse during encounters with them. Due to the recent economic depression the officers are much more tolerant of unruly behavior than they ought to be, but they all recognize the value of tourists to their community.

Chief Chrisjon returned to his desk and looked at the notes of the last council meeting. During that meeting he had been given a mandate to find a way to halt the rising crime rate, deal with the influx of traffic, and improve the morale of the department. The answer to him was simple, all he needed was a time machine which could transport him back to the time when the plans for the redevelopment of the city were first initiated. Since this was impossible he wondered if there was another small mountain community with a better planning process and the insight to involve a wide array of city departments in the beginning stages of redevelopment. He wondered too if that unknown community had a current opening for a chief of police.

POLICE SERVICES DECLINE

SCENARIO NO. TWO Normative

(Desired and Obtainable)

Chief Chrisjon poured over the statistical analysis of his first five years as the chief of police of Bear Creek, a small mountain community in the Sierras. With tourism as its main source of income the city had undertaken a program of redevelopment in 1990 to remove some of the decaying areas of the town which were unsightly and detracted from the tourist trade.

The city council had given special attention to the aesthetics of the "new look" for their town. Each new development had to pass an architectural review committee and only materials, colors, and motifs approved by the committee could be used in the redeveloped area. In addition to the concerns for the looks of the town, the council also expressed some concern for the problems that redevelopment would bring to the police department.

The redevelopment of the downtown section of the city took into consideration the anticipated additional traffic that additional tourists were bound to bring into the community. For this reason the traffic signals were computerized and phased to facilitate the most orderly flow of traffic. Even with this device the traffic was bound to increase dramatically, and this would almost certainly mean more traffic accidents. The council therefore authorized the chief to hire four new officers to work

primarily traffic details.

The crime rate had risen by 22 percent which was certainly alarming but understandable considering the heavy influx of increased tourists over the past five years. Still, Chief Chrisjon wondered if more of the proactive approach had been taken during the planning stages, could the crime rate have been any lower?

The city council had been willing to hire additional personnel for traffic and to purchase a new computer for automated signals, but they bent to the pressure of the developers who insisted that security hardware and lighting were cost-prohibitive and detracted from the aesthetics.

Chief Chrisjon had proposed the use of video equipment to tape line-ups and interviews as well as for arraignments to deal with the increasing problem of losing track of victims, witnesses, and suspects. This approach was perceived as "too futuristic" and not very frugal.

By the city council's failure to adopt these ideas, the police department still experienced a feeling of detachment from many of those they served and were constantly frustrated at the difficulty of prosecuting cases with a transient population.

The actions of the city council, sitting as the redevelopment agency, had been relatively frugal in their expenditures as they affected city service departments. The actions they took, as they were so proud to often point out, greatly increased the tourist trade in the community at low cost. What they failed to realize was the impact of increased demands

for services on the town's public works and public safety departments of the city.

ALL-AMERICAN CITY

SCENARIO NO. THREE Hypothetical (What If)

There were smiles on all the faces of the various city officials in attendance at the Bear Creek council meeting. From the public works director to the city engineer, the pride of accomplishment was evident in their eyes. Chief Chrisjon shared their pride in the city in the Sierras that was about to receive the prestigious "All-American City Award for Year 2000."

Ten years ago Chief Chrisjon had been instrumental in forging a partnership with the redevelopment agency. His expertise in the area of traffic, security, and crowd management had been taken into account in all development decisions. The chief had lobbied hard for the development of a mass transit system which had resulted in greatly relieving pressures from the growing tourist trade by minimizing its effect on traffic in the city streets.

There were some skeptics in the city government who at first tried to resist the chief's attempt to gain influence with the redevelopment agency, but over the years even they came to understand the symbiotic relationship between development and police department programs. There was a definite correlation between the orderly flow of traffic, the feeling of security of the tourist, and the number of tourists attracted to Bear

Creek. As the redevelopment board addressed more and more of the problems of the community with police department input, the cleaner and safer the city appeared to tourists. The safer and more orderly the city appeared to tourists, the more tourists were attracted to the community, thus making more money available for the general fund and for redevelopment programs. It was a spiraling and inter-connected relationship.

Even though the nation as a whole was experiencing a slight recession, Bear Creek was continuing to prosper. Even in the worst of times people had to have a place to get away to; they just became more selective. With the numerous improvements to their community, the Bear Creek governmental officials had done their best to assure that tourists would continue to visit the community and therefore the community's own economy would be strong.

One of the improvements made to the city through the redevelopment agency was the strengthening of city ordinances designed to make the developers in the town more responsive to and better prepared for natural disasters. All new structures had to be made of fire resistant material, and new earthquake preparedness measures were built into all new developments. These measures were the main reason why the city faired so well two years ago when the Sierras locally were struck by a 6.2 earthquake. The damage to other communities was significant, but in this community there was only a temporary disruption of service. Police and fire personnel responded quickly and efficiently to the emergency, and both the local and national press commented on how prompt and thorough their response had

been. This resulted in increased feelings of confidence in the community that was in turn translated into increased tourism.

Indeed, change is inevitable, but it need not be unpredictable or disruptive. Chief Chrisjon took pride in his contribution to the winning of the "All-American City Award," and rightly so. He had had the foresight to become involved in what some of predecessors might have considered outside of the realm of traditional law enforcement activity. He wondered what his community would look like without the department's involvement in the redevelopment process, but he was sure he would not want to live with the answer.

**OBJECTIVE II
STRATEGIC PLAN**

OBJECTIVE II

STRATEGIC PLAN

Statement

This portion of the study develops a strategic plan which is based upon Scenario Number 3 in the previous section. A mission statement will be developed along with plans and policies that will make it possible to plan for the future using identified trends to direct desirable future events. If the futures research is not accurate, the worst case scenario may materialize instead of the desired one.

Methods: Identification

The strategic management plan was developed through the use of a WOTS-UP analysis using the brainstorming method. The group chosen was the same as that used for the NGT panel with two additional members. The total panel consisted of the original NGT panel plus a sheriff's captain and a private security consultant.

This group performed the WOTS-UP analysis, identified policy considerations, and did the capability and stakeholder analyses. Through the stakeholder analysis, "snaildarters" were identified who could have a negative impact on the plans. This same group was used for the Modified Delphi Panel that selected the most desireable policies and strategies and performed the Stratetic Assumption Surfacing Technique (SAST).

Methods: Implementation

A macro and micro mission statement will be developed which communicate the values and strategies of the plan and will serve as a guide for the implementation of the strategic plan. A model police agency will be developed in order to effectively utilize a mission statement. In this case the model will be that of a medium-sized local municipal department in a mountain area which serves a large tourist population. Although this model uses tourism, the same concept can be applied to similar-sized agencies throughout California by substituting commuters or shoppers for tourists. The identified trends and events that were previously listed could be transplanted to any other department.

MISSION STATEMENT

An organization's mission statement is its basic reason for existance. It expresses the values of the organization and is the foundation for strategies and decisions. It guides behavior to insure consistency.

The same principle applies to this futures study. The following macro and micro mission statements have been developed for a medium sized police agency relating to the issue of community redevelopment.

Macro Mission. To provide a model that will enable law enforcement to share in community redevelopment project planning so that police department effectiveness remains high both during reconstruction and after the project is complete.

Micro Mission. The following micro-missions must be accomplished to accomplish the macro-mission stated above. They involve planning to provide the following:

1. Additional law enforcement funding to offset loss of tax revenue while the reconstruction project is in process.
2. Interim funding for additional law enforcement services required during the removal of existing buildings and construction of new facilities.
3. Law enforcement funding for additional police department services created by the new buildings and other facilities created by the redevelopment project.

4. Law enforcement entry into community redevelopment planning to maintain police department ability to handle new traffic patterns created by the project.
5. Law enforcement input into safety and crime prevention aspects of redevelopment planning.
6. Necessary capital outlay to enable law enforcement to deal with different patterns of criminal activity created by the redevelopment project.

SITUATIONAL ANALYSIS

Using the WOTS-UP analysis technique the members of the Analysis Panel identified the following weaknesses, opportunities, threats, and strengths of the plan.

Internal. Members of the department might find themselves at a disadvantage operating outside their own areas of expertise. They would be working with experts on far more familiar ground than in the areas of aesthetics, for example, and possibly have difficulty in understanding the concepts employed by the specialists in the redevelopment team.

External. Law enforcement officials might find themselves faced with unfamiliar conceptual problems. For example, they might have difficulty understanding the importance to architects of the use of light, fearing that an interplay of light and shadow that was desirable aesthetically would provide cover for criminal activity. The law enforcement group were therefore having difficulty reaching workable compromises. As can be seen the internal and external weaknesses are linked by conceptual strangeness across specialties.

OPPORTUNITIES

Internal. The plan would enable law enforcement officials to maintain fiscal stability for the department. In addition, it would provide them with a chance to engage in long-range

departmental planning for the community changes created by redevelopment.

External. The plan would enable the department to cope with the external demands of the community and to maintain community respect through continual effective service.

THREATS

Internal. The type of open planning contemplated involves, for law enforcement officials, an exercise in risk-taking. Police officials tend to be conservative by nature and many of them prefer to consider crime detection techniques of a confidential nature which might be difficult for them to engage in.

External. Law enforcement negotiations might find it difficult to justify the importance of certain police practices to redevelopment planners not familiar with police problems with traffic, crowd control, and crime control. As with the reaction on weaknesses, this issue involves the matter of the different conceptual frameworks brought to the task.

STRENGTHS

Internal. Law enforcement officials would be able to compete effectively for the funds required to maintain police effectiveness both during the redevelopment process and after the project was complete. In addition, the plan would enable the police department both to have input into and to adapt to the short - and long - range planning processes.

External. The plan would enable law enforcement to hold open dialog with redevelopment planners. Police officers would be able to point out errors in planning as they related to traffic flow, crowd control, and crime prevention.

UNDERLYING PLANNING

The law enforcement agencies involved will have to constitute themselves as a planning team to both hear and make presentations with respect to the redevelopment plan. The department will have to be prepared to engage in both short and long-term planning to keep abreast of the overall plan as developed and to make counter proposals if the department foresees difficulties in the plan as proposed. This would involve a major commitment on the part of the agencies involved, but one that would pay big dividends.

Capability Analysis

Using the South Lake Tahoe Police Department as an example, the same group that did the WOTS-UP analysis examined the capability of the department to carry out the plan.

The percentage values shown in Chart 4 on the following page are the median values selected by the panel discussed earlier. They indicate the percentages of the various city entities and capabilities that fall into the rating scale categories shown on the chart.

As can be seen, considerable preparation will have to be made before the department is ready for the negotiations suggested. Very few of the categories shown on Rating One are above average, and a number of the percentages fall below average, though not seriously so.

As with Chart 4, the figures shown in Chart 5 on page 55 show the percentage ratings given to the various categories across the rating scale provided at the top of the page. The figures shown are the median of the ratings given by the panel.

On Rating Two, with respect to mentality and personality 80% of the top managers were seen as seeking related change while 20% are in the highest category, seeking novel change. The managers appear to possess the skills and talents, though they fare slightly less well with respect to knowledge/education.

With respect to climate, the picture is within an acceptable range. Cultural Norms show that 80% is either at or above the average. Rewards/Incentives and Power Structure present a similar picture in that at least 60% in each case are above the midpoint, with only 20% below it.

Organizational Competence shows that real problems exist. The structure does not appear to be at all amenable to change, though resources are basically average and above. Middle management appears to be in the best condition with respect to the model plan in question, but 60% of line personnel are below the average. This issue, as will be seen, can be serious with respect to the Police Association (the police union) acting as a snaildarter among the stakeholders.

STRATEGIC NEED AREA:

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need
- II Better than average. Suitable performance. No problems
- III Average. Acceptable. Equal to competition. Not good, bad
- IV Problems here. Not good. Deteriorating. Needs impr.
- V Real cause for concern. Situation bad. Crisis.

Category	I	II	III	IV	V
Manpower		20%	60%	20%	
Technology	—	20%	60%	20%	—
Equipment	—	30%	60%	10%	—
Facility	—	10%	60%	30%	—
Money	—	10%	70%	20%	—
Calls for Serv.	—	10%	60%	30%	—
Supplies	—	80%	—	20%	—
Mgt. Skills	20%	60%	20%	—	—
P.O Skills	—	60%	20%	20%	—
Sup. Skills	20%	40%	40%	—	—
Training	—	80%	20%	—	—
Attitudes	—	80%	20%	—	—
Council Supp.	20%	60%	20%	—	—
City Mgr Sup.	60%	20%	20%	—	—
Specialties	—	10%	60%	30%	—
Mgt. Flex.	—	80%	10%	10%	—
Sw., N.Sw. Rat.	—	80%	20%	—	—
Pay Scale	—	—	20%	80%	—
Benefits	—	10%	70%	20%	—
Turnover	—	90%	10%	—	—
Comm. Support	20%	20%	50%	10%	—
Complaints Rec.	—	10%	80%	10%	—
Enf. Index	20%	60%	20%	—	—
Traffic Ind.	20%	60%	10%	10%	—
Sick Leave Rte.	—	10%	80%	10%	—
Morale	—	20%	60%	20%	—

CAPABILITY ANALYSIS

RATING TWO

STRATEGIC NEED AREA:

Instructions:

Evaluate each item for your agency as to what type of activity it encourages.

I	Custodial	Rejects change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Flexible	Seeks Novel Change

Category:

TOP MANAGERS

Mentality, Personality	—	—	80%	20%
Skills, Talents	—	—	40%	60%
Knowledge/Education	—	20%	60%	20%

ORGANIZATIONAL CLIMATE

Culture/Norms	20%	40%	40%	—
Rewards/Incentives	20%	20%	60%	—
Power Structure	20%	20%	60%	—

ORGANIZATION COMPETENCE

Structure	20%	40%	40%	20%
Resources	—	20%	40%	20%
Middle Management	—	40%	20%	20%
Line Personnel	20%	40%	40%	—

Strategic Assumption Surfacing Technique

A Strategic Assumption Surfacing Technique (SAST) was used to identify those persons or organizations that were likely to be affected by the issue, either positively or negatively. In addition, "snaildarters", (persons or organizations whose interest, though not immediately apparent, could cause difficulties in carrying out the plan) are identified below.

The same group used in the WOTS-UP analysis selected a total of 26 stakeholders who might have an interest, either positive or negative, in the operation. The group then rank ordered them and selected the 10 stakeholders or snaildarters that were considered to be the most important.

Those identified as either stakeholders or snaildarters are shown below. Snaildarters are identified with an asterisk (*).

Police Chief	News Media
Chamber of Commerce	Building Developers
Displaced Business Owners*	Police Officers Assn.* (union)
Local Taxpayer Assn.	City Manager
Redevelopment Manager	City Council

Stakeholder Analysis

The section below is provided to explain the positions most likely to be taken by each of the stakeholders. They are listed in the order of their involvement with the project.

The Chief of Police

Since the Chief of Police is responsible for the functioning of the Police Department, he is likely to be in favor of a plan that will make it possible for him to obtain the best possible financing for his department and maintain the highest possible level of service to the community as a whole.

News Media

Since the news media are generally the conscience of the community, they would most likely approve the plan, at least in principle. Although it is possible that they might not agree with everything that the police department would try and obtain during the negotiations, they would undoubtedly approve the plan in principle.

Chamber of Commerce

Depending on the politics in the Chamber of Commerce, the Chamber might either approve or disapprove the plan. As will be suggested below, those who have a financial stake in the enterprise, either negative or positive, will tend to support their own financial interests. Therefore, those like the displaced business owners who stand to lose from redevelopment or building developers whose costs might be increased by police insistence on safety measures might well oppose the plan. On the other hand, members of the Chamber who stood to benefit from measures designed to reduce traffic congestions and make the streets safer for the citizenry would be likely to support the plan.

Building Developers

As was suggested above, building developers, those who actually are responsible for the construction created by the redevelopment project, might well view the police involvement in the planning process with mixed feelings. Those with vision would recognize that, in the long run, police involvement would be beneficial for the community as a whole, and therefore for them as well. Those motivated by greed would be likely opposed to the idea, since unquestionably the police would support safety measures both inside buildings or on the street that would increase costs and decrease their profit. Thus, this group may be expected to have a mixed influence on negotiations.

Displaced Business Owners

Any redevelopment scheme involves forced sale of property within the area to be redeveloped. Frequently, this means that existing business are forced to close either because the owners cannot find usable space elsewhere or because their location (for example lake or river front property) is unique. These members of the community might well, out of spite, try and block any and all moves that would be likely to improve the results of redevelopment. This group falls into the snaildarter class since their interest in the issue is not immediately apparent and the

Police Officers Association

The Police Officers Association may also be considered in the snaildarter class since their interests are not immediately obvious, and their pressure is likely to be exerted behind the scenes. Since they are chiefly interested in police officer comfort, they are likely to view developing negotiations between the police department and the redevelopment committee from that vantage point entirely, and have the interests of the community at home much less at heart.

Local Taxpayers

Like the newspapers, the local taxpayer association plays a watchdog role in the community. In general the group would be likely to have a positive view of police department input into redevelopment. On the other hand, the police department might well find them opposing specific recommendations that would be likely to have a budgetary effect unless they could be convinced that the money spent was in the community interest in the long run. This, therefore, is a group that would have to be courted carefully.

Redevelopment Manager

It is entirely possible that the redevelopment manager would be opposed to police invasion of his territory, though, as with certain other groups it would depend on the manager's personality. If he realized that the process would ultimately result in advantage to him in terms of improved reputation, he would welcome the idea. If he regarded police involvement as simple officious meddling, then he would be likely to oppose the idea.

City Council

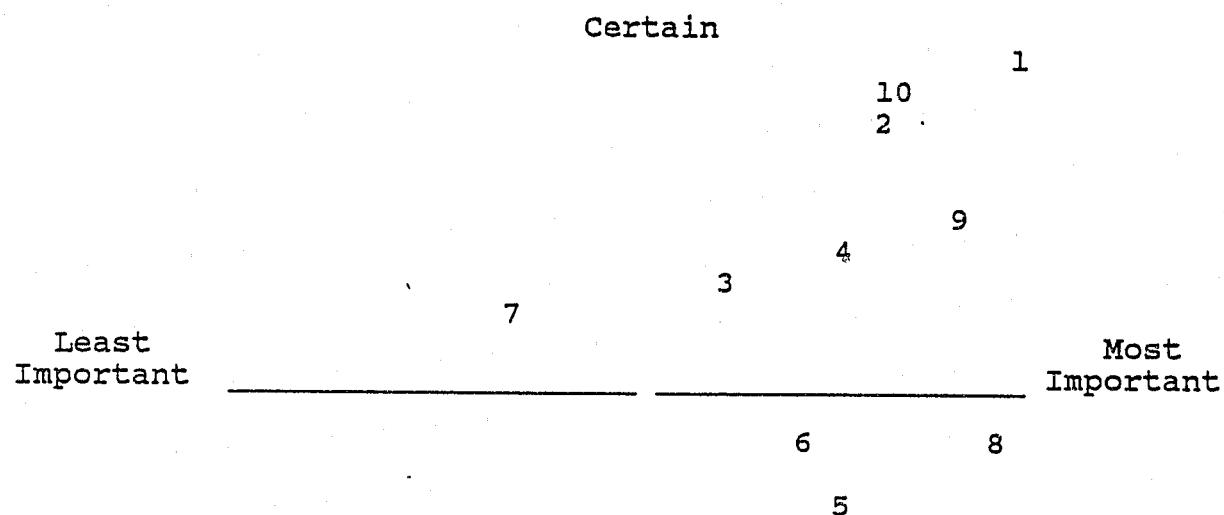
Their position is going to depend heavily on politics. First to be considered is their relationship with the police chief and with the department in general. The balance of their actions will depend, at least to some extent, on this issue. Outside of this basically internal realm, the city council is responsible to almost all of the other stakeholders listed above, which means that their approval/disapproval will depend in large part on the kind of pressures placed on them by these groups.

City Manager

The city manager is in somewhat the same position as the city council in that he is central to the departments in city administration. He is likely to be politically motivated to see the project succeed on a long-term basis, but at the same time it is also possible that he will be territorial about the project. His stance may also be ambivalent because he must run interference between the council and city departments, and between the city departments themselves.

The Strategic Assumption Surfacing Technique Chart

The below chart identifies the stakeholders and charts their positions on the issue at hand. They are plotted on the chart in two ways: horizontally insofar as their importance is concerned, and vertically with respect to the certainty of their position on the issue.



Uncertain

1. Police Chief
2. News Media
3. Chamber of Commerce
4. Building Developers
5. Displaced Business Owners
6. Police Officers Association
7. Local Taxpayers Association
8. Redevelopment Manager
9. City Council
10. City Manager

The Modified Policy Delphi

As was indicated earlier, the Modified Policy Delphi panel consisted of the members of the original NGT group with the addition of two other members of police administration (See the paragraph on Methods: Implementation, Page 46. This group was formed to develop, critique, and select the final policies to be included in the model plan. Panel members independently put forth recommended policies; the panel then ranked these policies and selected the following five policies based on the median ranking of each. The panel reached consensus on the five policies listed below as providing an effective model plan for enabling law enforcement to provide adequate input into the community redevelopment planning process.

Policy Options

1. Develop a committee consisting of the police chief, the city manager, and the head of the redevelopment agency to deal with the problems of financing the additional police requirements during and after redevelopment.
2. Develop a task force within the police department to deal with the planning aspects of redevelopment.
3. Provide the task force with the training required to understand the problems of redevelopment from the developer point of view.
4. Arrange for members of the task force to visit other police departments that have been involved in redevelopment.

5. Develop a committee consisting of representatives of the police department, the redevelopment agency and city management to engage in cooperative planning for maintaining law enforcement effectiveness during and after the project.

The group then identified the major strengths and weaknesses of each policy and charted their feasibility. Following that, they identified the pros and cons associated with each policy. These are discussed immediately below.

Policy No. 1 - Form Joint Finance Committee

Pro: Opens communication between the three entities so that communication can proceed on an ongoing basis.

Con: Requires that three department heads provide the time and staff at a time when all will be heavily engaged elsewhere.

Policy No. 2 - Develop Police Task Force

Pro: Enables police department to develop the expertise to discuss planning issues on a more equal basis with redevelopment staff.

Con: It may be difficult to identify police personnel who have the talent to understand the architectural, engineering, and financial issues involved.

Policy No. 3 - Provide the Task Force with Required Training

Pro: Will enable the task force to negotiate effectively.

Con: Will require departmental funds for training and remove personnel from their regular duties.

Policy No. 4 - Task Force Members Visit Other Departments

Pro: Will provide the task force with hands-on experience in

the problems of redevelopment as they impact law enforcement.

Con: Will require departmental funds for travel as well as taking personnel away from their regular duties.

Policy No. 5 - Develop Tri-Agency Committee

Pro: Will complement Policy 1 committee and enable law enforcement to communicate effectively with redevelopment.

Con: As with Policy No. 4, this aspect of the plan involves the expenditure of city funds and will either require overtime pay or take personnel away from their regular duties.

Implementation Strategies

The elements in the model plan have now been identified, described, and critiqued. The next step is to develop a strategic implementation plan to set the model in operation. Since the problems addressed earlier in this paper will not correct themselves without special attention, the elements in the model plan must be implemented in a climate that is amenable to orderly change.

Policy No. 1 - Form Joint Finance Committee

The police chief will have to convince both the city manager and the head of the redevelopment agency of the necessity for providing additional financing to enable the department to take care of its additional responsibilities when the tax base is reduced.

Responsibility: Police Chief, City Manager, Redevelopment

Manager.

Implementation Time: In formative stages of redevelopment planning.

Policy No. 2 - Develop Police Department Task Force

The police chief will have to select from the existing members of the police force those personnel with the education, rank, and talent both to benefit from the training to be received and to negotiate effectively with the other entities involved in the redevelopment plan.

Responsibility: Police Chief.

Implementation Time: In the formative stages of redevelopment planning.

Policy No. 3 - Provide Task Force with Required Training

The police chief will have to consult with the redevelopment planning committee to determine the type of training required for the task force to communicate with the redevelopment board. He will further have to work with the assigned chair of the task force in identifying and making arrangements with whatever consultants or educational institutions can provide the training.

Responsibility: Police Chief, Task Force Chair

Implementation Time: Six months prior to planning stage of redevelopment.

Policy No. 4 - Police Task Force to Visit Other Departments

The police chief or the chair of the task force will have to make arrangements with other police departments who have been

involved in redevelopment to have the task force meet and confer with them.

Responsibility: Police Chief, Chair Task Force

Implementation Time: At the completion of Task Force special training.

Policy No. 5 - Development of Tri-Agency Committee

Probably based on discussion initiated under Policy No. 1, the police chief will have to persuade the city manager and the head of the redevelopment agency of the necessity for full police partnership in the redevelopment process. He will then have to work with those two departmental heads to introduce members of the police task force into the various subcommittees of the redevelopment agency planning staff so that they can provide input.

Responsibility: Police Chief, City Manager, Head of Redevelopment Agency.

Implementation Time: At the outset of redevelopment planning.

Program Objectives

The purpose of this study is to provide a model plan that will enable law enforcement to provide effective input into community redevelopment planning in order to maintain police effectiveness in the community. The identified objectives, listed as issues in general terms in the early pages of this paper, are to reduce the negative financial effects of redevelopment on police budgets and the maintenance of effective

law enforcement during and after redevelopment. More specifically, the objectives, listed earlier as micro missions are as follows:

1. To provide, through adequate consultation between the police department and the agencies involved in redevelopment planning, adequate financing for the police department during and after redevelopment.
2. To provide, again through adequate consultation between the police department and the agencies involved in redevelopment, sufficient communication between the three entities involved that effective police input can be made during the planning phase of redevelopment so that law enforcement effectiveness does not suffer either during or after redevelopment has been completed.

Program Methods

The program methods involve the use of committees or task forces comprised of members of law enforcement, city administration, and community redevelopment administration. The committees purpose is to provide effective communication between the three arms of city government. If these methods are effective, then the outcomes of Scenario No. 1 can be avoided and the desireable outcomes of Scenario No. 3 can come to fruition.

OBJECTIVE 3

TRANSITION MANAGEMENT

OBJECTIVE III:

TRANSITION MANAGEMENT PLAN

STATEMENT

The third objective of this study is to provide a transition management plan which will assist with the overall implementation of the model plan. The goal of this process is to prepare the personnel involved for the projected planning process. This will of necessity involve members of three administrative entities: the office of the city manager, the office of the redevelopment agency, and the police department.

METHODS: IDENTIFICATION

The introduction of the model plan will require a transition plan to prepare the personnel to be involved for the planning process. The steps to be taken involve the following:

1. Identify the Critical Mass, those who will be instrumental in creating the new planning process.
2. Prepare a readiness and capability analysis to determine the present state of the organization to accept the necessary change.
3. Prepare a commitment planning analysis to determine the level of commitment of the actors involved and the change, if any required of each to introduce the plan.
4. Prepare a description of a recommended strategy to be used in introducing the planning process.
5. Prepare a Readiness/Capability Chart to indicate the

levels of readiness and capability on the part of key actors.

6. Prepare an implementation technologies to be used in putting the plan into action.

CRITICAL MASS

The critical mass is the minimum number of actors and major officials in the community whose positive influence is required if the planning process is to be successful. The advisory panel originally identified a total of 26 stakeholders, a list that was later reduced to 10 for detailed consideration. Some of these, like the police chief and the city manager, were municipal officials. Others, like members of the chamber of commerce, were important to the success of the project because their support was important, but they were not actors themselves.

The chief actors identified for the planning process were the following: police chief, city manager, redevelopment manager, as well as members of the projected police task force. This last group was not included in the original group, but they are nonetheless crucial to the success of the project. Other municipal officials will be important to the success of the project, but they will act under the direction of the actors named above and therefore are not considered actors themselves.

Chief of Police

The chief of police is the chief actor in the process because he is the mainspring who must both prime the pump to get the process started and keep the process going through

negotiations with the various departments involved. In addition, he will have to take a major part in the choice and training of the police department task force that will be working with the redevelopment authorities.

City Manager

The city manager is second only to the chief of police in terms of importance for the project since, as the chief municipal administrator his cooperation will be essential if the model is to become operational. The chief will have to be able to convince the city manager of the importance of allowing law enforcement to provide input into the redevelopment planning process. Furthermore, the city manager must be willing to support the project aggressively to overcome any resistance put up either by the redevelopment administration itself or other individuals or organizations in the municipality.

Redevelopment Manager

Like the city manager, the wholehearted cooperation of the redevelopment manager is crucial to the success of the operation. If, as sometimes happens, the city manager doubles as redevelopment manager, the problem is simpler because he/she is more likely to recognize the importance of police input to the planning process. If this is the case, then, if this official feels territorial about the urban renewal planning process, he/she will be in a position to severely threaten the entire plan.

City Council

As the group responsible to the electorate as a whole, the city council's support is crucial since the city manager works under their direction. Once again, if the city council doubles as the group doing the planning for the redevelopment, the problem will be simpler since they more readily recognize the need for law enforcement input and are accustomed to working with the police chief.

Police Task Force

Though not actors in the sense that the responsible officials listed above, the police task force is a crucial element in the entire plan. The work they will be called on to do will probably be unlike any police duty they have every encountered, and their willingness to put in extra effort to understand issues outside their normal range of experience is very important. They must realize also that they are the ambassadors of the police department to areas where there may be some question about the relevance of their input. They will have to be both firm and tactful in their dealings with agency officials.

COMMITMENT PLANNING

CHART 7

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
CHIEF OF POLICE			0 —	→ X
CITY MANAGER			0 —	→ X
REDEVELOPMENT MANAGER		0 —		→ X
CITY COUNCIL		0 —	→ X	
POLICE TASK FORCE		0 X		

The chart on the previous page shows the current position (0) of the actors described above and the desired (X) position of each.

Chief of Police

Ideally, the chief of police should be in the "Make it Happen" position but if he is not, he ought at least to be in "Help it Happen" position. In either case, he must ultimately take the former position on the issue if he is to be able to lead effectively.

City Manager

The city manager must not be in the "Block It" position if the plan is to have any chance of success. He may begin in either the "Let it Happen," "Help it Happen," or "Make it Happen" position initially, but he must assume the "Make it Happen" position if the plan is to succeed. His positive influence is essential.

Redevelopment Manager

This actor is again crucial to the success of the plan. Given that he may well be territorial, he may be found either at the "Block it" or the "Let it Happen" position initially. Like the previous two administrators, he must be moved to the "Make it Happen" position if the plan is to succeed.

City Council

The city council, being a policy-making body, they will most likely be at the "Let it Happen" position at the start. However, since they may well have to allocate funds for the plan to ope-

rate, they will have to assume at least the "Help it Happen" position if the plan is to succeed. Should politics place them the undesirable "Block it" position, they must be moved to at least a "Let it Happen" stance.

Police Task Force

Because of their position in a quasi-military organization, the Task Force lacks the power to assume a "Block It" position; nor can they be in the "Make it Happen" position. Their most likely beginning position would be "Let it Happen," though the plan would go more smoothly were they able to assume a "Help it Happen" position. Skillful leadership on the part of the chief could probably accomplish this.

Recommended Strategy

Since to a great extent the issue contains a strong element of public relations, considerable preparation work must be done in advance of the publication of the plan. Many of these steps suggested below can be taken in parallel with the not inconsiderable publicity that will likely attend initial discussions of the urban renewal plan. As will be seen, the brunt of the preparation work will be borne by the chief of police. The following steps are suggested.

1. Police chief holds initial discussions with city manager and selected members of the city council.
2. Police chief initiates negotiations with the urban renewal chief administrator.
3. Police chief discusses the important issues with the editor

- newspaper with the intent of generating favorable publicity.
4. Once the police chief has arranged for a favorable climate, he chooses the members of the task force and arranges for their training.
 5. Police chief arranges for regular financial discussions with the city manager and urban renewal administrator regarding the issues of police funding during and after completion of the renewal project.
 6. The chair of the police task force arranges for and holds regular planning sessions with the urban renewal staff.

Responsibility Charting

The most difficult phase of creating change is that time between the formulation of a plan and its implementation. This is particularly true in this case because it involves the need for the right kind of publicity and for the delicate handling of administrators who may well be territorial about their responsibilities.

Responsibility Charting (RASI) is one method of identifying and tracking the activities of those who must carry out the work. The responsibility chart shown on the following page contains a description of the various tasks involved and an indication of who is responsible for them, whose approval is required, whose support is necessary and who should be informed. The chart also shows the interplay between the various actors.

The chief bears chief responsibility for much of the initiation of the planning process. He initiates the first descriptions with the city manager and the head of the redevelop-

RESPONSIBILITY CHART

R = Responsibility (not necessarily authority)
 A = Approval (right to veto)
 S = Support (put resources toward)
 I = Inform (to be consulted)
 - = Irrelevant to this Item

Decision	Actors					
	POLICE CHIEF	CITY MANAGER	REMANDEVELOPER	CITY COUNCIL	TASK FORCE	
Initiate Discussion City Mgr	R	A	I	I	-	
Negotiate Redevelopment	R	A	A	A	-	
Communicate with Newspapers	R	I	I	I	I	
Choose Task Force	R	A	I	I	I	
Finance Discussion	R	A	A	A	-	
Initiate Staff Planning Discussions	A	A	I	I	R	

ment project and the newspapers. In addition, he has responsibility for choosing the police task force. The chart indicates that the city manager must be heavily supportive, but need do little initiating. He must approve five out of the six steps to be taken, and probably should give approval to the sixth as well, though he is shown on approval basis only. The head of the redevelopment agency need approve only two steps - the initial discussion held with him and the financial discussion (Step 5). It is only necessary to keep him informed about the balance of the issues. The council must approve two steps, the police negotiations with the redevelopment agency head and the financial discussions in Step 5. Otherwise, it is only necessary to keep them informed of activities. The Task Force will be the initiating force in conferencing with the redevelopment agency (under orders from the chief), but otherwise they need only be kept informed about the public relations work and, of course, the

READINESS / CAPABILITY CHART

	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
1. POLICE CHIEF	XX			XX		
2. CITY MANAGER		XX		XX		
3. REDEVEL. MGR		XX		XX		
4. CITY COUNCIL		XX		XX		
5. TASK FORCE			XX	XX		

CHART 9

Readiness/Capability

The above chart deals with the estimated readiness and

negotiations with the various departments involved. In addition, he will have to take a major part in the choice and training of the police department task force that will be working with the redevelopment authorities.

City Manager

The city manager is second only to the chief of police in terms of importance for the project since, as the chief municipal administrator his cooperation will be essential if the model is to become operational. The chief will have to be able to convince the city manager of the importance of allowing law enforcement to provide input into the redevelopment planning process. Furthermore, the city manager must be willing to support the project aggressively to overcome any resistance put up either by the redevelopment administration itself or other individuals or organizations in the municipality.

Redevelopment Manager

Like the city manager, the wholehearted cooperation of the redevelopment manager is crucial to the success of the operation. If, as sometimes happens, the city manager doubles as redevelopment manager, the problem is simpler because he/she is more likely to recognize the importance of police input to the planning process. If this is the case, then, if this official feels territorial about the urban renewal planning process, he/she will be in a position to severely threaten the entire plan.

capability of the actors discussed earlier. The left hand side of the chart shows each actor, and right side shows the capability of the actor within the framework of the plan.

The police chief can be considered to be high both in readiness and in capability. The city manager is shown as medium because, presumably, he is not as aware of the problem faced by the police department as the chief, but he is high in capability since he has the power. The head of the redevelopment agency is similarly shown as medium in readiness, though this may be optimistic, but high in capability since he possesses the power to commit the agency. The city council is similarly seen as only medium in readiness but high in capability since it has the duty and authority to make policy that is binding on all city agencies. The Task Force was seen as low in readiness because they lack the policy understanding, but high in capability because, with proper training it has the ability to make a real change in the plans under consideration, providing it has the backing of the chief, the city manager, and the city council.

SUMMATION

The purpose of this section is to suggest some ways in which to make it possible to monitor a program of this nature. The key to such monitoring is (1) Goal Building, (2) Communication, and (3) Team Building.

In this case, there are essentially from levels or types of teams. The first, at the highest level, is (1) the financial team, (2) the city government and its two subordinates, (3) the head of the police department, and (4) the head of the renewal project. The second consists of members of the police task force and their opposite numbers on the staffs of the redevelopment organization. The third consists of at least two levels, the police chief or his designate, and the members of the police task force.

In general, communication in this network should be from the ground up, with communication from executive levels limited to that information required by lower levels. The financial team consisting of the police chief, the head of the renewal project, and the city manager will need to know details of the results of discussion between the task force and their opposite numbers because of the possible financial impact of agreements reached at that level. In addition, the police chief himself will need to know the details of those same discussions from a police administration point of view (for practicality).

The above communication has involved "need to know" on the behalf of top administrators either for financial or police administration reasons. In addition, probably on a more limited

basis, there should be feedback from upper levels to lower providing information about fiscal and other practicality of suggestions or decisions made at lower levels.

The essence of the above system involves teamwork, teamwork that works both horizontally and vertically. Each member of the team at each level must understand the goals of the operation. Once the goal has been defined, it must be constantly updated as new developments occur. The system will work if the members of the entire system recognize that they are all working for the same goal, and if those goals are kept up to date.

In essence, this involved a series of teams, some horizontal, some vertical. For both sets of teams to work smoothly, the communication should work smoothly.

SUMMARY

CONCLUSIONS

AND

IMPLICATIONS

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

This section will be used for a summary review of the study, the statement of the conclusions that can be drawn from the data gathered and a statement of the implications of the study.

Objective I: Defining the future.

This section of the study was used to define the issue and subissues under consideration. The material covered showed the serious deficits in law enforcement effectiveness that can occur when urban redevelopment is undertaken without adequate police input in to the process. Trends and events expected to have an impact on law enforcement during the redevelopment operation and afterwards were examined, and three scenarios for the future were written as a demonstration of what could happen if law enforcement is custodial compared with the situation if law enforcement takes a proactive stance during the redevelopment process.

Objective II: Strategic Planning

This section addressed the macro and micro mission statements. Next, the WOTS-UP analysis was conducted to examine the opportunities, threats, strengths, and underlying planning required in the study. Using the South Lake Tahoe Police Department as an example, the capability of a small police department to engage in the type of planning required. The SAST analysis process was used to identify the stakeholders and snaildarters who might have an effect, either positive or

negative on the planning process. Finally, a Modified Policy Delphi was used to develop policy options and implementation strategies. These were discussed to determine the pros and cons, and, finally the objectives of the program were laid out.

Objective III: Transition Management Plan

In planning for the future and for bringing that plan to fruition, the most critical phase of the process is the transition period, that bridge between the undesirable past and the desired future. The purpose of transition management is to provide for this bridge so that the plans can in fact be smoothly carried out.

Transition management in this case involved identification of the critical mass, that group that would be instrumental in either aiding or blocking the transition process. The extent to which this group was committed, either positively or negatively, was examined using commitment planning, recommended strategies were outlined, and a responsibility chart (RASI) was outlined, followed by a readiness/capability analysis to complete the transition planning.

Conclusions

The data collected for this study show that the issue of urban redevelopment is a serious one for law enforcement in California. Changing economic conditions have created in many California cities major areas in the throes of economic decline. When this happens, that portion of the city enters a downward spiral that creates ever-worsening conditions leading crime,

extensive narcotics use and health hazards of various kinds. Without some kind of state or municipal action, these areas will simply worsen, and assume the proportions of a fungus that begins to invade other, previously healthy areas of the city.

The obvious answer to the urban problem described above is urban development and renewal. This, however, entails risk for the city as a whole, and for law enforcement in particular. Of necessity, the first step involves the removal of old buildings currently on the tax rolls. It thus provides an immediate reduction in the tax base, even though the buildings in question may have produced little in the way of tax income.

Thus, the first step in urban renewal reduces the funding base from which law enforcement and other municipal entities are financed. At the same time, both the removal and construction processes create additional law enforcement problems. Removal of substandard buildings forces relocation of residents who may lack affordable housing, and construction both brings a new population into the area and creates "attractive nuisances" that require police protection.

In addition to the above, redevelopment construction itself provides potential problems for law enforcement. If the planning process does not involve police input, there is the risk that there will be insufficient attention paid to environmental hazards that may provide criminals with opportunities for illegal activities that place local citizens at risk.

Whereas it is true that the urban redevelopment agency has funds at its disposal, these are generally restricted to construction and related activities; maintenance of municipal

services is not normally part of the redevelopment budget. Thus, at the precise time that additional police protection is required, the funds for that protection are reduced.

It may be further concluded from the data collected that this problem can be solved through proactive police planning activity. A police chief who takes the initiative and approaches municipal administration with positive suggestions for prevention can avoid many of the problems discussed immediately above. The data above further appear to indicate that the chief may find considerable support within municipal administration and the community as a whole if he plans his campaign carefully. It seems obvious that the pitfalls of urban redevelopment and renewal for law enforcement can be avoided by a proactive police department.

Implications

In general, the implications of this study indicate that a law enforcement administration that is proactive rather than simply custodial can anticipate problems before they occur and thus better maintain their reputation for efficiency with the community. This is an important issue, especially in this day and age because it is a time of restricted budgets and limited resources. The pressures of increased urbanization have taken their toll on the American public. Statistics on crime indicate that more Americans engage in violent acts than in the past. Crimes of violence including assault, rape, and homicide increase yearly. This has meant that police departments, whose budgets have not kept pace with the increasing demand upon law enforce-

ment services, have been unable to provide the level of service that they have in the past.

Part of this problem has been that law enforcement, being conservative in nature, has tended to be custodial and reactive rather than proactive. The implications of this study appear to be that, if the police administration can be more future oriented, it can attempt to define major problems before they reach an unmanageable stage, it can improve its reputation for effectiveness with the citizens that it is dedicated to protect and serve, and it can become a more effective police agency, working towards the future.

APPENDIX A

TRENDS

1. Tourism
2. Global Warming
3. Index Crimes
4. Traffic Congestion
5. Mass Transportation
6. Water Polution
7. Air Polution
8. Land Use
9. Sewer Capacity
10. Economy
11. Regulatory Agencies
12. Terrorism by Environmental Groups
13. Service Worker Population
14. Affordable Housing
15. Winter Weather Pattern
16. Summer Weather Pattern
17. Economic Support from Private Sector
18. Distingishment between Social-Economic Groups
19. Police Calls for Service
20. Environmental Protection
21. Demographic Changes
22. Non-English Speaking Workers
23. Water Sports Activity
24. Medical Calls for Service
25. Airport Traffic Flights
26. Housing Costs
27. School Enrollment
28. Land Use
29. Housing Availability
30. Boat Activity

APPENDIX B

EVENTS

1. Natural Disaster
2. Major Labor Disputes
3. Airport Expansion
4. Mass Transit Developed
5. Gambling Legalized in California
6. Environmental Terrisom Act
7. Redevelopment Agency Bankrupt
8. Bond Loss
9. Gas Tax
10. Fossil Fuel Crisis
11. Depression
12. Regional Planning Agency Unconstitutional
13. 1998 Olympics
14. Public Safety Tax
15. Utility Tax Created
16. Major Drought
17. Community Isolation
18. Sewer Capacity Full
19. Ground Water Unsafe
20. New County Formed
21. Area Annexed to Nevada
22. California Attorney General sues to stop Growth

APPENDIX C

NOMINAL GROUP TECHNIQUE PANEL

1. Police Chief, Mid-size Police Department, Santa Clara Co., CA
2. Assistant City Manager, Mid-size City, Sierra Nevada Mountains
3. President, Chamber of Commerce, Mid-size Tourist Community
4. General Contractor, South Lake Tahoe, CA
5. Private Government Consultant, Sacramento, CA
6. Police Captain, Mid-size City, Alameda County, CA
7. Planning Director, Mid-size City, Sacramento County, CA
8. Redevelopment Director, Mid-size City, Northern CA
9. Marketing Director, Resort Hotel, Stateline, Nevada
10. Captain, State Traffic Agency

APPENDIX D

MODIFIED POLICY DELPHI GROUP

1. Police Captain, Mid-size Department, El Dorado County, CA.
2. Police Chief, Mid-size Department, Santa Clara County, CA.
3. Assistant City Manager, Mid-size City, Sonoma County, CA.
4. Police Sergeant, Mid-size Department, El Dorado County, CA.
5. Redevelopment Manager, Northern CA
6. Government Consultant, Sacramento, CA.

END NOTES

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