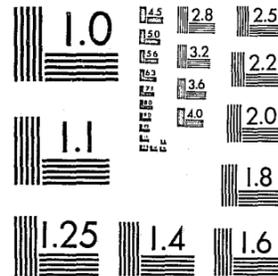


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Washington, D. C. 20531

6-9-83

CASE BACKGROUND INFORMATION:  
THE CITY OF OZ



URBAN CRISIS PLANNING  
SPECIAL NATIONAL WORKSHOP  
MARCH 7-9, 1979  
NEW ORLEANS, LOUISIANA

48898

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WORKSHOP ON URBAN CRISIS PLANNING

BACKGROUND INFORMATION

Oz is a medium-sized city in the northeastern United States with a permanent population approaching 500,000. That number increases daily by 250,000 suburban commuters. Once an industrial center, Oz has suffered through the disruption and decay of the late 1960s and early 1970s, and its leaders approach the next decade with a resolve to reverse the tide and revitalize the city.

The 500,000 residents of Oz live in a number of district neighborhoods, many having strong ethnic identities (see Exhibit 1 for demographic data). City government and services are administered on the basis of six municipal districts (see map in Exhibit 2). District I is primarily a commercial area that includes the city's government offices as well as the downtown shopping and entertainment districts. District I also has a small resident population living mostly in luxury apartments and condominiums. Districts II and IV are lower-income, working-class neighborhoods. District II is primarily Irish and Italian, and District IV has a large Jewish population. Both districts are considered to be transitional neighborhoods. Retail businesses that moved out with their owners to the suburbs are being reopened by neighborhood residents. Urban renewal money and planning efforts in both districts have been promised by the Mayor. Grassroots community organizations have formed, and promising attempts at self-development have been initiated. The crime rate in the two districts, though high, appears to have been stabilized. In fact, crimes against the person are declining.

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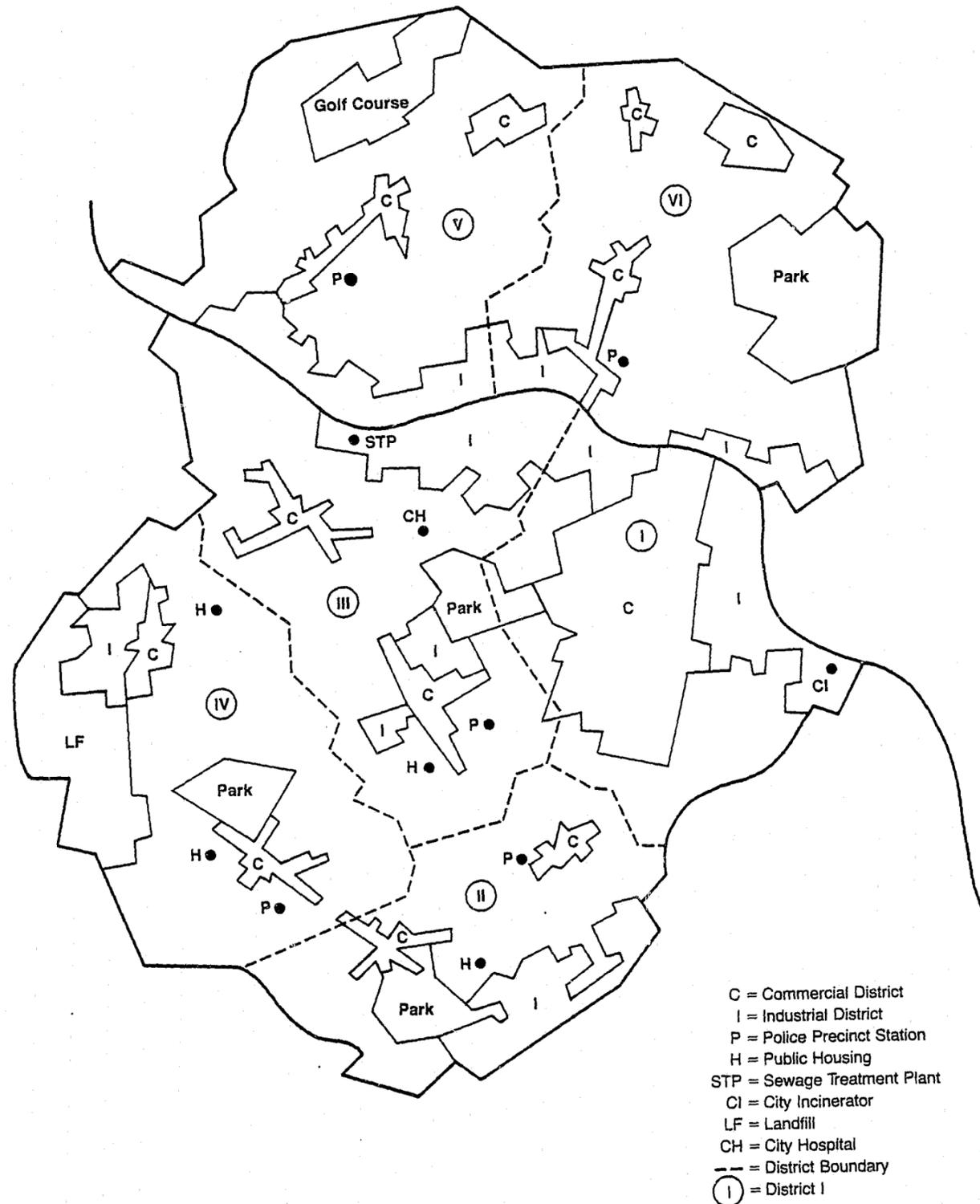
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EXHIBIT 1

<u>Demographic Data</u>	<u>Citywide</u>	<u>Districts</u> (share by %)					
		<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>
Population, total	500,000	5	25	30	25	10	5
Black population	125,000	15	25	40	15	5	0
Hispanics	25,000	10	20	65	5	0	0
Persons under 18	150,000	10	30	30	15	10	5
Persons 15-24	80,000	7	35	35	10	10	3
Persons 65+	85,000	5	20	20	35	15	5
 <u>Criminal Activity (1977)</u>							
Total Reported Incidents	42,000	7	20	35	18	12	8
Crimes Against Person	10,000	9	22	40	18	8	3
Crimes Against Property	32,000	7	18	31	19	14	11

**Exhibit 2  
Map of Oz**



- C = Commercial District
- I = Industrial District
- P = Police Precinct Station
- H = Public Housing
- STP = Sewage Treatment Plant
- CI = City Incinerator
- LF = Landfill
- CH = City Hospital
- - - = District Boundary
- Ⓛ = District I

District III, on the other hand, is a badly deteriorated neighborhood. Home to many of the city's poor minorities, blacks, and Hispanics, District III has the city's highest crime rate, highest unemployment, widespread arson, and substandard housing. Tenements and commercial properties, long since abandoned by their suburban owners, remain empty and have been vandalized. Owners of stores in the district's remaining retail areas are often victims of robbery and vandalism. Some isolated attempts at organized self-policing by business owners have met with varying degrees of success.

District V, separated from District III by a major highway and the river, is a middle-income residential area with many well-kept two-family homes and modest single-family homes.

The fashionable District VI contains the city's most expensive residential property and is home for some of the city's oldest families and most successful young professionals.

As with most other cities in these times, Oz is faced with the public's demand for lower taxes, on the one hand, and the cry for more and better service delivery and increased wages, on the other. At the same time, businesses, small and large, and retail and professional concerns are being "courted" by city officials and residents who feel that the key to Oz's recovery and growth is in the business community's investment in the city.

Governmental Structure

Oz is governed by a mayor who is elected to a four-year term. The city budget and its appropriations are subject to approval by the city council, which has 11 members--one elected from each district, and 5 elected at large. The Mayor appoints the heads of all city departments. Each department head serves a term coterminous with that of the Mayor and

may be removed by the Mayor only for cause.

The Mayor also appoints a City Administrative Officer (CAO), who has responsibility for monitoring and directing the daily operations of the municipal departments in keeping with the Mayor's policies. The CAO presides over an Administrative Services Department, consisting of purchasing, personnel, and fiscal divisions.

The Mayor is assisted by a number of support staff, including a city attorney, a city planner, and several special assistants. There is also an Office for Human Relations, which was created in response to violent race-related demonstrations in the late 60s. Traditionally, this office has functioned as a citizen complaint bureau and a rumor control center. Although less active now, OHR is viewed primarily as the Mayor's liaison to the black and Hispanic communities.

Staff positions, department heads, and a few other titles are exempt from civil service. With the further exception of CETA and federal positions, civil service protection is afforded to all other municipal employees.

Approximately 7200 persons are employed by the city of Oz. With the exception of uniformed police and fire department personnel, most non-supervisory municipal employees are members of Local 212 of the Federation of Municipal and City Employees (FMCE), a national union affiliated with the AFL-CIO. There is also an independent citywide supervisors' union.

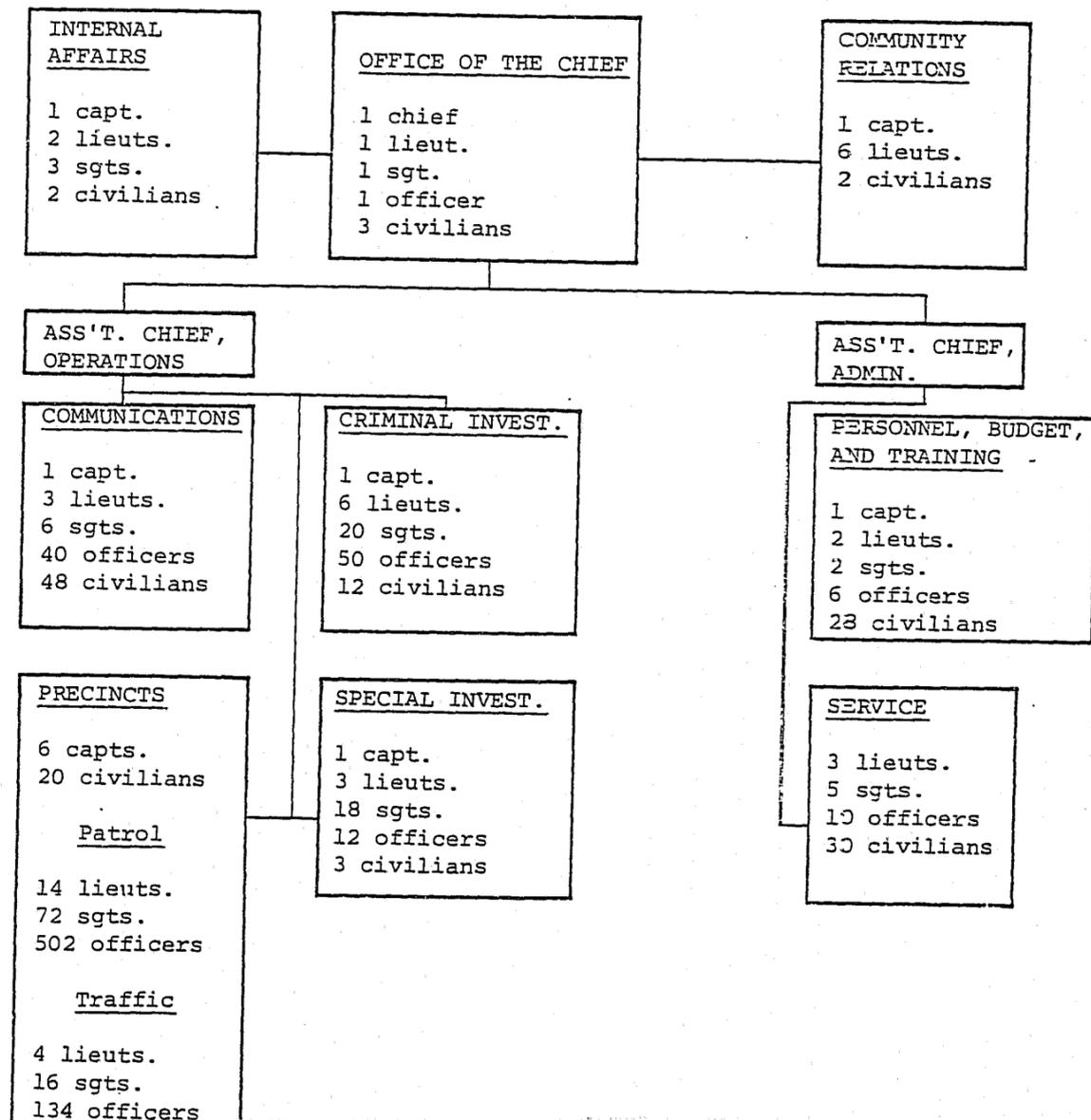
The major city departments are: Police (see next section); Fire (which operates out of 30 stations around the city); Sanitation (which collects domestic refuse and operates an incinerator and a landfill); Health (which operates a hospital, five health clinics and an ambulance service); Recreation (which maintains city parks and playgrounds and operates 15

swimming pools and a golf course); and Public Works (which maintains the city's streets, water supply and sewer system and operates a sewage disposal plant). The city also has a Housing Authority appointed by the Mayor, which operates five housing projects.

The city relies on the state for some services, including maintenance of major highways and corrections. Oz has a mutual aid pact with the state and surrounding municipalities to exchange law enforcement, fire fighting, and medical assistance in time of emergency. A public transit authority runs a network of subway and bus routes serving metropolitan Oz.

The Police

The police Department has 1105 employees (148 civilians and 957 sworn



officers). The Department is headed by a chief appointed by the Mayor.

Each of the six municipal districts has a precinct station to which a fixed number of patrol and traffic officers are assigned. Police headquarters is located in the City Hall complex, and all dispatching citywide is done from a central communication unit in conjunction with a 911 system. Each precinct station has some detention capacity for short-term lockups (usually 10-20 cells), communications equipment, a small arsenal, and crowd control equipment for its assigned officers (helmets, batons, vests, tear gas, etc.).

Citizen calls for assistance are received by civilian 911 operators in the Communication Center, who code calls and forward them to dispatch personnel (officers). They screen and prioritize the calls and enter the data on the Department's computer system. The nearest available patrol unit is contacted by radio and assigned to the call. The precinct stations can monitor deployment of officers assigned to their command through terminals located in each precinct.

Under ordinary circumstances, each precinct operates with its assigned complement of patrol and traffic officers.

<u>DISTRICT</u>	<u>PASSENGER VEHICLES</u>	<u>PATROL SECTORS</u>	<u>ASSIGNED OFFICERS</u> Patrol/Traffic
I	9	7	80/40
II	13	11	125/30
III	14	12	150/30
IV	11	9	100/20
V	9	8	80/15
VI	7	7	70/15

Each precinct Commander is responsible for shift assignment of the officers in his command and for the allocation of equipment resources. Generally, about 40 percent of the available officers are on the 7 a.m. - 3 p.m. shift, 40 percent on the 3 p.m. - 11 p.m. shift, and 20 percent on the 11 p.m. - 7 a.m. shift. Approximately one-third of the officers assigned to a district can be expected to be out on vacation, sick leave, or personal leave on a given day, leaving the remaining two-thirds available for duty.

The lieutenant in charge of a particular shift has the authority to make changes in post assignments within a given shift if the situation warrants.

In unusual situations, at the direction of the commanding officer of a shift, manpower may be diverted from one or more precincts to supplement assigned personnel in another command.

At Central Headquarters, several shifts and schedules are in use. All divisions except Internal Affairs and Personnel, Budget, and Training function on a 24-hour-a-day, 7-day-a-week basis. Some, such as Special Investigations and Criminal Investigations, operate on flexible schedules depending on the assignment. Property Maintenance has skeleton crews on nights and weekends. There are 34 passenger vehicles assigned to Headquarters. Weekend coverage citywide fluctuates according to the nature of the district.

In recent years, the image and philosophy of the Department have been changing. Following what had been perceived publicly as a tendency toward heavy-handed police responses in the late 60s and early 70s, the Department sought to mend its relationship with the community, particularly minorities

and the poor. Recruit training now stresses the importance of community relations and includes crisis intervention and crowd control. The Chief created a Community Relations Office to fill the previously existing void between the police and the community. Although there are insufficient budget resources to retrain all personnel, the Chief and his higher-ranking officers frequently and emphatically reinforce the new approach and translate its implications into written guidelines wherever possible.

The departmental "Deadly Force" policy reads, "An officer may not employ lethal force except where necessary to protect a person from deadly physical force or to apprehend an armed person who is known to have committed a felony and whose continued freedom would constitute a threat to the lives of others."

All departmental personnel other than the Chief, 2 Assistant Chiefs, and 7 Captains are part of the municipal civil service system. The Department is predominately white and male, with approximately 8 percent (81) minority officers and 25 female officers. An Affirmative Action Officer has been appointed by the Chief to reduce the imbalance. Most officers live outside of the precinct to which they are assigned. Many live in Districts II and V. Nearly 60 percent, including many higher ranking officers, live outside the city limits, in outlying suburbs.

Police officers are represented by an independent union, the Patrolmen's Association (PA). The superior officers are represented by the independent Superior Officers Association. The Police Department's civilian workers are represented by FMCE.

#### Legal Background

There is a District Court of Oz (part of the county court system) consisting of a chief judge and 6 associate judges. The court holds regular sessions in all of the city's districts, except District VI, on weekdays (9:30 a.m. - 1:00 p.m., 2:00 p.m. - 5:00 p.m.) and Saturday mornings.

State law stipulates that a person arrested for a crime must be given a bail hearing before a judge or "person authorized to take bail," "as soon as may be practicable" after the time of his arrest, or else released. The state is customarily represented at arraignment hearings by the arresting officer (or, if he is unavailable, another officer familiar with the case).

State law authorizes police officers to order the dispersal of "five or more persons, being armed with dangerous weapons, or ten or more persons, whether armed or not, who are unlawfully, riotously or tumultuously assembled."

It is a misdemeanor, punishable by imprisonment up to a year or fine up to \$500, to disobey such an order.

"Disturbing the peace" is a distinct offense, also a misdemeanor. The state statute authorizing deployment of the National Guard reads:

In case of a tumult, riot, mob or body of persons acting together by force to violate or resist the laws or when such tumult, riot or mob is threatened, and the usual police provisions are inadequate to preserve order and afford protection to persons and property, and the fact appears to the mayor of a city, the Governor, upon his initiative or at the request of such mayor may issue his order directed to the commander of any organization or unit of the armed forces of the state directing him to order his command, or any part thereof, to appear at a time and place therein specified to aid the civil authority in suppressing such violations and supporting the laws.

The state curfew law provides:

The mayor of any city may, if satisfied that a riot or other form of civil disorder is occurring or there is a danger that it may occur, and that a curfew is necessary for the public safety in such city, impose a curfew in all or part or parts of such city.

No curfew shall take effect until two hours after the issuance of the proclamation declaring the imposition of such curfew.

Such curfew may restrict or prohibit the movement or presence of persons or vehicles on public ways and places, including areas to which the public has a right of access, and also places of amusement and entertainment, vacant lots and other open areas, provided that reasonable exceptions are made for all persons having business of an emergency nature which requires the use of public ways.

#### Community Organizations

Citizens for Tax Relief: A group, of uncertain size, headed by a sharp-tongued used car dealer formed two years ago to protect an increase in property tax rates in Oz. (Property taxes have risen an average of 8 percent per year for the past six years). The group has received some financial support from small businessmen and landlords. Capitalizing on Proposition 13 fever, the group has gathered 20,000 signatures on a citywide petition for a tax limitation amendment. Five City Councillors have publicly pledged their support for the amendment.

Citizens for a Better Oz: This group of 1,000 business and community leaders was organized by the Chamber of Commerce at the urging of the Mayor to generate popular and financial support for Oz revitalization projects. It is a fairly diverse group whose members represent all segments of the Oz community. The Citizens have taken on several special projects, including park cleanup, theater district promotion, and a summer concert series.

Merchants Associations: Each district has some sort of organization to promote the interests of local business owners, primarily retailers. They engage in such activities as group advertising, beautification projects, and lobbying the Mayor for better police protection or parking facilities. The associations in Districts II, V, and VI are especially active.

NAACP: The local NAACP chapter is a strong force in the Oz community. Although its membership is drawn from all segments of the city, the organization's primary strength comes from long-term black residents of District III and the city's growing black professional class, many living in Districts I and VI.

B'nai B'rith: A civic organization of Jewish men, B'nai B'rith is very active in the Oz business community. Many of Oz's business and community leaders are members, and the club has been involved in District II revitalization. Politically, the club has a somewhat conservative image and has been very supportive of the current Mayor.

Jobs for Youth: Jointly sponsored by the City, the Chamber of Commerce, and the state manpower agency, Jobs for Youth, is a consortium of community and business leaders that promotes summer employment of disadvantaged youth. JFY has established good contacts with local private agencies working with youth (such as settlement houses, boys clubs, YMCA-YWCA, drug counseling organizations, and the like). Although its job placement program has been relatively successful in past years, cut-backs in federal funding reduced the number of placements it was able to make this summer by 15 percent.

NCJRS

SEP 21 1982

THE BLACKOUT: I

ACQUISITION

At 9:45 p.m. on Tuesday, July 3, the Mayor prepared to leave his City Hall office for the evening. It has been a long, hot and humid day and in spite of the air-conditioned offices, he was glad of the relief darkness had brought. As he snapped shut his briefcase bearing its usual load of "homework," the office lights dimmed and the air-conditioner sputtered for an instant before the room was plunged into darkness. The Mayor turned to the window and was struck by the total absence of light in the city beyond. His desk phone rang and as he raised the receiver he was greeted by the voice of the City Administrative Officer (CAO) who had returned to his own office to collect his belongings for the ride home. The CAO quickly related a conversation he had just had with the police operations contact who had called to notify the Mayor of a city-wide power failure. The details were sketchy and alarming.

At 2135 hours, the Police Operations Section was alerted to sporadic power failures in the metropolitan area and made inquiries to the electric power company. The power company was thus far unable to determine the cause of the power failure or to predict its duration. Citizen calls for information and assistance were pouring in on 911 and direct lines. As radio crews checked in from across the city, it became apparent that all of metropolitan Oz had been plunged into darkness.

A quick check by Police Operations revealed that the following Police Department personnel were on duty at the time of the blackout.

<u>DISTRICT:</u>	<u>CAPTAINS</u>	<u>LIEUTENANTS</u>	<u>SARGENTS</u>	<u>OFFICERS</u> Patrol/Traffic	<u>CIVILIANS</u>
I	0	1	2	21/10	0
II	0	1	3	33/8	0
III	1	2	5	40/9	0
IV	0	1	2	27/5	0
V	0	0	2	21/4	0
VI	0	0	1	19/4	0
<u>CENTRAL OPERATIONS:</u>					
Communications	0	1	2	10	12
Special Investigations	0	1	4	2	0
Criminal Investigations	1	1	5	5	0
Service	0	0	1	3	1
Chief's Office	0	0	1	1	0

THE BLACKOUT: II

It became apparent that this was not a momentary loss of power. The Power Company was having difficulty identifying its source and was still unable to predict how long the blackout might continue.

Within an hour of the blackout, Police began receiving reports of looting. Most of the reported looting was occurring in Districts III and II and in portions of the downtown retail district (District I) adjacent to District III. In neighborhoods with widespread looting, store owners and local residents spontaneously took up guard duty, sometimes with weapons or dogs. By midnight no part of the city was entirely untouched by looters. Even the suburban-type shopping centers and small fashionable shops in Districts V and VI experienced sporadic looting. The looting in middle-and upper-income neighborhoods was confined to small bands of criminals who broke into retail stores and made off with the most expensive and marketable items. In the lower-income neighborhoods, most of the early looting was done by local teenagers, who were often less selective and more destructive. Arson sometimes accompanied the more escalated destruction.

The first police officers to reach the scene in Districts II and III were greatly outnumbered by curious neighborhood residents who were gathering on the streets in large numbers. Little information was available concerning the power failure, and citizens were absorbed in speculation and in watching the looting. Because the police were outnumbered and still at full force, the looting had the appearance of a free-for-all. Spontaneously, members of the community--even women and young children--became participants. Once a store had been broken into, many citizens seemed to regard its remaining contents as public property. Although the crowds weren't overtly hostile, the potential for violence was clearly just below the surface at all times. Police were faced with a choice between rescuing businesses already under siege and preventing attack on those that were still untouched.

Where they could do so safely, police were arresting looters in large numbers and bringing those arrested to precinct stations. Available cells within the stations were filled by 12:30 a.m. Officers were spending valuable time in the stations processing persons arrested while new businesses fell victim to the looters.

THE BLACKOUT: III

By midnight the mayor's public relations officer was being besieged with questions from the press. The following were typical:

1. Why aren't the police doing more to break up the crowds in Districts II and III?
2. What is the Police arrest policy? Why have so many of the looters gone free while police stand by watching them?
3. We understand that over 300 looters have been arrested. Are their rights being protected? When will they be released? Do you intend to prosecute them all?
4. Will you impose a curfew?
5. What will you do if the blackout continues through the next day?
6. What impact will this have on Oz once it's over?

The Public Relations Officer has asked the Mayor and his advisors how he should answer these questions, whether the Mayor or another city official intends to make a statement, and, if so, how should the statement be made and what should it include?

THE DEMONSTRATION: I

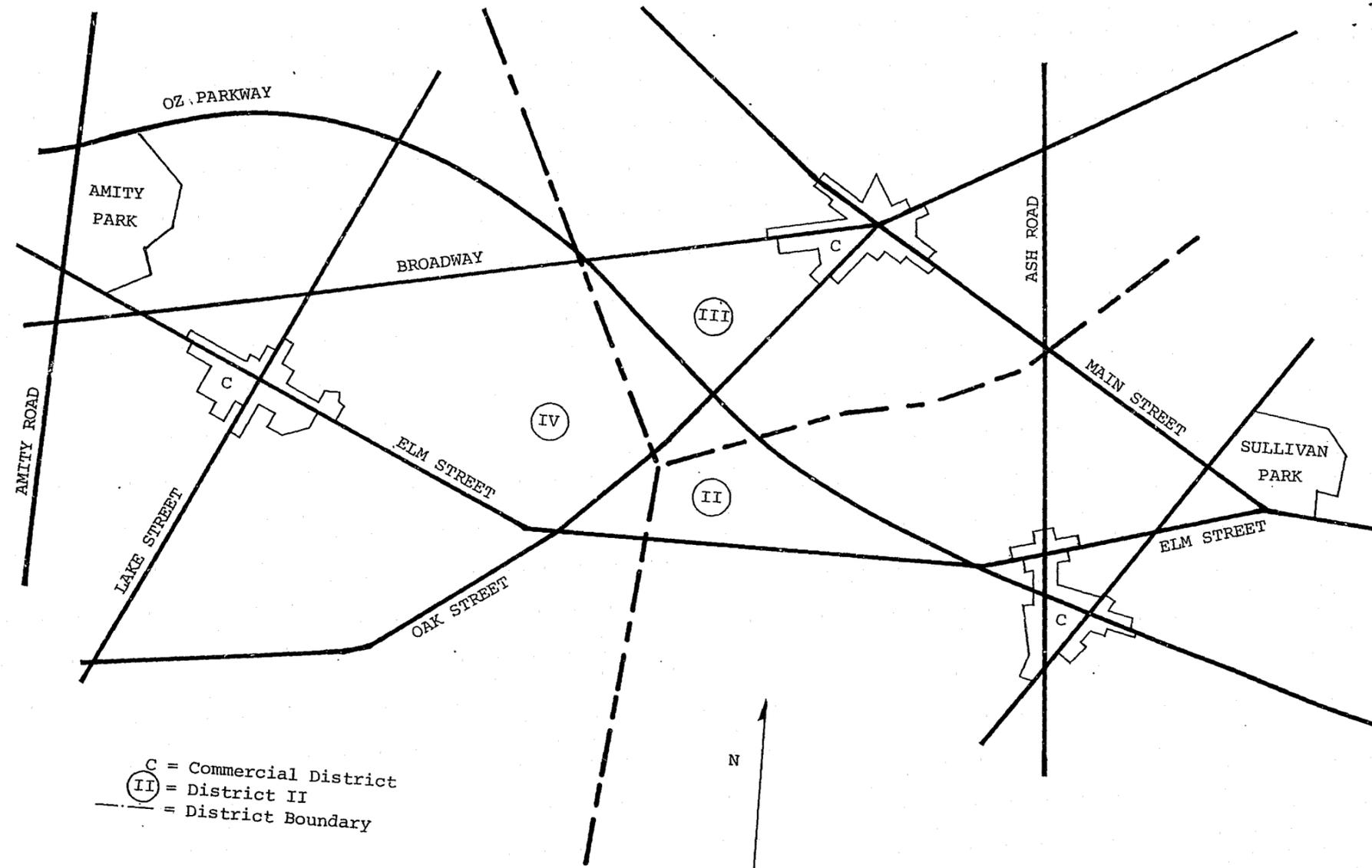
During the spring, a small group of self-proclaimed Nazis held a number of rallies at Sullivan Park in District II. The rallies were marked by inflammatory speeches by the group's leader, Carl Schmidt, who called for an end to "ethnic invasion" and "coddling" of criminal types. Schmidt claimed to be rallying on behalf of the working class Irish and Italian residents of District II against increased crime and deterioration in the neighborhood, allegedly resulting from the migration of low-income blacks and Hispanics from District III. His group carried signs proclaiming: "White Supremacy," "Smash the Jew-Black-Commie Axis," and "Keep Out the Apes."

Schmidt, allegedly a former Klansman from Mississippi, was expelled from the American Nazi Party. He recently moved to Oz and has founded a rival organization (the "National Socialist Corps") which he claims is the "true representative of national socialist ideals." So far he has attracted about 30-50 followers in Oz and none elsewhere.

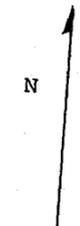
Initially, his rallies drew only a few curious onlookers and little attention outside of the District. However, word of the rallies soon spread to other parts of the city. A group of black leaders from District III formed a group called the Anti-Racism Committee (ARC) to oppose Schmidt. Though committed to nonviolence, ARC decided to confront Schmidt publicly. When several hundred members of ARC appeared in Sullivan Park on the day of Schmidt's next scheduled rally, a gang of tough youths and other residents of District II stirred up by the Nazis were there to meet them. Taunting and physical confrontation led to several fistfights and some rock throwing. Police, called in to quell the resulting disturbance, forcibly removed Schmidt and his followers and made several arrests.

In response to that incident, the City Council enacted an ordinance providing: "No parade, procession or rally may be conducted upon any public park or public way" without a permit obtained from the Chief of Police. To obtain a permit, the applicant was required to file a "notice of intent to rally" at least five days before the rally, specifying the date, times, locations, organization and anticipated turnout. Since the passage of the ordinance, the Police Chief has received and approved six permit applications from such groups as the Boy Scouts and the American Legion.

On Friday, July 13, the Police Chief's office received a "notice of intent to rally" from Schmidt. The notice requested permission for a rally by an organization called the "National Socialist Corps," whose listed address was the same as Schmidt's Oz address. The notice estimates that "500" persons will participate. The rally will be held on Sunday, July 22. It will start with a rally at 11:00 a.m. at Amity Park in District IV, followed by a march down Elm Street from 12:00 noon to 1:00 p.m., and concluding with a rally at Sullivan Park in District II from 1:00 p.m. to 3:00 p.m. (See attached map. The area in District IV between Oak Street and Broadway and east of Amity Road is overwhelmingly Jewish. There are several temples and community centers along Elm Street. The portion of District III near the intersection of Broadway, Oak and Main is a badly deteriorated, low-income black neighborhood. District II is working-class Irish and Italian.)



C = Commercial District  
II = District II  
--- = District Boundary



THE DEMONSTRATION: II

A wide range of community and religious leaders in Oz quickly and vehemently denounced Schmidt's plans for the July 22nd rally. Particularly outraged were spokesmen for the Jewish community. An ad-hoc coalition of local Jewish leaders including several rabbis, the state representative and state senator, and representatives of B'nai B'rith and other community groups, announced a public meeting to be held July 15 at the Schlossberg Community Center for all citizens interested in "planning a response to the Nazi menace." Flyers were distributed throughout the Jewish community calling for "people of good faith" to attend the meeting "to show our belief that Nazis have no rights, ...no rights to march, to demonstrate, to exist." They also invited members of the Anti-Racism Committee to attend the meeting.

At the same time, the Zionist Defenders, a New York based militant organization of Jews, placed an ad in the New York Times on July 16 urging people to come to Oz to "take a stand against the Nazis." People were advised to bring \$35 bail money with them and to bring batting helmets "just in case." The group's spokesman told the press that the Defenders were committed to doing "whatever was necessary to dispel the Nazi presence."

THE DEMONSTRATION: III

On July 15, the Police Chief denied Schmidt's parade permit application. Schmidt immediately announced that he would march anyway and called upon "true believers in national socialist principles" to join him.

That evening an overflow crowd of at least 800 persons at Schlossberg Community Center called for a massive counter-demonstration on the day of the planned Nazi rally.

The next day a group of 12 Jewish leaders, joined by three members of ARC, held a press conference to announce a "peaceful counter-demonstration" on July 22. They called upon supporters from all over the metropolitan area to convene at the corner of Amity Park (Amity Rd. and Oz Parkway) opposite from the place where Schmidt was to hold his rally (the Elm St. entrance). The coalition planned to follow the Nazis down Elm St. to Sullivan Park where they would hold a second counter-rally.

The coalition announced that they would provide parade marshalls, teams of observers with mobile communications equipment, sound trucks, and emergency medical teams.

They emphasized their intent to keep the demonstration peaceful.

The announcement received national publicity. By evening, the media were estimating turnouts of 5,000-10,000 in support of the counter-demonstration.

By July 17, the coalition had still not applied for a parade permit.

THE STRIKE: I

At 3:00 p.m. on Sunday, July 29, the membership of Local 212 of the Federation of Municipal and City Employees (FMCE) voted, 1700 to 500, to authorize union leaders to call a strike as of midnight that day if a satisfactory settlement had not been reached in contract negotiations with the city.

Local 212 represents most of the city's civilian, nonsupervisory work force. Its bargaining unit includes about 4,500 employees in almost every city department. Local 212 has about 3,300 dues-paying members.

At issue is the city's latest offer in renegotiating the FMCE contract, which had expired on June 30. Since that time the parties had agreed to honor an extension of the old terms. The city's position throughout the bargaining has included an offer of 4 percent salary increase immediately and 2.5 percent per year over the next two years. Both publicly and privately, the Mayor has put FMCE on notice that there is no more money and that, even at current levels, offsetting layoffs and reduction in overtime will be necessary. Civil service regulations provide that any person who loses a job as the result of a layoff or cutback may claim a similar position with equal or lower pay if he has greater seniority than the incumbent.

Historically, FMCE labor contracts have set the tone for other bargaining units in Oz and settlements have been fairly consistent. The city maintained rough parity for wage increases granted to all municipal employees. In December of this year, police officers' and firefighters' current three-year contracts will come up for renegotiation. The worsening economic picture, inflation, and Proposition 13 fever made the city's negotiators conclude that they cannot afford to give any city union more than the package offered to FMCE.

The union leadership of FMCE had remained steadfast in its demand for an 8 percent increase this year, followed by annual 6 percent increases the next two years, and for protection from layoffs of bargaining unit members. The Local's President, a moderate former building inspector in his second term, had assured his constituents that he would not compromise their "right to financial and job security." Having narrowly escaped a stiff challenge by a young aggressive union steward representing the sanitation workers in the last election, the union President required no further counseling to hold firm.

Now that the city's latest offer had been met by a vote to authorize a strike in nine hours, the pressure on all parties increased. The relationship between city and Local 212 officials had always been a peaceful, in fact friendly one, characterized by rather amicable negotiations. The only strike in recent history by municipal employees had occurred some ten years ago when about 1,500 blue-collar workers struck for 48 hours in response to a threatened cutback in overtime. Supervisory and nonunion personnel were called upon to perform critical functions during the strike with varying results.

As he assessed the current stalemate, the Mayor contemplated what effect a strike would have on city operations and what legal sanctions he might invoke against the union and the strikers.

EXHIBIT I

DATE ON SELECTED CITY DEPARTMENTS

(Abbreviations in parentheses indicate the union representing employees. "OSU" is the independent Oz Supervisors Union; "FMCE" is the Federation of Municipal and City Employees, Local 212, AFL-CIO; "FFA" is the independent Firefighters Association; "PA" is the independent Patrolmen's Association; "SOA" is the independent Superior Officers Association.)

1. Police

Responsibilities: Law enforcement

Employees: Total = 1,100  
Supervisory = 195 (SOA)  
Police Officers = 755 (PA)  
Civilian = 150 (FMCE)

2. Fire

Responsibilities: Fire prevention, control. 30 stations; 90 pieces of equipment.

Employees: Total = 900  
Supervisory = 90  
Office = 30 (FMCE)  
Firefighters = 720 (FFA)  
Maintenance, labor = 60 (FMCE)

3. Sanitation

Responsibilities: Collect and dispose of all domestic refuse (commercial and institutional refuse collected by private contractors); operate city incinerator and landfill. Fleet of 100 trucks.

Employees: Total = 500  
Supervisory = 45 (OSU)  
Office = 35 (FMCE)  
Sanitation workers = 270 (FMCE)  
Incinerator/landfill operators = 150 (FMCE)

4. Health

Responsibilities: Operate a 600-bed hospital (both acute care and chronic); 5 neighborhood health clinics and an emergency ambulance service (5 ambulances).

Employees:	Total Dept.	Hospital	Each Clinic	Ambulance Service
Total	1,810	1,500	50	60
Supervisory (no union)	143	120	4	3
Office (FMCE)	282	200	16	2
Professional (no union)	880	770	20	10
Non-professional (FMCE)	505	410	10	45

5. Recreation

Responsibilities: Maintain 4 large city parks, 50 smaller parks, 89 playgrounds, an 18-hole public golf course, 5 skating rinks, and 15 swimming pools.

Employees: Total = 300  
Supervisory = 20 (OSU)  
Office = 15 (FMCE)  
Recreation aides = 30 (FMCE) (plus 70 seasonal, also FMCE)  
Maintenance = 234 (FMCE)

6. Public Works

Responsibilities: Operate, maintain, and repair: streets and sidewalks; street lighting; traffic signs and signals; water supply; sewer system; sewage disposal plant.

Employees:	Total Dept.	Admin. & Engin.	Highway	Sewer & Water	Sewage Disposal Plant
Total	620	50	310	95	165
Supervisory (OSU)	43	10	13	8	12
Office (FMCE)	62	40	15	3	4
Maintenance (FMCE)	515	0	282	64	149

7. Housing Authority

Responsibilities: Operate 5 housing projects: 1 elderly (District IV: 1200 units); 1 middle-income, family (District V: 900 units); 3 low-income, family (District II: 600 units; District III: 1,800 units; District IV: 1,500 units).

Employees:

Total = 600  
Supervisory = 100 (no union)  
Office = 75 (FMCE)  
Maintenance = 425 (FMCE)

EXHIBIT 2

PUBLIC EMPLOYEE COLLECTIVE BARGAINING LAW

The public employee collective bargaining law declares that a strike or other concerted refusal to work by public employees is illegal.

If a strike or work stoppage occurs, the statute authorizes the "employer" (the mayor of a city) to petition the Superior Court for an order enjoining the union and its officers from promoting or encouraging the continuation of the strike and its members from participating in the strike. Violation of such an injunction may be punished by civil or criminal contempt. The court may order the offending officers or members to pay a fine of up to \$100 a day or to be imprisoned for so long as their contempt continues. The court may also assess a daily penalty on the union of up to \$5,000 or the amount of its monthly revenue from dues, whichever is greater.

Participating in an illegal strike is grounds for dismissal of an employee (but, if he has civil service protection, only after a hearing before an impartial hearing officer subject to administrative and judicial review). A participant in a strike may be summarily suspended without pay for the duration of the strike.

THE STRIKE: II

At midnight on July 29, Local 212 of FMCE went on strike following an announcement by the union President that there had been no progress at the bargaining table. In the first 12 hours following the strike call, few things were certain. A number of unsubstantiated rumors circulated concerning strike-related incidents. The one thing that was clear from the outset was the extent of participation in the strike. Nearly 93 percent of the union membership had joined the strike. Pickets were up around City Hall and at other municipal facilities including the hospital, all recreation facilities, public housing projects, the incinerator and landfill, and a central city garage, which housed all municipal passenger vehicles including police sector cars.

Unconfirmed reports of sporadic trash fires, intimidation of private contractors by picketing sanitation workers and isolated incidences of physical confrontation on the picket lines were coming into the City Hall switchboard. Citizen calls were flooding the lines at the Police and Fire Departments with requests for assistance and information as city residents realized that recreation workers, clinic staff, ambulance drivers, sanitation workers, and a host of other service providers were among the strikers.

THE STRIKE: III

Early on the morning of July 30, the Mayor's press secretary began receiving a flood of inquiries from the press, including such questions as:

1. What city services will the city be able to maintain?
2. Will you fire the strikers? Prosecute them?
3. Will members of other unions, such as the police officers and firefighters, stay on the job? What will you do if they refuse to cross a picket line or strike in sympathy?
4. Will you ask police officers or firefighters to take over any services such as driving ambulances? distributing trash bags? guarding swimming pools so they can stay open?
5. Will you call in the national guard?
6. Will you try to hire private contractors to collect the trash?

SPECIAL NATIONAL WORKSHOP ON URBAN CRISIS PLANNING  
New Orleans Airport Hilton Hotel, Kenner, Louisiana, March 7-9, 1979

March 6	DAY I (March 7)	DAY II (March 8)		DAY III (March 9)
		TRACK A Players	TRACK B Observers	(Plenary Sessions)
A.M.	8:30 a.m. Registration (Plenary Sessions)	9:00 a.m. Case II Demonstration (small groups)		9:00 a.m. Current Urban Capabilities Rocky Pomerance
	9:15 Introduction and Orientation - Paul Estaver	10:00 Coffee		9:45 Coffee
	10:00 Coffee	10:15 Continue Case II (small groups)		10:00 The Command Center as a Mediation Resource - George Rodericks
	10:15 Problem Overview and Futures Perspective - Rev. John Adams	11:15 Case Discussion (plenary)	11:30 a.m. Registration	10:30 National Program Policy - Panel and Discussion
	11:00 Group Discussion			
	12:00 Lunch	12:15 Lunch (Tracks A&B) - Terrorism Problem and Response - Dr. Frank Ochberg		12:00 Lunch
P.M.	1:15 p.m. Case I - Blackout (small groups)	2:00 p.m. Case III Public Service Strikes (small groups)	2:00 p.m. Briefing of Observers (Progress to date, Handouts Roles for Day III)	1:00p.m. National Research Program - Panel and Discussion
	2:15 Coffee	3:00 Coffee		2:30 Adjourn
	2:30 Continue Case I (small groups)	3:15 Continue Case III (small groups)		
	3:30 Case Discussion (plenary)	4:15 Case Discussion (Tracks A&B) (Plenary)		
6:00-8:00 p.m. Reception and Registration	4:30 Announcements and Directions Day II	5:15 Announcements and Directions for Day III		
	5:00 Cash Bar	5:30 Cash Bar		

SPECIAL NATIONAL WORKSHOP

URBAN CRISIS PLANNING

MARCH 7-9, 1979

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